

Audit on Youth Protection resources

Introduction

Following the audit on Youth Protection Services presented to the Board of CBHSSJB in June 2016, and considering the important financial investment consented to the Youth Protection Department over the last 5 years, the Executive Director of CBHSSS mandated the signatories of this document to do an audit of the resources (financial, human, and material) presently invested in the YP department, considering the needs of Cree youth and the clinical activities required to respect the legal and clinical obligations of the DYP. He also expressed the need for recommendations as to the orientations the CBHSS of the James Bay should consider if further development is needed in Youth protection.

Therefore this report is aimed at doing a portrait of the financial and human resources invested over the past 5 years and what it has permitted to achieve in terms of increase and quality of services for children and youth in need of protection. There will be indications of investment in material resources that were necessary in view of the increase in personnel and needs to support services. It will also suggest, as requested by the CBHSSJB, orientations for further development which should include Front line services to prevent situation putting children at risk and to support families.

While this report will identify a number of issues that have impact on the capacity to offer proper level of services, it will not do a full survey of these issues and the solutions that should be considered. A previous report submitted to the CHBHSS in June 2016 identified more fully these issues and plans of actions were drawn by the DYP and the signatories to act on these issues as requested by the CBHSSJB. These plans were also submitted to the Board and are being implemented. They may need to be reviewed in view of the impact of some major issues such as recruitment, retention, and absenteeism that may call for specific actions over the next few years.

To achieve their mandate, the consultants, with the support of the Finance department, analysed the evolution of the budget and the use of the financial development consented to the department over the last five years (12-13 to 16-17) more specifically for YP positions, and for administrative costs of different nature. This is the object of the first chapter.

In the second chapter, consultants analysed also the level of services, in comparison with the rest of the province and some specifics regions. This section presents for every sector of services the existing positions according to HR, Finance and DYP in relation with the work achieved in the different legal mandates of the DYP, regionally and locally. It is completed by a succinct analysis of each type of service (Youth protection Intake, Youth Protection Evaluation and application of measures, Foster Home and YCJA) and their capacity to respond to the needs. The methodology we chose was to consider the positions existing in the budget and the roster of HR department, despite the fact that an important amount of positions were not filled, or were partially filled in the last year. If we had considered the number of hours worked it would not have identified the

number of positions that has been allocated to the DYP and which he could use to respond to the needs in Youth protection. In fact, the number of hours worked is seriously, for different reasons such as absenteeism or vacancies, under the number of hours available in the budget. Our mandate is to analyse the resources that the Board accepted to invest in YP department. It does not mean that we do not recognize the very serious problems related to absenteeism and difficulties of recruitment. Already these were identified in a previous audit on the Youth protection services (June 2016) presented to the CBHSSJB. A plan of action has been requested which should involve YP and HR.

1. Evolution of the global budget

The global budget of DYP department has grown over the past 5 years from an initial recurrent budget of \$10,329,418.00 in 2012-2013 to \$14,273,631 in 2016-2017. This represents an increase of 38% of the total budget of DYP. The increase in the budget is mainly related to the development of new positions, (clinical and administrative). It also allowed the development of different tools to support interveners and managers, mainly support from consultants to improve clinical services to youth and family.

In addition to the development of the DYP budget, some investments were done in Human Resources department to support the development of DYP. We will present in this section three tables. The first one is related to positions created in the Department of YP over the past five years. The second one shows the development of services and support tools grouped under the label of administrative expenses allocated to the Department of YP over the last five years. Finally, the third table presents the financial contribution over the past years done by the Human Resource department to support training of YP interveners.

Table 1 : New development positions posted since 2013

	MGT	HRO	CW	Adm. Off	Adm. Tech	Total
Regional	1	4	5	1		11
Chisasibi			3			3
Whapmagoostui			1			1
Wemindji			1			1
Waskaganish			2			2
Nemaska		.5	0	,5		1
Waswanipi			1			1
Mistissini			2			2
Ouje-Bougoumou		.5	0	,5		1
Eastmain		.5	0	,5		1
Total	1	5,5	15	2,5		24

These new positions are related to the action plan which was adopted by the Board following the report of Human Rights Commission, which plan included the creation of a regional intake (RTS). It also allowed the development of more than 20 interveners positions including team leader positions.

