

**Core Service Requirements for
Regional Child and Family Development Authorities
and Aboriginal Authorities**

January 2003

**Ministry of
Children and
Family Development**

PURPOSE:

This document defines core service requirements for the regional child and family development authorities, and aboriginal authorities.

DISCUSSION:

Establishing regional authorities will provide new opportunities for community-driven decision-making and flexibility in responding to the unique circumstances of communities. At the same time, services in communities should be consistent with legislation, government priority, and principles that support the best possible practices of service delivery.

As part of the ongoing planning toward regional governance each authority will create a service plan outlining the core services available to children, youth, and families in each community. These service plans will be negotiated with the ministry and approved by the minister.

The purpose of this paper is to support the work of interim authorities in planning for regional governance and preparing the service plans by describing the core service requirements. Some core service requirements are specified in legislation or by government priority. Others are key principles consistent with the ministry's six strategic shifts. The core service requirements support high quality services according to current available research and emerging practices that show promise. Further targeted service areas will be delineated as part of these negotiated service plans.

Instead of specifying each core service, this paper looks at core service requirements. Defining core service *requirements* establishes the parameters or conditions against which service plans can be measured while still allowing flexibility in *what* services are provided and *how* they are provided. This paper describes a framework of core service requirements. It should be used in both the development of service plans and their evaluation. The framework of core-service requirements is a "living document." Over time it will need to be adapted and updated in keeping with changes in legislation, new research protocols, and shifts in the priorities of government and regional authorities. This framework is consistent with the strategic shift of enabling communities to develop and deliver services within a consolidated community-based service delivery system.

Scope

This paper is intended to cover the child, youth, and family services that are considered the responsibility of regional child and family development authorities and aboriginal authorities. It does not cover services provided by the community living services authority. Some services will continue to be provided by the provincial authority and be accessible to the regional authorities. Provincial practice protocols outline procedures for the delivery of specific services provided by more than one ministry or agency. They will need to be developed collaboratively and care must be taken to ensure they remain consistent with service plans. Services, which will continue to be provided by the Provincial Authority, include:

- Youth custody centres
- Youth Forensic Psychiatric Services

- Maples Adolescent Treatment Centre
- Provincial Services for children and youth who are Deaf and Hard of Hearing.

The discussion paper, *Provincial Services*, contains a detailed description of the above services (attached).

This paper outlines core service requirements in five general areas. The paper begins by listing a number of service principles that describe the attributes of high quality service delivery. These principles will help to guide authorities in their planning. The paper then outlines relevant legislation, international agreements, federal-provincial protocols that authorities will be required to comply with. The government priority section identifies a number of core service areas that are not necessarily legislated, but relate to the ministry's core goals and objectives. Cost sharing programs then provide information on programs that must be delivered in order to receive federal funding. The paper also includes other information sources related to core service planning.

1. PRINCIPLES TO SUPPORT QUALITY SERVICES

The following are service principles that support best practice while building on existing community capacities. These principles are supported by current research on services to children, youth, and families. They are consistent with certain policies, protocols, and legislation in British Columbia's child serving system. Their purpose is not to restrict creativity in the planning for flexible and community based services, but to guide and promote the development of high quality services.

Outcomes oriented and evidence based

Services should be oriented toward outcomes to ensure that the focus is not simply on program design and delivery, but on what needs to be achieved and the results of services.

Accessible

Services are to be accessible to children, youth, and families with demonstrated need.

Community-based and flexible

Services should address the vulnerabilities and needs as well as the strengths of children, youth, families, and communities. Services should be designed to build capacity in communities. Community involvement and ownership facilitates greater choice and innovation in designing and delivering services.

Citizen involvement

Community members, including children and youth, are to be given opportunities to have meaningful involvement in the policy and program planning, design, delivery, monitoring, and evaluation of services.

Staff professional development

The greatest resource for services is the people who provide them. Service providers should demonstrate a commitment to the professional growth of their staff members, encourage their involvement in decisions that affect their work, and hold them accountable for results.

Culturally, gender, and religion sensitive and appropriate

Families and communities need services that are relevant and sensitive to issues affecting their parenting, family, and community. Services must be sensitive and appropriate to the culture, gender, sexual orientation, and religion of those receiving the services.

Collaboration and Integration

Wherever practical services are integrated with those provided by other ministries, agencies, and with other informal supports that exist within communities.

Preventative

Services are geared to preventing problems rather than reacting to them. The focus is on wellness and prevention rather than targeting problems and deficits.

Holistic and comprehensive

Services are to be child and family focused not one or the other. They address the needs of children and youth in the context of their families and communities.

Assessment driven

Proper assessment and planning are key to an effective system of supports and services for children, youth, and families.

