Shelter Funding Methodology for the Family Violence Prevention Program Final Research Report

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Submitted by:

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Executive Summary

The requirement to undertake a study of this nature at this point in time was fueled by political concerns on several fronts. If INAC funding continued at its current rate, in the very near future, some shelters would need to close their doors permanently. This would not only result in a loss of capital investment on INAC's part but a vital resource and needed services to those communities. The timeline for the research was one-month from planning to implementation and final reporting.

The existing funding for INAC shelters enables them to provide women and children with a place to stay, but little more. Some shelters are able to provide suitable programming for the residents, and some are able to provide outreach services. The INAC shelters interviewed and the literature supported the implementation of Core Services. These Core Services would allow shelters to not only meet basic shelter and food requirements, but enable them to provide a wide-range of culturally appropriate crisis intervention services to women and children, as well as education and counselling for men.

A cross-Canada funding formula takes into consideration the different costs of operation in the provinces and remote areas. The funding formula includes four categories: staff salaries, other expenses, a staff remoteness factor and an expenses remoteness factor. The core shelter operating budget includes staff salaries and other expenses: 75% is for staff salaries, and 25% for other expenses. When shelters are operating a significant distance from a major city centre, a remoteness factor is applied to a proportion of the other expenses budget and salaries to cover the additional cost of living associated with these areas.

Summarized recommendations that require immediate action are listed below (please refer to the complete recommendations on page 26).

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.

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I.   Introduction

1.1   Family Violence Prevention Program Background

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"[1]. 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[2].

The FVPP consists of two key components:

- *A Shelter Component*, through which INAC provides operational funds to First Nations' shelters and reimburses provincially-funded shelters at per diem rates for services used by First Nations people who are ordinarily resident on reserve; and

- *Prevention Projects,* aimed at reducing family violence in First Nation communities, which include public awareness and education campaigns, conferences, workshops, stress and anger management seminars, support groups and community needs assessments.

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.

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.

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.

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[1] Indian and Northern Affairs Canada (2004). *Family Violence Prevention Program National Manual*. pp. 8.

[2] Indian and Northern Affairs Canada – FVPP Website. Retrieved February 2006 from http://www.ainc-inac.gc.ca/ps/fvp_e.html.

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.

A recent evaluation of the FVPP drew the following conclusions:

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.[3]*

1.2   Overview of the Research

1.2.1 RATIONALE AND PURPOSE

Operational funding for shelters has become a major area of concern for INAC, because shelter directors have expressed concerns about being able to operate effectively at current funding levels. The primary purpose of this research is to develop a funding formula for FVPP shelters that meets regional needs within a national framework. The project also attempted to identify implications of provinces billing back for off-reserve shelter services provided to First Nations people ordinarily resident on reserve.

1.2.2 RESEARCH QUESTIONS

The specific research questions that guided this study are listed below.

1. What supports do shelters need to operate effectively? Specifically:

   a) What types of resources are needed (e.g., operating expenses, staff, information, physical space, community support, management structure)?

   b) What are the annual financial costs associated with these resources?

   c) What factors affect operating costs?

   d) How do management structure and funding flow-paths impact the level of funding needed?

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[3] Indian and Northern Affairs Canada Departmental Audit and Evaluation Branch (June, 2005). *Evaluation of the Family Violence Prevention Program for First Nations.*

2. What happens if shelters do not have adequate supports?

3. How are provincial shelters funded?

4. What are the costs of providing off-reserve shelter services to First Nations people ordinarily resident on reserve?

1.2.3 APPROACH AND METHODOLOGY

The shelter funding methodology conclusions and recommendations reported in this paper were developed through the activities listed below.

- *Literature review*: articles, texts, and census information were reviewed to determine core services that shelters should provide, the types of skills required to be a shelter worker, and typical salary levels for shelter staff.

- *Telephone Interviews with INAC regional representatives*. Every INAC region was included in the interviews. INAC staff were asked about regional issues, the best model to use for the new funding formula, and the elements that should be included in the formula.

- *Telephone interviews with provincial and territorial government representatives* knowledgeable about shelter funding in their jurisdiction. All provinces/territories were represented in the interviews except for two (New Brunswick and Yukon), which were difficult to contact. Provinces and territories were asked to describe their funding formulae and funding mechanisms, including accountability requirements. They were also asked to provide an estimate of costs if they were to bill back for shelter use by Aboriginal people normally resident on-reserve.

- *Telephone interviews with shelter operators, in addition to AFN, NWAC, and NACAFV members*. A total of 12 (of 35) INAC shelter operators were interviewed, including one provincially only funded shelter. Shelters were asked to discuss the adequacy of their funding and the ways in which they dealt with funding shortfalls, the best model to use for the new funding formula, and the elements that should be included in the formula.

A draft funding formula framework was developed based on the findings from the literature review and interviews. The draft funding formula was presented at a national meeting on June 26, 2006. The meeting was attended by INAC regional, AFN, NWAC, and NACAFV representatives, as well as some shelter directors from across the country.

1.2.4 STUDY LIMITATIONS

The requirement to undertake a study of this nature at this point in time was fueled by political concerns on several fronts. If INAC funding continued at its current rate, in the very near future, some shelters would need to close their doors permanently. This would not only result in a loss of capital investment on INAC's part but a vital resource and needed services to those communities. The timeline for the research was one-month from planning to implementation and final reporting. The deadline was met and a funding formula presented but not without some limitations. This report therefore, recommends that a more in-depth review should be completed (within the next two-years) and include the following research methods, among others strategies identified by INAC.

1) Investigate the validity of the hypothesis that increasing the funding level in INAC shelters for a two-year period mitigated the issues associated with underfunding and resulted in increased occupancy at the shelters.

2) Survey all shelters funded by INAC and determine if any of the following factors should be considered in the funding formula implemented by INAC:

    a. Utilization rates

    b. Staff qualifications

    c. Reach of services (e.g., number served, off-/on-reserve residents)

    d. Networking reach (e.g., types of agencies, locations)

II.   Research Findings

2.1   What supports do shelters need to operate effectively?

2.1.1 CORE SERVICES

Based on consultation with 12 Aboriginal shelters across Canada and Olsen Harper's 2006 report for the National Aboriginal Circle Against Family Violence (NACAFV), *Ending Violence in Aboriginal Communities: Best Practices in Aboriginal Shelters and Communities*, eight "fundamental purposes of shelters" in Aboriginal communities were identified, as listed below (in no priority order).

- **provide for the physical and psychological safety** of women and children who are fleeing domestic violence by providing the basic necessities (food, shelter and clothing) in a way that preserves dignity, without condescension;

- **provide security** by offering an environment that is physically safe (within as well as from outside the shelter);

- **minimize clients' isolation and desolation** through contact with others (staff and other clients in the shelter) and strive for a pleasant nurturing atmosphere;

- **support clients' efforts to reconnect with support systems**, such as family, friends, work contacts, etc., where appropriate and desired;

- **assist clients to reduce victimization** by helping them re-establish control over their own lives;

- **help clients to formulate** realistic plans and set attainable goals;

- **help clients establish a healthy lifestyle** for themselves and their children by providing services such as information on the dynamics of domestic violence, referring to other agencies where necessary and offering advocacy in all required areas, such as for legal, housing, parenting, relationship, social services, etc. issues; and

- **support clients' children** in recovering from the violence, within a wholistic method of healing.

Drawing on available literature and documentation, the following provides an indication of the core services that need to be provided by functioning shelters to support the achievement of the above noted purposes.

PHYSICAL SAFETY AND SECURITY

Shelters must provide for the physical and psychological safety of women and children who are leaving violent situations. This includes providing security, both inside and outside the shelter. Shelters should:

- Be housed in a strong physical structure (not falling apart) to provide a safe and appropriate environment for clients (Olsen Harper, 2006; Tutty, 2006; ACWS, 2006; ACWS, 2005-06; MCSS, 2001);

- Be accessible to clients with disabilities (Olsen Harper, 2006);

- Have an appropriate system to provide physical security and safety to clients and shelter staff (e.g. high fences, electronic gates, telecom systems, window/door alarms and securitycameras) and perform regular upkeep on all security-related equipment to maintain maximum functioning (Olsen Harper, 2006; Stensrud, 2005; Tutty, 2006; ACWS, 2006; ACWS 2005-06; MCSS, 2001);

- Be staffed by front-line workers who are able to assess the safety (or crisis level) of the situation when a client comes in, and to ensure that the first priority of safety for the client, her family and all staff is being met (Olsen Harper, 2006; ACWS, 2005-06; MCSS, 2001);

- Provide security off-site by ensuring double staff coverage or alternate arrangements so that shelter workers can accompany women to outside appointments (Stensrud, 2005; ACWS, 2005-06);

- Provide a spacious, comfortable, homelike setting that includes separate age appropriate space for children to play (outside of common living areas) (Stensrud, 2005; INAC, 2005; Tutty, 2006); and

- Provide nutritious meals (ACWS, 2005-06), for example Canada and Aboriginal Food Guides.

ADMINISTRATION

The successful administration of a shelter contributes to its ability to track the needs of its clients, meet reporting and accountability requirements, and provide consistent high quality services. Shelters must attend to the following administrative activities:

- Collection of data and assessment (at intake and throughout) for recording, planning and evaluation purposes – this should include tracking of occupancy and turn-away rates (Olsen Harper, 2006; ACWS, 2006; ACWS, 2005-06; Tutty, 2006; MCSS, 2001);

- Protecting the privacy and confidentiality of the women and children who are staying in residence, and of all people who are receiving services from the shelter;

- Orientation, to acquaint clients with the shelter (Olsen Harper; ACWS, 2006);

- Development and application of clear and enforceable policies on alcohol/substance abuse, length of stay, expectations of clients, etc. (Olsen Harper, 2006); and

- General day to day office administration (Olsen Harper, 2006; MCSS, 2001).

PROGRAMMING/SUPPORTS

The role of shelter organizations is not only to provide a protective residential service for women and children leaving abusive situations, they have also been charged with responsibility for advocacy, support and counselling of residents, as well as women, children and the larger community affected by family violence. The following have been identified as core programming and supports, broken down by service recipient, to be provided by shelters if they are to fulfill their responsibilities.

Women

Women require a continuum of programming and support before, during and after residing at an emergency shelter. The Alberta Council for Women's Shelters (ACWS) have developed a *Continuum of Services* that refers to three initiatives: Prevention & Early Intervention Initiatives, Intervention & Protection Initiatives, and Subsequent Support Initiatives. The following chart summarizes several documents regarding services and supports shelters should provide for women.

Pre-residence	▪ 24 –hour crisis line (toll free) (INAC, 2005; MCSS, 2001; ACWS, 2005-06); ▪ Education and outreach (provision of information about options) (ACWS, 2006; INAC, 2005; ACWS, 2005-06); and ▪ Transportation (to bring clients to the shelter) (Olsen Harper, 2006; Stensrud, 2005; INAC, 2005; MCSS, 2001; ACWS, 2005-06).
During residence	▪ Initial assessment and crisis intervention (Olsen Harper, 2006; MCSS, 2001; ACWS, 2005-06); ▪ Individual case planning including referral to community services; advocacy in accessing, and support navigating, various systems, such as: housing, social assistance, legal aid, family law, criminal law, other community resources, etc. – this would include inter-agency case management, as appropriate (Olsen Harper, 2006; Stensrud, 2005; INAC, 2005; Tutty, 2006; ACWS, 2005-06); ▪ Culturally appropriate (Olsen Harper, 2006) individual (and/or group) support should be offered by trained, qualified staff, either formally or informally, in the following areas: o Family violence and its effects (Olsen Harper, 2006; Stensrud, 2005; ACWS, 2005-06); o Successful/healthy family dynamics (Olsen Harper, 2006); o Parenting skills (Olsen Harper, 2006; Stensrud, 2005;Tutty, 2006; ACWS, 2005-06);

- o Life skills (benefits of fitness, nutrition, affirmations, budgeting, stress, self esteem, etc.) (Olsen Harper, 2006; Stensrud, 2005; INAC, 2005; Tutty, 2006);
  - o Power and Control (INAC, 2005);
  - o Traditional Healing (Olsen Harper, 2006; INAC, 2005);
  - o Addictions/co-dependence (Olsen Harper, 2006; Stensrud, 2005); and
  - o Mental health (including depression, anxiety disorder, etc.) (Olsen Harper, 2006; Stensrud, 2005).

- Where in-house counselling support is not possible in any of the above mentioned areas, the shelter should make arrangements to have outside trained professionals come in on a regular basis to serve clients (through contract or other arrangements) (Stensrud, 2005);

- Transportation and escort to appointments outside the shelter (Stensrud, 2005; INAC, 2005; MCSS, 2001; ACWS, 2005-06);

- Specialized child support with age appropriate programs and materials, allowing parents respite and the ability to attend appointments (Olsen Harper, 2006; Stensrud, 2005; INAC, 2005, ACWS, 2006); and

- Protection Order assistance (ACWS, 2006).

Post-residence
- Assistance in finding accommodation and reintegrating into the community (INAC, 2005; ACWS, 2005-06);

- 24 –hour crisis line (toll free) (INAC, 2005; MCSS, 2001; ACWS, 2005-06);

- "Follow-up" and "aftercare" including home visits, "walk-ins", in-person and telephone counseling, and referrals (INAC, 2005); ACWS, 2005-06); and

- Legal assistance/support/court accompaniment (ACWS, 2006).

