

**The National Inquiry into Missing and Murdered Indigenous Women and  
Girls**

---

**CLOSING SUBMISSION  
OF THE GOVERNMENT OF MANITOBA**

---

# INDEX

	<u>Page No.</u>
A. INTRODUCTION.....	1
B. <i>THE PATH TO RECONCILIATION ACT</i> AND SUPPORTING THE UNDRIP PRINCIPLES.....	2
C. COMBATTING SEXUAL EXPLOITATION AND HUMAN TRAFFICKING .....	3
I. PROGRAMMING.....	3
II. LEGISLATION .....	6
D. COMBATTING DOMESTIC VIOLENCE AND SUPPORTING VICTIMS.....	8
I. A CO-ORDINATED CABINET LEVEL APPROACH.....	8
II. SUPPORTS FOR VICTIMS .....	9
III. COMMUNITY-BASED SUPPORTS FOR VICTIMS .....	10
V. LEGISLATION .....	11
VI. DOMESTIC VIOLENCE SUPPORT SERVICES.....	11
VII. SERVICES FOR MEN .....	12
VIII. MANITOBA JUSTICE FAMILY LIAISON CONTACTS AND PROJECT DEVOTE .....	12
E. COMBATTING CYBER CRIMES .....	13
F. EDUCATION, TRAINING AND EMPLOYMENT.....	14
G. MANITOBA’S CHILD WELFARE SYSTEM AND AVAILABLE FAMILY SUPPORTS.....	15
I. CHILD PROTECTION SERVICES .....	15
II. CHILD AND FAMILY SERVICES PLACEMENT POLICIES AND PRACTICES.....	18
III. SAFE SPACES FOR CHILDREN AND YOUTH .....	18
IV. SERVICES PROVIDED BEYOND AGE OF MAJORITY .....	19
V. FAMILY SUPPORTS AND PREVENTATIVE PROGRAMMING.....	20
VI. YOUTH SUICIDE PROGRAMMING .....	21
VII. CHILDREN’S ADVOCATE.....	21
VIII. EXPEDITED COURT PROCEEDINGS FOR CHILD PROTECTION MATTERS .....	22

<b>H.</b>	<b>HOUSING, SHELTERS AND TRANSITIONAL HOUSING .....</b>	<b>23</b>
<b>I.</b>	<b>SHELTERS AND TRANSITIONAL HOUSING.....</b>	<b>23</b>
<b>II.</b>	<b>MANITOBA HOUSING .....</b>	<b>24</b>
<b>I.</b>	<b>HEALTH SERVICES.....</b>	<b>25</b>
<b>I.</b>	<b>ADDICTION AND MENTAL HEALTH TREATMENT .....</b>	<b>25</b>
<b>II.</b>	<b>NORTHERN FOOD STRATEGIES .....</b>	<b>27</b>
<b>J.</b>	<b>COMMUNITY SAFETY.....</b>	<b>27</b>
<b>I.</b>	<b>ADULT SERVICES .....</b>	<b>27</b>
<b>II.</b>	<b>YOUTH SERVICES.....</b>	<b>30</b>
<b>III.</b>	<b>ADULT AND YOUTH PROGRAMS OFFERED BY MANITOBA .....</b>	<b>31</b>
<b>K.</b>	<b>CULTURAL AWARENESS TRAINING FOR CIVIL SERVANTS .....</b>	<b>32</b>
<b>L.</b>	<b>COMMEMORATION OF MISSING AND MURDERED INDIGENOUS WOMEN AND GIRLS .....</b>	<b>33</b>
<b>M.</b>	<b>CONCLUSION.....</b>	<b>35</b>

## **A. Introduction**

1. The staggering number of missing and murdered Indigenous women and girls in Canada is an ongoing national tragedy that must be brought to an end. The Government of Manitoba is extremely grateful for the efforts of the Commissioners and Inquiry Staff who have devoted the past two years to examining the systemic causes of all forms of violence against Indigenous women and girls, and the underlying social, economic, cultural, institutional, and historical bases that contribute to the ongoing violence and particular vulnerabilities of Indigenous women and girls in Canada. Manitoba also extends its appreciation to the many witnesses who came forward to provide valuable information to the Commissioners on ways to move forward. Our most special thank you goes to the many brave survivors and family members who shared their experiences and memories in honour of their loved ones. Your tireless efforts to be heard over the past decades and the truths that you shared will be invaluable in protecting women and girls from further violence and advancing reconciliation in Canada.

