



UMINGMAK CHILD AND YOUTH SUPPORT CENTRE

BUSINESS CASE REPORT

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1. Defining the Need

In 2015 the Arctic Children and Youth Foundation (“ACYF”) commissioned a Feasibility Study to determine the need for and the appropriate service delivery model for a Child Advocacy Centre in Iqaluit, NU. CACs are recognized as a community based program, which means that they need to be designed to meet the needs of the community in which they are located. In this situation the community is Iqaluit, the capital of Nunavut.

Iqaluit is a remote community located in the far north, on Baffin Island. It has a population of 7082 of which approximately 57% are Inuit¹. Nunavut experiences some of the highest levels of child abuse and lowest levels of criminal conviction in Canada. Some of the key contributors to this are:

1. A lack of trust in the criminal justice system
2. Difficulty navigating the myriad of services and service providers that are available to support victims of child abuse
3. Shortage of trained staff with knowledge of best practices in dealing with child abuse cases
4. Lack of coordination between services that respond to child abuse

The target market for the services offered are children and youth in Nunavut that experience some form of abuse or are living in an abusive environment. The Nunavut market exhibits certain characteristics that have led to a low success rate in dealing with this market relative to other regions of the country. These characteristics include such things as:

- Small remote communities
- Vast distances between locations
- Difficulty finding and maintaining qualified staff
- Rates of substance abuse and suicide that exceed national averages
- Overcrowded homes and poverty

Offenders in Nunavut are charged by the RCMP with sexual violations against children and youth at ten times the national average.² These conditions necessitate a unique approach in terms of how services are delivered to the target market. The system is widely believed to have failed, leading to a high level of distrust and confusion with respect to the various agencies charged with dealing with their respective piece of the response continuum.

1.1 Child Advocacy Centre Model

CACs are viewed as a place where victims and/or their families can go to access services in a safe child friendly environment. In more conventional markets, CACs are often delivered through the law enforcement and/or medical systems with the primary goal being higher levels of prosecution and conviction.

In Nunavut, primary success will be measured in terms of healing and education leading to a reduction of occurrences. Increased prosecution and conviction while important is considered a secondary measure of success. The Feasibility Study recommended a Medical Model as the most appropriate service delivery model to ensure that the focus is first and foremost on healing with criminal charges and convictions as a

¹ Statistics Canada. 2017. *Iqaluit [Population centre], Nunavut and Alberta [Province] (table). Census Profile. 2016 Census.* Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017.

² Umingmak Child & Youth Protection Centre (UCYPC), Nunavut Child Advocacy Centre, Feasibility Study Report. June 2015. Prepared by Roos-Remillard Consulting Services. Page 20.

secondary objective. This was viewed as necessary to overcome the distrust in the criminal justice system and, to engage the justice system in a non-threatening and supportive way leading to greater cooperation towards prosecutions.

The Centre proposed in this report will also be committed to the delivery of culturally-specific services and Inuktitut-language resources, including the hiring of a Bilingual (Inuktitut-English) Case Coordinator(s).

This type of centre has been included in Section 7 of the Nunavut Suicide Prevention Action Plan, which is led by the RCMP, the Government of Nunavut, Nunavut Tunngavik Inc., and Embrace Life Council and is supported by the Federal Department of Justice. It also fits within the second priority pillar – *Healthy Families Through Strong and Resilient Communities* of the 2015-2018 Government of Nunavut business plan *Sivumut Abluqta: Stepping Forward Together*.

As per this plan, territorial investments are seeking to develop practical actions and community-based solutions to improve measurable outcomes in health, social well-being and local economies. In an effort to address family struggles with mental illness, addictions, suicide and domestic violence, the Government of Nunavut recognizes a role for both traditional and clinical approaches to healing.

The Government of Nunavut is also committed to these causes through the suicide prevention strategy as well as the *Collaboration for Poverty Reduction Act*. These aim to develop key performance indicators to measure progress in reducing poverty through partnerships with non-governmental organizations, Inuit organizations, and governments to improve the social and cultural well-being of all Nunavummiut. The UCYSC CAC proposed in this business case is a best-practice and evidence based model that can significantly support the community in achieving these goals with measurable results.

