

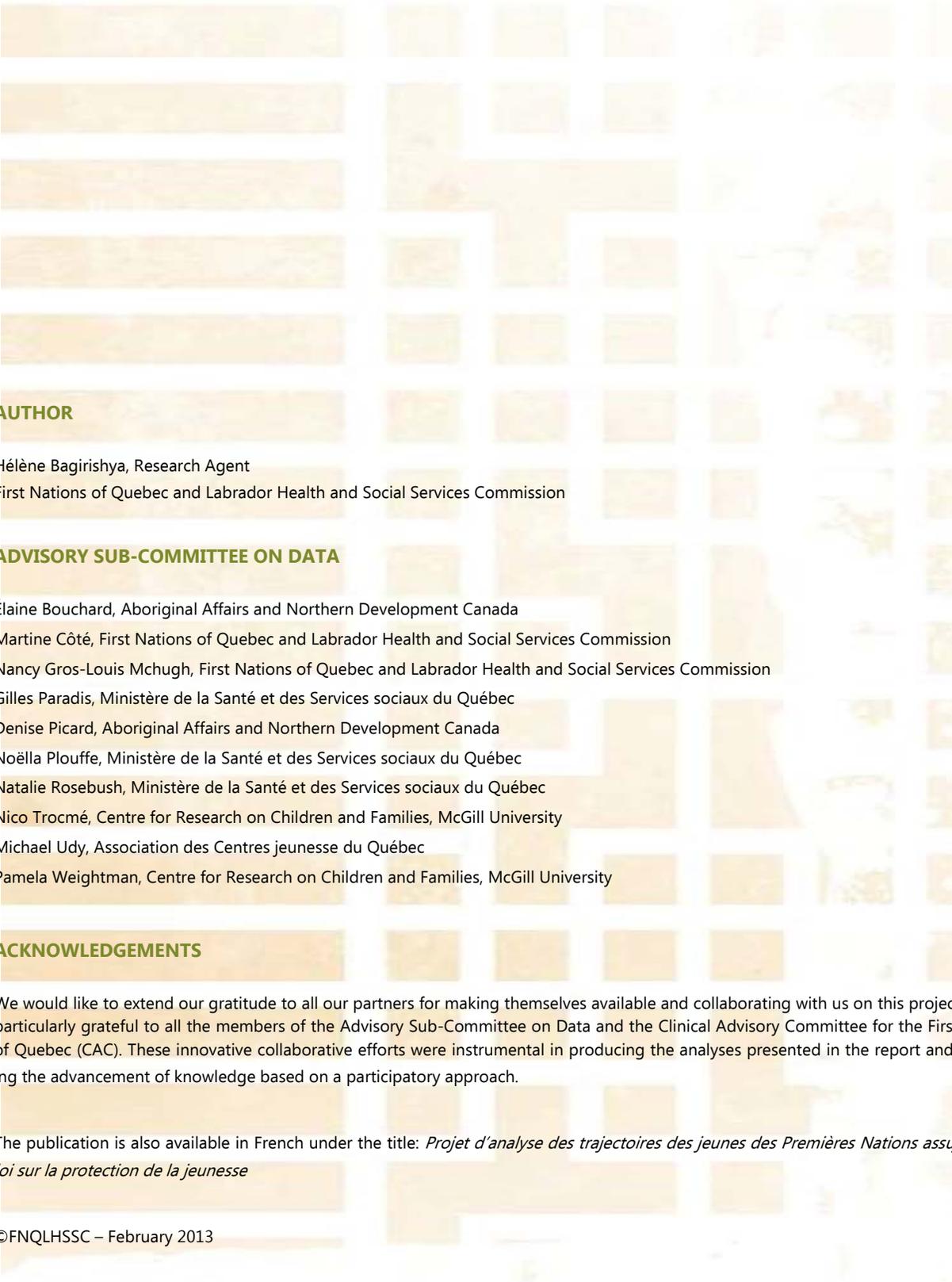
**Analysis
project on
the trajectories**

**of First Nations youth
subject to the
Youth Protection Act**

ANALYSIS REPORT

**COMPONENT 1 :
Analysis of
AADNC financial
and client data**



AUTHOR

Hélène Bagirishya, Research Agent
First Nations of Quebec and Labrador Health and Social Services Commission

ADVISORY SUB-COMMITTEE ON DATA

Élaine Bouchard, Aboriginal Affairs and Northern Development Canada
Martine Côté, First Nations of Quebec and Labrador Health and Social Services Commission
Nancy Gros-Louis Mchugh, First Nations of Quebec and Labrador Health and Social Services Commission
Gilles Paradis, Ministère de la Santé et des Services sociaux du Québec
Denise Picard, Aboriginal Affairs and Northern Development Canada
Noëlla Plouffe, Ministère de la Santé et des Services sociaux du Québec
Natalie Rosebush, Ministère de la Santé et des Services sociaux du Québec
Nico Trocmé, Centre for Research on Children and Families, McGill University
Michael Udy, Association des Centres jeunesse du Québec
Pamela Weightman, Centre for Research on Children and Families, McGill University

ACKNOWLEDGEMENTS

We would like to extend our gratitude to all our partners for making themselves available and collaborating with us on this project. We are particularly grateful to all the members of the Advisory Sub-Committee on Data and the Clinical Advisory Committee for the First Nations of Quebec (CAC). These innovative collaborative efforts were instrumental in producing the analyses presented in the report and promoting the advancement of knowledge based on a participatory approach.

The publication is also available in French under the title: *Projet d'analyse des trajectoires des jeunes des Premières Nations assujettis à la loi sur la protection de la jeunesse*

©FNQLHSSC – February 2013



TABLE OF CONTENTS

INTRODUCTION / METHODOLOGY	5
1. Presentation of the research project	5
2. Analysis objectives	5
3. Data collection.....	6
4. Notes on methodology.....	7
5. Limitations of data	9
SECTION 1: CONTEXT	11
1. Objectives for funding of services	11
2. Service delivery and funding.....	11
3. Data and reports records	11
SECTION 2: BUDGETARY ENVELOPES AND PLACEMENTS	14
1. Analysis of budgetary envelopes from 2007-08 to 2009-10: Main findings	14
2. Placement of First Nations youth.....	16
2.1 Total number of children placed in care, by year	16
2.2 Variations in placements for all types of care, by month	17
2.3 Average cost billed to AANDC, by number of children placed in care at least once per year	18
2.4 Average costs billed to AANDC, by number of days spent in care.....	19
2.5 Variations in the number of placements in institutional care, by month.....	20
2.6 Variations in the number of placements in foster homes, by month	21
2.7 Variations in the number of placements in group homes, by month.....	22
2.8 Days spent in care	23
SUMMARY.....	27
Bibliography	31





List of Tables

Table 1.1: List of client data collected by AANDC..... 13

Table 2.1: Total expenses billed to AANDC, by type of cost, 2007-2010..... 15

Table 2.2: Total number of First Nations children placed at least once, by type of care, 2007-2010.17

Table 2.3: Average cost billed to AANDC for children placed in care at least once, by year and type of care, 2007-2010 19

Table 2.4: Average costs billed to AANDC, by number of days spent in care, year and type of care, 2007-2010 20

Table 2.5: Monthly variations in the number of placements in group homes, by month, 2007-2010..... 23

Table 2.6: Total number of placements and total number of days spent in care, by year.....23

Table 2.7: Breakdown of number of days spent in care in relation to the number of children placed in care at least once, by year and type of care.....24

List of Figures

Figure 2.1: Breakdown of expenses associated with placements and operational costs, 2007-2010.. 15

Figure 2.2: Variations in the monthly number of placements, by type of care, 2007-201018

Figure 2.3: Variations in the monthly number of placements in institutional care, by month, 2007-2010..... 21

Figure 2.4: Variations in the monthly number of placements in foster homes, by month, 2007-2010 ..22

Figure 2.5: Changes in total number of days spent in institutional care, 2007-2010.....25

Figure 2.6: Changes in total number of days spent in the care of foster homes, 2007-2010..... 26

Figure 2.7: Changes in total number of days spent in the care of group homes, 2007-2010..... 26





INTRODUCTION / METHODOLOGY

1. PRESENTATION OF THE RESEARCH PROJECT

Driven by the goal to build a shared body of knowledge on the well-being of First Nations children and families and the youth protection and placement services made available to them, the Clinical Advisory Committee for the First Nations of Quebec (CAC) and its partners, namely, Aboriginal Affairs and Northern Development Canada (AANDC), the Ministère de la Santé et des Services sociaux du Québec (MSSS), the Association des Centres jeunesse du Québec (ACJQ), the Association Québécoise d'établissements de santé et de services sociaux (AQESSS) and the First Nations of Quebec and Labrador Health and Social Services Commission (FNQLHSSC), launched a research project to that end in April 2009. This research project comes on the heels of discussions bearing on the possible overrepresentation of Aboriginal youth among the clients subject to the Youth Protection Act (YPA) as well on the impact of the amendments made to the Act (Bill 125).¹ Three overarching objectives were set: 1) gather conclusive data on the well-being of First Nations children and their families as well as on the services they receive; 2) produce data analyses to help improve planning, collaboration and interventions; and 3) contribute to First Nations autonomy with respect to their data and its interpretation.