Table 2 presents increase in budget for other expenses grouped under administrative services which includes direct services such as Foster Homes, social emergency and support services such as consultants. Three of the positions of consultant are specifically oriented toward support of interveners in their practice.

Furthermore, the Table shows a preoccupation to develop tools for better management. The PAM system as a tool for management and follow up of practice should be of help to interveners and managers.

The CBHSSJB demonstrates its will to improve working conditions through such investment as car leasing to facilitate accessibility of interveners for youth and their families. Transportation of youth and visits to parents in their home is facilitated. The increase in the travelling expenses for better accessibility to services for clients also shows its overall concerns to provide the means to improve access to services and efficiency.

Another area of concerns for the CBHSSJB has been housing and office space. Both are important issues in regards to the capacity to recruit and retain interveners from the Cree communities and from the South. The CBHSSJB has started to invest as shown in Table 2 and is presently working on an overall plan based on needs in each community.

Table 2: Increase in YP budget for different administrative services

Items	Description	Increase 2012-2017
Foster Homes	Increase in number of places and in the financial support of Foster Homes	\$1,121,809.00
Travel expenses for clients		\$257,449.00
Administrative costs: include a) to e)		\$ 1,097,933.00
a) Contracts with consultants	2 regional and 3 local consultants supporting DYP \$700,000	
b) PAM system	Information system for DYP \$60,000	
c) Car leasing	For workers and managers \$60,000.	
d) Traveling expenses	For clients and workers \$200,000	

e) Office supply	\$60,000	
f) Maintenance of asset	Includes an amount of 150,000 for location in the old arena	\$160,902.00
Total		\$ 2,638,093.00

As we can see in the previous 2 tables, the increase of the budget of the Department of Youth Protection is mostly related to direct services to clients. Following the inquiry of Human Right Commission in 2011, the plan of action proposed by the DYP and accepted by the Board in 2012, represented a consistent investment in the Youth protection field. To improve the capacity and quality of services, and make sure that the security and development of the children of Eeyou Istchee would be insured, the CBHSSJB chose to support the development of services in YP, and to postpone other investment in other sectors.

As shown in Table 3, in addition to the important financial investment made in the Department of YP, the Human Resource department has made major contribution to better support the Department of Youth Protection in its mission. The investment has gone from 9,341 in 2012-13 to 261,886 in 2016-17. It shows the importance that the CBHSSJB is granting to the training of Cree interveners and its preoccupation for the quality of services.

Table 3: Other investments in Youth Protection

Department of CBHSSJB	Details	12-13	13-14	14-15	15-16	16-17
Human ressources	Training for YP workers	9,341.	74,405.	209,314.	178,452.	261,886
Total		733,398.¹				

2. Overview of the different sectors of services of the Department of YP

a) Reception and Treatment of the signalments (intake)

The first responsibility of the DYP is to receive the reports from the population concerning children potentially in need of protection. In 2016-2017 the intake service received 2301 reports

¹ These amounts are approximate, and do not include some expenses that were directly attributed to YP budget (expenses for traveling, meals, etc.)

concerning children and youth. 639 of these reports were retained and an evaluation under Youth Protection Act (YPA) was required. The total population of children (0-18) of Eeyou Istchee for the same period was of 6526. It means that the incidence rate (number of signalments/1000 children) for the territory is **352/1000** children signaled, and the signalements are retained for **97/1000**. In comparison, in the rest of Quebec, last year, 91,191 signalements were received, for a total population of youth of 1,538,169, which means an incidence rate of **59/1000** children reported to DYP; it means six times less than in the Cree territory. 36,002 of these signalements were retained, meaning that **23/1000** children's situations in Quebec are evaluated by the DYP, almost 4 times less than in Eeyou Istchee. The table 1 presents the data in comparison with the province and 2 other small regions (region 2 Saguenay and region 8 Abitibi).