2. Manitoba joined Canada and the other provincial and territorial governments to establish the National Inquiry into Missing and Murdered Indigenous Women and Girls (hereinafter “Inquiry” “MMIWG”) in order to learn how it can be part of the solution to the tragedy of MMIWG. The Inquiry provided a national forum for families, Indigenous organizations and community groups to be heard and for governments to listen.

3. Part of the mandate of the Inquiry is to examine existing institutional policies and practices that address violence, including those that are effective in reducing violence and increasing safety. Accordingly, Manitoba will focus its closing written submission on providing the Commissioners with information about programming and policies already underway in Manitoba that are helping to address the tragedy of MMIWG. We hope that this information is of value to the Commissioners in developing forward-thinking recommendations that will provide real and practical solutions to combat this national tragedy.

## B. *The Path to Reconciliation Act* and Supporting the UNDRIP Principles

4. As part of its implementation of the Truth and Reconciliation Report, Manitoba enacted *The Path to Reconciliation Act* (<http://web2.gov.mb.ca/laws/statutes/ccsm/r030-5e.php>). This *Act*, which received the unanimous consent of the Legislative Assembly, commits the government to developing a strategy for reconciliation and for reporting each year to the Assembly on advances that have been made. The *Act* also affirms, that in working towards reconciliation the government will be guided by the Truth and Reconciliation Commission's calls to action, as well as the principles enunciated in the United Nations Declaration on the Rights of Indigenous People ("UNDRIP").

5. Some of Manitoba's recent activities that support the Truth and Reconciliation calls to action and the UNDRIP principles include:

- **Establishing the National Centre for Truth and Reconciliation:** <http://nctr.ca/map.php/>, and legislating its purpose and mandate through *The National Centre for Truth and Reconciliation Act*: <https://web2.gov.mb.ca/laws/statutes/ccsm/n020e.php>.
- **Enacting *The Aboriginal Languages Recognition Act*:** <https://web2.gov.mb.ca/laws/statutes/ccsm/a001-5e.php>, which recognizes the languages of Cree, Dakota, Dene, Inuktitut, Michif, Ojibway and Oji-Cree as the Aboriginal languages spoken and used in Manitoba, and developing a language strategy to preserve and promote Indigenous languages and culture.
- **Recognizing and reconciling Aboriginal and treaty rights** by engaging Indigenous organizations in the development of a revised Duty to Consult Framework: <https://www.gov.mb.ca/inr/reconciliation-strategy/duty-to-consult-framework.html>; participating in co-management agreements of land and natural resources; and implementing settlement agreements related to natural resource issues such as hydroelectric developments and treaty land entitlements.
- **Concluding and Recognizing a Self-Government Agreement** with the Sioux Valley Dakota First Nation: <https://www.aadnc-aandc.gc.ca/eng/1394040383908/1394040561139>

## C. Combatting Sexual Exploitation and Human Trafficking

### i. Programming

6. Manitoba's "Strategy to Combat Sexual Exploitation and Human Trafficking" is known as Tracia's Trust, in homage to Tracia Owen, a young Indigenous girl who was a ward of Manitoba's child welfare system and a victim of sexual exploitation. Tracia died by suicide on August 25, 2005.

7. The strategy, which was highlighted at the National Inquiry's Institutional/Expert Hearings on Sexual Exploitation and Human Trafficking, focuses on the prevention, intervention, legislation, coordination, research and evaluation of child, youth and adult sexual exploitation: <https://www.gov.mb.ca/fs/traciustrust/index.html>. Tracia's Trust was selected as the winner of the 2016 Human Rights Commitment Award for Manitoba for advancing the rights of Manitobans. Tracia's Trust is recognized locally, nationally, and internationally by law enforcement, academics, social workers, front-line service providers and beyond. The strategy has prioritized the needs of victims through targeted prevention, intervention and legislation.