Children

Wherever possible, the following services should be provided by a full-time, licensed children's counselor (Olsen Harper, 2006):

- As victims and/or witnesses of violence, children need counseling and child-centered programming to deal with the long-term effects; children who witness violence need to have their standards (re-)set to replace the model they have witnessed with a more desirable one that says "abuse is wrong." This can help break the intergenerational cycle of violence (play and art therapy, and group activities such as "talking circles," are often helpful) (Olsen Harper, 2006; Stensrud, 2005; ACWS, 2006; Tutty, 2006; MCSS, 2001; ACWS, 2005-05);

- Childcare to allow parents respite and the ability to attend appointments (Olsen Harper, 2006; ACWS, 2005-06);

- Good cultural teachings confirm children's identity (who they are to themselves); they can teach children how and why to make good choices, even at a young age (Olsen Harper, 2006); and

- Children need an opportunity to play in age-appropriate areas set up specifically for them (Stensrud, 2005).

Men

- Female shelter workers should conduct (or to help conduct) sessions and workshops for men, to help break the cycle of the inter-generational transfer of violence (Olsen Harper, 2006; INAC, 2005). Men's programs should be accountable to women's services, but not shelter housed, due to safety concerns.

Community Outreach/Liaison

In addition to some of the services already discussed above, such as programming for men and pre- and post-residence services for women, community outreach/liaison activities should include:

- Establishment of networks, collaboration and protocols with other shelters, police, community resources, family and children's services agencies, nearby restaurants or cafés, etc. (Olsen Harper, 2006; Stensrud, 2005; ACWS, 2005-06); and

- Promote community awareness, buy-in and support (Olsen Harper, 2006; ACWS, 2006; ACWS, 2005-06).

2.1.2 SUMMARY OF CORE SERVICES

Based on the above discussion, the core services to be provided by well functioning shelters include the following list.

- A warm and respectful residential environment, with appropriate space for children;

- Physical protection and security (both inside and outside the shelter);

- Nutritious meals and safe food preparation;

- Data collection/tracking for administrative and evaluative purposes;

- Protection of privacy and confidentiality;

- Transportation;

- Crisis intervention (including a 24 hour crisis telephone line);

- 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
  - Mental health

- Follow-up and other post-residence supports;

- Age appropriate child care and children's programming/counselling;

- Education and counselling for men (perpetrators and victims)[4];

- Community education and awareness raising; and

- Development of networks, collaborations and protocols with other agencies/organizations (shelters, police, healing and health promotion, medical agencies, child and family services, social assistance agencies, social housing, etc.)

2.1.3 STAFF RESOURCES

NUMBER AND TYPE OF STAFF

Shelters need to have sufficient staff to provide the core services identified above. We have estimated that a typical 10-12-bed shelter would need to have approximately 11 full-time equivalents to provide these services. The following list of staff members is not intended to be prescriptive. Each shelter has unique needs, and would build its staff complement to fill those needs. The important thing is that the core services be provided adequately.

- One full-time director or coordinator who manages shelter operations and provides leadership. The director would also develop networks, collaborations, and protocols with other agencies/organizations. The director would also provide programming, particularly in smaller shelters. Although, this funding formula estimates that fundraising would no longer be a necessity priority, nonetheless directors will be expected to serve a fundraising role at the community level.

- A half-time administrative assistant to help process intakes, maintain databases, process payments, and so forth. Some recommend a full-time administrative assistant, which may be appropriate for larger or more active shelters. Having administrative support allows staff to devote more of their time to clients.

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[4] Education and counseling for men must first consider safety planning issues for shelter workers and women resident in shelter; some shelters have a second satellite office in the community to outreach and men's support services.

- 6.5 crisis care workers. The crisis care workers would provide counselling, do intakes and case management, respond to the crisis line, provide outreach and community education services, liaise with other agencies/organizations, follow up with clients who have left the shelter, and assist with programming. Crisis care workers would need to be on-call on a rotating basis, in case of night-time crises that could not be handled by a single staff person. The rationale for having 7.5 full-time equivalent (FTE) crisis care workers is as follows:

    o 4.5 FTE to ensure that the shelter has at least one staff member 24 hours a day, 7 days a week (this includes 4 weeks of paid leave per worker and allows for one of these staff to cover while another is away).

    o 1.0 FTE to do outreach, community education, community liaison, and follow up with clients who have left the shelter. More than one outreach worker would be desirable if providing services for men and/or doing outreach to many communities or very distant ones.

    o 1.0 additional FTE during weekdays to assist with case management and escort women to appointments during the weekdays. Without an additional crisis care worker during the day, women would not be accompanied by a worker when leaving the premises. This position would be required to cover the outreach work and other crisis workers if they are away more than four weeks a year. More than one FTE may be needed for these purposes in shelters with high occupancy levels. In very small shelters, this position could be omitted as the director could provide back-up support when the crisis care worker accompanies women to appointments.

- 1.0 FTE counsellors to develop and deliver culturally-based programming for the women and children. This position may be divided into half-time positions, or a half-time position supplemented with contract services by other specialists in the community. For example, part or all of it may be used to support an on-site Elder, a therapist specializing in sexual abuse, and/or child support specialist workers. Shelters would want to have a sub-contractor on-call to cover when the counsellor or two 0.5 FTE counsellors are away. Salary levels should be adjusted to account for at least four weeks of subcontracting fees. Shelters with substantial programming may require more than one FTE counsellor, and as many as four FTE counsellors.

- A part-time house/cook support worker to assist with cleaning and maintenance of common areas, including cook duties.

- A part-time child care worker to take care of children when women have appointments or are in programming. In some shelters, a full-time worker or two part-time workers may be needed.

Some shelters also might need security guards and/or an assistant director, depending on their size, programming, and circumstances. Larger shelters may need a part-time or full-time cook.

The shelter administrative position may need to be replaced for those shelters that receive administering services from the Band. In these cases, administering funding would eventually go to the Band under the Band Support Funding Program (BSF). Negotiations are required through the Band to determine the administrative costs associated with the shelter. This may take some time. Until such agreements are made between the Band and INAC, the shelter and Band should continue with the current or newly agreed administrative fees and the Band would retain the required administration fees from the funds the shelter receive from INAC. The BSF funding arrangements will require review to determine is they are equal to the non-Band funding for these administering costs and administrative positions, as per the size of the shelter and its administrative needs.

STAFF CLASSIFICATIONS AND SALARIES

INAC may wish to set standards or guidelines for staff qualifications. If so, the occupational profiles in Human Resource and Skills Development Canada's *National Occupational Classification System* may be a helpful resource. The classifications that best matched each shelter position are listed in the table below. Occupational profiles for each classification are included in Appendix C.

Position	National Occupational Classification
Director	Managers in social, community & correctional services - 0314
On-site Elder	Social Worker/Family or marriage counsellor - 4152*
Assistant director	Social workers - 4152
Administrative assistant	General office clerks - 1411
Family therapist/counsellor	Family, marriage and other related counsellors - 4153
Crisis care worker	Community and social service workers - 4212
Child and youth counsellor	Family, marriage and other related counsellors - 4153
Child care worker	Early childhood educators and assistants - 4214
Outreach worker	Community and social service workers- 4212
House/Cook Support	Visiting homemakers, housekeepers & related occupations - 6471
Security	Security guards & related occupations - 6651
Relief staff	Community and social service workers- 4212

* Note: A qualified Elder – one who actively practices traditions and Lives a "Good Life" (lives in a good and balanced way – promoting positive practices, etc.) has qualifications equivalent to a PhD, and some Elders have received honorary PhDs from institutions such as University of Toronto in recognition of the contribution they provide to the community to support it as a whole. Their salary should be on-par with other shelter workers.

Average salaries for each position in each province were calculated based on the 2001 census data, and corrected for inflation. The details for the calculations are shown in Appendix D.

In addition to staff salaries, shelter budgets must also include benefits. The Band Employee Benefits program currently covers 12.45% of employee salaries as follows:

- CPP/QPP: 4.95%,
- Private Pension Plan: 5.5%,
- Non-Statutory Group Insurance: 2.0%.

Other Mandatory employer costs include:

- Employment Insurance, Worker's Compensation and Vacation Pay at 8.0%.

These percentages total a requirement of 20.45% for shelters staff benefits.

Since, several shelters are not under the Band and others not in a First Nation community it will not be possible to utilize the Band Employee Benefits (BEB) program. Nonetheless, the BEB programs benefits approach is suitable to utilize for the shelters given that they are in direct or close relationship with the Band Council. It is good practice to avoid putting shelters and the Band in a position where one offers a more competitive compensation to their employees than the other.

Those shelters, for whom the staff are covered under a Band benefit package, should account for the Band retaining the Benefits they cover for the shelter staff. For example, if the Band does not include Shelter staff in a Private Pension Plan, the Shelter would be provided this proportion of the funds and the Shelter would need to invest the funds in a Private Pension Plan. As well, the option exists to include the administering services the Band provides to the shelter (e.g., administration wages and benefits, as well administrative overhead) under the Band Support Funding program (BSF) annual allotment the Band receives. If this arrangement is pursued it will require monitoring, for example a shelter may apply for incorporation and need additional funds from the FVP program to provide its own administration. For that reason, if the BSF is used for this purpose FVPP should maintain the funding level for a given shelter inclusive of administrative dollars; although withholding those dollars when BSF is applied.

While the BSF could be used to cover Band provided administrative services, it is not possible to utilize the BSF formula to set wages. The INAC shelters under several different management arrangements, such as off-reserve, and some on-reserve, but incorporated. Wages are determined at the local level. For example, a shelter Director or Board may determine that they want to reward for loyalty by offering wages that are above the provincial Census mean. Further, it will be the shelters responsibility to determine if and by how much an educated worker is rewarded with higher wages. Also see page A-9 for a suggested approach for shelter setting wages.

NON-STAFF RESOURCES

We identified the following types of shelter expenses from a review of the literature and provincial funding formulae, and interviews with shelter operators. The costs of many of these items will vary according to the location and unique needs of the shelter.

STAFF TRAINING

- Cost of training
- Transportation to training
- Tutoring Functions (e.g., on-line training and other professional development opportunities)

DIRECT CLIENT COSTS

- Food
- Bedding, towels, soaps, etc.
- Personal incidentals (diapers, hygiene, non-prescription medication) (may be covered by social assistance)
- Prescriptions and medical devices (may be covered by social assistance)
- Emergency taxi to the shelter
- Transportation to shelter, and from shelter to appointments
- Car seats
- Child care while at appointments or job hunting (when child care provider is not on staff/off-duty)
- Transportation for outreach
- Programming and related supplies
- Recreation (e.g., bowling, arts, crafts)
- Comfort Allowance

FACILITY COSTS

- Utilities
- Garbage pick-up
- Snow removal
- Cable
- Maintenance and repairs
- Facility insurance
- Land taxes (if off-reserve)
- Cleaning supplies
- Appliances and equipment (laundry, kitchen)
- Furniture (cribs, beds, tables, chairs, etc.)
- Indoor and outdoor age appropriate child play equipment
- Child and client Internet/computer access
- Library and resources
- Upgrading to make facility accessible (e.g., designated smoking area, if applicable)
- Security, including needs assessment, installation, and maintenance (e.g., fences, cameras, alarm system, ongoing monitoring)

ADMINISTRATIVE COSTS

- Audit, accounting, and banking fees
- Legal fees, including incorporation fees
- Payroll administration fees
- Membership in provincial shelter association
- Office supplies
- Office equipment (computers, copiers, Internet connectivity)
- IT support services (technical support and web-space storage, re: client data)
- Telephone (including toll free line/crisis line) and Internet service
- Training for boards
- Transportation to training and committee meetings
- Board liability insurance
- Staff liability insurance
- Staff recruitment
- Program evaluation and performance measurement
- Vicarious trauma programs

2.1.4 FACTORS AFFECTING OPERATING COSTS

The geographic location of a shelter affects its operating costs in several ways. Remote or isolated shelters tend to face higher costs, as do shelters in remote areas.

Remote and isolated shelters require higher Cost of Living allocations. Cost of Living is related to population density and size. Many provinces recognize that remote and isolated shelters tend to have fewer clients than those located in large urban centres. However, as discussed below there are other limitations isolated and remote regions experience that can impact on shelter costs. The Province of Quebec model, since 2003, funds shelters based on the number of beds, assuming full capacity, and adds a 10% budget increase for remote regions. **INAC utilizes standardized geographic and environmental indexes for funding programs, as per the *DIAND Band Classification Manual*.**

The higher cost of living is not related to food and basic supplies alone in isolated and remote areas. Costs and access make living in these areas a challenge, with higher priced utilities and delayed service to major appliances. Transportation costs are more expensive, with higher priced gas and significantly increased wear and tear on vehicles due to greater distance and less paved roads.

Shelters in remote regions cannot rely on services that are commonly available elsewhere. They may not have access to public transportation and health and social services needed by shelter clients. Furthermore, high levels of needs, as well as rates such as unemployment, suicide, poverty, and overcrowding, pose additional challenges to the shelter. There are also considerations around education, health status, work experience, and other demographic and socio-economic factors.