Table 4: Signalments: Comparison with other regions and the province

Territory	Cree territory	Region 2	Region 8	Province
Signalements received	2301	4870	2956	91,191
Rate on 1000	352/1000	101/1000	102/1000	59/1000
Signalements retained	639	1689	1310	36,002
Rate on 1000	97/1000	35/1000	45/1000	23/1000
Rate of retention	27%	34%	44,3%	39,5

The table illustrates clearly that the number of reports received by the intake services of the DYP of CBHSSS, considering the youth population on the territory is very high. In itself, this creates a pressure on the Department of YP, as if the Department of YP was the entry door for all services to youth. The retention rate of the Cree Department of Youth Protection is the lowest of the 4 illustrated. It demonstrates that signalments received include probably a high proportion of signalments which are inappropriate and should have been oriented according to the needs to other services such as front line services.

As seen in Table 5², In addition to the 2301 signalments received, the regional intake service (RTS) of the DYP received last year 1301 calls for different situations (non YP) including 275 calls concerning adults. One of the reason of this important amount of calls is because RTS has to take calls for all social emergencies (YP or not) on the territory. This situation is particular and brings some confusion for the population as well as for the front line workers as to the role of Youth protection. Also, in the 1301 other calls, there are an important amount of calls that are more requests for information, as well as consultation, on social issues.

Table 5

D ² According to AS-480 submitted to MSSS

Item	Number
Number of calls to RTS	3602
Number of signalments received	2301
Number of signalments retained	639
Number of calls that were not signalements	1301
Number of calls concerning adults	275

To perform all these activities, according to information provided by the Director of YP and by Human Resources department, the intake team counts on 4 full time positions (it does not include the team leader position). By comparison, in region 2, to receive 4870 signalements, DYP counts on a team of 8.4 full time positions. In region 8, to receive 2956 reports, DYP counts on 5 full time positions. This means an average of 575 signalments treated in Eeyou Istchee for every full time position, an average of 572 signalements treated for each full time position in region 2, and an average of 591 for region 8. In region 8, DYP can also count on a team of 4 full time positions for field verifications. Further it should be noted that in addition to the signalments in Eeyou Istchee the RTS team has to treat 1301 calls of all kinds: emergencies, information, consultation, including around 250 social emergencies.

Note: all comparison between services offered by the CBHSSJB to its population and offered at a provincial level or by other regional organisations should be used carefully since there are many factors which can explain the size of the gap, for instance historical factors, values, access to resources, level of studies and training of interveners. Comparisons should be used as indicators and to raise questions that help study situations, problem.

Analysis of Reception and treatment of signalment (Intake)

The major problem concerning intake services is the high number of calls received considering the total youth population. Children are signaled 6 times more under YP in the Cree territory than in the rest of the province. This is congruent with most of the studies performed recently in Québec saying that native children are more likely to be taken in charge by Youth Protection services than other children. The fact that in some community, 28% of all the children have an open file under YPA is also very questionable. There is a need to better understand this situation. As mentioned in a previous report that we submitted to the Board in 2016, we also think that this large amount of signalments is related to the state of development of the front line services and the lack of understanding by the population and community organizations (schools, police,...) of the role of Front line services and Youth protection services.

Normally YP intake should receive only signalments concerning children and youth who are potentially at risk of compromising situation. Based on the very high rate of signalments in Eeyou Istchee, and the high number of other calls (1301) for emergencies and other social

services including for information, it seems that in the territory, Department of YP is used, as mentioned above, as an entry door to youth and their families for social services in general. The fact that DYP assumes responsibility for all social emergencies and other social services or for information about services, contributes to this situation and misunderstanding of the role of DYP. This situation needs to be studied by the CBHSSJB in its ongoing review of the organisation of services to Youth and their families in order to help the population understand that YPA is a law that should apply to exceptional situations. The population and the different organizations need to understand the role of Front line services and the role of DYP. The studies that are going on regarding the contribution of different youth services should aim at clarifying roles of all level and type of services offered to youth and should examine where social emergencies and other calls not related to youth protection should be oriented.

