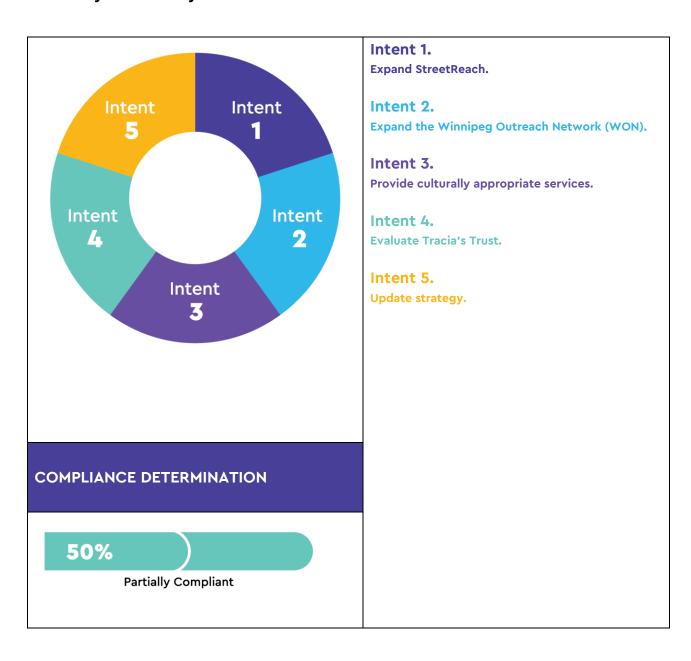
COMPLIANCE DETERMINATION

Angel – Recommendation 2

Recommendation Summary: Expansion of SEY services and evaluation of Tracia's Trust.

Primary Public Body: Manitoba Families



Recommendation Compliance Summary



This form details the assessment of compliance with recommendations made under Section 27 and Section 31 of *The Advocate for Children and Youth Act.* MACY assesses recommendations for compliance once a year but receives updates from the public bodies every six months.

1. Recommendation Information	
Report Name:	In Need of Protection: Angel's Story
Date Released:	12/13/2018
Full	Recommendation Two:
Recommendation: (including details)	The Manitoba Advocate for Children and Youth recommends that the Department of Families, in collaboration with Manitoba Education and Training, Manitoba Justice, and Manitoba Health, Seniors and Active Living, in consultation with Manitoba Status of Women, Indigenous and Northern Relations, the Winnipeg Police Service and the Royal Canadian Mounted Police, (1) expand Street Reach, Winnipeg Outreach Network (WON), and culturally appropriate services in First Nations and rural and remote communities; and (2) independently evaluate and then update Tracia's Trust: Manitoba's Sexual Exploitation Strategy. DETAILS: These activities should include: • The release of the Department of Families' research
	entitled, Collaboration and Best Practices to End Human Trafficking and Sexual Exploitation in Manitoba; • Ongoing data collection to inform clear performance measurements reflected in service purchase agreements (SPAs); • An independent third-party external evaluation of the outcomes and outputs of the Strategy to be published upon completion. This evaluation should utilize the Department of Families' research and specifically include analysis of existing: • specialized group and foster care placements for sexually exploited youth; • crisis stabilization support for sexually exploited youth; • sexual exploitation investigations; • regional teams funded by Tracia's Trust; • provincial training on the sexual exploitation of children and youth; • the effectiveness of the Strategy for children and youth who are not in care; and • the effectiveness of the Strategy in Indigenous communities as per Indigenous methods of evaluation.

Intent(s) of Recommendation:	 A pilot of TERF's Sexual Exploitation Risk Assessment Tool across the four Child and Family Services Authorities; The development of a continuum of care informed by youth consultation and collaboration with Indigenous partners (e.g., Manitoba Keewatinowi Okimakanak and Southern Chiefs' Organization) to create/reform service programs to address the co-occurring needs of sexually exploited youth (e.g., mental health, addictions, justice, and education); and An expansion of StreetReach (including youth who are not in care), the Winnipeg Outreach Network (WON), and services for youth who are sexually exploited in First Nations and remote and rural communities. The expansion of each of these services should be paired with continuous quality improvement tracking tools to monitor outcomes, track progress towards service delivery goals, and respond to the evolving needs of sexually exploited youth. Expand StreetReach. Expand the Winnipeg Outreach Network (WON). Provide culturally appropriate services. 	
	4. Evaluate Tricia's Trust.	
	5. Update strategy.	
Issue:	Sexual Exploitation	
Public Body	Manitoba Families	
Dates of Previous	May 31, 2023	
Official Updates from	June 30, 2022	
Public Body:	May 31, 2020	
	June 30, 2020	
	December 31, 2019	
	June 27, 2019	
2. Compliance Determ	nination	
Partially Compliant	Actions taken only implement part of the recommendation.	
0.50	Important requirements have been met and the recommendation	
	is acted upon, however, deficiencies remain.	
Self-Assessment	Fully Compliant	
Previous Compliance	Partially Compliant	
Determination		
3. Rationale for Determination		
(How did you reach this compliance determination)		

Intent 1: Expand StreetReach.