2. LEGAL REQUIREMENTS, PROTOCOLS AND MEMORANDA OF UNDERSTANDING

Service plans must comply with relevant laws at the Provincial, Federal and International levels.

Domestic Legislation

Services must be delivered in accordance with relevant enabling legislation. British Columbia and Federal statutes that enable the many services provided for in British Columbia include:

- *Community Services Interim Authorities Act*
- *Office for Children and Youth Act*
- *Child, Family and Community Service Act*
- *Adoption Act*
- *Mental Health Act*
- *Young Offenders (British Columbia) Act*
- *Correction Act*
- *Family Relations Act*
- *Community Care Facility Act*
- *Society Act*
- *Freedom of Information and Protection of Privacy Act*

- *Infants Act*
- *Youth Criminal Justice Act (Federal – not yet in force)*

International Conventions

Service plans must also be consistent with Canada’s international legal obligations, specifically our commitments under the *United Nations Convention on the Rights of the Child* and the *Convention on Protection of Children and Co-operation in Respect of Intercountry Adoption*.

The *United Nations Convention on the Rights of the Child* has four guiding principles that require services:

1. be non-discriminatory in nature (article 2);
2. be consistent with the best interests of children and youth (article 3);
3. promote and safeguard the survival and development of children and youth (article 6); and,
4. recognise the potential of children to enrich decision-making processes, to share perspectives and to participate as citizens and actors of change (article 12).

With respect to adoption services, the *Convention on Protection of Children and Co-operation in Respect of Intercountry Adoption* outlines three key objectives:

1. to establish safeguards to ensure that intercountry adoptions take place in the best interests of the child and with respect for his or her fundamental rights as recognised in international law;
2. to establish a system of co-operation amongst Contracting States to ensure that those safeguards are respected and thereby prevent the abduction, the sale of, or traffic in children; and
3. to secure the recognition in Contracting States of adoptions made in accordance with the convention.

Federal and Provincial Protocols and MOU’s

Federal and provincial protocols and Memorandums of Understanding (MOU) must also be considered in the establishment of core services as many have a direct impact on service delivery.

MOU’s respecting service delivery to Aboriginal children and families:

- MOU: The Union of British Columbia Indian Chiefs, The First Nations Summit, the Métis Provincial Council of British Columbia, the United Native Nations and The Province of British Columbia. The purpose of this MOU is to establish a joint dialogue and decision making process regarding general and systematic issues relating to the safety and well-being of Aboriginal children and families that:
 - a) is on a government-to-government basis;
 - b) recognizes that First Nations, the Métis Nation, Inuit and other Aboriginal Peoples assert jurisdiction over their children and families, regardless of residency;
 - c) recognizes the importance of transferring the delivery of services to Aboriginal communities, and

- d) draws on the expertise of Aboriginal service delivery agencies and research institutions.
- e) reflects the historic and new relationship established at Tsawwassen on June 11, 2002.

Protocols and MOUs that iterate separate and distinct funding arrangements include:

- Provincial/Territorial Protocol on Children and Families Moving Between Provinces and Territories
- Protocol between the Ministry of Children and Family Development and the BC College of Physicians and Surgeons
- Protocol for Investigating Allegations of Abuse and Neglect in Foster Homes
- Protocol: Child, Family, and Community Services and Police
- MOU: Ministry of Children and Family Development, Youth Custody Services, and Youth Forensic Psychiatric Services regarding assessment and treatment services for young offenders
- MOU: Ministry of Children and Family Development, Ministry of Public Safety, and Solicitor General providing for the effective administration of court orders involving both young and adult offenders
- MOU: Ministry of Children and Family Development and the Ministry of Education regarding the provision of school programs and services for young offenders
- MOU: Ministry of Children and Family Development and BC Board of Parole with respect to the administration and enforcement of youth court orders
- MOU: Ministry of Children and Family Development and the Ministry of Attorney General regarding the administration and operation of shared information systems involving young offenders and the transportation of young persons in custody
- MOU: Ministry of Children and Family Development and the Solicitor General of Canada pertaining to the effective administration of adult sentences where the offender is placed in a youth custody centre
- MOU: Province of British Columbia and the Government of Canada regarding cost sharing of services provided in relation to the *Youth Criminal Justice Act*

The BC Handbook for Action on Child Abuse and Neglect is a guide for child, youth, and family development services. Several other protocols have been established to address the issues of reporting and information sharing. These include Insurance Corporation of British Columbia, Ministry of Health Services, Medical Services Plan Operations, and The Office of the Chief Coroner. Local protocols may exist between health authorities, education, First Nations, and community agencies. These should be considered in the context of service delivery from a regional perspective.

