

CANADIAN HUMAN RIGHTS TRIBUNAL

BETWEEN:

**FIRST NATIONS CHILD AND FAMILY CARING SOCIETY OF CANADA and
ASSEMBLY OF FIRST NATIONS**

Complainants

-and-

CANADIAN HUMAN RIGHTS COMMISSION

Commission

-and-

**ATTORNEY GENERAL OF CANADA
(representing the Minister of Indigenous and Northern Affairs Canada)**

Respondent

-and-

**CHIEFS OF ONTARIO, AMNESTY INTERNATIONAL, and NISHNAWBE ASKI
NATION**

Interested Parties

AFFIDAVIT OF DR. THOMAS A. WILSON & DAVID BARNES

FALCONERS LLP
Barristers-at-Law
10 Alcorn Avenue, Suite 204
Toronto, Ontario M4V 3A9

Tel.: (416) 964-0495
Fax: (416) 929-8179
Email: julianf@falconers.ca
molyc@falconers.ca

Julian N. Falconer (L.S.O. No. 29465R)
Molly Churchill (L.S.O. No. 72510P)

Lawyers for the Interested Party, Nishnawbe
Aski Nation (NAN)

TO: CANADIAN HUMAN RIGHTS TRIBUNAL

Attn: Judy Dubois, Registry Officer
160 Elgin Street, 11th Floor
Ottawa, ON K1A 1J4

**AND TO: Robert Frater, Jonathan Tarlton, Patricia MacPhee, Kelly Peck, Max Binnie,
& Meg Jones**

Justice Canada
Civil Litigation Section, Ste. 500
50 O'Connor St.
Ottawa, ON K1A 0H8
Tel: 613-952-1228
Fax: 613-954-1920

Counsel for the Respondent, the Attorney General of Canada

AND TO: David P. Taylor

Conway Baxter Wilson LLP/s.r.l.
400-411 Roosevelt Avenue
Ottawa, ON K2A 3X9
Tel: 613-691-0368
Fax: 613-688-0271

Sarah Clarke

Clarke Child & Family Law
36 Toronto Street, Suite 950
Toronto, ON M5C 2C5
Tel: 416-260-3030
Fax: 647-689-3286

Barbara McIsaac

Barbara McIsaac Law

Anne Levesque

Levesque Equality Law

Co-Counsel for the Complainant,
First Nations Child and Family Caring Society of Canada

AND TO: Stuart Wuttke

Assembly of First Nations
55 Metcalfe Street, Suite 1600
Ottawa, ON K1P 6L5
Tel: 613-241-6789
Fax: 613-241-5808

David Nahwegahbow & Thomas Milne

Nahwegahbow Corbiere
5884 Rama Road, Suite 109
Rama, ON L3V 6H6
Tel: 705-325-0520
Fax: 705-325-7204

Co-Counsel for the Complainant, Assembly of First Nations

AND TO: Brian Smith & Jessica Walsh
Litigation Services Division
Canadian Human Rights Commission
344 Slater Street, 9th Floor
Ottawa, ON K1A 1E1
Tel: 613-947-6399
Fax: 613-943-3089

Counsel for the Canadian Human Rights Commission

AND TO: Maggie Wente & Sinéad Dearman
Olthuis, Kleer, Townshend LLP
250 University Avenue, 8th floor
Toronto, ON M5H 3E5
Tel: 416-981-9330
Fax: 416-981-9350

Counsel for the Interested Party, the Chiefs of Ontario

AND TO: Justin Safayeni & Ben Kates
Stockwoods LLP Barristers
TD North Tower
77 King Street West, Suite 4130
P.O. Box 140
Toronto-Dominion Centre
Toronto, Ontario M5K 1H1
Tel.: 416-593-7200
Fax: 416-593-9345

Counsel for the Interested Party, Amnesty International

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**CHIEFS OF ONTARIO, AMNESTY INTERNATIONAL, and NISHNAWBE ASKI
NATION**

Interested Parties

AFFIDAVIT OF DR. THOMAS A. WILSON & DAVID BARNES

WE, DR. THOMAS A. WILSON and DAVID BARNES, of the City of Toronto, in the Province of Ontario, **MAKE OATH AND SAY:**

1. We have been asked to prepare this affidavit in support of a motion by Nishnawbe Aski Nation (“NAN”) concerning the Remoteness Quotient (“RQ”) work ordered by this honourable Tribunal in March 2017. This affidavit endeavours to explain the multi-faceted work that we undertook starting in March 2017 to quantify the remoteness-related costs of

providing child and family services in NAN communities and to develop a better understanding of demand for such services and related funding.

2. I, Dr. Thomas A. Wilson, am an Emeritus Professor of Economics and Senior Advisor to the Policy and Economic Analysis Program at the Rotman Institute for International Business at the University of Toronto. I am also a Research Fellow at the C.D. Howe Institute and was a member of the Statistics Council, Statistics Canada, from 2005-2016. A copy of my curriculum vitae is attached to this affidavit as **Exhibit "A"**.
3. I, David Barnes, am the Principal of Barnes Management Group ("BMG"), which provides consulting services to public and non-profit organizations. I have over 30 years of experience as a social worker, consultant, and facilitator, focusing on child welfare and services to Indigenous communities. I was the lead author of the 2006 report, "Northern Remoteness: Study and Analysis of Child Welfare Funding Model Implications on Two First Nations Agencies" ("the Barnes Report"). Attached as **Exhibit "B"** to this affidavit is a copy of my curriculum vitae.
4. We have been informed by counsel for NAN, and believe it to be true, that a copy of the Barnes Report was previously filed with this Tribunal and is found in the Tribunal's record in this matter as Exhibit HR 11- Tab 219.
5. We were engaged in 2017 by NAN in agreement with Indigenous Services Canada ("ISC") to conduct work on a remoteness coefficient and remoteness quotient to quantify remoteness costs of providing child and family services in northern Ontario. As such, we have knowledge of the facts herein deposed by us.
6. Throughout our affidavit, we refer from time to time to "the three NAN agencies." These are,

respectively, Tikinagan Child and Family Services (“Tikinagan”), Payukotayno James & Hudson Bay Child and Family Services (“Payukotayno”), and Kunuwanimano Child and Family Services (“Kunuwanimano”).

