

The University of Manitoba
School of Social Work

PLACEMENT RESOURCE DEVELOPMENT
IN AN INDIAN CHILD CARING AGENCY

A Practicum Submitted as a Requirement
For the Degree
Master of Social Work

By

© Linda E. Dustan

October 1988

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PLACEMENT RESOURCE DEVELOPMENT
IN AN INDIAN CHILD CARING AGENCY

BY

LINDA E. DUSTAN

A practicum submitted to the Faculty of Graduate Studies
of the University of Manitoba in partial fulfillment of the
requirements of the degree of

MASTER OF SOCIAL WORK

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We are guilty
Of many errors and many faults
but our worst crime
is abandoning the children,
neglecting the fountain of life.
Many of the things we need
can wait. The child cannot.
Right now is the time
his bones are being formed, his
blood is being made, and
his senses are being developed.
To him we cannot answer
'Tomorrow.'
His name is 'Today.'

Gabriela Mistral

Nobel Prize-Winning Poet from Chile

THE VISION OF KITCHIE MANITOU

CREATION

Young and old asked:

Who gave to me
The breath of Life
My frame of flesh?
Who gave to me
The beat of heart
My vision to behold
Who?

When to Rose the gift
Of shade, of beauty
And grace of form?
When to Pine the gift
Of mystery of growth
The power to heal
When?

How to Bear the gift
Of sense of time
A place of wintering?
How to Eagle came the gift
Of glance of love
The flash of rage?
How?

Who gave to Sun
His light to burn
His path to tread?
Who gave to Earth
Her greening bounty
Cycles of her being?
Who?

Who gave to us
The gifts we do not own
But borrow and pass on?
Who made us one?
Who set the Path of Souls?
Who carved the Land of Peace?
Who?

As the young asked, the old men and old women thought about these matters.

They gave their answers and explanations in the form of stories, songs, prayers, rituals, and ceremonies.

PREFACE

The following is an examination of the methods by which a viable, community-based and culturally appropriate placement resource program was developed for the member bands of West Region Child and Family Services Incorporated.

On February 22, 1985, I was appointed to the position of Placement Resource and Repatriation Co-ordinator for West Region Child and Family Services Incorporated. Further, I had the privilege of being employed as a line worker for the aforementioned agency since the inception date of August 16, 1982. I chose to do my practicum in the area of placement resource development in order to examine the resources required and to enhance my skills in the areas of evaluation and program development. In addition, although I had been employed as a social worker in rural Saskatchewan and for the Department of Community Services and Corrections in Dauphin, Manitoba, I realized that mandated child welfare legislation had to have the flexibility to incorporate culturally appropriate program development.

On September 17, 1985, West Region Child and Family Services received a mandate through an order-in-council of the Provincial Cabinet and thus became an official Indian child caring agency.

The following is not a dispassionate examination of how a program should be developed based on the values of the dominant society. It stems from the agency mission of the "protection of children" and the critical necessity of regarding Indian children not as a homogeneous group, but

rather as children with varied life experiences, special needs, talents, moods, feelings, likes and dislikes.

Look at the faces of my people: you will find expressions of love and despair, hope and joy, sadness and desire and all the human feelings that live in the hearts of people of all colours. Yet, the heart never knows the colour of the skin.

(Chief Dan George, My Heart Soars, 1974, Page 72.)

The preplacement process and the sensitivity to "the best interests of the child" must take precedence over any other factors, political or otherwise, that may evolve.

There is nothing that can be done to undo the past or the errors in judgment that have already been made, however simply returning children to their respective communities without preparatory work or provisions for emotional support after placement will compound the problem of the child's adjustment with the potential of setting up a pattern of multiple placements. We cannot trivialize the bonds that the child may have developed with foster parents and/or adoptive parents of a different racial background.

I do not feel that removing children from their home communities was done with malice aforethought, but rather, due to the crisis of the situation and the lack of immediate and viable placement resources.

I owe a great debt to my advisor, Doctor Don Fuchs, for standing by me, encouraging me to carry on, and offering valuable suggestions since January of 1983. In addition, I would like to pay tribute to Elsie Flette, Executive Co-ordinator of West Region Child and Family Services and to the late Doreen Wilson, my former Child Welfare Supervisor, North Battleford, Saskatchewan Social Services, for her

leadership and assistance over the years.

Finally, I wish to thank Professor Pete Hudson, Director of the School of Social Work and Margaret Goodman, Former Director of Permanency Planning of the Child and Family Services Agency of Western Manitoba for their ongoing support.

Linda Dustan

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INTRODUCTION

With West Region Child and Family Services Incorporated approval, the mission of this practicum was to develop the basis of a five year plan for a community-based and culturally appropriate placement resource program for the agency, focusing on the foster care program.

The time frame set for this writer was from February 28, 1985 through to June 30, 1985. The understanding of this writer was that in the developmental phase, the program activities would be ongoing.

"Senior representatives of the Manitoba Indian Brotherhood, the Government of Manitoba, and the Canadian Federal Government met on February 1, 1977 and passed a resolution indicating that the child welfare needs of the Indian People were of extreme priority."¹

Between February and May of 1977, through tripartite discussions, there was increased movement by Indian people toward the local control of child and family services in their communities. During this phase of discussions a specific service was recognized with respect to placement resource development. It stressed that "in keeping with the natural strengths of community cohesiveness and extended family support, the development of placement resources for all children requiring substitute care should be ensured within Indian communities."²

At a joint council of Chiefs, the Council of Elders,

1 Manitoba Indian Child Welfare Subcommittee Report, March, 1980, page 30.

2 Ibid.,

and the Executive Council meeting held March 3 and 4th, 1982 at Ottawa, Ontario, a synopsis of the presentation of the Department of Indian Affairs stated that a social services review indicated a definite problem in Indian child welfare.

The problems included inappropriate services, the lack of community control of Indian child welfare, and the need for special services. A major thrust of the Department of Indian Affairs was to ensure the provision of child and welfare services to Indian people, in particular, the reduction of Indian children in care, and the return of the children to their communities.

It was stated that the traditional and customary practices that once existed on Indian reserves were disrupted by agencies coming on reserves with programs which represented the values of the dominant society. Further, it was indicated that the lack of Indian involvement in the design and delivery of child welfare services would result in programming that is often culturally inappropriate.

An issue stated and relevant to this practicum was the lack of placement resource development, resulting in a shortage of adoption, foster, and group homes on reserves.

In March of 1982, Senior Court Judge Edwin Kimelman was appointed as the chairman of the review committee to examine the Manitoba child welfare system, particularly as the system related to the adoption and foster home placement of children of Indian ancestry. He stated that:

"For the past two hundred years, the children of Indians have been the innocent victims of a cultural war waged against them by society. Christian missionaries, Indian agents, school teachers, and politicians have all argued that Indian children must be taught to be something other than Indian, to be something they are not and can never be."3

There are issues in a new and developing agency which tend to impede the implementation of programs. These issues may include philosophical differences between staff members, varying levels of professional skill development and life experience, employee turnover, and limited accountability and organization in the programs and the components thereof.

Keeping in mind that historically Indian people have not had input into programs or services coming onto the reserves, the necessity of facilitating community involvement in program development cannot be overstated.

There are obvious differences in the economic base, employment potential, political orientation, and the administration of the nine reserve communities to which West Region Child and Family Services provides services. In any case, there was a necessity to review the precipitating factors resulting in children's admissions to West Region Child and Family Services Agency Care.

The intervention objectives of this practicum were:

- (a) To review the social histories and other available background information relevant to the admission of children into care since the agency inception date of August 16, 1982.

3 Kimelman, E. No Quiet Place, 1985

- (b) To determine the number of children who were registered to the West Region Child and Family Services member bands and were in the care of other child caring agencies, within and outside of the Province of Manitoba.
- (c) To develop the basis for a five year plan regarding the development of placement resources, as well as an ongoing assessment of placement patterns.
- (d) To develop an outline for a training program to facilitate the training and support of potential and existing placement resources in coping with special needs children and the stages of child development from birth to the age of majority.
- (e) To develop a set of standards and guidelines for placement resource development in the communities.

The learning objectives are:

- (a) To increase my knowledge base in terms of the legislation, the cultural dimension, and the actual needs in the communities for placement resources.
- (b) To enhance my learning and skills with respect to the formulation of social policy, program planning, and management.
- (c) To sharpen my skill in the area of evaluation so that I would be able to apply this knowledge to other program development areas within the agency.

Whittaker and Garbarino make reference to cultural relevance and ask whether child welfare services fit the

various racial and ethnic groups to which they are targeted, as well as the various physical, socio-cultural environments wherein the recipients reside.

During the time frame of the practicum, five communities were involved in the development of physical and emotional guidelines for the support and recruitment of placement resources.

The problem is the potential for the "drift" of children in foster care, notwithstanding the fact that Indian children are placed within their extended family, community of origin, and cultural linguistic area.

This practicum examines placement processes and the number of placements of each child admitted to the care of the agency between August 16, 1982 and June 30, 1985.

Chapter One will provide background information regarding the political and economic factors affecting the communities, and the historical interference by the church and the state.

Chapter Two will explore issues of culture and ethnicity with respect to the cultural application to native resource development. In addition, the theoretical basis for culturally appropriate programming will be established.

Chapter Three will describe the practicum method, procedures, and the evaluation design within the setting of West Region Child and Family Services.

Chapter Four examines the summary of findings, the number of children in care, physical standards, emotional standards, and the training needs.

Chapter Five will present the planning model used within the practicum and present the results of the evaluation.

Chapter Six will present the conclusion and recommendations, and the author's interpretation of how the planning and the evaluation process are linked.

The review of the literature for this practicum was an ongoing process which enabled the author to become more acquainted with the issues in foster care and all the areas that impact on the life of a child. The literature review encompassed child development, special needs and abused children, issues in foster care and adoption, culture and ethnicity, the Ojibway heritage, social administration, policy and evaluation, and a review of the social, legal, political, and historical milieu necessary to the successful development of a culturally relevant program.

CHAPTER ONE

IMPLICATIONS OF ECONOMIC CHANGE AMONG OJIBWA PEOPLES

The book, I Am An Indian, edited by Kent Gooderham, states that Indian people separated by language, culture, and geography are as different from one another as they are from the Europeans, Asians, and Africans.

For the purposes of this practicum, I concentrated on the Ojibway tribe to whom the West Region Child and Family Services Agency provides service.

"The Ojibway were one of the largest nations north of Mexico...At the peak of their power, they controlled almost all the territory from the Ottawa River to Lake Manitoba and south of the Great Lakes into what is now the United States."¹

The council of Three Fires was formed as a confederacy between three of the four Ojibway tribes, i.e. the Saulteaux, the Ottawa, and the Potawatomi. The Manitoulin Island was occupied by the Mississauga, the fourth Ojibway tribe.

An alliance was formed between the Ojibway and the French in the early fur trade, therefore, when the French were conquered by the English, the Ojibway were defeated as well.

The Ojibway were involved in wars with the Hurons and the Iroquois. In addition, Chief Peguis and his band formed an alliance with the Selkirk settlers and they defended the Scottish immigrants from other Indians.

¹ Gooderham, Kent, I Am An Indian, 1969, page 123

The constant battles of the Ojibwa people sapped their strength and left them scattered and poorly prepared for the economic changes that were to come.

A pervading theme throughout the literature indicates that changes in the economic base of the Ojibwa peoples had a drastic effect on the social disintegration within those communities.

In the book, Social and Economic Change Among Northern Ojibwa, subsequent to the signing of the treaties, Dunning refers to income being obtained from three main sources, which were (1) the sale of pelts at the nearest trading post, (2) welfare services from the "Dominion" government, and (3) wages for occasional labor in or near the reserve.

Dunning states that government assistance has shown a linear growth since 1881. A government agent was reported to have issued some small amount of foodstuffs to the Ojibwa at Berens River just six years after the signing of the treaty in order to avert starvation.

In the Ojibwa nation, political authority was vested in the senior man of a domestic group, based on his success and power. He was respected and under that system, Dunning refers to the economic relation of the giver-receiver being politically analagous to that of the leader-follower. Further, Dunning refers to generosity as being the manifest imposition of debt whereby the recipient was placed in a circumspect and responsive relation to the donor during all the period the gift was owing. One is led to conclude that this relationship had a powerful impact on the stability and

organization of the group.

As the supply of food diminished, the economic relations between the leaders and the people deteriorated.

Among the Ojibwa people, the number of domestic groups or trapping camps increased and the resident population on reserve demonstrated a pattern of exponential growth.

The increase and the concentration of Ojibwa people could not have occurred under the condition of the traditional hunting and trapping economy. The new economy, with forced dependence on routine government funding, has fostered the erosion of community cohesiveness and organization.

Economic development projects are unstable at the best with short term employment and inconsistent government funding being the norm. Elections every two years of the band administration undermine and circumvent long-range planning. The inherent political factions preclude a strong unity, and patronage can be a factor in the expedient handling of child welfare issues.

Dosman (1972) states that the treatment afforded the Canadian Indians and Metis excluded them from

"a creative role in the society and economy of the country. Indian businessmen, professionals, and white-collar workers, formed a minute percentage of the native population before 1960 and the social and political mechanisms maintaining dependence remained intact."²

In the following section, the author feels that it is important to go back in time to elaborate on the factors

2 Dosman, Edgar J. The Urban Dilemma, 1972, page 47

contributing to the disintegration of the community.

FACTORS CONTRIBUTING TO SOCIAL DISINTEGRATION

The mass influx of the white settler to western Canada brought about a dramatic cultural and physical differentiation between the Indian and white populations.

"Unquestionably, the introduction of an alien culture into these areas undermined the traditional culture of the Indian bands."³ In addition, the disappearance of the buffalo placed the Indian people into a dependent existence over one hundred years ago and they were forced into taking "treaty" through the Canadian Government.

Dosman, in an interview with Harold Cardinal, concurs with the statement regarding an alliance between the church and the state and the monopolies held on education and power respectively. The position of the church and the state was that the Indian youth had to be separated from the influences of the reserve, thus residential schools were established.

The children were lodged, fed, clothed, and kept separate from home influences. The essential role-modelling in the critical areas of emotional nurturing and traditional child-rearing were either interrupted or missed altogether, depending on the ages of the children when they were first sent away to school.

The complex situation facing Indian youth not allowed

3 Dosman, Edgar J. The Urban Dilemma, 1972, page 14

to speak their language nor practice any aspect of their culture in residential schools was further complicated when the youth returned to their people. Former patterns of communication had been virtually lost as had the patterns of teaching. The efforts of the residential schools to assimilate Indian youth into the mainstream society further widened the chasm between Indian youth and their families.

William Fielding Ogburn applied the approach of Scientific Positivism in his theory of social change. Ogburn's basic hypothesis of cultural lag states that

"changes in the material culture proceed at a faster rate than changes in adaptive culture - customs, beliefs, philosophies, laws and governments, and the result is continuous social maladjustment between the two types of culture."⁴

The general theme of the literature indicates that the disintegrated community is unstable whereby the associations centering around work, religion and other common interests are weak. Alcohol is often utilized as a tool to escape from one's problems. The hostility toward in-group members and outsiders is common and laws are frequently violated. The disintegrated community is commonly isolated both socially and geographically, which limits the use of positive supports and resources. The activities which violate the norms held by Eurocanadians within close proximity to the community or by the larger society spell social disintegration even if they have become a part of the lifestyle of that community.

4 Smelser, Neil, Sociology, 1967, page 702

The following characteristics which tend to coincide with social disintegration are: (1) cultural confusion, (2) extensive poverty, (3) a recent history of disaster, (4) widespread ill health, (5) rapid social change, (6) extensive migration, and (7) widespread secularization.

The severity of poor economic conditions and value conflicts within the communities further foster social disintegration.

Trends Within the Communities

Native people within the boundaries of West Region Child and Family Services Incorporated are increasingly demonstrating a powerful desire to provide resources "for their children."

The concept of kinship versus non-kin within the communities is becoming more clearly defined in terms of behavior and emotional support. The pattern of communal life has been weakened with less family cohesiveness and strength, however, there has been a strong and observable movement toward marriage within the band.

In Man's Image in Medicine and Anthropology, Galdston makes strong reference to the historical and social impact of white magic, medicines, and spells. The fundamental aim and function of Indian religion and magic was to protect the life and promote the well-being of society. Within the communities, Indian religion has been supported through the respect shown for the Creator, the honored elders, and the observance of traditional religious ceremonies. There is a gradual movement and increasing support through cultural

programs to this awareness.

Indian children are being exposed to cultural programs within the schools which are band-owned and operated. In addition, Indian children are encouraged to join their families by observing and taking part in traditional Indian ceremonies.

A long history of policy and legislation lies behind the conditions of extreme poverty, unemployment, and housing in which many Indian families live. Under these circumstances, even the minimum standards of material neglect used for the dominant culture may not be appropriate.

James Green stresses in Cultural Awareness in the Human Services, that social programs must be culturally responsive and implemented in the client's own community. Further, he stresses helping the client to identify and use those resources, while at the same time, monitoring the outcome of any intervention using criteria appropriate to the clients community and its expectations.

Green further adds that the client's own interests cannot be met if values and institutions indigenous to his/her background are ignored.

A review of the literature indicates that within the native culture, although the birth parents had an important role as the procreators of the society, the children belonged to the whole people, rather than just to the biological parents. The extended family, in addition to the adults or older children who had little or no blood relationship, often served as substitute parents.

The rationale for involving key people in the communities in the development of resources was to reinforce that the children historically were taken care of by members of the community and that no child was "an orphan."

CHAPTER TWO

CULTURAL APPLICATION TO NATIVE RESOURCE DEVELOPMENT

The contributing factors to the disintegration of the communities were discussed in the previous chapter, however, the author wished to stress an understanding of culture prior to discussing resource development. Oftentimes, culture is confused with (1) the intergenerational symptomology of poor economic conditions or (2) images as portrayed by the media.

The author wishes to add clarity by focusing on the sociological definition of "culture" and "ethnicity."

"I am afraid my culture has little to offer yours
But my culture did prize friendship and companionship
It did not look on privacy as a thing to be clung to
for privacy builds up walls and walls promote distrust
My culture lived in big family communities and from
infancy people learned to live with others."¹

An essential component of program development in an Indian agency must be the cultural appropriateness, therefore a comprehensive definition of culture is critical.

"Culture is defined as, simply: a way of life. Culture includes the customs, beliefs, traditions, mores, values, folkways, behaviours, language, as well as those symbols people acquire to give meaning to their lives and views of the world."²

Dr. Art Blue stated that there has to be a "conscious process of recognizing the unconscious activity of what is

1 Chief Dan George, My Heart Soars, 1974, page 40

2 Dr. Art Blue, Lecture Notes, October, 1985

culture. What is the structure of the culture...the unconscious ways?"

Kluckhohn, in Culture and Behavior, states, "Culture is not, strictly speaking, the visible act, the speech, or the product of these things. It is a way of thinking, feeling, believing. It is the knowledge stored up (in memories of men, in books and objects) for future use... patterns for doing certain things in certain ways, not the doing of them."³

Further, the World Book Dictionary defines culture as "the civilization of a given people or nation at a given time; its customs, its arts and its conveniences."⁴

Ethnicity further defines the differences between the various racial and cultural groups of people and the characteristics, language, and customs of each.

Anthropologist Frederik Barth (1969) argued that the categorical approach to the definition of culture overlooks the problematic nature of ethnicity in interpersonal behavior. He adds that in order to understand ethnicity, one must examine the values, signs, and behavioral styles through which individuals signal their identity in cross-cultural encounters.

It is then recognized that without a strong sense of Native identity, values and behaviors become reactive to the social situation and environment.

³ Kluckhohn, Clyde, Culture and Behavior, 1962, page 25

⁴ World Book Dictionary, World Book, Inc., 1983

"Ethnicity is to some degree, then a situational phenomenon, and it is this situational approach to the issue of cultural difference that would seem to be particularly useful in social services."5

James W. Green asserts that the identification of culturally relevant material is difficult and cannot be easily distinguished from social and psychological factors.

"In most cases, knowledge about one aspect of a culture such as child-rearing practices, cannot be thoroughly understood without the knowledge of all other aspects of the culture that interact with child-rearing including sex roles, status, religion, marriage, health and so on."6

The implication for this practicum is the search for strengths within the native culture which relate to the healthy parenting of children.

Green's position is that instead of focusing on the specific areas of Indian culture that the social work practitioner should know in order to be more ethnically competent, "the critical task is to identify those common elements among American Indians and other ethnic groups in our society which need to be considered in the delivery of service."7

In summary, culture may be observed at different levels. The pantheistic view of life, as referred to in the next section, has an appreciation and respect for all life forms. To illustrate the tribal aspect of culture a distinction may be drawn between the Ojibway as opposed to

5 Green, James W., Cultural Awareness in the Human Services, 1982, page 12

6 Ibid., page 181

7 Ibid., page 182

the examples of the Mohawk or the Navajo. Another aspect of culture is the degree to which individual bands observe and practice cultural activities. The familial aspect of culture, then, is the degree to which all of the aforementioned are incorporated into the belief system of any particular individual or family.