3. GOVERNMENT PRIORITY

The Ministry of Children and Family Development is required to develop service plans. Typically plans will serve the people of British Columbia for two to three years. Each plan will outline the direction of the ministry in addressing its commitments and other identified priorities of government. Service plans developed by the regional authorities must be consistent with the ministry service plan and with the priorities established by the ministry and government. See the ministry web site: <http://icw.mcf.gov.bc.ca/>

4. SERVICES REQUIRED UNDER FEDERAL COST SHARING AGREEMENTS

The delivery of some services requires addressing key objectives as specified in the applicable federal agreements to fulfil cost sharing commitments. These services include Early Childhood Development (ECD) and Youth Justice.

Early Childhood Development

The *Early Childhood Development Agreement* was announced by the First Ministers in September 2000. This agreement establishes requirements for ECD and proposes a nation wide vision that serves as enhancements to programs and services. The intention is to build on existing provincial investments that are core and should be maintained. This vision emphasises a cross-government strategy for children from pre-conception to six years of age. The four key areas are:

- Promoting healthy pregnancy, birth, and infancy including outreach, support, and education;
- Parental and family supports
- Early childhood development, learning, and care; and,
- Strengthening community supports to plan for comprehensive, integrated ECD systems.

Youth Justice

There is a federal/provincial agreement for the cost sharing of young offender programs and services. Under the current agreement the province has received increased funding for “high-priority” programs and services. The funding increase is subject to the province maintaining historic levels of spending on these programs and services. A substantial portion of the new funding has been allocated to new services required under the Youth Criminal Justice Act (to be proclaimed 2003), these include Intensive Support and Supervision Program and conferencing.

5. OTHER INFORMATION SOURCES RELATED TO CORE SERVICE PLANNING

Other related discussion papers, which will assist with service planning, include:

- System of Care and Companion Document;
- Draft Framework for Children and Youth with Special Needs;
- BC Early Childhood Development Action Plan; and,
- Service for Young Children with Sensory Impairments in British Columbia.

Authorities will also be guided and supported by the corporate accountability and performance framework; performance agreements with the authorities; accreditation standards; and service

standards. The requirements defined in this document are consistent with the above mentioned mechanisms of accountability. Furthermore, protocols will need to be developed between regional authorities and the provincial authority with respect to provincial services.

Appendix A:

Provincial Services Discussion Paper

Ministry of Children and Family Development



**BRITISH
COLUMBIA**

Provincial Services
Discussion Paper

Prepared For: **Child and Family Steering Committee on Community Governance**
November 7, 2002

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PROVINCIAL SERVICES

Background

The Ministry of Children and Family Development (MCFD) is moving toward regional governance of children and family development services involving five regional CFD authorities, and five aboriginal CFD authorities. The MCFD regional authorities will be organized along the same geographical boundaries as the five Ministry of Health Services (MOHS) regional authorities. MOHS is not, however, comprised of only five authorities but also has a sixth “provincial services” authority responsible for programs that provide specialized services to the entire province – including, for example, Women and Children’s Hospital, BC Cancer Agency, Riverview Hospital, (adult) Forensic Psychiatric Services, etc.

MCFD will similarly have separately administered Provincial Services. The difference from the organizational structure of MOHS, however, is that MCFD Provincial Services will continue to be directly delivered by the ministry and, where there are relevant contracted services, those contracts will be directly managed by the ministry. (Most Provincial Services are directly – FTE – delivered; contracted services, unlike the regional CFD authorities, are a relatively small component of most Provincial Services).

The reason MCFD Provincial Services will continue to be directly delivered by the ministry is that there is not a demonstrably clear benefit to establishing another authority to govern these services. The regional CFD authorities exclusively involve community-based programs providing services to local/regional populations. Accordingly, there is a clear benefit to establishing local/regional governance of these programs in the interest of tailoring the delivery of these programs to accord with identified local/regional needs and circumstances. In contrast, Provincial Services will principally (but not exclusively) involve specialized institutional and residential programs (e.g. youth custody, Maples) that provide services to clients from the entire province.

Criteria for Provincial Services

The criteria for determining whether programs should be administered by Provincial Services are programs that:

- Provide services to the entire province;
- Are specialized either in terms of type of services (e.g. youth custody, forensic psychiatric) or population served (e.g. the deaf); and
- Cannot be devolved to regional governance because to do so would compromise effectiveness or efficiency, or it would be infeasible to do so (e.g. insufficient critical mass).