8. The Department of Families is responsible for coordinating the implementation of the strategy through its Sexual Exploitation Unit. The Sexual Exploitation Unit works in collaboration with partnering government departments, agencies, community and non-governmental organizations on specific initiatives under the strategy, including:

- **The Trafficked Persons Response Team**, which is a regional team comprised of representatives from Victim Services, the Child and the Family Services Division of the Department of Families, and Manitoba Status of Women who work together to develop protocols, policies and a coordinated emergent response for trafficked persons.
- **StreetReach Teams**, which are multi-system coordinated response teams designed to identify, locate and assist children and youth who are at high risk of being violently victimized through the sex trade: [https://www.gov.mb.ca/fs/traciustrust/street\\_reach.html](https://www.gov.mb.ca/fs/traciustrust/street_reach.html). StreetReach teams have four priorities:

- 1) Stop children and youth from running away from home or other residences;
  - 2) Prevent future sexual abuse and exploitation;
  - 3) Redirect runaway children to stop them from being victimized;
  - 4) Intervene with those who exploit young, high risk victims.
- **Restoring the Sacred** is a youth centred, culturally based, peer mentorship program directed at Indigenous youth ages fourteen to twenty-one who are relocating from First Nation communities to Winnipeg for the purpose of furthering their education. The program pairs the youth with peer mentors who can support their transition into the city, and reduce the risks of victimization, including gang involvement and sexual exploitation: <http://www.kanikanichihk.ca/programs/restoring-the-sacred-rts/>.
  - **“TERF” (Transition, Education and Resources for Females)** is a transition and healing program for individuals of all ages and gender who have been exploited through the sex trade: <http://newdirections.mb.ca/training-education-programs/terf-transition-education-resources-for-females/>. TERF provides a safe, supportive learning environment to assist participants in stabilizing their living situations, promoting healthy lifestyles, and building confidence and self-esteem.
  - **Snowflake Place** is a charitable non-profit organization that provides a child-focused, coordinated, response to child abuse. The network – consisting of police, CFS, and Victim Services – conducts child abuse investigations and works to minimize stress and trauma faced by children who are victims of physical or sexual abuse, in a private and comfortable environment: <http://snowflakeplace.ca/>.
  - **New Directions** provides training on sexual exploitation and human trafficking for Child and Family Services workers and community partners that work directly with children and youth affected by sexual exploitation. This training focuses on indicators, legislation, stages of change, programming, and resources. New Directions has also developed

culturally relevant teachings which are targeted to service providers working with entrenched youth.

9. Under the Tracia's Trust approach, a team of professionals assesses a child's or young person's risk of being violently victimized through the sex trade. If a risk is identified a co-ordinated response plan is set up. The plan involves professionals from the healthcare system, social services, and the justice system working together to locate the child and return him or her to safety as quickly as possible.

10. StreetReach team members share a variety of experiences and skills that make them particularly effective at intervention and prevention. They can also co-ordinate and share their respective resources in order to provide a more effective response. StreetReach teams in Manitoba are already showing important achievements, including:

- earlier identification of children who are already being sexually exploited;
- earlier identification of children who are a high risk to become sexually exploited;
- fast response times from team members when children are in danger or at risk;
- more co-ordination of outreach, child welfare and law enforcement agencies;
- more children located and returned to safe homes or residences;
- higher number of prosecutions of offenders; and
- more special resources provided to exploited children.

11. Since the enactment of *The Child Sexual Exploitation and Human Trafficking Act* in April 2012 (discussed in greater detail below), the StreetReach program has assisted with or provided testimony in forty-five Protection Order cases. All were granted.



12. In addition to the multitude of initiatives falling under the umbrella of Tracia's Trust, various divisions within Manitoba's Departments of Justice, Families, and Status of Women have programs and policies in place which are specifically aimed at combatting the issue of human trafficking; for example:

- The Manitoba Prosecution Service has designated two specialized Crown Attorneys to coordinate and prosecute cases in Manitoba involving sexual exploitation and sex trafficking.
- The Manitoba Government (through the Victim Services Branch of the Department of Justice) provides funding for the Trafficked Persons Hotline, operated by Klinik Community Health Centre: <http://klinik.mb.ca/human-trafficking-hotline-information/>. This service provides 24/7 support and counselling to trafficked persons by trained staff and volunteer sexual assault counselors who have had extensive training in both sex and labour trafficking.
- Several non-governmental Indigenous organizations receive public funding to provide culturally safe services to Indigenous children in care. For example, The Hands of Mother Earth (HOME) Rural Healing Lodge is a group home operated by Ma MaWi Wi Chi Itata Centre, which works with sexually exploited youth and focusses on healing and intervening to reduce the incidence of sexual exploitation.

