

FIRST NATIONS CONFEDERACY/SOUTHEAST RESOURCE DEVELOPMENT COUNCIL

AN ASSESMENT OF SERVICES DELIVERED UNDER THE
CANADA-MANITOBA-INDIAN CHILD WELFARE AGREEMENT

December 24, 1986

Submitted to: Ms. Elaine Isaac
Mr. David Rundle

Submitted by: Mr. Julian Isitt
Mr. Brian Roberts

DRAFT
FOR DISCUSSION

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The
Coopers
& Lybrand
Consulting Group
Management Consultants

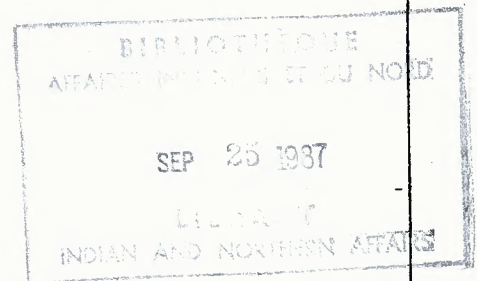
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I. INTRODUCTION

The First Nation's Confederacy (FNC) and the Southeast Resource Development Council (SERDC) retained the Coopers & Lybrand Consulting Group to conduct an assessment of Indian child welfare and family services provided by two Indian agencies - West Region Child and Family Services and Southeast Region Child and Family Services. During the summer and fall of 1986, we conducted a survey of community residents, child welfare workers, agency supervisors, elected Indian officials and government representatives. Our goal was to determine whether services were being provided in accordance with the objectives set by the parties to the Canada-Manitoba-Indian child welfare master agreement. The study was not an assessment of the operations of the agencies. The Manitoba Department of Community Services and Corrections performs agency reviews on an annual or as needed basis. Therefore, we concentrated our examination on questions of effectiveness as seen by members of the Indian community and government officials.

In this report, we describe the issues examined, the evaluation methods we used and our findings. We also present recommendations which we hope will be helpful during the negotiation of a new master agreement.

II. BACKGROUND TO THE EVALUATION

In this section of the report, we describe major circumstances that led to the evaluation.

A. IMPORTANT HISTORICAL FACTORS

Section 91 (24) of the British North America Act makes the Parliament and the Government of Canada responsible for

the nation's Indian people and lands. The provinces have jurisdiction only if the Indian Act does not take precedence. This constitutional arrangement determines the fundamental shape of social services provided to Indian children and families. However, as social services grow in complexity and in demand, the acceptance of responsibility by government for Indian child welfare and family services has become increasingly ambiguous. Governments did not actively provide social services when the B.N.A. Act came into effect. Provincial governments became increasingly responsible for these as they developed. Despite this, it is generally agreed that the federal government continues to retain specific responsibility for ensuring that adequate services are provided to Indian people. Most provincial governments have been reluctant to take unilateral responsibility for providing Indians with all the services normally provided to non Indian residents.

During the 1960's, the public became increasingly aware of critical needs for social services in Indian communities. Indian child welfare and family services were poorly developed despite needs that were generally even more severe than those of other communities. The problem was exasperated by economic underdevelopment and the associated difficulties of high unemployment, insufficient income and family breakdown. These were compounded by an apparent ambivalence by governments in committing resources for required services.

In 1977, urgent action was taken to deal with the crisis. The Manitoba Indian Brotherhood, the government of Canada and the Manitoba government agreed to a tripartite strategy. The Indian child welfare subcommittee submitted a report in March 1980. The subcommittee recommended:

- A comprehensive social services approach in which the needs of both children and other family members would be met.
- Community participation in the planning and implementation of services.
- Regional service management structures.
- Creation of a province-wide central authority.
- Principles for determining resource allocations.

The subcommittee's report became the basis of the Canada-Manitoba-Indian Child Welfare Agreement.

In 1981, the federal cabinet approved a five-year program for Manitoba Indian child welfare. An agreement was signed on February 22, 1982 covering Indian child welfare and family services for a period that expired on March 31, 1986. The master agreement is designed to allow subsidiary agreements with individual Indian band or other organizations. The services we assessed were established and provided in accordance with the master agreements and specific subagreements.

As the expiry date of the original agreement approached, it became clear that a new agreement would not be reached in time. Therefore, the parties to the master agreement and the subagreements decided to agree to negotiations for a replacement. It was also agreed that terms of the existing agreements would be extended until the end of December of 1986.

The Political Accord on Manitoba Indian Child Welfare negotiations was signed on November 26, 1985 by the two governments, the Brotherhood of Indian Nations, First Nations Confederacy and the Southeast Resource Development Council. The study described in this report was conducted to provide information for the negotiations to which the parties agreed. Such an evaluation was also provided for in the original master agreement.

A study to be financed by Indian and Northern Affairs Canada was approved by the Assistant Deputy Minister of Indian Services in February, 1986. When the terms of reference were developed, an evaluation committee representing all three signatories was formed to monitor the progress of the evaluation.

B. INTENDED USE OF THE STUDY

This section will discuss the anticipated needs of the three signatories for this evaluation. The intended use of the evaluation by each is presented below.

1. First Nations Confederacy and Southeast Resource Development Council

This study will be used by the FNC to assess the achievement of the goals and objectives as set out in the Master Agreement. Also, the evaluation will be used by the political Indian leadership to discuss organization options for the upcoming negotiation of a new Master Agreement.

The special needs and considerations of Indian people will also be studied to determine whether these needs have been met.

2. Government of Canada

As the major funding source for the program, the Federal Government seeks to determine the appropriateness of funding arrangements in terms of the needs of the agencies and the communities they serve.

Another major responsibility of the Federal Government was to maintain the special relationship of the Indian people to Canada. This evaluation will determine whether the Agreement or any Subsidiary Agreements have affected this special relationship.

3. Manitoba Government

Manitoba's primary use of the evaluation will be to determine if the provision of child and family services to the Indian people conforming to standards and legal requirements established in the Child Welfare Act.

The Province will also wish to assess whether program arrangements have helped Indians to retain their identity, customs, culture and way of life in the delivery of child and family services.

The roles and responsibilities of the three signatories as set out in the Master Agreement will be examined to determine if the obligations have been met. The main focus of the evaluation will be the effectiveness of the program. The parties to the

agreement also wish to identify opportunities for improvement in the subsequent agreement.

C. PROGRAMS TO BE EVALUATED

We evaluated a full range of child and family services delivered by Indian agencies in the West and Southeast regions of Manitoba. We also considered programs that were anticipated when the Master Agreement was signed but were not implemented for budget or other reasons. The Indian child welfare and family service model is broader than the one which typically prevails. In many respects, each Indian child welfare organization combines functions of both a children's aid society and a family services agency. In this section of the report, we describe the scope of the evaluation in terms of the following:

- Major program categories.
- Within each major category, specific program elements.

In presenting these, we have drawn extensively from the Report of the Indian Child Welfare Sub-Committee, Manitoba, to the Tripartite Committee, dated March, 1980.

1. Child Care Services

Child care services are intended to provide for the physical and other care needs of children while they are away from their parental or original permanent homes. Under the Indian child welfare model, these include drawing upon parental and community resources. The two child care program elements are:

- Temporary care arrangements by formal or informal agreement.
- Temporary or permanent guardianship. This may be voluntary under Section 15 of the Child Welfare Act, undertaken for protective reasons under Section 27 of the Act or, in the case of a suspected juvenile offender, under Section 44.

2. Adoption Services

Indian child adoption incorporates permanent placement of children and the use of community resources. These apply to the following program elements:

- Assessment of prospective Indian adoption homes.
- Placement of Indian children by consent of the parents or court ordered permanent guardianship.
- Provision of counselling and other services to newly adopted children and adoptive parents.
- Creation of revised official records.

3. Juvenile Probation Services

Under the Indian Child Welfare model, juvenile probation services bring together measures required by federal or provincial law and community resources to ensure that the courts consider cultural factors. The program components are:

- Assessments of correctional needs prior to court proceedings or sentencing.
- Probationary supervision of young offenders.
- Supervision of suspected offenders who have been remanded or freed from custody on bail.
- Parole investigation and supervision. By arrangement with the National Parole Service, Indian child welfare authorities provide role investigation and supervision services in remote Indian communities.
- Probation support services. Indian juvenile probation also includes non-judicial services. These are:
 - Delinquency assessment and monitoring.
 - Victim-offender reconciliation.
 - Community reintegration.

Several of the proceeding apply to adult offenders. Due to discretionary features of the Young Offenders Act, they may also apply in the case of children.

4. Parental Services

An important child welfare goal is supporting natural, adoptive or foster parents. Indian child welfare services in this category include the following program elements:

- Homemaker services.
- Day care and pre-school enrichment.
- Family planning.
- Emergency financial assistance.
- Counselling.
- Unmarried parents services.

5. Community Services

Community resources play a very important role in Indian child welfare. Community values determine unique cultural and other needs. They also suggest different approaches to prevention and protection. The program elements of Indian child welfare community services are:

- Volunteer programs.
- Community education.
- Liaison with providers of other social services including health, employment, housing, education, legal aid and substance abuse.
- Utilization of Indian spiritual resources.
- Advocacy of Indian and other human rights.
- Development of local responsibility and self determination.

The preceding program categories and elements are described in terms of services. We believe it is important that qualitative factors be considered which differentiate these programs from the services provided by non-Indian agencies. The most important factors are:

- The special status of Indian people as expressed in treaties, the Indian Act and the British North America Act.
- The importance of indigenous leadership, including informal community decision making.
- Commitment to preserve Indian identity, including language, customs, tribal relationships and community and family ties.
- Acknowledgement of the goals of local responsibility and self sufficiency.
- Commitment to cultural, social and economic development of Indian resources for Indian people.

Indian Child Welfare programs are expected to address the needs of children, parents, and communities while reflecting tribal and cultural goals. Other requirements must be satisfied as laid down by statute or by special agreements with the governments of Canada and Manitoba.

D. STUDY SCOPE AND CONSTRAINTS

In this section we will describe what the study has addressed as well as its limitations. The scope of this study is to focus on the expected results and objectives of the Agreement. As discussed in the previous section, each signatory will use the evaluation to determine if their achievements have reached the objectives set out in the Agreement. Our evaluation will emphasize opportunities for joint action instead of dwelling on weaknesses.

1. Study Scope

The purpose of the Agreement and the principles identified to guide in the achievement of the purpose are defined in the Agreement. The roles and responsibilities of the three signatories are also clearly set out in the Agreement.

The study was designed to evaluate services provided under the Agreement. It also was designed to include a review of the roles of the signatories and the regional agencies in delivering the Indian Child Welfare and Family Services program. This was to be conducted using an in-depth interview program and a review of related published and unpublished reference material. The extensive interview program was reorganized to a smaller, focussed list of respondents. This was due to a reduction in the study budget that occurred after the evaluation began. The change in the scope of the study has resulted in statistical limitations of the study. These will be discussed in the next section.

