

# Child, Youth and Family Services



## Annual Report 2010-2011

  
Newfoundland  
Labrador

Child, Youth and Family Services



## Message from the Minister



As Minister of Child, Youth and Family Services, I am pleased to present the 2010-2011 Annual Report which details the Department's activities from April 1, 2010 through March 31, 2011. This report was prepared under my direction and I am accountable for the results reported.

In 2009, the Provincial Government created a department solely dedicated to the issues facing children, youth and their families in our province. An important part of our Department's mandate is to ensure our resources and investments are aligned and utilized to their greatest potential. To accomplish this we are reviewing all of our existing programs and services with a view to addressing gaps and driving improvements throughout the system.

During this past year, we have commenced the transition of staff from the Regional Health Authorities to the direct management of the new Department. In addition, we have begun implementation of a new organizational structure and the House of Assembly passed our new child protection legislation – the *Children and Youth Care and Protection Act*. We also have the development of a 10 year strategy for early learning and child care well underway. These are all critical steps towards creating a strong foundation for a system that puts children first.

As Minister, I am focused on transforming these services by creating a culture of accountability, excellence and consistency across all programs and regions. While we have faced challenges, we have forged ahead, taking every opportunity to positively shape the future of child, youth and families services in Newfoundland and Labrador.

I am truly honoured to play a role in such an important department that has such huge impacts on the lives of our children and youth. Together, we are determined to build the best possible system, not only in Newfoundland and Labrador, but the entire country.

Sincerely,

A handwritten signature in black ink that reads "Charlene Johnson". The signature is written in a cursive, flowing style.

**Charlene Johnson, MHA**  
**Minister of Child, Youth and Family Services**





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## 1.0 Overview of the Department of Child, Youth and Family Services

Announced in Budget 2009, the Department of Child, Youth and Family Services (CYFS) is a new provincial department dedicated to the protection of children and youth from maltreatment by their parents, and to the promotion of the healthy development of children and youth in Newfoundland and Labrador.



Previously, this mandate was overseen by two divisions within the Department of Health and Community Services and was delivered through the four Regional Health Authorities. The Provincial Government's decision to move these programs under the direct mandate of a single department reflects its overall commitment to the children and youth of this province and will help ensure targeted attention and consistent application of services in the following areas:

- providing protective intervention to children and youth at risk or in need of protection from a parent;
- providing youth, 16 years of age and older, who are, or are at risk of, being maltreated by a parent with supportive, residential, financial, educational, or rehabilitative services;
- administering the adoption program which finds permanent homes for children who are available for adoption and approves applications to adopt a child from other Canadian provinces and territories as well as foreign countries;
- supervising youth who are subject to community supervision orders from the court or are referred to an extra-judicial sanction program as an alternative to the courts;
- contributing to the development of young children by establishing quality program standards for regulated child care services, monitoring compliance and facilitating the development of child care spaces; and
- supporting Family Resource Centres located in communities throughout Newfoundland and Labrador which provide a variety of community-based activities and resources for children and families.

### Staff

The transition of employees from four Regional Health Authorities and the Department of Health and Community Services to the Department of Child, Youth and Family Services commenced in 2010-11 and will continue during 2011-2012.

Once all the staff from the Regional Health Authorities transition to the Department, there will be approximately 750 employees (105 male and 645 female) in 53 locations across the province throughout four regions – St. John's Metro, Central East, Western and Labrador.

This includes 67 staff at the provincial office, transitioned in June 2010, and 107 staff transitioned to the Department from the Western Regional Health Authority in March 2011. The new organizational structure and a more detailed analysis of workload will define specific resource allocations to each program area and office.

## Mandate

The Department of Child, Youth and Family Services is responsible for protecting children and youth from maltreatment by a parent, and supporting their well-being and healthy development in families and the community through the provision of services and programs.

## Legislation

Legislative authority for the Department's programs and services is provided by:

- *Children and Youth Care and Protection Act*
- *Adoption Act*;
- *Child Care Services Act*;
- *Youth Criminal Justice Act*; and,
- *Young Persons Offences Act*.

## Lines of Business

The Department of Child, Youth and Family Services is responsible for six lines of business:

### Protective Intervention

All programs and services within the Protective Intervention Program are designed to help ensure the safety and well-being of children. When there is concern of child maltreatment by a parent, social workers assess the risk to the child. All decisions to intervene with the family are made based on the best interest of child. Where a child is determined to be in need of protection, the social worker, together with the family, develops a plan to reduce the identified risk including services to assist the family to care for the child or youth in the home. This could involve providing supervision in the home and ensuring the parent avails of supports and intervention services that they require to adequately care for the child or youth. These services may be provided by departmental staff, other departments or agencies of government, or through service providers within the community.

When a child or youth needs to be removed from the home for a period of time to ensure his/her health and safety, the Department can provide the following options:

- allowing parents to enter into protective care agreements in situations where they are unable to care for their child and need time to seek help or resolve issues in the family home that could place the child's safety, health or well-being at risk. In these situations, the parents maintain custody of their child.
- providing child welfare allowances to relatives or significant others who are willing and capable of providing care to a child who is in need of protective intervention.

- transferring the care and custody of a child to the Department through an order of the court which decides a child is in need of protective intervention and places a child in the care of the Department on a temporary or permanent basis. This alternative is only pursued where it is in the best interest of the child and other options have been exhausted.
- placing children with an approved foster family or in another approved residential setting that best meets that child's needs if there is no other viable option with family or significant others. There is recognition of the importance of placing siblings together and keeping children connected to their family and other individuals who are significant in their lives.

## Youth Services

The Department assists 16 and 17 year olds who are, or are at risk of, maltreatment by a parent, or have no parent willing or able to provide care, to make a successful transition to adulthood. If the youth is in an educational program such support can continue up to age 19 and if the youth was in continuous custody, it can continue up to age 21. Services include:

- providing supportive services to young people living in their family home to address issues which could affect their safety and development in an effort to keep families together and avoid out-of-home placements;
- providing residential, financial, educational, and rehabilitative services to youth through a voluntary Youth Services Agreement; and
- supporting community groups that offer specialized services for youth at risk.