The Dilemma

A review of the literature strongly leans toward the fostering of human values in all areas of service delivery. Those values revolve around love, discipline, and guidance, which must be applied with the appropriate cultural variations with respect to effective parenting.

The dilemma occurs when one attempts to work cross-culturally. Green (1982) cautions that one must be cognizant of one's own values concerning cultural pluralism and whether there is a tendency to promote assimilation into the dominant society values or stress the maintenance of traditional cultural beliefs and practices.

Renate Andres states:

"fundamental to the conflict between cultural values of Indians and Caucasians, is an opposing philosophy of world view, held by either tradition. Traditional Indian religions teach and practice a pantheistic view of life. This view holds to the basic truth that man is a part of a delicate balance in a universe in which all life forms interrelate and interact. No part is more or less important than another, and man must live his life in such a manner that the balance is not upset."⁸

⁸ Andres, Renate, Ontario Indian, April 1981, page 36

"...The understanding to overcome the conflict of cultural value systems must evolve mutually."9

Andres acknowledges the fact that individuals who have abandoned their unique cultural identities have become absorbed into the dominant society.

Shirley Hill Witt writes in Nisnawbe News (1981) that many young Indians have been severed from cultural roots and with the cultural renaissance gaining momentum, these young people are seeking their origins. When origins are not retrievable, then the stereotypes come into play through many assumptions of Indian cultures as portrayed by the media. A research of the literature indicates that non-Indians tend to confuse the "culture of poverty" caused by poor economic conditions with the understanding of culture in its true sense.

"Canada's native people have special needs as a result of the nature and the manner of government policy toward them. The basic policy decision was to remove Indians from the land in order to make way for agricultural settlers from Europe."10

A major impact was felt by virtually all families who were separated from their children. The the structure and quality of family life were affected by problems of self-concept and identity. Natives were taught to regard their own culture as inferior and uncivilized.

Through observation and a review of the literature, it becomes evident that native culture is people-oriented where the sharing of resources is normative behavior. In

9 Andres, Renate, Ontario Indian, April 1981, page 46

10 Falconer, Nancy E. et al Preparing for Practice, 1983, page 184

the dominant society great value is placed on material security, whereas Indian children are taught to define themselves in terms of their relationships to people.

The importance and influence of the extended family on the life of the Indian child admitted to care must always be the primary consideration.

"At present, Indian/White relations can be characterized by conflict in cultural values when one refers to Indian culture. One must simultaneously perceive a traditional and historical value system, and the cultural change that has brought about the contemporary social disorganization that characterizes the lifestyle of Indians today."¹¹

Native families tend to be overwhelmed by the complexity of urban life, resulting in a large number of child apprehensions.

"Traditional native culture is much shallower in terms of organized skills and resources than the predominant culture or that of most immigrants. Therefore the people are more fragile socially in the urban setting where these skills are required. When families move to cities they often retain traditional values. For example, an individual with a job or an apartment is expected to share with his extended family, to the disapproval of the landlord."¹²

During the process of this writer's review of the precipitating factors with respect to the apprehensions of children registered to the West Region Child and Family Services member bands, there were incidences of children being apprehended in the urban areas due to the lack of parental support systems. Frequently the reasons stated for

11 Andres, Renate, Ontario Indian, April, 1981, page 36

12 Ward, Margaret, The Adoption of Native Canadian Children, 1984, page 45

the apprehensions included that of the parents leaving the children alone to fend for themselves.

"Non-Indian workers and court personnel have been exposed to a perspective of Indian life developed out of theories on "cultural poverty." Such theories deny the expression of characteristic resources, both material and spiritual, within Indian communities. Not only are the aspirations, behavior and resources of the Indian family neglected, they are denied expression and visibility as well. The strengths of Indian families are not explored and presented."13

In the context of this chapter and to give strength and effect to the rationale for the development of culturally appropriate resources, the author felt that it was necessary to present the argument of biological determinism versus cultural determinism.

"It used to be so simple when conventional wisdom spoke of 'racial traits'...by saying, for example, that blacks have 'natural rhythm', that Jews 'know 'money', that Orientals are 'inscrutable', or the American Indians are 'stoic'."14

The social scientists strongly refuted this view and insisted that our behavior is a combination of our training and our culture.

As a result, the pendulum swung from "biological determinism" to "cultural determinism."

The work of a number of psychologists, Daniel G. Friedman, for example, as acknowledged by Shirley Hill Witt, strongly indicates that the differences are apparent, often as early as birth.

13 Blanchard, Evelyn Lance et al, "What is best for Tribal Children? A Response to Fischler", Social Work, 1980, page 353

14 Witt, Shirley Hill, Nisnawbe News, Spring, 1981, page 7

Witt makes reference to her research and observation that from time immemorial, Indian babies, within days of their birth, were taught not to cry. If there was a hunt in progress, if enemies were in the area, or if the seventh cavalry was stalking, the whole tribe could be placed in grave danger, should the baby cry.

It is not known whether training babies not to cry was universal among Indian groups or if it is still practiced, however, the method is as follows: When the newborn begins to cry, place the hand over its nose. The mouth must now be used for breathing, not vocalizing. Take the hand away. If the baby cries again, repeat.

Friedman then tested a group of racially different babies for this "defence reaction" and found that while the Chinese and Navajo babies accepted the cloth pressed up their noses and began backbreathing through their mouths, Anglo and Black babies fought by swiping at it and struggling to get it away.

Witt makes reference to another study where a group of Anglo mothers who wanted to raise their babies on Navajo cradle boards gave up in failure: apparently the babies howled so persistently that they were off the tightly wrapped board in a matter of weeks.

The validity of the findings of Friedman et al remain to be seen. However, if the inference is obvious, then there are long term implications as these babies approach adulthood.

To summarize, the discussions of biological determinism versus cultural determinism, culture ethnicity and cross-

cultural encounters have been presented to give the reader a sense of the conceptual complexity of the aforementioned aspects.

Theoretical Orientation for Program Development

The utilization of theory in this practicum was for the purpose of stimulating inquiry and providing the framework in which the program was developed. The ecological perspective of general systems theory has been utilized due to its relevance and believability in the context of community-based and culturally appropriate program development.

"Social anthropologists have in general been committed to the idea that they are examining 'societies', 'social structures' or 'cultures' which operate in some sense as functioning whole, as 'systems', as 'boundary-maintaining units'."15

Levi-Strauss goes on to say that in discussing the "contemporary" situation, field workers tend to drop the holistic approach and prefer to talk in terms of social relationships.

The ecological perspective of general systems theory "ensures that the entire process of planning for a community is rooted in the realities and needs of the community."16

Compton and Galaway maintain that

15 Levi-Strauss, Claude, Exchanges et Communications
Melanges Offerts, 1970, page 437

16 Compton, Beulah and Galaway, Burt, Social Work
Processes, 1979, pages 112-113

"the systems theory offers a conceptual framework that shifts attention from discrete units (by those units either individuals or social groups) and their characteristics to the interaction and inter-relatedness of units."17

In keeping with the systems theory base, when a society is under attack it begins to break down. Further, the members and the relationships begin to break down as well. It is, therefore, critical for a social worker who routinely deals with the individual and family problems to have an understanding of the social and economic health of the community.

As the information in the methods chapter will indicate, it will be realistically necessary to review: (1) the reasons why children come into care, (2) the factors contributing to these admissions and (3) the community issues.

With respect to the viable development of a solid pool of placement resources, there is great importance in planning services based on the sound assessment of individuals, families, and environments.

These aspects have to be recognized in the context of planning placements in the best interests of the children. In any case, if intergenerational family conflicts have not been satisfactorily resolved, then the placement of a child within the extended family or within the community could be unsafe and interfere with his/her life potential.

In assessing family functioning, it becomes important,

17 Compton, Beulah and Galaway, Burt, Social Work Processes, 1975, page 61

therefore, to examine the relationships of the family in question with its extended family.

Cultural Elements That Should Direct Permanency Planning

Native family life is organized around the extended family where aunts, uncles, cousins, and especially grandparents are all close and meaningful to the child.

"The native culture has traditionally assigned an important role to the extended family in child-rearing, and the family has often served as the major instrument of accountability."¹⁸

In the absence of a viable permanency plan for children in care, there is the strong risk of that child running "adrift" in foster care (see appendix V with respect to Richard Cardinal).

Maluccio and Fein propose the following definition which is basic to the development of a five year plan:

"Permanency planning is a systematic process of carrying out a set of goal-directed activities to help children live in families that offer continuity of relationships with nurturing parents or caretakers and the opportunity to establish lifetime positive relationships."¹⁹

It is recognized that the important people in children's lives may also include numerous relatives. The extended family provides a wide range of modelling resources as do the biological parents.

Evelyn Lance Blanchard and Russell Lawrence Barsh argued that the Indian family is approached by non-Indian

¹⁸ Ward, M., The Adoption of Canadian Indian Children, page 46

¹⁹ Maluccio and Fein, (1983a: 197)

protection workers as if it existed in a cultural and historical vacuum. A popular notion is that the Indian and his culture are coated in resin, in space and time, and the attitude as to where he fits in the present day world is unclear.

A central weakness in the non-Indian child welfare system is the lack of cultural continuity and support provided to Indian children. In this writer's opinion, there is a danger that this weakness can be replicated in the Indian child caring agencies unless staff possess good clinical skills, empathy, and caring.

A community-based approach that could be used to strengthen the cultural and spiritual life of Indian families and youth might, for example, be based on the participation and companionship of family and community members. It could also include the use of story-telling in the oral tradition which can contribute to an understanding of Indian history and world-view. Indian elders would have a vital and central role in the Indian child welfare system.

The use of the Indian language is an essential part of an Indian-controlled child welfare system. Language is the key to culture and can contribute greatly to the positive self-identity of Indian children. Indian language can link Indian children, families, and communities closer together and provide a readily accessible environment for Indian children.

"If well planned and managed, an experience in an alternate living structure can be therapeutic and supportive of the child's emotional and social development and beneficial to the parents as well.

Recognizing a child's need for continuity or relationships and stability within a safe and nurturing environment, planning for placement must involve the child's family and other significant people in his/her life."20

Foster care in an Indian child caring agency involves a complex continuum of service. The development of a case plan and decisions for placement include key people in the communities and the agency in the forum of committee meetings. The extended family and the birth parents/caregivers are included in this process whenever possible. Cultural appropriateness is then one aspect of many in the area of foster care.

The ecological perspective of general systems theory ensures that the development of the program is sensitive to the needs of the child in relation to his/her extended family and the community. The individual and the family system have to be observed in the community context. Perhaps the child's immediate or long term needs cannot be met within the community, given the existing resources. This has implications for development in collateral community-based programs.

20 Brown, June H. et al, Child, Family and Neighborhood, page 34

CHAPTER III

Practicum Methods and Procedures

The setting of the practicum was with the West Region Child and Family Services Agency which evolved as a result of the signing of the Canada-Manitoba-Indian government (tripartite) agreement on the 22nd day of February, 1982. There were nine member bands in the West Region Tribal Council area and the tripartite negotiations surrounding the development and signing of the subsidiary agreement gave force and effect to the tripartite agreement. The tripartite agreement was consistent with Child Welfare legislation, allowed for the input from the member bands as to how child and family services should be delivered in the communities, as well as the agreement being a requirement for federal funding.

West Region Child and Family Services Incorporated has an administrative office in Dauphin, a head office at Keeseekoowenin Band and nine sub-offices located at each of the member bands (see appendix vi for the map of the area served).

All programs are administered centrally for the purposes of monitoring all referrals, caseloads, and the consequent follow-up. The Agency employs one Executive Co-ordinator, Supervisors for the Child and Family Services Unit (mandated services), and the Prevention Resource Unit (preventative and supportive resource development), the Child and Family Services Workers, the Prevention Resource Workers, the Foster Care and Adoption Co-ordinator, the

For reasons of accountability and to determine that the local committees are being utilized in case planning, regular supervision sessions are held with the following individuals present: the Executive Co-ordinator, the Child and Family Services Supervisor, the Child and Family Services Worker and the Band Worker for the respective bands.

On September 17, 1985, West Region Child and Family Services Incorporated was granted the Provincial Mandate through order-in-council to deliver all Child Welfare Services as stated in the act.

The mandate lies with the Agency Board of Directors composed of nine chiefs. The responsibility for all decisions lies with the Board and it is the responsibility of the Executive Co-ordinator to ensure that programs are delivered consistent with the provincial legislation and with the needs of the communities. The formal reporting procedure to the Board is within the forum of regular Board meetings.

With West Region Child and Family Services Agency approval, the author has chosen to develop the placement resource program. The specific focus for the practicum was the foster home program. It should be noted that simultaneously, the author was responsible for the co-ordination of the adoption program, the repatriation program and alternate care resources.

Definition of the Problem

The problem was defined as the potential for the

"drift" of children in foster care unless planning was in place for each child.

In the absence of planning, an "ad hoc" approach to child placement may evolve based on the following assumptions:

- (a) All extended family placements will succeed.
- (b) The placement must be on the home reserve.
- (c) A native child may experience several moves as long as it is within the extended family.

When regarded in isolation, the foregoing has the potential of oversimplifying the process of child placement and overlooking critical treatment issues.

If separation from natural parents is the last alternative, then the Agency and the communities must plan on an ongoing basis to minimize the disruptions for the child. This underlines the need for the recruitment of placement resources that have the potential to deal with separation issues, behavioral problems, and the normal developmental stages of children. Further, children who have been removed from a range of abusive situations will require foster parents with special skills and an understanding of the reasons for specific behaviors.

The subsidiary agreement for West Region Child and Family Services at the Agency inception date of August 16, 1982, stated the placement guidelines for the placement of Indian children. The placement guidelines were listed as follows:

- (a) Extended family regardless of residence.
- (b) The home reserve.

- (c) The West Region Tribal Council area.
- (d) The Ojibway and Cree cultural linguistic area.
- (e) The Indian community of Manitoba.
- (f) If all of the aforementioned options have been exhausted, then the Non-Indian community of Manitoba.

At a Board Meeting of all the West Region Tribal Council Chiefs on May 5, 1983, the resolution was passed to omit (f) as an option. Without resource programming and development in place, the implications of the foregoing guidelines will be that of moving down to (d) and beyond. The West Region Child and Family Services committees at the community level, will have the potential of being minimally involved in the planning for children in the care of other Agencies and available for placement. The goal of this practicum proposal was to facilitate the development of a "solid pool" of placement resources.

Operationalization of Objectives

In this section, the intervention and the learning objectives of the practicum have been expanded to include the major activity under each objective. In addition, the tasks are listed which were necessary to the completion of the objectives.

The intervention objectives as stated on pages 3 and 4 were prioritized in order to formulate a picture of the volume of children in care registered to the West Region Child and Family Services member bands and the particular needs of these children.

A. To review the social histories and other available background information relevant to the admissions of children into care since the agency inception date of August 16, 1982.

Major Activity: The review of (1) the reasons why children come into care i.e. neglect, abandonment, (2) the factors contributing to why the children come into care, i.e. parental alcoholism, and (3) the problems that families face which eventually result in the breakdown of the family, i.e. the cycle of violence.

Tasks:

(1) The review of the children in care cardex system and the corresponding ward care and family service files.

(2) The systematic documentation of the following information:

(a) the sex of the child

(b) the age at admission

(c) the legal status of the child

(d) the reason for admission

(e) the number of substitute care resources

(f) the type of placement - was it in line with the placement protocol?

(g) the total length of the child's stay in placement

B To determine the number of children who are registered to the West Region Child and Family Services member bands and are in the care of other child caring agencies, within and outside of the Province of Manitoba.

Major Activity: The forwarding of a letter to all child caring agencies in Manitoba (see appendix vii) requesting the names of all the children in the care of other agencies but registered to the West Region Child and Family Services member bands.

Tasks:

- (1) The corresponding review of incidental service files and miscellaneous file material.
 - (2) The review of all the maintenance billings from the agency inception date to June 30, 1985.
 - (3) The review of interprovincial correspondence.
 - (4) A verbal request made to band membership clerks as to their record of children on the "A" list as opposed to the children in actual foster placement.
 - (5) A verbal request made to all participants at community-based workshops for the names of children to be located.
- C To devise a five year plan regarding the development of placement resources as well as an ongoing assessment of placement patterns.

Major Activity: To review the Provincial foster home standards compiled in draft form in 1981 and the foster home standards developed by Dakota Ojibway Child and Family Services.

Tasks:

- (1) The development of an overview presentation of foster care to the Child and Family Services Committees and to both new and experienced foster parents in each of the communities.
- (2) The review of directive #18 with respect to the procedures for the placement of Indian and Metis children (reviewed with the committees).
- (3) The review of foster home files for the purposes of discerning if and why a child(ren) was moved.
- (4) The review of the monthly statistics and the cardex

system to determine the foster home activity, i.e. openings and closings, the inquiries, the range or requests and the homes to be reviewed and licensed.

D To develop an outline for a training program to facilitate the training and support of potential and existing placement resources in coping with special needs children and the stages of child development from birth to the age of majority.

Major Activity: The review of training programs in existence and prepared by Dr. Vera Fahlberg, Patricia Ryan, and Kishawehotesevin: A Native Parenting Approach (see List of References) and a training course from CAS of Western.

Tasks:

- (1) The prioritization of training needs based on the predominant reason for children coming into care.
- (2) The training needs identified based on the needs assessment of responses from participants at the community workshops.
- (3) The development of the format for the training program, the resource materials, the budget, the target groups, the visual aids and the projected date of implementation.
- (4) The soliciting of support from the Agency management for the implementation.

E To develop a set of standards and guidelines for placement resource development in the communities.

Major Activity: To review the foster home standards as indicated in objective (c) and the development of community-based physical and emotional standards for the licensing of foster homes.

Tasks:

- (1) The development of an overview presentation of

Provincial standards to the Child and Family Services Committees and to new and experienced foster parents as to (a) what is realistic in terms of physical standards in the communities and (b) the desirable emotional standards.

- (2) The ratification of the foregoing standards by the Agency management, the respective Child and Family Services Committees and the Chief and Council.
- (3) To combine these community-based guidelines into a written manual.

The learning objectives as stated on page 4 were:

A To increase my knowledge base in terms of the legislation, the cultural dimension (specifically readings in anthropology and history) and the actual needs in the communities for placement resources.

Major Activity: A review of the literature pertaining to federal and provincial legislation, band by-laws and available information on the Ojibway heritage.

Tasks:

- (1) The scheduling of meetings with professionals in the field of permanency planning, adoptions for their recommendations for readings and selected articles.
- (2) To meet with the Cultural Education Researcher at West Region Tribal Council for input and suggestions as to selected readings.

B To enhance my learning and skills with respect to the formulation of social policy, program planning and management.

Major Activity: A review of the literature in the social administration stream.

Tasks:

- (1) To review literature regarding program development.
- (2) To review literature regarding program management.
- (3) To review literature with respect to the formulation of social policy.

C To sharpen my skills in the area of evaluation so that I will be able to apply this knowledge to other program development areas within the Agency.

Major Activity: A review of the literature regarding evaluative techniques.

Tasks:

- (1) To determine if the program can be evaluated, for whom and for what purpose i.e. does the organization approve of the evaluation?
- (2) To evaluate the objectives regularly to review new information and eliminate the objectives if they are no longer applicable to the Agency organization.

Figures I and II as referred to in appendix ix indicates the intervention and the learning objectives. The positions and responsibilities of individuals in the administration structure are delineated in the completion of tasks.

Time Sequencing of the Operationalization
of Objectives and the Related Tasks

The following may be referred to between pages 32 and 37. The table indicates which task under each objective was/ was not completed and the reason why. This procedure is central to the utilization of the formative evaluation process which is addressed in Chapter Five.