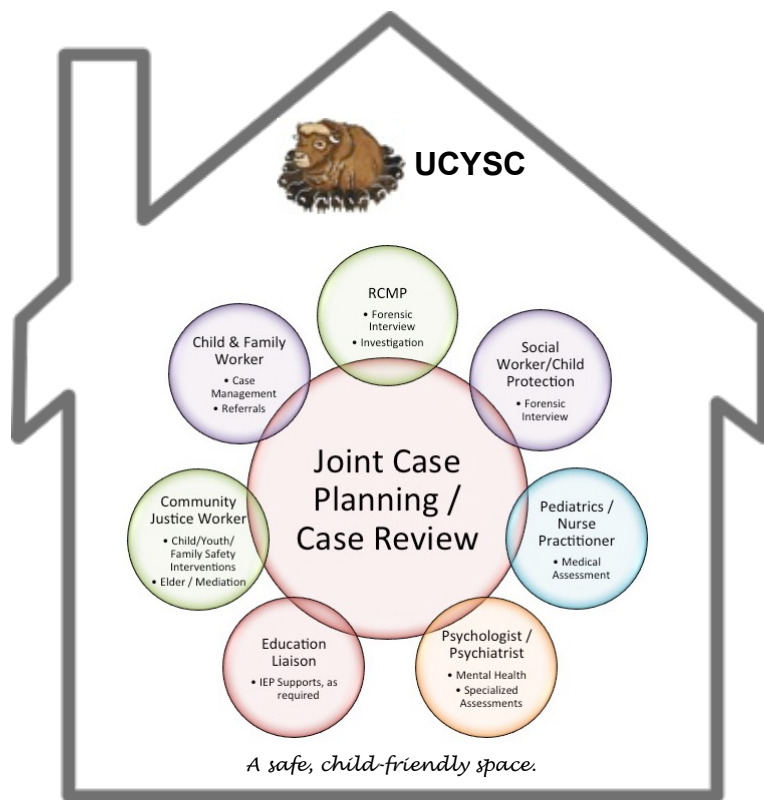
2. The Target Market and Service Gaps in the Market

Based on the findings in the Feasibility Study, the perception in the market among the Nunavummiut is that:

1. There are limited services available to deal with child and youth abuse largely attributable to vacancies and/or a lack of funding
2. There is a lack of support in the criminal justice system
3. There is a fear of retaliation from either the abuser or the system

A large part of this perception is based on the process, which can be emotionally draining as it requires people already under stress to search out services and repeat information at each stop along the way. The lack of coordination between agencies, the absence of a single point of reference for people seeking help, and difficulty navigating the maze represent the major gaps in the current service delivery model.

Figure 1: Vision



The vision for the Umingmak Child and Youth Support Centre (“UCYSC” or the “Centre”) is to bridge these gaps and reduce the rate at which abuse occurs against children and youth by building trust in the market. Its mission is to provide the following in a culturally informed and community minded manner:

1. A safe and child friendly environment in which the various agencies can deliver their services in a collaborative and coordinated fashion.
2. Dedicated staff and resources to support the child and families and navigate the services, ensuring timely and appropriate follow-up, referrals and advocacy
3. A residential space to accommodate children and families who require Centre services;
4. An education resource centre dedicated to seamless delivery of services among agencies, and increased awareness in the communities

The plan is to begin with a pilot project in Iqaluit serving the local market as well as remote clients who can be flown in. Once training programs are fully developed and protocols in place for the delivery of services including data management, the Centre will broaden its reach to include other communities throughout Nunavut by acting as both a resource centre as well as providing services directly to those who travel to Iqaluit for assistance.

3. Legal Structure and Corporate Governance

Currently, the project is administered as a program of the Arctic Children & Youth Foundation, directed by a sub-committee made up of the Senior Advisory Committee (Figure 2) as dictated by the Terms of Reference. The legal structure for the UCYSC will be a not-for-profit charitable corporation with charitable status granted by the Canada Revenue Agency in order to solicit donations and additional funding to support project and program initiatives. This structure will require an independent Board of Directors. The Board of Directors will be drawn from the Senior Advisory Committee currently comprised of the following individuals.