2. Study Limitation

The change in the scope of the study required a more qualitative approach. Resources were not available to examine in depth operational or quantitative aspects of service delivery. However, we consider the interview results to be accurate reflections of the respondents' perceptions and positions on the questions that were asked. The interview questions were designed to elicit comments on perceived gaps between the Master Agreement and program delivery at the agency and community level.

There were several advantages to a nomative approach to the interviews:

- People's perceptions were easier to record using open-ended questions.
- The key issues were discussed in greater detail during interviews with agency staff and government representatives. Jurisdictional and organizational development matters were able to be analyzed in greater depth.

We describe later our study method and how it supported the evaluation.

Next, we present the main focus of the study in relation to the specific objectives of the various organizations.

E. OTHER CONCERNS OF THE SPONSORS OF THE STUDY

The evaluation of services delivered under a tripartite agreement becomes very complex when the interests of all parties are to be included. The main purpose of the evaluation was to help identify opportunities for joint action. Because the operating philosophy of the child caring agencies was found to be consistent and understood by all parties, we had no reason to dwell upon this. The existing child welfare model appears to work well.

Several key topics were discussed:

1. How Services Are Planned and Funded

Increases in numbers of children in care has been accompanied by uneven changes in staffing and funding. Also, the funding formula rules vary between provinces. This results in differing levels of support for the services provided by the Indian child and family services agencies.

The Indian child and family services agencies in Manitoba prefer to be funded on a basis of services provided. The federal government promotes funding on a per capita basis. Consequently, we undertook to assess how resources are allocated.

2. Agency and Service Development

The Indian agencies contend development activities need to be supported more, specifically:

- Training and education of agency and reserve staff.
- Ongoing development of community programs.

We, therefore, were requested to examine these needs.

3. Participation of Indians in Service Delivery and Planning

The development of programs at the band level was a major focus of the study. The Agreement set out the parameters for Indian involvement in the development of programs and services. The study of the achievement of

this objective is important for all parties. The FNC and Federal Government are particularly interested in the findings concerning this issue as it relates to the move towards Indian self-government.

We next describe the design of the evaluation and the research methods used.

III. DESIGN OF THE EVALUATION

The evaluation was designed to meet the needs of the First Nations Confederacy, Southeast Resources Development Council. Since the report is intended to serve as a reference document in negotiations with the federal and provincial governments, we also took into account the needs of these organizations. Several sections of the assessment report conform to general program review requirements of the Office of the Comptroller General of Canada.

A. ASSESSMENT APPROACH

The main interest was how well provided services met objectives agreed to when the master and subsidiary agreements was negotiated. To assess this, we created an evaluation framework which linked the following:

- Objectives of the parties to the agreements.
- Provisions of the agreements.
- Organizational roles.
- The child welfare and family services.

- Needs of Indian communities.

From the original terms of reference of the study, we derived 42 evaluation questions or issues. These were classified according by individual component of the evaluation model. Thus, for example, we were able to determine three questions that would allow us to assess how the agreements were linked to the objectives of the parties to the agreements.

Finally, we selected evaluation methods that suited the questions. The following techniques were adopted:

- Reviews of reports and other documents.
- Interviews of Indian leaders and senior government officials.
- Interviews of agency officials and staff.
- Interviews of band residents, officials and community workers.
- Content analysis of the data generated by the preceding methods.

In Appendix I, we present a description of the approach we took to the evaluation.

B. SURVEY SCOPE

We developed interview guides and other data collection materials. Initially, these were to be used in a survey

of all bands served by the two agencies. Due to a change in the project budget, we made the following changes with the agreement of FNC and Southeast Resources Development Corporation.

- We conducted surveys in 8 bands instead of 17.
- Interviews were carried out in each community in one or two days instead of a week.
- Professional consultants were used in place of temporary survey staff.
- We agreed to place more emphasis on effectiveness and jurisdictional issues.
- We limited time spent on the collection and analysis of quantitative data since this information was more relevant for assessing operational issues; these are examined already by the Manitoba Government as part of agency reviews.
- We spent more time interviewing Indian leaders and senior government officials.

Despite the change in scope, we undertook to assess the same questions but at a different level. In conducting our evaluation, we considered the issues described in a draft evaluation plan that was approved by the evaluation management committee before the study budget was revised. In Appendix II, we present the original evaluation plan. Whereas we had intended to document all our findings, we have confirmed our reporting to exceptional or major items. Thus, within a reduced budget, we have sought to maintain

the original breadth of the study. In our opinion, while the volume of documentation has been reduced, the accuracy and completeness of our evaluation have not been affected. Moreover, jurisdictional questions have been assessed in somewhat greater depth than first planned.

The design of the evaluation was set following several meetings with the evaluation management committee and subsequent discussions with individual members of the committee.

IV. MAJOR FINDINGS

We drew upon four main services of information: band residents, agency staff, Indian community leaders and government officials. Data was gathered during interviews and from numerous reports and other documents. We next describe our findings.

A. RESULTS OF COMMUNITY INTERVIEWS

The interviews produced varied results. Some evaluation issues were viewed by all groups the same way. However, there were other issues that raised differing points of view from one community to the next. In this section of the report, we will compare the results of the community interviews with the evaluation issues identified in the study Terms of Reference and discussed in our evaluation plan presented to the Child and Family Services Evaluation Committee. The five evaluation sections and the results of the interviews are discussed below.

1. Relationship of Original Goals to the Agreements and Sub-Agreements

The questionnaire for the community representatives and workers was designed to focus on other areas of the evaluation. The two questions relating to this evaluation issue had a very low response rate because the majority of those interviewed had a limited understanding of the agreements and sub-agreements.

2. Effect of Agreements and Sub-Agreements on Organizational Roles

Community representatives and workers viewed this issue from an operational perspective. They were most concerned about working relationships and the availability of services.

- a) Evidence of consistency in interpretation of procedures and terms, e.g., "custom adoption", "parent", "extended family", "child-abuse", "approvals for maintenance billings."

These terms were known to all respondents and were used in the proper context. Interpretations of procedures and terms were consistent with all those interviewed.

- b) Evidence of well-defined, complementary and comprehensive roles for each signatory.

Most respondents were not certain of the roles of each signatory as set out in the agreements. Those with an understanding of the agreements responded that the roles seemed clearly defined but this was not the case in the performance of the defined roles.

- c) Evidence of Manitoba Indian Child Welfare Committees functioning, issue resolution and communication with Indian Child Welfare agencies.

The responses to questions relating to this issue were mixed. Some respondents felt that Indians do have significant input into the development of services and their delivery through the child welfare agencies. Others felt that their identification of services for development was high, but the governments (both federal and provincial) had the final selection of services to be delivered.

- d) Evidence of federal and provincial support for the return of Indian children to their original communities.

The repatriation program is relatively new and its development is continuing. While the majority of respondents recognized a need to increase this service, the general response was that they are pleased with the efforts to date. Some communities are more concerned than others with getting their children back to their original homes. These respondents also feel the government should be offering more funding assistance for this program.

- e) Evidence of knowledge by local and other officials of all other external sources and relevant programs.

The members of the local CFS committees typically include a NADAP worker, a community development worker and CHR. This involvement results in a

good understanding of the work done by the various external sources and other relevant programs. Some respondents commented that information was often shared between programs to assist in effective service delivery in that particular community.

- f) Evidence of maximized utilization of other programs, including NADAP, community development, policing, education and health.

As mentioned previously, there is some transfer of information between programs in a few communities. However, since this process is occurring in only a few communities, this cannot be construed as maximum utilization of all programs in all areas.

- g) Evidence of coordination and integration of other programs including NADAP, community development, policing, education and health.

All respondents described the many workshops conducted each year. These workshops for the CFS committee often included alcohol abuse or others relating to programs that are in place. The coordination/integration of these programs has strengthened the delivery of services in key areas of the overall community development.

- h) Evidence of the deployment of trained local personnel in child and family services.

All respondents were pleased with the fact that the PRS workers had received some formal social worker training. There are areas that require increasing the skill level of staff. These varied

between the communities surveyed and was dependent on the needs specific to each one.

- 1) Evidence of consultation between the local communities, the Manitoba Indian Child Welfare Committees and Tripartite Committee.

The respondents noted that the consultation typically is limited to local PRS workers and West Region CFS workers. For the most part, the respondents saw good working relationships between the groups that do meet. It does not appear, from these responses, that the Tripartite Committee has a major influence on the local committees.

3. Comparison of Intended Organization Roles and Actual Services

This section deals with the types of services delivered in the community compared with the services intended to be delivered.

- a) Evidence that the Agreement provided that all Indian children and their families may be serviced.

All respondents indicated gaps in program delivery. These varied between communities according to the special needs identified. Whatever the reason for the lack of delivery, it is clear that not all Indian children and their families are receiving a full range of services.

- b) Evidence of a defined mandate for services being provided.

There were some community members not aware of all services provided by the CFS agencies. In fact, off-reserve services are not funded by the federal government, though these are provided by the agencies. The mandate for the services being provided is affected by government decisions regarding jurisdiction, funding, and development.

- c) Evidence that current activities reflect standards for the Province overall.

There was concern by all respondents over a perceived inequity of services provided to Indian children and families compared to non-Indian children and families. The agencies are legislated to provide a full range of services, but the funding and staff levels are insufficient to achieve this mandate.

- d) Evidence that actual activities of the three signatories and various committee structures reflect the Agreement.

Most respondents agreed that a lack of knowledge of the Agreement resulted in the inability to compare actual with intended activities of the three signatories. These respondents also thought that the activities being carried out are not achieving all the goals that were set out in the Agreement.

Those few respondents with knowledge of the Agreement and its goals and objectives also believed that there were deficiencies in the performance of obligations of the signatories.

- e) Evidence of the close collaboration of the PTO with Indian bands and Tribal Councils.

All respondents understand the funding and staffing operating difficulties of the PTOs. With this in mind, there is evidence that the PTOs do have a good working relationship with the bands. The working relationship between the Tribal Councils and the PTOs is also perceived as good.

- f) Evidence of the Province of Manitoba and Canada's recognition of Indian government autonomy and their right to control the development of Indian social institutions.

All respondents stated that there should be greater recognition of Indian government autonomy by both governments.

- g) Evidence of Province of Manitoba's support of this process through the provision of an appropriate interim mandate, standards, directives and resources.

Most interviewees rated provincial support of the Indian Child Welfare system as good. There were only a few of respondents stated that there should be more provincial support. Most respondents believe the Province should support Indian self-government initiatives in discussions with the Federal government.

- h) Evidence that Canada has provided and maintained adequate financial resources to establish child and family services in Manitoba for the duration of the Agreements.