Overall, RTS services, in terms of its capacity to offer services based on the calls related to YP received, as compared with other regions, is very efficient and does not need more resources. But if we consider that it plays the role of a “911” line for all social emergencies and for other social services and for information about services, the need for more positions should be evaluated if the intent is to maintain the present organization of services. It is understaffed and it may lead to keep many situations for evaluations by DYP which would not need to be.

b) Youth Protection (Evaluation and Application of measures)

The Director of Youth protection has the legal mandate to receive reports on possible situations where the safety or development of a child can be compromised. He also has to decide to retain the reports (signalments) or not, and, according to Youth Protection Act, he has to evaluate the situations when a signalment is retained. After the evaluation, if the DYP considers that the safety and development of the child is compromised, he has to decide with the parents and child, or propose to the Court, measures that will end the compromising situation. When there are such measures, the DYP continues to work with the families at a step called “application of measures”.

Table 6 presents the number of evaluations realized in each community in the fiscal year 2016-2017 (705). It also presents the number of files that were active under application of measures on September 1st 2017 (441). We also have the information on the number of open files that are not under application of measures (917), and the total number of open files in each community on March 31st 2017 (1358). The open files that are not under active application of measures (917) can be of many types: waiting list for evaluations, ongoing evaluations, concluded evaluations where safety and development of the child is not considered compromised, but that are not yet closed, in some cases evaluations that were done but have to be reviewed because new facts happened, and finally some files that were active under

application of measures that are terminated and that should be closed. It would be very important to know exactly what are these 917 open files, to make sure that we respect our legal mandates and the rights of children and parents. According to the information we have from team leaders, many of these files could be closed, but, due to many factors, including absenteeism, they are not, because workers prioritize to put their time on active cases.

Finally the last column of Table 6 gives information on the number of positions of YP interveners in each community according to budget and HR.

Table 6: Summary Youth Protection Teams (evaluation and application of measures)

1.Community	2.Number of evaluations(16-17)	3.Number of active files under AM and % of Youth population	4.Number of open files that are not under AM	5.Number of open files and % of the youth population	6.Number of positions
Chisasibi	128	53 (3%)	245	298 (17.1%)	9
Eastmain	42	6 (2%)	19	25 (8,4%)	1
Mistissini	152	137 (10%)	162	299 (22,2%)	5
Nemaska	32	11(4%)	25	36 (13,5%)	2
Ouje-Bougoumou	79	20 (6 %)	30	50 (15.1%)	4
Waskaganish	133	76 (8%)	156	232 (25.85%)	5
Waswanipi	102	77 (10%)	140	217 (28.4%)	4
Wemindji	8	35 (7%)	88	123 (23.5%)	2
Whapmagostui	29	26 (7%)	52	78 (22%)	4
Total	705	441 (6,8%)	917	1358 (20.5%)	36

For the purpose of our study, we will work with the number of actual active files at application of measures (441, according to DYP), as well as the number of evaluations done during the last fiscal year (705).

If we consider column 5 on Table 6, we can see that one out of 5 children (20.5%) in Eeyou-Istchee has an open file under YPA. In some communities, the rate is up to 28%. As mentioned earlier, many of these files should be closed since there has been no activity in these files for some time. If so, it should be closed to respect the rights of children and parents, and also to make sure that YP workers concentrate on active situations, where interventions are needed and don't feel the burdens of a large caseload. If files are under waiting lists, it should be clarified as it would help to understand that some children do not receive the protection they need.

According to the DYP there would be 441 active files under application of measures under YPA on September 1st. This represents 6,8% of the total population of children in Eeyou-Istchee.

Column 3 in table 6 illustrates the number of files under application of measures in each community. Column 2 illustrates the number of evaluations completed in the last fiscal year and column 6, the number of full time positions in Youth Protection according to budget and HR.