## **ii. Legislation**

13. Several recent legislative changes in Manitoba are specifically targeted at protecting persons who are vulnerable to being trafficked:

- Under *The Missing Persons Act* police agencies are given wide investigatory powers to enable the police to quickly access personal information that may assist them in locating a missing person in cases where they do not suspect or have the evidence to substantiate that a crime has been committed: <https://web2.gov.mb.ca/laws/statutes/ccsm/m199e.php>.

- *The Protecting Children (Information Sharing) Act* recognizes that the timely sharing of information among sectors plays a critical role in protecting the safety of at-risk children: <http://web2.gov.mb.ca/laws/statutes/2016/pdf/c01716.pdf>. The *Act* allows provincial government departments, organizations and others who provide services to at-risk and vulnerable children to collect, use and share personal information (including personal health information) about supported children, their parents and legal guardians.
  - a. The term “supported children” is defined under the legislation as children who are in the care of, or connected with:
    - child and family services;
    - youth justice;
    - mental health and addictions services;
    - disability services;
    - individual education plans in the school system;
    - victim support services; or
    - family conciliation services.
  - b. Personal information (including personal health information) can be shared without consent only when it is in the best interests of the supported child. Service providers must ensure that the sharing of personal information:
    - is in the supported child’s best interests;
    - is necessary to plan or provide services or benefits to a supported child;
    - is limited to the minimum (least) amount of information; and
    - is not prohibited by another act (law), such as *The Child and Family Services Act* and the *Youth Criminal Justice Act*.

- c. This new legislation is designed to create an environment where service providers are able to collaborate and share critical information so as to plan services for the safety and well-being of children. The *Act* applies to child-serving departments and agencies that receive government funding to provide services to supported children.
- *The Child Sexual Exploitation and Human Trafficking Act* (CSEHTA) provides for a protection order to be issued against a person who is found to have engaged in conduct which amounts to human trafficking or child sexual exploitation. It also establishes a new tort of human trafficking. Under this *Act* victims of human trafficking and sexual exploitation have an enhanced ability to seek civil remedies from those who have recruited, harmed and profited from the abuse: [http://web2.gov.mb.ca/laws/statutes/ccsm/\\_pdf.php?cap=c94](http://web2.gov.mb.ca/laws/statutes/ccsm/_pdf.php?cap=c94).
  - *The Manitoba Human Trafficking Awareness Day Act* designates the Thursday of the second full week of the month of March as Human Trafficking Awareness Day: <http://web2.gov.mb.ca/laws/statutes/ccsm/h182e.php>.
  - *The Child and Family Services Act* provides child and family services agencies with the ability to petition the courts for a finding that a child is in need of protection as a result of sexual exploitation: <http://web2.gov.mb.ca/laws/statutes/ccsm/c080e.php>.
  - *The Victims' Bill of Rights* recognizes sexual exploitation and trafficking as designated offences under the *Act* which allows victims to obtain support and services: [https://web2.gov.mb.ca/laws/regs/current/\\_pdf-regs.php?reg=138/2001](https://web2.gov.mb.ca/laws/regs/current/_pdf-regs.php?reg=138/2001); <http://web2.gov.mb.ca/laws/statutes/ccsm/v055e.php>.

#### **D. Combatting Domestic Violence and Supporting Victims**

##### **i. A Co-ordinated Cabinet Level Approach**

14. Manitoba has recently announced the appointment of six Cabinet Ministers to a Gender-Based Violence Cabinet Committee. The purpose of the committee is to ensure direct ministerial involvement in the integration of services and the co-ordination of policies, legislation and initiatives to address issues related to domestic violence, sexual violence and harassment. The

committee's mandate includes coordinating Manitoba's response to the Truth and Reconciliation Calls to Action 36 and 40 related to ensuring culturally relevant and Indigenous-specific programs and services by all levels of government directed to treatment and supports for offenders and victims of domestic violence.

## **ii. Supports for Victims**

15. Manitoba Victim Services: <https://www.gov.mb.ca/justice/crown/victims/index.html> provides services to victims of crime, including the services mandated in the provincial *Victims' Bill of Rights*: <http://www.gov.mb.ca/justice/victims/vrсс.html>, services to child victims and services to domestic violence victims. The services provided include:

- providing information on courts and the criminal justice system;
- explaining what to expect as charges move through the court's processes;
- providing updates on cases;
- liaising with the Crown attorney and other justice system staff;
- short-term counselling and safety planning;
- referrals to community resources;
- information about the Compensation for Victims of Crime Program;
- preparation for testifying in court;
- direction on how to prepare and submit a Victim Impact Statement;
- direction on how to register with the Parole Board of Canada;
- online, multi-language fact sheets on safety planning and the dynamics of domestic violence; and
- training for community service agencies that may become designated to assist people who apply for protection orders.

