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PLANNING FOR SELF-DETERMINATION

ALBERTA ON-RESERVE SHELTERS UNITED

FINAL REPORT

PREPARED FOR THE

ALBERTA COUNCIL OF WOMEN'S SHELTERS

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21 JANUARY 2011

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ISBN # 978-0-9812370-7-7

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ACKNOWLEDGMENTS:

ACWS WOULD LIKE TO EXTEND OUR GRATITUDE TO EVERYONE WHO HAS CONTRIBUTED TO THE SUCCESSFUL COMPLETION OF THIS REPORT. WITHOUT YOUR COLLECTIVE EFFORTS AND SUPPORT THIS PROJECT WOULD NOT HAVE BEEN POSSIBLE. OUR SPECIAL THANKS GO OUT TO:

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Executive Summary

"*Aboriginal women and their children suffer tremendously as victims in contemporary Canadian society. They are the victims of racism, of sexism and of unconscionable levels of domestic violence. The justice system has done little to protect them from any of these assaults*." [1] Aboriginal women are also three times more likely to be victims of spousal violence than non-Aboriginal women, and spousal homicide rates are almost eight times higher for Aboriginal women than for non- Aboriginal women.[2] Studies, such as *Jumping Through the Hoops* (2009), relate that crime and victimization have become accepted everyday realities in some Aboriginal communities. While non-Aboriginal women report a decline in the more severe forms of violence (43% in 1999 to 37% in 2004), the rate for Aboriginal women has remained steady at 54%.

It is well known that Indian and Northern Affairs Canada (INAC) provides less funding to On-Reserve Shelters than what their provincial counterparts receive. The Alberta Council of Women's Shelters (ACWS), incorporated in 1983, investigated whether parity existed between On-Reserve and provincially funded shelters in 2005. At this time, the five existing On-Reserve Shelters received a total of $1.05 million less than they would have received as provincially funded shelters. This report examined 2010-11 provincial and INAC funding levels for shelters and, while the estimates made for provincial shelters may be somewhat inflated, an obvious gap still exists. This report estimated that the six currently existing Alberta On-Reserve Shelters were under-funded by $2.2 million in 2010-11, when compared to provincial shelter funding levels.

The last evaluation completed by INAC for the Family Violence Prevention Program (FVPP) was in 2005. While a Review was completed in 2010, this was not an evaluation. INAC has not met the Treasury Board mandate for evaluations of programs every five-years. INAC further, according to the 2010 Review, has failed to address and/or adequately address the 2005 FVPP evaluation conclusions.

These inadequacies have left On-Reserve Shelters in a compromising position where they are: 1) unable to function as autonomous institutions by receiving funding direct from INAC, 2) unstable and insufficiently funded; and 3) threatened in their ability to function as a sustainable institution that can provide adequate and sufficient services to women and children fleeing violence.

[1] Manitoba Government. Report of the Aboriginal Justice Inquiry of Manitoba. The Aboriginal Justice Implementation Commission. November 1999. http://www.ajic.mb.ca/volumel/chapter13.html

[2] Violence Against Aboriginal Women, Statistics Canada, 2006

1. Introduction

In 2010-11 there were 37 women's emergency shelters in Alberta. On the Alberta government's Children and Youth Services website it was stated that during the 2010-11 fiscal year the Alberta government invested $26 million in 29 emergency shelters, three on-reserve women's shelters, and programming in two second-stage shelters.[3] This webpage further elaborated that these funds included support for women's shelters, family violence outreach services to the community, and a treatment program for male victims of family violence.[4] The province had a cap of up to $100,000 in their agreements with the three on-reserve shelters in 2010-11. When one considers the first statement that the $26 million funds 34 facilities (less $300K for 3 on-reserve shelters), this averages $829,032.26 per facility.[5]

The INAC Transfer Payment Programs line item for the national Family Violence Prevention Program (FVPP) reads, *Payments to support Indians, Inuit and Innu for the purpose of supplying public services in social development - Contributions to support culturally appropriate family violence shelter and prevention services for Indian women, children and families resident on reserve* and it is stated as being assigned an estimated $28.6 million in the 2010-11 fiscal year.[6] This is the only line item for Shelters in the entire INAC transfer payment program budget. INAC stated that in the 2010-11 fiscal year it funded 41 Shelters across Canada. It also stated that in 2010-11 the FVPP funds are dispersed across three types of funding: 1) a number of regional prevention projects, 2) 41 Shelters, and 3) provincial/territorial reimbursements.[7]

The table below shows the spending estimates for the fiscal year 2009-10 and 2010-11.[8] In the fiscal year shown for the province of Alberta above, the Alberta Shelters were estimated to receive $465,510.00 on average.

Fiscal year	FVVP amount	41 national Shelters amount	Alberta 6 Shelters amount	Alberta Shelters average
2009-10	$29.01 million	$18.1047 million	$2.8331 million	$472,183.00
2010-11	$28.60 million	$17.8488 million	$2.7931 million	$465,510.00

[3] Government of Alberta, Children and Youth Services, Program's and Services, Family Violence, Family Violence Emergency Shelters. www.child.alberta.ca/home/829.cfm.
[4] The provincial government's budget numbers also include funding for sexual assault centres and other family violence services.
[5] We have requested a further breakdown from the province of Alberta, but were unable to obtain these numbers prior to the preparation of this document.
[6] Indian and Northern Affairs Canada, Departmental Plan for Transfer Payment Programs 2010-2011, www.ainc-inac.gc.ca/ai/arp/es/1011/rpp/rrp10-eng.asp. Date Modified:2010-04-22.
[7] See Appendix A: Communication via Email from Grant Britton to Jan Reimer and cc:'d to Carol Schimanke on May 21, 2010 at 2:12:07 PM MDT, with the subject as: **FV Shelter questions** and the attached file named: **ALBERTA_FN SHELTERS.DOC**.
[8] ibid.

The Alberta Treaty Chiefs (Numbers 6, 7 and 8) published a Resolution on March 29, 2010 named: 29-03-2010-#02R, Alberta First Nation Women's Shelter Funding (see Appendix B). Within this release four resolutions were passed that called for the federal government to ensure the Alberta Shelters are funded at a level that reflects the actual cost to properly run a viable and safe Shelter and that ensures annual increases that reflect the increases of living. They cited that by following the Johnston Report (July 31, 2006) recommended formula the Shelters should operate at a predictable, sufficient and sustainable level.

The Alberta Council of Women's Shelters (ACWS) was formed in 1981 and incorporated in 1983 to provide a unified voice for the sheltering movement. Nearly half of all women and children admitted into emergency shelters in Alberta identify as Aboriginal. In February 2005, ACWS completed a "*Comparative Review and Evaluation - Seeking Parity Between On-Reserve Shelters and Shelters Funded by the Province of Alberta and the Alberta On-Reserve Committee*". Working with the Alberta On-Reserve Shelters, ACWS compared funding between on- and off-reserve shelters. The five on-reserve INAC funded shelters, at that time, were compared to equal sized provincial shelters' staffing, administration, operational, facility and maintenance costs. Disparity existed in each instance to the total amount of $1.05 million.[9]

1.1. Report Rationale

The Alberta Treaty Chiefs have called for action with regard to the implementation of what they referred to as a funding formula for Alberta First Nations Women's Shelters that enables them to operate at a predictable, sufficient and sustainable level. Data provided by INAC regional representatives and the Government of Alberta website indicate that shelter allocations within the province are at a higher level than that allocated by INAC for on-reserve shelters. It is the needs mandated by the Chiefs and these preliminary data that indicate there is room for improvement with regard to the management and funding of the programming that enables the Alberta First Nations Women's Shelters to operate.

All the on-reserve shelters in Alberta are members of the Alberta Council of Women's Shelters. In serving their members, the Council has worked to ensure that the lack of financial support from the federal government is addressed. This has been done through reports, media releases and most currently, through the commissioning of this report.

[9] Alberta Council of Women's Shelters. A Comparative Review and Evaluation: Seeking Parity Between On-Reserve Shelters and Shelters Funded by the Province of Alberta. February 2005.

2. On-Reserve Shelter Funding In Canada

The Family Violence Prevention Program (FVPP) provides First Nations with funding for community-based projects to address social and health problems related to family violence. Family violence is "a broad concept that includes the abuse of children, youth, spouses and Elders. It includes physical assault, intimidation, mental or emotional abuse, sexual abuse, neglect, deprivation and financial exploitation"[10]. The goals of the FVPP are to reduce family violence and result in a more secure family environment for children and all residents on-reserve[11].

In 1988, the federal government launched a four-year, $40-million Family Violence Initiative, including a $22 million Project Haven program by CMHC to create additional Shelter units for battered women and children. To help First Nation communities, a budget of over $1 million was jointly administered by INAC and Health Canada, with the help of a Native Advisory Committee. The committee reviewed proposals and prepared recommendations for family violence projects.[12]

In 1991, a second four-year Family Violence Initiative was launched. As part of the new initiative, INAC received $22 million for community-based services on reserves. INAC provided operational funding for 20 Shelters. When Cabinet authority funding to the Family Violence Initiative expired in 1995, INAC continued to fund a Family Violence Prevention Program.[13]

In 1997, the federal government announced a new Family Violence Initiative, of which INAC's current FVPP was one component. From 1997 to 2000, INAC and CMHC built ten new family violence emergency shelters on reserves. Capital funding was provided by CMHC and operational costs were funded by INAC.[14]

In 2003-2004, INAC funded approximately 335 family violence prevention projects in selected First Nation communities. It provided annual operational funding to 35 Shelters across Canada, servicing 4,500 First Nations people on-reserve.[15]

[10] Indian and Northern Affairs Canada (2004). *Family Violence Prevention Program National Manual*. pp. 8.
[11] Indian and Northern Affairs Canada – FVPP Website. Retrieved February 2006 from www.ainc-inac.gc.ca/ps/fvp_e.html.
[12] Indian and Northern Affairs Canada (2004). *Family Violence Prevention Program National Manual*. http://dsp-psd.pwgsc.gc.ca/Collection/R2-333-2004E.pdf.
[13] Ibid.
[14] Ibid.
[15] Ibid.