A. Intervention Objectives and Completion:

Objectives	Time Frame	Task(s) Completed	Task(s) Not Completed
(A) Page 30	February 28 to June 30, 1985	Task 1 Task 2	Nil
(B) Page 31	February 28 to June 30, 1985	Task 1 Task 2 Task 3 Task 5	Task 4 unable to meet with key individuals at each band
(C) Page 32	February 28 to June 30, 1985	Task 1 Task 2 Task 3 Task 4	Nil
(D) Page 32 to 33	February 28 to June 30, 1985	Task 1 Task 2 Task 3	Nil
(E) Page 33	February 28 to June 30, 1985	Task 1	Tasks 2 and 3 unable to meet with key people in the process

B. Learning Objectives and Completion:

Objectives	Time Frame	Task(s) Completed	Task(s) Not Completed
(A) Page 34	February 28 to June 30, 1985	Task 1 Task 2	Nil
(B) Page 34	February 28 to June 30, 1985	Task 1 Task 2 Task 3	Nil
(C) Page 35	February 28 to June 30, 1985	Task 1 Task 2	Nil

C. Specific Activities:

The following activities complemented the completion of the practicum to ensure that it was in line with other programs within the Agency. The process involved the inclusion of Agency management, senior staff, indigenous workers, committee members, and a cross-section of community participants when possible and applicable.

Activity #1

Program Planning Session

Date(s)

March 7, 8, and 9th, 1985

Resources Met With

Agency Management

Senior Staff

Indigenous Workers

Purpose:

To review the working model of the Agency by examining each program individually. This was established by reviewing the achievements of each program during the past year, identifying new initiatives and establishing key result areas and the tasks necessary to their completion. In addition, this process was utilized to facilitate the further development of programs and their relevancy to the communities and to one another.

Activity #2

Review of Directive #18

The process was carried out by reading aloud Directive #18 with the following workshop participants and discussing points of clarification.

<u>Community - Date</u>	<u>Persons in Attendance</u>
Band H - March 15, 1985	10
Band B - March 21, 1985	11
Band F - April 16, 1985	8
Band D - April 18, 1985	10
Band E - July 11, 1985	9

Purpose:

To educate the Child Welfare Committees, with representation from the Chief and council and with foster parents in attendance, the implications of Native Child Placement procedures as stated in Directive #18. Further, to encourage the participants to critique the information prior to it becoming a regulation.

Activity #3

Overview presentation on foster care and the Community-based standards for licensing. This process was operationalized in five communities and will be further explained in Chapter Four.

<u>Community - Date</u>	<u>Persons in Attendance</u>
Band H - March 15, 1985	10
Band B - March 21, 1985	11

Band B -	May 21, 1985	6
Band H -	June 3, 1985	15
Band D -	June 18, 1985	25
Band F -	June 25, 1985	7
Band E -	July 11, 1985	9

Purpose:

To review the licensing process and to develop community-based emotional and physical standards for licensing in keeping with the Subsidiary Agreement.

Further, there were difficulties in recruiting on-reserve foster homes and one reason that had been given by communities in general was that the provincial guidelines that were developed in 1981 were promoting standards that were too high and unrealistic for the reserves.

Activity #4

Distribution of Foster Parent Questionnaire. The results of the questionnaire pertaining to Foster Care have been commented on in Chapter Four. The questionnaire is included in the appendices.

<u>Community - Date</u>	<u>Questionnaires Completed</u>
Crane River - Sept. 18, 1985	20
West Region Child and Family Services Annual Meeting.	

Purpose:

-To review the degree of comfort with the West Region

Child and Family Services foster care program.

- To review support issues and worker contact.
- To review issues surrounding the program for discussion.
- To review issues discouraging foster home recruitment.
- To review the validity of the development of local and regional foster parent support groups.

There were simultaneous and complementary activities carried out which are summarized as follows:

D. Simultaneous Activities:

The following activities were carried out along with the activities specific to the practicum. The adoption program and the repatriation program share the same philosophical basis as the foster care program.

<u>Program</u>	<u>Date(s)</u>	<u>Resources</u>
Adoption	March 20, 1985	Bill Hart, Adoption Specialist Community Services
	March 31, 1985	Support Staff (file review)
	April 1, 1985	Unit Supervisor, Agency Director
	April 4, 1985	Unit Supervisor
	April 12, 1985	Unit Supervisor
	April 21, 1985	Self-review of 1979 Adoption Standards
	May 7, 1985	Meeting with the Provincial Mandate Review Committee

Purpose:

The purpose of this activity was in keeping with this writer's job description. The particular tasks were prioritized as follows:

- To review the files to determine the volume of adoption inquiries since the Agency inception date.
- To develop the goals and objectives for the adoption program based on the placement protocol for Indian children as stated in the Subsidiary agreement.
- To review the format of the traditional agency in terms of record keeping and filing.
- To incorporate the physical and emotional standards for licensing of foster homes into the criteria for the recruitment of adoption homes.

<u>Program</u>	<u>Date(s)</u>	<u>Resources</u>
Repatriation	March 13, 14, 1985	Support Staff (file review)
	March 25, 26, 1985	Self-development of goals and objectives
	March 31, 1985	Self-development of a budget for the program
	April 1, 1985	Agency Director and Unit Supervisor
	May 2, 1985	Vladimir Ilnyckj - Child and Family Support Branch
	May 31, 1985	Unit Supervisor - Accomplishment of short term objectives for the repatriation program
	June 7, 17, 1985	Self-Administrative duties

Purpose:

The purpose of developing simultaneous objectives for the repatriation program was to complement the needs assessment in the development of the foster home program.

- The review of files to ascertain the volume of inquiries regarding children registered to West Region Child and Family Services member bands and placed for adoption both within and outside the Province of Manitoba.
- To determine how many children
 - (1) experienced adoption disruptions and breakdowns
 - (2) made their way back to their communities of origin
 - (3) were assisted by the West Region Child and Family Services agency in the repatriation.
- To determine the needs of these children for support mobilization and resources.
- To prepare a budget for the projected needs of these children.

E. Ongoing Activities:

<u>Program</u>	<u>Date(s)</u>	<u>Resources</u>
Foster Care Education	March 5, 1985	Representatives from Manitoba Foster Parents Association Foster Care Co-ordinators Representatives from Red River Community College Representatives from Child and Family Support

Purpose:

The purpose of the establishment of an accredited foster parent training certificate course through the respective community colleges in the Province of Manitoba was for the long range goal of making the course available to all foster parents.

Further, the purpose was to gain a representative view of the critical training needs for foster parents and to review the agency training needs and collate the common issues for a series of introductory courses. For the benefit of the West Region Child and Family Services Agency, a major objective was to incorporate issues for Indian foster parents into the training package.

The review of the practicum process was carried out between this author and her **Advisor** and the committee from March 2, 1985 to June 28, 1985. This has been included in appendix X.

The ongoing review of the literature involve meetings with experienced personnel in the field of child placement. In addition, a cross-section of individuals and reading resources were utilized to address the many issues inherent in community-based and culturally appropriate programming. The specific resources consulted have been included in appendix X.

Table 4.1 is the summary of findings based on the actual reviews of each child admitted to care in each community..

TABLE 4.1 SUMMARY OF FINDINGS

Band	Number of Males	Number of Females	Predominant Reasons for Admissions	Mode: Age	Average Number of Placements	Average Length of Stay in Placements
A	3	5	:at request : of birth : parent : neglect	3	1.4	:6 weeks
B	12	11	:conditions : re birth : parents - : alcohol : abuse : abandonment : neglect : sexual abuse	16	1.9	:10 months
C	14	10	:conditions : re birth : parents - : alcohol : abuse : abandonment : children out : of control	16	1.37	:5.5 months
D	21	31	:conditions : re birth : parents - : alcohol : abuse : abandonment : abuse : neglect	2 4 13	1.69	:7 months
E	3	6	:conditions : re birth : parents - : alcohol : abuse : physical : abuse : children out : of control	4 14	1.23	:13 weeks

continuation of
TABLE 4.1

SUMMARY OF FINDINGS

Band	Males	Females	Admissions	Age	Placement	Stay
F	16	11	conditions	1	1.96	3 months
			re birth			
			parents -			
			alcohol			
			abuse			
			children			
			beyond			
			control of			
			parents			
G	13	12	conditions	2	1.64	6 months
			re birth	3		
			parents -	6		
			alcohol	16		
			abuse			
			children			
			beyond			
			control of			
			parents			
H	11	3	conditions	15	1.42	7 months
			and conduct			
			of birth			
			parents -			
			children			
			beyond			
			control of			
			parents			
			delinquent			
			activity			
I	NO CHILDREN ADMITTED TO CARE BETWEEN					
	AUGUST 16, 1982, AND JUNE 30, 1985					

The children in care tables indicate the breakdown of data band by band and are included in appendix XI. This author discovered that the needs assessments of child admissions band by band resulted in more meaningful interpretation than the information presented in Figure I.

With the exception of Band H, there was no significant variation in the admissions of males and females in the bands reviewed. The predominant reasons for child

admissions were neglect, abandonment, abuse and the conduct/ conditions of the birth parents. With the older age groups there were incidences of child admissions due to the child's behavior ie. out-of-control, delinquent activity.

The mode age for child admissions was from the 0-4 and 13-17 age group overall. The results from Band G indicated the inclusion of the mode age of 6 years.

The average number of placements varied from 1.4 to 1.96 per child. This process was capable of flagging multiple placements. There was no distinction in the age groups of children moved in excess of twice. The replacements of younger children were often a result of the demands placed on foster parents in assisting the children with the crisis of separation from birth parents. The older age group ie. 13-17 years were often replaced in care to adjustment problems in responding to the parenting styles and expectations of the foster parents.

The summary of findings indicate the stay in foster care as being short term overall. In reviewing each band where children were returned home during the practicum process, the length of placement varied from three days to sixteen months.

There were less concentrated incidences of children coming into care between the ages of 5 to 9 years. By comparison to the preschool, pre-teen and the adolescent group, the school age child required less maintenance and there was more desire to foster children in this age group. A review of 63 foster home inquiries, applications and approved homes indicated that in only 10 cases where foster

parents were making a request to foster children not related to them, the stated age preference was for children from 0-10 years.

The process most relied upon was that of the committee identifying possible placements for the children and the potential foster parents being approached by the worker on that basis.

The outline for the training module entitled "Child Development" was partially developed in response to the documented needs of children coming into care as indicated in the "Child in Care" tables. In addition, a review of file information supplemented by this author's experiential knowledge surrounding the admissions of particular children, resulted in a number of factors and findings which were deemed significant to the Child Development Module.

The basic survival needs ie. food, clothing, shelter were applicable to all age groups. With children coming into care because of protection concerns, the behavior resulting from early childhood deprivation required "attending to" in all age groups.

Although not predominantly evident in the findings, the issue of "refusal to thrive" was seen to be an important training issue. Fetal Alcohol Syndrome was suspect in situations where parents were abusing alcohol. The resulting developmental delay was more obvious in the 0-4 and 5-9 age groups. With the older age group, it was more difficult to differentiate between behavioral problems and the developmental delays precipitated by Fetal Alcohol Syndrome.

The majority of children who were victims of sexual abuse (as opposed to physical and emotional abuse) fell within the pre-teen and adolescent age groups. In many instances, this writer could only conjecture that sexual abuse had occurred in the younger age groups as actual disclosures were more prevalent in the older age groups. Issues for foster parents were addressed in the "Fostering Sexually Abused Children" module.

Difficulties more specific to adolescents were emancipation issues and delinquent activity. Incidences of gas sniffing and experimentation with alcohol were more evident in the 10-13 and 14-17 age groups. Occasionally suspicions of gas sniffing occurred with the 5-9 age group if older siblings had been involved.

It is therefore incumbent on foster parents to be capable of addressing deficits in the child's development and nurturing needs. Further, the training module entitled "Child Development" addresses sequential stages of development. This is in line with the subgoal of developing permanency plans for children through the appropriate education and support for foster parents in maintaining the placement.

Another important aspect is the exposure of committee members to the aforementioned training to assist them in making informed decisions about recommending a child for a particular home. The training is seen to be critical on an ongoing basis as the attrition rate of committee members who influence placement decisions vary from band to band. Therefore, new members replace former members.

The training module "Fostering Children From Alcoholic Families" attempts to address the issue of the special needs specific to the children coming into care from alcoholic homes. Also, it may assist foster parents in understanding the behavior of natural parents who have fallen into a dysfunctional lifestyle for a variety of reasons including the lack of positive parental role models and a missed childhood experienced through the weighty responsibility of caring for younger siblings in the absence of functional parents. For clarification, although the foster parents may not have had children in care or had problems with alcohol themselves, the module is seen to be of benefit.

During the time frame of the practicum, the readmissions were as outlined:

TABLE 4.11

CHILD READMISSIONS

Band	:	Total # of	:	Readmissions
	:	Admissions	:	
A	:	8	:	0
B	:	23	:	0
C	:	24	:	0
D	:	52	:	3
E	:	9	:	3
F	:	27	:	3
G	:	25	:	1
H	:	14	:	2
I	:	0	:	0

The percentage of readmissions to care varied from 0% to 33 1/3%. Contrary to the expectations of this author, through the number of voluntary placements overall, there was not a significant number of child readmissions. The Agency had little control with a voluntary placement as to when the parent(s) decided to terminate the agreement. On one hand, a relatively short stay in foster care is preferable, particularly with younger children. On the other hand, if children appear to be returned home precipitously with an incomplete intervention with the family, then there appears to be a significant likelihood that the children may be readmitted to care in subsequent years.

The conditions/conduct of the parents contributed to the following admissions band by band. Table 4.12 outlines the number of admissions due to parental conduct.

TABLE 4.12

REASONS FOR ADMISSION

Band	Total # of Admissions	Admissions due to Parental Conduct
A	8	8
B	23	18
C	24	18
D	52	44
E	9	6
F	27	21
G	25	18
H	14	8
I	0	0

The admissions due to the parental condition varied from 57 to 100%. The above admissions did not include (1) placements in group homes, (2) repatriated children, (3) children beyond the control of parent and (4) children transferred in from other agencies.

There was no significant variation in the number of males as opposed to females admitted to care.

The documented reasons for children being moved were as follows:

- (1) A decision made by the child welfare committee for an alternate placement.
- (2) The rates were not high enough.
- (3) Interference in the placement by extended family/birth parents.
- (4) The foster parents were not given sufficient background information and were not prepared to deal with the behavior, thus requesting the child's removal.
- (5) The foster children being disciplined inappropriately in the foster home.
- (6) The foster children sexually abusing the birth children in the home and the reverse.

The local child welfare committees were utilized as the basis for the majority of placement decisions, however, due to a conflict ie. blood related to the foster family under consideration, the committees were not always forthright with the background information of a potential foster home. The aspects overlooked were the family's ability to

resolve conflict constructively and their expectations concerning their roles as foster parents and the needs of the child.

In special instances, the needs of the parent were focussed upon rather than the needs of the child. Child placement was utilized as an intervention to encourage the parents to stop abusing alcohol. The parents were able to maintain sobriety for the length of time specified ie. 3 months, 6 months (in the majority of cases) to ensure the return of their children.

An observation by this writer was that the symptomology was being treated rather than the underlying causes. The following questions should have been addressed in collateral program areas:

- (1) What precipitating factors were causing the parents to abuse alcohol?
- (2) What family supports and other positive options were available to encourage sobriety?
- (3) What supports were available to assist the children and the foster parents in their understanding of the birth parents/caregivers' abuse of alcohol?

The following table indicates the number of children band by band who were moved more than once while in care from August 16, 1982 through to June, 1985.

TABLE 4.13

CHILDREN MOVED IN FOSTER CARE

Band	Total # of Child Admissions	# of Children Moved More Than One Time
A	8	3
B	23	14
C	24	6
D	52	26
E	9	3
F	27	10
G	25	13
H	14	5
I	0	0

The percentage of children moved in foster care varied from 25 to 68% across the different bands. In reviewing the child in care tables, out of 182 admissions, 61 children were placed with extended family with 32% being moved more than one time. Under the Social Services Administration Act (1981), extended family placements did not require licensing. This allowed for assumptions to evolve about the quality of the placement. If there were inter-generational conflicts or a chronic history of alcoholism and abuse, the absence of an assessment allowed issues such as these not be addressed, thus placing the child at risk.

The factors influencing the children's admissions to care and their replacement in foster care were reviewed for the purposes of developing the foster care program in accordance with the overall service plan for the Agency.

In the following table, the reasons for the children coming into care, the individual parental factors and issues necessitating child placement and community issues are broken down into their respective categories.

The following table is to be read vertically rather than horizontally. The individual factors/issues and the problems of families in the communities can be viewed interchangeably.

TABLE 4.14

PRECIPITATING FACTORS IN CHILD PLACEMENT

<u>REASONS</u>	<u>:FACTORS/ISSUES</u>	<u>:PROBLEMS OF FAMILIES</u>
Neglect	:Lack of Parenting : Skills :	:Single Parents :
Marital Problems	:Lack of Communication :	:Marital : Breakdown :
Alcohol Abuse	:Unemployment :	:Lack of Education :
Out-of-Control	:Lack of Positive Role : Models :	:Lack of Support :
Abused	:Parents Also Abuse : Victims :	:Cycle of Violence :
Abandonment	:Poor Life Skills :	:Lack of Food, : Housing :
Teen Pregnancy	:Lack of Preventative : Programs :	: :
Young Offenders	:Welfare/Helplessness :	:Lack of Activities :
Runaway	:Financial Difficulties :	:Clothing Needs :
Medical	: :	:Politics Interfering : in Services :

Issues in Foster Home Recruitment

An obstacle most often perceived by potential foster parents was that their homes would not meet the physical requirements designated in the provincial standards. Therefore, as indicated in the process followed in the methods chapter, physical standards for licensing were developed. Simultaneously, emotional standards were developed as well with participation from foster parents, committee members, community members, and prevention resource workers in five out of a total of nine communities.

The theme utilized by this author beginning in March of 1985 was "foster homes are alternate care resources for the best interests of children." It was further explained that the birth family is regarded as the primary unit for the nurturing and acculturation of children. However, when the child is not protected in this environment, then he/she must be placed in an alternate, safe, nurturing family setting. The foster home must also be a place of safety with a defined purpose.

The session goals were:

- (1) a group exercise with respect to the desirable qualities of foster parents.
- (2) a group exercise of the desirable family structure and qualities to consider when placing children.
- (3) a group exercise regarding the foster parents' ability to provide basic needs.

The physical and emotional standards were derived by verbal participation on the part of foster parents, committee members, community members, and prevention and

resource workers. As recorded in the methods chapter, the number of participants in the respective communities varied as did the level of participation. The standards were recorded by this author on a flip chart and then were documented in point form.

As a follow-up to the sessions, the Child Welfare Act, Directive 18 (Native Child Placement Guidelines) and the Social Services Administration Act (1981) were reviewed as a frame of reference.

The Standards were as follows:

Physical Standards

The common definition of physical requirements for the licensing of foster homes on reserve was as follows:

- (1) The provision of basic food, clothing and shelter
- (2) Firearms to be stored separately under lock and key
- (3) A good level of sanitation both indoors and outdoors
- (4) Cleaning agents should be kept up high
- (5) The installation of functional smoke detectors and fire extinguishers in each foster home
- (6) Assurance that first aid kits are in the home
- (7) A quiz for foster parents and the children in care as to what they would do in the case of fire

Emotional Standards

The common definition of emotional standards for the licensing of foster homes was as follows:

- (1) Foster parents should be people who are warm, loving, and caring
- (2) Reliability and responsibility

- (3) Individuals who do not abuse alcohol and drugs, and alcohol use is not a part of the everyday lifestyle
- (4) A stable home environment
- (5) Stable personal relationships (do not expose children to scenarios of physical violence, etc.)
- (6) Flexible parenting skills
- (7) Acceptance of the foster child and his/her circumstances
- (8) Acceptance of the child's natural parents.

The other common important issues were defined as:

Can the foster parents:

- (1) Keep what is told to them confidential
- (2) Be a parent to the children
- (3) Set rules - provide guidance and discipline
- (4) Abstain from using physical punishment
- (5) Provide the opportunity for cultural, recreational, and leisure activities for the children
- (6) Provide companionship to the child
- (7) Discuss the progress/problems of the child with the worker
- (8) Make arrangements to transport the child to a particular place if needed
- (9) Attend court with the child in the event of a matter concerning the child

In summary, the community standards as compared to provincial standards appeared to be more focused on the basic human values, specifically the love within the home and the feelings of the child in that environment.

For example, there was no specification in the community standards as to the measurements in the house, the preference in washroom facilities, or the necessity of the foster child having his/her own room.

The physical standards were in reference to basic safety issues ie. good sanitation, cleaning agents out of reach, gun safety and the existence of smoke detectors and fire extinguishers.

Training Needs

The training needs were prioritized based on the stated requests of the foster parents, the reasons why children are being admitted to care, and the distribution of the foster parents questionnaire on the 18th day of September, 1985.

During the process of the needs assessment as referred to in the methods chapter, the following issues were identified:

- (1) Foster parent training
- (2) Foster parent support

The findings in this chapter with (1) the movement of children in care and (2) the reasons for children being admitted to care, present the strong need for specialized foster home resources and the need for local committee training.

The development of training modules considered both the stated training needs of foster parents and the training needs defined by this author on the basis of the needs assessment.