Regional Capacity

Interveners at the local level assume cases of evaluation and of application of measures. They are not specialized in one sector or the other as in the South. For the purpose of the study we are evaluating the number of positions existing and/or required based on provincial standard and based on the positions allocated by the CBHSSJB to each community

Technically, to realize 705 evaluations under YP in a year, we would need 14 full time workers. The provincial ratio normally expected for evaluation under YP is **50 evaluations** per year for a full time worker. Concerning this ratio, we have to consider the fact that in Eeyou Istchee, the interveners are mostly undergraduate and this situation may have an impact on the efficiency of the interveners. Everywhere else in the province, a bachelor in certain field –social work, criminology, psycho education-, and membership to a professional order are expected, since this action is a reserved act, under the professional code.

Nevertheless, if we consider the information provided by the Finance department, the Human resources department and the Director of YP, there were 45 positions (not necessarily filled) in May 2017 dedicated to Youth Protection in the 9 communities. Out of these 45 positions, 9 positions are designated local Team leaders. The position of team leader is a full time position, even in small communities where there are few interveners. According to the DYP they may assume responsibility for specific cases at times. This means that technically, DYP counts on 36 full time positions for the YP department, to perform evaluations under YP as well as application of measures.

Out of these 36 positions, we can say that 14 of them were necessary to treat the 705 evaluations that were done last year. It means that 22 full time positions had to follow around 441 active files in application of measures, which would mean average caseloads of 20 files. The provincial ratio of application of measures is 20 files per intervener. It is common to observe between 18 and 23 files per interveners, which means that the 36 positions, if filled and present at work, are adequate to meet the provincial standards for evaluation and application of measures under YPA. However the problems of absenteeism, retention, and recruitment may make it very difficult to meet the standards. But it is not a problem of number of positions or of financial investment.

A problem remains in regard to the inactive files which need to be reviewed and closed if the children are not at risk. It may increase the caseload of each position and be over the provincial standards. These files should be closed or reviewed as soon as possible and an update report

done. The team leaders could most probably assume the review of many files as they should know them.

Local communities

For each local community, we will analyse:

- 1. the number of interveners positions in YP teams**
- 2. the number of evaluations under YPA realized in 2016-2017**
- 3. the number of actual situations under application of measures in each team.**
This will allow knowing if the number of positions in each team is sufficient to meet the provincial standards.

We will also provide information on the number of open files in each community.

Chisasibi:

According to information provided by DYP, the local team of Chisasibi counts on 9 positions dedicated to YP. One of the 9 is a special investigator. (physical and sexual abuse). Last year this team had to evaluate 128 situations. They had 298 open files on March 31st 2017. It means that in Chisasibi, 17.1% of the children have a file under YPA. But only 3% have an open file under application of measures.

There is a total of 9 full time positions in youth protection (including a special investigator position), an equivalent of 2.5 positions are dedicated to realize 128 evaluations, and 6.5 positions to follow 53 active files at application of measures which means average caseload of 8 active files of application of measures for each position. The number of positions based on budget and official roster allows to meet the provincial standards, and even better.

Eastmain

The community of Eastmain can count on 1 Y P worker, and 1 Team leader, full time. They realized 42 evaluations last year, and have 25 open files. These 25 children with open files under YPA represent 8,5% of the total population of children in Eastmain, which is the lowest rate in Eeyou-Istchee. They also have the lowest rate of children under YPA application of measures (2%).

Considering that 42 evaluations require 0.8 of a full time position it leaves 0.2 (which represents one day per week) positions to assume the 6 files that are under application of measures. The provincial standards would be 4 files for a one day position.

Mistissini

In the community of Mistissini, there are 6 positions dedicated to YP, including a Team leader and a special investigator. They realized last year 152 evaluations, and have 299 open files, which represents 22.2% of all the children in the community. Their 137 open files at application of measures represent 10% of all the children of the community.

Considering the fact that 3 positions had to be dedicated to realize the 152 evaluations done last year, it remains 2 YP workers to follow the 137 active situations under application of measures, which means average case load of 69 files. Four more positions would be needed in this community to meet the standards.

Nemaska

Nemaska YP team counts on 2 YP position, and one HRO position acting as a team leader full time. They realised 32 evaluations last year, which represents .65 full time positions, and means that 1.35 positions was dedicated to take charge of 11 files that are under YPA application of measures. According to standards, 1,35 positions could assume 27 files, so there is no need for more positions in Nemaska. The 25 open files under YPA in Nemaska represent 13.5 % of the population of children and youth (under 18). They have 11% of their children under YPS application of measures.