In sum, the objectives guide the efforts to locate all of the types and sources of data on First Nations youth and analyze them to provide concrete information on any changes in well-being experienced by First Nations youth in the youth protection system. The analysis was therefore divided into three components: 1) an analysis of AANDC financial data and clients; 2) an analysis of the MSSS statistical reports (AS-480 A and G); and, finally, 3) a comparative analysis of the trajectories of youth subject to the YPA.

2. ANALYSIS OBJECTIVES

Component 1 is composed of three general objectives for data analysis, which are in turn broken down into specific objectives and questions:

1. Understand what aspects of the First Nations youth services are funded by AANDC.
 - What First Nations youth services are funded by AANDC?
 - What type of client data is collected by AANDC (e.g. source, type)?
 - What kind of information is included in the form completed by First Nations agencies (e.g. Band Councils, Tribal Councils) in order to declare the expenses incurred by the delivery of services to First Nations youth?

1) The amendments to the YPA were tabled in October 2005 and became effective in July 2007.





2. Determine the total amount of the budgetary envelopes granted as well as the total number of young people receiving services.

- What is the total amount billed to AANDC by First Nations agencies and youth centres?
- How many Aboriginal children are placed in institutional care, foster homes and group homes (number of days spent in care and cost of care)?
- Is it possible to determine the number of children living both on and off reserve who were placed in care?

3. Correspond the amounts allotted by AANDC with those received by First Nations agencies and youth centres (Band Councils, Tribal Councils).

- Is it possible to determine the exact amounts received by First Nations agencies and youth centres?
- Is it possible to match or align the anticipated amounts with the actual amounts for the purpose of knowing if the actual number of placements exceeded or fell below the projected number of placements?

3. DATA COLLECTION

At the beginning of the project, the two fiscal years chosen for the study's reference period were 2007-08 and 2008-09. The years preceding 2007-08 were excluded from the analysis because AANDC used a different method of data compilation, making data incompatible for comparison. Moreover, the years 2007-08 and 2008-09 fall under Directive 20-1 of the First Nations Child and Family Services (FNCFS) program, and the terms for funding under this program were modified as of the 2009-10 fiscal year.² During the early stages of this study, data for the 2009-10 fiscal year had not yet been released by AANDC. These data were, however, obtained in December 2011 and then incorporated into the current data analysis.

The 2007-08, 2008-09 and 2009-10 data used for analysis were drawn from the monthly reports for the out-of-home placements of Aboriginal children and categorized as follows:

- institutions: month of placement, the number of days spent in care and costs
- foster homes: month of placement, the number of days spent in care and costs
- group homes: month of placement, the number of days spent in care and costs

The raw data initially transmitted to the FNQLHSSC Research Sector included monthly financial statements. Client data was not sent because:

- All client data is protected under the Canadian Privacy Act, which regulates how federal government institutions manage personal information and data on individuals. In particular, sections 7 and 8 of the Act dictate that personal information may only be shared with the consent of the individual.

2) Pour further information on this program, consult the AANDC's National Social Programs Manual: http://www.aadnc-aandc.gc.ca/DAM/DAM-INTER-HQ/-HB/STAGING/texte-text/hb_sp_npm_mnp_1335464147597_eng.pdf



- 
- Requests would have had to be sent to the agencies to gain access to their client data. However, given the scope of the research project, it was decided that specific requests would not be sent to the agencies.

The financial data obtained were presented in a summary table for each of the three types of placements (institutional care, foster homes and group homes) and included the number of months each individual spent in care, the total cost per individual and the total number of days spent in the care of these placements. In other words, the analysis draws on aggregate and non-identifying data.

Following a request for additional information, it was possible to obtain:

- Financial data on the costs to maintain services that are eligible for contributions (actual spending for services rendered in the context of care placements) and operational costs (amounts allocated for service delivery).
- The total number of children placed in care per year (different from the total number of placements) for the 2007-08, 2008-09 and 2009-10 fiscal years.

4. NOTES ON METHODOLOGY

Meetings with AANDC representatives regarding the financial and client data further informed certain considerations for the analysis. Note that these specifications relate to the First Nations Child and Family Services (FNCFS) program for the 2007-08 and 2008-09 fiscal years only; this program was subject to several modifications in 2009-2010.

- a) The indexed information bears solely on the placement of children recorded in the monthly statistics reports submitted by the First Nations agencies (monthly reports).
- b) The data provided is reported in accordance with the date the placement was entered into the AANDC system and not the placement's start and end dates.
- c) The data compiled from the monthly reports on the number of children placed in care each month did not include any duplicates: each individual was counted only once for each given month. However, it was not possible to add the total number of children placed in care per month to obtain a total per year given that each child was counted once for every month spent in care within a given fiscal year (April to March). To remedy this situation, a request for additional information was sent to AANDC, who then shared this data.
- d) Generally speaking, in the monthly reports submitted to AANDC, the operational costs (costs determined as per a national formula) excluded the cost per placement and the amounts allocated for special pro-





jects (e.g. forums, regional tables). The additional data received from the request for information made it possible to determine the total operational costs, which consequently painted a clear portrait of the overall budgetary envelope allocated for the First Nations Child and Family Services (FNCFS) program administered by AANDC.

e) The contribution costs, which represent real expenses associated with the placements recorded in the monthly reports, allow the AANDC to earmark amounts for the funding agreements since they represent needs rooted in the situation on the ground. This means an annual budget allocation based on placement statistics of the last twelve months available.

f) These amounts, as per Directive 20-1 of the First Nations Child and Family Services (FNCFS) program, can also be adjusted upwards or downwards by AANDC throughout the year, in accordance with the projected eligible expenses. Upon reception of the financial statements at the end of the fiscal year, a final fiscal analysis is conducted of the actual, verified expenditures (surplus, deficit or net balance). Moreover, the cost of the contributions allocated for services vary according to the fees and compensation for each type of service provided in the context of child placements. Moreover, the costs increase on a yearly basis, primarily because rates are regularly adjusted, for instance, to reflect the cost of living. Note that the per diem rate is determined by the Ministère de la Santé et des Services sociaux du Québec (MSSS) as service delivery falls under provincial jurisdiction.

g) AANDC disclosed several documents to foster a better understanding of the funding system for the First Nations Child and Family Services (FNCFS) program:

- Data entry form for the monthly report on child and family services delivery (ICD 455917.PTPNI 2010-2011)
- Regional template from the global funding agreement (Quebec Region) for First Nations and Tribal Councils (template # 1136, 2010-2011)
- Regional template from the global funding agreement (Quebec Region) for service recipients other than First Nations and Tribal Councils (template # 1184, 2010-2011)
- List of applicable MSSS rates: per diem rates for institutional care, per diem rates for group homes, per diem rates for recognized foster families for the following years:
 - 2008-09 and 2009-10 (CIDM 698910 – Social development, INAC)
 - 2009-10 and 2010-11 (CIDM 759355 – Social development, AANDC)
- List of rates for children placed in the care of institutions for the years 2003-04 and predictions for 2006-07 and 2007-08 for the youth centres (MSSS, Direction générale adjointe du budget, 21/11/2006)
- Compensation schedule for foster homes and intermediate resources and financial assistance to promote tutorship (AANDC, CIDM # 713354)





5. LIMITATIONS OF DATA

This study covers the 2007-08, 2008-09 and 2009-2010 fiscal years. Since only three years are covered, the scope of this study does not allow for the identification of emerging trends related to the situations addressed by this data analysis. All results must therefore be interpreted with caution in order to avoid generalizations.