## Community Youth Corrections

The Department provides rehabilitative services to youth who come into conflict with the law between their 12<sup>th</sup> and 18<sup>th</sup> birthdays. This involves working with the provincial Department of Justice which is responsible for the operation of Secure Custody and Remand Services. Child, youth and family services include:

- supervising young offenders in the community while serving sentences such as probation, community service orders, and the community release portion of custody sentences;
- supervising young offenders who are given open custody sentences by the court and are placed in group homes or approved community custody homes; and
- supporting 35 community Youth Justice Committees throughout the province to operate restorative justice and extra-judicial sanction programs as alternatives to court proceedings, providing service to between 350 and 400 youth each year.

## Adoption

Adoption is the legal process whereby a person or persons become a child's legal parent or parents. The Department finds permanent homes for children available for adoption. Children available for adoption through a consent signed by a custodial parent or who are in the continuous custody of a manager of child, youth and family services are matched with

approved adoptive parents. The program also approves applications to adopt a child from other Canadian provinces and territories as well as foreign countries. In addition, the Department provides post adoption services involving a registry to allow the sharing of information between consenting adoptees and a parent.

## Child Care Services

The Department provides standards for the operation of child care facilities in the province and monitors compliance. In this province, child care must be regulated if more than four children of mixed ages or three infants are being cared for in a child care centre, or in a residential home by a person who is not their legal guardian. All regulated child care must comply with provisions set out in the *Child Care Services Act* and meet the minimum required standards to maintain their license. Regional child care services staff visit regularly to ensure the standards are met and to provide support to licensees/providers.

The Department provides a subsidy to child care centres on behalf of eligible families to facilitate their access to quality and affordable child care. It also assists not for profit community groups in rural or under-serviced areas to start or maintain a child care service and provides financial support to licensees, as needed, to include children with special needs in a centre's regular program. As well, the Department is committed to attracting and retaining Early Childhood Educators (ECEs) in this province through educational supplements; loan forgiveness or bursaries; and by facilitating professional development opportunities.

## Family Resource Centres

The Provincial Government supports the operation and development of family resource centres in many locations across the province. These centres provide a variety of community-based activities and resources for children and families that emphasize early childhood development and parenting support. They provide a place for families to gather in a friendly and informal setting.

Programs offered reflect the needs of the families that are participating and the communities in which they are located. Types of programs include everything from drop-in playgroups, Baby and Me groups, parenting workshops, clothing exchanges to toy-lending libraries. Some programs include community kitchens and healthy lifestyle sessions.

Healthy Baby Clubs are also delivered which are nutrition support programs for eligible women who may need extra support during and after their pregnancy.

As of March 31, 2011, the Department is supporting 27 organizations that are delivering family resource programs in over 160 communities.

## The People We Serve

### Children

- who are maltreated or at risk of maltreatment by their parents.
- who may need foster care or residential care services in the absence of a protective parent.
- who require adoptive homes for permanency and stability.
- who were adopted and have reached the age of majority and are seeking information about their birth families.
- who attend regulated child care and family resource programs.

### Youth

- who are maltreated or at risk of maltreatment by their parents.
- who require supportive services including residential support in the absence of a protective parent.
- who are in the continuous custody of a manager under the *Children and Youth Care and Protection Act*.
- who are involved with community corrections.
- who, as young parents, avail of child care and family resource programs.

### Families

- who require services and support to ensure the safety and well-being of their children and youth.
- who participate in child care services.
- who wish to adopt children, locally, nationally and internationally.
- who use the services provided by community family resource centres.

## Our Values, Vision and Mission

### Values

The Department has chosen the following six key values as a priority for this planning cycle:

- Child and Youth Centred – each individual makes the safety and well-being of children and youth their highest priority;
- Collaborative – each individual works with families, service providers and partners in reducing risk to children and youth and supporting their well-being;
- Responsive – each individual works to match services to the identified risk and needs of children and youth;
- Responsible – each individual fulfills his or her roles and commitments in the delivery of quality client services;
- Knowledgeable – each individual makes decisions based on expertise and best practice while recognizing the importance of a healthy family experience and permanent relationships for children and youth; and

- Respectful – each individual acts in a manner that demonstrates value for diversity and culture.

## Vision

Safety and well-being for all children and youth within supportive families and communities.

## Mission

By 2017, the Department of Child, Youth and Family Services will have transformed the program and service delivery system to better protect children and youth and support their development.

## Organization and Staffing:

The Department is directed by the Deputy Minister and three Assistant Deputy Ministers. It currently has provincial offices in St. John's at Pippy Place, Natural Resources Building and 1242 Pleasantville and comprises three branches:

**Policy and Programs:** The Policy and Programs Branch has responsibility for program and policy development, including program standards, in keeping with the lines of business for the Department. The Branch has four Directors who administer the following divisions: Family and Child Development, Child Protection and In-Care, Community Youth Corrections, and Adoptions. In total, there are 20 employees (18 female; 2 male) working in this branch.

**Corporate Services:** The Corporate Services Branch comprises 31 staff (26 female, 5 male) who support the strategic directions of the Department by ensuring fiscal, human and information resources are available to provide client services within a quality framework. Five Directors oversee the following divisions: Information Management, Strategic Human Resource Management, Finance and General Operations, Quality Assurance, and Policy and Strategic Planning.

**Service Delivery and Regional Operations:** The Service Delivery and Regional Operations Branch leads the implementation of programs and services, ensuring a wide array of responsive services are available to meet the needs of children, youth and their families. The Western Region transitioned to the Department on March 28, 2011 and includes the following offices: Corner Brook, Stephenville, Deer Lake, Piccadilly, Port Aux Basques, Woody Point, Burgeo and Point Saunders. There are currently 110 employees in this branch (93 female; 17 male); however, the staff complement in this branch will grow over the next year as employees from each of the Regional Health Authorities transition to the Department. Once the transition is complete, there will be four Regional Directors within the Branch, overseeing operations within assigned geographic areas of the province (Labrador, Western, Central East and St. John's Metro). Each Regional Director will be assisted by a leadership team, comprised of Zone Managers, Program Supervisors and a Manager of Child Care and Family Resource Programs.