7. On March 29, 2017, this honourable Tribunal ordered Indigenous and Northern Affairs Canada (which is now ISC, and which we therefore refer to as ISC) and NAN to work together to develop and implement an immediate relief formula for the three NAN agencies (*First Nations Child & Family Caring Society of Canada et al. v. Attorney General of Canada (representing the Minister of Indigenous and Northern Affairs Canada)*, 2017 CHRT 7). This Tribunal ordered Canada to provide funding to NAN to support the expert proposal provided by NAN to ISC in the context of a Remoteness Quotient Table (“RQ Table”).
8. We are the experts that were hired to conduct work for NAN at the RQ Table.
9. Our work for NAN, which has come to be referred to as the “Remoteness Quotient Project” or “RQ Project” or simply “RQ work”, was divided into two phases. We discuss these two phases in more detail below.
10. We are aware that our RQ Work has been filed with this honourable Tribunal as follows:
 - Phase I RQ Report, filed on September 8, 2017;
 - Phase II RQ Interim Report (“the Interim Report”), filed on August 22, 2018;
 - Executive Summary of the Interim Report, filed on August 22, 2018; and
 - Phase II RQ Final Report (“the Final Report”), filed on March 29, 2019.
11. We refer to these filed reports and Executive Summary in what follows.
12. We are not the only two researchers involved in the RQ work. Our team included economist Dr. David Stiff, Director of the Canadian Centre for Economic Analysis; Dino Radocchia, who worked as a Senior Advisor for the Ontario Ministry of Aboriginal Affairs prior to

joining BMG; and others.

1. Phase I of the RQ Project

13. Attached as **Exhibit "C"** to this affidavit is a copy of an Executive Summary of the Phase I Report of the RQ Project.

14. Phase I of the RQ Project updated the Barnes Report using updated data and including Kunuwanimano in the analysis. We found that that immediate relief funding should be provided to the three NAN agencies as follows:

- An increase of 46% in funding for Tikinagan Child and Family Services;
- An increase of 50% in funding for Payukotayno James & Hudson Bay Family Services; and
- An increase of 19% in funding for Kunuwanimano Child and Family Services.

2. Phase II of the RQ Project

A. Overview

15. The scope of Phase II of the RQ Project was expanded beyond its original scope of updating the Barnes Report using 2016 census data, to include producing a research paper on the development of a remoteness coefficient and quotient that would include detailed information on the calculations, costing assumptions and formula underlying the research. We were to explain whether the remoteness coefficient could be applied nationally, and if not, what would be required to make it applicable across Canada.

16. The remoteness coefficient is a variable that can be applied to child and family services funding for agencies to determine the amount of additional funding that would be required to account for remoteness costs to enable an agency serving remote communities to provide the same standard of service as provided by agencies to non-remote communities in Ontario.

When the remoteness coefficient is applied to child welfare funding allocations, the resulting figure from this calculation is called the remoteness quotient. These numbers can be generated at the community-level as well.

17. As explained in our affidavit of January 2017, it is important to note that a variable that measures only 'remoteness' will not necessarily account for infrastructure gaps in the delivery of child and family services or the varying levels of need for such services between different communities. The effects of remoteness will be magnified in a community that faces greater socioeconomic needs and/or possesses inferior infrastructure. Those issues must either be addressed through separate, targeted funding or else the individual and cumulative effects of remoteness, community needs, and infrastructure must all be factored into the annual funding model. We are informed by counsel for NAN and believe it to be true that a copy of our January 2017 affidavit was filed with the Tribunal on January 30, 2017.
18. We produced two main reports as part of Phase II of the RQ Project: the Interim Report and the Final Report. I, David Barnes, oversaw community engagement sessions with numerous NAN communities so that our work in Phase II would be informed by realities on the ground and perspectives of the people in NAN communities.

B. Phase II Interim Report

19. As part of Phase II, we had agencies conduct needs assessments. The template we used to collect this data is found at Appendix II to the Interim Report (at pp. 57-59).
20. The Interim Report incorporated the results of the needs assessment conducted by the agencies into the development of a Child Welfare Remoteness Quotient ("CWRQ"). The CWRQ presented in the Interim Report is a hybrid measure capturing both the additional costs of providing a single "unit" of child and family services in NAN communities *and* the

increased demand for services due to the socio-economic factors in northern communities.

The measure combines the influence of any cost-driver, including remoteness and need.

21. Additionally, a key aspect of the Interim Report is its engagement with the Casino Rama Formula (“CRF”) (later called the Gaming Revenue Sharing and Financial Agreement/Ontario First Nations Limited Partnership (“OFNLP”) formula). The CRF was developed to distribute gaming revenues amongst First Nations in Ontario. The Interim Report finds that the CRF fails as a model for child-welfare funding allocations.

22. The CRF distributes a fixed pool of funds on a 50-40-10 split:

- 50% is distributed based on population;
- 40% is distributed evenly amongst all communities; and
- 10% is distributed based on “remoteness” (determined through a two-step qualifying test and subsequent classification within one of seven “strata” of remoteness).

23. One of the weaknesses of the approach to remoteness in the CRF approach is that population is not taken into account when distributing the remoteness envelope. Additionally, it does not weigh the separate elements of child and family services delivery. Furthermore, the 10% remoteness envelope is insufficient to actually account for the increased costs of providing child and family services in remote communities.

C. Refining the Approach to the Remoteness Coefficient and Remoteness Quotient

24. As explained, the approach to the CWRQ in the Interim Report incorporated need along with increased unit costs. The result of the approach is that the CWRQ incorporated cost drivers that might not be directly related to remoteness. The advantage of such an approach is that it provides a more accurate picture of the total increase of funds required by NAN agencies and communities to meet needs than a measure that reflects only remoteness costs. The

disadvantage is it does not isolate remoteness costs; it collapses all cost-drivers.

25. Ultimately, it was decided that the Final RQ Report should produce statistical measures that focused exclusively on increased costs that could be clearly attributed to remoteness, without incorporating funding needs due to high demand for services or existing infrastructure deficits/gaps.

D. The Phase II Final RQ Report

i. Introduction

26. As explained, we refined our approach to the RQ work for the Final Report in order to isolate the impact of remoteness on the cost of delivering child and family services. While our analysis in the Final RQ Report focused on the agency level, the model we developed is robust enough that it can be used to produce remoteness coefficients and remoteness quotients at the community level. This involves using the agency-level numbers, the Remoteness Index contained within the Final RQ Report, and the most recent demographic information available to produce remoteness coefficients and remoteness quotients for the communities within each respective agency's catchment area. We have produced these community-level numbers for NAN.
27. Additionally, the Final RQ Report includes the findings from the community engagement sessions we undertook as part of our Phase II research.

ii. Approach to Remoteness

28. After considering many ways in which remoteness can be defined and conceptualized, our team determined that using the StatsCan Community Remoteness Index ("SRI") was the best approach for purposes of the work we had been hired to do for Phase II.