The 2005 evaluation of the FVPP drew the following conclusions:[16]

1. *Family violence prevention services in First Nation communities are relevant and there is a continued rationale for such an intervention;*
2. *Overall roles and responsibilities of those involved in the Family Violence Prevention Program need to be re-examined with the aim of strengthening the overall management of the program;*
3. *The funding allocation methodology for family violence projects needs to be reassessed; and*
4. *The Family Violence Prevention Program requires increased monitoring to allow for better measurement of results.*

With regard to Conclusion 3 above from the 2005 evaluation, INAC reported in 2008 on how it addressed the following three activities in its Evaluation of the Family Violence Prevention Program for First Nations - Follow-up Report Status Update as of March 31, 2008. (see Appendix C).[17]

Re-assess shelter and prevention project components of the program in view of authority renewal process:

1. *comprehensive re-assessment of all methods prior to authorities renewal*
2. *invite shelters to apply for prevention project funding and encourage integration*
3. *research funding alternatives for longitudinal studies and multi-year projects*

In this 2008 evaluation follow-up report status update, INAC stated that it had completed the following on the dates noted below.

a) INAC has re-assessed shelter and prevention project components of the program in view of authority renewal process (December 31, 2005)
b) A new shelter funding formula developed in 2006, and implemented in fiscal year 2007-08 (March 31, 2006).
c) A new prevention project allocation methodology developed in 2006 (March 31, 2006).

[16] Indian and Northern Affairs Canada Departmental Audit and Evaluation Branch (June, 2005). Evaluation of the Family Violence Prevention Program for First Nations.
[17] Evaluation of the Family Violence Prevention Program for First Nations - Follow-up Report Status Update as of March 31, 2008.

The implementation of the Shelter funding formula started in the fiscal year 2007-08 with an incremental approach. In the 2007-08 fiscal year, the funding level was increased from $18.5 million to $26.8 million (a $8.3 million increase). In 2009/10, the government invested an additional $2.8 million annually bringing total funding for the program to $29.6 million that fiscal year.[18] (Appendix D)

As was discussed in the introduction, the 2010/11 fiscal year had an estimated $28.6 million allocated for the FVPP. The intention of the upcoming years was to fully implement the funding methodology.

In 2008, INAC did not report on how it addressed conclusion number 2 from the 2005 evaluation in its Evaluation of the Family Violence Prevention Program for First Nations - Follow-up Report Status Update as of March 31, 2008. (see Appendix C).[19]

The 2005 evaluation conclusion stated that:

2. *Overall roles and responsibilities of those involved in the Family Violence Prevention Program need to be re-examined with the aim of strengthening the overall management of the program.*

In the INAC Family Violence Prevention Program Review published on-line on August 31, 2010, there was no mention of the **national (INAC) management of the program being evaluated**, only overly reiterated statements on how the shelter Directors and/or organization management has gone above and beyond the call of duty in keeping the FVPP alive with limited and inadequate funding.[20]

At no point has INAC made any official statements that it would examine the overall roles and responsibilities of those involved in the Family Violence Prevention Program with the aim of strengthening the overall management of the program. The FVPP has not undergone an evaluation since 2005. At no point in the 2010 Review was evaluation equated with the work that was undertaken – it was simply a Review, not an Evaluation.

[18] Email from Jim Sission, INAC Alberta Region sent March 19, 2010 to Jan Reimer with the Subject: Funding for Alberta First Nation Women's shelters

[19] Evaluation of the Family Violence Prevention Program for First Nations - Follow-up Report Status Update as of March 31, 2008. <>

[20] New Economy Development Group Inc. Family Violence Prevention Program Review. Ottawa, Ontario. March 31, 2010. http://inac0000.imatics.com/site/lj-jl/fvpp-eng.asp#section6_1. Date Modified: 2010-08-31.

With regard to the 2005 evaluation conclusions numbered 1 and 4, above, in 2008, INAC did not report on how it addressed these conclusions in its Evaluation of the Family Violence Prevention Program for First Nations - Follow-up Report Status Update as of March 31, 2008. (see Appendix C).[21]

The 2005 evaluation conclusions stated that:

1. *Family violence prevention services in First Nation communities are relevant and there is a continued rationale for such an intervention;*
4. *The Family Violence Prevention Program requires increased monitoring to allow for better measurement of results.*

In the INAC Family Violence Prevention Program Review published on-line on August 31, 2010, there was mention of both of these matters.[22] Under conclusion numbered 6.4 Mitigation to Prevention it states,

> "*An increase in funding is needed in order to effectively reduce violence and abuse in Aboriginal communities, but along with this needed investment, it will be essential to establish improved evaluation processes. It will be important to assist Shelters to move towards a more outcomes oriented evaluation focus with the assistance and support of INAC. This type of evaluation will help both INAC, as well as the First Nations communities to better understand if the prevention programming is on the right track*."

The 2010 Review further addresses the 2005 evaluation conclusion numbered 1, above, in conclusion numbered 6.1 A Valuable Role, as follows:

> *"All the evidence points to the value of the shelters services and the prevention projects in responding to an urgent and growing community need for safe havens to respond to the violence and insecurity in Aboriginal communities. Furthermore, it is equally evident that the shelters perform an extraordinary service despite complex challenges and lack of human and financial resources. It is also clear that the shelter staff, in particular, is composed of highly committed teams of Aboriginal people who operate in spite of difficult situations and sometimes with less than supportive Chiefs and Band Councils."*

[21] Evaluation of the Family Violence Prevention Program for First Nations - Follow-up Report Status Update as of March 31, 2008. <>
[22] New Economy Development Group Inc. Family Violence Prevention Program Review. Ottawa, Ontario. March 31, 2010. http://inac0000.imatics.com/site/lj-jl/fvpp-eng.asp#section6_1. Date Modified: 2010-08-31.

Of the four conclusions drawn during the 2005 evaluation, three required action by INAC. INAC has responded to one of the three, to-date. Two action items:

1) *re-examining the program management*, and

2) *improving the measurement of results*

have gone unaddressed by INAC in over the past five years.

Further, no other FVPP program evaluations have been completed since 2005. The next section will look at the one matter from the 2005 evaluation conclusions addressed to-date, the funding methodology.

3. Outlining the FVPP Shelter Funding Methodology

The overarching rationale for the development of a new funding methodology was in response to the 2005 evaluation conclusions. The related 2005 conclusion intended the methodology to assist with the overall improvement of funded Shelters. The research behind the development of the methodology found the following nine action items were required in order to improve the Shelters and bring them to a level that was predictable, sufficient and sustainable. These nine action items are listed below.

1. Introduce a new funding formula for shelters that takes into account province of operation, size of the shelter, and remoteness of the shelter.
2. Provide supports to shelters as they upgrade staff training and the facilities.
3. Develop standards for shelter service provision.
4. Address the governance structure of the shelters.
5. Conduct a full review of the funding prior to the lapse of the second year.
6. Revise the reporting requirements for shelters to enable an assessment of outcomes as well as compliance with standards.
7. Arrange for annual reviews (regional peer review) to assess adherence to standards and ways of improving services.
8. Establish a plan for maintenance of facility and operational equipment, as well as vehicles.
9. Address the broader issue of how to manage the FVPP prevention dollars in relation to increases in shelter budgets, particularly with the Core Services of shelters including outreach activities.

Based on review of review of research, census information, interviews with INAC regional representatives, P/T governments, NACAFV members and Shelters directors the following funding formula was developed:

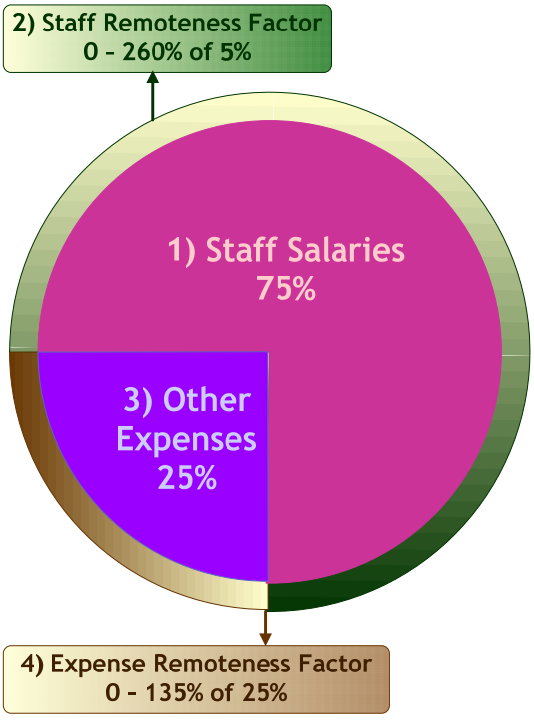
FVPP SHELTER FUNDING FORMULA		
SHELTER SIZE	Shelter size determines # Positions by Type Needed	
PROVINCE	**C**ensus **S**taff **W**ages by **Pos**ition	
EXPENSES	(C**SW**/**Pos*** # /**Pos**) * 1.0845 *(Benefits)* = **SS**	1/4 SS = **OE**
LOCATION	Staff Factor = **SS** * .05 ***** (0.0–2.6)	Expense Factor **= OE** *. 25* (0.0-1.35)
TOTAL BUDGET	(**SS** + **OE**) + (SS * [0.0-2.6]) (**OE** * [0.0-1.35])	

Legend: **CSW**=Census 2006 Equivalents Staff Wage; **Pos**=position; **SS**=staff salaries; **OE**=other expenses

The following 5 pages are taken directly out of the S*helter Funding Methodology for the Family Violence Prevention Program Report,* prepared by Johnston Research Inc. (31 July 2006).

Funding Formula Calculations

The funding formula includes four categories: staff salaries, other expenses, a staff remoteness factor, and an expenses remoteness factor. The proportions for these are illustrated below. The core Shelter operating budget includes staff salaries and other expenses: 75% is for staff salaries, and other expenses make up the other 25%. When Shelters are operating a significant distance from a major city centre, an additional 0 to 135% is applied to a 25% of the other expenses budget to cover the additional cost of living associated with these areas. Similarly, the location of a Shelter may require that 5% of the staff salaries are increased between 0.0 to 260%.