Ouje Bougoumou

This local team counts on 4 YP interveners workers, and a full time Team Leader. The team realized 79 evaluations last year, which represents the work of 1.5 positions. They take charge of 20 active files under application of measures, which means an average case-load of 8 for the 2.5 remaining positions, which is more than needed according to provincial standards. The 50 open files under YPA represent 15.1 % of the total population of children (0-17) in Ouje. They have 6% of the children in the community that are under YPA application of measures.

Waskaganish

This team counts on 5 YP workers, including a special investigator. They realized 133 evaluations last year, which means that 2,6 full time positions were dedicated to evaluation. There are 232 open files, representing 25.8% of the total 0-17 population, meaning that 1 child out of 4 has an active file under youth protection. But they have 8% of the children population who is under YPS application of measures. To take charge of the 76 files that are under application of measures there are presently 2.4 positions which means an average case-load of 32 files. 1, 5 more position would be needed.

Waswanipi

This local team counts on 4 YP workers, and a full time team leader. The team achieved 102 evaluations last year, which represents 2 full time positions. It leaves 2 positions to take care of of the 77 files under application of measures, which means an average case-load of 39 files. It means that 1,5 position would be needed . It is important to notice also that 28,4% of total population of children of Waswanipi have an open file under YPA. They have 10% of the children in the community who are under application of measures.

Wemindji

The Wemindji YP team counts on 2 YP workers and a full time team leader. They realized last year 8 evaluations which represent 0.15 of one full time position. They also take care of 35

active files for 1.85 workers, which means an average case-load of 18 files. There would be no need for development in Wemindji. The 123 open files in Wemindji represents 23,5% of all the population of children in the community. 7% of the children in the community are under YPA application of measures.

Whapmagostui

This team counts 4 YP positions and a full time team leader. They realized 29 evaluations in the last fiscal year. So an estimation of 0,60 of a full time position was dedicated to evaluation. They have also an estimation of 26 active files at application of measures for 3,4 ETC positions. This represents an average case load of 8 files for the 3, 4 positions . This team seems to have **too many positions** for the needs identified. In Whapmagoistuii, 22% of the children have an open file under YPA, but 7% of them are on YPA application of measures.

Analysis of Evaluation and Application of measures

According to the data we have, we can see that in some communities there are not enough positions to assume all the active files. But we have also seen that in other communities, they are over staffed, according to provincial standards. It would be important for the DYP to make sure that the number of positions in each community is well balanced. The fact that there are vacant positions could help in relocating some.

As seen previously, there have been important investments in YP over the last five years in the local YP teams. Many new positions of CW were budgeted. However they were not necessarily filled, due to a variety of reasons. Nevertheless, if we consider the number of evaluations under YP that were realized last year, as well as the actual 441 files under application of measures, and when we use the provincial standards of 50 evaluations a year for each full time positions, and 20 files as an average case-load in application of measures, we estimate that the department of Youth Protection do not need more positions even if for the moment there are pressures due to the necessity to deal with the issue of the files that have to be reviewed and closed. The issue is more to have the permanent positions filled.

It should be reminded here that the number of positions allocated in order to meet the needs does not necessarily reflect the reality in terms of the real capacity to meet the standards due to different reasons. Many permanent positions are filled by replacements due to the fact that the person who holds the position is at times on sick leave, at times on leave of absence, at times on voluntary mutations, at times have left for different reasons, etc,....Some positions do not have replacements and are even vacant since a few years. Turnover, absenteeism and vacant positions due to recruitment and retention difficulties are important issues in regards to the capacity to provide efficient services and meet the standards even if the total number of positions and the budget are adequate. CBHSSJB is aware of the problem.

C) Foster Homes

Regional

The DYP is also responsible of the recruitment, evaluation, follow-up and placement of children, under Youth Protection Act as well as S-5. In the last fiscal year, 613 youth were placed under YP for a total of 83, 236 days, which means the equivalent of 228 children placed full time. There were also 424 children placed under s-5 for a total of 13,069 days, which means the equivalent of 36 full time placements. To receive these children, the territory counts on 270 foster homes, 258 on the Eeyou Istchee territory.