16. Victim Services is able to provide information on the cycle of violence and protection planning in both the Cree and Ojibwe languages. Additionally, interpreters are provided, as required, for all meetings. Victim Services has also engaged and consulted with Elders on the development of a smudging room and for guidance and assistance in providing traditional healing supports.

17. Since 2016, Manitoba Victim Services has had a trained intervention support dog Milan who provides comfort to child victims of crime during meetings and in court: <https://www.gov.mb.ca/justice/crown/victims/dog.html>.

18. The Manitoba Victim Services Annual Reports, 2000–2017 were provided to the Inquiry on April 5, 2018.

### **iii. Community-Based Supports for Victims**

19. The Manitoba government provides funding for the purpose of promoting and delivering services to victims. These initiatives include the Nisichawayasihk Cree Nation Family and Community Wellness Centre Inc. in Thompson: <http://www.ncnwellness.ca/> the Eyaa-Keen Healing Centre in Winnipeg: <https://eyaa-keen.org/> and the Ka Ni Kanichihk Medicine Bear Counselling, Support and Elder Services: <http://www.kanikanichihk.ca/medicine-bear-counselling-support-elder-services/>. These programs provide a culturally safe and supportive environment to the families of MMIWG.

20. The province also supports the Ka Ni Kanichihk Heart Medicine Lodge: <http://www.kanikanichihk.ca/programs/heart-medicine-lodge/>. This program is the first and only Indigenous-led healing program for female survivors of sexual violence and trauma, ages 18 and over. Heart Medicine Lodge provides culturally-based support and advocacy services for Indigenous women who have experienced sexual violence and/or sexual assault. In 2018/19, the program included a pilot component at the Women's Correctional Centre. Heart Medicine Lodge is also a partner agency for facilitating third party reports for adults who wish to anonymously report experiences of sexual violence to law enforcement.

21. Each year Manitoba declares November as Domestic Violence Awareness Month. During this month the government assists community organizations in offering various training and awareness projects: <https://news.gov.mb.ca/news/index.html?item=44728>.

**v. Legislation**

22. Manitoba has legislation that gives job protection to employees who require time off work to address issues related to domestic violence. Under s. 59.11 of *The Employment Standards Code*, CCSM c. E110 employees are entitled to two different types of leave; <http://web2.gov.mb.ca/laws/statutes/ccsm/e110ei.php>. They may take up to 10 consecutive or intermittent days in a 52 week period as needed. They are also entitled to take up to 17 continuous weeks of leave. Employees are entitled to be paid for five days of domestic violence leave per year. The leave may be used to seek medical treatment for themselves or minor children, to obtain advice or counselling services, to relocate to a place of safety, or to seek legal help or law enforcement help, including participating in a legal proceeding. More information about the legislation may be found at: [https://www.gov.mb.ca/labour/standards/doc\\_domestic\\_violence\\_leave\\_factsheet.pdf](https://www.gov.mb.ca/labour/standards/doc_domestic_violence_leave_factsheet.pdf)

**vi. Domestic Violence Support Services**

23. The Domestic Violence Support Service (“DVSS”) helps victims of domestic violence when criminal charges have been laid or may be laid against their partners. Victim Service Workers explain the cycle of violence, how the cycle may affect victims and their families and how to escape from it. They also help victims to develop protection plans to increase their personal safety and assist victims through the court process.

24. An additional feature of Manitoba’s DVSS program is that it provides support to families who receive police services for domestic violence incidents in Winnipeg that do not result in charges or arrests. This means that if police determine that charges cannot or ought not to be laid there is still supportive intervention. The goal is to provide advice and safety planning to families regardless of whether the criminal process is engaged.

25. *The Domestic Violence and Stalking Act: <http://web2.gov.mb.ca/laws/statutes/ccsm/d093e.php>* is a provincial statute that allows victims of stalking or domestic violence to apply for protection orders. DVSS workers offer training to community service agencies so that their staff may become designated Protection Order Designates (PODS) who assist individuals with their applications for orders. Victim Services workers in Winnipeg also provide assistance for individuals applying for protection orders in Winnipeg.