The specific dollar amount calculations take into consideration location and size variations. First, the Shelter size needs to be determined by considering the number of beds (assuming full capacity). The Shelter size determines the number and type of positions considered for the funding formula. Second, the Shelter's province of location determines the staff wages. Third, staff wages and benefits can be calculated, along with other expenses. Finally, the geographic location is considered.

PRINCIPLES

The following principles guided our work in developing the funding formula:

- That "core services" should be considered a minimum standard; every Shelter should provide these services. Core services are listed in the text box on the following page.
- That the services provided through Shelters should be at minimum culturally-appropriate, but strive to be culturally-based.
- That staff salaries should be competitive with those of similar positions in the province.
- That staff salaries and basic operational costs should be fully funded because fundraising is often not feasible.

Core Shelter Services

- A warm and respectful residential environment, with appropriate space for children
- Physical protection and security (both inside and outside the shelter)
- Individual case planning, referral and advocacy with regard to access to other supports/systems/resources (social, legal, medical, etc.)
- Culturally appropriate or culturally based education and crisis counselling (group and individual) in the areas of:
  - Family violence
  - Parenting skills
  - Life skills
  - Traditional Healing
  - Addictions[23]
  - Mental health
- Nutritious meals and safe food preparation
- Transportation
- Crisis intervention (including a 24 hour crisis telephone line)
- Child care and children's programming/counselling
- Follow-up and other post-residence supports
- Education and counselling for men (perpetrators and victims)
- Data collection/tracking for administrative and evaluative purposes
- Protection of privacy and confidentiality
- Community education and awareness raising (service providers and general public awareness)
- Development of networks, collaborations and protocols with other agencies/organizations (shelters, police, healing and health promotion, medical agencies, child and family services, legal aid, social assistance agencies, social housing, etc.)

[23] Addictions and mental health services would normally be provided through the health system, but shelter workers should be prepared to provide crisis counselling in these areas.

NOTE: The Alberta On-Reserve Shelters reported that they are currently underfunded and are operating with insufficient funds. From the ***SHELTER FUNDING METHODOLOGY FOR THE FAMILY VIOLENCE PREVENTION PROGRAM REPORT,…***

Shelter operators have indicated that, when they have insufficient funds they must prioritize expenses and "make do" in the following ways:

a. Staffing:

- Reduce staffing levels (through temporary lay-offs and/or termination) – often only one person on shift at any given time.
- Do not have relief staff (in case of crisis and/or staff illness).
- First to be let go are security staff, then outreach workers, then counselling staff.
- Eliminate staff training and development.
- PAY MARGINAL WAGES (in some cases just a few cents more than minimum wage).

b. Services:

- Reduce levels of service as staffing levels reduced (i.e., go from one-on-one counselling to group counselling).
- Close shelter for a period of time.

c. Physical facilities:

- Cannot afford repairs to facilities and/or equipment, such as alarm system, washer & dryer, security light – simply go without.
- Maintenance of the facility suffers.
- Do not replace items, such as furniture, that is old, dusty and in disrepair.

They further reported that these compromises have the following impacts on the shelter, the staff, the women and families being served, and the community:

a. Staff:

- Uncertainty in employment
- Staff overworked and face burnout
- Difficult to attract staff with appropriate level of skill and education
- Health and safety/security jeopardized

b. Women and families:

- Health and safety/security jeopardized
- Services are not available when they need them – may be turned away
- Quality of services suffer

c. Community:

- Community loses faith in the shelters' ability to help women, so do not support the shelter's existence
- Fewer people coming into shelter (people staying in dangerous situations)

LEGAL ISSUES

There are a number of legal issues that must be considered when developing a funding formula for on-reserve emergency shelters.

INAC must ensure that shelters have sufficient funding to comply with relevant provincial regimes in their operation. These will differ from province to province, but will generally include legislation dealing with:

- Employment standards
- Health and safety
- Working alone
- Licensing and permits (this may include municipal by-laws)

In addition to general liability issues associated with under-funding emergency shelters, such as knowingly placing women at risk of harm, insurance, etc., the disparity in levels of funding between FVPP and provincially funded shelters could give rise to the following types of legal action:

- Human Rights claims;
- Constitutional challenges; and/or
- Class action law suits.

Finally, some provinces have legislated standards that shelters must comply with. Newfoundland for example is in the process of implementing such standards. It is not clear whether these standards extend to the operation of on-reserve shelters, but it will be important to consider this possibility.

It will be very important for INAC to consult with their legal department about the above mentioned issues prior to making any final decisions. As well, greater information about the potential legal risks associated with shelter funding will support more appropriate decision-making at upper levels of government.

STAFF WAGES

The table below was used as a tool for deriving the funding amounts, and is ***not*** intended to be prescriptive. Each Shelter will need to decide on an appropriate staff complement to provide the core services identified above. However, all Shelters should be brought up to a *minimum* standard based on the Shelter size. At a minimum, Shelters should have a director, a part time administrative assistant, 4.5 crisis care workers, an outreach worker, and a part time staff member who can provide programming. Larger shelters should have more staff.

An example of a small shelter includes 2-3 units and/or about 4-6 beds. A medium shelter includes about 5 units and/or 10-12 beds.[24] A large shelter would have around 7-10 units and/or 13-20 beds. Extra-large shelters include 12 units and/or 21- 30 beds.

SHELTER STAFF COMPLEMENT USED FOR FUNDING FORMULA CALCULATIONS			
SMALL SHELTERS	**MEDIUM SHELTERS**	**LARGE SHELTERS**	**EXTRA LARGE SHELTERS**
1.0 Director/ Coordinator	1.0 Director/ Coordinator	1.0 Director/ Coordinator	1.0 Director/ Coordinator
0.5 Admin Assistant	0.5 Admin Assistant	1.0 Admin Assistant	1.0 Admin Assistant
4.5 Crisis Care Workers	5.5 Crisis Care Workers	6.5 Crisis Care Workers	7.5 Crisis Care Workers
1.0 Outreach Worker	1.0 Outreach Worker	1.0 Outreach Worker	1.0 Outreach Worker
1.0 Counsellor	1.0 Counsellors	1.5 Counsellors	2.0 Counsellors
0.5 House/Cook Support	0.5 House/Cook Support	1.0 House/Cook Support	1.0 House/Cook Support
0.5 Child Care Worker	0.5 Child Care Worker	1.0 Child Care Worker	1.0 Child Care Workers

[24] This classification is consistent with the province of Quebec funding model.

STAFF SALARIES BY OCCUPATIONAL CLASSIFICATION

Province: Alberta

Weekly wage increase June 2000 - June 2006 by position type: M=40.443%, SS=35.59%, CH=49.40%

Occupational Classification	2000 Average Salary	2006 Equivalent
Managers in Social, Community and Correctional Services	$ 43,312.00	$60,827.51
General Office Clerks	$ 30,720.00	$41,653.88
Social Workers	$ 40,146.00	$54,434.78
Family, Marriage and Other Related Counsellors	$ 33,296.00	$45,146.73
Community and Social Service Workers	$ 29,378.00	$39,834.23
Security Guards and Related Occupations	$ 24,860.00	$33,708.18
Visiting Homemakers, Housekeepers and Related Occupations	$ 23,296.00	$34,806.13
Early Childhood Educators and Assistants	$ 18,426.00	$27,529.95

3.1. Applying the INAC Funding Methodology to Alberta Shelters

Utilizing the *Shelter Funding Methodology for the Family Violence Prevention Program*, prepared by Johnston Research Inc. (31 July 2006), the five Shelters that were funded in 2006 would have been classified as four large Shelters (Bigstone Cree, Eagle's Nest, Ermineskin, and Sucker Creek) and one small Shelter (Paspew House). Utilizing the *Shelter Staff Complement Used for Funding Formula Calculations* chart the total column in the chart below is transferred to the Staff column in the *Alberta On-reserve Shelters Funding Calculations* chart. From the salaries the second chart below calculates a total of 75% salaries and 25% other expenses and then adds the 20.45% for benefits to the salaries. The remoteness factor was not included here to allow for simplicity, the point is well made without these additional calculations.

SMALL SHELTERS	LARGE SHELTERS	TOTALS
1.0 Director/ Coordinator	4.0 Director/ Coordinator	5.0 Director/ Coordinator
0.5 Admin Assistant	4.0 Admin Assistant	4.5 Admin Assistant
4.5 Crisis Care Workers	26.0 Crisis Care Workers	30.5 Crisis Care Workers
1.0 Outreach Worker	4.0 Outreach Worker	5.0 Outreach Worker
1.0 Counsellor	6.0 Counsellors	7.0 Counsellors
0.5 House/Cook Support	4.0 House/Cook Support	4.5 House/Cook Support
0.5 Child Care Worker	4.0 Child Care Worker	4.5 Child Care Worker

Salaries & Benefits	Salary Sub-Total	Benefits 20.45%	Total
Director	304,138	62,196	366,334
Admin Assistant	187,442	38,332	225,774
Crisis Workers	1,214,944	248,456	1,463,400
Outreach Workers	199,171	40,731	239,902
Counsellor	316,027	64,628	380,655
House/Cook	156,628	32,030	188,658
Child care	123,885	25,334	149,219
Salaries	2,514,534	514,222	3,028,757
Other Expenses	838,178		1,009,586
	3,352,712	**514,222**	**4,038,342**

In 2006, the five Alberta shelters funded by INAC should have received $4,038,342. The next chart shows how much this would be by the 2010-11 fiscal year. Using the funding

formula suggested inflation amount of 1.2%, the estimated amount needed in 2010-11 for the provision of a minimal standard of services was $4.236 million for five Shelters in Alberta. Note, that the actual

Salaries & Benefits	2006/07	2007/08	2008/09	2009/10	2010/11
Director	366,334	370,730	375,178	379,681	384,236
Admin Assistant	225,774	228,484	231,226	234,000	236,807
Crisis Workers	1,463,400	1,480,961	1,498,732	1,516,717	1,534,916
Outreach Workers	239,902	242,780	245,694	248,642	251,626
Counsellor	380,655	385,223	389,845	394,523	399,256
House/Cook	188,658	190,922	193,213	195,531	197,878
Child care	149,219	151,010	152,822	154,656	172,056
Salaries	3,028,757	3,065,102	3,101,883	3,139,106	3,176,775
Other Expenses	1,009,586	1,021,701	1,033,961	1,046,369	1,058,925
	4,038,342	**4,086,802**	**4,135,844**	**4,185,474**	**4,235,700**

By 2010-11 there were six Shelters in Alberta and this sixth Shelter is classified as extra-large with 22 beds (Kainai Wellness). With the addition of this Shelter ($1,000,083)[25] to the 2010-11 amount of the other five Shelters the estimated costs were $5,235,783 to properly operate the six Alberta Shelters.