This Branch also maintains a position that is responsible for coordination of inquiries, arising from service-delivery issues.

The Department is assisted by a Communications Director and a Communications Specialist as well as administrative assistants to the Minister, Deputy Minister and Assistant Deputy Ministers respectively. All of these positions are currently filled by females.

## Revenues and Expenditures

In 2010-2011, Department expenditures totalled \$148,792,793.

The majority of the funding, \$143,743,260 flowed to the Regional Health Authorities which had responsibility for delivery of child, youth and family services during 2010-2011. Of the remaining expenditures, \$4,740,533 was spent on the activities of provincial headquarters, including executive support, corporate services, program development and planning and the Minister's Office. In addition, \$309,000 was transferred to community agencies directly from the Department.

More detailed financial information for the Department can be found in Section 7.0.

## 2.0 Shared Commitments

During 2010-2011, the Department made important strides towards the strategic directions established in its 2010-2014 Strategic Plan to re-structure its service delivery model and improve the safety, health and well-being of children and youth. It did this through commencing a transition of staff and programs from the Regional Health Authorities to a new Department, implementing a revised organization model and making improvements to the services delivered. The Department's progress would not have been possible without collaboration with key partners, who have contributed towards these directions in a number of ways.



### *Government Partners and Regional Health Authorities*

The Department's primary partners in its transition to a new Department have been the entities from which it is transitioning services and employees: the Department of Health and Community Services and the four Regional Health Authorities: Eastern Health, Central Health, Western Health and Labrador/Grenfell Health. As detailed in this Report, the Department worked extensively with these entities and their employees to develop a framework for the transition, which the Department began to apply with the transition of Western region in March 2011 and which will continue throughout 2011-2012.

The progress made towards the transition would also not have been possible without the invaluable assistance of other departments, including the services provided by the Department of Justice, Public Service Secretariat, Public Service Commission, Department of Finance, Department of Transportation and Works and Office of the Chief Information Officer (OCIO).

### *Community Stakeholders and Aboriginal Organizations/Governments*

The delivery of child, youth and family services in Newfoundland and Labrador is also conducted with the cooperation of numerous individuals and organizations. Among the Department's most important partners are the Newfoundlanders and Labradorians who, as foster parents, generously open their homes to care for a child or youth. Over 560 foster parents provide stable nurturing family environments and many of them do so for multiple

children. While our foster parents complete standardized training, many take on additional skill development activities to prepare them for the complex needs of the children in care.

The Department also has arrangements with 27 Family Resource Centres to operate programs for parents and children. The John Howard Society operates two open custody group homes in the province and community boards operate group homes in Nain, Happy Valley - Goose Bay, Bay St. George, Grand Falls Windsor and Burin while the Sheshatshiu Band Council operates a group home in that community. Waypoints and Shalom operate child welfare group homes. Choices for Youth is a vital partner in the delivery of services to those aged 16 to 18 as youth prepare for the transition to adulthood. The 183 child care centres, 84 family child care homes and the two approved family child care agencies which are regulated by the Department are also important partners in the delivery of child care services.

Two associations provide important input into the Department's policies, programs and services. The Newfoundland and Labrador Foster Families Association represents the province's foster parents and provides a voice for their membership as well as supportive services for foster parents, including training. The Association of Early Childhood Educators - Newfoundland and Labrador represents the men and women who provide care for children in regulated child care and are a critical point of contact between the Department and these professionals.

Aboriginal organizations/governments are also partners for the Department in the development of policies and programs and their delivery. Input from the Innu Nation, the Nunatsiavut Government, the NunatuKavut Community Council and the Miawpukek First Nation in Conne River helps the Department design policies and programs that are culturally appropriate to the needs of aboriginal children, youth and families. Beginning in 2010-2011, a process was launched whereby the three Labrador-based aboriginal organizations would be directly involved in the development of a service delivery model for Labrador.

## Federal Government

The Government of Canada is an important partner for the Department in two areas of federal responsibility: youth criminal justice and the care of aboriginal children. First, as the province's Youth Corrections Program is mandated by the federal *Youth Criminal Justice Act*, the federal government provides multi-year financial support to provincial programming through a cost-shared agreement. This agreement is due for renewal in 2011-2012. In 2010-2011, the Department signed an agreement with Justice Canada which will provide \$174,753 over two years for the training of staff in the province's nine open custody group homes and social workers on the application of the National Anti-Drug Strategy. Further, arising from the Government of Canada's constitutional responsibility for aboriginal peoples, the Federal Government provides funding to support the costs of children in care from the Mushuau and Sheshatshiu Innu First Nation communities of Natuashish and Sheshatshiu, respectively, through an annually renewed intergovernmental agreement. In 2010-2011, the federal contribution under this agreement was \$8 million.

## Horizontal Initiatives of the Government of Newfoundland and Labrador

The Department is represented on the Ministerial Committee on the Turner Report, the Ministerial Council on Early Childhood Learning, Deputy Ministers' Committee on Corporate Human Resources, Violence Prevention Initiatives, Northern Strategic Plan, Poverty Reduction Strategy, Interdepartmental Working Group for Inclusion of Persons with Disabilities and Regulatory Reform Initiative.

### 3.0 Key Accomplishments and Priorities

In June 2010, the Minister of Child, Youth and Family Services tabled the first Strategic Plan for the new Department in the House of Assembly and, in September 2010, launched it to employees through an event in Stephenville. The 2010-2014 Strategic Plan was a significant step in the creation of the new Department, establishing two guiding strategic directions for the Department:

- to strengthen the Department's foundation by restructuring our service delivery, the centrepiece of which is to create a new Department with responsibility for all child, youth and family services in the province; and
- to improve the safety, health and well-being of children and youth by improving outcomes related to the Department's lines of business.