Several limitations must be accounted for while reading this document:

- The study's most significant limitation lies within the method used to record the number of children placed in care. The system used by AANDC for placements and expenses incurred was created to reimburse invoices, not to analyze data for research purposes (AANDC, 2012). Moreover, the data exported from the system was organized according to the date on which the children were entered into the system and not the placement start date. AANDC mentioned that extracting data based on the placement start date would require manual manipulations, which would in turn occasion a high risk of error on various fronts (e.g. duplicates, typos) (AANDC, 2012). Using data based on the dates children were entered into the system provides an incomplete portrait of the situation. Indeed, all the children placed in care at least once during a given fiscal year are not necessarily represented in this data. It is therefore recommended that all results are interpreted with caution.
- The data on the total number of children placed in care per year correspond to the total number of children placed in at least one type of care during the year. In other words, each child is recorded once within a given year per type of care placement. However, a child may be recorded twice if he or she were placed in two types of care in the same fiscal year. Indeed, the AANDC keeps track of the number of placements by type of care and not by child, which means that a given child can be counted twice if he or she is placed in two different types of care within a given month and fiscal year (in other words, a child can be counted twice—thus creating a duplicate—in the total number of children housed in care placements, but this situation does not represent a significant number of children in the system).³ However, if a child is transferred to a different placement but continues to be provided with the same type of care within a given month (i.e. a child moves from one foster home to another), he or she is only counted once for this type of care placement.⁴ As a result, it is important to keep in mind that the data analyzed does not specify the total number of children placed for all types of care.
- The primary purpose of collecting this data is not to profile the clients who receive services funded by the AANDC; rather, the monthly reports (quarterly reports since 2009-2010) are first and foremost a financial tool. This explains, among other things, why:

3) The AANDC data processing system cannot remove duplicates from the reports because it was designed to manage finances and not to conduct research on child placements.

4) For the purposes of further study, it would be useful to request additional information from AANDC to determine the number of children per type of care placement who were counted more than once within a given month and within a given fiscal year.





- The current data cannot be used to know or measure the incidence of individuals being moved from one type of placement to another. Data of this nature would have shed light on the factors that are responsible for the fluctuation of costs from one year to the next.

- The current data cannot be used to know why the number of placements has increased since no context is provided to support the data.

- As specified in the Context section of this document, the analysis examined data collected by AANDC on its funding practices and clients. The client base in question is exclusively composed of registered Indian children or entitled to be registered, who has a parent or a legal tutor living in non-agreement First Nations communities; therefore, the data on which this analysis is based does not represent Cree, Naskapi and Inuit youth. Furthermore, the nature of the data collection methods prevented the inclusion of data on non-agreement First Nations youth living off reserve in the analysis.

- Finally, note that as of October 1, 2008, AANDC has ceased to fund placements under the Youth Criminal Justice Act (YCJA). The data collected for the 2007-08 fiscal year included data on children placed in care pursuant to the YCJA. However, this data was excluded for the 2008-09 fiscal year, which could have had an influence on the total number of placements recorded (particularly in the case of placements in institutional care).





SECTION 1: CONTEXT



This section of the report serves to present and explain the expenses covered by AANDC funding for the services rendered to First Nations youth from non-agreement communities in Quebec (excluding Cree, Naskapi and Inuit youth).

1. OBJECTIVES FOR FUNDING OF SERVICES

The funding system for the First Nations Child and Family Services (FNCFS) program administered by Aboriginal Affairs and Northern Development Canada (AANDC) aims to "support First Nations communities in providing culturally sensitive child welfare services comparable to those available to other provincial residents in similar circumstances" (AANDC, 2010). Services are delivered in compliance with provincial laws and standards.

In 2007, AANDC reviewed its approach to child services and replaced it with a prevention-focused approach to "ensure that more First Nations children and parents get the help they need to prevent the types of crises that lead to intervention and family breakdown" (AANDC (2), 2010). This new Quebec initiative was announced in August 2009 and promptly implemented in the 2009-10 fiscal year.

2. SERVICE DELIVERY AND FUNDING

There are 15 First Nations agencies in Quebec that provide child welfare services in 19 First Nations communities. There are also three youth centres (in Abitibi-Témiscamingue, Outaouais and the Laurentians) that, in their capacity as provincial organizations, provide services in eight First Nations communities.

Funding agreements have been concluded between First Nations agencies (Band Councils, Tribal Councils) and the youth centres. These agencies receive amounts to manage the program and deliver services (basic amount).

The decision to place a child must be made pursuant to either the *Youth Protection Act* (YPA), the *Youth Criminal Justice Act* (YCJA) when an infraction is committed by an adolescent, or *An Act Respecting Health Services and Social Services* (ARHSSS), depending on the needs of the child. When the YPA or the YCJA is applicable, the placement generally falls under the responsibility of a youth centre. When the ARHSSS is applicable, a First Nations agency may place the child.

The amounts allocated to child and family services fall into two categories: operational costs and the cost of contributions. The operational costs are calculated using a national formula that corresponds to a global amount allocated to agencies and include all the expenditures incurred to maintain the program,





for instance, operations, reports, ad hoc funding for emergencies and regional meetings (forums, regional tables, intermittent crises, pilot projects, residential costs).

3. DATA AND REPORTS RECORDS

All First Nations agencies and youth centres rendering AANDC-funded services are held to producing and submitting a monthly report to the AANDC on the delivery of child and family services. The reports are collected by the AANDC "under the authority of the *Financial Administration Act* for the purpose of assessing performance, allocating funds, and in determining, if applicable, eligibility for reimbursement" (AANDC, 2010).

First and foremost, the monthly reports keep records of the information (client data) on the child and the adults supervising the child once he or she has been placed in care, and acts as a financial summary of the type of care provided (financial data). AANDC uses these reports to track spending and validate the eligibility of expenses related to the services rendered to Aboriginal people living on reserve.

The monthly reports paint a global portrait of First Nations child placements (excluding Cree and Naskapi child placements, which fall under the responsibility of the Ministère de la Santé et des Services sociaux du Québec) living on reserve across Quebec, by number, duration and cost of placements. The AANDC statistical data includes children placed in care pursuant to the *Youth Protection Act* (YPA), the *Youth Criminal Justice Act* (YCJA)⁵ and *An Act Respecting Health Services and Social Services* (ARHSSS).

The communities without a land base—Viger, Wolf Lake and Gespeg—are not included; neither is the community of Akwesasne, for whom service delivery falls under the jurisdiction of the AANDC Ontario Regional Office.

Placements in institutional care and group homes include children who are placed in the care of these two distinct types of establishments. Placements in foster homes include children placed in all types of foster homes (including children who are "entrusted to" third parties who are important to the child but are not recognized as foster homes). Note that it was impossible to extract data from the monthly reports that distinguished between the different types of foster homes for the fiscal years targeted by this study (2007-08, 2008-09 and 2009-10). According to AANDC, all reports produced from 2009-10 onward will allow for the distinction to be made between the children placed in foster homes and children "entrusted to" a third party; however, since this distinction will not systematically be made, it will still not be possible to record placements in a way to obtain a completely accurate portrait of the situation.

5) As of October 1, 2008, AANDC no longer funds placements under the YCJA.





Table 1.1 presents a list of the types of client data collected by AANDC using the monthly reports on child and family services.

Table 1.1: List of client data collected by AANDC

CLIENT	INFORMATION COLLECTED
Child	First name, family name, initials IRA number (Indian Registration) Gender Birth date Admission status Date of admission Departure date Type of care Number of days in care Daily rate Special needs
Adult (custodial parent or legal guardian)	First name, family name, initials

A financial summary (financial data) is found at the end of the monthly report and, for each type of care placement (foster home, group home, institutional care, kinship care, post-adoption subsidies and support), indicates:

- the total number of children in care
- the total number of days spent in care
- total expenses



SECTION 2: BUDGETARY ENVELOPES AND PLACEMENTS

This section outlines the level of funding allocated for services and the number of young people receiving services.