3.2. Examining the Implementation of the Methodology by INAC

To-date, INAC claims it has implemented the new funding methodology (31 July 2006). There certainly have been increases in the overall amount of funding allocated to FVPP. Since, the 2007/08 fiscal year, funding has increased annually by $8.3 million (from $18.5 million to $26.8 million annually). Further, in 2009-10, $2.8 million was allocated to the support and operation of five new Shelters. The new FVPP base amount of $28.6 million allocates $2.7931 million to Alberta for the six Shelters (see Appendix A).

As can be seen in the previous section, when the funding formula is actually applied to Alberta, the 2010-11 INAC funding was inadequate. If they are in fact implementing the funding methodology then it is being done using a deficit approach. In order for each Shelter to be treated equally under the new funding methodology utilizing a base of $26.8 million, all Shelters would need to operate at a deficit, using the funding formulas minimal standards. For Alberta, in 2010-11 this deficit is $2.4427 million.

[25] An extra-large shelter in Alberta would cost with 1.2% inflation $750,062 for salaries and benefits and $250,021 for expenses.

4. Review of Recent Shelter Impacts

In 2007, a one-time $6 million allocation to the Family Violence Prevention Program was provided to assist with immediate Shelter needs, over and above the five-year increase to $28 million.[26] A review of the Alberta Shelters found that these additional funds improved the overall the quality of services provided for families who utilize the Shelter services and this enabled these Shelters to implement best practices as evidenced in the box below.

Service Enhancement Resulting from Increased Funding

The increase in funding to Alberta On-Reserve Shelters has allowed the following:

- Shelters became more inviting, offering families a more nurturing environment to heal from family violence
- Shelters renovated in order to offer services such as Child Support and Outreach, better laundry facilities and increased security through the purchase of security cameras and security doors.
- Shelters enabled to offer Child Support, Outreach and counseling, and items such as personal items and basic hygiene in addition to basic services
- Shelters purchased new, safer transportation, critical to supporting women's safety
- Staffing stability achieved. Prior to funding staff were hired on a part time basis. Shelters can now offer a wage scale based on education & experience
- Staff training is happening. 15 students have been attending Portage College over the past year and a half which will provide them with a certificate in Crisis Counselling. The students were able to attend a week long workshop in Edmonton and laptops were purchased in order to complete the courses. Other training opportunities are now available.
- Family violence education/prevention workshops are now provided. Examples include: Group sessions, Suicide prevention, Traditional Parenting, Mediation & Conflict Resolution, Healthy Relationships, How To Parent Powerful Healthy Children, Traditional Teachings, Women's & Men's Groups, Mother & Daughter Workshops, Personal Empowerment as well as family bonding time through activities such as therapeutic horseback riding and family barbeques.

[26] Indian and Northern Affairs, About INAC, Media Room, 2007 News Releases, *Canada's New Government Takes Action To End Violence Against First Nations Women*, 2-2899, Corner Brook, Newfoundland, June 22, 2007. http://www.ainc-inac.gc.ca/ai/mr/nr/m-a2007/2-2899-eng.asp.

4.1. INAC 2010 Review: Impacts of Additional Funding

The 2010 INAC Review further reiterates and supports the Alberta Shelter findings that the 2007 increase in funding resulted in a series of positive impacts across the entire shelter network.

The Review specifically remarked that, "It will be important to make certain that the operating budgets for the Shelters keep pace with the cost of living and provincial wages or the continuing benefit of the 2007 increase will disappear."

In the INAC Family Violence Prevention Program Review published on-line on August 31, 2010, section 6.2 Impact of Additional Funds states, [27]

> "*The positive benefits of augmented ongoing operating funding can be seen in the effect of the increase in funding experienced in 2007 and the significant positive benefits evident across the entire shelter network. It will be important to make certain that the operating budgets for the Shelters keep pace with the cost of living and provincial wages or the continuing benefit of the 2007 increase will disappear. Further study is required to confirm the reported unmet demand for more shelters. Increased investments for prevention projects would support measurable results in reducing violence and abuse against Aboriginal women and children through multi-stakeholder, multi-year community driven prevention strategies*."

4.2. Assessing INAC's Ability to Impact Disparity

By examining the total funding of Alberta INAC shelters from 2005 to 2010, in comparison to provincial funding, these estimates strongly suggest that INAC has been moving further away from parity. Table 4.1, shows that INAC has continued to experience an increase in disparity between the amounts funded by INAC for on-reserve Alberta Shelters and that funded by the province of Alberta for provincial shelters. Since 2006, this has resulted in an increased annual deficit in reaching parity with provincial shelters of ~$200,000/year.

[27] New Economy Development Group Inc. Family Violence Prevention Program Review. Ottawa, Ontario. March 31, 2010. http://inac0000.imatics.com/site/lj-jl/fvpp-eng.asp#section6_1. Date Modified: 2010-08-31.

Table 4.1: Alberta INAC and Provincial Funding of Shelters

Fiscal Year	INAC Alberta Shelter Funding	Alberta Provincial Shelter Funding	Disparity
2005/06	$1,276,752.00[28]	$2,327,360.00	$1,049,608.00
2009/10	$2,876,300.00[29]		
2010/11	$2,793,060.00[30]	$4,974,193.56[31]	$2,181,133.56
		Net difference in 5 years	$1,131,525.56
		Net annual deficit since 2006	$226,305.11

4.3. Examining the Impact of the 2006 New Funding Methodology Report

By examining the 2005 INAC FVPP evaluation conclusions, the 2008 INAC FVPP evaluation update, and the 2010 INAC FVPP Review in relation to the 2006 INAC commissioned the *Shelter Funding Methodology for the Family Violence Prevention Program*, prepared by Johnston Research Inc. (31, July 2006) and the fact that INAC claims it has implemented this report, it is evident that INAC is unable to operate within the new funding methodology. INAC has been unable, for the most part to act on the nine recommendations of the new funding methodology.

The following provides commentary to each of the recommendations made in the *Shelter Funding Methodology for the Family Violence Prevention Program* Report in relation to progress made to-date by INAC, in accordance to its various evaluation and reviews.

1. Introduce a new funding formula for Shelters that takes into account province of operation, size of the Shelter, and remoteness of the Shelter.

   Not adequately implemented, as demonstrated throughout this report.

[28] Refers to the 5 shelters funded in 2005.
[29] Refers to the 6 shelters funded in 2009.
[30] Refers to the 6 2009 shelters. Amount estimated based on INAC Transfer Program Payments for 2010-11 and the distribution of FVPP umbrella funding in 2009-10.
[31] Requests were made for detailed data from the province, but were not secured for this report. This estimate is based on the Alberta government website provincially disclosed data, which may overestimate the amount given to the shelters they fund. The estimate is based on an average of $829,032.26.

2. Provide supports to Shelters as they upgrade staff training and the facilities.

   Alberta INAC region in the past provided some Professional Development funding on a year to year basis only for the Portage College students (this ended in 2010-11). It had been approved at the end of the fiscal year and Shelters have to upfront the costs and there is no guarantee that INAC will fund it. INAC also provided on-time capital funds to purchase technical equipment for the students i.e., laptops.

3. Develop standards for Shelter service provision.

   Alberta Shelters report no such standards have been communicated.

4. Address the governance structure of the Shelters.

   INAC has not addressed the FVPP 2005 conclusion to review the management of the FVPP file, let alone the governance of Shelters.

5. Conduct a full review of the funding prior to the lapse of the second year.

   A review of FVPP was performed and completed in 2010.

6. Revise the reporting requirements for Shelters to enable an assessment of outcomes as well as compliance with standards.

   The 2010 Review states that no evaluation mechanisms have been implemented; nor measurements of outcomes.

7. Arrange for annual reviews (regional peer review) to assess adherence to standards and ways of improving services.

   From the 2010 Review, "INAC has funded First Nations to hold Regional Gatherings where Shelter Directors and First Nation representatives who deliver prevention services have an opportunity to strategize on ways to reduce violence, and discuss funding allocation methodologies and training needs."

   No coordinated efforts that focused on standards and strategies to improve services provision have been held.

8. Establish a plan for maintenance of facility and operational equipment, as well as vehicles.

   Without adequate funding in item #1 above, this is not possible.

9. Address the broader issue of how to manage the FVPP prevention dollars in relation to increases in Shelter budgets, particularly with the Core Services of Shelters including outreach activities.

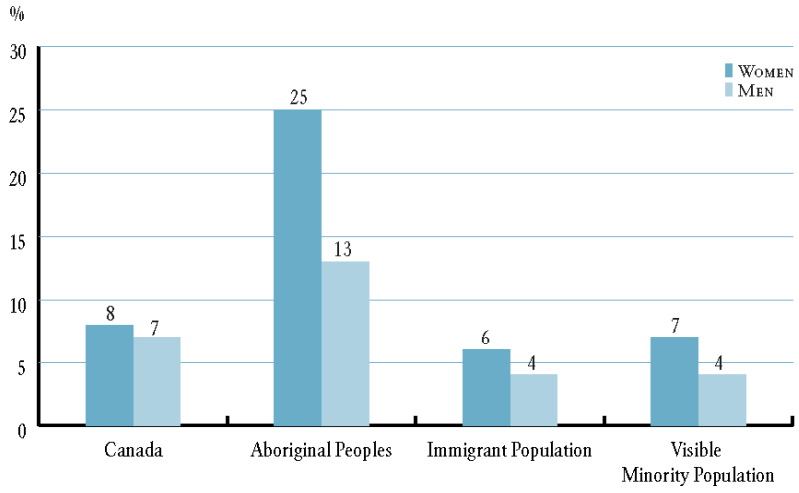
   A separate method was developed in 2006 regarding the FVPP prevention dollars, which are separate from Shelter dollars.