Remote regions are impacted by the cost of bringing in essential services and meeting essential needs on several fronts, which are discussed below: volunteer sector, fundraising, travel to services, and staffing.

Due to socio-economic conditions, there is a lack of volunteers in many on-reserve shelters. A volunteer sector is defined by its skill level and ability to fill the needs of a social service through previous work experience. Retirees are a target population for expert advice and could sit on a Board of Directors and enhance shelter operations and services. **However, transportation is an issue on reserve, as well as education levels and work experience. Lack of access to a vibrant volunteer sector impacts the shelters' ability to operate under limited funding.**

Fundraising is challenging and time-consuming in the best of circumstances. In economically-depressed areas, the community cannot afford to donate to a shelter. Soliciting corporate donations requires solid connections with companies who have extensive resources, which is particularly difficult in remote or isolated areas. We heard many times that fundraising is next to impossible on reserve. Some shelter operators have submitted funding proposals for selected projects to government departments or non-profit granting bodies, but these sources typically do not provide funds for ongoing operations, capital expenditures, or staffing.

Referrals on-reserve may include Mental Health worker, NADAP worker, Health Clinic, police, other shelters, Band Council, and other family services. However, access to an emergency health service, such as fundamental services (hospital, doctors, ambulances), in addition to legal experts, marriage counselling, etc. remain significant issues for on-reserve shelters in general. **Not just the need to travel outside of the community to access basic services, but the distance of each trip must be factored into providing adequate services at the shelter for the fragile and crisis needs of clients.** Medical trips require not just gas and wear and tear on vehicles, but staff time away from the shelter which raises questions of who is left to watch the facility. Visits to specialists may require a skill level greater than that of a medical driver, such as assistance in filling out forms and overcoming cultural barriers in speaking to nurses or doctors.

The dynamics of access to a voluntary sector and needed client services impact the staffing of the shelter. Availability of qualified and accredited or trained staff impacts the level of programming and services the shelter can offer. Access to trained staff is a very important issue at all INAC shelters. **Each shelter's unique needs, such as remoteness, need to be assessed and strategies developed (i.e., recruitment strategies) to bring the level of service at shelters up to core standards or service delivery**. A recruitment strategy may include a competitive employee benefits package. A training requirement may include the need for staff to assist a client in accessing a legal expert and navigating the legal system.

The challenges of many INAC First Nation shelters location may require more funding for maintenance and repairs. One province has a maintenance consultant who visits every shelter on a rotating basis, conducts an assessment of maintenance and repairs needed, and arranges for the work to be done. This ensures that shelters are in good condition and takes the responsibility off the shoulders of the director and staff. **This example demonstrates the significant need for a substantial maintenance and repairs program.** While, some or many First Nations would not agree to a provincial program supplying maintenance due to the fiduciary responsibility of INAC, options should be explored. For example, a possible option is for Band-operated shelters to be included in departmentally-funded Capital O&M funding. In this approach, additional Capital O&M funding would be included in BSF formula calculations (as per administrative services), increasing the amount of the BSF grant to a Band for facility maintenance purposes. However, if this option is preferred for Band funded shelters, another approach is required for off-reserve or incorporated shelters.

2.1.5 IMPACT OF MANAGEMENT STRUCTURE AND FUNDING FLOW-PATHS

The management issue with shelters requires inquiries by INAC. Currently shelters have two options for the flow of funds and these are through the Band and directly as an incorporated body. A summary of the observations made during interviews is discussed below, followed by a proposed plan of action for INAC.

Many of the shelters receive funds through the Band office. For some this is merely a transfer process, whereby all of the funds are transferred directly to a shelter bank account, while for others, the Band keeps an administration fee, in some cases as much as 20% of the budget. In turn the Band provides administrative support to the shelter by taking care of payroll and bill payments. The percentage charged to the shelters can fluctuate (e.g., depending on Council seeing the shelter as a vital service provider).

Another type of INAC funding arrangement, Canada/First Nations Funding Agreements (C/FNFA) provides multi-year core and the First Nation allocates the funds to multiple projects in the community. This arrangement can be beneficial to the shelter in that deficits for the shelter could be covered by surpluses in another project. However, the benefits of this arrangement depend on the Band Council placing a high priority on family violence.

A few shelters incorporated and governed by a Board of Directors. These are voluntary bodies that receive minimal compensation, if at all. The inability to retain a functional Boards of Directors was expressed by some shelters.

The Band management issue will require some negotiation. This is a sensitive issue and is expected to require several contacts with each shelter and its management. While the shelter is dependent on the Councils' support of the shelters efforts, this will remain a relevant issue regardless is the Band flows the funds (for those shelters located in First Nations communities).

In the interim, when applicable, the new shelter contract should clearly require that the Bands flows all funds, less identified Band funds, to the shelter. **When applicable, the Band will need to explicably agree that the shelter may set wages above the Band Council's policy and salary grids.** INAC should remain assistive with shelters and management issues with Band Councils. The new funding may resolve some of the issues. Nonetheless this sensitive issue requires monitoring in a respective manner.

In the event that shelters state that they would prefer to be incorporated and independent of the Band Council, INAC should have a consistency plan available to support them in this process. Alternatively, shelters may rather have funds channelled through a provincial organization, such as ACWS in Alberta or the Native Woman Association of Quebec for Quebec shelters. Agreement would be required by all shelters in a given region.

2.2   What happens if shelters do not have adequate supports?

2.2.1 DESCRIPTION OF CURRENT INAC FUNDED SHELTERS

In general INAC shelters are operating in conditions that range from somewhat adequate to very inadequate funding levels. A summary of Project Haven shelters showed that, in 2003-2004, annual operating budgets ranged from $82,900 to $306,000. The situations in under-funded shelters were described by the interviewees.

> *The building becomes run down and due to communal living – large numbers are using or accessing the services. The facilities are worn down, wear and tear on the doors, door locks, towels, bedding, and other essentials become compromised because they are not being able to replace them on a regular basis.*

Another described their facility,

> *No computer updates/upgrades, out-dated furniture – using the same furnishings for the past 6 years. We need new couches. No updates to the mattresses in past 10 years. We need new bedding every year – now we have to wait until they are really worn out –holes and so thin it just tears. We should be updating the washer and dryer every 2-3 years – it is used like a laundromat.*

At all of the shelters interviewed, none could provide 24-hour coverage with two staff on duty. For some shelters, the doors were closed for limited durations. INAC shelters are generally operating with a single staff on-duty 24 hours a day. Those Directors operating on only INAC funds described the shelter as offering a bed to sleep and a table to eat at, comparable to low-end Motel. One interviewee described the situation of staff as,

> *Multi-dimensional needs of the individual [staff], burn out, training is an issue. Staff skills begin to slide, as a result of not having on-going training and ensuring new and emerging issues are dealt with on a regular basis. If the community decides they no longer need to deal with mental health issues, this burden is transferred to the shelter and they need to address mental heath, increasing staff stress of not having the training to adequately address these needs.*

Another reported,

> *Resources people are needed in order to put more*
> *programming in place. Right now I use my crisis intervention*
> *workers, to do some workshops with the ladies, and they are on*
> *24/7 and then I use them to do more workshops. It is very hard*
> *on the staff.*

Some staff have worked at the shelter for 6 to 10 years and have not seen a wage increase
and enjoy limited, if any, benefits and compensation. Competitive wages and benefits are
a shelters priority for recruiting and retaining qualified staff. Current practices some
times involve bring in unqualified staff and attempting to train them within limited
training budgets. When limited wages and benefits are being offered, staff too often, take
their training knowledge to a higher-paying position at another shelter.

Staff cut-backs and temporary lay-offs are routine practices at shelters receiving only
INAC funds. This reduces staff moral and limits the shelter services. For example, one
interviewee stated,

> *Cost efficiency practices may dictate that a shelter providing*
> *one-on-one support needs to offer group counselling instead.*
> *This, in fact, may not be effective to some women as one-on-one*
> *counselling and they may fear the community knowing their*
> *business. In shelter environments group counselling is not*
> *recommended due to confidentiality. These women require*
> *stress relieving activities. These make it that much easier to*
> *access and talk about these hardships in their life, to help the*
> *common individual go through a traumatic experience.*

Transportation is a major issue for shelters. One shelter was able to access a one-time
grant to buy a new vehicle, but now that it is over five years old, repairs impact the
shelter's limited budget. Providing outreach is limited to one-day a year events and
tagging Family Violence onto another community priority event. The importance of
Family Violence and community awareness is downgraded in the eyes of the community.

Many shelters report that the children and men are not adequately dealt with. Staff are
not trained in providing services that address the needs of children who are witnesses or
victims of violence. Children require immediate care and treatment. Young children
have a limited memory of event sequences and begin to simulate inputs into emotional
memory much more quickly than adults. Reaching the children and communicating with
their emotional memory requires skilled workers. One shelter described,

> *The community is suffering, we have reduced opportunities to*
> *provide safe respite to women and children who are trying to*
> *leave abusive relationships. There is a reduction in the core*

and support services that are available, fewer opportunities for fostering partnerships which promote and provide prevention and support (e.g., schools and children who witness abuse program). There is limited visibility of the staff and the shelter in the community, fewer programs to prevent abuse and violence and, as a result, an increased incidence of violence.

The personal needs of women are generally neglected in that the shelter, for example, cannot afford to prepare unique dietary cuisine or accommodate the unique habits of the individual adequately. Legal advice is just not offered. Shelters simply cannot transport women to many of the needed appointments with specialists due to staff shortages and limited or nonexistent travel budgets. In many respects, the shelter can feel like a prison for women, in that without safe travel to town, women can feel even less freedom than when they were living with a male abuser. Many women simply return home, not knowing their legal rights and other options or access to services.

2.2.2 IMPLICATIONS OF UNDER-FUNDING

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**:

    a. Cannot afford repairs to facilities and/or equipment, such as alarm system, washer & dryer, security light – simply go without.

    b. Maintenance of the facility suffers.

    c. 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. To this end, INAC may wish to explore the questions listed in Appendix E with their legal advisors.

2.3 How are provincial shelters funded?

Most of the provinces and territories use one or a combination of the following models in funding their shelters:

1. Fund a set number of staff positions within a given salary range.

2. Base some or all of the shelter budget on historical figures, not allowing for new programming or changes in circumstances.

3. Base some or all of the shelter budget on previous years' expenditures, which is a simple method of accommodating for differences in cost of living.

4. Fund fixed costs at 100%.

5. Fund occupancy-based costs through a per diem rate.

6. Use a community grants model, where shelters apply for funding each year, and requests are granted based on merit and availability of funds.

The provinces that have moved away from historical funding practices have spent at least two-years researching and developing a revised funding methodology. These provinces will be discussed below.

Most provinces have a list of core items or allowable expenses that they are willing to fund. For the most part, occupancy rates do not affect funding, although some provinces fund in part based on occupancy (e.g., Saskatchewan).

The provinces have different standards for funding staff, but there are some commonalities. For example:

- Newfoundland begins with a base of 4.2 staff units to fund one person per shift, plus an administrator and administrative support. They have a formula that they use to cover relief staff, sick leave, and so on. On request, they also fund: an extra staff person to work with the children.

- Alberta funds between 9.5 and 18.5 positions, depending on the size of the shelter (9.5 for 11 beds, 18.5 for 32). Staffing includes a director, an administrative assistant, one or more child care workers, between 5.5 and 11 counsellors, an outreach worker, and up to 2.5 housekeepers or cooks.

- BC recommends a core staff of 3.75 full time equivalents (FTEs), with an additional 0.3 FTE per bed, in addition to the director, outreach worker, and child support worker.

Quebec funds shelters slightly differently. It provides a certain amount per bed, based on a 10-12-bed shelter. Shelters with fewer than 10 beds or more than 12 beds are pro-rated accordingly. Quebec provides a 10% cost of living increase for shelters in remote locations.

Manitoba is a unique case in that it sets the wages at the provincial level and determines the staff compliment by geographic location and size of local community. Shelters are classified as small (10,000), medium (200,000), and large (700,000). The recent front-line worker salary was $39,383.00. In addition to base salaries being covered, the maintenance and repairs, as well as security needs are handled under separate contracts, and a per diem is paid at $27.00 per night. This model has experienced significant difficulties with surplus issues.

In most provinces and territories, funds are distributed to shelters on a quarterly basis, and there are no opportunities to adjust funding amounts within the quarter. Some provinces distribute funding monthly. In Nunavut, a larger portion of the funds is delivered up front to allow shelters to order bulk dry goods through C-lift.

In many provinces and territories, there is an expectation that shelters will submit annual, semi-annual, or quarterly reports of their activities, as well as audited financial statements. In some provinces, shelters are expected to adhere to standards, provide data to support provincial performance measures, and/or to maintain records at the client level. Some provinces make monitoring visits to the shelters once or twice a year.

Most provinces encourage fundraising. Some expect shelters to use fundraising to cover 25% of their budget. Others expect that shelters will use fundraising to enhance the services they provide. If shelters have a surplus, they are typically expected to use it for additional services. In Alberta, shelters are required to bank their surplus and use it for future projects that are government-approved.