1. ANALYSIS OF BUDGETARY ENVELOPES FROM 2007-08 TO 2009-10: MAIN FINDINGS

The data collected on the amounts billed to AANDC by the First Nations agencies and youth centres (see Table 2.1) show that:

- In 2007-08, *total funding* equaled \$44 million.
In 2008-09, it decreased to close to \$42 million.
In 2009-10, it increased to more than \$45 million.
- The *cost of the contributions*⁶—which represent the actual expenses incurred by housing youth in the three types of care placements (institutional care, foster home, group home)—cost \$28 million, or 64% of the total budgetary envelope for 2007-08.
In 2008-09, these costs represented close to \$26 million, or 62% of the total budgetary envelope. In 2009-10, these costs remained relatively unchanged at close to \$26 million, but represented 57.2% of the total budgetary envelope.
- The *operational costs*⁷ amounted to over \$16 million in 2007-08, then decreased by \$300 000 in 2008-09 for a total of \$5 831 900. In 2009-10, these costs totalled over \$19 million.
- For the three years covered by this study, most of the costs related to contributions were distributed among placements in institutional care and foster homes (92% of total costs in 2007-08, 93% in 2008-09, and 87.2% in 2009-10). More specifically, in 2007-08, most of the contribution costs were incurred by placements in institutional care (47%), whereas in 2008-09 and 2009-10, most of the costs were incurred by placements in foster homes (51% and 44%, respectively) (see Figure 2.2 for a detailed breakdown). However, in 2009-10, the contribution costs for placements in group homes increased in relation to the previous year, going from 7% to 13% of the total contributions.

6) See section 2 on pages 7- 8 for further information on what costs are included in service delivery and funding.

7) Idem.

- Between 2007-08 and 2008-09, there was an increase (more than \$500 000) in the contribution costs for placements in foster homes, and a significant decrease (by more than \$2 million) in the costs for placements in institutional care. The contribution costs for placements in group homes also decreased (by a little more than \$350 000). In 2009-10, the contribution costs for placements in group homes and institutional care increased (by \$1.5 million and close to \$150 000, respectively), whereas the contribution costs for placements in foster homes decreased (by close to \$1.8 million).

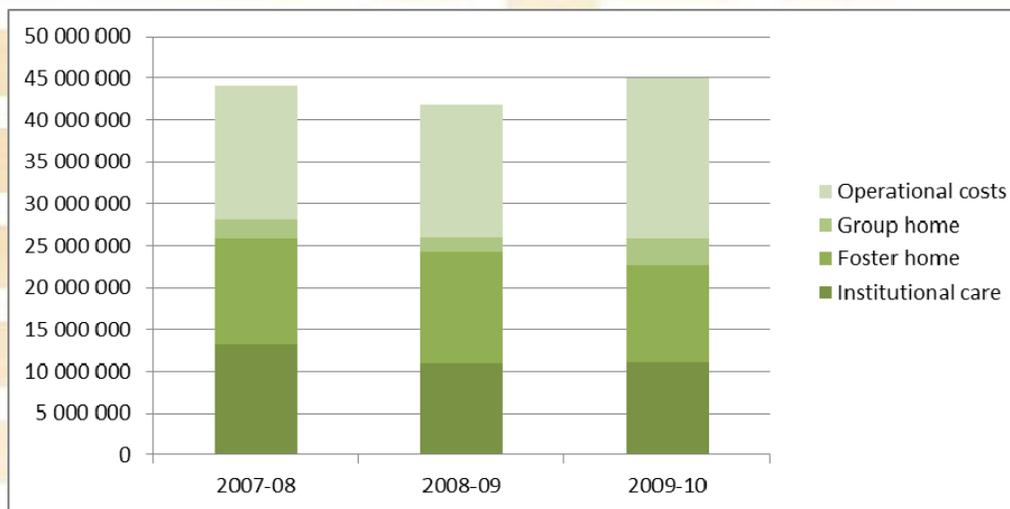
Table 2.1: Total expenses billed to AANDC, by type of cost, 2007-2010

Type of cost		2007-2008		2008-2009		2009-2010	
		Amount (\$)	%	Amount (\$)	%	Amount (\$)	%
Contribution	Institutions	13 173 536	47%	10 940 316	42%	11 078 021	43%
	Foster home	12 722 301	45%	13 288 310	51%	11 506 747	44%
	Group home	2 120 002	8%	1 758 367	7%	3 311 835	13%
	<i>Total cost of contribution</i>	<i>28 015 839</i>	<i>100%</i>	<i>25 986 993</i>	<i>100%</i>	<i>25 896 603</i>	<i>100%</i>
Operational		<i>16 132 000</i>		<i>15 831 900</i>		<i>19 128 001</i>	
Total budgetary envelope		<i>44 147 839</i>		<i>41 818 893</i>		<i>45 024 604</i>	

* All amounts are rounded to the nearest unit, and do not include the costs incurred for children living off reserve.

Figure 2.1 provides a visual representation of the breakdown of expenses invoiced to AANDC for contribution and operational costs over the three years covered by the study. Figure 2.2 illustrates a more detailed breakdown of contribution costs, by type of care.

Figure 2.1: Breakdown of expenses associated with placements and operational costs, 2007-2010



2. PLACEMENT OF FIRST NATIONS YOUTH

The data in this section has been interpreted in light of the additional information provided by AANDC and the data from the monthly reports submitted to AANDC by First Nations agencies and youth centres regarding the placement of First Nations children living on reserve.

2.1 Total number of children placed in care, by year

The data disclosed by AANDC on the total number of children placed in care corresponds to the total number of children admitted into at least one type of care placement during the year. In other words, a child is counted only once within a given year per type of care placement.

- According to Table 2.2, in 2007-08, 1 552 children living on reserve were placed in care (for an incidence rate of 127.16 per 1 000 children); in 2008-09, the total number of children increased to 1 575 children, for an incidence rate of 128.38 per 1 000 children. In 2009-10, 1 554 were placed in care, marking a return to the placement levels observed in 2007-08 (for an incidence rate of 126.06 per 1 000 children).
- From 2007-08 to 2008-09, there was a significant increase in the number of children placed in foster homes, with an additional 60 children placed in this type of care. Foster homes continued to house the largest proportion of children, representing 77% and 80% of all care placements, respectively. This held true in 2009-10, with foster homes providing care to 1 269 children (an increase of 14 children compared to the previous year) and represented 82% of total placements.
- Although the proportion of children placed in institutional care remained within the 17% and 15% range for 2007-2009 (for an incidence rate of 22.2 and 18.83 per 1 000 children), the total number of children placed in this type of care decreased significantly, with 40 fewer children placed in institutional care. In 2009-10, the proportion and number of children placed in institutional care decreased: 191 children were placed in this type of care (12%), for an incidence rate of 15.49 per 1 000 children.
- The number and proportion of children placed in group homes remained relatively constant between 2007 and 2009. In 2009-2010, the proportion of children placed in the care of group homes remained unchanged compared to the previous two years (even if the total number of children placed in the care of group homes increased to 94).



Table 2.2: Total number of First Nations children placed at least once, by type of care, 2007-2010

Type of care	2007-2008			2008-2009			2009-2010		
	N	%	Incidence per 1 000 children*	N	%	Incidence per 1 000 children*	N	%	Incidence per 1 000 children*
Institutional care	271	17%	22.20	231	15%	18.83	191	12%	15.49
Foster home	1 195	77%	97.91	1 255	80%	102.29	1 269	82%	102.94
Group home	86	6%	7.05	89	6%	7.25	94	6%	7.63
Total number of children in care	1 552	100%	127.16	1 575	100%	128.38	1 554	100%	126.06

* The incidence rate is calculated based on the number of First Nations children between the ages of 0 and 18 (excluding Cree, Naskapi and Inuit children) living on reserve (Calculation: number of children placed in institutional care/total number of children between the ages of 0 and 18 living on reserve * 1000).