5. Examining Aboriginal Women's Violence Data and Policy in Canada

"Aboriginal women and their children suffer tremendously as victims in contemporary Canadian society. They are the victims of racism, of sexism and of unconscionable levels of domestic violence. The justice system has done little to protect them from any of these assaults."[32] Aboriginal women are three and a half times more likely to experience violent victimization (defined as physical and sexual assault and robbery) than non-Aboriginal women.[33] Aboriginal women report higher rates of stranger violence, more serious forms of family violence and are significantly over-represented as victims of homicide. Aboriginal women are also three times more likely to be victims of spousal violence than non-Aboriginal women, and spousal homicide rates are almost eight times higher for Aboriginal women than for non- Aboriginal women. According to the 1999 Statistics Canada study G35, Aboriginal women were twice as likely as men to experience spousal abuse and they were three times more likely than the average Canadian women to experience the same. Even compared to immigrant and visible minority women, Aboriginal women were as much as four times more likely to experience spousal abuse. Statistics Canada reports that Aboriginal women between the ages of 25 and 44 are five of violence.

FIGURE 3.6

Five-year rates of spousal assault for immigrant, visible minority and Aboriginal populations, 1999



Differences between women and men are statistically significant for all groups except immigrants.

Source: Statistics Canada, 1999 GSS

factors contributing to the high level of violence in Aboriginal communities include the breakdown of healthy family life resulting from residential school upbringing, racism against Aboriginal peoples, the impact of colonialism on traditional values and culture and overcrowded, substandard housing.

Since the 1999 GSS was conducted only in English and French, the rates in Figure 3.6 may under-represent the actual rates of spousal assault among Aboriginal, immigrant and visible minority populations, some of whom may not have been able to respond to the survey.

There are also concerns

[32] Manitoba Government. Report of the Aboriginal Justice Inquiry of Manitoba. The Aboriginal Justice Implementation Commission. November 1999. http://www.ajic.mb.ca/volumel/chapter13.html

[33] Statistics Canada – Canadian Centre for Justice Statistics, Juristat. Victimization and offending among the Aboriginal population in Canada. Catalogue no. 85-002-XIE, Vol. 26, no. 3, 1999 data.

about the normalization of violence in many Aboriginal communities. Intergenerational cycles of abuse and violence, linked to historic trauma from colonization, residential schools and systemic discrimination, are community-wide in some instances. Studies, such as *Jumping Through the Hoops* (2009), relate that crime and victimization have become accepted everyday realities in some Aboriginal communities.[34] Victims are sometimes actively discouraged from speaking out, particularly in smaller remote communities, where women cannot easily leave (for example, in the North where there are no roads in many cases), there are no shelters or safe houses in the community, and law enforcement may be located at a distance.

Anti-violence against women initiatives have given rise to stand-alone organizations with formal mandates, programs delivered through existing national and regional programs, and funding programs that allow regional or local governments or groups to tailor to local needs. Funding for these initiatives is a complex mix of federal, provincial, foundation, corporate, and local resources with many initiatives requiring funding from several sources. The types of activities range from

- community campaigns addressing violence,
- tools to learn about and recognize the warning signs of woman abuse,
- engaging Aboriginal men who are abusive in a traditional approach,
- educating community members to take action,
- developing safety planning for women who are abused,
- developing programs focused on ending the isolation abused women feel,
- developing a variety of educational and awareness raising activities, and
- guidelines on how to implement campaigns related to the issue of violence in various communities.

Recognizing that each community is unique, it is important to have access to a wide variety of programs and services, across various governmental and organizational levels, throughout Canada. On-reserve violent crime rates are eight times the rate in the rest of the country. While non-Aboriginal women report a decline in the more severe forms of violence (43% in 1999 to 37% in 2004), the rate for Aboriginal women has remained steady at 54%. The net result of all of this focus are activities that work to reduce violence and improve the safety of Aboriginal women across Canada such as shelters for Aboriginal women and their children fleeing violence, 24-hour crisis lines, walk-in counseling support, healing programs, and treatment programs for Aboriginal men who have been violent, including physical, emotional, sexual and spiritual abuse.

[34] Bennett, Marlyn. *Jumping through Hoops: A Manitoba Study Examining Experiences and Reflections of Aboriginal Mothers Involved with Child Welfare in Manitoba. 2009.* Chapter 4 in: McKay, S., Fuchs, D. & Brown, I. (Eds.). Passion for Action in Child and Family Services: Voices from the Prairies. Regina, SK: Canadian Plains Research Center: pp. 69-98. http://www.cecw-cepb.ca/sites/default/files/publications/prairiebook2009/Chapter4.pdf.

6. Taking Action: Self-Determination

The *Arrangement for the Funding and Administration of Social Services*, signed by Her Majesty the Queen in the Right of Canada and Alberta, states on page 3 that Canada would arrange for the delivery of Social Services comparable to those provided by Alberta whereby all citizens of Alberta are treated equally (see Appendix E). This reform agreement is not taken seriously by the government of Canada, at this time, leaving it necessary for Shelters to act on this matter.

The 2010 INAC FVPP Review, concluded that Shelters act as civil society institutions and as such are a vital institution for Aboriginal women. Too often "reserves" are unforgiving, unsafe and unstable to support a lively and prosperous future for Aboriginal female residents. To-date the environment in which on-reserve Shelters operate, both from a local perspective and national, have provided inadequate support and financial backbone, when compared to other provincially funded Shelters. There is a need for Shelters to take action and self-determine the future environment in which on-reserve Shelters will operate at a predictable, sufficient and sustainable level.

In the INAC Family Violence Prevention Program Review published on-line on August 31, 2010, section 6.3 Shelters as Civil Society Institutions states, [35]

> *"Shelters and their committed staff play an invaluable role within the overall environment of Aboriginal communities. In most cases, their value extends well beyond their mandate to provide shelter and protection. Shelters are unique civil society institutions which act as focal points for the development of local initiative and leadership development. Shelters provide not only protection for vulnerable women, but also a training ground for female Aboriginal leaders who often have very few opportunities to graduate from clients to providers, community leaders and advocates."*

6.1. Current State of Minimal Control

The 2010 INAC FVPP Review concluded that the on-reserve shelters are and/or need be regarded and treated as Autonomous Institutions. The Review reports having found evidence that when INAC holds a direct funding arrangement with the Shelter organization management and control difficulties appear to diminish.

[35] New Economy Development Group Inc. Family Violence Prevention Program Review. Ottawa, Ontario. March 31, 2010. http://inac0000.imatics.com/site/lj-jl/fvpp-eng.asp#section6_1. Date Modified: 2010-08-31.

In the INAC Family Violence Prevention Program Review published on-line on August 31, 2010, section 6.5 Autonomous Institutions states, [36]

> *"Shelters with autonomous structures governed by independent Board members appear to have the greatest potential to utilize resources effectively and to develop important partnership links with other community organizations, as well as with outside agencies and different levels of government. While the support and encouragement of Chiefs and Councils is important, it is most valuable when it comes apart from political dynamics that can be a factor if the elected leadership controls the Shelter organization. Where direct delivery of INAC funding to a Shelter has been approved by a Band administration, the potential for difficulties appears to diminish and thus it is reported by many stakeholders to be the preferable funding approach."*

6.2. Alberta On-Reserve Shelters United

Alberta on-reserve shelter Directors have stated in January 2011 interviews with Johnston Research Inc. that they are still willing to negotiate with INAC around the fair and equitable funding of the shelters they have been forced to operate at below minimal standards for many years. There are many inequities that exist that currently exist that warrant a series of meetings and that require key decision maker participation from INAC. The six Alberta shelters are currently united through the Alberta Council of Women's Shelters (ACWS).

The original five Alberta On-Reserve Shelters consist of shelters from the communities of Wabasca, Morley, Hobbema, Fort Chipewyan, and Enilda. In 2010, the newest On-reserve shelter to join the On-Reserve Committee is located on the Blood First Nation (Standoff). These shelters are located on reserves and funded by Indian and Northern Affairs Canada (INAC).

The Alberta First Nation Voice for Women's Shelters (later to become known as the Alberta On-Reserve Shelter Committee) was formed in 2004. This Committee shares information, networks, and discusses unique issues to shelters located on reserves. Two representatives of the six On-Reserve Shelters sit on the ACWS Board of Directors (since 2005); one who is a paid manager other a shelter board representative.

[36] New Economy Development Group Inc. Family Violence Prevention Program Review. Ottawa, Ontario. March 31, 2010. http://inac0000.imatics.com/site/lj-jl/fvpp-eng.asp#section6_1. Date Modified: 2010-08-31.

7. Conclusions and Recommendations

7.1. Conclusions

- The plight of on-reserve Shelters has been long and lonely, and has involved situations of under-funding where legal issues rise.
- Violence against Aboriginal women, in particularly those living on-reserve, is an urgent matter and a critical threat to the vitality of Aboriginal communities in Canada.
- On-reserve shelters serve a vital role in:
    - protecting and preventing Aboriginal women's involvement in violent situations.
    - supporting their broader community as a functional and sustainable autonomous entity.
    - demonstrating that violence against Aboriginal women matters, is a priority, and that there is a safe and predictable haven in which women and children in-need can flee.
- It is important to make certain that the operating budgets for the Shelters keep pace with the cost of living and provincial wages (or the continuing benefits of the 2007 increase will disappear).
- INAC has fallen behind on a number of fronts:
    - Providing funding that allows Shelters to meet minimum standards for service provision.
    - Reducing and eliminating the gap that exists in staff salaries and staffing compliments between On-Reserve and provincial shelters.
    - Re-examining the FVPP overall roles and responsibilities with the interest of strengthening the overall program management.
    - Implementing and improving the measurement of results through increased monitoring and evaluation of its administration of the FVPP.
- That the unified movement of Alberta Shelters is logical and an urgent matter that is necessary to begin to address the prejudice provided to Aboriginal women through the inadequate funding of on-reserve shelters.