Table 7

Community	Number
Chisasibi	35
Eastmain	5
Mistissini	55
Nemaska	9
Oujé-Bougoumou	14
Waskaganish	56
Waswanipi	39
Wemindji	26
Whapmagoostui	19
Other regions	12
Total	270

To recruit, evaluate, follow and to receive placements requests, the DYP counts on 9 Foster Home workers (1 by community) as well as a Team leader and a PPRO. These staffs are under the direction of the assistant DYP. The team leader position is a new one, and the positions were upgraded in some communities in the last five years from 0,5 to full time positions. Some of this investment was transformation of YCJA positions to Foster Home Community workers.

The provincial standards concerning foster home follow up are not clearly determined, considering the fact that these positions changed consistently since the adoption of new regulations in 2009. But the usual standard is to allow a case-load of 30 foster homes for each worker.

When we look at the number of foster homes in each community, we can see that the work load is very different from one community to the other. For the same staff (1 etc) we go from 5 to 55 foster homes on a territory. But globally, with 258 Foster Families for 9 workers, it brings a ratio of 28 families for each worker, which seems very acceptable.

We are informed that work is taking place at the provincial level to review the allowances granted to foster families according to PL 49. The CBHSSJB is contributing to the study through his DYP. The budget expected would allow better conditions to the foster families, help in their recruitment. Budget for new positions of interveners to recruit and work with the foster families is part of the discussions.

D) Young Criminal Justice Act

The director of Youth Protection is also Provincial Director under YCJA. It means that the staff under DYP has to :

- Evaluate situations referred by the prosecutor for extrajudicial sanctions
- 1 pre-decisional reports for the Court
- Supervise application of Court orders under YCJA in Eeyou Istchee territory.

In the last fiscal year, there were 84 evaluations realized in the territory, 2 predecisional reports were presented and 18 youth were followed under Court order. To perform this work, Cree department of Youth protection can count on one Regional Team leader, and 4 community workers who cover the entire territory. In the last fiscal year, one of these positions was not filled (Waswanipi). There are not clear provincial guidelines concerning workloads in the application of YCJA, but it is clear that with the information we have from other regions, the work realized last year could be easily performed by half of the staff presently dedicated to YCJA. (2 regional staff)

However it must be considered that eventually if the legislation is properly applied and if the police and the Justice department refer to the Provincial Director-DYP the Youth that should be referred, there could will be a need for more social interventions and therefore the four actual positions would be required.

Recommendations

The Department of Youth Protection of the Cree Board of Health and Social services received major financial development over the past five years in order to improve services. Following the report of the Human Right Commission, the Board accepted to prioritize the protection of youth on its territory and consented to invest massively. The global budget of DYP itself increased by 38% in 5 years. Additional budget came from Human Resources to support training.

As demonstrated in section 2, globally in the Department of YP the number of allocated positions meets the provincial standards in YP, Foster Home and YCJA. However, we understand that for a number of reasons it has been difficult to fill all the positions, to retain the personnel and to deal with absenteeism. As mentioned earlier, the capacity to provide services is not link to the budget and the number of positions, but to the manpower issues and these needs should be looked at. Therefore, presently the emphasis should not be put on the creation of new positions or an increase of the budget for this purpose since the number of positions allocated through the development budget, if filled, allows meeting the standards. However measures needs to be taken to deal with the manpower issues and to insure more efficiency and effectiveness in the delivery of services.

1. Manpower issues:

Among the measures to deal with the manpower issues and insure stabilization, a number of actions are being taken by the CBHSSJB which will certainly help: the hiring of managers to deal with management issues such as retention and absenteeism and to provide support to team

leaders and interveners; the planning for appropriate housing and office space and the action taken in this regards, as soon as possible, should be part of the solutions.

Another measure is certainly the hiring of workers to replace. Already it's being done but there is no recall list or permanent replacement team as suggested in the previous report (June 2016). Specific conditions should be put in place to develop such list or replacement team.