29. Under the SRI, each census subdivision (“CSD”)¹ is assigned a remoteness score of anywhere between 0 (least remote) to 1 (most remote). This means there are many degrees of remoteness.
30. The SRI considers “remoteness” in terms of nearness to other populations. It has been found to be a good reflection of accessibility to services. It reflects the relative *cost of travel time* to a “population centre”, i.e. to an area with a population of at least 1,000 and a density of at least 400 people per square kilometre.
31. The SRI is more sophisticated than a simple remote/non-remote categorization (or even remote/non-remote, with “remote” then being further divided into seven categories) or simply looking at distance from an urban centre.

iii. Modeling Remoteness Costs: The Remoteness Coefficients

32. Our approach to quantifying increased costs due to remoteness focuses on the relationship between remoteness (using SRI scores) and unit costs of child and family services. Chapter 1 of the Final Report explains the semi-log regression model we developed and our related calculations.
33. The remoteness coefficient for Tikinagan at 1.68 indicates an increase in funding of approximately 68 per cent would be required to account for remoteness costs, for Payukotayno at 1.59 an increase of approximately 59 per cent, and for Kunuwanimano at 1.47 an increase of approximately 47 per cent.
34. We have read the affidavit of Bobby Narcisse and understand that the three NAN agencies have informed them that the budgets provided to them by the Province of Ontario in

¹ Defined by StatsCan as an “[a]rea that is a municipality or an area that is deemed to be equivalent to a municipality for statistical reporting purposes (e.g. as an Indian reserve or an unorganized territory)”: <https://www150.statcan.gc.ca/n1/pub/92-195-x/2011001/geo/csd-sdr/csd-sdr-eng.htm>

2018/2019 and 2019/2020 are approximately as follows:

- Tikinagan:
 - 2018/2019: \$51,752,844
 - 2019/2020: \$52,437,585
- Payukotayno:
 - 2018/2019: \$14,289,255
 - 2019/2020: \$14,471,663
- Kunuwanimano:
 - 2018/2019: \$12,289,278
 - 2019/2020: \$13,775,053

35. We further understand from reading Mr. Narcisse's affidavit that ISC has provided some additional remoteness funding for these fiscal years, approximately as follows:

- Tikinagan:
 - 2018/2019: \$4,472,873
 - 2019/2020: potentially \$4,472,873 (claimed, but not yet approved/received)
- Payukotayno:
 - 2018/2019: \$1,919,000.26
 - 2019/2020: \$1,019,999.79
- Kunuwanimano:
 - 2019/2020: \$217,070.33

36. It is our opinion that this additional remoteness funding is insufficient and is not data-informed.

37. We note in our report, and wish to emphasize again, that the remoteness coefficient reflects only the remoteness costs to provide services and *does not include the impact of demand*. To be equitable, a funding formula and any funding distribution formula must incorporate not

only remoteness costs but also demand/need. Our Final Report includes a chapter consolidating relevant research on remoteness, well-being, and need, looking at the broader socio-economic context. It also includes an appendix with the results of our qualitative research, discussed further below under the subheading “Community Engagement”.

iv. Remoteness Quotient: Distribution Based Solely on Remoteness

38. We re-scaled the remoteness coefficients for each of the 43 agencies so that when they were all added up, they equalled 100. We termed this the Remoteness Quotient (“RQ”). The RQ represents how a fixed pool of funding would be distributed if the distribution considered nothing but relative remoteness costs. As noted above, to achieve equitable distribution, need would have to be considered in addition to remoteness.

v. National Application

39. We were asked in the Phase II Engagement Letter developed by NAN and ISC to explain whether the remoteness coefficients developed in the Final RQ Report could be applied nationally and, if not, to explain what would be required to make them applicable across Canada.

40. The model we developed is not intended to provide a one-size-fits-all solution. The remoteness coefficients and remoteness quotients found in the Final RQ Report are arrived at using NAN-specific and Ontario-specific data; the numbers cannot be applied to other regions. The *model*, however, is capable of application in other jurisdiction, assuming equivalent data are available in these jurisdictions. It would simply be a matter of collecting these data and in-putting them into the model we developed. We believe a strength of our model is that it relies on local and regional data to produce place-specific numbers.

vi. Community Engagement

41. During the months of April and May 2018, I, David Barnes, oversaw the BMG team who visited 19 NAN communities with a team of NAN staff. Because of the limitations of timelines and resources, these communities were chosen based on geographic location, size and the CFS agency providing services. Several other potential community visits were not made because of inclement weather, the death of a child in one community, and feelings of having been overly consulted in recent months in one other.
42. In total, our team met with 502 people, including community leaders, elders, youth, community service providers, educators, and police.
43. The results of our community engagement sessions are found at Appendix III to the Final RQ Report.
44. Additionally, as mentioned, our research involved designing a needs assessment questionnaire for agencies and administering the questionnaire with the three NAN agencies. Through this work, we heard from agency employees about challenges they face trying to provide high-quality services, responsive to the needs of the children and families they serve, within the budgets the agencies have been given.
45. In the mid-2000s, I, David Barnes, had the honour and privilege of visiting NAN territory for the first time in my life. This was to conduct research that was then published in the Barnes Report. I remember vividly the shock I experienced when I witnessed the physical conditions of agency buildings in various NAN communities. I saw broken windows and boarded up windows. I saw workers in cramped and overcrowded offices. This was unlike anything I had seen in my twenty-five years of working in the area of child welfare. The physical conditions of family homes often mirrored those of the agency buildings.

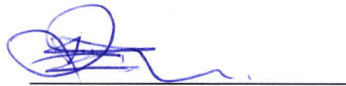
46. I thus approached the visits in 2018 with an understanding of what the baseline had been more than a decade earlier, and hoped that conditions would have substantially improved since my first visits. The visits made in 2018 made it clear how overly optimistic I had been. These conditions that would never be accepted in the south continued to be the norm in NAN territory. These conditions are concrete markers of the effects of chronic underfunding. The more information we gathered from agencies and community members in 2018, the more we realized just how dire the current situation is.
47. The RQ work we have done helps to explain in numerical terms the shocking disparity between conditions in the north and conditions in the south. The reality is, though, that not only does it cost more to provide services in northern and remote communities, these communities are currently starting from a place of significant deficit. Thus there is the issue both of the catch-up needed to make up for years of chronic underfunding, as well as the increased funding needed on a go-forward basis ---- which should account both for the increased costs due to remoteness *and* the level of need for services.
48. In other words, the remoteness coefficients and the remoteness quotients do not reflect the need for funding to respond to infrastructure gaps in the delivery of child and family services or the need for funding to respond to the high level of demand for such services across NAN. These needs came out loud and clear in our community engagement sessions and engagement with the three NAN agencies.
49. Despite the glaring disparity and injustice that became clear to the BMG team during the community visits, the community engagement sessions also reinforced the fact that, while community members are very aware of the great challenges they face, they also have knowledge and determination that can be the driving force for meaningful change to realize

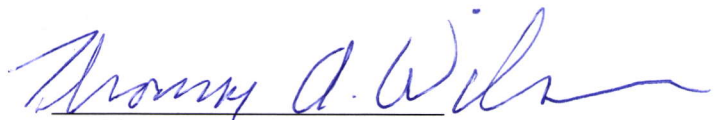
their vision for a better future for their children and families. But they need resources to support them in this work.


