

# COMPLIANCE DETERMINATION

## Angel's Story – Recommendation 2

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

**Primary Public Body:** Manitoba Families

### 1. Expand StreetReach

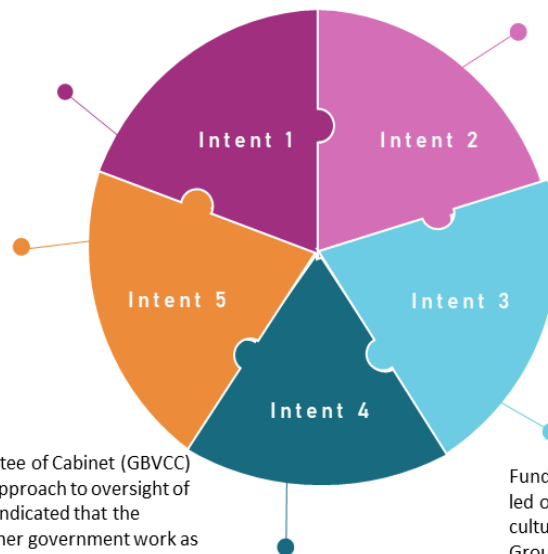
StreetReach was expanded in Thompson. Intent met.

### 5. Update strategy

Manitoba Families identifies that the updating of the strategy will occur through work described under intent 4.

### 4. Evaluate Tracia's Trust

The Gender Based Violence Committee of Cabinet (GBVCC) now leads a whole of government approach to oversight of the Tracia's Trust Strategy. Families 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, however, 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.



### 2. Expand Winnipeg Outreach Network (WON)

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. The most recent response relies upon the funding of Clan Mothers Healing Village, and the services provided by the organization. Further information is needed on direct services that will be provided to youth.

### 3. Provide culturally appropriate services

Funding has been provided to Indigenous-led organizations to ensure services are culturally appropriate, and there is a Group Care Logic Model to ensure that community care providers are reporting relevant information back to the department.

## COMPLIANCE DETERMINATION

0.50

Partially Compliant

## Recommendation Compliance Summary

In accordance with subsection 11(1) clause (d) of *The Advocate for Children and Youth Act (ACYA)*, the Advocate retains the responsibility "to monitor the implementation of recommendations included in reports made under section 27 (investigation) or special reports made under section 31."

This form details the assessment of implementation of compliance made under the referenced subsection of the ACYA. MACY assesses implementation of compliance with recommendations once a year but receives updates from public bodies every six months.

1. Recommendation Information	
<b>Special Report Name:</b>	<b>In Need of Protection: Angel's Story</b>
<b>Date Released:</b>	12/13/2018
<b>Full Recommendation:</b> (including details)	<p><b>Recommendation Two:</b></p> <p>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.</p> <p><b>DETAILS:</b> These activities should include:</p> <ul style="list-style-type: none"> <li>• The release of the Department of Families' research entitled, <i>Collaboration and Best Practices to End Human Trafficking and Sexual Exploitation in Manitoba</i>;</li> <li>• Ongoing data collection to inform clear performance measurements reflected in service purchase agreements (SPAs);</li> <li>• 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:               <ul style="list-style-type: none"> <li>○ specialized group and foster care placements for sexually exploited youth;</li> <li>○ crisis stabilization support for sexually exploited youth;</li> <li>○ sexual exploitation investigations;</li> <li>○ regional teams funded by Tracia's Trust;</li> <li>○ provincial training on the sexual exploitation of children and youth;</li> <li>○ the effectiveness of the Strategy for children and youth who are not in care; and</li> <li>○ the effectiveness of the Strategy in Indigenous communities as per Indigenous methods of evaluation.</li> </ul> </li> <li>• A pilot of TERF's Sexual Exploitation Risk Assessment Tool across the four Child and Family Services Authorities;</li> </ul>