Lack of funding was cited as the major weakness in the Federal government's commitment to the provision of Indian child and family services. Band residents reported that the agencies and their staff in the communities are unable to provide the appropriate service levels because of funding deficiencies.

- i) Evidence of negotiated services to Indian people living off-reserve.

Under the Tripartite Agreement, the Manitoba Government is responsible for the provision of off-reserve services to Indians. All respondents believe this should be a federal responsibility.

4. Adequacy of Services in Relation to Community Needs

The discussion of strengths and weaknesses of the programs delivered in the community has provided a good insight into the adequacy of these services compared to the needs of the community.

- a) Evidence that all bands receive a comprehensive range of services.

Some of the respondents indicated that their community did not receive certain services because there was no need for them. There were other services that were not delivered to communities primarily due to a lack of funding.

- b) Evidence of the recognition and preservation of Indian cultural identity in terms of language, customs and social structure.

Cultural services are not provided through the regional agencies. The tribal councils provide cultural services to the member bands under a federally funded program.

- c) Evidence that the family is the first resource for the nurture and protection of children.

This was identified by all respondents as being one of the agencies' key operating philosophies. The respondents support all programs and services designed to keep the community together and avoid, where possible, the apprehension and removal of children.

- d) Evidence of the support of innovative and culturally appropriate child care services by Manitoba and Canada.

Some respondents thought this was an operating philosophy of the regional agencies. Most respondents did not believe the Federal government was supporting this aspect of service delivery. The Provincial government received marginally higher ratings than Canada from respondents in regards to this support.

- e) Evidence of a willingness of community members to utilize services.

All respondents indicated a lack of knowledge by community members of the full range of services provided by the agencies. When community members are made aware of the services available, they are more likely to utilize them.

- f) Evidence of active community participation in planning and developine integrated services.

All respondents indicated that local committees identify areas of need in their communities. However, not all services are provided at the level required.

- g) Evidence of maximized utilization of other programs.

All respondents indicated a sharing of information and provision of assistance between programs. This is evidenced by the local CFS committees comprising members of other programs.

- h) Evidence of active Indian participation in child and family services.

The evaluation of the Master Agreement by the FNC is evidence of participation in child and family services. This evaluation is designed to determine effectiveness and efficiency of the current Indian child welfare model and identify areas for improvement.

- i) Evidence of local decision-making, planning and design in child and family services.

The conduct of special workshops and awareness programs in the communities is evidence that local input is occurring in the planning and delivery of services. All respondents indicated a need for increasing preventitive services through identification of specific community needs.

5. Possible Changes in Indian Child Welfare and Family Services to meet Community Needs

There were many comments from respondents regarding improvements that could be made to the Indian child welfare and family services program. Most respondents listed increased funding as the primary objective in order to deliver the services that were mandated to the agencies. The following section discusses specific evaluation issues regarding possible changes.

- a) Degree of similarity between the environment that existed when the Agreement was signed and at the time of the evaluation.

Respondents indicated that improvements have been made to the environment since the Agreement was signed. All communities noted that the delivery of services is much improved over the environment that existed under the Children's Aid Society.

- b) What were the unintended results of the Main Agreement? What were the implications?

- c) In what manner and to what extent were the intended results of the Main Agreement achieved?

All respondents were positive that the Master Agreement had strengthened the ability for

agencies to provide Indian child and family services. The objectives were not completely met due primarily to the lack of funding and the continuing jurisdictional disputes.

- d) Evidence of increased Board's influence on resource allocation for services to Indian people.

The regional Boards are active and aware of the importance of the delivery of Indian child and family services. The only influence on resource allocation is through meetings with the regional agency and this is contingent on their resources available to the agency.

- e) Evidence of the influences of the Indian agencies' status on the Provincial Child Welfare system and legislation.

There was very limited belief that FNC was able to influence the Provincial child welfare system and legislation.

- f) In what manner and to what extent did the Agreement establish efficient funding mechanisms which are responsive to changes in utilization patterns and the needs identified by PTO organizations and agencies?

There is strong agreement that the jurisdictional dispute over funding responsibilities has led to the inadequate level of services in some areas. As the number of children in care has increased, the demand for certain services has increased causing the demand for additional staff and training. The funding has been decreased due to

planning at the time of the Agreement based on a lower number of children in care anticipated for years 4 and 5.

- g) In what manner and to what extent has a comprehensive and integrated program of services been implemented on all Manitoba reserves? How appropriate have the legislation, resourcing and mandated services been?

Those respondents with knowledge of the objectives of the Master Agreement indicated that the services the agencies were mandated to deliver are not adequately staffed or funded. All respondents indicated the services delivered to Indian communities should be comparable to those provided to non-Indian communities.

The mandating of the agencies was the key step in establishing the delivery of Indian child and family services. The implementation of a comprehensive and integrated program of services requires continued resourcing according to the levels established in the Master Agreement.

B. RESULTS OF DOCUMENT REVIEWS AND AGENCY STAFF INTERVIEWS

An extensive literature review was used to support the interview process conducted during the evaluation. A complete bibliography of the material that was reviewed is listed Appendix IV. The regional agencies, FNC, and DIAND staff provided the material as required. The type of reports include:

- o Annual reports.
- o Consultants' reports.
- o Federal and provincial discussion and position papers.
- o DIAND sponsored program evaluations.

The interviews were able to provide significant insight into the operation of the agencies. We have included the results of the literature research with the results of the staff interviews to offer a comparison of proposed and actual service delivery.

The key evaluation issues that will be discussed in this section are presented below.

1. Evidence of the deployment of trained local personnel in child and family services.

The training program for the local Prevention and Resource Services (PRS) workers met with limited success. The graduation rate was less than 50% and problems were encountered with participants in the following areas:

- Limited previous education.
- Extended periods away from family and community in a large city.
- Limited agency involvement in development of course curriculum.
- Absence of native resource to act as a guidance counsellor.

These difficulties can be offset against the specialized education in Indian child welfare the graduates can use in their communities.

In order for all Indian children and families to receive services assumes the CFS agencies are funded and staffed to ensure adequate service delivery.

Both agencies noted that it is difficult to provide the services that Provincial legislation dictates a mandated agency must provide when staffing and funding levels are inadequate. The Agreement set out guidelines for funding and the political accord recommended courses of action to resolve the jurisdictional and funding disputes. There has been no resolution of this problem to date.

3. Evidence that Canada has provided and maintained adequate financial resources to establish child and family service in Manitoba for the duration of the Agreement.

The funding formula established for Canada in the Agreement was predicated on a decrease in the number of children in care in years 4 and 5. Unfortunately, the number of children in care of the agencies has continued to increase. Therefore, the agencies must try and deliver an increasing number of services with a decreasing budget.

The research reviewed on this issue has shown the jurisdictional disputes over funding responsibility has negatively impacted the delivery of services. This is perhaps the key issue that must be resolved for the agencies to provide the child and family services to

Indians at the level established by the Provincial legislation.

4. Evidence that all bands receive a comprehensive range of services.

As mentioned earlier, not all services are required in all communities. We reviewed data on non-Indian and Indian caseloads. We found that there were up to twice as many cases per Indian agency worker and that no supervisors were available. This problem is being partially addressed in the West Region with the hiring of two supervisors.

The agencies are operating with a philosophy of providing prevention and support services. The establishment of strong PRS services should help reduce the number of children in case. Funding for apprehension has been maintained while funding for certain prevention services has been reduced. This anomaly creates a major problem for the agencies in allocation of resources to operate with this philosophy.

We found that service arrangements vary much between provinces. In Appendix III, we present tables on the Indian child and family services provided in all provinces.

There is a great disparity in the various levels of services provided and the funding to support these services.

5. Evidence of active Indian participation in child and family services.

The Master Agreement set out operating philosophies that would support the objectives of the Agreement. The Indian participation in child and family services was one of the key responsibilities of the signatories.

This point was also emphasized in other documents as being important to the attainment of Indian self-government. The Indian people did not receive adequate services from non-Indian agencies largely due to a lack of understanding of Indian customs and values.

Indian participation in the development of child and family services is important from a traditional point of view to maintain their culture and values. The agencies support this participation and work with the local committees and Regional Boards to ensure the needs of the Indians and their communities are being adequately addressed in the services being provided.

There are many common results that were obtained during the course of the community and agency staff interviews, and the literature search. The following section discusses the results obtained in the interviews with government officials. Following that is an interpretation of these findings as they relate to the evaluation of the Indian child welfare and family services and the Master Tripartite Agreement.

C. RESULTS OF THE STUDY OF GOVERNMENT POSITIONS

We determined the positions of the federal and provincial governments on Indian child and family services by:

- Interviewing senior staff of Indian and Northern Affairs, Canada and Manitoba Community Services and Corrections.
- Interviewing professional staff of the two preceding departments who have significant operating responsibilities for supporting Indian child welfare and family services.
- Reviewing major reports prepared for, or on behalf of, the two governments.

In Appendices IV and V, we present lists of the officials we interviewed and the documents we examined. We next describe our findings.

1. The Federal Government's Position on Indian Child Welfare and Family Services.

The Government of Canada holds that it does not provide Indian people with social services which are a provincial responsibility under the Constitution Act. Nevertheless, the federal government acknowledges that it ensures commitments to Indian people are met in accordance with treaties made after confederation. In this context, the federal government contends that direct responsibility for the provision to Indian people of child welfare and family services lies with the provinces. Since these child welfare and family

services are governed by the Child and Family Services Act of Manitoba, the federal government sees its role as that of working with Indian organizations and the Manitoba Government to help ensure that the services provided to Indian people are no less than those provided to non-Indians.

National staff of Indian and Northern Affairs, Canada (IANAC) believe that the Canada Manitoba Indian Child Welfare Agreement has worked. Indian self-government has been promoted through the creation of Indian child welfare and family service agencies. This is seen as one of the major accomplishments since the original agreement was executed. Based upon our interviews, the following reflects our understanding of the federal government's position on the delivery and support of Indian child welfare and family services in Manitoba:

- Repatriation is seen as a major success.
- Allowing that they have been operating for only a few years, the Indian agencies have developed considerably.
- The development of the agencies and services in Manitoba compares favourably with that in other provinces.
- The federal department had not anticipated the extent of pent-up demand for Indian child welfare and family services.
- The department believes it has been successful in finding additional funds required to support the

agencies; this is expected to become more difficult since the department is being asked by government to finance requested increases in programme budgets by reducing allocations for other programmes.

- There is concern that the agencies may not be operating with sufficient organizational autonomy.
- The department believes that it contributed substantially to the training of agency staff. Despite this support, the results have not met the department's original expectations.
- The federal government will maintain its position that Manitoba is responsible for off-reserve services and for enforcing provincial care standards on reserves.
- Public concern about child abuse is now much greater than it was when the agreement was signed. This has contributed to more demand for Indian child welfare. The department is attempting to respond by providing more support.