The target group for the training sessions were to be expanded to include committee members and the foster parent support (respite) component ie. day care staff, homemakers, and parent aides.

The training needs as stated by foster parents were:

- (1) Information on fostering sexually abused children
- (2) Information on the roles/responsibilities of foster parents in conjunction with the Agency and the birth parents
- (3) Information as to how to resolve feelings of anger toward the birth parents for having allowed the abuse to occur
- (4) The understanding of "acting out" behavior and how to deal with it.

The training needs as defined by this writer based on the needs assessment were:

- (1) Orientation to foster care
- (2) Developmental stages of children
- (3) Fostering sexually abused children
- (4) Fostering children from alcoholic homes

Appendix xiii is the overall response to the foster parent questionnaire which was distributed to a cross-section of participants to determine priorities for training support and information-sharing. The questionnaire was distributed in addition to the community-based sessions as discussed in the methods chapter.

The question which pertained to issues in foster care was as follows: "What issues would you like to discuss about the program?" Of the 20 respondents, 12 answered

"housing", 8 answered "insurance", 5 answered "foster payments", and 13 answered "foster parent training".

The issues of housing could be addressed with individual chiefs and councils. Insurance queries could be addressed through the Manitoba Foster Parents Association in part, if the foster parent wished to become a member of that organization. Foster payments have been addressed in the "Orientation to Foster Care" module as an additional handout.

Appendix xiv includes three foster parent training outlines to be presented on an ongoing basis and to include day care staff, homemakers, and parent aides.

Finally, a central aspect to the practicum process was that of determining the number of children who were registered to the West Region Child and Family Services member bands and were in the care of other child caring agencies both within and outside the Province of Manitoba.

The letter forwarded to all child caring agencies as referred to in appendix vii resulted in responses from two agencies. Further, a review of agency correspondence indicated that listings of band member children in the care of the former CAS of Winnipeg and CAS of Brandon were received at the WRCFS inception date. One band participated in forwarding a list of all children placed off reserve either through voluntary surrenders of guardianship or the court process resulting in adoption or foster care.

From the onset, WRCFS was requested to assist in the location of placement resources for band member children who had not been placed for adoption. When WRCFS received

the provincial mandate, the objective was to apply for the guardianship of all children in the care of other agencies to ensure WRCEB involvement in all case planning.

Each placement was reviewed with the respective child welfare committee on a case by case basis. The strength and longevity of the child's existing placement and his/her overall adjustment to it was given a great deal of consideration. In instances such as these the committees wished for opportunities to be made available for contact between the child and extended family/community members.

During the practicum process, one child was repatriated from out of Province. The procedure allowed for committee input as to a placement resource, the approval of chief and council and the provision for pre-placement visits. In this instance, the child was in need of a permanent home as he had been in a group home placement for two years prior to his repatriation to the home reserve.

CHAPTER V

Planning and Evaluation

Planning is an inherent aspect of the management function, and it assumes that organizations depend on processes to identify external demands. The purpose of planning for the practicum was to set future goals, respond to external criticisms and agendas, and demonstrate administrative credibility.

The formulation of social policy for treaty Indians is determined by a complex interplay of the federal, provincial and local levels of government. Additionally, the historical, cultural, legislated and traditional factors played a significant role in this process. The development of social policy for Indian Child Caring Agencies has been subject to all of the aforementioned political forces. The planning for the placement resource program was in line with the realities of child welfare delivery and consistent with the model for the rational formulation of policy obtained from the lecture notes of Professor Joe Ryant, School of Social Work, University of Manitoba. The model follows:

Identification of the Problem

v

Consensus

v

Mandate to Act

v

Goals

v

Objectives <- <- <-

v

Planning }

v

Staffing }

v

Activities }

v

Evaluation/Outcomes ->

In explaining the steps involved in the policy making process, Grinnell (1981) makes reference to the objectives being derived directly from an assessment of an existing condition. The specification of the objectives includes the identification of the following:

- (1) The condition to be remedied. This would refer to the potential for the "drift" of children in foster care.
- (2) The finite population. This refers to the foster home resource base.
- (3) The time frame in which the change is to occur is during the course of the five year plan (1985-1990). The five year plan is referred to later in this chapter in the appendices.
- (4) The amount and direction of change in the condition is to significantly reduce the number of re-placements of children in foster care.

The general goals and objectives of West Region Child and Family Services Inc. include the development of resources at the band level. The goal of the parcticum was to develop a solid "pool" of placement resources focusing on the foster home program and incorporating the culturally-appropriate and community-based aspects in response to the actual needs.

Conceptually, the subgoal was to develop permanency plans for the children. The important variables were:

- (1) The best interests of children both on the short term and the long term
- (2) The development of a placement and a discharge plan

- (3) Cultural input and supports to maintain the placement
- (4) The development of native homes both on and off reserve
- (5) The development of native specialized placements in response to need.

The objectives of the placement resource program were and continue to be:

- (1) Ensuring the protection of children through placement in a safe, stable nurturing environment
- (2) Identifying extended family ties and networks
- (3) Adhering to the placement protocol
- (4) Ongoing training for foster parents
- (5) Support for foster parents.

The mission statement for all program areas within the Agency was and continues to be the protection of children, and the provision of services to children and families registered to and/or affiliated with the West Region Child and Family Services member bands.

- (1) Children have a right to a continuous family environment in which they can flourish.
- (2) Decisions to remove children are based on the best interests of the child and not the financial status of the family.
- (3) Communities have the responsibility to promote the best interests of the children and families and the right to participate in services.
- (4) Indian bands have a unique status.

The duties of the Agency as pertain to the foster care

program continue to be:

- (1) Working with other systems
- (2) Providing for the children in care in response to their needs
- (3) The provision of cultural services
- (4) Community education with respect to services, roles, rights and responsibilities
- (5) Written directives, the maintenance of records, and other duties.

In summary, the planning process must be cognizant of the political intricacies of three levels of government and at the same time not lose sight of the Agency mission and the mandated responsibility to children under the existing provincial legislation.

It was imperative to plan, setting immediate intermediate and long term goals to establish credibility in working with other systems. This reinforces the need for ongoing development and accountability from within.

The Formulation of the Basis of a Five Year Plan

In keeping with the intervention objective of developing the basis for a five year plan with respect to the placement resource program the plan of action was developed by (1) setting objectives year by year and (2) developing a task list each month with operational dates in order to accomplish the objectives.

The major objectives in the fomulation of the five year plan year by year are as follows:

YEAR 1

Objective - To complete a needs assessment with respect to the needs of children and the resulting development, maintenance and support of foster homes.

YEAR 2

Objective - Foster parent training and orientation.

YEAR 3

Objective - To implement a comprehensive training package (accredited for all Agency foster parents.)

YEAR 4

Objective - To assist in the implementation of foster parent support groups both locally and regionally.

YEAR 5

Objective - To develop a specialized foster home resource in Dauphin to accommodate high level needs adolescents.

The key result areas for Year 1 were:

Review needs assessment	Target - June 30, 1985
Identify training needs	Target - June 30, 1985
Specify the target group	Target - June 30, 1985
Gather resource material	Target - Dec. 31, 1985
Develop training module(s)	Target - March 31, 1986

The key result areas for Year 2 were:

Foster parent orientation	Target - April 1, 1986
Completion of annual review	Target - Sept. 1, 1986
Updating of cardex/resource file	Target - Sept. 1, 1986
Evaluation of ongoing training needs	Target - Dec. 31, 1986
Development of a staff inservice	Target - March 31, 1987

The key result areas for Year 3 were:

The development of accredited training for Agency foster parents	Target - Jan. 15, 1988
Current licensing and review	Target - Ongoing
Implementation of foster parent training (see Appendix XI)	Target - September 1987
Evaluation and review for future training	Target - March 31, 1988

The key result areas for Year 4 are:

The planning of a general meeting for foster parents	Target - May 31, 1988
The implementation of foster parent local support groups	Target - Sept. 1, 1988
Annual reviews, current licensing and evaluation	Target - Ongoing

The key result areas for Year 5 are:

The recruitment of specialized resources	Target - April 1, 1989
The implementation of training modules for recruits	Target - Sept. 1, 1989
The development and approval of the funding proposal and program	Target - Dec. 31, 1989
Annual reviews, current licensing and evaluation of all resources	Target - March 31, 1990

The five year plan and the development thereof followed the format of the fiscal year funding arrangement for the Agency (April 1 through to March 31). The key result areas as noted in the foregoing five year plan also include (1) the prioritization of strategies i.e. how to accomplish the key result areas, (2) the prioritization of tasks for each strategy and (3) the target date for each of the tasks.

Appendices xii entitled "Tasks Necessary to Achieve

Objectives" indicate what tasks occurred and what is being planned from April 1, 1985 through to March 31, 1990.

The planning process had the purpose of determining the reality of the target dates in the accomplishment of specific tasks. In addition, it reviewed the factors which interfered in and influenced the planning. The planning ensured the ongoing development of the program in response to the needs assessment.

The responsibility for the meeting of the objectives fell within the job responsibilities of this author. The program planning sessions as referred to in the methods chapter included projected completion dates for each task in the realization of program objectives.

This process was and continues to be monitored by reviewing whether the objectives are relevant to the program.

The author has the responsibility of remaining on target in order to work toward the achievement of the objectives within the time frames.

Evaluation

As referred to in the evaluation text by Leonard Rutman, the most basic form of program evaluation is an examination of the program itself - its conception, the population it serves, and how it functions.

The formative evaluation process was utilized because it paid attention to the preconditions and verified the presence of program activities and described the manner in which the activities were actually implemented.

The need for an evaluation was to hold the program accountable in terms of whether it achieved or "fell short of" the stated goals and objectives.

The formative evaluation process was based on discovery and avoided restriction to manifest goals. It looked to causal assumptions and actual effects.

In referring to the methods chapter, the objectives for the practicum were not realistic, given the four month time frame. The obstacles to the completion of the objectives came into play when there were a number of individuals with whom to consult.

The support of the Chief and Council was, and continues to be vital to any program development that is targeted to the bands. It is important to have their input as early as possible to come to a common definition of the program to be developed.

The evaluation process must acknowledge the obstacles to the achievement of the objectives and at the same time be able to discern obstacles from "excuses".

The evaluation is seen as being useful in testing the effects of organized recruitment, training, and support on the placement patterns of children in care.

The evaluation has been included in the foster parent training modules to be utilized on an ongoing basis during the completion of the five year plan. This instrument was to be utilized to determine whether the implementation of training resulted in any significant difference in the reasons for and the average number of moves for children over time.

In the needs assessment as delineated in Chapter IV, the 0-4 age group and the 13-17 age group indicated the highest overall frequency of admissions. The implications for these findings would then be the prioritization of differential training packages based on age groups and the frequency of movement within. (See Appendix xi)

Year 1 and 2 of the five year plan focused on the support component for foster parents. However, the updating and the tasks had been delegated to individual Child and Family Services workers at each band by the Agency management. Due to the crisis component of statutory services, the foster care program was not a worker priority.

In July of 1987, it was determined that this writer should be responsible for the licensing of all foster homes to (1) ensure the consistency of the assessments and (2) to ensure that children were not being left indefinitely in unlicensed homes.

With respect to Year 3, the foster parent training sessions with respect to "Fostering Sexually Abused Children" were not implemented in September of 1987 due to a delay in government approval for the operating budget. The proposal and the related funding was approved in November of 1987 with the inservices to become operational in January of 1988.

The plan for Year 4 and Year 5 has a strong training, evaluation and support component. Based on the needs assessment, all efforts will be made to operationalize the plan as indicated. The plan is in line with the overall Agency philosophy and priorities. The evaluation component has

been built into the training modules (see Appendix xi).

This writer is aware of the budget process. Therefore plans based on ongoing evaluations must be developed at least two years in advance of the projected operational dates.

The program evaluation of Years 1, 2, and 3 denotes a generic approach to the orientation to foster care. Year 1 focused on a needs assessment with respect to 5 communities plus the establishment of community based guidelines. Year 2 continued with the developmental process i.e. collection of resource materials, reviewing training needs and foster parent recognition. Year 3 demonstrated a tangible process for foster parent training which was implemented and evaluated. As stated, the planning for Year 4 and 5 will proceed.

Each year was subject to an evaluation to determine the actual achievements and state recommendations for the purposes of effecting improvements in the delivery of service. Changes were made based on the evaluation process and the completion or non-completion of tasks.

The author views this process as being very useful and necessary to the incorporation of updated and current information in the development of the program. The process also included program planning sessions, the review of program objectives and the development of new initiatives by agency management.

CHAPTER VI

Conclusions and Recommendations

The practicum process attempted to determine the priority issues for foster parents in response to the needs of children requiring foster care placement. The communities were involved in the development of guidelines to ensure the community-based, culturally appropriate aspects.

The literature reviewed with respect to Separation and Loss (Fahlberg, 1979) explained the stages of placement adjustment. Without this knowledge, foster parents have experienced difficulty in coping with the behaviors exacerbated by children in care.

The confusion, anxiety, and feeling of helplessness expressed by foster parents with a particular child may be misread as a lack of commitment. This may be the time when workers choose to change the child's placement as they assess the foster parents as being unable to cope. In the short term, a move may seem easier. However, on the long term, many foster parents are left with unresolved feelings of failure. Further, the likelihood of the child forming a meaningful relationship with anyone lessens dramatically.

A review of the tables in Chapter IV indicated that the rate of success with extended family placements did not exceed other placements. Whether it be with extended family or any other placement, multiple moves are to the detriment of the child. In Chapter III, Maluccio and Fein (1983) made reference to permanency planning as a process of carrying out a set of goal-directed activities to help children live

in nurturing families that offer continuity of relationships so that the child has the opportunity to establish life-time positive relationships.

The placement protocol forces workers to recognize the child's cultural identity and linguistic heritage. It should not allow for treatment issues to be overlooked once critical child care and developmental issues are recognized.

Maidman states in Child Welfare: A Sourcebook of Knowledge and Practice, that the determination of when foster family placement is appropriate is "one of the most difficult practice issues in child welfare work, and one for which no definite answer is available."¹

From this statement, workers must be ensured that the foster care placement has a treatment component from which the child will benefit. Otherwise, providing the child will not be at risk, there is a strong argument for keeping the child at home with support services offered to the family.

In this author's opinion, the "Orientation to Foster Care" training module, as outlined in appendix xiv will address the issues stated by foster parents as reasons for a foster care placement breaking down. This author wishes to hypothesize that an orientation made available to all current foster parents and foster parent applicants will give an indication of the level of commitment to foster care, based on the participation and the attrition rate.

¹ Maidman, Frank, Child Welfare: A Sourcebook of Knowledge and Practice, 1984, page 214

Maidman refers to the selection process where there is a casual assumption that the motivation to foster is related to the likelihood of the placement to disrupt. In adhering to the placement protocol the motivation of foster parents, who are, for the most part, extended family members, was not examined as it should have been.

As with any family unit taking on new members, there were structural changes and power issues within the foster family. In some instances, the foster parents indicated that they were relinquishing the child because the rates were not high enough. This author can only conjecture that perhaps the foster parents perceived this to be an "acceptable" reason for requesting the child's removal, thus assuming that the matter would not be pursued further.

In reality, in some reserve communities, the traditional social networks are intact and in others they are not. It is the responsibility of the Child and Family Service providers to learn the prevailing interaction systems and philosophy and be able to assess their relative strength in the community. Further, the effectiveness of an extended family placement on reserve has to be weighed.

One is able to conclude that an experienced understanding of native social realities and native cultural values must form part of the knowledge and training of those involved in social work related fields.

The placement protocol has been regarded as a panacea for Indian children when looking for a placement resource. The first priority of placing with extended family was

regarded as THE SOLUTION and as indicated earlier, pertinent information was often not shared with the placement worker.

Given that cross-cultural placements have been utilized for a time-oriented specific treatment function, the findings indicated that there were identity problems for the children in care. The dilemma occurs when a choice must be made between the cultural appropriateness of the placement and the treatment function. To this end, if the treatment function and the maintenance of the placement are deemed to be the most critical, in the best interest of the child, then the placement must be enhanced through interaction with, and reference to positive role models.

In 1983, Health and Welfare Canada, Grants Division, funded a four year project to Dr. Anne Westhues, Research Co-ordinator, and Professor Joyce S. Cohen, Principal Investigator, University of Toronto, Faculty of Social Work.

These individuals proposed to address the concern about disruptions in foster care and adoption placements, and hypothesized that a training program in a systems-based approach to practice will result in more effective placement of children in adoptive and foster homes. By more effective, they expected to see that in Agencies where training is provided, there will be fewer breakdowns in either adoption or foster placements.

"It is evident that the disturbance manifested by many foster children requires the knowledge, skill and full-time investment of a concerned family. The therapeutic potential of foster family care will be realized more fully as foster parents are given the opportunity to

participate in education programs designed to develop their knowledge and skill."2

This article further states that foster parents and agencies together should develop a plan for each child's care and treatment. In this author's opinion, the precipitating factors resulting in child admissions as indicated in Chapter IV, the plan should focus on the child's physical, mental, social, emotional, and personality development.

The training module respecting child development plans to assist foster parents in (1) promoting the child's progress up the developmental ladder by making up for deficits in the child's earlier development and (2) providing a corrective experience to counteract the effects of earlier unsatisfactory life experiences through positive role modelling.

In order to understand and help disturbed children, it is critical to be aware of the underlying causes for the child's behavior, the purpose it serves and the meaning. To this end, issues surrounding crisis resolution, separation, and loss will be addressed in the orientation to foster care module.

"A child does not question the wrongs of grown-ups, he suffers them!"3

John A. McDonald, who conducted an evaluation of the child welfare program of the Spallumcheen Indian Band, indicated that through his observations, clients have

2 Thomas, Carolyn B., On Fostering: Helping Foster Parents Understand Disturbed Children, 1971, page 67

3 George, Chief Dan, My Spirit Soars, 1982, page 78

definite preferences about who should foster their children. They prefer relatives except in circumstances where the potential foster parents dislike or reject their children. In such cases it is thought best that the child be placed outside the family so that he is not constantly reminded of the rejection. When this is not the case, then clients prefer relatives to care for their children because they know how their children will be treated and they feel that they can intervene frequently.

There were differences encountered in working with the Bands. For some, child welfare was not the main priority. Issues such as education, social development and housing were more important. All of these aspects impact on the development of foster home resources in the communities. However, the interconnectedness is not always clear.

The author, in the process of collecting data, determined that with Bands A and H in particular, the number of employed mothers tended to preclude the development of resources for preschool children. Ironically, there were preschool children coming into care, but the resources were not immediately available on the home reserve.

Further, there were the incidents of particular families being identified by the local committee, as resources for a child coming into care. These resources, on occasion, stated that they were not prepared to take the child nor any extended family member.

In conclusion, the author reviewed file recordings, social histories, maintenance billings, foster home files, and the cardex system in order to collate the data onto the

tables in Chapter IV.

The community sessions did not incorporate the nine bands during the time frame of the practicum. The sessions were scheduled in accordance with the availability of key people. Unfortunately this process delayed the schedule, only allowing five bands to be included. The process did allow for the review of Directive 18, emotional and physical guidelines, the development of recruitment procedures, and the prioritization of training needs.

Keeping in mind the unique status of Indian peoples and the cultural appropriateness of all program areas, the author feels that her knowledge has increased through the review of the literature.

This author feels that her learning objectives with respect to program evaluation were achieved and that these skills may be carried over into other areas of program delivery.

It is important to constantly remind oneself of the historical, political and jurisdictional factors that have perpetuated a sustained and direct relationship between Indian families, poverty and the child welfare system. There is an acknowledgement of the tendency to use white middle class standards when the socio-economic and cultural context is not considered.

The emphasis on committee training throughout this practicum was based on the observation that often the Child and Family Services committees did not understand their non-mandated role and authority and often became involved in issues of case management rather than

maintaining an advisory role. New workers to the communities have often been intimidated by the committee demands and the children have, at times, been moved, based on a committee decision rather than from a clinical perspective, often to the detriment of the child.

Without the appropriate training for foster parents, issues with respect to age appropriate expectations and sexuality are often not addressed. The child may learn how to "survive" in a placement. However, the inter-generational and dysfunctional behaviors were often perpetuated, resulting in inappropriate role models for future generations.

This author concurs with Maidman's focus on the following critical areas to supplement the training component for the development of a solid "pool" of placement resources.

- (1) The personal qualities of the foster parents
- (2) An assessment of healthy family functioning (McMaster model)
- (3) Parenting styles and skills
- (4) Ability to relate to Agency staff
- (5) Ability to accept the role of substitute, short term parent
- (6) Ability to accept the child's family
- (7) Ability to accept from which perspective the selection process is approached.