2.2 Variations in placements for all types of care, by month

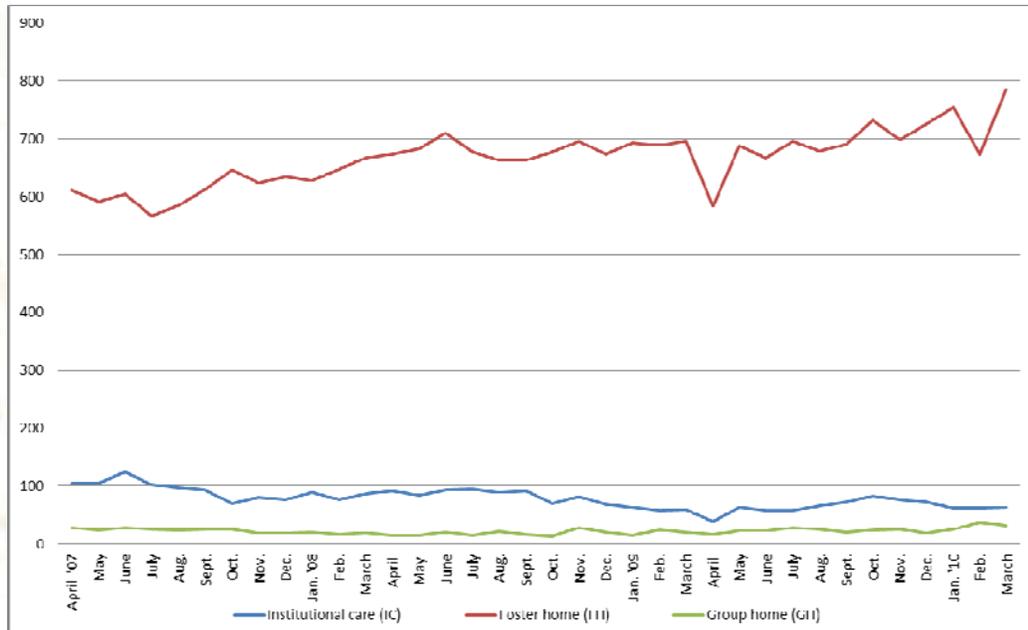
According to the data obtained through the monthly reports filed by the agencies with the AANDC, the number of children placed in foster homes represented the highest proportion of First Nations children placed in care. Figure 2.2 illustrates the general situation and the variations in terms of the number of First Nations children living on reserve being placed in institutional care, foster homes or group homes between April 2007 and March 2010.

The total number of placements per month (for children newly added or readmitted to the system) refers to the total number of placements that were made during the given month. This figure thus provides a visual representation of placement variations over a period of three years.

According to Figure 2.2 (see next page), there was a gradual increase in the number of placements in foster homes, whereas placements in institutional care appear to have slowly decreased and placements in group homes appear to have stagnated. More particularly, there was a marked decrease in the number of children placed in foster homes and institutional care between March and April 2009 and between January and February 2010.



Figure 2.2: Variations in the monthly number of placements, by type of care, 2007-2010



2.3 Average cost billed to AANDC, by number of children placed in care at least once per year

For the purposes of this study, the relationship between the average annual costs billed to the AANDC and the number of children placed in care at least once during a given year were analyzed. Table 2.3 shows that:

- In 2007-08, the average costs billed to AANDC for placing children in institutional care and group homes were relatively high, averaging more than \$48 000⁹ per child for the 271 children placed at least once in institutional care, and \$25 000 per child for the 86 children placed at least once in a group home. The least expensive option remained placements in foster homes, where the average cost per child for the 1 195 children placed at least once in a foster home was \$10 645.
- In 2008-09, despite the decrease in the total number of children placed at least once in care, the average costs billed to AANDC for placing children in institutional care and group homes remained high. It cost on average more than \$47 000 per child for the 231 children placed at least once in institutional care, and close to \$20 000 per child for the 89 children placed at least once in a group home. The least expensive option and most stable in terms of cost remained placements in foster homes, where the average cost per child was \$10 588, and the number of children placed in this type of care increased to 1 255.

9) Calculation: Average expense per year = total cost/total number of children placed at least once per year.



- From 2008-09 to 2009-10, there was a significant increase in the average costs billed to AANDC for placements in institutional care and group homes: it cost on average \$58 000 per child for the 191 children placed in institutional care; and \$35 232 per child for the 94 children placed in group homes. The least expensive option continued to be foster homes; in fact, there was a decrease in the average cost, that is, \$9 068 per child for the 1 269 children placed in foster homes (the number of children placed at least once in a foster home increased).

Table 2.3: Average cost billed to AANDC for children placed in care at least once, by year and type of care, 2007-2010

Type of care	2007-2008	2008-2009	2009-2010
	Average cost (\$)	Average cost (\$)	Average cost (\$)
Institutional care	48 611	47 361	58 000
Foster home	10 646	10 588	9 068
Group home	24 651	19 757	35 232

2.4 Average costs billed to AANDC, by number of days spent in care

The relationship between the average annual costs incurred by AANDC and the number of days spent in care was also studied. Table 2.4 shows that:

- In 2007-08, the average cost billed to AANDC per child placed in institutional care and group homes was relatively high, averaging \$471¹⁰ and \$365 per child per day spent in care, respectively. Placements in foster homes were the least expensive option, averaging \$60 per day spent in care.
- In 2008-09, the average cost billed to AANDC per child placed in institutional care and group homes remained high, averaging \$513 and \$381 per child for every day spent in care, respectively. Placements in foster homes were the least expensive option and most stable in terms of cost, averaging \$57 per day spent in care.
- From 2008-09 to 2009-10, there was a significant increase in the average cost billed to AANDC per year for children placed in group homes: It cost on average \$453 per day spent in care for the 94 children in group homes, whereas it cost on average \$495 per day spent in institutional care. Foster homes remained the least expensive type of care placement; in fact, there was a decrease in the total cost of expenses, averaging \$47 per day spent in care.

¹⁰⁾ Calculation: Average cost per year = total cost/total number of days spent in care per year.



Table 2.4: Average costs billed to AANDC, by day spent in care, year and type of care, 2007-2010

Type of care	2007-2008	2008-2009	2009-2010
	Average cost (\$)	Average cost (\$)	Average cost (\$)
Institutional care	471	513	495
Foster home	60	57	47
Group home	356	381	453

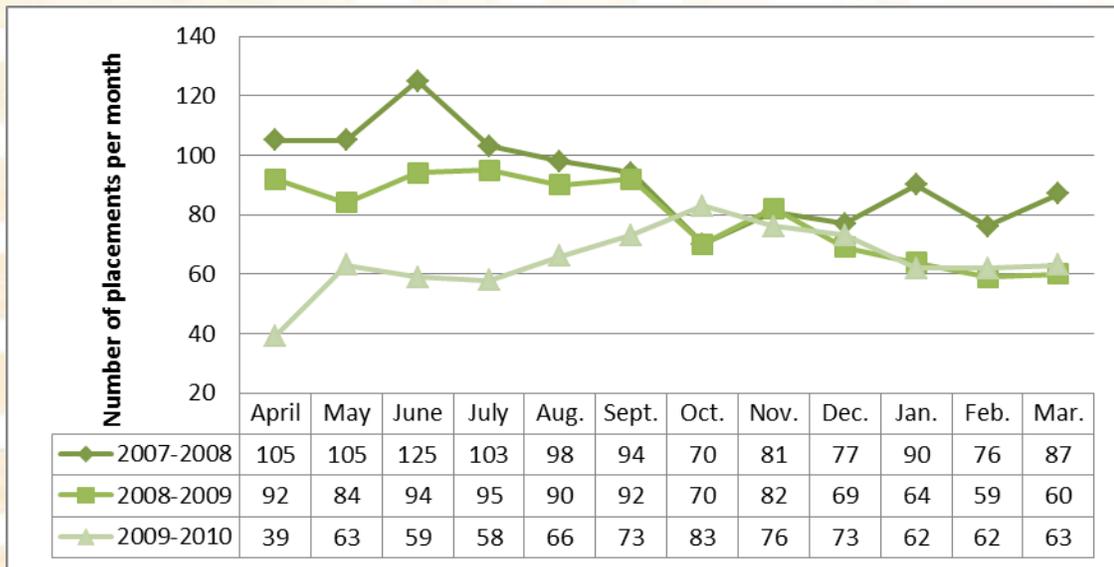
2.5 Variations in the number of placements in institutional care, by month

Figure 2.3 illustrates the variations in the number of **registered placements in institutional care each month**. This figure provides a portrait of the variations in the number of placements recorded on a monthly basis for each year covered by the study.