The regional staff of the department are responsible for day-to-day liaison with the Indian agencies. In several ways, the regional organization is torn between two objectives. It must support the fundamental goal of Indian self-government and the trial and error approach which must accompany the development of community based institutions. On the other hand, the regional staff are, or at least perceive themselves as

being, accountable for the use of departmental resources. This often entails an orientation to control which appears at odds with the first objective. Unlike national staff, regional employees deal in specifics and, therefore, cannot consistently take the high road in their discussions with members of the Indian community. The unfortunate effect is that regional staff tend to be seen by the Indian community to be less supportive than their superiors in Ottawa. We believe generally that this impression is inaccurate.

The regional staff work with guidelines provided by headquarters. Despite this, responsibility for breakdowns in programmes has, at times, fallen squarely on the shoulders of regional staff. We believe that the Department's administrative policies may need to be revised. For example, during our study, we found that regional staff, due to budgetary constraints, could only with difficulty process payments for foster home services which had not been directed by a court. Thus, the appearance was created that the regional office did not support prevention programmes even though this has been a priority in discussions between the Department and Indian organizations.

The following comments were made during our discussions with regional staff:

- A community based service has been created; before, placements were mostly made outside Indian communities.

- The repatriation programme is one of the main successes achieved under the agreement.
- A major challenge has been finding the resources required to handle needs. The new delivery system has revealed needs which, previously, often went undetected by the social services system. From 1980 to 1986, the Manitoba Indian child welfare and family services allocation of IANAC has grown from \$2.5 million to \$10.8 million. The number of Indian agency staff has increased from 12 to 142.
- Budget constraints have made it difficult to fund several of the services described in the master agreement; prevention services have been affected the most.
- Administrative, political and governmental roles need to be clearer. There may be benefit in establishing an authority which could rule on these matters when responsibility is disputed.
- The department expected the province to assume a more active agency development role. The regional staff of IANAC do not have an agency relations capability as does Manitoba Community Services and Corrections. Two staff in the regional office are responsible for administering child welfare and family services. Thus, the region has been unable to provide the same support that non-Indian agencies get.
- Program reporting is a chief concern. Regional staff recommend more sharing of information by the

agencies and two governments. Resources are needed to develop and maintain better data on caseloads, services and costs.

- In a new agreement, the regional staff recommend that responsibilities be more clearly defined for the following:
 - Mental retardation services.
 - Special needs such as those of handicapped children.
 - Medical services.
- The regional staff recommend that measures be considered to strengthen the management capabilities of the agencies.

2. The Manitoba Government's Position

We met several members of the management team of Manitoba Community Services and Corrections. We interviewed, too, senior professional staff in the department who oversee the province's role in Indian child welfare and family services. As with the federal government officials we spoke to, the jurisdictional framework determined the discussions. In particular, Manitoba holds the Government of Canada responsible for providing services to Indian persons both on and off the reserves. Despite this, the province has assumed an agency licencing role. This encompasses the application of care standards and reviews of agency operations.

The following is our understanding of the province's position:

- Since the master agreement has been in effect, the availability, acceptance and quality of Indian child welfare and family services has improved greatly.
- Indian needs are now represented; the principle of Indian self-government has been shown to work; and the benefits of prevention have been demonstrated.
- The province supports the goals of Indian political leaders including passage of national Indian child welfare legislation providing the federal government accepts financial responsibility and the services are compatible with provincial programs. The Manitoba Government is willing to assist in negotiations.
- Indian children are now being placed properly for adoptions and foster care.
- The reporting of child abuse has much improved; the elders of Indian communities have contributed greatly to this.
- The province has a very positive view of the Indian child and family service agencies. They are seen as pioneers in developing community based services. Manitoba's new Child and Family Services Act incorporates features which were developed first by Indian agencies.

- The Manitoba Government is continuing to finance services for which it considers the federal government to be responsible. These include both services it provides to Indians and some programs and operations of the Indian agencies.
- The current agreement has supported the creation of the Indian agencies and basic services. The priority is now to develop the agencies more and expand their programs.
- In the new agreement, agency staff training and development should be covered thoroughly. The province may be able to take an important role.
- The province also believes that financial and other responsibilities should be defined for delivering, both on and off reserves, the following services:
 - Mental health and retardation services.
 - Day care.
 - Wife abuse programs.
 - Marriage reconciliation services.
 - Probation services.

While these were intended to be part of the original agreement, along with other services, they have not been implemented as expected by the province.

- The province is prepared for the negotiation of a new agreement and willing to start immediately.

The Manitoba Government views itself as supporting Indian leadership in securing commitments of increased support from the Government of Canada.

We found that the positions of government to be rather firm; jurisdictional questions are dominant. Despite these differences, both governments acknowledged the accomplishments of the Indian child welfare and family service organizations.

V. OUR ASSESSMENT

In this section of the report, we present our opinions on:

- The chief successes achieved during the term of the current master agreement.
- The main persisting difficulties.
- Key opportunities to improve services.

Up to this point, we have presented the views of persons we interviewed - Indian community residents, agency staff and government officials. What follows is our own assessment of child welfare and family services delivered in communities served by the First Nations Confederacy and the Southeast Regional Development Corporation.

A. MAIN SUCCESS ACHIEVED

We believe that the most important results have been as follows:

1. Needed Services Are Being Delivered

Despite budgetary and operating difficulties, the two agencies examined are providing the most essential child care and protection services. In reported crises situations, the agencies are intervening effectively. Community residents appear to share this view. Given the great need for services and many associated delivery problems, we believe that the agencies and their leadership have accomplished much in the few years they have been operating.

2. Community Residents Identify with the Agencies and their Services

In all the communities surveyed, residents were aware of the agencies and saw them as Indian institutions. We believe that this factor has accounted most for the acceptance and use of agency services.

3. Attention Has Been Drawn to Critical Social Needs

Despite past studies, the extent of Indian child welfare needs was not widely understood. The two Indian child welfare agencies have achieved a major success by increasing awareness of the problems faced by Indian children and families. Needs which were previously often not recognized are now being met. We believe the approximately threefold increase in services is due almost entirely to supply catching up with previously unsatisfied demand. The agencies have been part of a process of community education which has raised both community awareness and expectations. Despite the difficulties this has posed for service

providers and funders, we consider this process to have been an essential first step in the creation of an effective Indian child welfare system.

4. An Indian Child Welfare and Family Service Network Has Been Established

The agencies are the most visible results of the master agreement. They are, however, only one part of the care system. Other important results are:

- A pool of professional and paraprofessional social work staff with substantial experience in Indian child welfare and family service.
- A community child welfare and family services infrastructure encompassing the local child care committees, local workers and other community professionals.
- A network of Indian and non-Indian social service organizations fulfilling important collateral agency needs.
- Standards for care which incorporate Indian community and cultural values.
- Funding mechanisms to support Indian child welfare and family services and organizations.

5. A Basis Has Been Established for a Care System which
Equals in Quality Comparable Services Provided to
Non-Indians

We found that the Indian child welfare and family service system we examined meets successfully both formal requirements for care and the aspirations of the Indian people. In effect, a care model has been implemented that has proven its potential to meet all the objectives originally articulated. We see no reason to consider alternative delivery systems. With adequate funding and other support, we believe the existing approach can best serve the needs of the community.

In brief, the accomplishments are impressive. Despite severe needs and varying commitments of support, Indian child welfare and family service agencies have established themselves as accepted and effective care providers.

B. THE MOST PERSISTENT DIFFICULTIES

The development of Indian Child welfare and family services has not been smooth. Along the way, many difficulties have been experienced. Some were inevitable in the sense that they accompany the start of any new organization. Examples include an initial shortage of procedures, reporting problems and unclear prescriptions of board and management roles. Other problems, however, have continued. These are as follows:

1. The Agencies Are Frequently Operating With Insufficient Staff

We found significant examples of understaffing due to the following:

- Turnover of supervisory and professional staff.
- Varying band populations and epidemiology.
- Operating problems arising from shortages of supervisors and experienced professional staff.

The agencies are stressful work environments. Their management resources are frequently overtaxed. The agencies attempt to maintain on staff one accredited social worker for each paraprofessional. In fact, the ratio has usually been closer to one professional for every three or four paraprofessionals.

2. The Accountability of the Agencies to the Indian Community is Unclear

In principle, the agencies are autonomous of the tribal and band councils. However, members of the tribal councils dominate the agency boards of directors. We believe this has been a problem when individual board members have challenged the managerial prerogatives of the executive directors. While many of the chiefs we spoke to draw a clear distinction between agency policy making and administration, this division of responsibility is still an issue with others. Moreover, we encountered local councillors who saw the local child

care workers as resources primarily of the bands and not the agencies.

3. Funding Procedures Are Distorting the Delivery of Services and Programs

The agencies operate with three main sources of funds. Indian and Northern Affairs Canada (IANAC) appears to fund willingly services provided in response to court requests or in crises that warrant protection measures. The Government of Manitoba has reasonably reliably supplied some funds for agency development and special services or accordance with annual funding agreements. The least dependable source of funds has been allocations made by IANAC for administrative and discretionary purposes. Unfortunately, these are the only financial resources which can be used for prevention programs.

Externally determined funding procedures have caused cash flow problems which, in turn, have made it necessary for the agencies to emphasize protection work. Thus, less priority has, of apparent necessity, has been assigned to prevention.

4. There Are Too Few Indian Professionals on Agency Staff

While the local child care workers are Indian, only a handful of the accredited social worker staff are. The few accredited Indian staff have encountered special problems since they are often seen to be accountable directly to the community. We believe this factor has discouraged applications for agency positions by Indian professionals and also contributed

to staff turnover. While non-Indian staff have shown themselves to be sensitive to community concerns, we believe that a higher proportion of accredited agency staff should be Indian.

5. Staff Development Requirements Need to Be Better Met

The federal department and, to a lesser extent, the Manitoba Government have provided funds for staff development. Despite this, training appears to have been only partly successful. The chief problem is the poor match of training opportunities to needs. Most of the paraprofessionals are in life situations which preclude lengthy absences from their communities or participation in evening education programs.

Typically, they serve both as homemakers for their own families and as full-time agency employees. The availability of training monies is not sufficient to overcome these barriers to staff development.

6. The Agencies Are Being Caught between the Regional and National Offices of Indian and Northern Affairs Canada

We found that the agencies are getting apparently contrary messages from different sections of the federal department. In formal negotiations, IANAC appears supportive of steps toward Indian self-government. In principle, it is accepted that the agencies, working with the communities, should be able to determine the mix of services which is needed by residents of each band. This understanding appears to extend to the local priorities to be assigned to prevention and protection services. In reviewing

background papers and federally sponsored studies, we found many expressions of IANAC national office support for these principles.