2.4 What are the costs of providing off-reserve shelter services to First Nations people ordinarily resident on reserve?

While a few provinces reported that they were able to track the number of shelter beds occupied by First Nations people ordinarily resident on reserve, the little information collected was insufficient to report appropriately.

A shelter day is defined as an overnight stay and may include the same person for any number of consecutive days. Saskatchewan reported 8,343 shelter days used by women and children normally resident on reserve last year. The current per diem in Saskatchewan is $57, but that does not cover the full cost of services. Based on the current per diems, the annual cost of providing off-reserve shelter services to First Nations people ordinarily resident on reserve in Saskatchewan is $475,551.

While current per-diem rates were not available, Alberta estimated that 31,260 shelter days were used by women and children normally resident on reserve last year.

III.   Conclusions and Recommendations

While this study was completed under a limited timeline the results provide a feasible and informed course of action for providing immediate relief to under-funded shelters.

The existing funding for INAC shelters enables them to provide women and children with a place to stay, but little more. Some shelters are able to provide suitable programming for the residents, and some are able to provide outreach services. None are able to provide the full range of core services described in section 2.1.1.

Most shelters have stretched their resources to the limit to provide their existing services. As a result, staff are underpaid, overworked, are sometimes underqualified; there is high staff turnover; the facility and furnishings are in poor condition; and the quality of the services suffers. Some shelters face the need to close their doors, at least temporarily. There is a clear need for additional operational funding for all INAC shelters.

It was not possible to accurately estimate the cost to INAC if provincially-funded shelters were to bill back for services to people normally resident on reserve, because most provinces do not track the constitutional status or resident of shelter clients.

Recommendations

1. As soon as possible, introduce a new funding formula for shelters that takes into account province of operation, size of the shelter, and remoteness of the shelter. The funding levels should enable shelters to provide the core services without relying on fundraising. A draft funding formula is provided in Appendix B.

2. Develop standards for shelter service provision to which all funded shelters must adhere.

3. Support shelters as they upgrade staff training and the condition of the facilities (e.g., furnishings, vehicles, etc.) so that they meet adequate standards.

4. Address the governance structure of the shelters.

    a. Research should be completed to assess the issues related to Band management and explore setting-up INAC shelters as non-profit societies and/or working towards alternative funding arrangements.

5. Conduct a full review of the funding prior to the lapse of the second year. The funding formula may require revision at that time, to reflect the actual needs of the shelters once they start delivering all of the core services. Opportunities would be available to shelters for revising the funding formula in collaboration with INAC.

    a. One option could utilize previous years' expenses, adjusted for inflation and shifting occupancy rates, allowing for local variations in costs, and enabling the shelter to cover its basic expenses.

b. A mechanism that is flexibility and able to respond to changing conditions (e.g., large increases in gas prices) or to changes in the services provided by the shelter should be integrated into the final formula.

6. Revise the reporting requirements for shelters to enable an assessment of outcomes as well as compliance with standards. Introduce the new reporting requirements in a phased manner, providing training for the shelters in completing the reporting forms.

7. Arrange for annual reviews (regional peer review) to assess adherence to standards, and to consult with the shelter about ways of improving services.

    a. Ensure that existing shelters are funded adequately before adding new shelters.

    b. Regional peer reviews would assist in taking any provincial legislation into consideration.

8. Establish a plan for maintenance of facility and operational equipment, as well as vehicles. This will assist in setting standards that all INAC shelters would follow for ensuring the condition of the facilities.

    a. Developing the plan could be a part of the annual reviews. Shelters preferred this to remain at the federal level due to INACs fiduciary responsibilities. If travel is an issue, the Band housing department may be able to assist in assessing local risks and repairs.

    b. A maintenance plan could include a life expectancy table for all shelter operations, such as the building, furnishings, computers, etc. Shelters could develop longitudinal budgets and repair/replacement schedules.

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. It was suggested that adequately reaching people in remote and isolated areas is a significant challenge to the FVPP outreach objective.

    a. FVPP should consider forming linkages with Child and Family Services to deliver family violence outreach in remote and isolated areas.

    b. FVPP should develop a plan for outreach within a 2-year timeframe

    c. FVPP may want to explore focussing FVPP dollars on reaching people in remote and isolated areas

    d. FVPP may also want to consider allocating FVPP dollars to communities without INAC funded shelter services, taking into consideration the merit of having prevention delivered by INAC shelters.

10. Explore a continuum of services model. The federal government funds several related programs on-reserve, such as Treatment Centres, Medical Services, Suicide Prevention programs, CMHC, etc.

    a. FVPP should investigate forming linkages with these programs and encouraging that such programs become more proactive in supporting families in living violence-free. This work would serve to benefit all reserves, and not only those with shelters.

    b. For example, Medical Services offered through Health Canada should provide prevention medical transportation for women and children who require assistance with leaving their homes to safety.

    c. At a minimum, FVPP should develop relationships with other federal programs that would improve the ability of women and children to escape violence and seek safety, who live in isolated and remote areas. The Yukon model of having an emergency strategy in-place for women who would need an air-lift to a safe place should be consulted in greater detail.

    d. Impact analyses should be performed and strategies developed to cope with the loss of critical programming, such as the implications of reduced services regarding Legal Aid.

11. Monitor the ability of shelters in remote and isolated areas to recruit and retain staff.

    a. A strategy may be required to further encourage qualified staff to work in these shelters. One option may be to examine the Isolation Pay Allowance program in conjunction with the effects of the new funding formula on the shelters.

12. Explore providing a central web-space for secure shelter client data. This will avoid potential loss of data due to computer crashes, etc.

13. Explore the feasibility of outfitting INAC shelters with Internet access and video conferencing equipment to facilitate networking and staff training (a particular issue in remote areas). There are increasing support networks for broadband Internet access and video conferencing.

14. Consider issues related to women and children needing to flee their homes to avoid family violence.

    a. Explore community-based programs that support the removal of the abuser from the home and the treatment of the perpetrator should be researched, tested, and expanded.

    b. Continue to keep abreast of the June 20, 2006 update with respect to Matrimonial Real Property with references to family violence.

Appendix A: Definitions for

Remoteness Factors[5]

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[5] The contents of this section are extracted directly from the *Band Classification Manual*, dated May 2005.

GENERAL DEFINITIONS

The following definitions are used by the Band Classification Committee for classifying all the bands.

City Centre: A major population centre where various economic indices can be defined for calculating operation and maintenance (O&M) funding requirements for departmentally funded capital assets. Each First Nation is assigned a city centre based on the proximity of the city centre to the most populous site of the First Nation. In cases where two city centres are located approximately the same distance from the most populous site, the city centre that best reflects the economic activities of the most populous site shall be chosen.

Service Centre: The **nearest** community to which a First Nation can refer to gain access to government services, banks and suppliers. The nearest community would have the following services available:
(a) suppliers, material and equipment (i.e., for construction, office operation, etc.);
(b) a pool of skilled and semi-skilled labour; and
(c) at least one financial institution (i.e., bank, trust company, credit union, etc.);
as well, the following services would typically be available:
(d) provincial services (such as health services, community and social services, environment services); and
(e) federal services (such as Canada Post, Employment Centre)

Road Access: Includes surface transportation on year-round paved or gravelled roads linking a First Nation community with the **nearest** service centre. Under this definition, ferry service forming part of the provincial
road network and capable of transporting adequate quantities of required material, equipment and supplies, constitutes road access. Temporary disruptions (such as during spring thaw) are not considered to constitute a break in normal access.

Geographic Zones:

Zone 1:   The First Nation is located **within 50 km** of the nearest service centre with year-round road access.

Zone 2:   The First Nation is located **between 50 and 350 km** from the nearest service centre with yearround road access.

Zone 3:   The First Nation is located **over 350 km** from the nearest service centre with year-round road access.

Zone 4:   The First Nation has **no year-round road access** to a service centre and, as a result, experiences a higher cost of transportation.

Notes:
1.   The distance used to classify First Nations is calculated from the appropriate (nearest) service centre to the most populous site of the First Nation and the accessibility to that centre is determined based on the above definitions.

2.   Some First Nations meet the criteria for Zones "1 or 2" except that they require access other than by road (e.g. rail, boat, or other means over a short distance) which does not substantially affect the total cost. In such cases, the First Nations shall be regarded as Zone "1 or 2", but an adjustment to funding levels for some services may be made to compensate for the extra cost incurred due to the lack of road access.

3.   Geographic zone and city centre are the two factors governing the allocation of O&M funds.

TERMS USED FOR FUNDING OF INDIAN GOVERNMENT SUPPORT, EDUCATION AND SOCIAL DEVELOPMENT

A remoteness index and an environmental index are required for calculating the level of funding for Indian Government Support, Education and Social Development. Both indices are derived based on a combination of the remoteness classification and the environmental classification of a First Nation. Table 1 lists the remoteness and environmental indices for all possible combinations of remoteness and environmental classifications. Definitions for remoteness and environmental classifications are provided below.

Remoteness Classification

Zone 1: same definition as Geographic Zone 1 (First Nations located within 50 km of a service centre).

Zone 2: same definition as Geographic Zone 2 (First Nations located between 50-350 km of a service centre).

Zone 3: same definition as Geographic Zone 3 (First Nations located over 350 km from a service centre).

First Nations classified in geographic zones 1, 2 or 3 will have year-round access by a paved or gravelled road. The distances referred to are road distances by the shortest practical route, including vehicular ferries operating on normal schedule as part of the provincial highway.

Zone 4: same definition as Geographic Zone 4 (First Nations with either air, rail or boat access to the service centre). This geographic zone is divided into the following sub-zones, according to their distance directly measured from the service centre:

Sub-Zones of Zone 4: 0: distance < 50 km (classified as Zone 2)
1:     50 km # distance < 160 km
2:     160 # distance < 240 km
3:     240 # distance < 320 km
4:     320 # distance < 400 km
5:     400 # distance < 480 km
6:     distance -- 480 km

Environmental Classification: relates the geographic location of a First Nation to the local climate.

A: geographic location < 45_o latitude
B: 45_o latitude # geographic location < 50^0 latitude
C: 50_o latitude # geographic location < 55^0 latitude
D: 55_o latitude # geographic location < 60^0 latitude
E: 60_o latitude # geographic location < 65^0 latitude
F: geographic location -- 65^0 latitude

Example:
A First Nation which must travel between 320 and 400 km by air to its nearest service centre, and which is located between the 50_o latitude and the 55_o latitude is classified as **4-C-4**.

TABLE 1 - REMOTENESS AND ENVIRONMENTAL INDICES

Select band's classification in the left hand column and read across to the appropriate columns to determine remoteness and environmental indices, e.g. special access zone 4-B-3, remoteness index: 0.75, environmental index: 1.24

	REMOTENESS INDEX						ENVIRONMENTAL INDEX					
	A	B	C	D	E	F	A	B	C	D	E	F
Zone 1	0.00	0.08	0.12	0.20	0.25	0.29	0.00	0.40	0.60	1.00	1.30	1.60
Zone 2	0.10	0.18	0.22	0.30	0.35	0.40	0.00	0.40	0.60	1.00	1.30	1.60
Zone 3	0.40	0.48	0.52	0.60	0.66	0.72	0.05	0.47	0.68	1.10	1.42	1.73
Zone 4 - SPECIAL ACCESS (S.A.) SUB-ZONES												
0	0.10	0.18	0.22	0.30	0.44	0.59	0.00	0.40	0.60	1.00	1.30	1.60
1	0.35	0.45	0.50	0.60	0.66	0.72	0.20	0.68	0.92	1.40	1.76	2.12
2	0.45	0.55	0.63	0.74	0.81	0.87	0.40	0.96	1.24	1.80	2.22	2.63
3	0.65	0.75	0.82	0.95	1.03	1.10	0.60	1.24	1.56	2.20	2.68	3.16
4	0.80	0.92	1.00	1.04	1.23	1.30	0.80	1.52	1.88	2.60	3.15	3.68
5	0.95	1.10	1.18	1.35	1.44	1.53	1.00	1.80	2.20	3.00	3.60	4.20
6	1.10	1.25	1.35	1.65	1.75	1.85	1.20	2.08	2.52	3.40	4.06	4.72

Appendix B: Draft Funding Formula

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 wit these areas. Similarly, the location of a shelter may require that 5% of the staff salaries are increased between 0.0 to 260%.
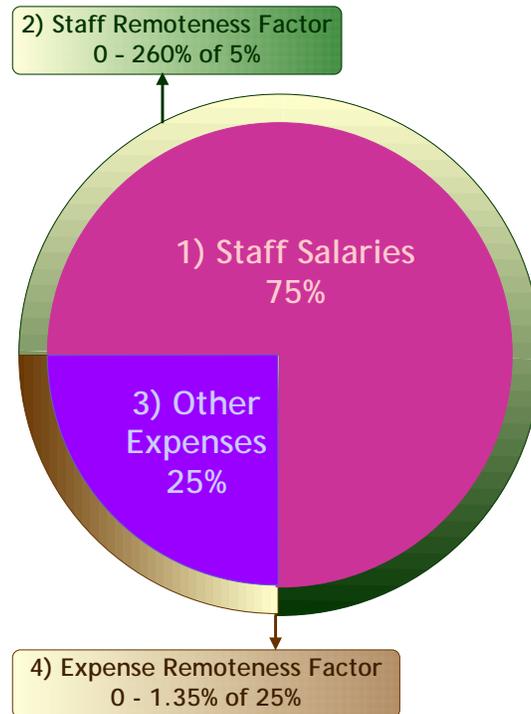
The specific dollar amount calculations take into consideration location and size variations. First, the shelter size needs to be determined by considering the number of beds (assuming full capacity). The shelter size determines the number and type of positions considered for the funding formula. Second, 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 (see Appendix A, Table 1 – Remoteness and Environmental Indices).