These two strategic directions laid out a course for the Department whereby it will *transition* employees and services from the Department of Health and Community Services and the Regional Health Authorities at the same time it will *transform* its programs and services. To simultaneously tackle the dual agendas of transformation and transition is ambitious and comes with significant challenges; however, the importance of providing quality services for Newfoundland and Labrador's children, particularly the province's most vulnerable, is too critical for either task to be prioritized over the other. The Department has confronted these challenges head on.

In 2010-2011, the Department commenced this work by developing a framework for the transition of employees, assets and services from the Department of Health and Community Services and the Regional Health Authorities and, at the end of the year, implemented this process in the first of four regions. At the same time, it began its transformation agenda by, among other things, finalizing the review of its core legislation and introducing it into the House of Assembly. The major strides taken in the past year have built momentum for the significant changes ahead in the Department.

#### Transition of programs and services

March 28, 2011 was a critical milestone for the new Department of Child, Youth and Family Services as 107 child, youth and family services staff were transitioned to the Department from the Western Regional Health Authority along with responsibility for service delivery in this area. This was the first of four transitions, as the Central, Eastern and Labrador regions will transition during the 2011-2012 reporting period.

Extensive work took place during 2010-2011 to prepare for the transition process. Continuing the Department's commitment to involve front-line staff, the Department conducted presentations regionally involving all child, youth and family services staff to consult them on the new organizational structure. Following this, the Department also held workshops with key corporate and program staff within the Regional Health Authorities across the island portion of the province between July and October 2010 to assess the specific application of the new model to each region.

It was determined that a specialized delivery model for Labrador would be required because of the unique needs of people in that region and the roles of Aboriginal organizations and governments. To develop this service delivery model, in October 2010 the Minister appointed a steering committee comprising the Minister as well as the Ministers of Labrador Affairs, Aboriginal Affairs and Health and Community Services alongside leaders from the Innu Nation, Nunatsiavut Government and the NunatuKavut Community Council. The inaugural meeting of this committee took place in Happy Valley – Goose Bay in November 2010. A working group to support the steering committee will be appointed during the 2011-2012 reporting period and the Department has hired an Aboriginal consultant who will work to ensure that all Departmental policies and programs are culturally relevant.

The *Act to Amend the Adoption Act, the Child Care Services Act, the Child, Youth and Family Services Act, and the Regional Health Authorities Regulations Act* was proclaimed to provide the Minister and Department with the necessary authorities to implement the transition, and a Framework Agreement with nine separate Memorandums of Understanding was executed with the Western Regional Health Authority. This framework was developed during 2010-2011 through comprehensive consultations with all four Regional Health Authorities and provides a detailed description of the staff, services and assets transitioning as well as how the Department and Health Authorities will continue to cooperate. Similar agreements will be signed with the remaining Authorities as their transitions occur.

Further preparing for the transition, Departmental officials undertook consultations with the Newfoundland and Labrador Association of Public and Private Employees (NAPE) and the Canadian Union of Public Employees (CUPE) to discuss the impact of the transition on bargaining unit employees to be transitioned into the Department. These meetings will continue during the 2011-2012 reporting period.

### Transformation of programs and service delivery

To achieve the goal which the Department set in the 2010-2014 Strategic Plan to strengthen its service delivery framework, the Department will review legislation and programs for which it is responsible. A significant step towards this goal was taken on June 24, 2010 when the *Children and Youth Care and Protection Act* received Royal Assent. Upon its proclamation during the 2011-2012 reporting period, this new legislation will replace the *Child, Youth and Family Services Act*.

The *Children and Youth Care and Protection Act* provides the authority for the Department to intervene when a child or youth is, or is at risk of, being harmed or neglected by a parent. The Department provides services to more than 7,000 children and youth and 4,000 families under the authority in the current Act. The overriding and paramount principle of the new Act is that all decisions made under its authority will be informed by the best interests of the child. Other highlights of the Act include:

- extending the ability of children in the continuous custody of the province to remain in custody until the age of 18, rather than requiring them to leave custody at age 16 and apply for a Youth Services Agreement;
- extending the potential timeframe of a Youth Services Agreement until age 19 for those completing high school;
- adding risk of emotional harm and risk of violence as new grounds for child, youth and family services social workers to provide protective intervention services;
- requiring that a detailed plan of care for each child in care be filed with the court;
- providing new parameters around the access and disclosure of information;
- setting out new timeframes for protective intervention orders and a reduced number of orders; and
- requiring a five-year statutory review period.

The *Children and Youth Care and Protection Act* requires new policies and procedures and a major Departmental initiative during 2010-2011 was the development of these policies and procedures. These policies and procedures will be finalized prior to proclamation and during 2011-2012, all child, youth and family services staff in the province will participate in information sessions to ensure the Department provides consistent and progressive services across Newfoundland and Labrador.

In 2010-2011, the Department also made significant strides towards the achievement of other initiatives to strengthen and transform child, youth and family services in the province.

The Government of Newfoundland and Labrador has provided enhanced funding for child care in each budget for more than a decade, all building momentum towards the development of a 10 year Early Learning and Child Care Strategy. During 2010-2011, the Department worked to develop a draft Strategy which will be completed and released in 2011-2012.

Also during 2010, the Newfoundland and Labrador Statistics Agency administered the *Focus on Foster Families Survey*, designed in collaboration with the Department and the Newfoundland and Labrador Foster Families Association. Almost 400 full and part-time foster parents responded to this survey about their attitudes and experiences with foster parenting. Their responses have provided the Department with valuable information that will inform enhancements to the foster system planned over the course of the next year.