We believe the Manitoba regional staff also support the principles just described. However, the nature of the work they perform makes it difficult for regional office staff to appear supportive. They process claims for payment and are expected to control program budgets. They must follow administrative rules that apply to all federal government departments as well as national guidelines that IANAC has established for all its regional operations. In practice, the agencies have encountered senior administrative and budgetary constraints in their working relations with regional staff. At times, these have appeared to be at odds with the department's intent as expressed by national staff and elected officials.

We believe the main causes of the department's apparent inconsistency are nationally enforced administrative procedures which makes regional staff accountable for many agency funding transactions on a case-by-case basis. We believe that this is incompatible with the principle of self-government.

7. Jurisdictional Issues Are Hampering the Delivery of Services

Contrary to the positions of the two governments, we were informed that Indian children and families are not receiving all needed services. The most important needs which are not being met fully are:

- Mental retardation services.
- Homemaker services.
- Special needs due to disability or disease.
- Psychiatric counselling and care.
- All services required by those who both live off-reserve and are considered ineligible for provincial programs.

The crux of this problem is denial by one or both governments of responsibility for the services. To get around the jurisdictional problems, individual government and agency officials have made informal arrangements for services to be provided.

Informal arrangements, while justified in absence of alternatives, are not adequate. Given the seriousness of the underlying human needs, we believe a more reliable approach is required. It is also unfair to the staff since they would likely be held responsible for any failures attributed to the necessarily non-binding nature of the working agreements.

We take the presence of such informal arrangements as a sign of the substantial commitments of staff at working levels to providing needed services. We found this in the agencies and both governments.

We next describe several important opportunities which accompany renegotiation of the master agreement.

C. OPPORTUNITIES TO IMPROVE INDIAN CHILD WELFARE AND
FAMILY SERVICES

The renegotiation of the master agreement offers the best opportunity yet to improve Indian child welfare and family services. Compared to the negotiations of the first agreement, those who participate in the upcoming rounds of discussion will have several advantages. They can draw upon the considerable experience of the agencies. There is currently more agreement on issues and problems. Questions of child care and abuse command much greater public attention now than they did when the master agreement was negotiated. Finally, there is a better understanding of the practical significance of the jurisdictional questions.

These factors plus the need to develop a new master agreement make it possible for new approaches to be considered. We believe the most important opportunities are as follows:

- To redefine the roles of the two governments and Indian organizations and thus, resolve jurisdictional issues.
- To institute new methods for budgeting for Indian child welfare and family services as well as new procedures for disbursing agency and program monies.
- To put in place an agency relations capability that includes agency development services.
- To create an agency operating environment which lowers the stress placed on agency resources and encourages the development and retention of staff, especially Indian professionals.

We next present our recommendations.

D. RECOMMENDATIONS

The opportunities we just described to improve services are mostly long-term. The main priority will be discussions about a new agreement. To support these, we make several recommendations.

1. Establish Favourable Negotiating Conditions

The agencies are now operating under an extension of the original master agreement. Even though this temporary arrangement expires shortly, it was only recently ratified by the Federal Government. Already, it has become necessary to consider extending the extension. We believe that the maintenance of these temporary working arrangements is diverting attention from the larger issue, namely the negotiation of a new master agreement.

We recommend that the existing agreement be extended for a period of time. That is long enough to permit thorough discussion of important questions. We believe that this could take at least 12 months. The parties to the agreement may wish to consider an indefinite extension to eliminate all arbitrary time constraints.

2. Ensure That All Parties to The Negotiations Are Represented by Elected Officials

Because much time and technical expertise is needed to support the communications, most of the work will be

performed by officials of Indian organizations and governments. While this cannot be avoided, we believe that it is essential that political leaders participate in the discussions. Therefore, we recommend that a negotiating plan be devised which creates appropriate opportunities during the negotiations for meetings to take place between political representatives of the Indian community and the two governments. We propose that these be held at least every six months until the negotiations are completed. The main purpose would be to increase the likelihood of decisions being taken to resolve deadlocks in the discussions, especially concerning jurisdictional questions.

3. Evaluate Agency Development Needs

Despite much effort, the development of training opportunities for agency staff has produced mixed results. Past training programs appear to have been of limited value since the lifestyle needs of trainees are not anticipated. Even when staff development was successful, benefits were diminished by staff turnover. We believe that staff development is one component of agency development. Therefore, we recommend that a study be carried out of agency development needs. Broadly, these should be seen as measures to create awarding professional opportunities for agency staff as well as desired operating capacities. Appropriate staff training be carried out to support these.

We recommend that agency development alternatives be assessed and an early decision taken on a preferred approach. This would permit specific arrangements to be made under a new master agreement. Because agency

development will likely entail commitments of resources by both the Federal and Provincial governments, we believe it is particularly important that these be described in the new agreement.

4. Consolidate Information On Current Services

A major barrier to resolving jurisdictional questions is the absence of comparable information on services funded by the two governments. Both funding and data related to it are tied to individual services supported by one level of government. To create a broader view, we recommend that the two governments be requested to provide information on any service they support that falls in the categories described at the beginning of this report. Services provided both on and off reserve should be included.

We suggest that the purpose of this be to identify the current total commitment by the Federal and Provincial governments to Indian Child Welfare and Family Services. We believe this information is needed before a thorough discussion can take place on how these services can best be planned and managed.

5. Assess The Benefits Of Strengthened Tripartite Management

The previous recommendation is intended to produce information on the resource pool which would be required to support existing levels of services. Even if agreement cannot be reached on the founding of new or expanded services, we believe there is a reasonable probability that agreement can be reached on a new

management structure for budgeting current services at existing levels. We recommend that the goal be to create a single program planning authority under tripartite control to simplify the budgeting of agency services. Minimally, this would provide the agencies with more opportunity to allocate resources according to their specific needs. Moreover, if the benefits of pooled funding can be demonstrated to the two governments, we believe federal-provincial cost-sharing agreements are more likely to be reached on new or expanded services.

In addition to the services currently provided by the agencies, cost-sharing should be considered for the following:

- Mental retardation services.
- Probation services.
- Special needs programs.
- Any child welfare or family service provided to clients living off-reserve.

6. Enhance Service Activity Reporting

Before the Indian agencies were created, many child welfare and family service needs were unmet. The visible demand represented a small portion of the real requirement. The agencies have grown rapidly in response to considerable latent needs. This has created much pressure for additional resources. We believe a simple but consistent reporting system is

needed to support requests by the agencies for funding and other resources. Therefore, we propose that steps be taken to create standards for external reporting of caseloads and service activity levels.

We believe the proceeding measures would enhance the existing service delivery system. The basic structures appear to be working well. We recommend that the continuing development of the agencies be supported.

VI. CONCLUSION

The Coopers & Lybrand Consulting Group is pleased to have assisted the First Nations Confederacy and the Southeast Resources Development Council. Despite the many issues we have described in this report, we were impressed by the dedication and creativity of many people who have contributed to the development of Indian Child Welfare and Family Service System in Manitoba. We found a social services network that is both providing needed services and promoting awareness of needs within Indian and non-aboriginal communities. We discovered too, how band members, political leaders and agency officials have created important proof of the potential of Indian self-government.

THE COOPERS & LYBRAND CONSULTING GROUP

APPENDIX I

EVALUATION APPROACH

REFERENCE GUIDE FOR THE
EVALUATION PLAN AND EVALUATION QUESTIONS

I. EVALUATION PLAN

The attached evaluation plan is a revised edition of the original presented at our meeting of April 24th, 1986. Given the F.N.C. concerns and comments, we have attempted to clarify the outstanding points and illustrate the compliance between our plan and the evaluation issues identified in the Terms of Reference, Appendix D.

In our revised Section I, there are handwritten notes identifying the link between the study questions and the evaluation issues in the Terms of Reference.

II. EVALUATION QUESTIONS

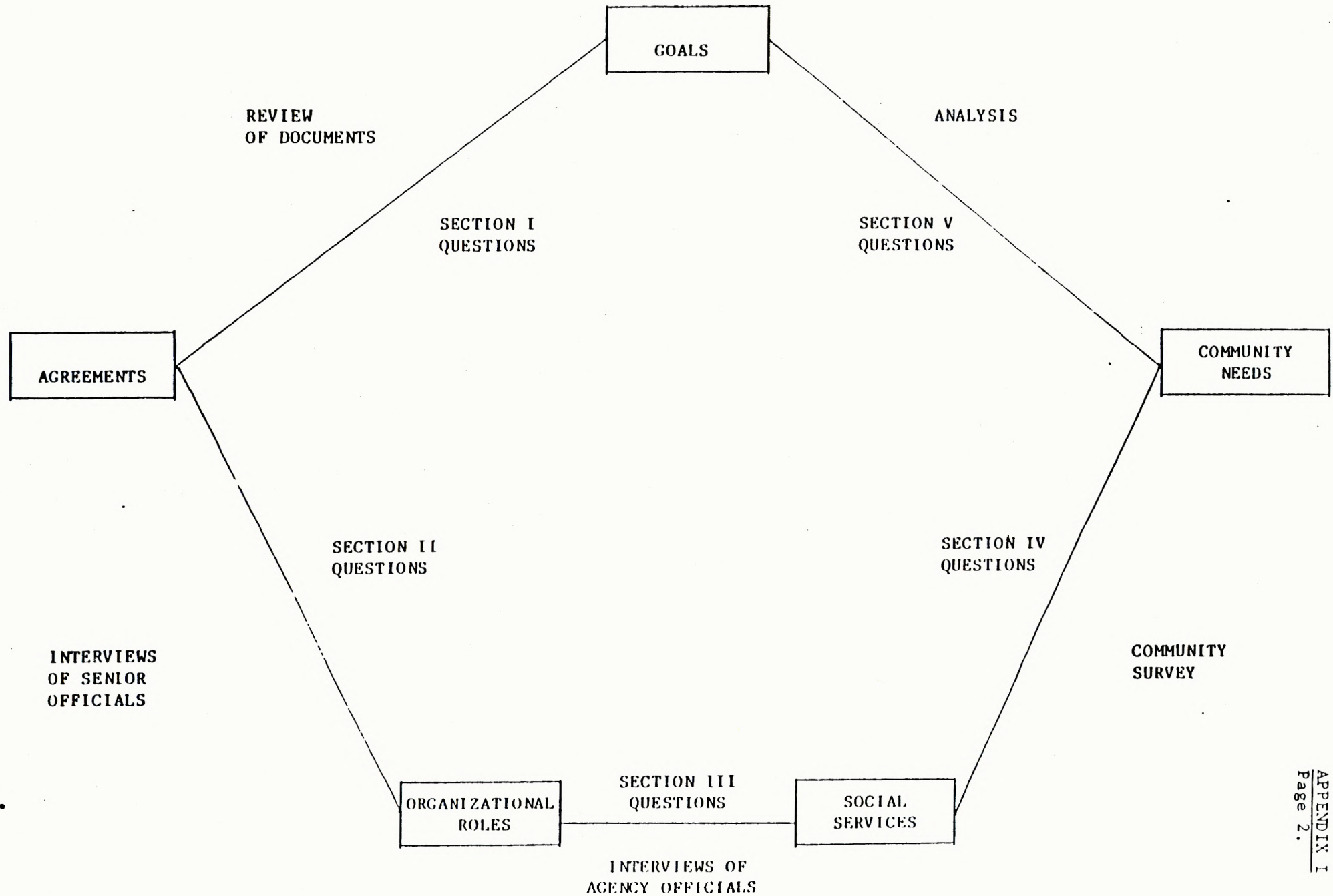
The covering table illustrates our proposed evaluation framework and methods. The first step is the documenting of goals, and the process follows the arrows. The evaluation process, when completed, uses the analysis of information to determine the gaps between the goals and what has been achieved.