50. We firmly believe that in addition to sound number-crunching, it is essential to understand the reality of people's lived experience and their own views on the challenges they face, the strengths they bring to the table, and the missing pieces needed to help them overcome challenges. We sincerely hope that the community voices we have tried to bring forward in the Final RQ Report come through loud and strong so that we never lose sight of the people when we start discussing numbers.

51. We make this affidavit for the purposes of NAN's submissions on its motion relating to the RQ work, and for no other or improper purpose.

AFFIRMED BEFORE ME this)
3 day of December, 2019)
in the City of Toronto,)
in the Province of Ontario.)


A Commissioner etc.)
Aliah El-houni)
(LSO # 77300E))


Dr. Thomas A. Wilson


David Barnes

This is Exhibit "A" referred to in the
Affidavit of Dr. Thomas Wilson and David Barnes sworn
before me, on this 3 day of December 2019.



A Commissioner for taking affidavits, etc.

Aliyah El-hawni (LSO # 77300E)

November 25 2019

CURRICULUM VITAE

Thomas Arthur Wilson

Place of Birth: Vancouver, British Columbia, Canada

Citizenship: Canadian

Home Address University Address

37 Lowther Avenue	Room 8032
Toronto, Ontario	Rotman School of Management
Canada, M5R 1C5	University of Toronto
Phone:	105 St. George Street
416 - 962-5018	Toronto, Ontario
	Canada M5S 3E6
	Phone: 416 - 978-4458
	Fax: 416 - 978-5433
	E-mail: twilson@chass.utoronto.ca

Education

Attended Public Schools in Vancouver, British Columbia, Canada.

Entered University of British Columbia, September 1953. Graduated with Honours B.A. in Economics in May 1957.

Entered Harvard Graduate School, September 1957. Received A.M. degree in June 1959, Ph.D. degree in June 1961.

Academic Honours

Grandview Legion University Entrance Scholarship, 1953.

Jonathan Rogers Award, 1954.

Alaska Pine Company Scholarship in Economics, 1956.

Woodrow Wilson Fellowship, 1957.

Harvard University Scholarship, 1958.

Ford Foundation pre-doctoral Fellowship, 1959.

SSRC Faculty Research Grant, 1966.

Isaak Walton Killam Award, 1969.

McKenzie-King Visiting Professor, Harvard University, 1972-73.

Visiting Ford Rotating Research Professor, University of California at Berkeley, 1975-76.

Elected Fellow of the Royal Society of Canada, 1980.

President, Canadian Economics Association, 1984-85.

Visiting Senior Fellow, Center for Business and Government,

John F. Kennedy School of Government, Harvard University, 1986.
 Visiting Fellow, Wolfson College, University of Cambridge, 1987.

Teaching Experience

Part-time Teaching Assistant in Economics at the University of British Columbia, September 1955 - May 1957.

Teaching Fellow at Harvard University, September 1960 - June 1961.

Instructor at Harvard University, 1961-62.

Assistant Professor at Harvard University, 1962-1967.

Visiting Professor, University of Western Ontario, Spring 1966.

Associate Professor, University of Toronto, 1967-1968.

Visiting Professor, Harvard University, 1972-1973.

Member, University College, University of Toronto, 1987-

Professor of Economics, University of Toronto, June 1968-2001

Professor Emeritus, University of Toronto, 2001-

University Administrative Experience

Director, Institute for Policy Analysis, University of Toronto, June 1969 - June 1975.

Coordinator, Econometric Forecasting Program, Institute for Policy Analysis, University of Toronto, 1976-77.

Director of Economics, Department of Political Economy, University of Toronto, July 1979 - August 1982.

Acting Chairman, Department of Economics, University of Toronto, September 1982 - December 1982.

Chairman, Department of Economics, University of Toronto, January 1983 - June 1985.

Member, Academic Board, University of Toronto, 1988-93.

Vice-Chairman, Budget Committee of Academic Board, 1990 - 92.

Director, Policy and Economic Analysis Program, Institute for Policy Analysis, University of Toronto 1987 - 2002

Area Coordinator for Business Economics, Rotman School of Management, 1989 - 2003

Senior Advisor, Institute for Policy Analysis, 2002-

Other Professional Experience

Research Assistant at Bank of Canada, Ottawa, Summer 1957.
 Research Assistant for Professor Guy Orcutt, Harvard University, Summer 1958.
 Part-time Research Assistant at Littauer Statistical Laboratory, Harvard University, September 1958 - May 1959.
 Assistant Economist with the U.S. Congress, Joint Economic Committee project on Employment, Growth and Price Levels, June 1959 - January 1960.
 Consultant to the Commission on Money and Credit, September 1960 - February 1961.
 Consultant to the United States Treasury, 1961-1963.
 Research Supervisor (October 1963 - September 1964) and Consultant (1964-1967), Royal Commission on Taxation, Ottawa.
 Director, National Bureau of Economic Research, 1969 - 1974.
 Consultant to Department of Consumer and Corporate Affairs, Ottawa, Canada, 1969-1974.
 Senior Research Associate, NBER, 1972-77.
 Associate Editor, Review of Economics and Statistics, 1973-81.
 Member of Editorial Board, Canadian Public Policy/Analyse de Politiques, 1974-80.
 Advisor to the Minister of Finance, 1982-84.
 Member of Research Advisory Group (Macro-economics) for the Royal Commission on the Economic Union and Development Prospects for Canada, 1983-1985.
 Member of Executive Council, Canadian Economics Association, 1983-86.
 Member of Council of Advisors, C.D. Howe Research Institute, April 1983 - 1990.
 Associate Editor Review of Economics and Statistics, 1986 - 1992.
 Adviser to Thailand Development Research Institute, Bangkok, Thailand 1987.
 Adviser to Harvard Institute of International Development, Jakarta, Indonesia, 1987.
 Member, Working Group on Sales Taxes, Ontario Fair Tax Commission, 1991-92.
 Canadian Representative of Pacific Economic Outlook Forecasting Panel, 1997-1999.
 Chair, Purvis Prize Committee (Canadian Economics Association and Canadian Association of Business Economics) 1999 -2000.
 Member of Advisory Council, John Deutsch Institute of Economic Policy (Queen's University), 1985 - 2006
 Member of Editorial Board, Canadian Business Economics, 1992- 2001
 Member, National Accounts Advisory Committee, Statistics Canada, 1990- 2015 (Chair 1995-2013)
 Research Fellow, C. D. Howe Institute, 2000-
 Member, Statistics Council, Statistics Canada, 2005-2016.
 Member, Fiscal and Tax Competitiveness Council, C. D. Howe Institute 2005-
 Member, Research Committee, Canadian Tax Foundation, 2006-2016
 Senior Advisor, Barnes Management Group, Toronto, 2016-

Publications

1. "An Analysis of the Inflation of Machinery Prices," Study Paper No. 3, Study of Employment Growth and Price Levels, U.S. Congress, Joint Economic Committee, 1959.