To ensure that the services delivered to our children and youth are of the highest quality, the Department negotiated a Memorandum of Understanding with College of the North Atlantic to provide training to the Department's staff with a specific focus on social workers and

managers in the protective intervention program. On January 28, 2011, the Ministers of Child, Youth and Family Services, and Education along with the President of College announced that the new Training Unit would be based at the College's Bay St. George campus where a manager and three trainers, employed by the Department, will deliver training developed along with a dedicated program developer from the College. This unit will provide a more coordinated, targeted and streamlined approach to professional training for all staff. A particularly critical feature of the arrangement between the Department and the College is that training can be delivered from any of the College's seventeen campuses across the province, allowing for consistent training to be provided to Department staff wherever they are located in the province. An additional unique feature is that trainers will be seconded on a two year rotational basis from within the Department to ensure their front line experience is current. This feature also serves as a retention strategy to provide workers with a respite from the challenges of direct service delivery.

Another highlight of the Department's efforts to enhance service delivery commenced in 2010-2011 with an initiative to improve its information management. Staff at provincial headquarters, managers and social workers require access to quality and reliable information and data to make the best decisions about how to allocate resources and provide services to children. Three initiatives support this objective. First, a provincial work load analysis initiative was started during 2010-2011, continuing into 2011-2012, which will support implementation of the new organizational model and determine where additional resources may be required. This is an initial and significant step in the development of a comprehensive plan for the monitoring of files and file allocation at the regional office and social work level. Second, the Department, through the Office of the Chief Information Officer, has been provided with more than \$15 million dollars to replace its current case referral and management system with a modern information management system, customized to the needs of the programs and services that it delivers. The collaborative effort between the Department and the Office of the Chief Information Officer began in 2010-2011 during which the first stage, the development of Business Requirements, was completed. The initiative will continue for the next two years. Third, the Department has undertaken an Inventory Project involving child abuse and neglect files which is well underway and will ensure social workers have access to information in all historical files.

## 4.0 Strategic Issue Reporting

The Department of Child, Youth and Family Service's Strategic Plan is the Department's guide to its activities for the coming years. The following activities undertaken in 2010-2011 supported the achievement of these strategic directions as outlined in the 2010-2014 Strategic Plan.

### Issue #1: Strengthening Service Delivery

2010-2011 was the first year of the Department's four-year commitment under its Strategic Plan to review and strengthen all of its programs and services and the legislative, regulatory and policy framework under which they are delivered. Its primary achievement in this reporting period was the development of the *Children and Youth Care and Protection Act* which received Royal Assent in June 2010. The Department invested considerable time during this reporting period developing policies and procedures related to the new Act which are required prior to its proclamation, and developing a plan to provide information sessions to all child, youth and family social workers and managers on the new legislation, policies and procedures in 2011-2012. Beyond this core initiative, the Department took important strides towards the strengthening of other services by beginning a multi-year initiative to introduce a new information management system, reviewing the foster system with the assistance of a comprehensive survey of foster parents, advancing in-service training and continuing work on the development of a 10 Year Early Learning and Child Care Strategy.



**Goal:** By March 31, 2014, the Department of Child, Youth and Family Services will have strengthened the service delivery framework.

**Objective:** By March 31, 2011, the Department of Child, Youth and Family Services will have implemented key initiatives towards strengthening services for children and youth.

**Measure:** Implemented key initiatives.

Indicators	Activities in 2010-2011
New legislation for Child, Youth and Family Services in place.	<p>The <i>Children and Youth Care and Protection Act</i> was introduced as Bill 1 in the spring 2010 House of Assembly. It received Royal Assent on June 24, 2010.</p> <p>Policy changes were required for the new Act prior to it coming into force and a workplan was developed and commenced to prepare for proclamation in June 2011.</p>
Quality monitoring unit established.	<p>The creation of a new Department affords a better ability to focus on direct monitoring. The organizational structure developed for the new Department includes a dedicated Quality Assurance Division comprised of a Director, Consultant, Program and Practice Auditors, and a Statistician. This will be guided by a quality framework and will lead the implementation of evaluation and monitoring systems in accordance with CYFS programs, services, and legislative requirements.</p> <p>The Quality Assurance Division was not formally established during 2010-2011 pending finalization of a location for the office. This separation from other offices of CYFS is required to facilitate the independent audit function that the division will perform.</p> <p>Quality assurance work was undertaken during this period on an interim basis by two staff at provincial headquarters working with staff in the regions.</p>
Business review of the electronic case management system underway.	<p>The system will be developed in three phases. The first phase of this initiative was completed in March 2011 with the documentation of business requirements by OCIO contractors and Departmental staff. The requirements were identified through 33 focus groups with 103 Regional Health Authority and Department front-line and management staff.</p> <p>The second phase of the work, a fit-gap analysis, will be completed during the 2011-2012 reporting period and the third phase, Design, will commence.</p> <p>\$15.4 million has been allocated to fund the development and deployment of a replacement system for the Client and Referral Management System (CRMS). The target date for the new system's implementation is March 31, 2013 with evaluation and enhancements to be completed by March 31, 2014.</p>

<p>Provincial on-call system designed.</p>	<p>During 2010-2011, a working group of front-line supervisors and social workers was struck to provide options to the Department's executive and Minister. The working group concluded its work based on a comprehensive analysis of current on-call usage.</p> <p>However, the amount of time required for the working group to complete its work was underestimated and further development of design components is required to finalize a system. The Department anticipates that a new system will be designed within the 2011-2012 reporting year.</p>
<p>Plan for continuum of residential care developed.</p>	<p>During 2010-2011, the Policy and Programs Branch, in consultation with a committee of employees, worked to develop recommendations to enhance the kinship care and foster care elements of the continuum of residential care. A review also commenced on the province's system of group homes and alternative models of residential care.</p> <p>However, the amount of analysis required was underestimated and the plan was not finalized. This work will continue with an aim to finalize recommendations during 2011-2012 and commence implementation in 2012-2013.</p>
<p>Plan for an early learning and child care strategy for future development commenced.</p>	<p>During 2010-2011, work was commenced on this strategy. The scope of the work was defined to guide research and development. It includes a review of governance, accessibility, affordability and quality. A development plan was established and assessment of the issues was commenced.</p> <p>The Strategy will be finalized during the 2011-2012 reporting period.</p>
<p>Survey to profile foster parents and identify their training and support needs completed.</p>	<p>The Department collaborated with the Newfoundland and Labrador Foster Families Association and the Newfoundland and Labrador Statistics Agency to complete the <i>Focus on Foster Families Survey</i> during 2010. The survey collected data from foster parents regarding their experiences, attitudes, intentions and needs. The Department, in collaboration with the NL Statistics Agency, will assess the results of the survey in the 2011-2012 reporting period and use them to inform its review of the foster system and efforts to retain and recruit foster parents.</p>

**Objective for 2012:** By March 2012, the Department of Child, Youth and Family Services will have further implemented key initiatives to strengthen service.