The pages following the chart describe each box and the evaluation questions studied throughout the process. As well, the numbers in the right-hand margin correspond to the evaluation issues in Appendix D of the Terms of Reference.

The final table graphically illustrates the interrelationships of the many organizations and groups involved with Indian Child Welfare and Family Services. The primary study groups are:

- Indian communities
- Local communities
- Regional committees
- Indian Child Welfare and Family Service Agencies

TABLE: PROPOSED EVALUATION FRAMEWORK AND METHODS



EVALUATION QUESTIONS

I. RELATIONSHIP OF ORIGINAL GOALS TO THE AGREEMENTS AND SUB-AGREEMENTS

- Consistency between various objectives. 1.2
- Consistency between Agreement, sub-agreement(s), and program objectives. 1.3
- Consistency between Agreement objectives, DIAND objectives, P.T.O. objectives, and related Provincial objectives. 1.4

II. EFFECT OF AGREEMENTS AND SUB-AGREEMENTS ON ORGANIZATIONAL ROLES

- Evidence of consistency in interpretation of procedures and terms e.g. " custom adoption", "parent", "extended family", "child-abuse", approvals for maintenance billings. 1.5
- Evidence of well-defined, complementary and comprehensive roles for each signatory. 3.1
- Evidence of Manitoba Indian Child Welfare Committees (as set out in the main Agreements) functioning, issue resolution and communication with Indian (First Nations citizens) Child Welfare agencies. 3.2.5
- Evidence of federal and provincial support for the return of Indian children to their original communities. 4.5.1
- Evidence of knowledge by local and other officials of all other external sources and relevant programs e.g., NADAP, community development programs, policing, education programs, health programs, etc... 5.1
- Evidence of maximized utilization of other programs, including NADAP, community development, policing, education and health. 5.2
- Evidence of co-ordination/integration of other programs including NADAP, community development, policing, education and health. 5.3
- Evidence of the deployment of trained local personnel in child and family services. 8.3

II. EFFECT OF AGREEMENTS AND SUB-AGREEMENTS ON ORGANIZATIONAL ROLES -
CONTINUED

- Evidence of consultation between the local communities, the Manitoba Indian Child Welfare Committees and Tripartite Committees. 8.4

III. COMPARISON OF INTENDED ORGANIZATION ROLES AND ACTUAL SERVICES

- Evidence that the Agreement provided that all Indian (First Nations) children and their families may be serviced. 2.1
- Evidence of a defined mandate for services being provided e.g., off-reserve services, community development. 2.3
- Evidence that current activities reflect standards for the Province overall. 2.4
- Evidence that actual activities of the three signatories and various committee structures reflect the Agreement. 2.5
- Evidence that mandated activities are occurring e.g., integrated Youth Probation services. 2.6
- Evidence of the close collaboration of the P.T.O. with Indian bands and Tribal Councils. 3.2.1
- Evidence of the Province of Manitoba's and Canada's recognition of Indian (First Nations) government autonomy and their right to control the development of Indian social institutions (i.e. Indian/First Nations citizens Child Welfare Agencies). 3.2.2
- Evidence of Province of Manitoba's support of this process through the provision of an appropriate interim mandate, standards, directives and resources. 3.2.3
- Evidence that Canada has provided and maintained adequate financial resources to establish child and family services in Manitoba for the duration of the Agreements. 3.2.4
- Evidence of negotiated services to Indian people (First Nations citizens) living off-reserve. 3.2.6

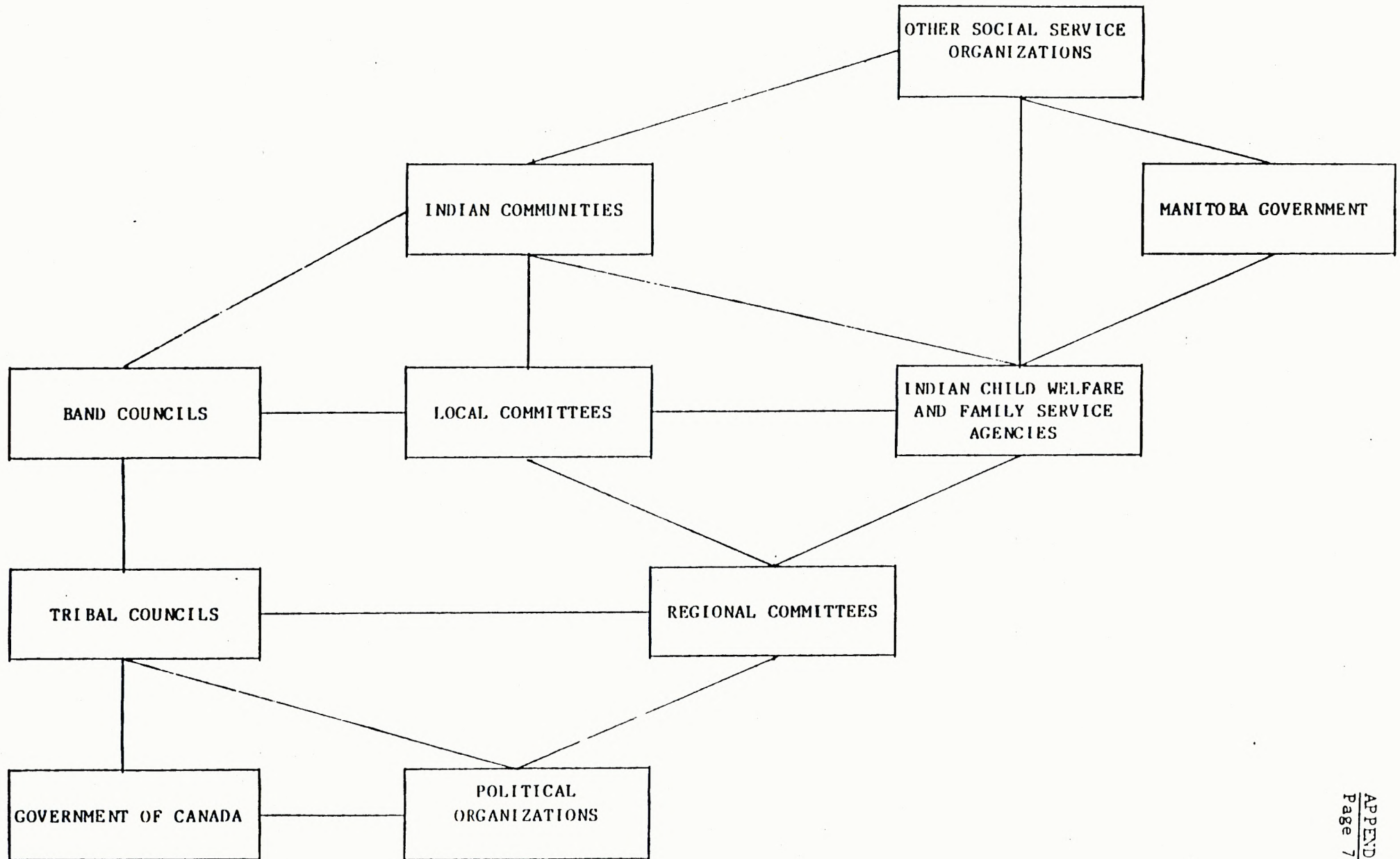
IV. ADEQUACY OF SERVICES IN RELATION TO COMMUNITY NEEDS

- Evidence that all bands receive a comprehensive range of services. 2.2
- Evidence that mandated activities are occurring e.g., integrated Youth Probation services. 2.6
- Evidence of the recognition and preservation of Indian (First Nations) cultural identity in terms of language, customs and social structure. 4.1
- Evidence that the family is the first resource for the nurture and protection of children. 4.2
- Evidence of the support of innovative and culturally appropriate child care services by Manitoba and Canada. 4.3.1
- Evidence of a willingness of community members to utilize services. 4.4.1
- Evidence of active community participation in planning and developing integrated services. 4.6.1
- Evidence of consultation with local communities by the Manitoba Indian Child Welfare Committees and Provincial child welfare structures. 4.6.2
- Evidence of knowledge by local and other officials of all other external sources and relevant programs e.g., NADAP, community development programs, policing, education programs, health programs, etc... 5.1
- Evidence of maximized utilization of other programs including NADAP, community development, policing, education and health. 5.2
- Evidence of active Indian (First Nations) participation in child and family services. 8.1
- Evidence of local decision-making, planning and design in child and family services. 8.2

V. POSSIBLE CHANGES IN INDIAN CHILD WELFARE AND FAMILY SERVICES TO MEET COMMUNITY NEEDS

- Degree of similarity between the environment (perceptions, experience, political, legislative etc...) that existed when the Agreement was signed and at the time of the evaluation. 1.1
- What were the unintended results of the Main Agreement? What were the implications? 6
- In what manner and to what extent were the intended (expected) results of the Main Agreement achieved? 7
- Evidence of increased Boards' influence on resource allocation for services to Indian people (First Nations citizens). 8.5
- Evidence of the influence of the Indian (First Nations) agency/ies status on the Provincial Child Welfare system and legislation. 8.6
- In what manner and to what extent did the Agreement establish efficient funding mechanisms which are responsive to changes in utilization patterns and the needs identified by P.T.O. organizations and agencies? 9
- Are there better alternatives to the current Tripartite model which would improve program effectiveness? 10
- In what manner and to what extent has a comprehensive and integrated program of services been implemented on all Manitoba reserves? How appropriate have the legislation, resourcing and mandated services been? 11

TABLE: INDIAN CHILD WELFARE AND FAMILY SERVICE LINKAGES



EVALUATION QUESTIONS

CANADA - MANITOBA INDIAN CHILD WELFARE AGREEMENT

DRAFT EVALUATION PLAN

I. DESCRIPTION OF COMPONENTS OF ISSUE QUESTIONS

- A. GENERAL
- B. INTAKE
- C. SERVICE PROVISION
- D. COURT WORK
- E. RESIDENTIAL SERVICES
- F. SINGLE PARENTS
- G. ADOPTIVE SERVICES
- H. REPATRIATION PROGRAM
- I. JUVENILE PROBATION
- J. NON-RESIDENTIAL SERVICES
- K. PLANNING
- L. MONITORING AND CONTROL SYSTEMS
- M. STAFF TRAINING