- The monthly number of placements in institutional care started to decrease in 2008-09, experienced a progressive increase until November 2009, and finally another decrease that persisted until March 2010. These observations comply with the variations seen in Figure 2.2.
- Based on the shapes of the curves in Figure 2.3, the time of year does not necessarily seem to dictate the variations in the number of placements per month from one fiscal year to the next. For instance, between December 2007 and March 2008, the number of children placed in institutional care increased or decreased somewhat sporadically each month, whereas between December 2008 and March 2009, the number of placements decreased steadily. In 2009-10, the fluctuations were less pronounced; the data also showed that the number of placements was much higher at the end of 2009-10 (63 placements) than at the beginning of the fiscal year (39 placements). This was not the case in 2007-08 and 2008-09.
- However, between 2007-08 and 2008-09, the number of placements was high in the spring but gradually decreased as the fiscal year progressed. Moreover, for the two years covered by the study, a trough was observed in October. The 2009-10 fiscal year saw a gradual increase in the number of placements which culminated in October 2009. However, generally speaking, although the monthly number of placements decreased from year to year during the study, these observations cannot be used to establish any clearly defined trends in placement variations from one month or one year to the next.



Figure 2.3: Variations in the monthly number of placements in institutional care, by month, 2007-2010



2.6 Variations in the number of placements in foster homes, by month

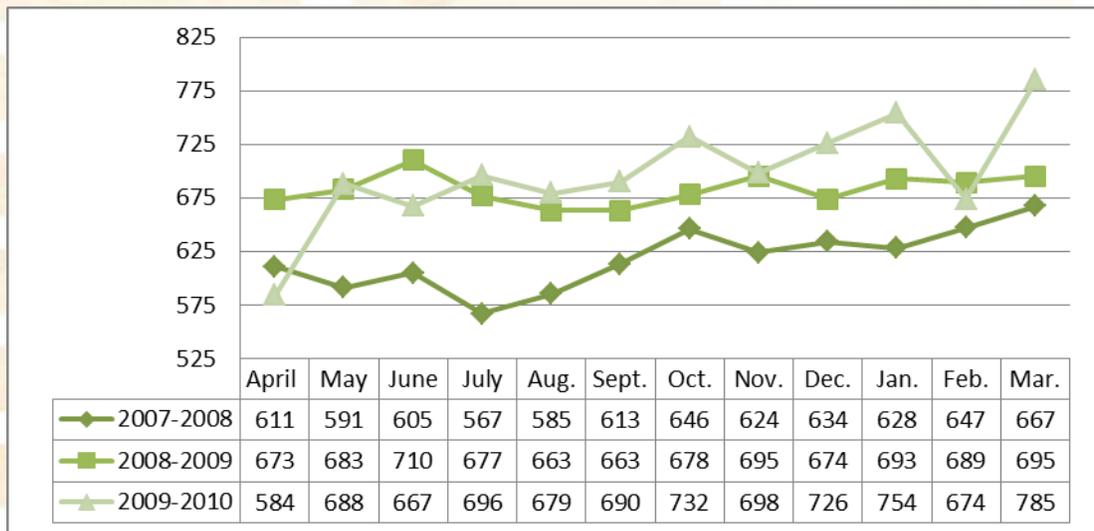
Figure 2.4 illustrates the variations in the number of **registered placements in foster homes each month** from 2007-08 to 2009-10. This figure provides a portrait of the variations in the number of placements recorded on a monthly basis for each year covered by the study.

- Generally speaking, the monthly number of placements in foster homes gradually increased over the years covered by the study.
- Based on the shapes of the curves, however, there does not seem to be a pattern in the placement variations when comparing the months from each fiscal year. For instance, between June and October 2007, there was a substantial decline in the number of children placed in foster homes followed by an increase; but between June and October 2008, there was a significant increase in the number of placements. Finally, in 2009-10, there were more substantial monthly fluctuations, with considerable drops but particularly considerable highs.
- In 2007-08 and 2008-09, the number of placements recorded each month remained relatively stable or increased between April and June, and then experienced a significant increase after September only to return to either similar or higher placement levels seen before the month of June which lasted until the end of the fiscal year. However, in 2009-10, there were more significant peaks, seen in May 2009 (+104) and March 2010 (+111), as well as drops, seen in February 2010 (-80).



- Nonetheless, aside from the steady increase in the number of monthly placements and the significant drops observed between March and April 2009, these observations cannot be used to establish any clearly defined trends in the placement variations from one month or one year to the next.

Figure 2.4: Variations in the monthly number of placements in foster homes, by month, 2007-2010



2.7 Variations in the number of placements in group homes, by month

Table 2.5 presents the number of **registered placements in group homes each month** between 2007-08 and 2009-10. Whereas a figure in this case would not provide a relevant representation, this table provides a portrait of the variations in the number of placements registered each month.

- The variations in the number of children placed in group homes per month differed from one year to the next. Generally speaking, between April 2007 and March 2008, there was a decrease in the number of placements; between April 2008 and March 2009, the number of placements remained relatively stable (between 15 and 20 placements per month), barring a peak in growth in November 2008. Between April 2009 and March 2010, the situation changed: The number of placements grew steadily and reached a total of 32 placements at the end of the fiscal year.
- It therefore seems that the number of placements do not necessarily follow a fluctuation pattern when comparing the months from each fiscal year; in other words, no patterns seem to emerge from the variations observed in the number of placements from one year to the next. However, the table shows an increase in the number of placements for November, January, February and March of each fiscal year, and a decrease in the number of placements from April to June as well as September.



Table 2.5: Monthly variations in the number of placements in group homes, by month, 2007-2010

MONTH	2007-2008	2008-2009	2009-2010
April	28	15	17
May	25	15	23
June	28	21	23
July	26	16	28
August	24	22	26
September	26	17	21
October	26	14	24
November	19	28	26
December	19	20	19
January	20	15	26
February	17	25	38
March	19	20	32

2.8 Days spent in care

Table 2.6 presents the total number of days spent in care per year as well as the total number of placements (given that the total number is based on monthly data, this includes the number of children housed more than once in a given type of care placement).

Generally speaking, there was a steady increase in the total number of children placed in the care of foster homes from 2007-08 to 2009-10. After a decrease observed in 2008-09, the number of children placed in institutional care and group homes also increased.

Table 2.6: Total number of placements and total number of days spent in care, by year

Type of care	2007-2008			2008-2009			2009-2010		
	Institutional care	Foster home	Group home	Institutional care	Foster home	Group home	Institutional care	Foster home	Group home
Total number of monthly placements	1 111	7 418	277	951	8 193	228	777	8 373	303
Total number of days spent in care	27 952	211 063	5 949	21 342	232 331	4 613	22 369	244 485	7 314

It has been established that the total number of days spent in care per year is influenced by the number of placements. It is therefore worthwhile to examine the correlation between the variations in placements per year and their duration.



Table 2.6, which presents the number of days spent in care between 2007-08 and 2009-10 by type of care placement, shows that:

- Between April 2007 and March 2008, the average number of days spent in **institutional care** per child housed at least once in this type of care placement was **103 days**.¹¹ Between April 2008 and March 2009, the average number of days spent in care was **92 days**, and, finally, **117 days** in 2009-10.
- Between April 2007 and March 2008, the average number of days spent in **foster homes** per child placed at least once in this type of care placement was **177 days**. Between April 2008 and March 2009, the average number of days spent in care was **185 days**, and between April 2009 and March 2010, **193 days**.
- Between April 2007 and March 2008, the average number of days spent in **group homes** per child housed at least once in this type of care placement was **69 days**. Between April 2008 and March 2009, the average number of days spent in care was **52 days**, and between April 2009 and March 2010, **78 days**.
- When combining all types of care placements, the average number of days spent in care in 2007-08 was 158 days for the total number of children placed at least once (1 552 children). In 2008-09 and 2009-10, there was an increase in the total number of days spent in care, that is, to 164 days and 176 days, respectively.