FVPP shelter Funding Formula		
Shelter Size	Shelter size determines # Positions by Type Needed	
Province	**C**ensus **S**taff **W**ages by **Pos**ition	
Expenses	(**CSW**/**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 Wages; **Pos** = position; **SS** = staff salaries; **OE** = other expenses

Recommended Funding Formula Action Plan

Action	Responsibility	Resource	Time Line
Determine the number of licensed beds by type at each shelter	INAC regions	Suggest surveying for details on bed/ family size/room combinations	immediate
Develop service agreement template	INAC national		immediate
Discuss governance and payment issues with shelters and bands, as needed	INAC regions		
Secure funds for immediate upgrades and new funding formula	INAC national		immediate
Draft service agreements with each shelter	INAC regions		@ time of increased funds
Allocate funds to regions	INAC national		
Allocate funds to shelters	INAC regions		
Hire an external site visitor to assess immediate shelter needs	INAC national		immediate
Conduct shelter needs assessment	External site visitor		
Carry out necessary upgrades and repairs	INAC national, in collaboration with shelters		
Maintenance Plan *to ensure shelters are adequately funded to maintain the facilities to a standard*	Internal INAC national or Contract-out	Will need to identify other models	By end of year 2
Develop shelter service standards and outline expectations of shelters	INAC national	NACAFV	within 6 months of New funding
Develop a plan for implementation	INAC national and regions		Immediate

Action	Responsibility	Resource	Time Line
Develop monitoring and evaluation plan	INAC national and regions and shelters		within 1 year of New Funding
Evaluation Framework	Consultant	Consultations with national, regions and shelters	Within 2 years of New Funding
Shelter site visit	INAC regions		approximately 9 months after new funding
Training shelters about reporting requirements	INAC regions		approximately 1 year after new funding
Annual shelter reporting	Shelters		approximately 1 year after new funding
Review adequacy of shelter funding and make adjustments	Shelters with INAC regions		approximately 1 year after new funding
Begin evaluation of funding formula	INAC national		approximately 1 year after new funding
Biannual shelter reports – year 2	Shelters	Require training	By Year 3
Shelter site visit – year 2			During Year 2
Annual shelter report – year 2	Shelters	Require training	End of Year 2 and onward
Provide feedback with regard to new funding formula	Shelters to INAC Regions INAC Regions to national		On-going during first 2-year
Review adequacy of shelter funding and make adjustments	Shelters with INAC regions		approximately 2 year after new funding
Evaluate funding formula and adjust as needed	INAC national		approximately 2 year after new funding

1. Development of the Draft Funding Formula

Methods

The draft funding formula was based on a review of articles, texts, and census information; and interviews with INAC regional representatives, provincial and territorial government representatives, NACAFV members, and shelter operators. From these sources, we identified:

- core services that shelters should provide;
- the types of skills required to be a shelter worker;
- standard salary levels for shelter staff;
- types of non-salary expenses that shelters incur;
- regional considerations; and
- promising funding models being used by the provinces.

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:
  - o Family violence
  - o Parenting skills
  - o Life skills
  - o Traditional Healing
  - o Addictions[6]
  - o 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.)

Funding Model

We considered several possible funding models, including:

1. Using the same funding formula as the provincial shelters in each region;

2. Basing the funding formula on that used for provincial shelters, but provide additional funds to shelters who face extra costs, such as those in isolated areas;

3. Developing a single, cross-Canada funding formula that is independent of the provincial rates, but that takes into account the different costs of operation in different provinces and geographical areas (including the increased cost associated with operating in isolated communities); or

4. Using one of the above approaches, supplemented with a grants-based program to provide additional funds on an as-needed basis (e.g., for training, development of materials, etc.).

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[6] 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.

The first two options, which are based on provincial funding formulae, were not feasible. One important reason is that many of the provinces do not have funding formulae. In spite of that, funding could still be based on a provincial "per bed" or "per shelter" average, but then there is a risk INAC shelter funding would vary from year to year depending on the extent to which family violence is a priority in individual provinces. Furthermore, some provinces are still operating under historical funding arrangements and have acknowledged that they are not funding shelters sufficiently. Finally, there would also be a sense of inequity among INAC shelters, with some being in well-funded provinces and others being in poorly-funded provinces.

It was therefore necessary to develop a cross-Canada funding formula. The different costs of operation in the provinces and in remote or isolated areas can be accommodated in the following ways:

- **Staff salaries** are based on provincial norms for the type of occupation and 20.45% are included for benefits. The salaries make up 75% of the core shelter budget. The number of staff and types of positions reflect a minimum compliment of staff who can meet the core services requirements. Once staff wages and are calculated, a remoteness factor is added dependant on the shelters latitude and distance to a service centre.

- **Other expenses** make up the other 25% of the core shelter budget. These include: staff training, direct client costs, facility costs, and administrative costs.

The proportion between salaries and other expenses was derived from the interviews with the province and shelter operators. Provincial representatives estimated that staff salaries typically make up between 65% and 75% of a shelter's budget. Shelters reported that salaries were making up 75% to 95% of the total budget. The 75% breakdown was reported by a shelter with multiple funding sources. Shelters with a breakdown at 80% or more had significant difficulty providing adequate services.

The proposed funding formula addresses these issues on several levels. First, minimum core shelter services are set and therefore require a staff complement that supports providing a spectrum of services to all shelter clients, including children. Second, wages are set by the mean Census amount for required positions to meet core shelter services. Third, core shelter budget is calculated using an allocation of 75% salaries and 25% other expenses. Finally, the salaries and other expense receive a remoteness factor increase based on the *Band Classification Manual* and *Band Support Funding* program. Therefore, while the 75/25 proportion may not seem significantly larger than previous shelter allocations, the entire sum is in fact a significant departure from past funding arrangements.

2. Funding Amounts

2.1 Staff Wages

The majority of the shelter funds will be used for staff salaries and benefits. For the purposes of calculating a base amount of funding for staffing, we have used the staff complement outlined in table below. This 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.[7] 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

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

Shelters also might need security guards and/or an assistant director, depending on their size, programming, and circumstances. Where special circumstances (e.g., gang action that makes it necessary to have 24/7 security guards) require an increase in staff, additional funding should be provided above and beyond what is prescribed by the funding formula, rather than reducing the funds available for program staff.

It was not possible to obtain shelter wage ranges from each province, because not all provinces have set wage standards. However, a ballpark estimate can be derived from the salary information from the 2001 Census. Although obtaining provincial salaries and benefits may enhance the funding formula calculations, the preliminary data gathered indicates that in most cases there is no pattern to the wages set by provincial shelters. Many factors influence the wages set by individual shelters, such as union wages, variations in services provided, occupancy rates, combinations of staff education and number of years at shelter, etc. It should be noted that the 2001 census wage data included standard benefits and are quoted before taxes. While the benefits quoted may vary and some may include incentive packages, the use of the mean account for these and other anomalies. It is therefore assumed that the Census salaries include the standard employee benefits: CPP/QPP, Employment Insurance, Worker's Compensation and Vacation Pay at 12.95 percent.

Appendix D shows average annual full-time salaries for each relevant occupational classification in each province. Salaries in Appendix D are expressed in 2000 dollars, and an estimate of their equivalent in 2006 is also provided. Where available, information about provincial wage standards for salaries has also been included. An additional 7.55% needs to be added to the wages to cover the additional benefits offered through the *Band Employee Benefits* program (BEB). The BEB currently covers 12.45% of employee salaries as follows: CPP/QPP: 4.95%, Private Pension Plan: 5.5%, Non-Statutory Group Insurance: 2.0%. Other mandatory employer costs include: Employment Insurance, Worker's Compensation and Vacation Pay at 8.0%. The total BEB benefits are 20.45% of employee base salaries.

It is expected that shelters will develop their own Recruitment and Retention Plans to ensure that qualified and experienced staff are hired and retained, in order to facilitate the implementation of the core services. The Staff Remoteness Factor was intended to contribute to such plans. These plans may include incentives that promote current staff to obtain higher qualifications through training, course, or certificate/diploma/degree programs. As well, these plans may include incentives that encourage employees to stay on staff for longer durations, curving high staff turnover rates. These efforts will increase the knowledge, expertise, and experience of INAC shelter staff and contribute to the goal of reducing family violence and resulting in a more secure family environment for children and all residents on-reserve. The ACWS has provided an example of how they have included these elements in a **Salary Policy Grid**. This could be shared with all shelters as they develop their own planning tools. This method is consistent with the funding formula methodology of allocating salaries using the Census mean for the province.

The mean salary is entered in the orange box: $32,976.00. The mean is placed in the mid point for each spectrum – experience and education – in gray. Let's take an Employee A who has been at the shelter for 6 years and who earned ECD Level II. This person is shown in black below. Although she has less education than the mean salary, she has more experience and is rewarded with a higher salary: $33,965.00. Now, we will look at a new employee. Person B has just started and has a Social Work Degree, she will be given $32,976.00 the same salary as the mean (see large bold number). In two years, she will earn $34,955.00, more than the mean. If Person B decides to take some upgrading and earns a recognized certificate, she may qualify for the $35,944.00 salary by the end of her 2nd year at the shelter.

Child Support Worker

| Relevant Education | Relevant Experience | | | mean | 32,976 |
	Start	I year	2 years	3 years	4+ years
Other	33,965	34,955	35,944	36,933	37,922
Social Work Degree	**32,976**	33,965	34,955	35,944	36,933
Social Worker Diploma	31,987	32,976	33,965	34,955	35,944
Early Child Development Level III	30,997	31,987	32,976	33,965	34,955
Early Child Development Level II	30,008	30,997	31,987	32,976	33,965
Early Child Development Level I	29,019	30,008	30,997	31,987	32,976
Grade 12	28,030	29,019	30,008	30,997	31,987

This system is an effective means for recruiting qualified staff, because they are rewarded for their qualifications through incremental increases in salary. If the INAC shelters were to adopt this model, they would put the allocated Census mean in the orange box for each relevant position and determine the relevant education landmarks and acceptable increments for the relevant experience.

2.2   Other Expenses

We identified the following types of shelter expenses from a review of the literature and provincial funding formulae, and interviews with shelter operators.

STAFF TRAINING

- Cost of training
- Transportation to training
- Tutoring Functions (e.g., on-line training and other professional development opportunities)

DIRECT CLIENT COSTS

- Food
- Bedding, towels, soaps, etc.
- Personal incidentals (diapers, hygiene, non-prescription medication) (may be covered by social assistance)
- Prescriptions and medical devices (may be covered by social assistance)
- Emergency taxi to the shelter
- Transportation to shelter, and from shelter to appointments
- Car seats
- Child care while at appointments or job hunting (when child care provider is not on staff/off-duty)
- Transportation for outreach
- Programming and related supplies
- Recreation (e.g., bowling, arts, crafts)
- Comfort Allowance

FACILITY COSTS

- Utilities
- Garbage pick-up
- Snow removal
- Cable
- Maintenance and repairs
- Facility insurance
- Land taxes (if off-reserve)
- Cleaning supplies
- Appliances and equipment (laundry, kitchen)
- Furniture (cribs, beds, tables, chairs, etc.)
- Indoor and outdoor age appropriate child play equipment
- Child and client Internet/computer access
- Library and resources
- Upgrading to make facility accessible (e.g., designated smoking area, if applicable)
- Security, including needs assessment, installation, and maintenance (e.g., fences, cameras, alarm system, ongoing monitoring)

ADMINISTRATIVE COSTS

- Audit, accounting, and banking fees
- Legal fees, including incorporation fees
- Payroll administration fees
- Membership in provincial shelter association
- Office supplies
- Office equipment (computers, copiers, Internet connectivity)
- IT support services (technical support and web-space storage, re: client data)
- Telephone (including toll free line/crisis line) and Internet service
- Training for boards
- Transportation to training and committee meetings
- Board liability insurance
- Staff liability insurance
- Staff recruitment
- Program evaluation and performance measurement
- Vicarious trauma programs

Because the costs of many of these items vary according to the location and unique needs of the shelter, it is not possible to provide an estimate of the total funding required for expenses. In the long term, we suggest that shelters be asked to submit an estimate based on previous years' expenses. This method will enable the shelters to cover their actual expenses. Shelters will need to adjust their expenses each year for inflation, expanded services, and changes in occupancy rates.

Historical estimates are not appropriate to use at this time, because shelters have been "making do" with substantially limited funds. Their existing expense budgets will not enable them to adequately provide the core services. Accordingly, INAC will need some way of determining how much to allocate to shelters until shelter spending is brought up to more appropriate levels. Provincial representatives estimated that staff salaries typically make up between 65% and 75% of a shelter's budget. Because some provincial shelters also have to pay rent, some are not funded to provide the core services, and many do not receive adequate remoteness factor funding the 75% figure in this model is sufficient given that a remoteness factor is applied both to salaries and other expenses. Therefore, about one-third of the shelter's operating budget would be the amount required for shelter expenses.