II. CHILD WELFARE AND FAMILY SERVICE MODEL

- A. FAMILY AND COMMUNITY SERVICES
- B. STATUTORY SERVICES

III. PLAN TO ANALYZE DATA TO BE PROVIDED BY AGENCIES

- A. SERVICE ACTIVITY STATISTICS
- B. ADDITIONAL AGENCY DATA

IV. INTERVIEWING PLAN

LIST OF APPENDICIES

- I - INTERVIEW FORMAT FOR POLICY MAKERS
- II - INTERVIEW FORMAT FOR STAFF
- III - INTERVIEW FORMAT FOR EXTERNAL RESOURCES
- IV - INTERVIEW FORMAT FOR BAND RESIDENTS
- V - INTERVIEW FORMAT FOR FEDERAL AND PROVINCIAL REPRESENTATIVES

I. DESCRIPTION OF COMPONENTS OF ISSUE QUESTIONS

A. GENERAL

1. Description of the operating philosophy:
 - of the organization
 - of the employees
 - as perceived by the community.
2. Description of the Agency's goals and objectives.
3. Description of the services provided and the assignment of staff to each service:
 - identification of service gaps.
4. Involvement of Indian people in the planning, implementation and management.
5. Assurance of Legislative compliance:
 - Child welfare
 - YOA(List specific points)

B. INTAKE

1. Method(s) of referrals to the Agency. People making referrals.
2. Community awareness of Agency's services and procedures for making referrals.
3. Promotion of Agency's services.
4. Involvement of parents in decision making process.
5. Access of other agencies.

C. SERVICE PROVISION

1. Determination of adequacy, appropriateness, and effectiveness of Agency services provided to clients:
 - services provided to support the family.
2. Methods of determining when the Agency terminates services.
3. Follow-up services available:
 - After Statutory services,
 - After Family and Community Services.

4. Transfer from Statutory to Family and Community Services. Methods of decision making.
5. Evaluation and monitoring of staff performance:
 - native involvement in this process.
6. Other services provided:
 - overlap of services.

D. COURT WORK

1. Organization of Agency to deal with Court proceedings:
 - Child Welfare
 - YOA
2. Use of lawyers.
Use of Indian lawyers.
3. Relationship with the Courts.
4. Relationship with the Police.
5. Number of Juvenile Probation orders made.
Number of pre-sentence reports.
Percent of recommendations accepted by the Courts.
6. Other resources available.

E. RESIDENTIAL SERVICES

1. Definition of residential services.
Organization of residential services.
Determination of placements.
2. Methods of recruiting, approving and re-evaluating foster parents. Frequency of re-evaluation.
3. Provision of training for foster parents.
Determination of responsibility for providing training.
4. Number of foster homes available:
 - by year.Relationship of number available to need identified.
5. Determination of percent of foster homes that are Indian.

F. SINGLE PARENTS

1. Resources available:
 - adequacy
2. Number of single parents per year:
 - percent under 18,
 - percent under 16.
3. Determination of percent of Indian children adopted into Indian homes.
4. Method of follow-up required with fathers.
 - Percent participating.
5. Types of follow-up services available after birth.
6. Development of parenting skills
 - Grandparent involvement

G. ADOPTIVE SERVICES

1. Number of studies done in the last year.
2. Methods of recruiting Indian adoptive parents.
3. Availability of other families on other reserves:
 - effect of transferring children between reserves.
4. Adequacy of resources.

H. REPATRIATION PROGRAM

1. Philosophy of the program.
2. Methods of supervision provided.
3. Number repatriated.
 - Number of children repatriated.
4. Issues/rights of adoptive parents versus rights of Band.
5. Adequacy of resources.

I. JUVENILE PROBATION

1. Establishment of case plan.
2. Number of Indian open custody placements available.

3. Determination by Agency of adequacy of services.
4. Professional supervision available.
5. Links existing with the Corrections Department.
6. Adequacy of resources.

J. NON-RESIDENTIAL SERVICES

1. Philosophy of non-residential services.
2. Services available:
 - by Band
 - by Reserve.
3. Methods of choosing services.
4. Identification of other services needed in the community.
5. Adequacy of resources.

K. PLANNING

1. Community representation at the Board.
2. Existence of strategic planning document.
3. Annual goals and objectives.
4. Involvement in the planning process by:
 - Board members
 - Director
 - Staff
5. Planning done by the Federal and Provincial Governments.
6. Indian Child Welfare system influence on other Legislation.

L. MONITORING AND CONTROL SYSTEMS

1. Methods of keeping the Board informed.
2. Protection of client confidentiality.
3. Goals/objectives to assist the performance of the Director.

4. Performance approval system for professional staff existing in the Agency.
5. Frequency of evaluation of individuals.
6. Decision-making for hiring, firing and discipline.
7. Efficiency of cash flows.

M. STAFF TRAINING

1. Level of training staff upon hiring.
2. Description of the orientation program.
3. Description of the inservice training program.
4. Other training programs attended by staff.
5. Methods of selecting programs for staff.
6. Agency responsibility for training.

N. UNINTENDED OUTCOMES

O. CONSULTATION BETWEEN GROUPS

- Federal
- Provincial
- Local

P. IMPROVEMENT OF SERVICES

II. CHILD WELFARE AND FAMILY SERVICE MODEL

A. FAMILY AND COMMUNITY SERVICES

1. Guidance and Counselling
2. Homemaker Services
3. Daycare and Pre-school enrichment programs
4. Supportive and preventive group activities e.g. - Life skills training, Family and child management training. List all such services.
5. Emergency maintenance funds

6. Relationship and access to other services
7. Repatriation
8. Cultural Services

B. STATUTORY SERVICES

1. Child Care
 - Intake
 - Protection Services
 - Residential Services
2. Placement resource development including recruitment and training
 - Foster homes
 - Group homes
3. Single parents
4. Adoption
5. Juvenile Probation

III. PLAN TO ANALYZE DATA TO BE PROVIDED BY AGENCIES

A. SERVICE ACTIVITY

1. By Reserve for 1976 to 1985
 - Abuse Cases Reported
 - Apprehensions
 - Temporary Guardianships
 - Permanent Guardianships
 - Foster Homes Approved (Indicate any non-Indians)
 - Adoption Homes Approved (Indicate any non-Indians)
 - Children in care -FH, GH, Other
 - Probation Cases
 - Group Homes Approved/Established
 - Other Cases
 - Percent of F.H. occupied
 - Single Parent (Number under 18, number under 16)
 - Number of Children placed off the Reserve
 - Foster homes
 - Adoptive homes
 - Custom Placements
 - Homemaker Series

2. By Reserve for 1983, 84, 85

- Number of Guardianship requests (Court applications)
 - Number successful
- Number of Juvenile Probation orders
- Number of Pre-sentence report proposed
 - Care recommendation
 - Percent Successful
- Number of Children repatriated (How many under 16 are believed left)

B. ADDITIONAL AGENCY DATA

1. A statement of philosophy concerning each program (see attached services list) and noting differences, where appropriate, by Band/Reserve.
2. By Band/Reserve indicate which of the attached services are available, provide statistics for 1983, 1984 and 1985.
3. Sample of minutes of the Regional Committees and Board of Directors for 1983, 1984 and 1985. Review cases where the Regional Committee, or Board or members of either group have had a direct influence in apprehension or care.
4. Provide information on overall staff development:
 - training, years working experience in child welfare, years working experience in other areas, ethnic group
5. Describe the staff orientation program.
6. Review inservice training programs over the last three years.
7. What differences occur between the budget approved by the Board and that approved by DIAND. Attach proposed and approved budgets for 1984, 1985 and 1986.
8. How have the last three annual budgets been negotiated. Provide dates of meetings and the attendees.

IV. INTERVIEWING PLAN

A. POLICY MAKERS

The Chief from each Band as part of community survey (8 per region)
Senior Staff of collateral Indian organizations (2 persons per region)
Chairmen of the Local Committees (and meet with Regional Government as a whole who are the same people)

B. STAFF

Director (1 per region)
Supervisors (3 per region)
Sample of Workers (Each Band - Each Area) (8 per region as part of community survey)

C. EXTERNAL PEOPLE (30 per region; 2 to 5 per band)

Police
Family Court Judge
Clergy in the Community
Director of Shelters used by the Agencies eg. Seven Oaks
Other Social Workers in the Area
Other Child Welfare Specialists in the Area
Band (Council) Members not Directly Involved with the Board or Regional Committee
The Principal of the School on the Reserve (Teacher?)
Other Reserve Professionals

D. RESIDENTS OF BAND COMMUNITIES (10 to 12 per band)

Current Clients
Prospective Clients
Foster Parents

E. FEDERAL AND PROVINCIAL REPRESENTATIVES

APPENNDIX I
INTERVIEW FORMAT
FOR POLICY MAKERS

1. Please describe your perception of the Agency's philosophy. Please describe the services offered by your organization. How are these services different than those provided five years ago?
2. What do you perceive as the Agency's primary objective for the next 18 months?
3. In each of the service areas what are the programs' strengths and weaknesses? What do you believe should be done to improve these services? Are there individuals who require services but are not receiving them?
4. What is your perception of the present support for the program? (Band members, police).
5. How involved is the Board in discussing individual cases? Can you give examples of such discussions?
6. Do you believe abuse situations are being responded to quickly and appropriately? Please explain.
7. In what areas should the Agency increase its services?
8. What is required to strengthen the Agency staff?
9. What are the strengths of the Agency staff?
10. How are you kept informed of the Agency's activities? Have there been instances where you were not adequately informed?
11. What do you believe are the present gaps between the Master Agreement and present service levels?
12. What is the relationship between:
 - Staff and Board?
 - Agency and Band Council?
 - Agency and the Provincial Child Welfare Authorities?
 - Agency and DIAND?
13. What support has the Federal Government/Provincial Government been to the Indian Child Welfare System? What gaps remain?
14. What involvement do Natives have in service development?
15. What improvements could be made to the Tripartite Committee?

APPENDIX II
INTERVIEW FORMAT
FOR STAFF

1. Please describe your understanding of the Agency's philosophy. What services are provided by the Agency? In your area (Reserve/Band)?
2. How have the services differed from what they were five years ago? Explain.
3. In each of the service areas what are the primary strengths and weaknesses? What do you believe should be done to improve these services?
4. How well supported is the program in the Indian Community? By outside communities?
5. Please describe the intake procedures for the organization. What are the strengths and weaknesses of these procedures? How could they be improved?
6. Are there adequate Indian residential resources (foster homes, adoptive homes)?
7. Do you believe abuse situations are being responded to quickly and appropriately? Please explain.
8. What trends in service needs do you perceive? How should the Agency respond?
9. What staff improvements are needed to strengthen the program?
10. What are the strengths of the program in terms of staff?
11. How are case plans developed? How are they approved? Are they generally effective? (Explain)
12. How do you determine that a case should be closed? Are cases transferred from statutory/special services to Community and Family Services? Who makes this decision?
13. Who is your supervisor? How often do you receive supervision? Do you have access to a professional social worker? (Explain)
14. How is staff performance monitored and evaluated?
15. Please describe your relationship with the Family Court. Have you made application in the last 18 months for guardianship? Was it successful?