Based on the needs assessment and the literature review, the author recommends that a child's placement in foster care must fulfill a treatment function. This

function would require mandatory training for all foster parents, committees and support services. This preventative format may significantly reduce the number of re-placements of children when the foster parents have been educated to fully understand their role and acknowledge their skill level. As a result, the foster parents and the children have a greater chance of success in maintaining the placement.

APPENDICES

S.O. 43

Welfare

CARE OF NATIVE CHILDREN IN MANITOBA - MOTION UNDER S.O. 43

Mr. Terry Sargeant (Selkirk-Interlake): Madam Speaker, I rise under the provisions of Standing Order 43 on a matter that is definitely of urgent and pressing necessity. Whereas native children in Canada are the victims of a hodge-podge of disgraceful approaches to child welfare, whereas in Manitoba alone 60 percent of all children in care are native, and whereas an agreement for a native child welfare program was reached last spring between the Four Nations Confederacy and the Governments of Manitoba and Canada but is yet to be implemented, I move, seconded by the hon. member for Winnipeg-Birds Hill (Mr. Blaikie):

That this House directs the Minister of State for Social Development to act so that this program be given immediate cabinet approval and funding in order that native children in Manitoba receive the high quality care to which they are entitled.

Madam Speaker: Is there unanimous consent for this motion?

Some hon. members: Agreed.

Some hon. members: No.

Appendix ii

For Immediate Release - SEPTEMBER 20, 1984 - WINNIPEG -

Tuesday, September 18, 1984 marks an historic day for Indians. Pope John Paul II declared his support and that of his Church for native people, their rights, their claims and their aspirations.

Pope John Paul II, representing 700,000,000 Catholics throughout the world and almost 50 % of Canadians, called for an end to "physical, cultural and religious oppression". Such a statement from the leader of the Church whose roots reach back to the first white man in North America represents a new reconciliation of religious understanding between differing religions, philosophies, and practices. The recognition of a co-existence between ancient religious beliefs gives stature to the Pontif and acceptance to Indian spiritual realities.

Pope John Paul II made an unequivocal committment to freedom and independence. In his statement, "Today I proclaim that freedom which is required for a trust and equitable measure of self-determination in your own lives...".

In pragmatic terms, the Pope acknowledged the need, "For a land base with adequate resources for developing a viable economy for present and future generations". The Pontif's insight into the reality that, "You are likewise to be in a position to develop your lands and your economic potential, and to educate your children and plan your future" gives new impetus and new hope that the process of

self-determination and self-government may soon become a reality.

The First Nations Confederacy is pleased at the declaration by Pope John Paul II. Our future as native people is substantially bound up, not simply the recognition of our Rights, but in action by both government and ourselves, to bring about new levels of independence through a reconciliation of past differences and the creation of both the will and resources to put an end to economic and social deprivation.

The settlement of outstanding claims and the provision of support for new independence must be a joint committment.

Pope John Paul II declared that "All people have a God-given right to determine their own destiny and that Canada's natives require a land base to fulfill their economic and social desires. No more eloquent statement could have been expected in support of our aims. No more complex description needed to define our objectives.

While the Pontif spoke, we hope that the new government will listen and act.

For more information, contact:

JUNE MOONEY
COMMUNICATIONS ADVISOR
FIRST NATIONS CONFEDERACY
274 GARRY STREET
WINNIPEG, MANITOBA
R3C 1H3
PHONE NUMBER: (204) 944-8245

September 20, 1984

Resolution #1

WHEREAS

THE DECLARATION OF THE FIRST NATIONS AND THE TREATY AND ABORIGINAL RIGHTS PRINCIPLES was sanctioned by the National First Nations Leaders in 1981, protecting Indian children and the unborn of the First Nations:

WHEREAS

non-Indian adoptions throughout Canada and the United States were authorized by both the Federal and Provincial Governments during the 1960's and 70's, resulting in a form of cultural genocide:

WHEREAS

the actions of both the Federal and Provincial Governments regarding Indian children in care, is contrary to Section 91 (24) of the British North American Act wherein the Federal Government through Treaties has been given sole responsibility for Indians and Indian Land:

WHEREAS

the Manitoba First Nations Leaders negotiated with the Federal and Provincial Governments in 1980 to curtail this form of cultural genocide, by creating Indian Child Caring Agencies and passing a provincial moratorium on out-of-province adoptions of the children of Manitoba First Nations:

AND WHEREAS

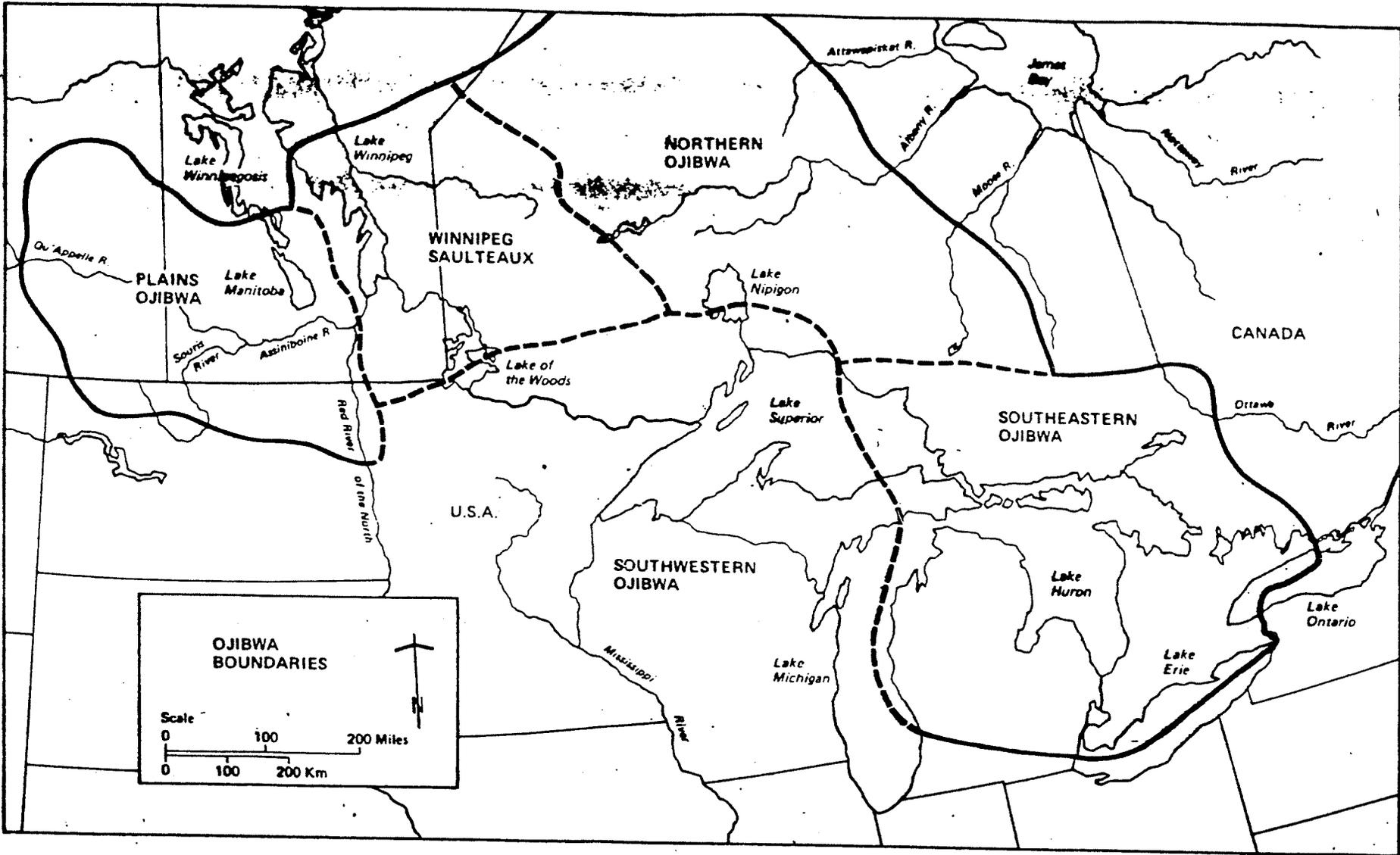
the mandate of these Indian Child Caring Agencies in the Province of Manitoba has been to establish programming for community unification in support of child and family services and implement adequate foster and adoptive home recruitment together with professional training programs.

NOW THEREFORE

the National First Nations Leaders, in support of the Manitoba initiatives have sanctioned the formation of a National Repatriation Office for the return of children of the First Nations to their respective Tribes.

BE IT THEREFORE RESOLVED THAT

the Province of Manitoba commence negotiations with Manitoba First Nations Leaders to participate in this national thrust as a supplemental program of the Indian Child Caring Agencies.



Life was lonely and loveless

EDMONTON — Richard Cardinal was much like dozens of other Metis and native kids who kill themselves each year in a variety of grisly ways — by drinking, taking a drug overdose, throwing a rope over a tree limb, or walking a lonely train track until a locomotive blots them out.

But Richard, who was 17 when he hanged himself last June 26, wrote a diary that survives, making him one of the few victims we can hear directly. His words cut through the bureaucratic waffling and make us feel the squalid misery of his life.

Richard, a Metis, lived and died in northern Alberta, but his story could have happened wherever society forgets these children, wherever bureaucrats shunt them around like cattle, wherever they are torn from their people and sent to live with white families.

Incredibly, Richard lived in 16 foster homes and 12 other institutions in 13 years after the government took him from his alcoholic mother. The mystery isn't that he killed himself, but why he waited so long.

Richard was no angel. He experimented with alcohol and drugs, once stole a car, guns and ammunition, and wet the bed almost until the day he died. But everyone who knew him says that he was likeable, talented, and often showed startling qualities of leadership. He loved to be praised and felt inadequate when he failed — just like the rest of us.

But Richard didn't live in our world. As a ward of the province, he was controlled by bureaucrats who could move him at whim. Whenever Richard had a problem with foster parents, social workers simply found him a new set of parents.

Don
BRAID

Political columnist for
the Edmonton Journal.

Sometimes the new ones weren't told much about his past. Often the social workers didn't know themselves, because records were sloppy and incomplete.

In a damning study of the case, the dean of social welfare at the University of Calgary wrote, "Irreparable damage was done to Richard as each and every one of these moves resulted in great personal hurt."

Richard said the same thing in his diary, but he said it better. Although unschooled, he wrote more powerfully than the highly-trained people who studied him. He had a raw talent that makes his death seem even more sad and senseless.

One one occasion, he wrote about a traumatic move that separated him from a brother and sister he loved:

"When fall returned it was back to school for us kids. (Waiting for the bus) we were so excited we were hopping around like grasshoppers on a hot summer day. . . I was not considered an outcast this year and got my first taste of puppy love with a girl named Heather.

"I was halfway through the school year when a social worker came to our home and I was to be moved and asked me how soon I would be ready . . .

I should have answered, never. When I would move alone, Charlie and Linda would stay . . .

"I had four hours before I would leave my family and friends behind. . . I went into the bedroom and dug out my old harmonica and went down to the barn yard and sat on the fence and began to play real slow and sad like for the occasion, but before halfway through the song my lower lip began to quiver and I knew I was going to cry."

Someone came to comfort him, he wrote, but "when she put her arm around me I pulled away and ran up the road a ways. I didn't want no one to love any more. I had been hurt too many times so I began to learn the art of blocking out all emotions and I shut out the rest of the world and the door would open to no one."

After that, everyone noted that Richard refused to show affection. A foster mother said later, "You could hug him and hold him as much as you wanted but he would never hug you back."

Once, at age nine, Richard stole guns and ammunition from a foster home and took off, only to be found and returned after four days.

"I spent the rest of the winter feeling lonely and very depressed, and I began to seriously think about suicide. The first time I attempted it, I used a razor blade to cut my arms but it hurt so much I didn't try that again . . .

Once a foster parent beat him for skipping school. Richard describes how he sat in the barn "and it struck me I could kill myself now and no one would know until it was too late." He slung some twine over a rafter, tied it around his

neck, and kicked out a hay bale.

His foster parent found him and took him to hospital, where he recovered. "One nurse held me in her arms and told me everything was OK now. It felt strange to be held and yet it also felt soothing and warm inside. I can't remember how long it had been since I had been held by anyone and I knew that I missed it very much."

Richard's final move came in May, 1984, when he arrived at the farm of Leo and Terry Crothers, 90 kilometres northwest of Edmonton.

The Crothers were told nothing about a recent suicide attempt (he had taken a huge drug overdose) or that a psychologist considered him clinically depressed.

But Leo Crothers remembers vividly that the boy "built his hanging tree the third day after he arrived here" by nailing a board between two birch trees.

When the family asked about this, however, social services told them Richard probably meant to use the board for body-building. Instead, on June 26, he threw a rope over the board and hanged himself.

Throughout, Alberta's social services department did almost everything wrong. Social workers kept poor records, failed to inform parents, moved Richard whenever a problem arose, and couldn't get along with other agencies.

The department, was thoughtful and meticulous only when it arranged Richard's funeral. The study noted that after his death he received "the best social work service in all his years with the department."

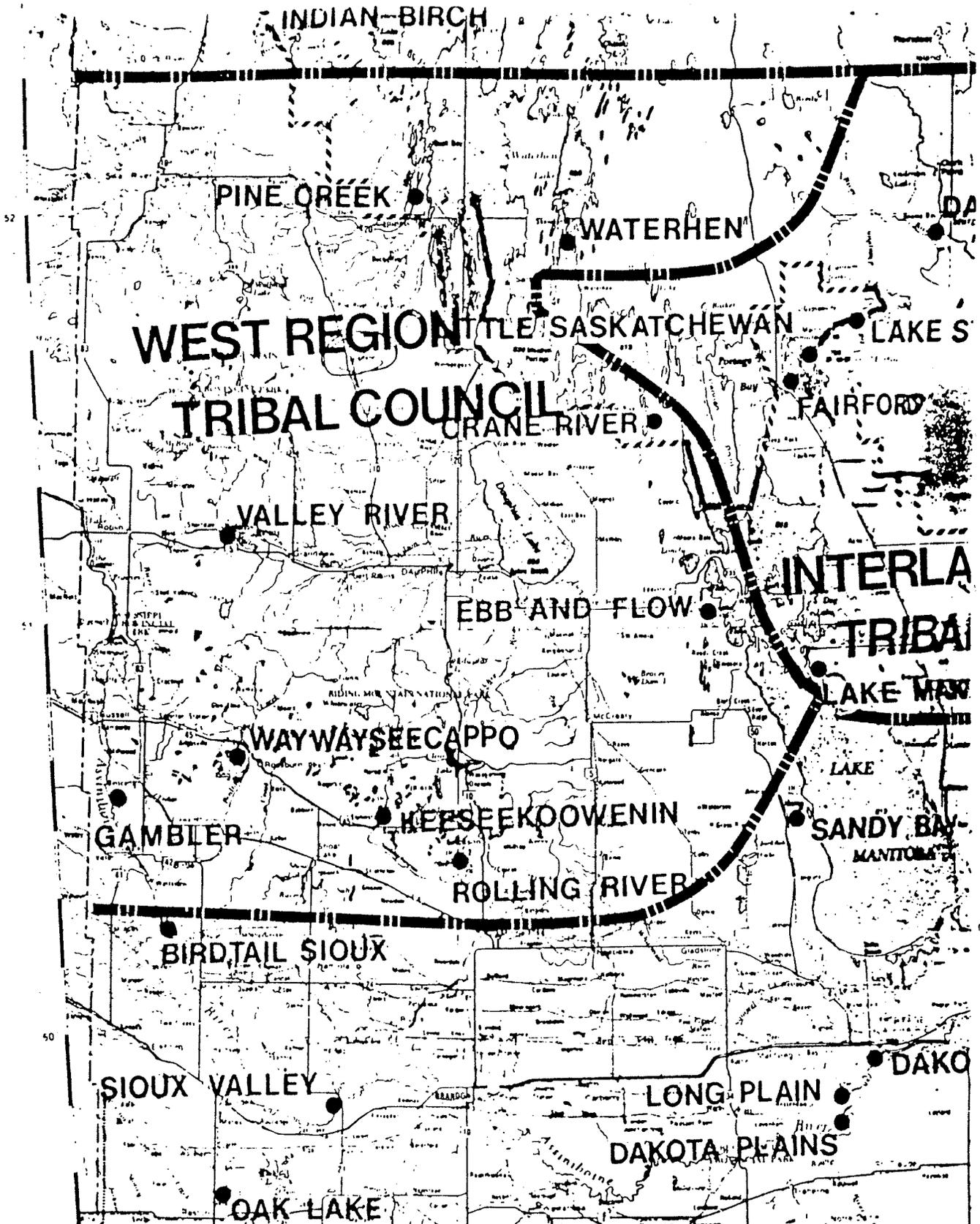
No study defined Richard's



life as well as he did it himself. Describing how social workers tried to comfort him after a suicide attempt, he wrote, "I

didn't listen to them. How could they possibly know how things were for me? They had their families."

Map of Area Served



West Region Child and Family Services

1 - 4th Ave. N.W.
DAUPHIN, MANITOBA R7N 1H9
638-8225

February 6, 1985

TO ALL CHILD CARING AGENCIES IN MANITOBA

Re: Children in Care Registered to the following West Region Child and Family Services Member Bands:

- | | | |
|------------------------------------------------|-------------------------------------------------|----------------------------------------------|
| 1. Ebb and Flow Band
Ebb and Flow, Manitoba | 2. Keeseekoowenin Band
Elphinstone, Manitoba | 3. Waterhen Band
Skownan, Manitoba |
| 4. Valley River Band
Shortdale, Manitoba | 5. Pine Creek Band
Camperville, Manitoba | 6. Crane River Band
Crane River, Manitoba |
| 7. Waywayseecappo Band
Rossburn, Manitoba | 8. Gambler Band
Eisencarth, Manitoba | 9. Rolling River Band
Ericson, Manitoba |

Please be advised that all referrals and an updated list of all treaty children in care registered to the above noted reserves should be directed through the West Region Child and Family Services office in Dauphin.

There have been incidents where referrals have gone directly to the reserve. This is creating difficulties in caseload monitoring and planning.

West Region Child and Family Services is the resource to be notified in the instances of (1) planning for all WRCSF treaty children in placement (2) placement breakdowns and (3) age of majority planning.

Thank you for your anticipated co-operation and response in this manner.

Yours very truly,

Linda Dusan
Child and Family Services Worker

Stelmaschuk
Supervisor
/cb

NATIVE PLACEMENT PROCEDURES

I. The emphasis on family, community and culture has led to the importance and preference of placing Native children in care with Native families. The term "Native" encompasses at least three distinct groups in Manitoba, which are as follows:

- i) Registered Indian means both treaty and status Indian persons registered in accordance with the terms of the Indian Act or those persons entitled to registration thereunder.
- ii) For the purpose of these procedures only, Non-Status Indian means those persons who relinquished their rights as Registered Indians in accordance with the Indian Act and who declare themselves to be Non-Status Indian on the prescribed form.
- iii) For the purpose of these procedures only, Metis means those persons of aboriginal ancestry and Indian origin who declare themselves to be Metis on the prescribed form.

II. In placement planning for children known to be of Native origin, the following principles will apply:

1. Each case shall be dealt with on an individual basis, within these procedures.
2. The "best interests of the child" shall include the child's cultural and linguistic heritage and lifestyle.

3. Whenever possible, the parent's and/or child's wishes will be considered. For the purpose of these procedures the term parent shall include legal guardian.
4. Except for Temporary Contract Placements and Voluntary Surrender of Guardianship Agreements, the Indian child caring agency or Indian child welfare authority (hereinafter referred to as Indian Agency) shall be involved in all cases respecting the placement of Registered Indian children.
5. Except for Voluntary Surrender of Guardianship Agreements, designated persons within recognized Native organizations with a special interest in child welfare which have entered into a legal agreement with the Director of Child Welfare, shall be notified. They shall be notified by way of the Child and Family Information Form, for the purpose of identifying placement resources, in all cases respecting the placement of Non-Status Indian or Metis children.
6. The selection of a permanent placement for the child shall adhere to the following preferred placement protocol:
 - i) the extended family regardless of residence, which means parent, step-parent, siblings, grandparent, aunt, uncle, cousin, guardian, person in loco parentis (private placement) to a child, and a spouse or common-law

spouse of such persons.

- ii) other Native families within the child's community of origin which means home reserve, home community, or tribal council areas as defined by parents or case record.
 - iii) other Native families in Manitoba, which means Registered Indian, Non-status Indian and Metis families for children of that particular cultural group.
 - iv) other native families in Manitoba.
7. In the case, where a child has developed a strong sense of belonging to a substitute family relationship, linkages with the child's cultural heritage will be encouraged and maintained, whenever possible.