2023

• Met in previous responses.

2022

• Met in previous responses.

2021

• The expansion of StreetReach Thompson is noted as a full-service delivery model. The intent of this recommendation was met.

2020

 The Proceeds of Crime Funds were used to provide bi-monthly work by StreetReach with RCMP in Thompson (Dec 2019 response synopsis). The province also made enhancements to the existing StreetReach Winnipeg services to include specialized mental health, addictions, and spiritual care/elder supports. This intent of the recommendation was met.

Intent 2: Expand the Winnipeg Outreach Network (WON).

2023

• This intent was met through previous responses. Manitoba Families continues to reference the funding and support provided to Clan Mothers.

- In discussion meetings with Manitoba Families between the 2021 and 2022 responses, the alternative to funding Indigenous-led community organizations other than WON was agreed upon.
- Based on the information provided in 2021, as well as the updated information on work occurring with the Clan Mothers organization, this intent of the recommendation is now met.
- Recent Clan Mother's initiatives include:
 - The excellent four-part series on teachings and ceremonies for sexually exploited youth referenced in the 2021 submission is complete and have been distributed. They are available to all Manitobans and can be accessed at no cost on the Tracia's Trust website: https://www.gov.mb.ca/fs/traciastrust/empowerment.html.
 - The above also provides the introduction to the Indigenous language awareness campaign about online sexual exploitation, developed by Clan Mothers and funded by the province, which is now available and is in place. The messages in various languages can also be found on the Clan Mother's website: https://www.gov.mb.ca/fs/traciastrust/empowerment.html.

- They continue to receive annual funding to lead land-based healing and teachings with sexually exploited youth.
- On December 14, 2021, Manitoba announced \$3M funding for Clan Mothers to develop the healing village site for at risk women and girls: https://news.gov.mb.ca/news/index.html?item=52857&posted=2021-12-14.
- Other funding provided to Clan Mothers to support development of the healing village includes: \$300,000 May/22, Building Stronger
 Communities grant, Municipal Relations; \$298,000 Apr/21 for fiscal years 2021/22 to 2023/24, JUS (Victims of Crime funding); \$75,000 2021/22, Building Stronger Communities grant, Municipal Relations.

- The Department of Families reported that a decision to expand WON funding has not been made. In part, this was due to WON explicitly stating that they wish to remain outside of government funding.
- There have been additional new enhancements to services for sexually exploited youth (SEY):
 - Project Neecheewam Inc.'s spiritual advisory support for StreetReach in 2019 provided services and support to youth through a referral process led by StreetReach staff.
 - The new Ata Chiminis Mikisiw Indigenous-led treatment facility is reportedly under way.
 - Clan Mothers Healing Village received new funding to develop land-based healing, teachings, and ceremonies. This initiative is a pilot project for March 2020 to March 2022 through a collaborative partnership with Manitoba's Tracia's Trust Strategy. It is meant to deliver bimonthly opportunities for healing to predetermined groups of youth and their identified supports. The goal is to build cultural reconnection for youth through Indigenous land-based teachings. Activities include:
 - Four dates were set to meet with youth who wanted to sit with Elders between August 26, 2020 and September 16, 2020. Clan Mothers Elders were to share Indigenous traditional teachings and help youth make an Indigenous story mask, followed by a celebratory ceremony and feast with family, mentors, and friends. StreetReach staff indicated that their contact with clientele was impacted due to COVID.
 - A second teaching module consisted of a 13 session youth art series led by a local Indigenous artist (Jackie Traverse) from November 2020 to February 2021. StreetReach involved youth were encouraged to engage with Elders to receive teachings while creating art. StreetReach identified difficulty engaging youth and getting them to attend sessions due to