**Measure for 2012:** Implemented key initiatives.

**Indicators for 2012:**

- *Children and Youth Care and Protection Act* proclaimed and associated policy and procedure changes approved and implemented.

- Legislative review of *Adoption Act* commenced.
- Provincial on-call system design finalized.
- Two new divisions outside of provincial office operational: a Training Unit at College of the North Atlantic and a Quality Assurance Division.
- 10 Year Early Learning and Child Care Strategy developed.
- New family child care homes and spaces encouraged through promotion of a family child care pilot project.
- Options for enhancements to the foster care system developed.
- Phase 2 (Fit-Gap analysis) complete and Phase 3 (Design) commenced of the project to replace the current information management system.
- Training on the *Children and Youth Care and Protection Act* and related policies and procedures delivered to all child, youth and family services social workers and managers.
- Quality monitoring processes established.

## Issue #2: Creation of a new department

During 2010-2011, the Department took concrete steps to create a fully-operational department responsible for child, youth and family services. Staff were transitioned from the Department of Health and Community Services and the new model for provincial headquarters was put in place with the establishment of three branches and the appointments of Assistant Deputy Ministers of Policy and Programs, Service Delivery and Regional Operations, and Corporate Services. At the same time, the Department was working to develop a foundation for the transition of employees and assets from the Regional Health Authorities, developing Memorandums of Understanding with the Regional Health Authorities and discussing arrangements for the transition of employees with the unions representing bargaining unit employees. All of this work culminated in the transition of Western region into the Department at the end of the reporting period. This first successful transition established the template for the transition of employees and services from the other three regions in the 2011-2012 reporting period.

**Goal:** By March 31, 2014, Child, Youth and Family Services will have completed the transition from the Department of Health and Community Services and four Regional Health Authorities to a fully operational department with a shared culture of excellence and a common identity.

**Objective:** By March 31, 2011, the Department of Child, Youth and Family Services will have implemented key components towards the transition to the new department.

**Measure:** Implemented key components.

Indicators	Activities in 2010-2011
<p>Provincial program/policy divisions as well as corporate divisions established.</p>	<p>Under the organization chart approved in late 2009-2010, the Department has three branches: Corporate Services, Policy and Programs, and Service Delivery and Regional Operations.</p> <p>While the structure for the Corporate Divisions was created in 2009-2010, position hiring was undertaken to fill out the structure during 2010-2011.</p> <p>On June 1, 2010 the following divisions of the Policy and Programs branch were created and existing staff redeployed:</p> <ul style="list-style-type: none"> <li>• Child Protection and In-care</li> <li>• Family and Child Development</li> <li>• Community Youth Corrections</li> <li>• Adoptions</li> </ul>
<p>Majority of employees transferred from the Regional Health Authorities.</p>	<p>The transition of employees from the Department of Health and Community Services was completed June 2010. On March 28, 2011, 107 employees, assets and program responsibilities for child, youth and family services transitioned from Western Regional Health Authority to the new department. Plans for transition of Central were delayed by a couple of months and will now occur in early 2011–2012. This will be followed by the Eastern and Labrador regions. The tremendous amount of detailed analysis and planning necessitated this extension. The foundational work conducted during 2010-2011 will facilitate this process in 2011-2012.</p>

<p>Memorandums of Understanding (MOUs) are in place.</p>	<p>During 2010-2011, the Department developed a framework for negotiating transitional agreements between the Provincial Government and the Newfoundland and Labrador Association of Public and Private Employees (NAPE) and a second with the Canadian Union of Public Employees (CUPE). These discussions have not concluded.</p> <p>As well, the Department will enter into MOUs with each Regional Health Authority. The structure of the agreements with each region will be in the form of a Transition Framework Agreement which provides for nine specific MOUs. All Regional Health Authorities were consulted in the development of this framework during 2010-2011.</p> <p>The Framework Agreement and MOUs were executed with the Western Regional Health Authority immediately in advance of the March 28, 2011 transition. Because specific aspects of each MOU, such as particulars about employment numbers and assets, will vary until the point of transition, it was determined that, rather than concluding the MOUs with each of the other three Regional Health Authorities during 2010-2011, they would be concluded immediately prior to their transitions during the 2011-2012 reporting period.</p>
<p>Identification of assets for transfer completed.</p>	<p>A schedule of assets has been identified and is included in the MOU structure that will govern the transition from each Regional Health Authority.</p> <p>The MOU executed with Western region specifically identifies all assets. As the remaining three regions transition in the 2011-2012 reporting period, a similar process will take place.</p>

<p>IT and records management plan for transfer developed.</p>	<p>\$3.1 million was allocated to set up over 600 staff in 53 locations on the provincial government network. This will allow for assessment, design and execution of a transition plan for new employees, including the purchase of new software and hardware.</p> <p>The Office of the Chief Information Officer, with the Department, has developed detailed plans on how to deploy IT assets for all staff during the course of the transition.</p> <p>The deployment of IT assets for the 107 staff who transitioned from the Western Regional Health Authority commenced on March 28, 2011, to be completed early in the 2011-2012 reporting period.</p> <p>An Inventory Project involving child abuse and neglect case files at the Child, Youth and Family Services Storage Facility, a purpose-built facility of which the Department acquired sole ownership in 2010-2011, has recently been completed. These records (approximately 70,000 cases) are now available for retrieval. In addition, plans are now in place to move additional inactive case files (approximately 91,000 cases) from the Regional Health Authorities into St. John's. As soon as they are processed, these cases will be readily retrievable by the field as needed.</p>
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**Objective for 2012:** By March 31, 2012, the Department of Child, Youth and Family Services will have finalized transition of staff and assets to the new department.