Table 2.7: Breakdown of number of days spent in care in relation to the number of children placed in care at least once, by year and type of care

Type of care	2007-2008		2008-2009		2009-2010	
	N	%	N	%	N	%
Institutional care	103	29.6%	92	28.1%	117	30.2%
Foster home	177	50.6%	185	56.2%	193	49.7%
Group home	69	19.8%	52	15.7%	78	20.1%
Total	349	100%	329	100%	388	100%
Average, all types of care	158	-	164	-	176	-

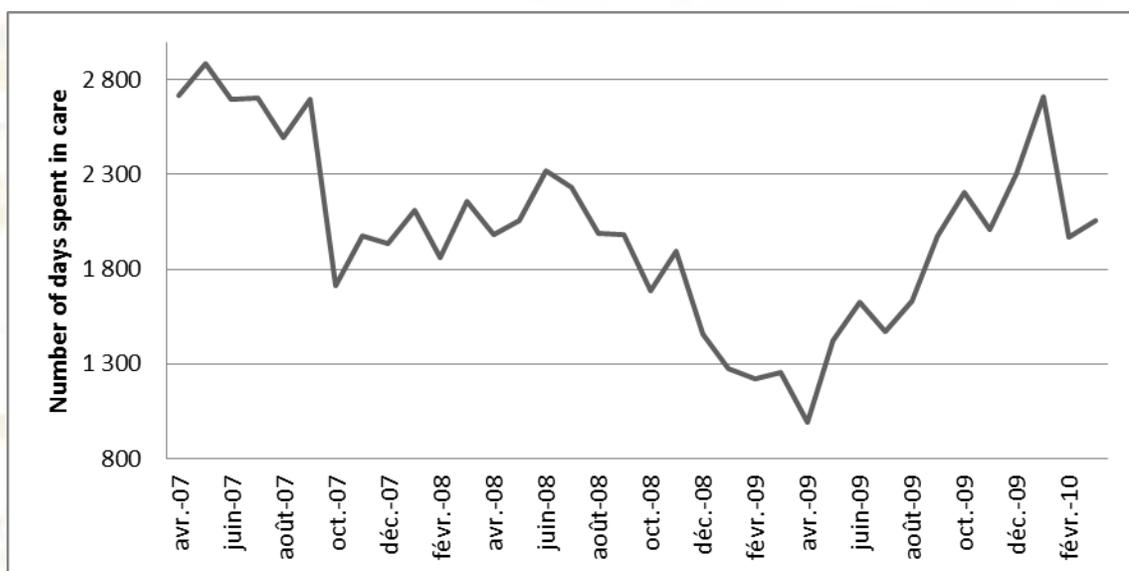
11) Calculation: total number of days spent in care per year/total number of children placed at least once during the year.

Days spent in institutional care, by month

The data drawn from the monthly reports (see Figure 2.5, which illustrates and presents the number of days spent in institution care from 2007-08 to 2009-10) shows that:

- The total number of days spent in **institutional care** gradually decreased between April 2007 and March 2009, in keeping with the decrease in the number of children housed in this type of care placement. In 2009-10, more pronounced fluctuations were observed: There was a significant increase from May 2009 to January 2010, followed by a steep drop in the total number of days spent in care and then a steady increase until March 2010.

Figure 2.5: Changes in total number of days spent in institutional care, 2007-2010



*Numbers rounded to nearest unit.

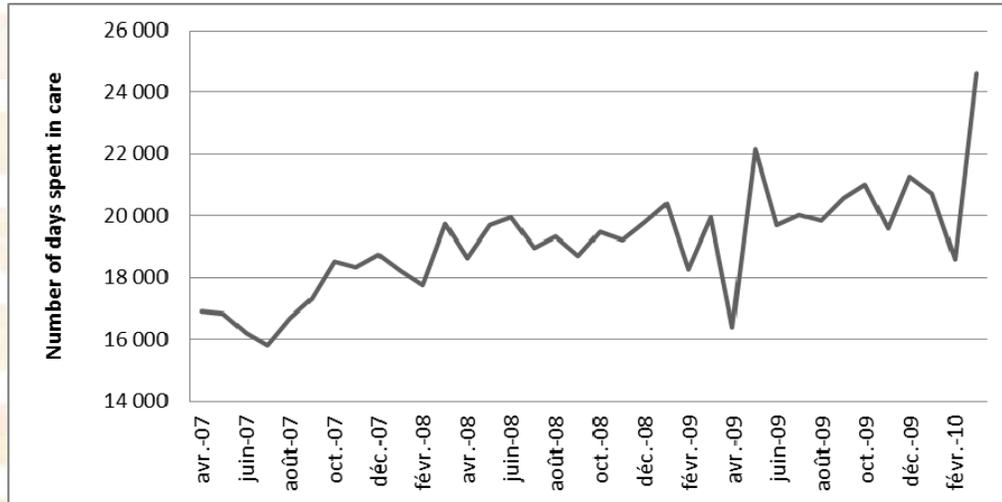
Days spent in the care of foster homes, by month

The data drawn from the monthly reports (Figure 2.6) show that:

- The total number of days spent in **foster homes** gradually increased between 2007-08 and 2008-09. In 2009-10, there were pronounced fluctuation starting in March 2009 followed by even greater fluctuations until July 2009. The total days spent in care peaked in March 2010.



Figure 2.6: Changes in total number of days spent in the care of foster homes, 2007-2010



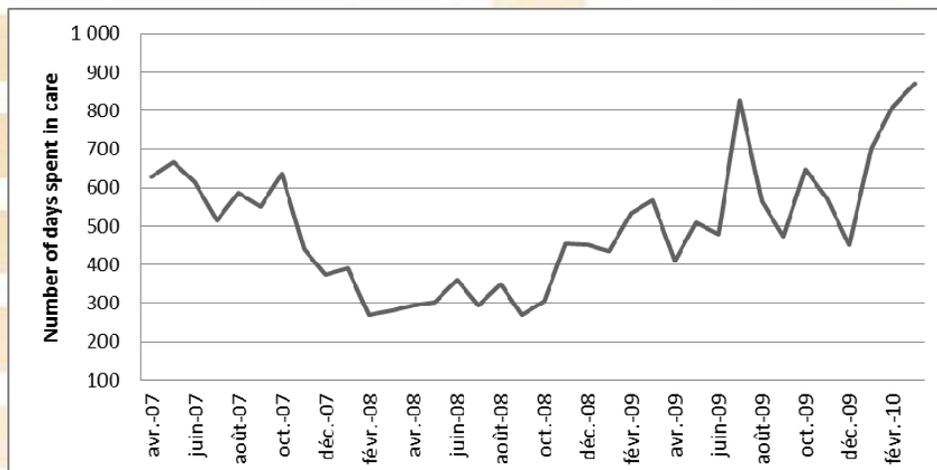
* Numbers rounded to nearest unit.

Days spent in the care of group homes, by month

The data drawn from the monthly reports (Figure 2.7) show that:

- The total number of days spent in **group homes** fluctuated between 2007-08 and 2008-09, but, generally speaking, there was a gradual decrease in the total number of days. In 2009-10, several highs and lows were observed, particularly in July and October 2009 and on a regular basis starting in January 2010.

Figure 2.7: Changes in total number of days spent in the care of group homes, 2007-2010



* Numbers rounded to nearest unit





SUMMARY

Generally speaking, the analysis of the expenses and various types of protection services provided to children and families creates a general portrait of the situation revolving around the placement of Quebec First Nations children in care and the resulting costs. This section aims to interpret the main findings from this analysis. Please note that the data analyzed cannot be used to identify trends nor paint a comprehensive portrait of the situation¹²; rather, the data serves to record fluctuations, which may in turn be used as a springboard for further study.

Generally speaking, the analysis of the expenses and various types of protection services provided to children and families creates a general portrait of the situation revolving around the placement of Quebec First Nations children in care and the resulting costs. This section aims to interpret the main findings from this analysis. Please note that the data analyzed cannot be used to identify trends nor paint a comprehensive portrait of the situation; rather, the data serves to record fluctuations, which may in turn be used as a springboard for further study.

The first objective of this component sought to analyse the available data on the services provided to First Nations youth living on reserve in order to achieve an understanding of the expenses that were eligible for AANDC funding. The First Nations Child and Family Services (FNCFS) program administered by AANDC provides both funding for activities that facilitate the program's operations and amounts allocated for placements in foster homes, institutional care and group homes.

Between 2007-08 and 2008-09, the total amount of funding allocated through this program was between \$44 million and \$42 million. In 2009-10, it equaled \$45 million. These amounts represent the costs incurred over the course of these three fiscal years, and may reflect certain annual rate adjustments established on the heels of the First Nations Socioeconomic Forum held in Mashteuiatsh in 2006 (this holds particularly true for 2007-08 and 2008-09). The contributions for the three types of care placements (institutional care, foster homes and group homes) include nearly two-thirds of the overall expenses for the three fiscal years covered by the study. It was also noted that most of the contributions (close to or more than 90%) were distributed among placements in institutional care and foster homes (92% of these costs in 2007-08, 93% in 2008-09, and 87.2% in 2009-10).