- increasing COVID-19 provincial restrictions, leading to limited participation and eventually a pause to the series.
- On January 7, 2021, CMHV revised their proposal to the province, instead suggesting to use remaining funding to develop online modules/curriculum (videos, teachings, etc.) featuring Elders and community leaders. The developed modules are to be shared with agencies supporting SEY temporarily until lockdown measures are eased.
 - Videos are filmed by local Indigenous youth and include a teaching guide and questionnaire for service providers to facilitate with clients.
 - Guide allows CMHV to collect data about the number of youth and agencies served.
 - One video of the four-part video series was released on Tracia's Trust website during the annual "Stop child sexual exploitation awareness week" in March 2021.
 Two videos were completed with a May 2021 launch date. The final video was to be launched and shared with service providers in June 2021.
 - Videos are to be distributed by CMHV and StreetReach to Strong Hearts CSU, Youth Addiction Stabilization Unit, specialized placements, and specialized foster homes.
- According to Manitoba Families, WON has stated that it desires to remain outside
 of government funding, the new and expanded services reported in progress show
 a lot of promise to meet this intent to expand community-led supports. Evidence
 of WON's continued position to remain outside government funding is needed as
 is information about the outcomes of the funded initiatives listed above.

No evidence was provided regarding an expansion of the Winnipeg Outreach
Network. No alternative was provided to indicate how supports for street outreach
services for children and youth in Winnipeg have been enhanced.

Intent 3: Provide culturally appropriate services.

2023

This intent was met through previous responses.

- The current response refers back to the funding of Clan Mothers and the related work as noted in the 2021 and 2022 responses to Intent 2.
- In regards to the Indigenous lens Group Care Logic Model first reported in 2021,

- the most recent response adds, "The logic model is used to inform reporting requirements respecting contact for children and families, and involvement of children in community and cultural events."
- Information in responses provided to this recommendation since 2019 have indicated a commitment to providing culturally appropriate services, as seen in the responses to Intents 1 and 2. Funding has been provided to Indigenous-led organizations, and the Group Care Logic Model ensures that community care providers are reporting relevant information back to the CYSD.

- The Child and Youth Services Division (CYSD) is working in collaboration with community care organizations on the development of a continuum of care model to address the need for specialized placements. The new model utilizes an Indigenous lens for a group care logic model. The group care logic model was developed in 2019 by CYSD's Placement Resources Unit and policy staff from Strategic Initiatives. The Community Care Providers (CCPs) offered input and feedback on the logic model. The model was presented to CFS Standing Committee for their information and feedback. In May 2019 the Group Care Logic Model was approved by the Department of Families' Deputy Minister. The logic model was used to develop a standard Group Care Schedule that is to be included in Service Purchase Agreements (SPAs) with CCPs delivering group care programs. Manitoba Families cites that using the logic model in this way establishes a consistent, system-wide approach to care for children and youth residing in group homes. It also establishes that care for a child or youth centres on well-being. The work remains underway.
- Neecheewam's new Ata Chiminis Mikisiw facility opened in June 2021. The facility
 has four beds which are designated for female or female-identifying youth. With
 respect to the CYSD's Group Care Logic Model, there is insufficient evidence to
 demonstrate that a standard Group Care Schedule, although included in SPAs,
 translates to the daily practice of group care facilities to provide culturally
 appropriate services.
- The activities reported indicate a commitment to provide culturally appropriate services. Additional information, however, specifically pertaining to how the Group Care Schedule is being implemented in CCPs day-to-day operations is required.

2020

• Manitoba Families reported a delay in the full opening of Neecheewam's Safe Access for Everyone, a culturally appropriate program, to summer 2020 due to building renovations. Activities that were completed by the department included hiring two staff to begin relationship building with youth involved in StreetReach Winnipeg and who are staying in Stronghearts Crisis Stabilization Unit before being transferred to the Neechewam facility. Individualized case plans were developed with their guardians and other service providers involved. The placement is being

developed in consultation with Indigenous community organizations and youth. This resource is not yet operational.

Intent 4: Evaluate Tracia's Trust.