26. More information about services available to victims of crime in Manitoba can be found at: <http://www.gov.mb.ca/justice/crown/victims/>.

#### **vii. Services for Men**

27. As part of its Family Violence Prevention Program, the Manitoba Government provides funding for programs that are designed to assist men. Men are Part of the Solution (“MAPS”) is a program offered in Thompson, Manitoba that includes counselling and supports for men who have behaved abusively to family members: <http://www.menarepartofthesolution.com/>. The Men’s Resource Centre in Winnipeg offers a number of programs for men experiencing trauma including counselling and an emergency shelter program for men and their children leaving family violence situations: <http://www.mens-resource-centre.ca/index.html>. Similar programming is offered in Brandon through the Counselling Centre: <https://counsellingcentre.ca/>. The Spirit of Peace Program provided through the Ma Mawi Wi Chi Itata Centre offers programming for men that is based on Indigenous teachings and culture: <http://www.mamawi.com/our-programs/spirit-of-peace/>.

#### **viii. Manitoba Justice Family Liaison Contacts and Project Devote**

28. The Manitoba Justice Family Liaison Contacts (“FLCs”) work together with families, particularly in homicide investigations, to help keep them informed about the circumstances of the case involving their loved one. The FLCs connect with police to discuss families’ concerns and to obtain general information about the investigation. FLCs are also able to access provincial government agencies including child and family services, employment and income assistance, and

the chief medical examiner's office to assist in answering questions. If the matter proceeds to court, the FLCs work closely with Manitoba Prosecution Services so that the family is kept informed about the court proceedings. Where possible, face-to-face meetings are arranged between families and investigators, Crown attorneys, the Chief Medical Examiner and other government agencies.

29. The voices of Manitoba families seeking justice for their loved ones, led to the establishment in 2011 of a joint RCMP and Winnipeg Police Service task force, mandated to intensively examine cases involving missing and murdered exploited persons dating back to 1961. The Project Devote Task Force has focused its attention on matters involving victims who were at high or extreme risk to become a victim of violent crime. There are twenty-eight cases under investigation through the Task Force.

30. As part of ensuring that Project Devote is responsive to the needs of family members, Manitoba Justice has a FLC working as part of the Project Devote team. The FLC is featured in a Justice Canada film: <https://www.youtube.com/watch?v=4PlqIW5vpIE&feature=youtu.be>.

31. FLCs attend weekly beading groups and participate in community healing events and gatherings. They also assist families in accessing healing supports. FLCs supported families testifying at the National Inquiry truth gathering events and expert and institutional panel hearings.

#### **E. Combatting Cyber Crimes**

32. Manitoba is privileged to be the home of the Canadian Centre for Child Protection (C3P). C3P through its national tip line offers assistance to youth whose intimate images have been shared without consent: [www.cybertip.ca](http://www.cybertip.ca). Depending upon the circumstances, C3P may be able to assist in sending removal requests to service providers, provide guidance on other options for managing the situation, and, where appropriate, facilitate the transfer of the incident to police in the appropriate jurisdiction.



33. Manitoba also has civil legislation dealing with the distribution of intimate images. *The Intimate Image Protection Act*: <http://web2.gov.mb.ca/laws/statutes/ccsm/i087e.php> provides various remedies to assist people who have had intimate images distributed without consent or have reason to believe that they will be distributed. C3P is a designated agency under the *Act* that can work with the persons depicted in the images and can also engage those who possess the images to try to resolve disputes, including through mediation or other dispute mechanisms. Manitoba provides funding to C3P for this work.

34. C3P is also the designated agency in Manitoba to receive reports of child pornography. Under s. 18(1.0.1) of *The Child and Family Services Act*, a person who reasonably believes that any representation, material or recording might be child pornography has a duty to report that information to C3P which can then work with law enforcement agencies to take appropriate action. See: <http://web2.gov.mb.ca/laws/statutes/ccsm/c080e.php?query=search> and [http://web2.gov.mb.ca/laws/regs/current/\\_pdf-regs.php?reg=79/2009](http://web2.gov.mb.ca/laws/regs/current/_pdf-regs.php?reg=79/2009).

## **F. Education, Training and Employment**

35. Indigenous history, experiences and teachings are an important part of Manitoba's educational curriculum: <https://www.edu.gov.mb.ca/k12/abedu/index.html>. Education regarding Indigenous culture, treaties and residential schools has been integrated throughout the curriculum from Kindergarten through Grade 12.