Figure 2: Senior Advisory Committee

Name	Position	Employer	Role
Sarah Clark	Executive director	Arctic Children and Youth Foundation	Acting Director of UCYSC
Joanne Henderson-White	Director	Government of Nunavut	Family Services
Robert McCamon	Sergeant NCO, Major Crimes Unit	Iqaluit RCMP	Law Enforcement
Dr. Amber Miners	Pediatrician	Qikiqtani General Hospital	Medical Services
Marlo Peddle	Youth Counsellor, Department of Health	Government of Nunavut	Health
Sheila Oolayou	Policy Analyst, Social and Cultural	Nunavut Tunngavik Inc.	Inuit Organization
Patricia MacNeil	Behaviour and Social Learning Coordinator, Department of Education	Government of Nunavut	Education
Rachel Clow	Early Childhood Resource Development	Government of Nunavut	Education
Matthew Parent	Director, Community Justice	Government of Nunavut	Justice

The CAC intends to develop one comprehensive Cooperation Agreement that addresses the governance of the CAC including the roles and responsibilities of the Board of Directors, the Advisory Committee and the Joint Management Committee comprised of designated team leads from each of the multidisciplinary participants in the CAC. In addition, joint Partner Service Agreements will define the protocols (“Protocols”) attributable to each partner to ensure seamless delivery of the operational aspects of the service offering.

4. Professional Advisors

A team of professional advisors have been engaged to provide advice and support for the UCYSC. Each has extensive experience in Nunavut in their respective area of expertise.

Figure 3: Professional Advisors

Area of Expertise	Company	Name	Website
Legal	Dubuc Osland	Michael Osland	http://dubucosland.com
Accounting	Lester Landau	Shawn Lester	https://lesterlandau.ca
Business	Creva Group Ltd.	Bill McCurdy	http://crevagroup.com
Policy and Training	Brubacher Development Strategies Incorporated	Pamela Power	No website
Program Monitoring	Arctic Willow Consulting	Anna Ziegler	No website
Real Estate Services	NCC Properties Ltd	Brent Crooks	http://www.nig.ca

5. Board of Directors

Figure 4: Board of Directors

Name	ACYF Board Position	Current Employment
Brent Crooks	Chairman	Nunavut Investment Group
Kylie Aglukark	Treasurer	Nunavut Arctic College
Elaine Uppahuak-Prusky	Director	Assistant Dean – Nunavut Arctic College
Okalik Egeesiak	Director	Inuit Circumpolar Council
Lori Idlout	Director	Lawyer
Melissa Irwin	Director	Teacher – Nunavut Sivuniksavut

6. Key Deliverables and Outputs

6.1 Deliverables

Year One will be focused on completing the tasks necessary to get the Centre up and running. Key deliverables for the Centre will be managed by the Interim Executive Director during the first year and include:

- Recruitment of a full-time Trauma Counsellor and a Bilingual (Inuktitut-English) Case Coordinator to be in place during the second year
- Formalizing protocols for knowledge and data sharing and case management among the various partners and the development of secure data base management systems
- Securing appropriate space and arranging for the completion of required tenant improvements
- Create training and orientation program for UCYSC staff and service providers.
- Fundraising

Years Two to Three represent the demonstration phase where the Centre is up and running and delivering services to the community in line with its mandate. During these two years we expect the emphasis to be on both training as well as program delivery. Specific deliverables include:

- Recruiting and hiring an Administrative Intake as well as a Case Coordinator (see Appendix C for a draft Job Description)
- Open the Centre
- Refining working relationships
- Training with respect to the delivery of services as well as protocols for sharing information and data base management
- Assessment of results and amendments to Policy & Procedure as well as Protocols as required
- Effective management of the facility
- Fundraising

Years Four and Five include expansion of key services to support increased demand from the local community as well as outreach to other communities in need of the service. Key deliverables in addition to those outlined above for years two and three include:

- Hiring additional case coordinators as required
- Developing a plan for expanding deliver to service other communities
- Determination of the need for Residence services to support the offering and development of a business case to support as appropriate

6.2 Outputs

Outputs to be measured in determining the success of the Centre are organized according to the particular need that has been identified and on which the Centre will be focused.