**Measure for 2012:** Finalized transition of staff and assets.

**Indicators for 2012:**

- MOUs with Eastern, Central and Labrador-Grenfell Regional Health Authorities finalized.
- Commenced development of a service delivery model for Labrador region.
- Employees, assets and services transitioned from Eastern, Central and Labrador-Grenfell Regional Health Authorities to the Department.

## 5.0 Opportunities and Challenges for 2011-2012

The transition of all child, youth and family services employees and programs from the Regional Health Authorities into the Department of Child, Youth and Family Services, which will be finalized in 2011-2012, provides both opportunities and challenges for the Department.



The primary opportunities arise from the Department's ability to provide consistent service across the province resulting from all employees working within the same structure and being provided with consistent resources, training, and information about policies and procedures. Workload analysis is a key challenge in many program areas but particularly within the social services field and most jurisdictions are struggling with this issue. The Department undertook a high level process in 2009-2010 which it continues to improve each year. The ongoing work to determine the caseload of every front-line employee will allow the Department to efficiently allocate resources to help alleviate the burden on staff who may have too many cases and address any areas in which children and youth have been underserved. The Department has also been developing a series of indicators to assess the quality of the services that it is delivering and 2011-2012 provides an opportunity to consistently assess these indicators on a provincial basis so that successes can be identified and shortcomings immediately addressed.

The creation of a new Department also provides the opportunity for a fresh start and development of a culture of excellence and accountability. The enhanced provisions in the *Children and Youth Care and Protection Act*, respecting the best interests of the child as its paramount principle, and the information to be provided on new policies and procedures, provides an opportunity for the Department to strengthen our focus on how best to care for children and youth in need of services. As the Department commences review of its other legislation, policies, programs and services, there will be similar opportunities to engage staff and develop their skills. The Department will commence legislative reviews of the *Child Care Services Act* and the *Adoption Act* in the 2011-2012 reporting period.

2011-2012 provides an opportunity to enhance child care services in the province through the development of the 10 year Early Learning and Child Care Strategy. Also in 2011-2012, the Department will focus on strengthening services to children in its care, particularly the foster care system. Work to enhance foster care will address specific commitments made by the Department in its Strategic Plan as well as in the Provincial Government's Northern Strategic Plan.

There are also challenges: while the framework for the transition from the Regional Health Authorities was set in 2010-2011 and the first region was transitioned, there remain three regions to transition in 2011-2012. This includes Eastern region, which has many more employees and clients than any other region, and Labrador which has particular complex issues arising from its remoteness and the need to address cultural aspects and engage Aboriginal organizations and governments as key partners. The logistical and policy challenges that will arise during 2011-2012 as these regions are transitioned will be significant.

The Department will have to address the challenges arising from transitioning at the same time as it is undertaking a massive change process involving the review of all organizational structures, legislation, programs, policies and procedures. In addition, it must continue to provide ongoing quality service to children, youth and families and respond quickly and competently to critical issues.

Another challenge will involve the recruitment of staff, most critical for social workers. All Regional Health Authorities have experienced difficulty in recruiting and retaining experienced staff because of the shortage of social workers and because of the nature of child protection work, which is among the most difficult and complex area of social work practice.

Finally, a challenge that is inherently associated with such extensive change is maintaining momentum and ensuring staff are engaged, many of whom are new to the provincial government and dispersed across the province. Communicating about and involving employees in the development of these changes, from their conception to their implementation, has been and will continue to be a priority for the Department.

While the scope of the ambition of the Department for 2011-2012 is broad, the Department is confident that it can meet its goals and move towards the vision established in its Strategic Plan. Newfoundland and Labrador's children, youth and families deserve no less.

## 6.0 How to Reach Us

Further information about the services offered by the Department of Child, Youth and Family Services may be obtained from the Department's website at: [www.gov.nl.ca/cyfs](http://www.gov.nl.ca/cyfs)

### Provincial Office

Department of Child, Youth and Family Services  
P. O. Box 8700  
St. John's, NL A1B 4J6  
Telephone: 1-709-729-0760



## 7.0 Summary of Expenditures and Related Revenues

### REPORT ON THE PROGRAM EXPENDITURES AND REVENUES OF THE CONSOLIDATED REVENUE FUND

**DEPARTMENT OF CHILD, YOUTH AND FAMILY SERVICES**  
**Statement of Expenditure and Related Revenue**  
**FOR THE YEAR ENDED 31 MARCH 2011 (Unaudited)**