7.2. Recommendations

- That as vital services to the well-being of Aboriginal communities, on-reserve shelters must receive sufficient funding. They must not be operated at a funding level that suggests on-reserve Aboriginal women fleeing violence are second rate citizens when it comes to needed services. Article 125(a) Beijing Platform for Action (1989), of which Canada is a signatory, requires well-funded shelters and relief support for girls and women subject to violence. In addition, the agreement between Canada and Alberta requires that on reserve citizens receive comparable services to those offered to all Alberta citizens living off reserve.

- That the Government of Canada immediately address the:
    - Management of the FVPP and the assignment of the roles and responsibilities assigned.
    - INAC's ability to adequately fund the on-reserve shelters at a level that meets minimum standards.
    - FVPP's current utilization of measures of results and adherence to evaluation standards as set by the Canadian Evaluation Society.

- That the Government of Canada immediately funds on-reserve shelters to a level that:
    - Meets, at the very minimum, parity with provincial shelters, in terms of staff salaries and staffing complements.
    - Demonstrates, within a short timeframe, that minimal standards are met, as set-out in the *Shelter Funding Methodology for the Family Violence Prevention Program*, prepared by Johnston Research Inc. (31, July 2006).
    - Increases annually to meet increases in the cost-of-living.

- That the Government of Canada engage the Alberta On-Reserve Shelter Committee in a series of meetings to

    a) Look at mechanisms for shelter evaluation and funding in light of INAC's upcoming authority renewal as it relates to competent delivery of funding and accountability of all parties.

    b) Develop and implement an immediate strategy to address the long-standing issues identified in this paper.

    These meetings need to involve key decision makers, which are not limited to INAC, and includes Health Canada, Justice Canada, Heritage Canada, Human Resources and Development Canada, and Service Canada.

Appendix A: Email from Grant Britton

Dorothy Sam

From: janreimer@acws.ca
Sent: May-21-10 2:51 PM
To: Sam Dorothy
Subject: Fwd: FV Shelter questions
Attachments: ALBERTA_FN SHELTERS.DOC; ATT00032.htm

Just got this

Sent from my iPhone

Begin forwarded message:

> **From:** "Grant Britton" <Grant.Britton@inac-ainc.gc.ca>
> **Date:** May 21, 2010 2:12:07 PM MDT
> **To:** "Jan Reimer"<janreimer@acws.ca>
> **Cc:** "Carol Schimanke" <Carol.Schimanke@inac-ainc.gc.ca>
> **Subject: FV Shelter questions**
>
> Good afternoon Ms Reimer
>
> Sorry for the delay in responding to your query regarding the Family Violence program dated April 2, 2010, please find attached the responses to your questions, as we discussed at our meeting on May 11, 2010 and again sorry for the delay in getting these to you.
>
> if you have any further queries please contact me at 780 495-2090 or email at Grant.Britton@inac-ainc.gc.ca
>
> Thanks
> Grant Britton
>
> Grant Britton
> Director, Treaty 7
> Indian and Northern Affairs
> FIRST NATIONS RELATIONS,TREATY 7
> 630 Canada Place 9700 Jasper Avenue <!--$POB|@LOWESTOUPOB HEADER=[
>
> Edmonton, Alberta T5J 4G2
> Canada
>
> Telephone : 780-495-2090
> Fax : 780-495-2769
>
> This communication is intended for the use of the recipient to which it is addressed, and may contain confidential, personal, and or privileged information. Please contact us immediately if you are not the intended recipient of this communication, and do not copy, distribute, or take action relying on it. Any communication received in error, or subsequent reply, should be deleted or destroyed.

15/09/2010

Q. 1 Details on the new national formula: how is it calculated, what is the breakdown for each province, what are the principles behind the model?

A. 1 The national formula for First Nation shelters aims to distribute funding in a fair and consistent manner across Canada. It is used to calculate regional allocations and operating budgets for shelters serving First Nation communities and funded by Indian and Northern Affairs Canada. The aim is to provide a level of operational support to First Nation shelters that takes into consideration the different costs of operating a shelter based on its province of operation, its size and remoteness, and consideration for average provincial salaries.

Q.2 What changes were made to the funding methodology for the First Nations Family Violence Prevention projects. How does this intersect with the new national formula?

A.2 At this time, no changes have been made to the funding methodology for the Family Violence Prevention projects. The new formula applies only to the operational funding for shelters.

Q.3 What is the rationale behind the decreases in funding for 4 of the 6 shelters under this new funding model?

A.3 Funding for shelters has evolved over time. Historically, shelter budgets were based on an ad hoc, proposal-based approach that wasn't consistent across the country. The Department's overall shelter budget has not decreased. As a result of implementing a new formula, shelter funding was redistributed using an approach that is fair and consistent for both new and existing shelters. In those few cases where the new formula results in a decrease in operating funding, the government is working with those shelters to find ways to minimize operational impacts that may arise.

The formula aims to provide a level of operational support to First Nation shelters that takes into consideration a shelter's province of operation, size and remoteness. Remoteness is one factor that impacted the overall redistribution of funding. When shelters are operating a significant distance from a major city centre, a remoteness factor is applied to a proportion of the shelter's operating and salary expenses to cover the additional cost of living and providing services associated with these areas. According to the funding formula, more than half of First Nation shelters are considered to be more than 50 km away from a service/city centre. Of this, nine shelters are over 350 km away from a city/service centre and six of these have no year-round road access.

Q.4 What information was provided to participants in the public consultation process in developing the model.

A.4 The national funding formula was developed in 2006 as part of the Johnston research report on a shelter funding methodology. Implementing the shelter formula responds to key recommendations of the Johnston research report. The report and development of the formula were based on a review of research and interviews with INAC regional offices, provincial/territorial governments and shelter directors, in addition to interviews with the Assembly of First Nations, the Native Women's Association of Canada and the National Aboriginal Circle Against Family Violence.

Q.5 What is the province/territory breakdown across the country of total family violence prevention funding, administrative charges paid to the province/territory and shelter funding? (with the number of beds and funding allocation for each shelter).

A.5 Indian and Northern Affairs Canada's primary concern in releasing information on individual shelters or their departmental funding allocations is around confidentiality and security. However, INAC can provide an aggregate total of Family Violence program funding for prevention and protection activities for 2009/2010 along with the number of First Nations Family Violence shelters per region funded by the Department. INAC will follow-up with each Alberta shelter individually to provide them with a breakdown of the formula calculation for their respective shelter.

NUMBER OF INAC FUNDED FIRST NATION SHELTERS

Atlantic	Quebec	Ontario	Manitoba	Sask	Alberta	BC	Yukon	Total
5	6	9	4	4	6	6	1	41

REGION	2009-2010 PREVENTION PROJECTS ($000)	2009/2010 INAC FUNDED SHELTERS ($000)	2009/2010 PROVINCIAL TERRITORIAL REIMBURSEMENT ($000)	TOTAL 2009/2010 ALLOCATIONS TO REGION ($000)
Atlantic	826.1	1,888.4	117.6	2,832.1
Québec	872.2	2,416.8	0.0	3,289.0
Ontario	1,273.6	4,354.3	0.0	5,627.9
Manitoba	995.0	1,893.1	0.0	2,888.1

Saskatchewan	888.9	1,802.7	0.0	2,691.6
Alberta	850.9	2,833.1	3,679.8	7,363.8
British Columbia	1,089.0	2,876.3	0.0	3,965.3
Yukon	114.0	40.0	123.1	277.2
Northwest Territories	37.5	0.0	0.0	37.5
Nunavut	37.5	0.0	0.0	37.5
Total	**6,984.7**	**18,104.7**	**3,920.5***	**29,010.0**

* Reflects the amount INAC allocates to regional offices to help cover provincial/territorial bills; does not reflect the total bill from the province/territory.

Q. 6 What is the current status of the Johnston report implementation with respect to the funding model. By our calculations, shelters should have received increases to achieve the recommendations not decreases.

A.6 INAC is implementing the new funding model which responds to key recommendations from the Johnston research report.

There have been no overall reductions in funding for the Family Violence Prevention Program. In fact, in October 2006, funding increases were announced for all INAC-funded shelters across Canada. Nationally, funding increased by $8.3 million annually in 2007/08 to strengthen existing shelters and by an additional $2.8 million annually in 2009/10 to support the operation of new shelters.

The formula was implemented along a phased approach in order to distribute these new, incremental investments. Up until 2009/2010, historical, base funding for the existing shelters was not factored into the new formula. In 2009/2010, the formula was applied to the overall shelter budget for existing and new shelters. The realignment of shelter funding, based on the new national formula, resulted in most shelters across Canada receiving funding increases. In those few cases where the new formula results in a decrease of funding for a shelter's operating costs, the government is working with shelters to find ways to minimize operational impacts that may arise.

Q.7 The amount billed by the province of Alberta to the federal government over the last five years (both admin costs and others) for family violence programs and the amount actually provided to them in each category. Does this amount affect what funding is provided to the on reserve shelters? And if so how?

A.7 The Alberta Administrative Reform Agreement provides women with the option of accessing shelter services either on or off reserve. Administrative Reform costs are paid based on actual expenditures incurred by the province for women and children who live on reserve accessing shelter services off reserve.

The Provincial costs for the provision of Family Violence services is separate from the Family Violence formula allocations to on-reserve shelters and does not impact their funding.

Q.8 Do the dollars identified for the provision of shelter service need to flow to the provincial government under the Administrative Reform Act or can it flow to other agencies in Alberta.

A.8 The Alberta Administrative Reform Agreement is a cost-sharing agreement between the Government of Canada and the Province of Alberta, which allows for the provision of essential provincial services to on-reserve individuals as well as broadening the network of available resources to on-reserve women and children in need. The agreement is based on a fee for service model – the province bills INAC annually for services provided and INAC reimburses the province for eligible expenses.

Note:

Any additional questions about the funding of Alberta shelters should be discussed with the Alberta Government.