The client data provided by AANDC revealed the number and types of placements made for First Nations youth between the ages of 0 and 18 living on reserve. The data also shed light on the general situation of these placements. In particular, this data revealed that the number of children housed at least once in each type of care placement increased between 2007-08 and 2008-09, that is, from 1 552 to 1 575. In 2009-10, the total number of placements decreased (n=1 154), marking a return to 2007-08 levels.

12) Please note: Data was recorded based on the date the placement was entered into the AANDC system, and not in accordance with the placement start and end date. As a result, the data did not present the total number of children placed in care at least once during a given fiscal year.





The analysis of the variations in the number of placements per month showed an increase in the number of First Nations children placed in the care of foster homes. This increase in foster home placements may be correlated with the decrease in placements in institutional care, but this can only be confirmed with the study of subsequent fiscal years. However, in 2009-10, there was a decrease in the number of children placed in institutional care from the 2008-09 numbers, that is, from 231 children to 191 children (-40 children), thus lending further support for this finding. However, even though fewer children were placed in institutional care, it does not necessarily follow that the children who were placed spent fewer days in care. In fact, in 2009-10, there was an increase in the average number of days children spent in institutional care (117 days, compared to 92 days in 2008-09 and 103 days in 2007-08).

There was also an increase in the average number of days children spent in foster homes (193 days in 2009-10, compared with 185 days in 2008-09 and 177 days in 2007-08). However, this increase may be proportional to the increase in children placed in the care of foster homes (82% of total care placements, representing 1 269 children in 2009-10). Finally, there was also an increase in the number of children placed in group homes from 2007-08 to 2009-10, even though total group home placements for each year covered by the study equaled only 6% of all care placements. The average number of days spent in group homes also increased, from 52 days in 2008-09 to 78 days in 2009-10.

Interesting similarities were observed in the monthly variations in the number of placements for each type of care placement. Spring emerged as a period of growth in terms of the number of placements in institutional care and foster homes per month. As for placements in group homes, numbers tended to increase in the fall and decrease in the spring.

In light of the analysis, it is important to understand the relationship between the number of First Nations children between the ages of 0 and 18 living on reserve and the number of placements from this population segment. However, the current data do not present the exact number of children placed in care; rather, the total number provided by the data includes duplicates created by the transfer of children from one type of service to another (for example, in the data, a single child is counted twice when placed in both a foster home and a group home within a given year). The demographic data compiled by AANDC shows that on December 31, 2007, 12 163 children between the ages of 0 and 18 living on reserve had been registered in the system; on December 31, 2008, 12 242 children had been registered; and on December 31, 2009, 12 295 children had been registered.¹³ Based on this placement data provided by AANDC, in 2007, the 1 152 children placed in care represented 12.7% of the total population of First Nations children between the ages of 0 and 18, for an incidence rate of 127.16 per 1 000 children. In 2008, the 1 575 placements registered in the system represented 13% of the 0-18 year old population, for an incidence rate of 128.38 per 1 000 children. In 2009, the 1 554 placements represented 12.6% of the 0-18 year old population living on reserve, for an incidence rate of 126.06 per 1 000 children. It is crucial that these findings be treated with caution since there the nature of the data necessary inflates the number of children placed in care.

13) The total number of First Nations youth between the ages of 0 and 18 presented in this report is an estimate. Exact data is not readily available because of changes made to the process of obtaining population data, whereby the exact number is no longer communicated when there are fewer than 40 individuals (unless a specific request for information is submitted to AANDC Headquarters).





The second objective of the first component was to determine the overall funding allocated to services and analyze costs in relation to the number of First Nations children placed in care. With greater data available on total spending and the number of individuals for 2007-08 and 2008-09, it was possible to correlate the decrease in costs for services rendered in institutional care and group homes with the decrease in the number of individuals housed in these two types of care placements. The increase in costs associated with placements in foster homes can also be correlated with the increase in the number of individuals housed in this type of care placement. In fact, it is possible to confirm that costs, the number of placements per month and the duration of these placements are all correlated.

The situation in 2009-10 stood out in comparison with the fluctuations observed in 2007-08 and 2008-09, for all three types of care placements. There was a decrease in the number of children placed in *institutional care* (-40 from 2008-09), even though the costs increased (+ \$137 705 between 2009-10 and 2008-09). Moreover, the children placed in institutional care in 2009-10 appeared to remain in care for longer periods of time than in 2008-09, which could explain the increase in costs despite the decrease in children placed. As for *foster homes*, 2009-10 marked an increase in the number of children housed in this type of care placement (+14) over 2008-09; and while the total costs dropped significantly (by close to \$2 million less than 2008-09), the average number of days spent in care increased. Finally, the number of children placed in *group homes* in 2009-10 increased (+5), as did the total cost of contributions (over \$1.5 million since 2008-09). These numbers suggest that children in general spent more days in care per placement, regardless of type of care placement. Any interpretation of these results must also consider that the decrease in the total number of children housed in care placements is also influenced by the fact that children placed under the YCJA have not been included in the statistical data since 2008-09.

Based on the analysis of the cost of contributions for the services rendered, placing children in institutional care and group homes is clearly more expensive than placing them in foster homes. In 2007-08, 47% of the cost of contributions were allocated for 17% of the children placed in institutional care (that is, close to \$13 million for the 271 children placed in institutional care), whereas the cost of contributions allocated to foster homes equaled 45% of all contributions for 77% of all children placed in care (\$12 million for the 1 195 children placed in foster homes). As for group homes, 8% of the cost of contributions went to 6% of the children placed in care. In 2008-09, a seemingly logical shift took place: 51% of the cost of contributions (\$13 million) went to foster homes to place 80% of the children (1 255 children); and 42% of the cost of contributions (close to \$10 million) was allocated to institutional care to place 15% of the children. In 2009-10, the situation changed once again: Placements in institutional care represented 43% of the cost of contributions to provide care to 191 children (or 12% of all children placed in care); placements in group homes represented 13% of costs for 94 children (6% of all children placed in care), and placements in foster homes represented 43% of costs for 1 269 children (82% of all children placed in care). Therefore, the costs do not appear to be proportional to placement volume, but they do reflect ongoing changes in the situation.





This report also questioned whether available data could be used to determine the number of children living off reserve who were placed in care. Based on the data analyzed in this report, it is not possible to know the exact number of children from outside the community who were placed in care. However, existing data does show that in 2007, there were 3 778 First Nations children between the ages of 0 and 18 living off reserve; in 2008, 3 759 children were registered. First Nations children living off reserve therefore represented a little over 24% of the total number of First Nations children (living on and off reserve) in 2007 and 2008. As a result, it seems fair to assume that the analysis of First Nations children living on reserve provides a mostly complete picture of the situation and associated phenomenon.

Finally, the August 2009 review of the approach to child services and the resulting adoption of a prevention-focused approach also had an impact on the reports. Starting in October 2010, the agencies implemented the Enhanced Prevention-Focused Approach (EPFA) and began producing quarterly reports instead of monthly reports. The EPFA was progressively implemented over the course of the year. Finally, the measures taken by the Department of Aboriginal Affairs and Northern Development Canada in 2011-2012 in order to assume the government's responsibilities stemming from the *McIvor decision*¹⁴ could have an influence on the services rendered to First Nations youth, many of whom are slated to recover their Indian status. This could result in an increase in the number of registered placements in the coming years. It will therefore be crucial that any yearly update of the analysis of client and financial data take these changes into consideration.

14) The Court of Appeal for British Columbia ruled that certain provisions with respect to registration in the *Indian Act* were unconstitutional as they violated the principle of equality set forth in the *Canadian Charter of Rights and Freedoms*. Bill C-3, *Gender Equality in Indian Registration*, was adopted and amended the relevant provisions in the *Indian Act* (Treasury Board of Canada, 2011).





BIBLIOGRAPHY

AANDC (2010), First Nations Child and Family Services (FNCFS) program:

<http://www.aadnc-aandc.gc.ca/aiarch/mr/nr/m-a2009/bk000000437-eng.asp>

Treasury Board of Canada (2011), *Report on Plans and Priorities – 2011-2012 Estimates*, by Indian and Northern Affairs Canada and Canadian Polar Commission, Ottawa. Consulted in March 2012: <http://www.tbs-sct.gc.ca/rpp/2011-2012/inst/ian/ian-eng.pdf>





FIRST NATIONS OF
QUEBEC AND LABRADOR
HEALTH AND SOCIAL
SERVICES COMMISSION