16. Do you have juvenile probation cases? How are they assigned? Describe your working relationship with the Department of Community Services and Corrections? What happens when a young person returns from an open or closed custody program?
17. Do you have access to Indian group home resources? Please explain. What percent of your foster homes are Indian?
18. How is a foster home, group home or institutional placement determined? How often are they re-evaluated?

APPENDIX III
INTERVIEW FORMAT FOR
EXTERNAL RESOURCES

1. Please describe the services offered by _____.
How have these services changed over the past 5 years.
2. What do you believe the Agency's primary objectives are?
3. In each of the service areas (review list) please describe your perceptions of the strengths, weaknesses, and areas where improvements are urgently required. In what areas are additional services required?
4. What is the relationship between:
 - Staff and Board?
 - Agency and Band Council?
 - Agency and the Provincial Child Welfare Authorities?
 - Agency and DIAND
5. What direction is provided by the Board. Is it adequate? Appropriate?
6. What is your general perception of staff? Are they adequately trained?
7. How could services be improved?
8. How do individuals in one area participate in the planning of services?
9. What support is available to parents? To children? How could residential services be increased?

APPENDIX IV
INTERVIEW FORMAT
FOR BAND RESIDENTS

1. What do you know about the _____ agency? Which services are you aware of?
2. How did you find out about it?
3. Have you used the agency's services?
4. If so, please describe.
5. Were you satisfied? If not, please explain why?
6. How do you think the services of the agency could be improved?
7. Is the agency sensitive to the concerns of band members?
8. What is the role of DIAND, the Province and the Board in child welfare services?

APPENDIX V
INTERVIEW FORMAT
FOR FEDERAL AND PROVINCIAL REPRESENTATIVES

1. What was the purpose of the Indian Child Welfare Agreement?
2. From your perspective, has it achieved the desired results? What other results have occurred?
3. What gaps in service exist? Are you prepared to fund/support the development of services in these areas?
4. How has Indian self-government been supported?
5. How is the annual budget approved? What difference has occurred between the needs of the agencies and the budget being provided? On what basis do you approve the annual budget? How are budgets to be negotiated?
6. How have the present policies and services reinforced preservation of Indian culture?
7. What gaps in prevention services exist? How should they be met?
8. How are off-reserve services funded? How should they be funded?
9. What training issues have existed? How have they been met? What continuing training issues exist? How can they be met?
10. What improvements could be made to the Tripartite Committee structure?

APPENDIX III

INTERPROVINCIAL COMPARISONS OF
INDIAN CHILD WELFARE AND FAMILY SERVICES

NOTES

ABORIGINAL SERVICES REVIEW

PROPOSED INSTRUMENT FOR FEDERAL GOVERNMENT INVENTORY

- The Indian and Inuit Affairs Program assists Indian people residing on and apart from reserves to have access to the protection and assistance afforded by provincial statutory child welfare services.
- Where agreements for funding statutory child welfare services to reserve residents have not been signed and when the province refuses to provide services, the Indian and Inuit Affairs Program may negotiate Contribution Agreements with Band and/or Tribal Councils with consent of the relevant Bands to provide non-statutory services on an interim basis.
- Page -4- has table showing jurisdictional Responsibilities for the Aboriginal Categories.
- Canada Assistance Plan (CAP) is the only relevant Federal legislation in the design and delivery of Social Services which it funds used by Indian & Inuit Affairs.
- The Social Development Directorate maintains no info about Indian children in care of child welfare agencies over which IIAP has no financial responsibility.
- The role of the Indian & Inuit Affairs Program in the design and delivery of child welfare services to Indian people varies markedly across Canada and differs significantly from the role of staff of provincial/territorial government child welfare authorities. The administrative costs of the Indian and Inuit Affairs Program would be significantly higher, reflecting the different role.
- ★ Price Waterhouse & TS&K have done noteworthy studies measuring the comparability of services to Indians & Non-Indians in Canada.
- ★ High-lights are presented throughout the report.

HOW CHILD WELFARE SERVICES ADMINISTERED/FUNDED BY DIAND ARE BEING
DELIVERED TO INDIAN PERSONS ON AND APART FROM RESERVES.

SERVICE SITE					
	NEWFOUNDLAND	NOVA SCOTIA	NEW BRUNSWICK	PRINCE EDWARD ISL.	QUEBEC
AGREEMENT IN PLACE	Canada - Nfld. 1965	Canada - N.S. 1964	May 24, 1983 --4 Bands signed Tripartite 3 bands sub- agreements.	informal with prov. & CAS for 1 Indian reserve	Since 1973, service contracts with Social Services centres. James Bay Agreement (funded by province)
CANADA FUNDING CONTRIBUTION	reimburse Prov. 90% of total costs	reimburse 100% of costs of children in care, cost of admin- istering child wel- fare Act.		DIAND--1 Indian Child Welfare Worker 100% of costs of care, maintenance & supervision of Indian Children	Tripartite for the 22 Bands & Canada & Centre des Ser- vices Sociaux -other assistance & comprehensive welfare services
INDIAN & INUIT AFFAIRS RESPONSIBILITY	No financial responsibility in Province	Not Known	100% of costs of services specified in Agreement.		delivery & funding of Social Assis- tance to 22 of 32 Bands.

HOW CHILD WELFARE SERVICES ADMINISTERED/FUNDED BY DIAND ARE BEING
DELIVERED TO INDIAN PERSONS ON AND APART FROM RESERVES.

SERVICE SITE					
	ONTARIO	MANITOBA	SASKATCHEWAN	ALBERTA	BRITISH COLUMBIA
AGREEMENT IN PLACE	1965-Canada-Ont. Welfare Services Agreement	1982 - Tripartite	No formal Agreement	No Fed-Prov. for on reserve services. - Blackfoot (Tripartite) - Lesser Slave Lake Tribal Council (Tripartite)	Informal 1965 agreement with Province - Spallumcheen Band 1980
CANADA FUNDING CONTRIBUTION	Health & Welfare reimburses Ont. - costs journal vouchered to DIAND 95%		Prov. Gov't bills DIAND for care, maintenance & supervision of Indian children committed to its care by the Courts	See 4.3.9.2 & 4.3.9.3	- child welfare services to re- serve residents reimbursed by DIAND assistance & - per diem rate for children in care of the Director of C.W. under C.W. legislation
INDIAN & INUIT AFFAIRS RESPONSIBILITY					

HOW CHILD WELFARE SERVICES ADMINISTERED/FUNDED BY DIAND ARE BEING
DELIVERED TO INDIAN PERSONS ON AND APART FROM REVERVES.

SERVICE SITE					
	YUKON	NORTHWEST TERRITORIES			
AGREEMENT IN PLACE	1960-Canada-Yukon Welfare Services Agreement	Reg. Indians in NWT receive assistance & social services administered & funded by NWT Gov't the same as other citizens.			
CANADA FUNDING CONTRIBUTION	DIAND compensates for admin. of the Child Welfare ordinance to Indian people & accepts resp. for the payment of care mtcce super of children in care				
INDIAN & INUIT AFFAIRS RESPONSIBILITY		No resp. for funding or service delivery.			

APPENDIX IV

LIST OF DOCUMENTS REVIEWED

BIBLIOGRAPHY OF DOCUMENTS REVIEWED

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III. OTHER SIGNIFICANT DOCUMENTS

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The Child and Family Services Act, Revised Statutes of Manitoba, 1985.

APPENDIX V

LIST OF PERSONS INTERVIEWED

I. WEST REGION RESIDENTS AND STAFF

II. SOUTHEAST REGION RESIDENTS AND STAFF

<u>COMMUNITY</u>	<u>NAME</u>	<u>POSITION</u>
BERENS	Jackie Sinclair	Child Care Worker
	Hilda Flett	Child Care Worker
	Carrie Swain	Reg. Wkr.
	Marden Everett	Councilor Child Care
	Bill Hudson	Councilor
	Evelyn Felix	L.C.C.C.
	Linda Leggett	Financial Compt.
	Mary Ann McKay	L.C.C.C.
	William Everett	Committee Member
BLOODVIEN	Chief Frank Young	Chief
	H. Cook	Band Councilor
	Martina Fisher	Councilor
	Roderick Hamilton	Councilor
	Ellen C. Young	Councilor
	Bella Cook	Committee Member
	Isabelle Young	Committee Member
	Violet Duek	Child Teacher
	Mary Ann Scott	Child Care Worker
	Oliver Fisher	Local Committee Member
BROKENHEAD	Chief & Council	Chief & Council Members
	Hazel Kent	C & F.S. Worker
	Local Committee	Band Committee Members
LITTLE BLACK RIVER	Sarah Bird	C.C.C.M.
	M. Abraham	C.C.W.
	Christina Bird	C.C.C.M.
SOUTH EAST	M. Michaud	Supervisor, SECFS
	D. Ward	Supervisor, SECFS
	D. Rundle	Exec. Director, SECFS
	Evelyn Belche	P.R.S.
	Robert Vincent	City Worker
	M. Syzpanski	Regional Worker
POPLAR RIVER	Genevieve Campbell	Band Worker
	Violet Rose Bruce	Committee Member
	Philip Bruce	Committee Member
	Lillian Bittern	Committee Member
	Fred Mitchell	Committee Member
	Gordon Bittern	Councilor
	Leonard Budd	Councilor

HOLLOW WATER	Berma Bushie	Band Member
	Ruth Martin	L.C.C. Member
	Dianne Moneyas	L.C.C. Member
	Rose James	L.C.C. Member
	Marcel Hardisty	Council Member
	Carole Young	L.C.C.C. Member

III. LIST OF GOVERNMENT OFFICIALS INTERVIEWED

A. GOVERNMENT OF CANADA - INDIAN AND NORTHERN AFFAIRS CANADA

1. National Office

John Rayner
Assistant Deputy Minister of Indian Services
10 Wellington Street
Ottawa, Ontario
K1A 0H4

Normand Levasseur
Acting Director
Social Development Directorate
Indian & Inuit Affairs
Indian & Northern Affairs
10 Wellington Street
Ottawa, Ontario
K1A 0H4

or

2. Manitoba Regional Office

Joe Sanderson
Manager for Income Maintenance
Social Development
1100 - 275 Portage Avenue
Winnipeg, Manitoba
R3B 3A3

Robert Alec
Manager of Child & Family Services
Social Development
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Susan McKay
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Michael Mendelsohn
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