	Actual	Estimates	
		Amended	Original
	\$	\$	\$
<b>EXECUTIVE AND SUPPORT SERVICES</b>			
<b>MINISTER'S OFFICE</b>			
<i>CURRENT</i>			
<b>1.1.01. MINISTER'S OFFICE</b>			
01. Salaries	219,046	224,200	224,200
02. Employee Benefits	-	5,000	5,000
03. Transportation and Communications	17,895	50,000	50,000
04. Supplies	629	10,000	10,000
06. Purchased Services	425	6,700	6,700
<b>Total: Minister's Office</b>	<b>237,995</b>	<b>295,900</b>	<b>295,900</b>
<b>TOTAL: MINISTER'S OFFICE</b>	<b>237,995</b>	<b>295,900</b>	<b>295,900</b>
<b>GENERAL ADMINISTRATION</b>			
<i>CURRENT</i>			
<b>1.2.01. EXECUTIVE SUPPORT</b>			
01. Salaries	695,788	753,600	753,600
02. Employee Benefits	647	5,000	5,000
03. Transportation and Communications	36,207	40,000	25,000
04. Supplies	40,036	50,000	10,000
05. Professional Services	10,000	15,000	15,000
06. Purchased Services	14,632	16,800	15,300
<b>Total: Executive Support</b>	<b>797,310</b>	<b>880,400</b>	<b>823,900</b>
<b>1.2.02. CORPORATE SERVICES</b>			
01. Salaries	1,428,594	1,665,900	1,665,900
02. Employee Benefits	733	15,000	5,000
03. Transportation and Communications	114,536	126,500	66,500
04. Supplies	48,716	73,000	73,000
05. Professional Services	64,302	178,500	147,200
06. Purchased Services	296,074	326,400	296,400
07. Property, Furnishings and Equipment	181,887	200,000	55,000
	<b>2,134,842</b>	<b>2,585,300</b>	<b>2,309,000</b>
02. Revenue - Provincial	(473)	-	-
<b>Total: Corporate Services</b>	<b>2,134,369</b>	<b>2,585,300</b>	<b>2,309,000</b>

REPORT ON THE PROGRAM EXPENDITURES AND REVENUES OF THE CONSOLIDATED REVENUE FUND

DEPARTMENT OF CHILD, YOUTH AND FAMILY SERVICES (CONTINUED)

	Actual	Estimates	
		Amended	Original
	\$	\$	\$
<b>EXECUTIVE AND SUPPORT SERVICES</b>			
<b>GENERAL ADMINISTRATION</b>			
<i>CURRENT</i>			
<b>1.2.03. PROGRAM DEVELOPMENT AND PLANNING</b>			
01. Salaries	1,429,290	1,807,400	2,108,900
02. Employee Benefits	12,000	40,000	40,000
03. Transportation and Communications	72,358	100,000	100,000
04. Supplies	25,291	68,000	68,000
06. Purchased Services	31,920	78,800	78,800
<b>Total: Program Development and Planning</b>	<b>1,570,859</b>	<b>2,094,200</b>	<b>2,395,700</b>
<b>TOTAL: GENERAL ADMINISTRATION</b>	<b>4,502,538</b>	<b>5,559,900</b>	<b>5,528,600</b>
<b>TOTAL: EXECUTIVE AND SUPPORT SERVICES</b>	<b>4,740,533</b>	<b>5,855,800</b>	<b>5,824,500</b>
<b>SERVICE DELIVERY</b>			
<b>REGIONAL HEALTH AUTHORITIES AND RELATED SERVICES</b>			
<i>CURRENT</i>			
<b>2.1.01. REGIONAL HEALTH AUTHORITIES AND RELATED SERVICES</b>			
01. Salaries	628,416	1,042,100	1,120,400
02. Employee Benefits	472	10,500	11,500
03. Transportation and Communications	29,767	221,000	233,000
04. Supplies	6,382	52,100	60,100
05. Professional Services	2,969	50,000	50,000
06. Purchased Services	94,603	187,000	110,800
07. Property, Furnishings and Equipment	-	14,500	-
09. Allowances and Assistance	3,277,046	3,281,000	3,281,000
10. Grants and Subsidies	141,684,658	152,264,800	154,924,600
	<b>145,724,313</b>	<b>157,123,000</b>	<b>159,791,400</b>
01. Revenue - Federal	(1,981,053)	(2,204,700)	(2,204,700)
<b>Total: Regional Health Authorities and Related Services</b>	<b>143,743,260</b>	<b>154,918,300</b>	<b>157,586,700</b>

REPORT ON THE PROGRAM EXPENDITURES AND REVENUES OF THE CONSOLIDATED REVENUE FUND

DEPARTMENT OF CHILD, YOUTH AND FAMILY SERVICES (CONTINUED)

	Actual \$	Estimates	
		Amended \$	Original \$
<b>SERVICE DELIVERY</b>			
<b>REGIONAL HEALTH AUTHORITIES AND RELATED SERVICES</b>			
<i>CURRENT</i>			
<b>2.1.02. SUPPORT TO COMMUNITY AGENCIES</b>			
10. Grants and Subsidies	309,000	309,000	309,000
<b>Total: Support to Community Agencies</b>	<b>309,000</b>	<b>309,000</b>	<b>309,000</b>
<b>TOTAL: REGIONAL HEALTH AUTHORITIES AND RELATED SERVICES</b>	<b>144,052,260</b>	<b>155,227,300</b>	<b>157,895,700</b>
<b>TOTAL: SERVICE DELIVERY</b>	<b>144,052,260</b>	<b>155,227,300</b>	<b>157,895,700</b>
<b>TOTAL: DEPARTMENT</b>	<b>148,792,793</b>	<b>161,083,100</b>	<b>163,720,200</b>

REPORT ON THE PROGRAM EXPENDITURES AND REVENUES OF THE CONSOLIDATED REVENUE FUND

**DEPARTMENT OF CHILD, YOUTH AND FAMILY SERVICES (CONTINUED)**

**Summary of Gross Expenditure and Unexpended Balances**

	\$
Original estimates (net)	163,720,200
Add (subtract) transfers of estimates	(2,637,100)
Addback revenue estimates net of transfers	2,204,700
Original estimates of expenditure	163,287,800
Supplementary supply	-
Total appropriation	<u>163,287,800</u>
Total net expenditure	148,792,793
Add revenue less transfers	<u>1,981,526</u>
Total gross expenditure (budgetary, non-statutory)	<u>150,774,319</u>
Unexpended balance of appropriation	<u><u>12,513,481</u></u>

**Summary of Cash Payments and Receipts**

	Payments	Receipts	Net
	\$	\$	\$
Current Account	<u>150,774,319</u>	<u>1,981,526</u>	<u>148,792,793</u>

*Report on the Program Expenditures and Revenues of the Consolidated Revenue Fund for the Year Ended 31 March 2011 (Unaudited)*