- Manitoba Families continues to reference the movement of the Tracia's Trust strategy under the oversight of the Gender Based Violence Committee of Cabinet (GBVCC).
 - They report this ensures oversight of the strategy is not looked at from an isolated viewpoint, and ensures its consistency with the national plan and priorities.
 - o They further report that a different approach is needed for reviewing the programming under the strategy, as the strategy itself must be kept within the national lens, and is the responsibility of the GBVCC.
 - Manitoba Status of Women is working with specialists in the department to establish a working group which will review the Tracia's Trust Strategy and work, share ideas, facilitate collaboration, and ensure responsiveness.
 - o Families reports that they envision the working group and its activities as an alternative to the recommendation of an external evaluation.
- In addition, Manitoba Families reported that work continues in the areas that were included in the details of the recommendation for evaluation, and provided the following information:
 - Specialized group and foster care placements, crisis stabilization support for SEY: the current model is being reviewed to consider potential ways to expand the services provided by Strongheart CSU as well as reviewing the continuum of placement options. This work is being led by the Child and Youth Services Division in collaboration with community service providers.
 - Sexual exploitation investigations see details under training below for work to develop training to be rolled out later in 2023-24.
 - Regional teams a strategic plan is being developed this year to explore next steps.
 - Provincial training on sexual exploitation: The Child and Youth Services
 Division Sexual Exploitation Prevention Specialist (SEPS) has been involved in a number of SEY training initiatives this year:
 - SEPS has led the development of a Sexual Exploitation training specific for Main Street Project in partnership with Sex Workers of Winnipeg Action Coalition (SWACC) to address the issue of youth at risk of, or experiencing, sexual exploitation presenting at adult shelters for support. SEPS presents on the youth sexual exploitation components (risk factors, signs, safety issues, appropriate response, and age-appropriate resources) while SWACC focuses on adults only and differentiates between adult exploitation and sex work. This

- training is anticipated to be offered to other adult shelters in the community during the 2023-24 fiscal year and can be adapted for other organizations seeing SEY youth presenting at their doors who are wanting to learn and do more.
- SEPS has partnered with the Department of Families Training Unit for the development of a generalist Child Sexual Exploitation training that is currently under final content review, likely to be rolled out within the 2023-24 fiscal year.
- CYSD continues to fund the New Directions/TERF Working with Children and Youth Who Are Sexually Exploited training. This training was provided to the regional teams, and trainers are being sought for northern Manitoba. Funding has been provided to revise and update the curriculum and for inclusion in the overall training strategic plan.
- The effectiveness of the strategy for children and youth not in care falls under the oversight of the working group.
- The national action plan includes consultation with Indigenous leadership which will support reviewing the effectiveness of the strategy in Indigenous communities.
- Additional information was provided by the Department of Families which continues to highlight its commitment to improving services for sexually exploited youth including:
 - a program review of StreetReach conducted by the Social Innovation office with recommendations and outputs to come;
 - o a review of the SEY training curriculum which will include delivery of training falling under an Indigenous-led organization; and
 - a proposal for reinstatement of an Advisory Council to oversee the Tracia's Trust Strategy.

- There is reference in the current response back to 2021, where Manitoba Families indicated that the Gender Based Violence Committee of Cabinet (GBVCC) now leads a whole of government approach to oversight of the Tracia's Trust Strategy. The priorities of the Gender Based Violence Framework, as developed by the GBVCC, can be found online. Some examples of the action items related to sexual exploitation found under the objective of Support include:
 - 6.1 Engage in a coordinated response through a three-year action plan based on feedback from community and survivors. Continue to strengthen the commitment to survivor-led responses and support for grassroots, local responses to sexual exploitation.
 - 6.2 Provide funding to support community and survivor-led activities.
 - 6.3 Support holistic, Indigenous-led mental health and addictions healing programs for sexually exploited female and transgender youth.

- 6.4 Strengthen the Tracia's Trust Strategy through interdepartmental partnerships.
- 6.5 Support regional responses to human trafficking.
- 6.6 Improve the emergency assessment, treatment, and mental health walk-in service for high risk, sexually-exploited youth.
- 6.7 Work with women's emergency shelters to ensure services are provided to all women, including those experiencing homelessness and those who are victims of human trafficking.
- 7.3 Support Indigenous-led, culturally-safe and responsive healing programs and initiatives that work with individuals and communities (e.g., Indigenous-led healing for women who have experienced sexual violence, sexual exploitation and human trafficking; Indigenous-led addictions and mental health healing programs).
- The response further describes that the work of the GBVCC is often confidential as it provides advice to cabinet.
- A February 2022 announcement of consultation to be undertaken with Indigenous Leadership regarding a National Action Plan to address Gender Based Violence is also cited as work towards this intent.
- Manitoba Families has indicated that the "oversight and coordination with other government work as well as national work and priorities addresses the intent of an evaluation of the strategy."
- More information is needed on how these action items meet the intent of an independent third-party external evaluation of the outcomes and outputs of the Strategy to be published upon completion, which will specifically include analysis of existing:
 - specialized group and foster care placements for sexually exploited youth;
 - o crisis stabilization support for sexually exploited youth;
 - sexual exploitation investigations;
 - o regional teams funded by Tracia's Trust;
 - o provincial training on the sexual exploitation of children and youth;
 - the effectiveness of the Strategy for children and youth who are not in care;
 and
 - the effectiveness of the Strategy in Indigenous communities as per Indigenous methods of evaluation.