Current Provincial Services

Presently, Provincial Services include:

1. **Youth Custody Centres:** There are six youth custody centres located in Burnaby (2), Victoria Campbell River, Kamloops area, and Prince George. There are three legal types of custody: remand custody for those awaiting trial or sentencing, secure (sentenced) custody, and open (sentenced) custody. Legally, open and secure sentenced youth must be separated. There are 269 beds in total operating capacity. Due to a declining population, the Boulder Bay and Centre Creek youth custody centres have recently been closed and the operating capacities of the remaining centres have been reduced. BC has, by far, the lowest per capita rate of use of youth custody in the country. Current budget is \$37.6 M. and 460 FTE's.
2. **Youth Forensic Psychiatric Services (YFPS):** YFPS provide specialized inpatient and outpatient court-ordered and court related assessment and treatment services for young offenders under youth justice community supervision and in custody. Specialized program services include treatment programs for sexual offenders and violent offenders. There is an eight-bed inpatient assessment unit in Burnaby, directly delivered outpatient clinics in Burnaby, Langley, Victoria, Nanaimo, Kamloops, Kelowna and Prince George, and contracted services in smaller communities throughout the province along with travelling clinics. Current Budget is \$12.07 M. and 106 FTE's.

3. **Maples Adolescent Treatment Centre:** The Maples is a designated provincial mental health facility that provides residential care and treatment for the most seriously mentally disordered youth admitted under the Mental Health Act or found unfit or not criminally responsible by the youth courts, and develops community care plans and provides outreach support and respite services. Current capacity is 38 beds. An 8 bed residential program (Orinco) will be re-deployed to a community-based service on a two year pilot basis in FY 03/04. Current budget is \$9.7 M. and 157 FTE's.

4. **Provincial Services for the Deaf and Hard of Hearing (PSDHH):** Provincial Services for the Deaf and Hard of Hearing include: the Victory Hill Residential Program, which enables access to deaf educational services; the Family and Community Development Program, which provides outreach family and community support services; the Deaf Access Office; and contracted services which provide mental health, early childhood development and social support services to the deaf and hard of hearing persons and families. The Victory Hill residence in Burnaby has a 30-bed capacity and provides school-week and school-year residence for children and youth from the Northern and Interior regions, and the Vancouver Island region (outside of Victoria). Current budget is 4.9 M. and 28 FTE's.

5. **Willow Clinic:** Willow Clinic is a 25 bed tertiary care facility for developmentally disabled adults who are dually diagnosed as having significant psychiatric or mental health problems. Current budget is \$6.05 M. and 73 FTE's.

6. **Migrant Services:** The Migrant Services program provides specialized community services to refugee children, including foster home placement, independent living arrangements, and linkages and coordination with child protection, federal immigration, and multi-cultural/refugee services. Current budget is \$0.6 M. and 2 FTE's.

Program Review

A program review is currently underway to determine whether all of the services listed above will remain with Provincial Services.

Note that Willow Clinic will be transferred to the Community Living Authority. In all likelihood, Migrant Services will be transferred to the Vancouver/Coastal CFD authority due to a declining service demand and a more localized principal destination of clients (i.e. Vancouver airport).

Services currently under consideration for administration by Provincial Services include:

- After Hours
- Specialized nursing support services
- At Home Benefits Program
- some adoption services
- some specialized provincial contracts

Note that Safe Care, to be implemented in 2005, will likely be administered by the Regional Authorities.

Administration

Presently, Provincial Services are administered by the Child and Youth Mental Health and Youth Justice Division, which is also responsible for child and youth mental health, youth justice and (non-protection) youth services policy, planning and leadership.

The current organizational arrangement is arguably problematic and inconsistent with the future organizational structure of the ministry. In this regard, community child and youth mental health, community youth justice, and community youth services – along with early childhood development, child protection and family development services - will all be administered by the CFD regional authorities but the policy and planning functions for these services are currently separated at headquarters. Arguably, these policy and planning functions could and should be integrated thereby reflecting and supporting the integrated CFD regional authorities. As well,

under the current ADM structure, the ADM is, in effect, a CEO of Provincial Services operations and also responsible for headquarters policy, planning and leadership in specified areas. Arguably, policy/planning and service delivery functions should be separated.

To address this, consideration is being given to establishing a CEO for Provincial Services and folding community child and youth mental health, youth justice and youth services into an integrated CFD policy and planning headquarters unit.

Organizational Relationships

As noted at the outset, Provincial Services are, in effect, a “sixth region” which provides specialized services to clients who originate from, will return to, and/or will continue to or concurrently receive services from the CFD regional authorities. In the interest of ensuring as seamless a service delivery system as possible, there is a need to establish effective organizational and working relationships between the CFD authorities and Provincial Services. This could be accomplished by:

- The CEO of Provincial Services participating in an Executive Council along with the CEO’s of the CFD regional authorities.
- Establishing protocols between Provincial Services and the CFD regional authorities defining roles and responsibilities, and working relationships, especially in relation to referral, admission, information sharing, transition planning and discharge.
- Establishing an Advisory Board for Provincial Services, potentially comprised, among others, of representatives of the Boards from each of the CFD regions.
- Possibly, establishing financial relationships wherein each of the CFD regional authorities would be assigned a “fair share” of specific Provincial Services and be financially responsible for utilization in excess of that fair share.