2. Contributor to: Staff Report on Employment Growth and Price Levels, U.S. Congress, Joint Economic Committee, 1959.
3. "Productivity and Output in the Postwar Period," Technical Note No. 2, Study of Employment Growth and Price Levels, U.S. Congress, Joint Economic Committee, 1960.
4. (With Otto Eckstein) "The Determination of Money Wages in American Industry," Quarterly Journal of Economics, August 1962.
5. (With Otto Eckstein) "Short-run Productivity Behavior in U.S. Manufacturing," Review of Economics and Statistics, February 1964.
6. (With Lester Taylor) "Three Pass Least Squares: A Method for Estimating Models with a Lagged Dependent Variable," Review of Economics and Statistics, November 1964.
7. A Review of A Study of Cost and Demand Inflation by J.D. Pitchford, American Economic Review, December 1964.
8. (With Lawrence Officer) "Econometrics and Public Policy," a discussion paper published in Conference on Stabilization Policy, Economic Council of Canada, 1966.
9. "Comment" on "Postwar Production Relationships in Canada" by N.H. Lithwick, George Post and T.K. Rymes in Conference on Income and Wealth, National Bureau of Economic Research, October 1965.
10. Capital Investment and the Cost of Capital: A Dynamic Analysis, Royal Commission on Taxation, Study No. 30, Queen's Printer, 1967.
11. (With William S. Comanor) "Advertising, Market Structure and Performance," Review of Economics and Statistics, November 1967.
12. "Reply" to a "Comment" by McGuire and Rapping on "The Determination of Money Wages in American Industry," Quarterly Journal of Economics, November 1967.
13. (With N.H. Lithwick) The Sources of Economic Growth, Royal Commission on Taxation, Study No. 24, Ottawa, Queen's Printer, 1968.
14. (With William S. Comanor) "Advertising and the Advantages of Size," American Economic Review, May 1969.
15. (With A.R. Dobell) "The Effects of the White Paper on Saving, Investment and Economic Growth," Canadian Tax Foundation, Report of the Proceedings of the Twenty-Second Tax Conference, 1970.

16. "High Employment and Price Stability: Policy Options in an Open Economy," Proceedings of the Standing Senate Committee on National Finance, Senate of Canada, Third Session - Twenty-eighth Parliament, 1970-1971, June 8, 1971, pp. 17:5-17:23.
17. (With William S. Comanor) "On Advertising and Profitability," Review of Economics and Statistics, November 1971.
18. (With Gregory V. Jump) "Tax Policy Options for Increasing Employment Without Inflation," Canadian Tax Journal, March-April 1972.
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Economic Forecasting, Fiscal Policy Analysis, Wage-Price Models, Regulatory Proceedings, Competition Policy, Advertising, and Industrial Organization.

Federal Government Agencies:

Royal Commission on Taxation, Dept. of Industry, Dept. of Justice, Prices and Incomes Commission, Dept of Consumer and Corporate Affairs, Anti-Inflation Board, Economic Council of Canada, Dept. of Finance, Royal Commission on the Economic Union and Development Prospects for Canada, Director of Investigation and Research, Canada Revenue Agency.

Other Government Agencies:

Alberta Government, Metro Toronto, Ontario Economic Council, U.S. Treasury, U.S. Bureau of the Census, U.S. Commission on Money and Credit, U.S. Congress Joint Economic Committee.

Private Firms and Non-Profit Institutions:

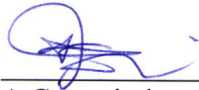
ARA Consultants, Association of Canadian Distillers, CNCP Telecommunications, Unitel Communications, and AT&T Canada, C.D. Howe Research Institute, Canadian Cable Systems Ltd., Canadian Real Estate Association, Canadian Daily Newspaper Association, Canadian Tax Foundation, Central Ontario Coalition, Data Resources Inc., Institute for Research on Public Policy, Harvard Institute for International Development, John Labatt Ltd., London and St.

Thomas Real Estate Board, National Bureau of Economic Research, Ontario Home Builders Association, Social Science Federation of Canada, Powerdirect TV, Telesat Canada, The Stanton Group, Parlee McLaws, Towers Perrin, Union Gas, Canadian Real Estate Association, Esso, Samson Cree Nation, Ducks Unlimited Canada, School of Public Policy (University of Calgary), Barnes Management Group, Toronto.

Qualifications as an Expert Witness:

I have been qualified as an expert economics witness before the Canadian Radio-Television and Telecommunications Commission, the Ontario Joint Board (Ontario Municipal Board and Environmental Board), the Competition Tribunal, the Ontario Energy Board and the Federal Court of Canada (Trial Division). I have submitted opinions to the Ontario Superior Court with respect to settlements reached in three separate price fixing actions.

This is Exhibit "B" referred to in the
Affidavit of Dr. Thomas Wilson and David Barnes sworn
before me, on this 3 day of December 2019.



A Commissioner for taking affidavits, etc.

Aliyah El-houni ^{LSO} (#77300E)

David Barnes, MSW, CMC

David Barnes brings more than 30 years of experience providing leadership, strategic thinking and management consulting to organizations in the non-profit and public sector. As a consultant, he has worked with government ministries both in Ontario and the Yukon, educational institutions, community mental health agencies, child welfare and mental health agencies, as well as other non-profit organizations.

As a facilitator, he has had extensive experience leading large and small scale community engagement initiatives to bring together diverse groups of people to explore difficult topics around a broad range of opinions to come together with a cohesive voice. In addition, he has led focus groups and visioning exercises throughout Southern and Northern Ontario in order to bring stakeholders together to support strategic planning and visioning processes. As a facilitator David has been trained in and utilizes a variety of facilitation methodologies from Appreciative Inquiry, World Café to Open Space Technology.

He has conducted strategic planning initiatives, program and operational reviews in Child Welfare, Children's Mental Health, and many other community based agencies.