For example, assume Shelter A has a budget of $450,000 for salaries and benefits:

Salaries and benefits:	$450,000
Estimate of other expenses ($450,000 * 1/4):	$112,500
Total core shelter budget:	**$562,500**

2.3 Remoteness Factor

When shelters are operating away from service centre, a supplementary 0.08 to 1.35 is applied to 25% of the other expenses budget to cover the additional cost of living associated with these areas. Similarly, the latitude of a shelter may require that 0.40 to 2.60 is added to 25% of the staff salaries. The remoteness factor percentages applied to the salaries and other expenses are calculated in relation to the *Band Support Funding Program*.[8] This is a cost sensitive approach to account for the higher costs that both the shelter and staff experience in northern communities, such as travel, utilities, postage, telephone, and other supplies). Appendix A provides the definition of the Remoteness Factors.

Continuing with Shelter A.

Shelter A is located at 54^0 latitude and over 350 km from a service centre. This would require that 68% is added to 75% the Salaries and 52% added to the Other Expenses.

Salaries	$450,000 x 05% x 68%	= $ 15,300
Other Expenses:	$112,500 x 25% x 52%	= $ 14,625

Total Salaries and Benefits:	$450,000
Total Other Expenses:	$192,857
Total shelter **budget:**	**$592,425.00**

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[8] Using a population size formula the BSF Council Component defines on average 25.5% of this budget as cost sensitive and applies a remoteness index based on the classification of the Band in the *Band Classification Manual*. The council allowance includes operations and salaries for council. The Overhead is limited to facility costs and rates about 28% of that budget as cost sensitive. The only other cost service figure in BSF is Service Staff. This category cannot be used for FVPP because it sets a general national per employee wage and then applies the environmental index to make up for location by classifying 75% of the base as cost sensitive. The FVPP uses provincial wage means for each type of position. However, given that the BSF uses the environmental index when adjusting service staff salaries, this is the index that is applied to the FVPP shelter salaries at the council rate of 25% as cost sensitive and the remoteness index is applied to other expenses at the council rate of 25% as cost sensitive.

2.4   Annual Inflation Adjustment

An annual inflation adjustment could add about 2% to the Expenses line below.

Continuing with Shelter A.

For the 2007/2008 fiscal year, Shelter A could possibly receive an increase of $11,849.00.

Total shelter budget 2006/07:	$ 592,425.00
Annual Inflation Adjustment:	$ 11,849.00
Total shelter budget 07/08:	**$ 604,274.00**

3.   Allocations

Allocation from INAC National to Regions

Funds would be allocated from INAC National Office to the Regions according to the number and size of shelters in the region, and their province of operation.

As previously mentioned, there needs to be some flexibility in the shelter funding formula (e.g., to accommodate special security needs that some shelters may have). As well, INAC will need to stay abreast of shelters updating their facilities and determining the resources they need to deliver the core services. Regions will need to assess early-on whether the new funding falls short of the shelters ability to adequately offer the core services. INAC and the shelters could develop a protocol for channelling requests.

Allocation from Regions to Shelters

The service agreements should specify any standards to which the shelter must adhere, as well as any reporting requirements. Flexible Transfer Payments are recommended for distributing the funds to shelters. Shelters require the opportunity to develop a plan of action and implementation time. The Flexible Transfer Payments allow shelters to develop autonomy and retain surplus funds. Retaining surplus funds is an important factor in shelters implementing a plan of action in an effective and efficient manner. Contribution Agreements will not meet the needs of the shelters at this time.

Shelters should be encouraged to save for unexpected expenses or program needs. Surplus funds could be used for these situations.

Payment Mechanism

The mechanism for payment would be based on current arrangements with the shelter. Shelters that receive funds directly from INAC would continue to do so, and shelters receiving funds through their band council[9] would likewise continue to do so. As discussed in section 2.1.5, some negotiations and assistive support may be required in the near future.

INAC may wish to require that 100% of the funds be dedicated to the shelters, and that they not be used for other purposes. Alternatively, for shelters that do not have their own boards of directors, INAC and the shelters may wish to investigate the possibility of using regional organizations as governing bodies, through which funds could be flowed to the shelters. A third option is to require that all shelters become non-profit societies with their own board of directors, but this requires consultations.

4.   Accountability and Improvement

The historical reporting system will need to be assessed for its suitability in providing data that supports the continued funding of the shelters, while reducing the reporting burden. It is not recommended that this historical system is replaced immediately (see the discussion in section 5). The rest of this section will discuss the revised reporting and accountability system.

Adherence to Standards for Service Provision

Standards for Service Provision will need to be developed for INAC shelters. This will take some time, not only to develop but to gain acceptance by the shelters. It will be important that all shelters are consulted prior to implementing new standards. The Alberta Council of Women's Shelters may provide a starting point for INAC service standards as they have begun to draft similar documents.

It is also anticipated substantial work will be required around the Culturally-Based standards category and what this means for the provision of shelter services. FVPP and INAC shelters may want to explore establishing a First Nations Licensing Board and mandate that board to develop the standards of service provision for shelters, such as health and safety and to monitor the adherence of shelters to these standards.[10]

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[9] The salary allotted for an administration person may be required to have a separate line item identifying the portion paid to the Band for the administrative support it provides the shelter.

[10] The Aboriginal Head Start program offered through FNIHB to on-reserve children may be in the process of developing such a licensing board.

Monitoring and Evaluation

Two options are tabled for monitoring consideration. The first promotes positive development and learning process, while the second is traditionally viewed with scepticism and resentment.

Option 1 is a peer review process for on-going monitoring. [11] This would involve matching up shelters on a peer review schedule and hosting an annual conference on Excellence in Practice or Best Practices[12]. Prior to the conference a peer would visit another INAC shelter. A checklist with notes will be required and should be uniform across all shelters. The benefit of this arrangement is that the reviewer is immersed in the practice of delivering shelter services to First Nations women and their families, and communities. They will be able to gain a more in-depth understanding of the shelter and its services and more swiftly identify strengths, gaps, challenges, and propose solutions that are relevant in First Nations communities.

Topics that can be included in the checklists include:

1) security system adheres to standards,

2) the building is in good repair,

3) the inside furnishings are adequate,

4) women and child supports are in place and functional, and

5) the community outreach programming is operational.

Option 2, involves a third party, a non-INAC shelter operator. This may involve the First Nations Licensing Board (FNLB) representatives. It is strongly recommended that the site visitor is a former shelter operator and/or has extensive experience working with shelters and is First nations and/or has in-depth experience with First Nations communities.

Site visits should be completed annually. These would serve two purposes: provide data that demonstrates the shelters adherence to standards, and provide feedback to the shelter on strategies to improve adherence to standards, as well recording any shortfalls and surpluses. The site visitor's report would assess and make recommendations to INAC on how the shelter adhered to the standards. In the case of a FNLB the report to INAC would state the shelters status in maintaining its licence to operate.

Where shortfalls are identified, solutions will be jointly agreed by INAC and the shelter Director, proof of compliance would be forwarded to INAC in a jointly agreed

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[11] In particular this is endorsed by ACWS.

[12] Michael Quinn Patton endorses the process of *Generate Knowledge*. In contrast *Best Practices* is empirically based and risk becoming known as the ideal. The term "Best" is competitive. Lately, everyone is suddenly obsessed with being the best, rather than having the flexibility to evolve according to program specific needs. Best Practices often becomes a mandate for all programs, ye the data are specific to a specific point in time and location(s) where the data were collected. Rather, he suggests using: **Promising Practices** or **Evidence-Based Practices**.

timeframe. Non-compliance would result in funding restrictions, as deemed reasonable by INAC and the governing body of the shelter.

Shelters should track the outcomes of their services and conduct informal evaluations to improve their services on an ongoing basis. A formal national evaluation should be undertaken every three to five years. Funding should not be tied to evaluation results. The evaluation should consider using *Appreciative Inquiry*[13] and/or developing a First Nations approach to the evaluation. An evaluation framework will need to be developed based on the future direction of the FVPP, and should include a set of common outcome indicators that shelters can track. The shelter evaluation could be included under the larger umbrella of FVPP services.

Funds should also be provided to shelters to perform internal evaluations for internal improvements. If Option 2 is selected this mechanism could support the peer review process explained in Option 1, above.

Reporting Requirements

While INAC requires annual reporting, it is recommended that shelters are encouraged and trained to complete a semi-annual report. This would expand on current reporting requirements and assist with annual visits (e.g., peer review). A semi-annual report should allow shelters to self-report shortfalls, surpluses, challenges, and successes, in addition to completing a standards compliance checklist.[14] One of these reports should be completed in the capacity of an annual report with an audited budget submission. Shelter directors and staff should receive training in completing their semi-annual and annual reports, and should understand how the information is being used. Outcome questions along with others identified in the Evaluation Framework should be added to these reporting forms.

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[13] Appreciative Inquiry: Appreciative Inquiry is about the coevolutionary search for the best in people, their organizations, and the relevant world around them. In its broadest focus, it involves systematic discovery of what gives "life" to a living system when it is most alive, most effective, and most constructively capable in economic, ecological, and human terms. AI involves, in a central way, the art and practice of asking questions that strengthen a system's capacity to apprehend, anticipate, and heighten positive potential. [http://appreciativeinquiry.case.edu/intro/whatisai.cfm]

[14] In particular this is endorsed by ACWS.

5.   Recommended Implementation Process

Immediate Relief

The transfer needs to be flexible enough to allow shelters to mitigate the impact of underfunding. Priority areas that need to be addressed at most shelters include:

- **Staff training** to acceptable standards (some should be national training sessions to allow for networking);

- **Facility** to acceptable standards (including security to acceptable standards), this may include additions to accommodate offices for new and larger staff team;

- **Furnishings** to acceptable standards; and

- **Vehicles** to acceptable standards and inclusive of insurance, including new purchases (if establishing reimbursements to staff for using personal vehicles it requires adequate payments[15] and ensuring there are adequate mechanisms in place to met needs of clients for safe and immediate transfer from home to the shelter; shelter to shelter and shelter to appointments, as well as recreation needs).

New Funding Implementation

The first year will be challenging to most INAC shelters. Considering the current budgets of most INAC shelters, the new funding formula will result in substantial changes in staff salaries and services provided by shelters. A number of shelters are in crisis mode most of the time. It will take time for these shelters to adapt to having significant budgets that allow for appropriate services to be provided to clients. It is recommended that at least two years are required to implement plans of action developed by individual shelters.

Shelters will need to establish protocols and a means for tracking and storing surplus funds. Depending on the action plans, there may not be the need to spend the entire allocation the first year, but the second year may require the surplus to fully implement the plan. Shelters should not be put in a situation where they are expected to spend extra time dreaming up how to exhaust their budget in order to avoid returning it. After consultation with shelters it was required that full funds are allocated and not phased in over a 1-3 year period. This makes it imperative that shelters are in a position to keep surplus.

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[15] If providing mileage, may need to increase for non-paved damage to vehicles, and long-distance trips.

It will be important to develop standards for service provision as early as possible, so shelters understand what services they are being asked to provide. During the second year, shelters may need support in recruiting staff to fill new positions. The goal is that by the end of the second year, all shelters will be in a position to provide all of the core services.

The historical reporting process would ensure accountability during the initial implementation period, with updates to the process potentially introduced in the second year. Staff would not be required to report using the new system until the third year of this process.

INAC may consider requests for funds to meet additional needs subject to the availability of funding (and departmental priorities).

Review of the Interim Funding Formula

In addition, INAC should perform an evaluation of the funding formula to determine if any changes are needed and to gather information that supports its continuance. Begin the evaluation after year-one of the new funding allocations, with a final report due within reasonable timeframe after year-two.

The evaluation starting in year one would look at year-one numbers for shortfalls and surpluses, to assess the viability of the funding model. As well, any challenges and successes of the shelter itself and the services it provides would be reported. The evaluator could provide advice about setting up any core services that have not yet been implemented. As well at this juncture, the appropriateness of the historical reporting would be assessed to establish if an alternative reporting system is required and can be supported by shelter staff. Finally, this evaluation would attempt to establish baseline data.

Annual adjustments to the funding after it has stabilized would include inflation adjustments (negotiated internally within INAC) and respond to requests made by shelters in an organized systemic manner. As well, recommendations from the evaluation may require adjustments to the funding model.

One approach for continuance, starting for year three may be to ask shelters to provide an estimate of their expenses for the coming year, informed by their previous years' expenses, changes in occupancy levels, and anticipated changes in programming. Shelters should take into account inflation in preparing their estimates. Staff salaries should also be adjusted according to inflation. Regions would decide about funding increases based on availability of funds and the merit of the case.

Appendix C: Occupational Profiles

This is not a prescriptive section – it allows for defining the occupational profiles of the staff required to meet the core services. Shelters will need to set standards for educational requirements and wage incentives to attract qualified staff and encourage current staff to upgrade.

Occupational Profiles for Shelter Staff

Shelter Director

Occupational Classification: 0314 (Managers in Social, Community and Correctional Services)

This unit group includes managers who plan, organize, direct, control and evaluate the programs and activities of social service and community agencies, correctional institutions, counselling departments, labour organizations, professional associations, political parties and non-governmental organizations.