III. Procedures for Pre-placement Planning

A) For Registered Indian Families and Children:

- 1. a) Where the child caring agency is entering into a Temporary Contract Placement (T.C.P.) Agreement, the Indian agency responsible for providing services to the child's home reserve, shall be notified subject to Section (b) and involved in the planning process leading to the final negotiation of the Agreement. Parties to the Agreement will be assured that the placement will preserve the child's cultural heritage wherever possible and that the Indian agency will remain involved in the monitoring and review of the

placement for the term of the Agreement.

b) In the event that the parent(s) objects to involvement of the Indian agency, the child caring agency shall adhere to the parent's(s') decision, as the parent(s) remains the guardian(s) of the child.

2. Where a parent(s) wishes to relinquish a child by a Voluntary Surrender of Guardianship (V.S.G.) Agreement, the child caring agency shall:

a) advise the parent(s) that once guardianship is surrendered to the agency, the child caring agency will ensure that an Indian child eligible for registration under the Indian Act will be registered and that placement of the child will adhere to the placement protocol for Registered Indian children as per Section II 6.

b) advise single mothers who are not Registered Indians that, where the father of their male child is a Registered Indian, the child will be registered under the Indian Act and that the placement will adhere to the placement protocol.

c) advise the parent(s) that the Indian agency providing services to the child's home reserve will be involved in negotiating the Agreement and placing the child.

d) any objection by the parent(s) to the

involvement of the Indian agency, shall be in writing to the director of Child Welfare. Upon receipt of this notification, the Director will appoint persons to a committee comprised of one representative of the appropriate child caring agency, the appropriate Indian agency and the office of the Director, to review the matter. The Director will notify the parties of the committee's decision as soon as possible and in any event no later than fifteen (15) working days.

3. Where an application to a court for a temporary order of guardianship is being anticipated or has been made, the Indian agency responsible for providing services to the child's home reserve shall be notified within five (5) working days of the date of application. The Indian agency will be provided with sufficiently comprehensive information to work collaboratively with the child caring agency on a mutually acceptable placement plan should the order be granted or to support a proposed alternative plan by the Indian agency to the Court.

B) For Non-Status Indian and Metis Families and Children:

1. Where the child caring agency is entering into a T.C.P. Agreement, the child caring agency shall ensure that members of the parent's extended family and families within the child's

community of origin have been explored and assessed as a possible placement resource for the child.

2. Where a parent(s) wishes to relinquish a child by a V.S.G. Agreement, the child caring agency shall:

a) advise the parent(s) that the agency will encourage and maintain linkages with the child's cultural heritage and that placement of the child will adhere to the placement protocol for Non-Status Indian and Metis children as per Section II 6.

b) advise the parent(s) that the placement procedures include notification of designated persons within recognized Native organizations with a special interest in child welfare, and the preferred placement of the child with the extended family or a family within the child's community of origin.

c) any objection by the parent(s) to the notification of the recognized Native organization with a special interest in child welfare, shall be in writing to the Director of Child Welfare. The agency shall adhere to the parent's(s) decision.

3. Where an application to a court for an order of temporary guardianship is being anticipated or has been made, the child caring agency shall ensure that members of the child's extended

family and families within the child's community of origin have been explored and assessed as a possible placement resource for the child.

IV. Procedures for the Placement of Temporary Wards

A) For Registered Indian Children:

1. At the point a child comes into the temporary care of a child caring agency, the Indian agency responsible for providing services to the child's home reserve shall be notified in writing by the guardian agency, within five (5) working days.
2. The information provided to the Indian agency will be comprehensive, to allow the Indian agency to participate fully and equally in the placement planning process. The Indian agency will acknowledge receipt of this information within five (5) working days.
3. Both the guardian agency and the Indian agency will enter into a co-operative planning process.
4. In the case that the guardian agency and the Indian agency cannot agree to a plan within six (6) weeks, a written appeal within five (5) working days of the decision may be made by the guardian agency to the Director of Child Welfare for a review, with a copy to the Indian agency. The Director will appoint persons to a committee comprised of one representative of the guardian child caring agency, the Indian

agency, and the office of the Director, to review the matter. The Director will notify the parties of the committee's decisions as soon as possible and in any event no later than fifteen (15) working days.

5. Co-operative planning between the guardian and Indian agencies will occur at least every twelve (12) weeks from the date the child came into temporary care.
6. In the case that the child's parent(s) has not established residency off reserve, the guardian agency will transfer its temporary guardianship to the Indian agency responsible for providing services to the child's home reserve.

B) For Non-Status Indian and Metis Children:

1. At the point a child comes into the temporary care of a child caring agency, the Child and Family Information Form shall be completed and forwarded within five (5) working days, to designated persons within recognized Native organizations, with a special interest in child welfare.
2. Upon receiving the Form, for the purpose of determining appropriate temporary placement resources, the designated person will acknowledge receipt of the Form within five (5) working days.
3. The designated person will, within six (6) weeks, for an order over six (6) months or a

- renewal order, make a written recommendation to the guardian agency in respect to an appropriate temporary placement resource for the child.
4. Upon receiving a temporary placement resource recommendation the guardian agency will compete or ensure the completion of the foster home study and determine whether it is appropriate to move the child to that resource within twenty (20) working days.
 5. In the case that the guardian agency does not utilize the recommended temporary placement resource, the social worker will document the reasons in writing, and forward these to the designated person within five (5) working days of the decision.
 6. In the case that the reasons for not utilizing the recommended temporary placement resource are unacceptable to the designated person, a written appeal within five (5) working days may be made to the Director of Child Welfare for a review of the decision, with a copy to the guardian agency. The Director will review the matter, make a decision, and notify the parties thereof within fifteen (15) working days.

V. Procedures for the Placement of Permanent Wards

A) For Registered Indian children:

1. At the point a child comes into the permanent care of a child caring agency, the Indian agency responsible for providing services to

the child's home reserve shall be notified in writing by the guardian agency, within five (5) working days.

2. The information provided to the Indian agency will be comprehensive, to allow the Indian agency to participate fully and equally in the planning process and to determine whether guardianship of the child should be transferred. The Indian agency will acknowledge receipt of this information within five (5) working days.
3. Both the guardian agency and the Indian agency will enter into a co-operative planning process to determine the transfer of guardianship or develop placement plans.
4. In the case that the guardian agency and the Indian agency cannot agree to a plan within twelve (12) weeks, a written appeal within five (5) working days of the decision may be made by the guardian agency to the Director of Child Welfare for a review, with a copy to the Indian agency. The Director will appoint persons to a committee comprised of one representative of the guardian child caring agency, the Indian agency, and the office of the Director, to review the matter. The Director will notify the parties of the committee's decision as soon as possible and in any event no later than fifteen (15) working days.

B) For Non-Status Indian and Metis children:

1. In the case that a child comes into permanent care and is available for adoption, registration with the Central Adoption Registry will take place. Non-Status and Metis families on the Registry that meet the placement protocol as per Section II 6a) and b) will be referred to the guardian agency.
2. In the case that an approved adoption home from the Central Adoption Registry is not available, the Child and Family Information Form shall be completed and forwarded within five (5) working days, to designated persons within recognized Native organizations, with a special interest in child welfare.
3. Upon receiving the Form for the purpose of determining appropriate permanent placement resources, the designated person will acknowledge receipt of the Form within five (5) working days.
4. The designated person will, within twelve (12) weeks, make a written recommendation to the guardian agency in respect to an appropriate permanent placement resource for the child.
5. Upon receiving a permanent placement resource recommendation, the guardian agency will complete, or ensure the completion of the home study and determine whether it is appropriate to move the child to that resource within thirty (30) working days.

6. In the case that the guardian agency does not utilize the recommended permanent placement resource, the social worker will document the reasons in writing, and forward these to the designated person within five (5) working days of the decision.
7. In the case that the reasons for not utilizing the recommended permanent placement resource are unacceptable to the designated person, a written appeal within five (5) working days may be made to the Director of Child Welfare for a review of the decision, with a copy to the guardian agency. The Director will review the matter, make a decision, and notify the parties thereof within fifteen (15) working days.
8. In the case that the guardian agency has not determined an appropriate permanent placement resource for the child, the designated person will continue to recommend permanent placement resources until the agency notifies the designated person in writing that a placement has been made.

VI. Procedures for Permanent Wards in Non-Native Foster Home Placements

A) For Registered Indian children:

1. Where a child has not developed a strong sense of belonging to the foster family and there is no mutual commitment to a permanent family

relationship, the guardian agency shall notify the Indian agency responsible for providing services to the child's home reserve.

Appropriate procedures under Section V. A) 2, 3, and 4 shall be applied.

2. Where a child has developed a strong sense of belonging to the foster family and there is a mutual commitment to a permanent family relationship, the guardian agency shall collaborate with the Indian agency responsible for providing services to the child's home reserve and facilitate a permanent placement with the foster parents on the following preferred basis:

- 1) Placement of the child for adoption with the foster parents on an open adoption basis which will ensure the development or maintenance of linkages with the extended family and cultural heritage.
- ii) Application by the foster parents for an Order of Guardianship and agreement that linkages with the extended family and cultural heritage will be developed or maintained.
- iii) Provision of foster care on a permanent basis with the guardian agency ensuring the development or maintenance of linkages with the extended family and cultural heritage.

B) For Non-Status Indian and Metis children:

1. Where a child has not developed a strong sense of belonging to the foster family and there is no mutual commitment to a permanent family relationship, the guardian agency shall notify designated persons within recognized Native organizations with a special interest in child welfare, and request assistance in identifying permanent placement resources for the child. The notification will be carried out by completion of the Child and Family Information Form. Appropriate procedures under Section V. B) 3, 4, 5, 6, 7, and 8 shall be applied.
2. Where a child has developed a strong sense of belonging to the foster family and there is a mutual commitment to a permanent family relationship, the guardian agency shall facilitate a permanent placement with the foster parents on foster parents on the following preferred basis:
 - i) Placement of the child for adoption with the foster parents on an open adoption basis which will ensure the development or maintenance of linkages with the extended family and cultural heritage.
 - ii) Application by the foster parents for an Order of Guardianship and agreement that linkages with the extended family and cultural heritage will be developed or maintained.
 - iii) Provision of foster care on a permanent

basis with the guardian agency ensuring the development or maintenance of linkages with the extended family and cultural heritage.

VII. Procedures for Native Adoptees whose Adoption Placements have broken down:

1. Where it is known by the placing agency that a transracial adoption placement has broken down, the placing agency will notify the Child and Family Support Office.
2. The Child and Family Support Office will verify the child's home reserve or community of origin.
3. In the case of a Registered Indian child, the Child and Family Support office will advise the Indian agency responsible for providing services to the child's home reserve, of the adoption breakdown and request their involvement in planning for the return of the child. A copy of the correspondence will be forwarded to the placing agency in Manitoba and the referring agency outside of Manitoba.
4. In the case of a Non-Status Indian or Metis child, the Child and Family Support office will advise designated persons within recognized Native organizations, with a special interest in child welfare, of the adoption breakdown, and the placing agency involved, for the purpose of determining possible placement resources for the child. A copy of this

correspondence will be forwarded to the placing agency in Manitoba and the referring agency outside of Manitoba.

SELF DECLARATION FORM

I/We _____
(First Middle Last Name)

at _____, in the Province of Manitoba,
(Address)

hereby declare that I am / We are of Metis/Non-Status
Indian ancestry.

Signed this _____ day of _____, 19_____.

(Signature of Witness)

(Signature of Parent
or Guardian)

(Signature of Witness)

(Signature of Parent
or Guardian)

CHILD AND FAMILY INFORMATION FORM

To: _____ From: _____
(Designated Person) (Name of Agency/Region)

(Recognized Native Organization)

(Address)

(Address)

(Assigned Social Worker)

(Supervisor)

The following case is being referred for your attention and follow up:

1. Child(ren): NAME BIRTHDATE SEX COMMUNITY OF ORIGIN

2. Parent(s)/Guardian(s):

NAME ADDRESS

7. Nature of services being provided to the family:

8. Previous involvement of the agency with the family/child(ren):

9. Number and type of any previous placements:

10. Proposed plan for child(ren):

*Attach recent photograph of child(ren) where permanent placement is being planned.

DATE: _____

(Social Worker)

Appendix ix

POSITIONS, RESPONSIBILITIES IN THE COMPLETION OF OBJECTIVES

Figure I

Positions

<u>Intervention</u>	1	2	3	4	5	6	7	8	9	10	11
Objective (a)	:	:	:	:	:	:	:	:	:	:	:
Page 30	:	:	:	:	:	:	:	:	:	:	:
Data	:	:	:	:	:	:	:	:	:	:	:
Collection	:	:	:	:	:	:	:	:	:	:	:
	:	:	:	A	D	:	:	:	C	D	:
Objective (b)	:	:	:	:	:	:	:	:	:	:	:
Page 31	:	:	:	:	:	:	:	:	:	:	:
Data	:	:	:	:	:	:	:	:	:	:	:
Collection	:	:	:	:	:	:	:	:	:	:	:
Tracking	:	:	:	:	:	:	:	:	:	:	:
System	:	:	:	:	:	:	:	:	:	:	:
	:	:	:	A	B	:	:	:	C	D	:
Objective (c)	:	:	:	:	:	:	:	:	:	:	:
Page 32	:	:	:	:	:	:	:	:	:	:	:
Placement	:	:	:	:	:	:	:	:	:	:	:
Resource	:	:	:	:	:	:	:	:	:	:	:
Review	:	:	:	:	:	:	:	:	:	:	:
	:	:	:	A	B	:	:	:	C	:	:
Objective (d)	:	:	:	:	:	:	:	:	:	:	:
Page 32-33	:	:	:	:	:	:	:	:	:	:	:
Outline for	:	:	:	:	:	:	:	:	:	:	:
Foster Parent	:	:	:	:	:	:	:	:	:	:	:
Training	:	:	:	:	:	:	:	:	:	:	:
	:	:	:	A	B	:	:	:	C	:	:
Objective (e)	:	:	:	:	:	:	:	:	:	:	:
Page 33	:	:	:	:	:	:	:	:	:	:	:
Development of:	:	:	:	:	:	:	:	:	:	:	:
Standards for:	:	:	:	:	:	:	:	:	:	:	:
Licensing	:	:	:	:	:	:	:	:	:	:	:
Homes.	:	:	:	:	:	:	:	:	:	:	:

RESPONSIBILITY CODE:

- A = General (Overall) Responsibility
- B = Operating Responsibility
- C = Specific Responsibility (Doing)
- D = Must be Consulted
- E = May be Consulted
- F = Must be Notified
- G = Must Approve

POSITIONS

- 1 Board of Directors
- 2 Chief and Council
- 3 Local Committee
- 4 Executive Co-ordinator
- 5 C & FS Supervisor
- 6 PRS Supervisor
- 7 C & FS Workers
- 8 PRS Workers
- 9 Special Services Supervisor
- 10 Placement Resource Co-ord.
- 11 Administrative Support

Figure II

Positions

<u>Learning Objectives</u>	1	2	3	4	5	6	7	8	9	10	11
Objective (a) :	:	:	:	:	:	:	:	:	:	:	:
Page 34	:	:	:	:	:	:	:	:	:	:	:
Literature	:	:	:	:	:	:	:	:	:	:	:
Review	:	:	:	:	:	:	:	:	:	:	:
Legislation	:	:	:	:	:	:	:	:	:	:	:
	<u>E</u>	<u>C</u>	<u>E</u>								
Objective (b) :	:	:	:	:	:	:	:	:	:	:	:
Page 34	:	:	:	:	:	:	:	:	:	:	:
Literature	:	:	:	:	:	:	:	:	:	:	:
Review	:	:	:	:	:	:	:	:	:	:	:
(Program	:	:	:	:	:	:	:	:	:	:	:
Development &	:	:	:	:	:	:	:	:	:	:	:
Management)	:	:	:	:	:	:	:	:	:	:	:
	<u>E</u>	<u>C</u>	<u>E</u>	<u>E</u>							
Objective (c) :	:	:	:	:	:	:	:	:	:	:	:
Page 35	:	:	:	:	:	:	:	:	:	:	:
Literature	:	:	:	:	:	:	:	:	:	:	:
Review	:	:	:	:	:	:	:	:	:	:	:
(Program	:	:	:	:	:	:	:	:	:	:	:
Evaluation)	:	:	:	:	:	:	:	:	:	:	:
	<u>E</u>	<u>C</u>	<u>E</u>	<u>E</u>							

RESPONSIBILITY CODE:

- A = General (Overall) Responsibility
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POSITIONS

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- 11 Administrative Support

Appendix x

RESOURCES CONSULTED AND PRACTICUM PROCESS

<u>Program</u>	<u>Date(s)</u>	<u>Resources</u>	
Review of Practicum Process	March 2, 1985	Practicum Advisor	
	March 4, 1985	Practicum Advisor re resource person	
	March 15, 16, 1985	Practicum Advisor - class in evaluation	
	March 22, 1985	Meeting with Advisor with respect to the information obtained from the communities	
	March 29, 30, 1985	Practicum Advisor - class in evaluation	
	April 30, 1985	Mid-range practicum meeting with committee to review accomplish- ment of objectives	
	May 15, 1985	Meeting with Advisor re progress of practicum	
	June 28, 1985	Review of literature with practicum committee member	
	Review of the Literature	Ongoing	Elizabeth Hill
			Manitoba Indian Cultural Education Center
Winnipeg Education Center			
Millie Stonechild			
Dr. Art Blue			
Sue Johannesson - Former Adoption Supervisor, DOCFS			
Library at First Nations Confederacy			
Prof. Robert Annis - Faculty of Native Studies, Brandon			

<u>Program</u>	<u>Date(s)</u>	<u>Resources</u>
Review of the Literature	Ongoing	<p>Dr. Sam Corrigan - Faculty of Native Studies, Brandon</p> <p>Elsie Flett - Agency Director</p> <p>CAS Library - prior to regionalization</p> <p>Eastern Michigan University, Child and Family Publications</p> <p>Administrative Library University of Manitoba</p> <p>Dauphin Public Library</p> <p>Fraser Valley Library Chilliwack, B.C.</p> <p>Elizabeth Dafoe Library University of Manitoba</p> <p>Brandon University Library</p> <p>Christine Buchel - Provincial Adoption Co-ordinator, University of Manitoba</p> <p>Margaret Goodman - Permanency Planning Director (retired) CAS of Western</p> <p>Doreen Wilson - Program Supervisor (Adoptions and Foster Homes)</p> <p>CAS of Winnipeg Library prior to regionalization</p> <p>Line Staff - West Region Child and Family Services</p> <p>Malcolm Strang - Supervisor Parklands CFS</p>

<u>Program</u>	<u>Date(s)</u>	<u>Resources</u>
Review of the Literature	Ongoing	Bill Hart - Adoption and Foster Home Specialist - Parklands Region Child Welfare League of America - Parenting Plus Training Course University of Manitoba Advisor - Readings in Program Evaluation and Networking

TABLE 4.2

BAND A - CHILDREN IN CARE
August 16, 1982 - June 30, 1985

Sex:	Age at:	Status :	Reason for	Type of	Length of
:Admis-	:sion	:	: Admission	: Placement	: Stay in
:sion	:	:	:	:	: Placement
F	: 3	:*TCP	:Birth parent	:1 placement	:4 months
:	:	: VPA	:dysfunctioning:	:ext. family	:
:	:	:	:requested child:	:	:
:	:	:	: to be placed	:	:
F	: 1	:*TCP	:Birth parent	:1 placement	:4 months
:	:	:	: disfunctioning:	:ext. family	:
:	:	:	:requested child:	:	:
:	:	:	: to be placed	:	:
M	: 8	:Appre-	:neglect	:2 placements	:2 weeks
:	:	:hension:	:lack of age	:home reserve	:
:	:	:	:appropriate	:	:
:	:	:	: supervision by:	:	:
:	:	:	: caregivers	:	:
M	: 7	:Appre-	:neglect	:2 placements	:2 weeks
:	:	:hension:	:lack of age	:home reserve	:
:	:	:	:appropriate	:	:
:	:	:	: supervision by:	:	:
:	:	:	: caregivers	:	:
F	: 10	:Appre-	:neglect	:2 placements	:2 weeks
:	:	:hension:	:lack of age	:home reserve	:
:	:	:	:appropriate	:	:
:	:	:	: supervision by:	:	:
:	:	:	: caregivers	:	:
M	: 2	:*TCP	:birth parent	:1 placement	:3 weeks
:	:	:	:dysfunctioning:	:home reserve	:
:	:	:	:requested child:	:	:
:	:	:	: to be placed	:	:
F	: 6	:*TCP	:birth parent	:1 placement	:3 weeks
:	:months:	:	:dysfunctioning:	:home reserve	:
:	:	:	:requested child:	:	:
:	:	:	: to be placed	:	:
F	: 3	:*TCP	:birth parent	:1 placement	:3 weeks
:	:	:	:dysfunctioning:	:home reserve	:
:	:	:	:requested child:	:	:
:	:	:	: to be placed	:	:
Total					
8					

* Voluntary Placement Agreement under present Child and Family Services Act Legislation - enacted March 1, 1986. Each placement was reviewed to "flag multiple placements.