Figure 5: Needs, Service & Outputs

Need	Service Offering	Output	Key Performance Indicators
<p>Alleviating the high level of mistrust in the market with respect to the existing services being delivered to the target market</p>	<p>Provide a safe child friendly space where victims and their families can access support services</p> <p>Providing safe accommodation space for children and families in need</p> <p>Providing training and coaching services to the multi-disciplinary team on best practices in dealing with children and youth who have experienced abuse</p>	<p>Creation of a physical location as a single point of contact for the target market that reflects the culture and values of Nunavummiut</p> <p>Bilingual (Inuktitut-English) Child and Family Advocate</p> <p>Policy and Procedures Manual</p> <p>Promotional and Educational Brochures</p>	<p>Number of Referrals to the Centre per annum</p> <p>Number of Persons in the database</p> <p>Client satisfaction</p>
<p>Providing support to children/youth and their families to help them navigate the maze of service providers and agencies involved in situations of abuse</p>	<p>In-house counseling, interview and assessment</p> <p>Education and training programs</p> <p>Coordinated data base management</p> <p>Dedicated Administrative Case Management</p>	<p>Training Manual & Educational Literature that is culturally informed</p> <p>Data base management protocols acknowledged by all participants</p>	<p>Number of cases processed through the program per annum</p>
<p>Improved timeline on evidence collection for investigations into child abuse</p>	<p>Coordination of services collecting and sharing information effectively</p>	<p>More cases resolved in the courts system</p>	<p>Base line to be defined. Objective is a 10% improvement</p>

7. Risk Assessment

Although the UCYSC is a new venture it intends to leverage the knowledge and success of other similar centres in Canada. In particular, they are working closely with the SeaStar Child and Youth Advocacy Centre in Halifax, NS, BOOST Child and Youth Advocacy Centre in Toronto, ON, the Zebra Centre in Edmonton, Alberta, and the Alaska Childrens' Alliance who have developed and successfully run hub Child Advocacy Centres serving remote Alaskan communities since 2001.

These existing centres are prepared to share their policies and procedures, data sharing protocols and experiences with UCYSC, as well as aid in development of training programs and/or training of UCYSC staff. This significantly reduces the start-up risk associated with the venture and shortens the time-line required to meet the deliverables necessary to get the Centre up and running.

They have also engaged NCC Properties Ltd., one of the largest commercial and residential property developers and managers in Nunavut, as their real estate advisor with will enable them to efficiently and effectively access the market for space in Iqaluit.

Operationally, each of the members of the working group are subject matter experts in their respective fields and will bring this expertise to bear on the overall service delivery model.

8. Summary of Benefits

- The CAC model has been shown to be a cost-effective solution resulting in savings of approximately \$1,000 per case by allowing each partnered organization to operate more efficiently.³
- CACs help to improve coordination of services and collaboration between agencies through the multidisciplinary team approach to cases and the co-location of service providers.
- While all agencies involved in child protection provide support in various ways, a CAC would provide additional services, enhancing the level of support, guidance, and advocacy that children and families receive.
- Research has demonstrated that CACs are effective at improving client satisfaction in comparison with past practices. This can help to improve outcomes for children and reduce complaints.⁴
- CACs can improve access to medical and mental health services due to improved coordination of service delivery through the multidisciplinary team approach.
- CACs provide a consistent child and youth-focused environment in which meetings can take place. This type of space would be more welcoming to families than some of the other options currently available, including police departments, schools, or social work offices.
- A CAC can encourage specialization of staff and the development of expertise in responding to cases of child maltreatment.
- Evidence indicates that CACs may improve criminal justice outcomes (prosecution and conviction rates), particularly when there is strong involvement from the crown attorney.⁵ Other CACs have found an increase in offender confession rate when CACs are involved.

³ Chandler, N. (2006, Fall). Children's advocacy centres: Making a difference one child at a time. *Journal of Public Law & Policy*, 28, p.335.

⁴ Bonach, K., Mabry, J.B. and Potts-Henry, C. (2010). Child advocacy centers and credentialing: Issues for practitioners. *Journal of Child Sexual Abuse*, 19, p.688.

⁵ Miller A., Rubin D. (2009). The contribution of children's advocacy centers to felony prosecutions of child sexual abuse. *Child Abuse and Neglect*, v.33, Issue 1, p.17.