36. Several Manitoba school divisions (Winnipeg, Seven Oakes, Louis Riel and Mystery Lake) offer bilingual Ojibwe and Cree elementary school immersion program that emphasize Indigenous teachings. Indigenous languages and cultural programming are offered from nursery school to Grade 12 throughout Manitoba; [www.edu.gov.mb.ca/abedu/languages.html](http://www.edu.gov.mb.ca/abedu/languages.html).

37. Manitoba's post-secondary institutions and public school boards are working together to make Manitoba a global centre of excellence in Indigenous education, research, languages and cultures. In 2015, Manitoba's six universities, three colleges, and the Manitoba School Boards Association came together to sign the *Manitoba Collaborative Indigenous Education Blueprint*:

[http://umanitoba.ca/admin/indigenous\\_connect/5851.html](http://umanitoba.ca/admin/indigenous_connect/5851.html), making excellence in Indigenous education a priority. All Manitoba universities and colleges offer courses on Indigenous studies. For example, see the University of Winnipeg course offerings at: <https://www.uwinnipeg.ca/indigenous/indigenous-course-requirement/ICR-Approved-Course-List.pdf>.

38. Manitoba has also partnered with the Manitoba First Nations Education Resource Centre, the University College of the North and Indigenous Languages of Manitoba to develop the Manitoba Aboriginal Languages Strategy. The purpose of the strategy is to revitalize, retain and promote the seven Indigenous languages of Manitoba. This includes providing Aboriginal language education, teacher training, developing education programs and providing services in Aboriginal languages; <http://www.malsmb.ca/>. See also, *The Aboriginal Languages Recognition Act*: <https://web2.gov.mb.ca/laws/statutes/ccsm/a001-5e.php>.

39. Manitoba also recognizes that providing adult education, job skills training, and employment opportunities is essential to empowering and enabling the independence of women. Manitoba supports a network of 31 adult literacy programs and 40 adult learning centres that offer programming designed to improve literacy and numeracy skills or obtain high school credits. Manitoba Works is a program designed to assist those facing multiple barriers to find sustainable work.

## **G. Manitoba's Child Welfare System and Available Family Supports**

### **i. Child Protection Services**

40. In 2003, Manitoba reformed its child and family services system in accordance with a key recommendation of the Aboriginal Justice Inquiry (AJI): <http://www.ajic.mb.ca/volume.html>. The changes give Indigenous people the right to control and deliver their own child and family services. In Manitoba, four child and family services authorities (three Indigenous and one General) deliver mandated services. Some key features of the provincial system are:

- The four authorities designate agencies to provide joint intake and emergency services within certain designated geographic regions of the province;
- Each authority mandates and oversees culturally appropriate child and family services agencies that manage delivery of child and family services;
- Adult members of a family may choose the authority of service that best reflects their cultural identity and a child who will be in an independent living arrangement or is a parent or expectant parent is entitled to choose his/her own authority of service; and
- The director retains powers under *The Child and Family Services Act* to set standards of services and practices and procedures while the authorities ensure that their agencies follow those standards.

41. The relevant legislation includes:

- *The Child and Family Services Authorities Act*:  
<http://web2.gov.mb.ca/laws/statutes/ccsm/c090e.php>;
- Child and Family Services Authorities Regulation:  
[http://web2.gov.mb.ca/laws/regs/current/\\_pdf-regs.php?reg=183/2003](http://web2.gov.mb.ca/laws/regs/current/_pdf-regs.php?reg=183/2003); and
- Joint Intake and Emergency Services by Designated Agencies Regulation:  
[http://web2.gov.mb.ca/laws/regs/current/\\_pdf-regs.php?reg=186/2003](http://web2.gov.mb.ca/laws/regs/current/_pdf-regs.php?reg=186/2003).

42. The Manitoba Court of Appeal cited devolution of child welfare services to Indigenous agencies as an example of the progress that is being made toward reconciliation: *Dakota Ojibway Child and Family Services v. K.R.F.* 2018 MBCA 104: [http://www.manitobacourts.mb.ca/site/assets/files/1036/dakota\\_ojibway\\_child\\_and\\_family\\_services\\_v\\_krf\\_et\\_al\\_2018\\_mbca\\_104.pdf](http://www.manitobacourts.mb.ca/site/assets/files/1036/dakota_ojibway_child_and_family_services_v_krf_et_al_2018_mbca_104.pdf).