Example Titles
- administrator, child welfare services
- area manager, family services
- association director
- children's aid society director
- correctional institution director
- detention centre director
- director, community centre
- director, correctional treatment and training
- environmental group director
- income maintenance director
- labour organization manager
- membership services manager
- political organization manager
- prison warden
- regional administrator, social services
- social assistance director
- social work director
- trade association manager
- volunteer services director

Main duties
Managers in this unit group perform some or all of the following duties:
- Plan, organize, direct, control and evaluate the delivery of social and community service programs such as income maintenance, children's aid and emergency housing services
- Manage the operations and activities of correctional facilities and detention centres
- Administer the programs of non-governmental organizations involved with social issues such as health care, human rights, consumer protection, international development and environmental protection
- Administer programs of membership organizations such as political parties, labour organizations, business and professional associations
- Establish administrative procedures to meet objectives set by board of directors or senior management

- Direct and advise professional and nonprofessional staff delivering services and programs to the general public and to the organization or association membership
- Plan, administer and control budgets for programs, equipment and support services
- Represent their respective organizations for the purpose of government liaison and media relations
- Participate in policy development by preparing reports and briefs for management committees and working groups
- Hire and provide training for professional and non-professional staff.
- Data entry/keeping function as well as pull together and analyze reports

Employment requirements
- Managers in social, community and correctional services usually require a master's degree in a social science or administrative discipline *and*
- Several years of experience in a related occupation, such as a community and social service worker, social or health policy researcher, consultant or program officer, probation or parole officer, or social worker.
- Managers of associations and membership organizations require extensive experience in a related occupation, trade or industry.

Additional information
Progression to senior management positions in social, community and correctional services is possible with additional training and experience.

Assistant Shelter Director

Occupational Classification: 4152 (Social Workers)

Social workers help individuals, couples, families, groups, communities and organizations develop the skills and resources they need to enhance social functioning and provide counselling, therapy and referral to other supportive social services. Social workers also respond to other social needs such as unemployment, racism and poverty. They are employed by hospitals, school boards, social service agencies, child welfare organizations, correctional facilities, community agencies, employee assistance programs and Aboriginal band councils, or they may work in private practice.

Example Titles
- co-ordinator of social work
- medical social worker
- psychiatric social worker
- social work supervisor
- social worker

Main duties
Social workers perform some or all of the following duties:
- Interview clients individually, in families, or in groups, to assess their situation and problems and determine the types of services required
- Provide counsel and therapy to assist clients in developing skills to deal with and resolve their social and personal problems

- Plan programs of assistance for clients including referral to agencies that provide financial assistance, legal aid, housing, medical treatment and other services
- Investigate cases of child abuse or neglect and take authorized protective action when necessary
- Serve as members on interdisciplinary teams of professionals working with client groups
- Act as advocates for client groups in the community, lobby for solutions to problems directly affecting client groups and develop prevention and intervention programs to meet community needs
- Develop or advise on social policy legislation, conduct social research and assist in community development
- Provide mediation services and psychosocial assessments
- Evaluate the effectiveness of counselling and social programs
- May provide public education and consultation to professionals or groups regarding counselling services, issues and methods
- May supervise other social workers.
- *Social workers may specialize in fields of practice such as child welfare, family services, corrections, gerontology or addictions.*

Employment requirements
- A bachelor's degree in social work is required in Newfoundland, Prince Edward Island, Nova Scotia, New Brunswick, Quebec, Ontario, Manitoba, British Columbia and the Northwest Territories.
- In Alberta, a bachelor's degree or diploma in social work is required.
- In Saskatchewan, a bachelor's degree in social work is usually required.
- Supervised practical experience is usually required.
- Successful completion of provincial written and oral examinations may be required.
- Registration with a provincial governing body is mandatory to practise as a social worker in Newfoundland, Prince Edward Island, Nova Scotia, New Brunswick, Ontario and Alberta.
- Use of the titles "Social Worker" and "Registered Social Worker" is regulated in all provinces.
- Membership in a provincial association of social workers is usually required.

Administrative assistant

Occupational Classification: 1411 (General Office Clerks)

General office clerks prepare correspondence, reports, statements and other material, operate office equipment, answer telephones and perform clerical duties of a general nature according to established procedures. They are employed in offices throughout the public and private sectors.

Example Titles
- general office clerk
- office assistant
- office clerk

- typist
- word processor operator

Main duties

General office clerks perform some or all of the following duties:

- Key in, edit, proofread and finalize correspondence, reports, statements, invoices, forms, presentations and other documents, from notes or dictaphone, using computers
- Respond to telephone, in person or electronic enquiries or forward to appropriate person
- Provide general information to clients and the public
- Photocopy and collate documents for distribution, mailing and filing
- Maintain and prepare reports from manual or electronic files, inventories, mailing lists and databases
- Process incoming and outgoing mail, manually or electronically
- Send and receive messages and documents using fax machine or electronic mail
- May perform bookkeeping tasks such as preparing invoices and bank deposits
- May sort, process and verify applications, receipts, expenditures, forms and other documents
- May order office supplies, service office equipment and arrange for servicing in the case of major repairs.
- Data entry/keeping function as well as pull together and analyze reports

Employment requirements

- Completion of secondary school is usually required.
- Completion of secondary school or college business or commercial courses is usually required.

Additional information

Progression to supervisory or office management positions is possible with experience.

On-Site Elder, Family Therapist/Counsellor, Child and Youth Counsellor

Occupational Classification: 4153 (Family, marriage and other related counsellors)

Family, marriage and other related counsellors assist individuals and groups of clients to identify, understand and overcome personal problems and achieve personal objectives. They are employed by counselling centres, social service agencies, government agencies, family therapy centres, health care and rehabilitation clinics and hospitals, or they may work in private practice.

Example Titles

- addictions counsellor
- bereavement counsellor
- child and youth counsellor
- family counsellor
- marriage counsellor
- registered clinical counsellor

- registered marriage and family therapist
- rehabilitation counsellor
- sex therapist
- vocational rehabilitation counsellor

Main duties

Family, marriage and other related counsellors perform some or all of the following duties:

- Interview clients, prepare case histories and assess problems
- Conduct vocational testing and psychometric assessment
- Develop and implement counselling and intervention programs to assist clients in determining goals and means of attaining them
- Counsel clients, and provide therapy and mediation services
- Evaluate the effectiveness of counselling programs and clients' progress in resolving identified problems and movement toward defined objectives
- Follow up results of counselling programs and clients' adjustments
- Prepare assessment, progress, follow-up and court reports
- May supervise other counsellors, social service staff and assistants
- May provide public education and consultation to other professionals or groups regarding counselling services, issues and methods
- May conduct research, publish research papers, educational texts and articles and deliver presentations at conferences.
- *Family, marriage and other related counsellors often specialize in dealing with a specific client group such as injured workers, or with specific problems, such as drug and alcohol addiction, marital difficulties or behavioural disorders.*

Employment requirements

- A master's degree in the field of counselling, mental health or a related social service discipline is usually required.
- In Quebec, a master's degree in psychoeducation is required to practise as a psychoeducator.
- An undergraduate degree or college diploma in a social science is required for certain areas of counselling.
- Membership with a provincial association for marriage and family therapists or clinical counsellors is required to use the title "Registered Marriage and Family Therapist" and "Registered Clinical Counsellor".
- Registered marriage and family therapists and registered clinical counsellors must meet strict criteria involving graduate education and a period of supervised clinical work with clients.
- In Quebec, membership in the professional association is mandatory for counsellors and psychoeducators.

Additional information

Counsellors usually become specialized in a particular area through training and experience. Progression to social service management positions is possible with additional training and experience.

Crisis care worker, Outreach worker, Relief Staff

Occupational Classification: 4212 (Community and Social Service Workers)
[Could also be social workers – see Assistant Shelter Director section above]

Community and social service workers administer and implement a variety of social assistance programs and community services, and assist clients to deal with personal and social problems. They are employed by social service and government agencies, mental health agencies, group homes, school boards, correctional facilities and other establishments.

Example Titles
- Aboriginal outreach worker
- addictions worker
- behavioural aide
- child and youth worker
- community development worker
- community service worker
- crisis intervention worker
- developmental service worker
- drop-in centre worker
- family service worker
- financial assistance worker
- group home worker
- income maintenance officer
- life skills instructor
- mental health worker
- rehabilitation worker
- social services worker
- veteran services officer
- welfare and compensation officer
- women's shelter supervisor
- youth worker

Main duties
Community and social service workers perform some or all of the following duties:
- Interview clients to obtain case history and background information
- Assess client's relevant skill strengths and deficits
- Assist clients to sort out options and develop plans of action while providing necessary support and assistance
- Assist clients in locating and utilizing community resources including legal, medical, financial assistance, housing, employment, transportation, assistance with moves, day care and other referral services
- Prepare intake reports
- Counsel clients living in group homes and halfway houses, supervise their activities and assist in pre-release and release planning.
- Participate in the selection and admission of clients to appropriate programs
- Assess and investigate eligibility for social benefits

- Meet with clients to assess their progress, give support and discuss any difficulties or problems
- Refer clients to other social services
- Advise and aid recipients of social assistance and pensions
- Provide crisis intervention and emergency shelter services
- Implement and organize the delivery of specific services within the community
- Implement life skills workshops, substance abuse treatment programs, behaviour management programs, youth services programs and other community and social service programs under the supervision of social services or health care professionals
- Assist in evaluating the effectiveness of treatment programs by tracking clients' behavioural changes and responses to interventions
- Maintain contact with other social service agencies and health care providers involved with clients to provide information and obtain feedback on clients' overall progress
- Co-ordinate the volunteer activities of human service agencies, health care facilities and arts and sports organizations
- Maintain program statistics for purposes of evaluation and research.

Employment requirements
- Completion of a college or university program in social work, child and youth care, counselling or other social science or health related discipline is usually required.
- Previous work experience in a social service environment as a volunteer or in a support capacity may replace formal education requirements for some occupations in this unit group.
- Social service workers may be required to be a member of a provincial regulatory body in some provinces.

Additional information
Progression to professional occupations in social services, such as family and marriage counsellors, social workers, and probation and parole officers, is possible with additional training and experience.

Child care worker

Occupational Classification: 4214 (Early Childhood Educators and Assistants)

Early childhood educators plan and organize activities for pre-school and school-age children. Early childhood educator assistants provide care and guidance to pre-school children under the supervision of early childhood educators. Early childhood educators and assistants lead children in activities to stimulate and develop their intellectual, physical and emotional growth. Early childhood educators are employed in child-care centres, kindergartens, nursery schools and centres for exceptional children. Early childhood educator assistants are employed in day-care centres and nursery schools. Early childhood educators who are supervisors are included in this group.

Example Titles
- child-care worker assistant
- child-care worker, day care
- day-care helper
- day-care supervisor
- day-care worker
- early childhood assistant
- early childhood education worker
- early childhood educator
- early childhood educator assistant
- early childhood program staff assistant
- early childhood supervisor
- pre-school helper
- pre-school supervisor
- pre-school teacher

Main duties
Early childhood educators perform some or all of the following duties:
- Develop and implement daily activities for children
- Lead children in activities by telling or reading stories, teaching songs, demonstrating the use of simple musical instruments, preparing craft materials and demonstrating their use, providing opportunities for creative expression through the media of art, dramatic play, music and physical fitness, and taking the children to local points of interest
- Guide and assist children in the development of proper eating, dressing and toilet habits
- Observe children for signs of learning disabilities or emotional problems
- Discuss progress or problems of children with parents and other staff members
- Attend meetings and workshops to develop and discuss new teaching methods
- May plan and organize activities for school-age children in child-care programs before and after regular school hours
- May supervise and co-ordinate the activities of other early childhood educators and early childhood educator assistants.
- Early childhood educator assistants perform some or all of the following duties:
- Conduct and monitor activity programs designed for young children
- Lead children in activities by telling stories, teaching songs and preparing craft materials
- Prepare and serve snacks
- Arrange rooms and furniture for lunch and rest periods
- Assist with proper eating, dressing and toilet habits
- Submit written observations on children to supervisor
- Attend staff meetings to discuss progress and problems of children
- Assist supervisor in keeping records
- Maintain day-care equipment and assist in housekeeping duties.

Employment requirements
- A bachelor's degree or college diploma in early childhood education is required.
- Progression to senior positions, such as daycare supervisor, is possible with experience.
- Early childhood educator assistants
- Completion of secondary school is usually required.
- Experience in child care, such as babysitting, is required.
- Completion of an early childhood education assistant certificate program may be required.

Housekeeping

Occupational Classification: 6471 (Visiting Homemakers, Housekeepers & Related Occupations)

Visiting homemakers provide ongoing or short-term home support services for individuals and families during periods of incapacitation, convalescence or family disruption. They are employed by government, non-profit and home care agencies, or are self-employed. Housekeepers perform housekeeping and other home management duties in private households, embassies and other residential establishments. Companions provide elderly and convalescent clients with companionship and personal care in residential or institutional settings. They are employed by home care agencies or may be self-employed. Foster parents care for children or family members in their homes under the direction of a foster parent agency.