- Strategy and Performance
- Process Improvement
- Organizational Design
- Integrated Service Delivery
- Project management
- Change Management
- Recruitment
- Leadership development and training
- Coaching

Relevant experience:

Executive Recruitment

York University – Conducted an Executive Search for the Director of Student Counselling and Development

Halton CAS – Conducted an executive search for their new Executive Director

Chatham Kent Children's Services – Conducted an Executive Search for their new Executive Director

Huron-Perth CAS – Conducted an Executive Search for an Executive Director

Children's Centre of Thunder Bay – Conducted an Executive Search for their new Executive Director

Kawartha Haliburton CAS – Conducted an executive search for a new Executive Director, followed by a 360 review of the performance of the Executive Director.

CAS Sudbury Manitoulin – Conducted an Executive Search for a new Ex. Director as well as for the Director of Service position.

CAS Sudbury Manitoulin – Conducted an Executive Search for a new Ex. Director (2015)

CAS of London and Middlesex – Conducted an Executive Search for a new Ex. Director

Durham Family Court Clinic – Conducted an Executive Search for the new Executive Director

Turning Point Youth Services – Conducted an Executive Search for a new Executive Director

Jessie's Place – Conducted an Executive Search for a new Executive Director

Community Living Toronto – Supported a CEO search

Kidslink Waterloo – Conducted an Executive Search for a CFO position

Kidslink Waterloo – Conducted an Executive Search for a HR position

YWCA Sudbury – Conducted an Executive Search for a new Executive Director

CAS of Thunder Bay and District – Conducted an Executive Search for a new Executive Director

NEOFACS Timmins – Worked with Board to complete an Executive Search for a new Executive Director

Strategy Planning and Visioning

Halton Family Services – Led a visioning exercise to rethink the future of this agenda and worked with the Board to implement a merger with another Family Service Agency in the Region.

Northumberland Children's Services Committee – Led a strategic planning process with community member agencies

Children Youth and Family Services (CYFS) Coalition of Simcoe – Led a strategic planning process that included 40 agencies that form the Coalition.

Family and Children's Services of Waterloo Region – Led a strategic planning process to complete their Strategic Plan.

York CAS – Led a strategic planning process which included an extensive engagement of staff, Board and community partners.

Mary Centre – Led a strategic planning process

Shout Clinic – Led a strategic planning review of their business model and service delivery system

The Phoenix Centre for Children and Youth – Conducted a strategic planning process that involved an extension engagement of staff, Board, Community stakeholders.

Community Living Toronto --- Led a strategic planning process with extensive community engagement

Kawartha Haliburton CAS -- Lead a strategic planning process

Mergers, Amalgamations, Feasibility Studies

Alzheimer Society of Cambridge – Conducted a feasibility study to assess the readiness of a potential merger between three Alzheimer Chapters.

Kinark Child and Family Services and Etobicoke Children's Centre – Led a feasibility study to assess the potential merger of the two organizations.

Simcoe CAS – Led a team in completing a feasibility study for a potential merger with Muskoka Child and Family Services.

Family and Children's Services of Lanark, Leeds and Grenville – Led an amalgamation on behalf of the Boards of two CAS's

Turning Point Youth Services – Conducted a feasibility study to explore a potential merger

Halton Family Services – Feasibility Study to explore the amalgamation of two Family Service Agencies

Operational Reviews, Program Reviews and Program Development

Kidslink – Conducted a structural review and a program evaluation of the residential program.

Native Child and Family Services – Led an engagement process to develop a new, integrated assessment model bringing together child welfare and children's mental health.

Wellington CAS – In partnership with the Child Welfare League of Canada, conducted a funding review of the agency's services.

NWT Children's Services – Led a policy review and development of children's services policies in partnership with the Child Welfare League of Canada

Turning Point Youth Services – Conducted a program review of one of the program services being offered at Turning Point.

Delisle Youth Services – Led an organizational and Board Review on behalf of the Ministry of Child and Youth Services (MCYS)

Yukon Child and Family Services – Conducted a Child Death Review and an organizational review.

Hands, The Family Network – Conducted a program review of their counselling programs and the management of wait lists.

CAS of London and Middlesex – Program review of their residential services program

Dilico Ojibway C&FS – Led a program review along with a policy review of HR practices

OACAS – Conducted a remoteness study on Child Welfare funding for the two native child welfare agencies above the 50th parallel (Tikinagan and Payukotayno)

Payukotayno Child and Family Services – Led an organizational review of programs and services, a capacity building initiative along with a strategic planning process that engaged staff, Board and community elders

Robert Smart Centre – Led a program review of their program services and HR practices.

Windsor Essex CAS – Led an organizational review on behalf of the Board of Directors

Woolwich Community Health Care – Led an efficiency review of their operations to find and implement process efficiencies

York Support Services Network – Led program reviews, leadership coaching and a strategic plan refresh.

Northumberland Community Counselling Services – led an operational review process

Payukotayno Child and Family Services – Led a review of Recruitment and Retention practices

Facilitation, Board Retreats, Team Building

Northern Remoteness Study-- Conducted a study of child welfare funding in 2006 of Child Welfare agencies above the 50th parallel. This study was later updated at the request of the Human Rights Tribunal in Ottawa.

Led the community engagement initiative as part of the development of the RQ project in 2018

Children's Mental Health Agencies in Toronto — Jointly facilitated a planning session with all the accredited children's mental health agencies in Toronto to prepare a response to Government on Moving on Children's Mental reform.

Autism Ontario — Led team building programs for Senior Management Team along with Coaching Services

Adoption Council of Ontario — Led a Board retreat examining their strategic directions

Parkinson Society of Canada — Led a team to explore new fund-raising models between the National Office and the Provincial Chapters

Anglican Church of Canada — Led a national consultation to find solutions to the financial challenges resulting from their role in operating Residential Schools

The Brass Bell — Led a two day Board retreat focusing on refreshing their strategic plan

Windsor Essex CAS — Led an organizational review on behalf of the Board of Directors

York Support Services Network — Led program reviews, leadership coaching and a strategic plan refresh.

Simcoe Special Needs strategy — supported a Special Needs Strategy Planning Table

Dufferin Wellington Special Needs Strategy — Facilitated a planning table to develop a proposal for coordinated services and integrated rehab

James Bay Coastal Region — Facilitated a planning table to develop a proposal for coordinated services and integrated rehab

Waterloo Region — Facilitated a planning table to develop a proposal for coordinated services and integrated rehab

Halton family Service — Facilitated a Board Retreat

Change Management

Homes First — Led a major change management initiative in this large supportive housing organization in Toronto.

Haldimand-Norfolk CCAC — Conducted a change management workshop to support the senior team through an amalgamation process

Radius Child and Youth Services — Led a change management project to work on the challenges faced by the organization, post-merger

Project Development and Management

Customary Care Project — Led a project team on behalf of the Child Welfare Secretariat to develop a Customary Care Process Guide for the province and deliver training sessions around the province.