TABLE 4.3

BAND B - CHILDREN IN CARE
August 16, 1982 - June 30, 1985

Sex	Age at Admision	Status	Reason for Admission	Type of Placement	Length of Stay in Placement
F	3	T.W.	birth parent abusing alcohol neglect	2 placements home reserve other reserve	5.5 months
F	12	T.W.	birth parent abusing alcohol neglect	2 placements home reserve other reserve	6.5 months
M	10	T.W.	birth parent abusing alcohol neglect	2 placements home reserve other reserve	6.5 months
F	7	T.W.	birth parent abusing alcohol neglect	3 placements ext. family other reserve	10 months
F	12	T.W.	sexual abuse victim	3 placements ext. family home reserve	10 months
M	4	T.W.	birth parent abusing alcohol	3 placements home reserve	10 months
F	2	*TCP	birth parent dysfunctioning	1 placement home reserve	1 year
F	12	T.W.	sexual abuse victim behavior out of control	6 placements home reserve other reserve group home	2.5 years
M	7	T.W.	parent abusing alcohol neglect	2 placements home reserve	2 years
M	16	*TCP	behavior out of control	2 placements home reserve	until age of majority
M	5	P.W.	transferred from CAS. of Winnipeg	2 placements	guardian- ship to age of majority
F	14	T.W.	parent abusing alcohol neglect	1 placement home reserve	remained in care
F	1	*TCP	parent abusing alcohol	1 placement home reserve	3 weeks

continuation of
TABLE 4.3

BAND B - CHILDREN IN CARE

Sex	Age	Status	Reason	Placement	Stay
M	9	T.W.	parent abusing alcohol neglect	2 placements home reserve	8 months
F	8	P.W.	transferred from CAS of Winnipeg	2 placements home reserve other reserve	until term. of guardian- ship
F	16	*TCP	sexual abuse victim	1 placement home reserve	until age of majority
M	6	P.W.	transferred from CAS of Winnipeg	2 placements home reserve other reserve	until term. of guardian- ship
M	15	T.W	condition-child behavior out of control	1 placement home reserve	7 weeks
M	16	*TCP	delinquent activity behavior out of control	2 placements group home off-reserve	1.5 years
M	9	*TCP	parent dysfunctional alcohol abuse	1 placement ext. family	1 year
F	16	*TCP	sexual abuse victim	1 placement home reserve	3 months
M	9	*TCP	parent dysfunctional alcohol abuse	1 placement home reserve	4 months
M	7	*TCP	parent dysfunctional alcohol abuse	1 placement home reserve	4 months

Total
23

* Voluntary Placement Agreement under present Child and
Family Services Act Legislation - enacted March 1, 1986.

TABLE 4.4

BAND C - CHILDREN IN CARE
August 16, 1982 - June 30, 1985

Sex:	Age at Admis- sion :	Status :	Reason for Admission :	Type of Placement :	Length of Stay in Placement :
F	4	*TCP	at parental request	extended family	2 months
F	9	*TCP	abandonment	1 placement extended family	transferred to province
M	13	T.W.	sexual abuser out of control	4 placements home reserve other reserve off-reserve	8 months
M	6	*TCP	abandonment	1 placement extended family	transferred to province
M	9	*TCP	conditions re parents	2 placements ext. family	remains in care
M	17	P.W	court ordered	1 placement Winnipeg Don- caster Centre	to age of majority
M	13	*TCP	conditions re parents fam. breakdown	2 placements ext. family	5 months
M	4	*TCP	conditions re parents fam. breakdown	1 placement ext. family	3 weeks
M	16	*TCP	conditons re parents fam. breakdown	1 placement ext. family	3 months
F	4	*TCP	conditions re parents alcohol fam. breakdown	2 placements ext. family	5 months
M	17	*TCP	conditions re parents alcohol fam. breakdown	1 placement home reserve	6 weeks
M	1 mo.	T.W.	VSG	1 placement home reserve	14 months adopted by foster parents

continuation of

continuation of
TABLE 4.4

BAND C - CHILDREN IN CARE

Sex	Age	Status	Reason	Placement	Stay
F	2	T.W.	:conditions re : parents : alcohol :fam. breakdown	:1 placement :home reserve	:7 months
M	5	T.W.	:conditions re : parents : alcohol :fam. breakdown	:1 placement :home reserve	:7 months
M	13	T.W.	:conditions re : parents : alcohol :fam. breakdown	:1 placement :home reserve	:10 months
F	7	*TCP	:conditions re : parents : alcohol :fam. breakdown	:1 placement :foster home	:trans- :fered to : province
F	16	T.W	:out of control	:2 placements :home reserve	:6 weeks
F	16	*TCP	:conditions re : parents : alcohol abuse :neglect	:1 placement :home reserve	:10 months
F	16	T.W.	:conditions re : parents : alcohol abuse :neglect	:3 placements :home reserve :2 group homes	:remains : in care
F	11	*TCP	:conditons re : parents	:1 placement :home reserve	:15 months
M	16	*TCP	:social reasons :at request of : parents	:1 placement :school : placement	:10 months
M	17	*TCP	:social reasons :at request of : parents	:1 placement :school : placement	:10 months
F	15	T.W.	:abuse	:1 placement :home reserve	:6 weeks
M	11	*TCP	:social reason : to cont. ed. :parent request	:1 placement :school : placement	:10 months
Total * Voluntary Placement Agreement under present 24 legislation.					

TABLE 4.5

BAND D - CHILDREN IN CARE
August 16, 1982 - June 30, 1985

Sex:	Age at:	Status:	Reason for	Type of	Length of
:	Admis-	:	Admission	Placement	Stay in
:	sion	:	:	:	Placement
F	: 14	: *TCP	: conditions re	: 2 placements	: 5 weeks
:	:	:	: parents	: ext. family	:
:	:	:	: abandonment	:	:
F	: 17	: *TCP	: adolescent	: 1 placement	: 5 months
:	:	:	: pregnancy	: Villa Rosa	:
M	: 5	: *TCP	: conditions re	: 1 placement	: 13 months
:	:	:	: parents	: ext. family	:
:	:	:	: abandonment	:	:
F	: 4	: *TCP	: conditions re	: 2 placements	: 8 months
:	:	:	: parents	: ext. family	:
:	:	:	: alcohol	: home reserve	:
:	:	:	: abandonment	:	:
F	: 7	: *TCP	: conditions re	: 1 placement	: 3 weeks
:	:	:	: parents	: ext. family	:
:	:	:	: alcohol	:	:
:	:	:	: abandonment	:	:
M	: 2	: TCP	: conditons re	: 1 placement	: 6 months
:	:	:	: parents	: ext. family	:
:	:	:	: alcohol	:	:
:	:	:	: abandonment	:	:
F	: 2	: Appre-	: conditions re	: 1 placement	: 2 weeks
:	:	: hension:	: parents	: home reserve	:
:	:	:	: alcohol	:	:
:	:	:	: abandonment	:	:
M	: 9	: Appre-	: conditions re	: 1 placement	: 3 weeks
:	:	: hension:	: parents	: ext. family	:
:	:	:	: alcohol	:	:
:	:	:	: abandonment	:	:
M	: 3	: *TCP	: conditons re	: 2 placements	: 1 year
:	:	:	: parents	: ext. family	:
:	:	:	: alcohol	:	:
:	:	:	: abandonment	:	:
F	: 2	: *TCP	: conditions re	: 2 placements	: 8 months
:	:	:	: parents	: ext. family	:
:	:	:	: alcohol	:	:
:	:	:	: abandonment	:	:
M	: 4	: *TCP	: conditions re	: 1 placement	: remains
:	:	:	: parents	: ext. family	: in care
:	:	:	: alcohol	:	:
:	:	:	: abandonment	:	:

continuation of
TABLE 4.5

BAND D - CHILDREN IN CARE

Sex	Age	Status	Reason	Placement	Stay
M	10	T.W.	:conditions re : parents : alcohol : abandonment	:2 placements :ext. family :other reserve:	:remains :in care
F	13	T.W.	:conditions re : parents : alcohol : abandonment	:2 placements :ext. family :other reserve:	:remains :in care
F	7	TCP	:conditions re : parents : alcohol : abandonment	:1 placement :ext. family	:4 months
M	2	TCP	:conditions re : parents : alcohol : abandonment	:1 placement :ext. family	:4 months
M	16	TCP	:conditions re : parents : child out of : control	:2 placements :off-reserve	:5.5 months
F	7 mo.	TCP	:conditions re : parents : alcohol : abandonment	:1 placement :ext. family	:4 months
F	9	TCP	:conditions re : parents : alcohol abuse	:4 placements :ext. family :home reserve	:remains :in care
F	2	T.W.	:conditons re : parents : alcohol abuse	:2 placements :ext. family :home reserve	:remains :in care
F	16	TCP	:conditions re : parents : alcohol	:1 placement :home reserve	:6 weeks
M	4	TCP	:conditions re : parents : alcohol	:1 placement :home reserve	:3 weeks
F	16	TCP	:adolescent : pregnancy	:1 placement :Villa Rosa	:6 weeks
M	17	TCP	:at request of : parents : treatment	:1 placement :Lemay House	:8 months

continuation of
TABLE 4.5

BAND D - CHILDREN IN CARE

Sex	Age	Status	Reason	Placement	Stay
F	11	T.W.	conditions re parents alcohol	5 placements home reserve ext. family off-reserve	remains in care
M	8	T.W.	conditions re parents alcohol	5 placements home reserve ext. family	remains in care
M	13	T.W.	conditions re parents alcohol	6 placements home reserve ext. family	remains in care
F	13	Appre- hension:	sexual abuse	1 placement home reserve	3 weeks
F	12	Appre- hension:	sexual abuse	1 placement home reserve	3 weeks s
F	3	TCP	conditions re parents alcohol abandonment	2 placements ext. family	4 months readmitted to care
M	4	TCP	abuse neglect	1 placement home reserve to care	4 months readmitted
M	3	Appre- hension:	abandonment	1 placement home reserve	4.5 months
M	8	Apphe- hension:	abandonment	1 placement home reserve	4.5 months
F	9	T.W.	conditions re parents	4 placements home reserve	16 months
F	11	TCP	conditons re parents	1 placement ext. family	15.5 months
F	8	T.W.	conditions re parents	4 placements home reserve	16 months
F	2	P.W.	conditions re parents	1 placement home reserve	remains with f.p.
M	6	P.W.	trans. from another agency	2 placements home reserve	remains in care
F	5	P.W.	trans. from another agency	3 placements ext. family home reserve	remains in care

continuation of
TABLE 4.5

BAND D - CHILDREN IN CARE

Sex:	Age	Status:	Reason	Placement	Stay
F	13	TCP *(VPA)	out of control behaviour adolescent pregnancy	4 placements home reserve group home Villa Rosa	remains in care : :
M	12	TCP	conditions re parents	2 placements home reserve	5.5 months :
F	9	TCP	conditions re parents	1 placement home reserve (returned to same f.p.)	1 year then re- admitted to care
M	4	TCP	conditions re parents	1 placement home reserve	3 months :
M	2	T.W.	conditions re parents	2 placements home reserve	remains in care
F	4	T.W.	conditions re parents	2 placements home reserve	remains in care
F	3	P.W.	conditions re parents	2 placements home reserve	remains in care
F	1 mo.	T.W.	conditons re parents	1 placement home reserve	remains in care
M	11 mo	T.W.	neglect alcohol, abuse by both parents	2 placements home reserve	remains in care
F	13	T.W.	child inappro- priately cared for by parent	1 placement home reserve	3 weeks :
F	5	P.W.	trans. from another agency	2 placements ext. family home reserve	remains in care :
F	13	TCP	out of control	2 placements home reserve	remains in care
M	10 mo	T.W.	child abuse	2 placements home reserve ext. family	remains in care :
F	1	TCP	cond. re parent alcohol abandonment	1 placement N/A	4 months :

Total

52

* Voluntary Placement Agreement under present
legislation.

TABLE 4.6

BAND E - CHILDREN IN CARE

Sex	Age at Admision	Status	Reason for Admission	Type of Placement	Length of Stay in Placement
F	8	:Appre- :hension:	:abuse	:1 placement :home reserve	:5 days
F	14	:Appre- :hension:	:abuse	:2 placements :Seven Oaks :foster home	:6 weeks
M	1	: T.W.	:conditions re : parents	:1 placement :home reserve	:8 months :readmitted :to care
M	3	: T.W.	:conditions re : parents	:1 placement :home reserve	:8 months :readmitted :to care
F	4	: T.W.	:conditions re : parents	:4 placements :home reserve	:8 months :readmitted :to care
F	12	:Appre- :hension:	:child ran from : home	:1 placement :ext. family	:2 days
F	15	:Appre- :hension:	:child ran from : home	:1 placement :ext. family	:2 days
M	4	:Appre- :hension:	:conditions re : parents	:1 placement :home reserve	:1 month
F	14	: T.W.	:behaviour : beyond control : of parent	:2 placements :home reserve :Marymound	:6 weeks
Total					9

TABLE 4.7

BAND F - CHILDREN IN CARE
August 16, 1982 - June 30, 1985

Sex:	Age at:	Status:	Reason for	Type of	Length of
:Admis-	:sion	:	: Admission	: Placement	: Stay in
:	:	:	:	:	: Placement
M	: 10	: Appre-	: alcohol abuse	: 1 placement	: 4 months
:	:	: hension:	: re birth parent:	: ext. family	:
:	:	:	:	:	:
M	: 5	: *TCP	: alcohol abuse	: 1 placement	: 3 months
:	:	:	: re birth parent:	: ext. family	:
:	:	:	:	:	:
F	: 5	: *TCP	: conditions	: 1 placement	: 6 months
:	:	:	: conduct re	: home reserve	:
:	:	:	: parents	:	:
:	:	:	:	:	:
M	: 2	: T.W.	: conditions	: 3 placements	: 16 months
:	:	:	: conduct re	: home reserve	: readmitted
:	:	:	: parents	: other reserve:	: to care
:	:	:	:	:	:
F	: 6	: *TCP	: conditions	: 1 placement	: 3 weeks
:	:	:	: conduct re	: ext. family	:
:	:	:	: parents	:	:
:	:	:	:	:	:
F	: 15	: Appre-	: child beyond	: 1 placement	: 2.5 months
:	:	: hension:	: control of	: off reserve	:
:	:	:	: parents	:	:
:	:	:	:	:	:
M	: 3	: *TCP	: conditions	: 1 placement	: 3 weeks
:	:	:	: conduct re	: ext. family	:
:	:	:	: parents	:	:
:	:	:	:	:	:
M	: 8 days:	: *TCP	: conditions	: 1 placement	: 3 months
:	:	:	: conduct re	: other reserve:	:
:	:	:	: parents	: (to be with	:
:	:	:	:	: sibling in	:
:	:	:	:	: same place-	:
:	:	:	:	: ment)	:
:	:	:	:	:	:
M	: 4	: T.W.	: conditons re	: 5 placements	: 1 year
:	:	:	: parents	: home reserve	: readmitted
:	:	:	:	:	:
M	: 14	: *TCP	: parent admitted:	: 1 placement	: 3 months
:	:	:	: child to care	: ext. family	:
:	:	:	:	:	:
M	: 8	: *TCP	: parent admitted:	: 1 placement	: 3 months
:	:	:	: child to care	: ext. family	:
:	:	:	:	:	:
F	: 1	: Appre-	: medical	: 1 placement	: 2 weeks
:	:	: hension:	: attention	: med. facility:	:
:	:	:	:	:	:
M	: 3	: Appre-	: medical	: 1 placement	: 2 weeks
:	:	: hension:	: attention	: med. facility:	:
:	:	:	:	:	:
M	: 3	: T.W.	: conditions re	: 4 placements	: remain
:	:	:	: conduct of	: off reserve	: in care
:	:	:	: parents	: home reserve	:

continuation of
TABLE 4.7

BAND F - CHILDREN IN CARE

Sex:	Age	Status:	Reason	Placement	Stay
M	2	T.W.	conditions re conduct of parents	4 placements off reserve home reserve	remain in care
F	13	*TCP	sexual abuse parent admitted child to care fam. breakdown	2 placements home reserve	2 months
M	15	*TCP	parent admitted child to care fam. breakdown	1 placement home reserve	7 months
F	1	*TCP	fam. breakdown	2 placements home reserve	3 months
F	16	*TCP	child out of parent control	1 placement ext. family	6 months
F	1	*TCP	to allow birth mother to re- turn to school	1 placement ext. family	6 months
F	12	*TCP	child beyond control of parents	4 placements private group home	remains in care
M	1	Appre- hension:	abandonment neglect many hospital- izations	6 placements home reserve	remains in care
M	11	T.W.	child beyond control of parents	3 placements home reserve other pl.	remains in care
F	2	*TCP	mother unwill- ing to care for her	1 placement ext. family	remains in care
M	1	T.W.	mother unwill- ing to care for him	1 placement ext. family	remains in care
F	12	T.W.	at request of birth father	3 placements ext. family	readmitted
M	13	*TCP	school and social place- ment	1 placement off-reserve Winnipeg	remains in care

Total

27

* Voluntary Placement Agreement under present
Child and Family Services Act.

TABLE 4.8

BAND G - CHILDREN IN CARE
August 16, 1982 - June 30, 1985

Sex:	Age at Admis- :sion	Status:	Reason for : Admission	: Type of : Placement	:Length of :Stay in :Placement
F	: 3	:Appre- :hension:	:abandonment	:1 placement :home reserve	:7 days
M	: 11	: T.W.	:conditions re : conduct of : parents	:3 placements :home reserve	:2.5 months
*M	: 6	:Appre- :hension:	:conditions re : conduct of : parents	:3 placements :home reserve :2 placements :off-reserve	:remains :in care
*M	: 6	:Appre- :hension:	:conditions re : conduct of : parents	:3 placements :home reserve :2 placements :off-reserve	:remains :in care
F	: 16	: T.W.	:behaviour : out of control:	:1 placement :home reserve	:7.5 months
M	: 16	: T.W.	:behaviour : out of control:	:2 placements :home reserve :group home	:to age of :majority
F	: 14	: P.W. :(B.C.):	:repatriated to : ext. family	:2 placements :home reserve :off-reserve	:11 months
M	: 10	: TCP	:conditions re : conduct of : parents	:1 placement :ext. family	:6.5 months
M	: 3	: TCP	:conditions re : conduct of : parents	:1 placement :home reserve :with siblings:	:remains :in care
M	: 5	: TCP	:conditions re : conduct of : parents	:1 placement :home reserve :with siblings:	:remains :in care
M	: 6	: TCP	:conditions re : conduct of : parents	:1 placement :home reserve :with siblings:	:remains :in care
F	: 4	: TCP	:conditions re : conduct of : parents	:1 placement :home reserve :with siblings:	:remains :in care
F	: 8	: TCP	:conditions re : conduct of : parent	:1 placement :home reserve :with siblings:	:remains :in care

continuation of
TABLE 4.8

BAND G - CHILDREN IN CARE

Sex	Age	Status	Reason	Placement	Stay
M	2	TCP	conditions re conduct of parents	2 placements home reserve	1 year
F	8 mo.	Appre- hension	medical condition abandonment	2 placements emergency placement	6 days
M	13	P.W. (B.C.)	repatriation to extended family	2 placements Man. Youth Centre Project Neecreewam	19 months
F	13	TCP	behaviour beyond control of caregivers	2 placements home reserve	11 months then readmitted to care
F	10	P.W.	transferred from CAS, Wpg.	1 placement home reserve	remain in care
M	11	P.W.	ransferred from CAS, Wpg.	1 placement home reserve	remain in care
F	16	VPA	to facilitate school attend- ance	1 placement off-reserve	10 months
M	7 mo.	Appre- hension	conditions re conduct of parents	2 placements home reserve	remains in care
M	5	Appre- hension	conditions and conduct of parents	2 placements home reserve	remains in care
F	2	Appre- hension	emergency parental abandonment	1 placement home reserve	3 days
F	3	Appre- hension	condition and conduct of parents	2 placements home reserve	remains in care
F	2	Appre- hension	conditions and conduct of parents	2 placements home reserve	remains in care

Total

25

* Voluntary Placement Agreement under present
Child and Family Services Act.