While it may be difficult to recruit personnel from the South and to retain them for a few years, still it should be considered. In other departments they have succeeded in retaining a number of professionals from the South. These interveners could be assigned files with specific issues and could help in supporting the team in complementarity with the Team leader.

Furthermore, the recent decision of the MSSS to invest in preceptors following the adoption of the Act to amend the professional code (loi 21) will contribute in the investment of new human resources to support interveners in their qualification as professional over the next few years. It should help in stabilizing personnel and in the improvement of the quality of services.

2. Issues that have an impact on efficiency and effectiveness of YP department

Another major issue is the overall organization of services to youth and their families which has an important impact on Youth protection services. Presently the DYP is used as the entry door to all social services. As we have seen a great number of calls are not related to Youth protection, some are for services to adults, other are social emergencies that should be dealt by other organizations, some are for other social services and information. As mentioned earlier there is confusion as to the role of Front line services and Youth protection services. The entry door should be at Front line services except for signalment of situation where a youth is at risk, or consultation and information on the pertinence of a signalment. If calls for information on social services or referrals were made earlier to the proper organizations such as to Front line services by the population or by the different organizations (school, police...), there should be a drop in the number of calls received at RTS and less pressure on the workers. Then they could go further in their study of the signalment before retaining them for evaluation, and they could also be more proactive in the reference to first line services.

Recently a study of Front line services was done to examine what services were available for children and youth in Eeyou Istchee and in each of its community. A number of recommendations were made to improve the services among which the investment in Front line services and the importance of insuring complementary work with the Youth protection Department in each community. An action plan is in preparation as requested by the CBHSSJB and already a service agreement between Front line services and DYP is being drafted.

To increase the access to services and their quality, a reorganization of workload among interveners from different communities in youth protection including YCJA should be considered. It would contribute to a reduction of the average caseloads per community and be more equitable. It should help to deal with the review of inactive cases in some communities. The decision of the CBHSSJB to develop three positions of managers as mentioned above to support team leaders and interveners should contribute to the review of the organization of

clinical work and the efficiency in the use of the interveners and team leaders. As the team leaders will have less administrative work to do, their contribution to clinical work should be increased while continuing to offer support to interveners.

Summary:

Major financial investment has been done in Youth protection services over the past five years. It has allowed the YP department to improve the services to youth at risk as was identified in the report of June 2016 to the CBHSSJB.

As already requested by the executive director, a new development plan for all youth services in Eeyou Istchee should be developed. It should include Front line services and Youth protection services which should work in complementarity. The responsibilities of each one should be reviewed to insure respect of legislation, partnership in the offer of services to youth and to insure clarity in the information to the population. The role of Front line services has to be emphasized as it should be the entry door to all youth services.

An evaluation of Front line services has been presented to the CBHSSJB in June 2017 and a plan of action is in preparation in accordance with the recommendations.

The Youth protection department should pursue its development to deal with a number of issues related to its capacity to stabilize its manpower force. Prior to any investment in new positions, a consolidation of the present positions allocated is a must. It means dealing with recruitment, retention and absenteeism and pursuing with training. Specific projects such as a permanent replacement team should be studied. It also means to pursue the planning for sufficient and adequate housing as well as office space in some communities.

A review of the organizational chart should be completed in view of the decisions to create positions of manager and of the financial development expected from the MSSS for preceptors and for foster homes. The creation of positions of manager should be accompanied by a review of the role of Team leaders. The review of the organizational chart should include reallocation of positions on the territory to make more equitable the distribution of the manpower considering the caseloads in the communities.

Actions should be considered in the development plan to avoid situation of inactive files as it does not respect the YPA and therefore the rights of youth and parents. This may require the hiring of a small number of interveners from the Cree communities or from the South to review the cases and take the measures to close or orient them.

This report, as well as other evaluations of Youth and family services (such as report on front line services and on Youth Protection)) that have been requested by the Board over the last two years, demonstrates the importance given by the Cree Health Board to its Youth and families, and its will to improve the situation of children in Eeyou-Istchee.