Tikinagan Child and Family Services — Developed a partnership to create an innovative project around raising social investment funds to build homes for care providers so that children coming into care, can be placed closer to their home communities.

Professional Experience

2000 – Present	<i>Barnes Management Group Inc.</i> – Founder
2012 – 2015	<i>Lough Barnes Consulting Group Inc.</i> – Founding Partner
1998 – 2000	<i>Homes First</i> – Executive Director
1988 – 1998	<i>Toronto Catholic CAS (CCAS)</i> – Director of Service
1978 – 1988	<i>York Region CAS</i> – Director of Service
1977 – 1988	<i>Waterloo Child and Family Service</i> – Family Service Worker


PROFESSIONAL ORGANIZATIONS

- Member of the Canadian Management Consultants with a CMC designation
- Member of a Supportive Housing Advisory Committee for the Ontario Non-Profit Housing Association, 1999
- Member, Board of Directors, Hincks Treatment Centre, 1993-1997
- Member, Board of Directors, Special Committee for Child Abuse, 1990
- Member, Provincial Child Mortality Task Force, 2000

Education

- M.S.W in Individual, Family, Group and Community development from Wilfrid Laurier University (1976)
- BA, Psychology, McMaster University (1974)
- YORK UNIVERSITY – Intensive Leadership Development Program (1996)
- Certified trainer in Myers Briggs, DISC (2000)

This is Exhibit "C" referred to in the
Affidavit of Dr. Thomas Wilson and David Barnes sworn
before me, on this 3 day of December 2019.

A handwritten signature in blue ink, consisting of a large, stylized initial 'A' followed by a series of loops and a horizontal line extending to the right.

A Commissioner for taking affidavits, etc.

Aliyah El-honni (LSO# 77300E)

OVERVIEW

The 2017 Remoteness Quotient report by Barnes Management Group is an update to its 2006 study that recommended an increase to the baseline funding for Tikinagan Child and Family Services and Payukotayno James Bay and Hudson Bay Family Services to meet the cost of providing child welfare services in their communities. Funding for the update was provided by the Federal Government in response to the Canadian Human Rights Tribunal Order of March 29, 2017, directing that a remoteness quotient be developed and applied to funding for the three Indigenous child welfare agencies. Kunuwanimano Child and Family Services is the third agency added to the phase one research.

APPROACH

To arrive at immediate funding relief for the three agencies, the new child welfare remoteness quotient was developed to determine the amount of additional funding that would be required to provide the same level of child welfare service in a particular remote community as compared to non-remote communities in Ontario. To meet this objective, the analytic approach takes into account current funding levels related to the costs of delivering child welfare services in these remote areas, relative to the rest of the province.

The comprehensive account and calculation of total child welfare service delivery and infrastructure needs will take place in the second and third phases. For this initial phase, the researchers developed a child welfare remoteness quotient that measures the relative access to child welfare services based on the expenditure of each agency and estimates the expenditures required by the three northern Indigenous agencies to bring their expenditures in line with Provincial averages.

This report does not present a new Indigenous child welfare funding model for Ontario nor does it attempt to create a model for agency costs in remote areas of the province. Such a global funding model is only feasible in an appropriately structured needs-based model with the community as the starting point. The current Ontario funding model does not have this characteristic of wholeness and the funding recommendations in this report are not meant to change the current funding model. This could not be done within the limited time frame presented to the researchers and without the involvement of the Indigenous communities.

METHODOLOGY

The Federal-Provincial funding relationship for child welfare services pivots on the Federal transfer of approximately 93% of the funding and is pertinent to a review of how remote communities are funded. The Ministry of Children and Youth Services relies on a funding framework for children's aid societies (CASs) that divides a finite envelope of funding (~\$1.4 billion, a sum which has remained fixed for a number of years) amongst all the CASs. The Provincial funding envelope is approximately divided into the following categories:

Pre-formula Adjustments (Infrastructure, IT and Travel) Ministry Policy Priority Funding	20%
Socio-economic factors: <ul style="list-style-type: none"> • Child population (aged 0 to 15) - 30% • Low income families - 30% • Lone parent families - 30% • Remoteness - 5% • Aboriginal child population (aged 0 to 15) - 5% 	40%
Volume-based factors: <ul style="list-style-type: none"> • Investigations completed - 10% • Average number of open protection cases - 40% • Average number of children in care - 40% • Children moving to permanency - 10% 	40%

Source: INAC. Ontario Welfare Child Funding Mode_Schematic.EN-PDF. Ministry of Children and Youth Services schematic for funding framework description. Percentage of estimates for the 3 categories by Barnes Management Group.

The 5% remoteness factor, which translates to only ~2% (5% of 40%) of the total funding allocation, is the only factor allocated under the current Provincial funding framework that deals with serving the northern communities.

A CAS's total expenditures can be broken down into five key cost drivers listed in the table below. The table identifies the gap facing the three northern Indigenous child welfare agencies relative to the Provincial averages for the five key cost drivers. It is clear that there is interdependency between these expenditures when an agency is dealing with a fixed funding envelope. If an agency spends more of its funding in one or more areas, there is less funding resource available for other areas. Without an Aboriginal Funding Formula that takes into account the uniqueness and special challenges that the northern Indigenous agencies face, an expenditure based analysis is the best proxy for comparing remote and non-remote communities without having to account for physical location and proximity to service centres.

Key Expenditures	Provincial Average	Tikinagan	Payukotayno	Kunuwanimano
Salaries & Benefits	59.5%	37.3%	33.2%	60.2%
Boarding Rates	26.3%	48.3%	46.5%	22.5%
Service Expenditures	7.8%	7.9%	7.6%	6.8%
Travel	3.0%	8.3%	9.2%	6.6%
Infrastructure & Admin.	8.2%	7.6%	7.1%	11.6%
Revenue	(4.87%)	(9.44%)	(3.48%)	(7.77%)
Net Expenditures	100.0%	100.0%	100.0%	100.0%

Data Sources: Provincial Comparisons - Fiscal 2016-17 Quarter 3 Forecast, prepared by Finance Offices Group of the Ontario Association of Children's Aid Societies (OACAS). Amounts for the 3 agencies - Fiscal 2016/17 Quarter 4 Reports to MCYS.

Further analysis of these key expenditures indicates that:

- Staff in the three northern Indigenous agencies are amongst the lowest paid in the Province.
- The three agencies pay the highest average per diem rates in the Province.
- The three agencies spend the most in travel costs – two to three times higher than the Provincial average.