TABLE 4.9

BAND H - CHILDREN IN CARE
August 16, 1982 - June 30, 1985

Sex	Age at Admision	Status	Reason for Admission	Type of Placement	Length of Stay in Placement
F	10	*TCP	conditions and conduct of parents	1 placement ext. family	3 weeks
M	15	Apprehension	child involved in delinquent activity	1 placement home reserve	2 months
M	15	*TCP	conduct of birth parents	1 placement ext. family	3 weeks
F	17	P.W. (trans. in)	birth family dysfunctional	1 placement home reserve	to age of majority
F	11	T.W.	conduct of birth parents adolescent pregnancy	2 placements home reserve Villa Rosa	18 months
M	15	*TCP	conditions of birth parents	1 placement ext. family	19 months
M	1	Apprehension	conduct of birth parents	1 placement ext. family	5 weeks
M	17	*TCP	birth family dysfunctional delinquent activity	1 placement home reserve	to age of majority
M	14	*TCP	caregivers unwilling and unable to give care	2 placements home reserve	to independent living situation
M	7	P.W.	transferred from CAS, Wpg.	1 placement ext. family	remains in care
F	5	P.W.	transferred from CAS, Wpg.	1 placement ext. family	remains in care
M	10	T.W.	transferred from CAS, Western	2 placements home reserve	readmitted to care
M	9	T.W.	transferred from CAS, Western	3 placements 2 ext. family 1 emergency	readmitted to care

continuation of
TABLE 4.9

BAND H - CHILDREN IN CARE

Sex:	Age	Status:	Reason	Placement	Stay
M	2	P.W.	transferred	3 placements	readmitted
			from CAS, Wpg.	2 ext. family	to care
				1 emergency	

Total
14

* Voluntary Placement Agreement under present
Child and Family Services Act.

* Child Previously in care of the Children's
Aid Society of Winnipeg

LEGEND FOR TABLES 4.2 to 4.10

- TCP means a temporary contract placement under the previous child welfare act and is a voluntary placement agreement.
- Apprehension means the child was returned to the care of parents prior to the court hearing date.
- PW means a child who is a permanent ward of the Director of Child Welfare or of private agencies.
- TW means a child who is a temporary ward of the Director of Child Welfare or of private agencies. The child may be returned to the care of birth parents.

INTRODUCTION TO QUESTIONNAIRE

The Manitoba Foster Parents Association was born out of the need for foster parent support. On April 18, 1985, Jane M. Earle was appointed as the Executive Director of the Manitoba Foster Parents Association Incorporated. Jane holds a salaried position and her office is located at Child and Family Support. Jane has a social work background and has also had several years of experience as a foster parent.

Jane concurs with the opinion that foster parents are given very low priority by agencies, and she feels that it is time that foster parents are heard and are given support and recognition for the service they provide.

Because there are basic differences in issues faced by urban foster parents versus foster parents on reserve, Jane is looking for input from the Indian Agencies so that she may begin to address their concerns.

The position of the Co-ordinators for the Indian Agencies is that an Executive Director should be considered to work solely with those agencies.

The steering committee of the Manitoba Foster Parents Association is looking to the development of an accredited training course through Red River Community College. Foster parents are often placed in the position of accepting children they know very little about and also of having to make "ad hoc" decisions. Often foster parents do not feel equipped to deal with the behaviors demonstrated by children in their care. It is felt that the "drift" in foster care can be significantly reduced by regarding the

foster parents as qualified partners in case planning, as well as by strengthening these resources by attending to training needs.

Foster parents can be strong by forming an association and/or support group locally and/or regionally. In January of 1984, a group of foster parents met with the minister, and foster parent rates were raised, effective April 1, 1984. Foster parents as a group can be heard, and are capable of making changes in the system, over and above what an individual or an agency can do.

The mission objective of the Placement Resource Program is to address the needs, rights and responsibilities of foster parents and adoptive parents in order to develop a viable program for the benefit of "the best interests of children."

An issue of grave concern to the Manitoba Foster Parents Association is the number of foster homes being utilized without adequate insurance coverage. Foster parents, at the present time, must be registered with the Manitoba Foster Parents Association in order to be eligible for liability insurance. Jane Earle indicated that she would be meeting with a representative from Indian Affairs to address this issue.

FOSTER PARENT QUESTIONNAIRE

This questionnaire was distributed to thirty-six (36) individuals, including active foster parents, former foster parents, and child welfare committee members.

The distribution of the questionnaire took the form of this writer hand-delivering them at the West Region Child and Family Services Inc. Annual Meeting on Wednesday, September 18, 1985.

1. ARE YOU A FOSTER PARENT?

Of the 20 respondents - 10 answered "yes"

10 answered "no"

Of the 10 who answered "yes",

2 fostered for less than one year,

7 for more than one year but less than two years,

1 for fourteen years.

2. HAVE YOU FOSTERED CHILDREN AT ANYTIME?

Of the 19 respondents - 15 answered "yes"

4 answered "no"

3 fostered for the Child and Family Services of Western Manitoba,

6 fostered for less than one year,

8 fostered for more than one year but less than three years, and

1 fostered for 17 years.

3. ARE YOU COMFORTABLE WITH THE WEST REGION CHILD AND FAMILY SERVICES FOSTER HOME PROGRAM?

Of the 19 respondents - 10 answered "yes"
0 answered "no"
9 answered "undecided"

4. DO YOU FEEL SUPPORTED AS A FOSTER PARENT?

Of the 20 respondents - 9 answered "yes"
3 answered "no"
4 answered "undecided"
4 responded "not applicable"

5. DO WORKERS SEE YOU AS OFTEN AS YOU WOULD LIKE?

Of the 20 respondents - 9 answered "yes"
4 answered "no"
4 answered "undecided"
3 answered "never had visitors of any kind"

6. WHAT ISSUES WOULD YOU LIKE TO DISCUSS ABOUT THE PROGRAM?

Of the 20 respondents - 12 answered "housing"
8 answered "insurance"
5 answered "foster payments"
13 answered "foster parent training"

The comments were - ie. "All foster parents should receive training," "Often foster parents don't know how to handle the children with whom they are placed."

7. ARE ANY OF THE ABOVE ISSUES DISCOURAGING YOU FROM APPLYING TO BE A FOSTER PARENT?

Of the 17 respondents - 0 answered "yes"
14 answered "no"
3 answered "undecided"

8. WOULD YOU LIKE TO JOIN WITH OTHER FOSTER PARENTS ON YOUR RESERVE TO FORM A SUPPORT GROUP?

Of the 19 respondents - 15 answered "yes"
0 answered "no"
4 answered "undecided"

9. DO YOU FEEL IT IS NECESSARY TO HAVE A SUPPORT GROUP TO DISCUSS COMMOM ISSUES?

Of the 19 respondents - 17 answered "yes"
0 answered "no"
2 answered "undecided"

10. CAN YOU SUGGEST A PERSON FROM YOUR RESERVE WHO WOULD BE DESIGNATED AS THE LIAISON/SPOKESPERSON FOR THE FOSTER PARENT GROUP?

Of the 18 respondents - 14 answered "yes"
4 answered "no"

The suggestions numbered ten and represented the communities of Waterhen, Valley River, Pine Creek, and Waywayseecappo.

11. DO YOU WISH TO BECOME A PART OF A LOCAL CHAPTER?

Of the 17 respondents - 7 answered "yes"

1 answered "no"

9 answered "undecided"

12. DO YOU SEE THE NEED FOR A FOSTER PARENT GROUP TO MEET REGIONALLY TO DISCUSS COMMON CONCERNS?

Of the 20 respondents - 19 answered "yes"

0 answered "no"

1 answered "undecided"

13. DO YOU FEEL THAT A LOCAL GROUP WOULD HAVE AN IMPACT ON POLICY DECISIONS REGARDING FOSTER PARENTS?

Of the 20 respondents - 17 answered "yes"

3 answered "no"

0 answered "undecided"

FOSTER PARENT TRAINING PACKAGE

INTRODUCTION:

The precipitating factors resulting in child placement and the movement of children was reviewed with respect to WRCFS and from the agency inception date of August 16, 1982 through to June 30, 1985.

As a result, the following training modules have been prioritized:

- (1) Orientation to Foster Care
- (2) Child Development
- (3) Fostering Sexually Abused Children
- (4) Fostering Children from Alcoholic Families

GENERAL THEME:

There will be no attempt to promote any particular approach to child development or child management but rather selections from research that will be appropriate and comprehensive for participants.

TARGET GROUP:

The target group for the training is to include parent aides, homemakers, Child and Family Services committees along with the WRCFS foster parents.

TIME FRAME:

Due to the close proximity of the communities of Way-seecappo and Gamblers, both will be incorporated into one session.

The proposed time frame is eight weeks per module, scheduled at one session per week per community.

BUDGET ESTIMATE:

The following items must be taken into consideration:

- (1) Babysitting
- (2) Food Cost (includes coffee, condiments, paper towels, etc.)
- (3) Mileage Expense (if participants must provide their own transportation and if they live in excess of 6 miles from the training site)
- (4) Hall Rental
- (5) Expenses for Resource People (meals, mileage, or honorarium)

TRAINING MODULES

PHASE I

1. Orientation to Foster Care

- (a) Political forces instrumental in the formation of WRCFS
(Master Agreement - subsidiary agreement)
- (b) Agency mission, values and customs of native communities
- (c) Administrative organization of WRCFS
- (d) Roles and responsibilities of Agency staff

2. Overview of Foster Care

- (a) The need for foster care resources in the service continuum
- (b) Recruitment procedures and Agency expectations of foster parents
- (c) The circumstances under which children come into care
- (d) Foster parent rights and responsibilities
- (e) Team work, communication and the appeal process

3. Advocacy for the Child in Care

- (a) Working with the school and other resources
- (b) Establishing a rapport with the room teacher
- (c) Maintenance vs. an ongoing assessment of the needs of the child
- (d) Expectations (Agency) concerning medical follow-up of the child in care
- (e) The role of the foster parent as advocate

4. Separation and Loss

- (a) The stages of placement adjustment
- (b) The dynamics of multiple placements
- (c) Can this placement be saved?

RESOURCE MATERIAL:

Dr. Vera Fahlberg, 1979

Helping Children When They Must Move,

The Child and Family Services Act of Manitoba

Patricia Ryan, "Finding Families for the Children",

Foster Parent Training,

Eastern Michigan University, 1974

VISUAL AIDS:

Overhead Projector

VHS Tape

TIME FRAME:

One session per week x 8 communities

PHASE II

CHILD DEVELOPMENT

1. Early Childhood Development
2. (a) Stages of development from 0 to 6
(b) Stimulating the pre-schooler
 - (i) socially
 - (ii) intellectually
3. Nurturing and Care Needs
 - (a) Nature vs. Nurture - a presentation
 - (b) Care in infancy
 - (c) Care in pre-school
 - (d) Care in Kindergarten
4. Discipline vs. Punishment
 - (a) characteristics of each
 - (b) Acceptable forms of discipline
 - (c) Behavior Management Techniques recommended
 - in infancy
 - childhood
 - preteen
 - teenagers
 - for abused children
5. Fostering the Teenager
 - Physiological Changes in Puberty
 - Stages of Development
 - (a) early adolescent
 - (b) mid-adolescent

- (c) late adolescent
- (d) reasons which predominate for admission to care
- (e) foster family constellation recommended
- (f) recommended support services

RESOURCE MATERIAL:

KishawehoteseWIN: A Native Parenting Approach,
Canadian Public Health Association,
Ottawa, Ontario, 1984

Duska, Ronald, Moral Development:
A Guide to Piaget and Kohlberg,
The Missionary Society of St. Paul the Apostle
in the State of New York and
MariEllen Whelan, Paulist Press,
Toronto, Ontario, 1973

VISUAL AIDS:

Overhead Projector
VHS Tape, Machine, etc.

TIME FRAME:

One session per week x 8 communities

PHASE III

FOSTERING SEXUALLY ABUSED CHILDREN

1. Nature and Effects of Child Sexual Abuse
 - (a) Characteristics and definition
 - (b) Statistical information re frequency
 - (c) Behavioral indicators of sexually abused children
 - (d) Long-term effects and treatment options

2. Video Presentation
 - (a) Recording of key points
 - (b) What to do if your foster child discloses abuse
(small group discussion)
 - (c) Review by larger group and the process to be followed
 - (d) Handout as to procedure

3. Who Should Foster Sexually Abused Children?
 - (a) Family constellation and fostering experience
 - (b) Family characteristics ie. personalities and attitudes toward discipline
 - (c) Availability of resources
 - (d) Recommended support services for caregivers

4. Review Questions Posed at Beginning of Session
 - (a) Possible problems
 - (b) Evaluation/wind-up

RESOURCE MATERIAL:

Trust II - Ontario Centre for the Prevention of Child
Sexual Abuse

Child and Family Services Act of Manitoba

VISUAL AIDS:

Overhead Projector

VHS Tape, etc.

TIME FRAME:

One session per week x 8 communities

PHASE IV

FOSTERING CHILDREN FROM ALCOHOLIC FAMILIES

1. General Objectives:

- (a) To introduce both new and experienced foster parents and committee members, parent aids, and homemakers to the role of foster parents in relation to the children in care
- (b) To help foster parents understand the stages of child physical and emotional development (Kohlberg)
- (c) To help foster parents review the hierarchy of needs and how these needs are met in a healthy, functional family (Maslow)
- (d) To help foster parents review how a family strives for equilibrium regardless of the degree of health within the unit
- (e) To help foster parents review General Systems Theory (Compton and Galaway)

2. Specific Goals:

- (a) Understanding the trauma and symptomatology of children coming from alcoholic backgrounds
- (b) Assisting foster parents in encouraging age appropriate behaviors in children
- (c) Reviewing family constellations and families recommended to foster children from alcoholic backgrounds

3. Important Points to be Emphasised:

- (a) All children in care have experienced trauma
- (b) Children in care are often overly responsible ie. "parentified children". This does not lessen the degree of trauma.
- (c) Symptoms of Fetal Alcohol Syndrome - short and long term effects

RESOURCE MATERIAL:

AFM Resource Manual,

Chemical Dependency Intervention Course

Kathy J. Hanson and Nada Estes

The Family Trap - Dynamics of Alcoholic Families

Resource Tapes: "Crisis for the Unborn"

"Soft is the Heart of a Child"

TIME FRAME:

One session per week x 8 communities

BUDGET ESTIMATE PER MODULE

BAND	*BABYSITTING	:FOOD COSTS	**MILEAGE	HALL RENTAL	TOTALS
A	:\$12.00 per household x 8 participants = \$96.00	:\$5.00 per person x 15 participants = \$45.00	: 0	:\$50.00	:\$191.00
B	:"	:"	: 0	:"	:\$191.00
C	:"	:"	: 0	:"	:\$191.00
E	:"	:"	:40 miles return x \$0.31/miles x 4 participants = \$49.60	:"	:\$240.60
F	:"	:"	:24 miles return x \$0.31/mile x 15 participants = \$45.00	:"	:\$302.60
G	:"	:"	: 0	:"	:\$191.00
H	:"	:"	: 0	:"	:\$191.00
D and I	:"	:"	:a) 18 mi. return x 8 part.x\$.31 = \$44.64 :b) 34 mi. return x 2 part.x\$.31 = \$21.08	:"	:\$256.72
SUBTOTAL (1)					\$1754.92

* The assumption (with respect to the babysitting category) is that of the total number of participants (1) there will be individuals from the same household or (2) the committee members will have babysitting arrangements if they are on Band Staff.

** The geographical distance (with respect to mileage) plus the potential resources off-reserve are taken into consideration here.

EVALUATION OF TRAINING SESSION

1. My personal objectives and expectations in attending the inservice were achieved.

1 2 3 4 5 6 7
strongly disagree strongly agree

Participants
(when collating
results)

Scale Number
(when collating
results)

2. The (a) length and (b) content of the session were appropriate.

1 2 3 4 5 6 7
strongly disagree strongly agree

Participants

Scale Number

(a) Length

Participants

Scale Number

(b) Content

3. What parts did you find most useful?

4. Can you give one example how, what you learned from this session will help you in your role as a Foster Parent?

5. Do you have suggestions for improvement?

Comments:

6. What types of information and resources would you like to see in additional training sessions?

7. Comments

TASKS NECESSARY TO ACHIEVE OBJECTIVES

Year 1 - 1985 - 1986

April 1, 1985	May	June	July
Child and Fam. Services Comm. training - Band B	Foster Parent Workshop - Band B	Child & Fam. Services Comm. training - Band D	Child & Fam. Services Comm. training - Band E
Review of Dir. #18	Orientation	Child & Fam. Services Comm. training - Band F	Dev't of comm. based guide-
Review Cardex and files	Review of Dir. #18	Dev't of comm. based guide-	lines
Goal-setting Agency Management			
August	September	October	November
Review with PRS Unit	Distribution of survey to all band	WRCFS foster parent annual meeting	Foster Parent training orientation
Supervise the status of foster home resources	reps re. foster home program and support groups	Re-formation of support groups at all bands	workshop held at Band G
develop a format for review	WRCFS annual meeting		Operational planning workshop to address foster home program, etc.
December	January	February	March
Updating of Cardex resource file	Child & Fam. Services Comm. training - Band A	Child & Fam. Services Comm. training - Band C	Child & Fam. Services Comm. training - Band H
Annual review licensing			

TASKS NECESSARY TO ACHIEVE OBJECTIVES

Year 2 - 1986 - 1987

April 1, 1986	May	June	July
Foster Parent recognition	Support for WRCFS foster parents to attend First Provincial Conference	WRCFS annual meeting	Updating of resource file, cardex, licensing
Foster Family Week			Annual reviews
Annual Appreciation Supper			
August	September	October	November
Attendance at NACAC Conference	Completion of reviews	Community activities to honor foster parents	Operational planning workshop - setting of goals and objectives for all programs - Agency Staff
CWLA mailing list	Development of Newsletter	Updating of Cardex	
Collection of resource material	Contacting committee		
	Planning for National Family Week		
December	January	February	March
Meeting with Steering Committee re implementation of foster parent training	Evaluation of ongoing training needs	Preparation of resource materials for all staff to assist in recruitment	Inservice with Staff re the completion of home studies

TASKS NECESSARY TO ACHIEVE OBJECTIVES

Year 3 - 1987 - 1988

April 1, 1987	May	June	July
Support for WRCFS foster parents to attend Second Provincial Conference	: Planning meetings for proposal for foster parent training	: The review of all WRCFS foster homes for the status of licenses	: Dev't of format for staff inservice on foster parent orientation and assessment : Supervision of New Careers Trainee re Practicum placement
August	September	October	November
Development of funding proposal for foster parent training and proposal submission	: The implementation of foster parent training : Planning meeting with Steering Comm.	: Steering Comm. meeting re accredited foster parent training : National Foster Week Family activities	: Dev't and distribution of ad for specialized foster home
December	January	February	March
Review of all foster homes Evaluation and updating of resource file	: The operation- alization of inservice "Fostering Sexually Abused Children"	: The implement- ation of accredited foster parent training	: the dev't of information booklets for foster parents : Evaluation of inservice to be submitted to Agency management

TASKS NECESSARY TO ACHIEVE OBJECTIVES

Year 4 - 1988 - 1989

April 1, 1988	May	June	July
Support for WRCFS foster parents to attend Third Provincial Conference	Development of funding proposal re foster parent training for Agency foster parents	Submission of WRCFS info session proposal to Agency management for ratification	Planning for regional meeting with WRCFS foster parents
Final class for foster parents at Community College			
August	September	October	November
Resource person to present gene-gram as an assessment tool	Foster Parent Newsletter Implementation of Intro to foster care	Support of foster parent local support groups	Staff training inservice on foster home assessments
December	January	February	March
Review of all foster homes	Implementation of Community College course for foster parents		Evaluation and review of Agency education sessions and accredited courses through Community College
Evaluation and updating of resource file	Implementation of foster parent inservice		

TASKS NECESSARY TO ACHIEVE OBJECTIVES

Year 5 - 1989 - 1990

April 1, 1989	May	June	July
Support for WRCFS foster parents to attend Conference	:Development of training proposal for foster parents - Early Childhood Development	:Distribution of memo to unit Supervisor Meeting with CFS unit re training needs	:Planning for annual regional meeting for WRCFS foster parents
Recruitment of specialized resources			
August	September	October	November
Training proposal for specialized resource education	:Submission to Agency Management for ratification	:Annual regional meeting for WRCFS foster parents	:Development of funding proposal for education of specialized resource for WRCFS
December	January	February	March 31, 1990
Review of all foster homes	:Implementation of Certificate Course TBA		:Evaluation of foster parent training
Evaluation and updating of resource file	:Implementation of Early Childhood Development training		:Evaluation of overall program :Preparation of report

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