Appendix B: Assembly of Treaty Chiefs: 29-03-2010-#02R

OFFICIAL DOCUMENT
30-03-2010-#02R

TREATY No. 6 TREATY No. 7 TREATY No. 8

ASSEMBLY OF TREATY CHIEFS
RESOLUTION

RESOLUTION: **29-03-2010-#02R**

SUBJECT: **ALBERTA FIRST NATIONS WOMEN'S SHELTER FUNDING**

WHEREAS the Chiefs of Treaty No. 6, Treaty No. 7, Treaty No. 8 (Alberta) known as the Assembly of Treaty Chiefs did meet in a duly convened assembly held March 29, 30, and 31 in Treaty No. 7 Traditional Territory at the Coast Plaza Conference Centre in the City of Calgary, Alberta; and

WHEREAS the five First Nations' Women's Shelters of Bigstone Cree Nation Women's Emergency Shelter, Eagle's Nest Stoney, Ermineskin Women's Shelter Society, Mikisew Cree Nation Paspew House and Sucker Creek Emergency Women's Shelter are funded by Indian and Northern Affairs Canada; and

WHEREAS the First Nation's Women's Shelters are key players in the prevention of domestic violence and the protection of women and children in crisis within their respective communities; and

WHEREAS the federal government in 2007 committed to a Five-Year Funding Agreement for $56 Million, which $53.45 Million would go directly to all First Nation's Women's Shelters in Canada to bring them on par, though temporarily, with provincial shelters; and

WHEREAS in 2006 the federal government funded the Johnson Report that included recommendations from the First Nation's Women's Shelter Directors that included a formula for funding; and

OFFICIAL DOCUMENT
30-03-2010-#02R

WHEREAS the federal government has now developed a different national formula that resulted in a decrease of funding for four of the five First Nations' Women's Shelter in Alberta; and

WHEREAS the federal government (Alberta regional office) has committed to forward the fiscal shortfall through an amendment to the 2010-2011 Contribution Agreements, which jeopardizes the adequate funding for future years.

BE IT THEREFORE RESOLVED that

1. The Assembly of Treaty Chiefs call upon the Government of Canada to make a strong commitment to honor and maintain its Five-Year commitment to the Family Violence Prevention Program for Alberta's on-reserve shelters in its current text.

2. the Assembly of Treaty Chiefs requests the federal government to correct the national formula to include the shortfall for subsequent years without requiring an amendment from hereon.

3. the Assembly of Treaty Chiefs calls upon the Government of Canada to ensure funding reflect the actual cost to properly run a viable and safe shelter; and to ensure that the annual increase in the cost of living is also factored into the annual funding formula.

4. the Assembly of Treaty Chiefs calls upon the Government of Canada to implement the recommendations in the Johnson Report (July 31, 2006) such as the recommended formula for shelter funding so it is predicable, sufficient and sustainable.

MOVED BY: **Chief Gerry Ermineskin, Ermineskin Cree Nation**

SECONDED BY: **Chief Rose Laboucan, Driftpile First Nation**

DECISION: **Carried by Consensus**

CERTIFIED CORRECT: Bobbi Herrera

Resolution Chairperson – Bobbi Herrera

Appendix C: Implementation Status Update Report to the Audit and Evaluation Committee (AEC) of June 27, 2008

IMPLEMENTATION STATUS UPDATE
REPORT TO THE AUDIT AND EVALUATION COMMITTEE (AEC) OF JUNE 27, 2008

PROJECT RECOMMENDATIONS	ACTION PLAN	EXPECTED COMPLETION DATE	PROGRAM RESPONSE
EVALUATION OF FAMILY VIOLENCE PREVENTION PROGRAM FOR FIRST NATIONS (200126) ***AEC APPROVAL DATE: 26/06/2005***			
SOCIO-ECONOMIC POLICY AND REGIONAL HEADQUARTERS – SOCIAL POLICY AND PROGRAMS			
1. The Social Services and Justice Directorate should: (a) facilitate information sharing regarding the Family Violence Prevention Program with potential program recipients (b) strengthen the capacity at headquarters to provide leadership and support to regional program staff (c) develop a program manual to assist INAC regions and facilitate consistency of programming	(a1) Annual meetings with key stakeholders - ongoing. (a2) Prepare discussion paper that identifies information-sharing vehicles including required "infrastructure" (Discussion paper to be prepared following first steps addressed at FVPP Policy Workout, March 14-15, 2005) - April 22, 2005 (a3)Ongoing monthly teleconference calls with regions - Ongoing (b1) Work plan for strengthening capacity developed in conjunction with recommendations from First Nations/INAC Policy Advisory Group (FNI PAG) and Management Control Framework first steps addressed at FVPP Policy Workout, March 14-15, 2005) - June 30, 2005 (b2)Build relationships between regions and headquarters - May 1, 2005 - elect "relationships champion" - prepare modest work plan to establish improvement (c1) Formatting and distribution for completion - May 31, 2005 (c2) Re-assess program tools, form and infrastructure (first steps addressed at FVPP Policy Workout, March 14-15, 2005)- March 31, 2005	30/06/2005	**Implemented date: 02/03/2006** **Implemented** (a) In February, 2006 a national meeting was hosted in conjunction with the National Aboriginal Circle Against Family Violence's Annual General Meeting and Training Forum. The meeting included discussions with regions, shelter directors and National Aboriginal Organizations. Information-sharing requirements were identified, which will be included in the meeting minutes and follow-up items. Such items have been included in the First Nations/ INAC Policy Advisory Action Plan Template for the Family Violence Prevention Program. To maintain communications and openness, on-going teleconferences are scheduled with the regions on a monthly basis or as required. (b) An operational work plan based on the day to day requirements of the program and recommendations from this evaluation has been drafted and shared with regions and stakeholders. Those recommendations brought forward by the FNIPAG will be included following approval of the draft Social Development Policy Framework. The program manager has informally become the 'relationship champion', relationships between regions and headquarters have improved, as a result of the national meeting and on-going communications (c) The Family Violence Prevention Program manual has been distributed to all regions and posted on the external website. The manual is considered to be a living document and will be re-assessed, along with

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IMPLEMENTATION STATUS UPDATE
REPORT TO THE AUDIT AND EVALUATION COMMITTEE (AEC) OF JUNE 27, 2008

PROJECT RECOMMENDATIONS	ACTION PLAN	EXPECTED COMPLETION DATE	PROGRAM RESPONSE
		31/03/2005	other program tools and for a on an on-going basis.
2. In cooperation with the regions and shelter directors, the Social Services and Justice Directorate should identify appropriate indicators to measure program results, and a monitoring process against those indicators needs to be established.			**Status: Pending Implementation** **Update/Rationale:** **As of 31/03/2008**
		30/09/2005	INAC has held extensive consultations with stakeholders as part of the Information Requirements study and the Data Collection Re-design initiative. Further discussion with partners to seek feedback and agreement on the Performance Measurement Framework, including revisions to annual recipient reports has taken place in March 2008.
	Identify performance indicators - • revisit performance indicators and results-based management at FNI PAG follow-up meeting (First steps addressed at FVPP Policy Workout, March 14-15, 2005)	31/08/2005	**Complete.** The preliminary identification of performance indicators has been completed. A set of draft performance indicators has been identified and validated in consultation with regions in March 2008 The performance measurement strategy has been developed and was approved by Treasury Board (TB) in March 2008.
	Re-evaluate funding methods and cost-effectiveness - • in collaboration with regions, use performance indicators as defined by Accountability Framework, RMAF and RBAF as measures of cost-effectiveness	31/03/ 2006	**Complete.** The re-evaluation of funding methods and cost effectiveness has been completed.
	Critique and restructure data collection approach - • Data collection requirements determined by Data Collection Review. Use Data Collection Review final report with INAC headquarters and regions, shelter directors and National Aboriginal Circle Against Family Violence to streamline data collection methods	31/03/ 2006	The critique and restructuring of the data collection approach was completed and data collection requirements were determined by a Data Collection Review. An Information Requirements Study was produced in March 2007

IMPLEMENTATION STATUS UPDATE
REPORT TO THE AUDIT AND EVALUATION COMMITTEE (AEC) OF JUNE 27, 2008

PROJECT RECOMMENDATIONS	ACTION PLAN	EXPECTED COMPLETION DATE	PROGRAM RESPONSE
	Incorporate provincial comparability into the performance measurement strategy - • Prepare think piece that compares regional to provincial standards and evaluates quality within scope of Management Control Framework	30/06/ 2006	**Complete.** Provincial comparability was incorporated into the performance management strategy in July 2007. A provincial survey was conducted to ensure reporting mechanisms, benchmarks, performance indicators and standards are reasonably comparable to provinces, therefore a think piece is no longer required.
	Establish processes to monitor performance indicators for authority renewal • Performance indicators monitoring process implemented within the Management Accountability Framework context • Performance indicator changes reflected in First Nations National Reporting Guide	31/12/2006	The establishment of processes to monitor performance indicators within the Management Accountability Framework context as well as the performance indicator changes is in progress.
	Establish annual operating plan process • Consult, establish and draft documentation requirements	30/06/2005	
	Develop a system for re-engineering, quality improvement and corrective action through Remedial Management and Risk management • Establish a quality improvement database to catalogue corrective and preventive actions and continuous improvement proposals and projects based on Management Control Framework	31/12/2005	**Complete.** The development of a system for re-engineering quality improvement and corrective action through Risk Management was completed. Program RBAF developed June 2007, approved by TB March 2008, updated March 2008
	Implement results-based management - Results-Based Management Framework tabled within Social Development Policy Framework	30/06/2006	**Complete.** Program RMAF developed and approved by TB March 2007.