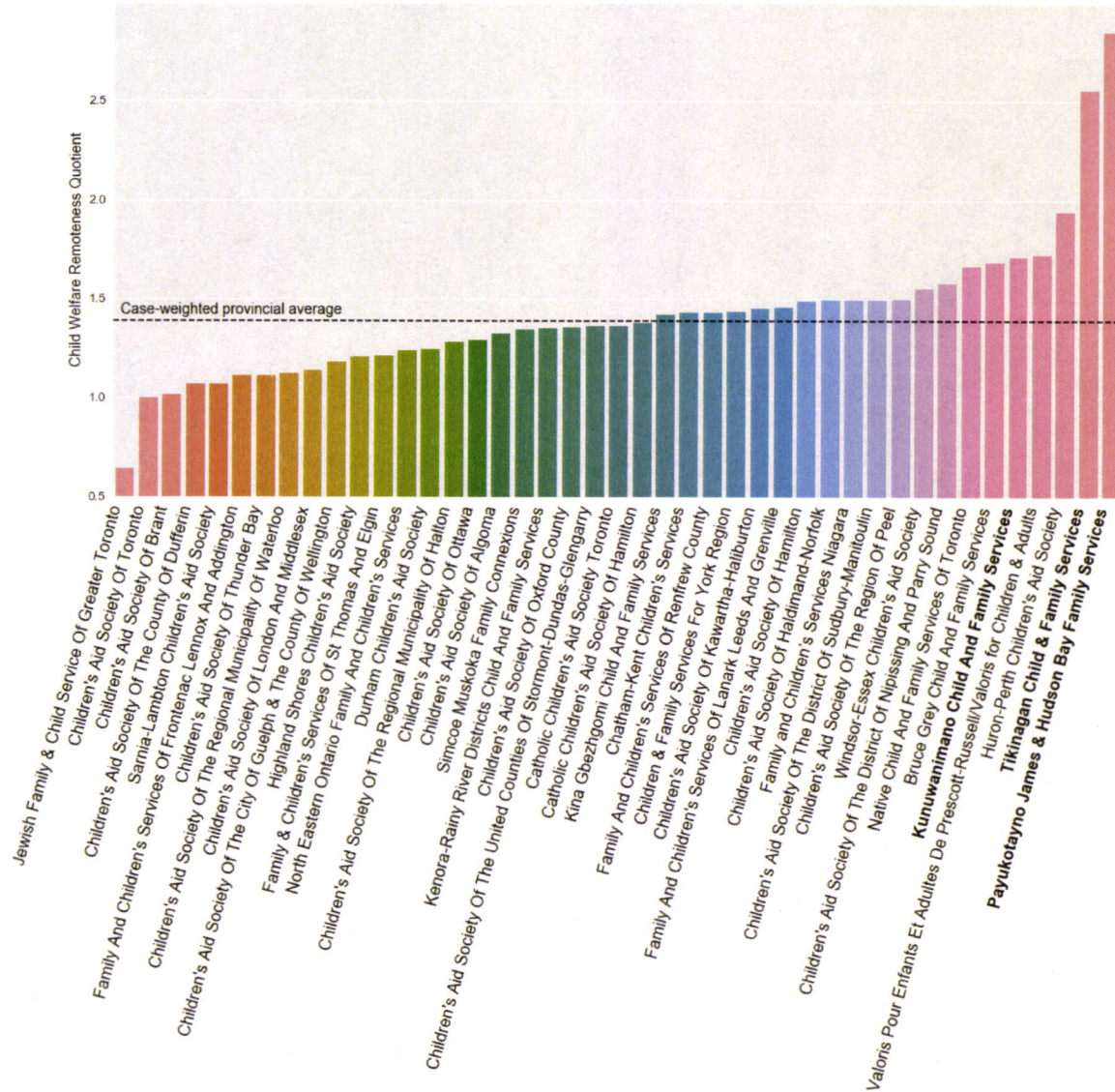
The child welfare remoteness quotient is designed to estimate the immediate relief to account for these differences in expenditures between agencies in Northern Ontario and the rest of the province. It is used to estimate the increase in expenditures required by these remote agencies to bring their child welfare support in line with the Provincial average.

To calculate the child welfare remoteness quotient for each agency, the researchers developed an empirical formula that account for:

- the key cost drivers
- Provincial reference rates (i.e. average salaries, typical boarding costs, etc.)
- the child welfare remoteness quotient

The chart below presents the child welfare remoteness quotient for each agency in Ontario along with the case-weighted Provincial average (the dashed line). Funding shortfalls were calculated relative to the Provincial average.

Child Welfare Remoteness Quotient



Relative to the Provincial average, Payukotayno's child welfare remoteness quotient is 2.05; Tikinagan is at 1.84, and Kunuwanimano is 1.23.

CONCLUSION

The remoteness quotient for each agency can be multiplied by the amount spent on the three main cost drivers contributing to the shortfall resulting in the estimated required expenditures accounting for child welfare remoteness. For example, Tikinagan Child & Family Services (relative to the weighted Provincial mean) is calculated by multiplying the \$27.0M current expenditure on

salary, services and infrastructure by 0.84 to get \$22.7M¹. The table below presents the additional funding required.

Agency	Relative to Provincial Case-Weighted Mean
Tikinagan Child & Family Services	\$22.7M (46% increase)
Payukotayno James & Hudson Bay Family Services	\$7.3M (50% increase)
Kunuwanimano Child And Family Services	\$1.6M (19% increase)

This report has examined the five key cost factors that drive the high cost of service delivery for the three Indigenous child welfare agencies. As demonstrated, they are significantly different than the Provincial averages for salaries and benefits, boarding rates, and travel. Through the child welfare remoteness quotient, additional funding for these three agencies has been calculated to bridge to the Provincial average.

A new funding formula could address the structural differences that exist between the mainstream agencies and Indigenous agencies including but not limited to:

- Salaries & benefits, including remote incentives
- Staff training
- Residential Costs
- Prevention services
- Adjusted caseload to take into account time for travel and First Nations consultation
- Travel
- Remoteness quotient and cost of living
- Infrastructure and administration

¹ \$27.0M x (1.84 - 1) = \$22.7M

**FIRST NATIONS CHILD AND FAMILY
CARING SOCIETY OF CANADA et al.**
**Complainants, Commission & Interested
Parties**

-and-

ATTORNEY GENERAL OF CANADA

Respondent

Docket: T1340/7008

**CANADIAN HUMAN RIGHTS
TRIBUNAL**

**AFFIDAVIT OF DR. THOMAS A. WILSON
AND DAVID BARNES**

**FALCONERS LLP
Barristers-at-Law
10 Alcorn Avenue, Suite 204
Toronto, ON M4V 3A9**

**Julian N. Falconer (L.S.O. #29465R)
Molly Churchill (L.S.O.#72510P)**

**Tel: 416-964-0495
Fax: 416-929-8179**

**Lawyers for the Interested Party, Nishnawbe
Aski Nation (“NAN”)**