Example Titles
- companion
- foster parent
- home support worker
- housekeeper
- personal aide
- personal care attendant
- visiting homemaker

Main duties
Housekeepers perform some or all of the following duties:
- Perform housekeeping and other home management duties under general direction of employer
- Plan and prepare meals independently or with employer, and may serve meals

Employment requirements
- Some secondary school education is usually required.
- Child-care or home management experience may be required.
- Visiting homemakers may require college or other courses in home support.
- First aid certification may be required.

Additional information
There is mobility among the occupations in this group.

Security

Occupational Classification: 6651 (Security Guards and Related Occupations)

This unit group includes security guards and other related workers who guard property against theft and vandalism, control access to establishments, maintain order and enforce regulations at public events and within establishments. They are employed by private security agencies, retail stores, industrial establishments, museums and other establishments.

Example Titles
- airport security guard
- armoured car guard
- bodyguard
- bouncer
- commissionaire
- crossing guard
- gate attendant
- night watchman/woman
- preboarding security guard
- security guard
- security officer

Main duties
Workers in this unit group perform some or all of the following duties:
- Control access to establishments, issue passes and direct visitors to appropriate areas
- Patrol assigned areas, on foot or in vehicles, to guard against theft, shoplifting, vandalism and fire
- Enforce regulations of an establishment to maintain order
- Operate security control-room equipment to monitor establishment activities
- Perform security checks of passengers and luggage at airports
- Drive and guard armoured trucks and deliver cash and valuables to banks, automated teller machines and retail establishments
- Ensure that establishment safety and emergency procedures are followed, and respond to fire alarms, bomb threats and other emergencies.

Employment requirements
- Some secondary school education is usually required.
- Armoured car drivers require a driver's licence.
- Training is provided for airport security guards and establishment-specific training may be provided for other security occupations in this unit group.
- Security guards carrying firearms require a licence.

Appendix D: Staff Salaries by

Occupational Classification and Province

Staff Salaries by Occupational Classification and Province

The following tables provide the average salaries for the relevant occupational classifications in each province or territory, derived from 2001 census data. The salaries are listed in 2000 dollars, and are based on full-time and year-round employment.

A 2006 equivalent salary has been calculated for each occupational classification, based on the average increase in weekly wages for Management occupations [A011-A016, A111-A392], Occupations in social science, government service and religion [E011-E039, E211-E217], and Childcare and home support workers [G811-G814] by province and territory. The increase for each province were derived in the following way:

▪ The Labour Force Survey Estimates (LFS) wages of employees by type of work, National Occupational Classification for Statistics (NOC-S) for both sexes aged 15 and older, unadjusted for seasonally, monthly employment was used to:

o Divide the June 2000 *Average weekly wage rate* by the June 2006 *Average weekly wage rate* for three (NOC-S) categories and match to the shelter positions as follows, then multiple by the 2000 average salary to arrive at the 2006 equivalent:

▪ **Management occupations [A011-A016, A111-A392] (M)** to: Managers in Social, Community and Correctional Services.

▪ **Occupations in social science, government service and religion [E011-E039, E211-E217] (SS)** to: General Office Clerks, Social Workers, Family, Marriage and Other Related Counsellors, Community and Social Service Workers, and Security Guards and Related Occupations.

▪ **Childcare and home support workers [G811-G814] (CH)** to: Visiting Homemakers, Housekeepers and Related Occupations, and Early Childhood Educators and Assistants.

Where available, we have also provided salary information based on the provincial funding formulae, and confirmed that this information is within range of the Census data.

Province: British Columbia

Weekly wage increase June 2000 - June 2006 by position type: M=17.43%, SS=19.70%, CH=15.38%

Occupational Classification	2000 Average Salary	2006 Equivalent
Managers in Social, Community and Correctional Services	$ 51,560.00	$ 60,547.91
General Office Clerks	$ 33,093.00	$ 39,615.14
Social Workers	$ 44,877.00	$ 53,721.59
Family, Marriage and Other Related Counsellors	$ 39,667.00	$ 47,484.78
Community and Social Service Workers	$ 33,600.00	$ 40,222.06
Security Guards and Related Occupations	$ 29,529.00	$ 35,348.73
Visiting Homemakers, Housekeepers and Related Occupations	$ 28,487.00	$ 32,869.05
Early Childhood Educators and Assistants	$ 23,531.00	$ 27,150.69

Wages for transition house workers in BC are reported to range between $14 and $19 per hour (roughly equivalent to between $29,000 and $39,500 in annual salary)

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

The province of Alberta sets guidelines for shelter salaries. The lower limit is based on their 1984 funding model, and the upper limit is based on the 2002 Bannister report. The ranges are as follows. These are not adjusted for Cost of Living.

Director:	$20,000 to $61,528
Administrative Assistant:	$16,000 to $32,975
Crisis counsellor and outreach:	$16,000 to $37,876
Child care worker:	$17,000 to $32,029
Housekeeper/cook/maintenance:	$15,000 to $28,800

Province: Saskatchewan

Weekly wage increase June 2000 - June 2006 by position type: M=23.58%, SS=32.69%, CH=26.03%

Occupational Classification	2000 Average Salary	2006 Equivalent
Managers in Social, Community and Correctional Services	$ 40,882.00	$50,521.43
General Office Clerks	$ 28,959.00	$38,425.94
Social Workers	$ 39,474.00	$52,378.39
Family, Marriage and Other Related Counsellors	$ 30,046.00	$39,868.29
Community and Social Service Workers	$ 29,008.00	$38,490.96
Security Guards and Related Occupations	$ 22,864.00	$30,338.44
Visiting Homemakers, Housekeepers and Related Occupations	$ 22,756.00	$28,680.38
Early Childhood Educators and Assistants	$ 20,531.00	$25,876.12

The 2005-2006 funding for directors in provincially-funded Saskatchewan shelters was reported to range between $38,000 and $43,000. The average for program staff is $30,000 to $33,000. Shelter operators can top up the salaries through other funding sources.

Province: Manitoba

Weekly wage increase June 2000 - June 2006 by position type: M=26.47%, SS=30.70%, CH=15.77%

Occupational Classification	2000 Average Salary	2006 Equivalent
Managers in Social, Community and Correctional Services	$ 40,580.00	$51,320.32
General Office Clerks	$ 29,765.00	$38,901.72
Social Workers	$ 38,882.00	$50,817.29
Family, Marriage and Other Related Counsellors	$ 33,586.00	$43,895.62
Community and Social Service Workers	$ 27,343.00	$35,736.26
Security Guards and Related Occupations	$ 22,260.00	$29,092.97
Visiting Homemakers, Housekeepers and Related Occupations	$ 21,301.00	$24,659.94
Early Childhood Educators and Assistants	$ 20,593.00	$23,840.29

The province of Manitoba sets the front-line worker salaries at $39,383 for each position funded. Manitoba has seen a 30% increase in front-line worker salaries since 1999. Manitoba provides the following base salaries bases on shelter size, and expects shelters to use 75% of per-diem to top-up salaries. Small – 311,900; Medium – 392,200; Large – 696,400 (incl. Crisis line), and Extra Large – 971,200.

Province: Ontario

Weekly wage increase June 2000 - June 2006 by position type: M=25.94%, SS=18.23%, CH=33.83%

Occupational Classification	2000 Average Salary	2006 Equivalent
Managers in Social, Community and Correctional Services	$ 52,379.00	$65,966.54
General Office Clerks	$ 33,570.00	$39,690.81
Social Workers	$ 42,660.00	$50,438.18
Family, Marriage and Other Related Counsellors	$ 36,405.00	$43,042.71
Community and Social Service Workers	$ 34,412.00	$40,686.33
Security Guards and Related Occupations	$ 27,965.00	$33,063.85
Visiting Homemakers, Housekeepers and Related Occupations	$ 24,706.00	$33,063.55
Early Childhood Educators and Assistants	$ 25,555.00	$34,199.75

Province: Quebec

Weekly wage increase June 2000 - June 2006 by position type: M=34.32%, SS=10.91%, CH=6.67%

Occupational Classification	2000 Average Salary	2006 Equivalent
Managers in Social, Community and Correctional Services	$ 49,012.00	$65,835.57
General Office Clerks	$ 31,326.00	$34,742.93
Social Workers	$ 41,032.00	$45,507.63
Family, Marriage and Other Related Counsellors	$ 43,368.00	$48,098.43
Community and Social Service Workers	$ 33,558.00	$37,218.39
Security Guards and Related Occupations	$ 28,436.00	$31,537.70
Visiting Homemakers, Housekeepers and Related Occupations	$ 21,522.00	$22,957.34
Early Childhood Educators and Assistants	$ 23,602.00	$25,176.06

Province: New Brunswick

Weekly wage increase June 2000 - June 2006 by position type: M=19.69%, SS=18.87%, CH=36.46%

Occupational Classification	2000 Average Salary	2006 Equivalent
Managers in Social, Community and Correctional Services	$ 43,616.00	$52,206.14
General Office Clerks	$ 28,471.00	$33,843.51
Social Workers	$ 40,235.00	$47,827.40
Family, Marriage and Other Related Counsellors	$ 29,026.00	$34,503.24
Community and Social Service Workers	$ 26,969.00	$32,058.08
Security Guards and Related Occupations	$ 25,512.00	$30,326.15
Visiting Homemakers, Housekeepers and Related Occupations	$ 16,281.00	$22,216.80
Early Childhood Educators and Assistants	$ 15,025.00	$20,502.88

Province: Nova Scotia

Weekly wage increase June 2000 - June 2006 by position type: M=17.10%, SS=3.79%, CH=31.78%

Occupational Classification	2000 Average Salary	2006 Equivalent
Managers in Social, Community and Correctional Services	$ 41,587.00	$48,700.33
General Office Clerks	$ 29,448.00	$30,565.72
Social Workers	$ 44,074.00	$45,746.86
Family, Marriage and Other Related Counsellors	$ 29,257.00	$30,367.47
Community and Social Service Workers	$ 29,514.00	$30,634.23
Security Guards and Related Occupations	$ 22,618.00	$23,476.48
Visiting Homemakers, Housekeepers and Related Occupations	$ 21,266.00	$27,973.15
Early Childhood Educators and Assistants	$ 18,460.00	$24,327.92

Province: Prince Edward Island

Weekly wage increase June 2000 - June 2006 by position type: M=0.15%, SS=37.66%, CH=51.44%

Occupational Classification	2000 Average Salary	2006 Equivalent
Managers in Social, Community and Correctional Services	$ 52,364.00*	$52,442.24
General Office Clerks	$ 31,161.00	$42,896.85
Social Workers	$ 46,332.00*	$63,782.34
Family, Marriage and Other Related Counsellors	$ 36,870.00*	$50,755.36
Community and Social Service Workers	$ 31,999.00	$44,050.46
Security Guards and Related Occupations	$ 21,716.00	$29,894.68
Visiting Homemakers, Housekeepers and Related Occupations	$ 23,308.00	$35,297.13
Early Childhood Educators and Assistants	$ 16,720.00	$25,320.41

* Note: These salaries were calculated using the other PEI salaries as proxies. For example, the average percentage difference between the salary for New Brunswick and Nova Scotia managers were multiplied to the worker salary for PEI that was most consistent with the NB and NS salaries for that worker position. Likewise, the worker positions were compared to the Nfld. Positions and comparable salaries used to infer the best estimate presented.

Province: Newfoundland and Labrador

Weekly wage increase June 2000 - June 2006 by position type: M=37.05%, SS=26.44%, CH=14.63%

Occupational Classification	2000 Average Salary	2006 Equivalent
Managers in Social, Community and Correctional Services	$ 47,699.16*	$65,371.45
General Office Clerks	$ 28,385.00	$35,890.37
Social Workers	$ 42,205.00	$53,364.56
Family, Marriage and Other Related Counsellors	$ 33,585.00	$42,465.31
Community and Social Service Workers	$ 27,713.00	$35,040.68
Security Guards and Related Occupations	$ 24,756.00	$31,301.81
Visiting Homemakers, Housekeepers and Related Occupations	$ 14,492.00	$16,612.60
Early Childhood Educators and Assistants	$ 16,748.00	$19,198.72

* Note: The manager's salary was calculated using the other Nfld. salaries as proxies. For example, the average percentage difference between the salary for New Brunswick and Nova Scotia managers were multiplied to the worker salary for Nfld. that was most consistent with the NB and NS salaries for that worker position.

Appendix E: Questions for INAC Legal Advisors

Questions for INAC Legal Advisors

1. INAC currently funds 35 emergency shelters in First Nation communities across Canada. 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:**

      d. Cannot afford repairs to facilities and/or equipment, such as alarm system, washer & dryer, security light – simply go without.

      e. Maintenance of the facility suffers.

      f. 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)

In light of the above, what do you believe are the legal and policy implications of insufficient funding for shelters in First Nation communities?

2. The provinces are each responsible for funding off-reserve emergency shelters. What might be some of the legal implications if levels of funding varied substantially between on-reserve and off-reserve shelters in a particular province?

3. What are the legal implications of provinces paying per-diems only to some shelters that house off-reserve residents in on-reserve shelters and vice versa?

4. What other issues should be considered in developing a funding formula for First Nations emergency shelters across Canada?

Appendix F: References

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