IMPLEMENTATION STATUS UPDATE
REPORT TO THE AUDIT AND EVALUATION COMMITTEE (AEC) OF JUNE 27, 2008

PROJECT RECOMMENDATIONS	ACTION PLAN	EXPECTED COMPLETION DATE	PROGRAM RESPONSE
	Re-assess and evaluate program authorities in view of authority renewal process • draft template that incorporates regional practices, augments existing processes or accepts current practices "as is" into new authorities (First steps addressed at FVPP Policy Workout, March 14-15, 2005)	30/06/2005	**Complete.** New terms and conditions for the re-assessment and evaluation of program authorities in view of authority renewal process were approved by TB March 2007.
	Re-assess shelter and prevention project components of the program in view of authority renewal process: • comprehensive re-assessment of all methods prior to authorities renewal • invite shelters to apply for prevention project funding and encourage integration • - research funding alternatives for longitudinal studies and multi-year projects-	31/12/2005 31/03/2006 31/03/2006	**Complete.** INAC has re-assessed shelter and prevention project components of the program in view of authority renewal process. A new shelter funding formula developed in 2006, and implemented in fiscal year 2007-08. A new prevention project allocation methodology developed in 2006. There are no plans to research funding alternatives for longitudinal studies and multi-year projects at this time. **AES Comment: To close.**

Appendix D: Email from Jim Sisson: March 19, 2010

Dorothy Sam

From: Jan Reimer [janreimer@acws.ca]
Sent: April-02-10 1:20 PM
To: 'Jim Sisson'
Cc: 'Dorothy Sam'; Carolyn Goard
Subject: RE: Funding for Alberta First Nation Womens' Shelters

Thank you for your follow-up e-mail. It is not clear to me how a new national formula based on a consultation process comes as a surprise to Alberta shelters. In order to gain a better understanding and background on the issue we would appreciate the following information:

1. Details on the new national formula: how is it calculated, what is the breakdown for each province, what are the principles behind the model?
2. What changes were made to the funding methodology for the First Nations Family Violence Prevention Programs. How does this intersect with the new national formula?
3. A rationale on why this new model required a decrease for 4 of the 6 shelters in Alberta.
4. Information provided to participants in the public consultation process in developing the model.
5. A province/territory breakdown across the country of total family violence prevention funding, administrative charges paid to the province/territory and shelter funding (with the number of beds and funding allocated for each shelter).
6. The current status of the Johnson report with respect to the funding model. By our calculations, shelters should have received increases to achieve the recommendations not decreases.
7. The amount claimed by the province of Alberta from the federal government over the last five years (both admin costs and others) for family violence programmes and the amount actually provided to them in each category. Does this amount affect what funding is provided to the On Reserve Shelters? And if so how?
8. Do the dollars identified for the provision of shelter service need to flow to the provincial government under the Administrative Reform Act or can it flow to other agencies in Alberta.

I understand that there is to be a meeting on May 11th and we would appreciate this information prior to the meeting.

Thank you.

-----Original Message-----
From: Jim Sisson [mailto:Jim.Sisson@inac-ainc.gc.ca]
Sent: March-19-10 8:41 AM
To: janreimer@acws.ca
Subject: Funding for Alberta First Nation Womens' Shelters

Jan:

I am writing further to follow-up on our telephone conversation on Thursday evening regarding funding levels for Alberta First Nation Womens' Shelters.

In 2007-2008, the Government of Canada's funding for the national Family Violence Prevention Program increased from $18.5 million to $26.8 million, an annual increase of $8.3 million. In 2009/10, the Government invested an additional $2.8 million annually bringing total funding for the program to $29.6 million to support existing and five new shelters, prevention projects and reimbursement of provincial/territorial bills.

Over this same period, Indian and Northern Affairs Canada also amended the funding methodology for the First Nations Family Violence Prevention Program, taking into account the increases in overall program funding, an increase in the number of on reserve shelters and the need to create an equitable, standardized national funding formula. The formula was developed based on a review of research and interviews with shelter experts, National Aboriginal Organizations, departmental regional offices and provincial governments.

1

The realignment of resources, based on the new national formula, resulted in the majority of shelters across Canada receiving funding increases. The formula has been implemented in all regions, except in Alberta. In the case of Alberta, the overall allocation for 2009-2010 increased from $7.2 million to $7.4 million dollars. This funding supports five existing and one new shelter, prevention projects and the reimbursement of provincial bills in Alberta. The formula did, however, also require a decrease in the funding levels of 4 of the 6 Alberta shelters. While this forecast reduction is unfortunate, it is as a result of the relatively high level of historic funding for Family Violence Prevention in the Alberta Region.

As we discussed, a decision was taken to delay the implementation of the new formula in the Alberta Region until after the 2009/10 fiscal year to allow for a more orderly transition of shelter operations.
Regional staff were to consult with the shelters about the transition.
Unfortunately, due to other work pressures, this engagement process did not occur. This fact was over looked when the new funding arrangements for the 2010/11 fiscal year were prepared and, as a result, the new arrangements were adjusted to reflect the levels identified in the national funding formula. This change was not communicated to the Alberta First Nation shelters until the last few weeks - leaving them with little time to amend their plans for operations in the new fiscal year - beginning on April 1, 2010.

The new funding formula aims to provide a fair and equitable allocation of the program's resources for existing and new shelters across the country. That said, I understand that the short notice of the planned decrease to the funding of 4 of the 6 Alberta First Nation shelters was not well communicated and does not provide these organizations with adequate time to plan for the new fiscal year. The department values the services that these shelters provide to women and children and wants to ensure that access to these much needed activities are not jeopardized.
With this in mind, and given the rapid approach of the new fiscal year, the department has decided to restore the Alberta shelters' funding allocations for 2010/11 to the previous 2009/10 levels.

Having said this, the Alberta Region and Alberta First Nation shelters will also would need to work on a plan to transition the funding allocation for the shelters to the national formula for the start of the
2011/12 fiscal year. The regional office will follow-up with the shelter Directors early in the new fiscal year to initiate discussion on the development of a plan to transition to the new funding model.

Let me know if you have any further questions.

Jim Sisson
Associate Regional Director General
Alberta Region
Indian and Northern Affairs Canada

Appendix E: Arrangement for the Funding and Administration of Social Service

ARRANGEMENT FOR THE FUNDING AND ADMINISTRATION OF SOCIAL SERVICES

BETWEEN:

HER MAJESTY THE QUEEN IN RIGHT OF CANADA as represented by the Minister of Indian Affairs and Northern Development (hereinafter referred to as "Canada")

- and -

HER MAJESTY THE QUEEN IN RIGHT OF ALBERTA as represented by the Minister of Family and Social Services (hereinafter referred to as "Alberta")

WHEREAS:

Canada continues to have a special relationship with and interest in the Indian people of Canada arising from history, treaties, statutes and the Constitution;

Canada and Alberta recognize and agree that this arrangement will not prejudice the treaty rights of Indian people, nor alter any obligations of Canada to Indian people pursuant to treaties, statutes and the Constitution, including any rights protected by section 35 of the Constitution Act, 1982, nor affect any self-government rights that may be negotiated in future constitutional negotiations;

Canada and Alberta recognize that Indians and Indian Families should be provided with Social Services which take into account their cultures, values, languages and experiences;

Canada and Alberta are desirous of developing an arrangement in respect of the funding and administration for Social Services which would be applicable to Indians in the Province of Alberta; and

Canada and Alberta acknowledge that Indians have aspirations towards self-government and both therefore wish to support the establishment, management, and delivery by Indians and Indian organizations of child and family services and other community-based Social Services for Indians in Alberta.

NOW THEREFORE Canada and Alberta agree as follows:

1. In this arrangement,

(a) *"Band"* or *"Indian Band"* means, a band as defined in the Indian Act;

(b) *"care facility"* means, a facility for treatment, care or accommodation, including, but not limited to, homes for special care, group homes, foster homes, institutions, hospitals, nursing homes, alcohol and drug treatment centres, shelters for battered women and children, and community homes for care, that is recognized by, or utilized under, Provincial legislation;

(c) *"child"* means a person who is less than eighteen years of age;

(d) *"fiscal year"* means, the twelve month period commencing April 1 of a year and ending March 31 of the next following year;

(e) *"home for special care"* means, a home for special care as defined in the Canada Assistance Plan Act, R.S.C. 1970, c. C-1 , as amended from time to time;

(f) *"Indian"* means an Indian as defined in the Indian Act;

(g) *"Indian Act"* means the Indian Act, R.S. 1985, C. 1-5, as amended from time to time:

(h) *"Indian Family"* means a family where at least one adult is an Indian or where the sole adult is the spouse of an Indian; and includes a single individual who is the former spouse of an Indian;

(i) *"ordinarily residing on a Reserve"* means residing on a Reserve, and includes:

(i) persons residing in a community listed in Appendix III;

(ii) in the case of a child,

(a) a child whose parent or guardian having custody of the child was or is residing on a Reserve at the time the child was or is apprehended by or commences to receive Social Services from a Provincial Director of Child Welfare;

(b) a child who was or is residing on a Reserve in an extended family situation at the time the child was or is apprehended by or commences to receive Social Services from a Provincial Director of Child Welfare;

(iii) persons who are away from a Reserve for the purpose of obtaining care in a care facility;

(iv) persons who are away from a Reserve, but who were ordinarily resident on-Reserve immediately preceding their leaving, for the primary purpose of accessing a Social Service described in Appendix I because there is no appropriate comparable social service presently available on-Reserve; and

(v) persons, described in section 4, who are away from a Reserve for the purpose of accessing post-secondary education or a training program.

(j) *"Indian Reserve"* or *"Reserve"* means a reserve as defined in the **Indian Act**;

(k) *"Social Services"* means the programs and services as described in Appendix I of this arrangement; and

(l) *"spouse"* includes a common law spouse pursuant to the laws of Alberta.

2. This arrangement replaces the Memorandum of Understanding Confirming Existing Financial Transfer Agreements, between Alberta and Canada, executed by Canada on September 27, 1985 and Alberta on October 31, 1985, in respect to Treaty Seven and Treaty Eight Indian First Nations, Tribes, and Bands only. This arrangement supersedes and replaces all previous written and verbal negotiations and agreements between Alberta and Canada relating to the matters contained herein, in respect to Treaty Seven and Treaty Eight Indian First Nations, Tribes, and Bands only.

3. Canada will by this arrangement and in accordance with Appendix II:

(a) arrange for the delivery of Social Services comparable to those provided by Alberta to other residents of the Province, directly or through negotiated agreements with Indian Bands, Indian agencies, Indian organizations, or with Alberta, to persons ordinarily residing on a Reserve; and

(b) fund Social Services for Indians and Indian Families ordinarily residing on a Reserve comparable to those provided by Alberta to other residents of the Province; and in particular, reimburse Alberta for those Social Services which Alberta delivers to Indians and Indian Families ordinarily residing on a Reserve.