	<ul style="list-style-type: none"> <li>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</li> <li>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.</li> </ul>
<b>Intent(s) of Recommendation:</b>	<p>The intents of the recommendation are to:</p> <ol style="list-style-type: none"> <li><b>Expand StreetReach.</b></li> <li><b>Expand the Winnipeg Outreach Network (WON).</b></li> <li><b>Provide culturally appropriate services.</b></li> <li><b>Evaluate Tricia's Trust.</b></li> <li><b>Update strategy.</b></li> </ol>
<b>Issue:</b>	Sexual Exploitation
<b>Primary Department:</b>	Manitoba Families
<b>Dates of Previous Official Updates from Public Body:</b>	June 30, 2022
	May 31, 2020
	June 30, 2020
	December 31, 2019
	June 27, 2019
<b>2. Compliance Determination</b>	
<b>Partially Compliant 0.50</b>	The most important requirements have been met; certain deficiencies affect the adequacy of the implementation, but without resulting in a situation where the given recommendation has not been acted upon.
<b>Self-Assessment</b>	Fully Compliant
<b>Previous Compliance Determination</b>	Partially Compliant
<b>3. Rationale for Determination</b> <i>(How did you reach this compliance determination)</i>	
<p><b>Intent 1: Expand StreetReach.</b></p> <p><b>2022</b></p> <ul style="list-style-type: none"> <li>Met in previous responses.</li> </ul> <p><b>2021</b></p> <ul style="list-style-type: none"> <li>The expansion of StreetReach Thompson is noted as a full-service delivery model. The intent of this recommendation was met.</li> </ul> <p><b>2020</b></p> <ul style="list-style-type: none"> <li>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,</li> </ul>	

and spiritual care/elder supports. This intent of the recommendation was met.

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

### **2022**

- 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.
- In the most recent response, additional details regarding the funding of Clan Mothers Healing Village were provided.
- Recent Clan Mother's initiatives include:
  - A four-part series on teachings and ceremonies for sexually exploited youth referenced in the 2021 submission, which is complete and has been distributed. These videos are available to all Manitobans and can be accessed at no cost on the Tracia's Trust website: <https://www.gov.mb.ca/fs/traciustrust/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. The messages in various languages can also be found on the Clan Mothers' website: <https://www.gov.mb.ca/fs/traciustrust/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 exact services that will be provided to youth through the Clan Mothers Healing Village are unclear. Further development of the project, and expanded details on the services available for sexually exploited youth will be beneficial for future responses.

### **2021**

- 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.

**2020**

- 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.**

**2022**

- 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 has 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 reportedly ensures that community care providers are reporting relevant information back to the Child and Youth Services Division (CYSD). MACY would like to see a copy of this model.

#### **2021**

- 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 Neecheewam 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 Tricia’s Trust.**

#### **2022**

- There is reference in the current response back to the 2021 response, where Manitoba Families indicated that the Gender Based Violence Committee of Cabinet (GBVCC) now leads a whole of government approach to oversight of the Tricia’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;
  - 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.

## 2021

- 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.**

**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 seen the most progress. Concerns remain regarding a tangible expansion of services for sexually exploited youth in Manitoba. In regards to Intents 4 and 5 which call for an evaluation and update of the Strategy launched 20 years ago in 2002, Manitoba Families is proposing an alternate solution, due to the oversight of the Tracia's Trust Strategy falling under the Gender Based Violence Committee of Cabinet. More information about how intents 4 and 5 will be met through this proposed alternate solution is needed. The confidential mandate of this Committee of Cabinet prevents specific metrics and measurable outcomes from being available, which is what this recommendation called for, including an independent third-party external evaluation of the outcomes and outputs of the Strategy to be published upon completion that includes analysis of 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. Without this information it remains difficult to see progress in updating the strategy. Given Intents 1 to 3 have made progress but Intents 4 and 5 remain outstanding, this recommendation is considered partially compliant.