- Manitoba Families indicated that the Tracia's Trust Research, released in 2019, includes a review and assessment from community that addresses this intent.
- According to Manitoba Families, there was an attempt to seek consensus with
 community about external evaluation, but no consensus was achieved. Therefore,
 the strategy is moved to consideration by the interdepartmental Gender Violence
 Committee of Cabinet which applies a whole-of-government approach as well as
 continued engagement of community, that is to be used to guide next steps and
 developments for the Tracia's Trust Strategy.
- The 2019 release of research on Tracia's Trust, titled Collaboration and Best Practices to End Human Trafficking and Sexual Exploitation in Manitoba, does not

constitute an evaluation of the strategy. The lack of consensus of an external evaluation of the Tracia's Trust is concerning due to the considerable financial contribution being made towards Tracia's Trust. Despite the move of Tracia's Trust to the Gender Violence Committee of Cabinet, there is no evidence provided that this committee will evaluate the strategy. Outstanding information and activities remain in order to meet the intent of this recommendation.

2020

- FAM indicated that evaluation of the StreetReach enhancements, land-based healing through Clan Mothers, and Neecheewam will be part of a larger evaluation of services provided through the bi-lateral funding agreement. Programs have been participating in the design of the evaluation. Neecheewam will also undertake an internal evaluation of its treatment facility named Safe Access for Everyone (SAFE). Expansion of services after 2021/22 will be determined in the future.
- The response indicates a commitment to the evaluation of programs that fall under the Tracia's Trust Strategy but it remains unclear whether Tracia's Trust Strategy will be evaluated. Further information is needed on the evaluations and how they will inform and contribute to the updating of the Tracia's Trust Strategy.

Intent 5: Update strategy.

2023

• Information provided under response to intent 4.

2022

• Manitoba Families identifies that the updating of the strategy will be ensured through work occurring under intent 4.

2021

 The Department of Families reported that this intent is in development and is now being considered by the Gender Violence Committee of Cabinet, which will engage with stakeholders and guide developments on Tracia's Trust.

2020

 There has been no evidence submitted as to the update of the Tracia's Trust Strategy.

Analysis Summary: Based on the responses provided to this recommendation since 2019, intents 1 through 3 regarding the expansion of StreetReach, and other culturally appropriate services have been identified as previously met. In regards to intents 4 and 5, Manitoba Families is proposing an alternate solution, due to the oversight of the Tracia's Trust Strategy currently falling under the Gender Based Violence Committee of Cabinet.

The Framework for Addressing Gender-Based Violence does include specific action items regarding sexual exploitation responses in Manitoba, and the Tracia's Trust Strategy, but these metrics are very general and lack specificity. The Department of Families continues to report work in the area of services for sexually exploited youth; and has additionally reported the creation of a working group tasked with reviewing the work found under the Tracia's Trust Strategy. We are aware that an interdepartmental working group used to exist that has not been in operation for some time. While the information presented is encouraging, and continues to highlight a commitment to the effective delivery of services for sexually exploited youth, MACY continues to be concerned about the substantive gaps in existing services available for sexually exploited youth in Manitoba. As outlined in the Manitoba Advocate's statement of concern last March, no proactive strategy exists, with clear prevention and intervention targets based on the Manitoba context. Other provinces have strategies in place given each provincial context is unique. For reference, Manitoba's last formal Tracia's Trust strategy was launched in 2011. In other words, no program logic model or strategy reflecting new realities over the past 12 years based on co-occurring struggles for sexually exploited youth are in place. For more information about the Advocate's concerns, please read the full statement. Recognizing that the tasks asked for through this recommendation are extensive, MACY seeks to conduct further consultation and engagement with service providers, in order to understand how the requirements of this recommendation can be implemented most effectively to meet the needs of service providers and sexually exploited youth in Manitoba. This includes engagement related to public transparency and collaboration across departments. As there is not yet enough information to determine the final two intents of this recommendation as fulfilled, this recommendation remains as Partially Compliant.