43. Manitoba has continued its efforts to advance reconciliation in the area of child welfare through recent amendments to *The Child and Family Services Act* that support the customary care

of Indigenous children. Customary care will provide a means to raise Indigenous children in their home communities so as to maintain their connections to family and traditional customs. Bill 15, entitled “*The Child and Family Services Amendment Act (Recognition of Customary Care of Indigenous Children)*” received royal assent on June 4, 2018: <https://web2.gov.mb.ca/bills/40-5/b015e.php>. Consultations are now underway with Indigenous representatives to develop customary care regulations and to move toward implementation.

44. Manitoba acknowledges that there is an overrepresentation of Indigenous children in care in Manitoba. To provide better outcomes for children and families, Manitoba’s Child Welfare Transformation, announced in October 2017, focuses on fewer children in care, fewer days in care, community driven prevention services, and supporting lifelong connections. In December 2017, Manitoba appointed an independent committee to review and recommend transformational changes to child welfare legislation. Its report was released on September 19, 2018: [https://www.gov.mb.ca/fs/child\\_welfare\\_reform/pubs/final\\_report.pdf](https://www.gov.mb.ca/fs/child_welfare_reform/pubs/final_report.pdf). Recommendations include:

- intervening differently in situations with an immediate safety threat as opposed to cases that require prevention and support to improve a child’s well-being;
- engaging families and communities when protective services are required and empowering family and community based solutions and networks of care in cases of heightened risk;
- transferring responsibility for prevention and early-intervention services to non-governmental, community-based organizations with proven track records and expertise;
- integrating culturally safe practice, assessments and decision-making into the system;
- establishing early, proactive planning for young people leaving the child welfare system and better supports for their transition to independence; and
- ending birth alerts for pregnant girls and women, replacing this system with community-based and culturally appropriate services to better support mothers and babies.

45. The report highlights the need to strengthen connections to culture and community, particularly for Indigenous families.

## **ii. Child and Family Services Placement Policies and Practices**

46. Manitoba has policies in place that seek to ensure that children who are in care are placed in safe facilities. Some of the requirements include:

- The Child and Family Services Standards Manual stipulates that hotels and motels will not be used as placements for children by child and family services agencies: <https://gov.mb.ca/fs/cfsmanual/index.html>.
- Transgender youths are placed in a group care facility licensed for the gender to which they identify. There are also a number of facilities licensed for all genders.
- The Child and Family Services Facility Standards Manual outlines expectations for service providers of group care: <https://www.gov.mb.ca/fs/cfsmanual/index.html>. The Manual notes that all facilities should value and support diversity in culture, ethnicity, ability, attributes, sexual orientation and gender identity, and further notes that all facilities should provide information and support to youth on normal body growth, development and sexuality, including diversity in sexual orientation and gender identity.

## **iii. Safe Spaces for Children and Youth**

47. The Manitoba Government licenses and funds two placement resources in Winnipeg that provide youth with a safe place to stay on a short-term basis: the Safe House (operated by Ndinawemaaganag Endaawaad or Ndinawe), and the Youth Resource Centre (operated by MacDonald Youth Services). Ndinawe provides these services twenty-four hours daily. Two additional safe places, Rossbrook House and West End Safe Space, also operate in Winnipeg 24 hours a day. While there are no 24 hour shelters outside of Winnipeg, there are youth drop-in programs that operate during evening hours in both Thompson and Brandon.

#### iv. Services Provided Beyond Age of Majority

48. Manitoba will provide services to permanent wards after age eighteen who require further transition support. Under an Agreement with Young Adults (Extension of Care) services may continue until the age of twenty-one: <https://www.gov.mb.ca/fs/cfsmanual/1.1.8.html>.

49. Support for transition programming is provided through government-funded community organizations, as well as Independent Living programming. Examples include:

- the Manitoba Youth Transitional Employment Assistance and Mentorship Program (“MYTEAM”), which offers youth who are leaving the care of Child and Family Services one-on-one support with mentorship, guidance, and other opportunities as they work toward their personal goals and greater independence: <http://www.kanikanichihk.ca/programs/manitoba-youth-transitional-employment-assistance-and-mentorship/>
- Macdonald Youth Services: <https://www.mys.ca/>
- ROOM Emergency & Transitional Housing Program for Youth in Care, which is run through RAY (Resource Assistance for Youth, Inc.): <https://rayinc.ca/room-program/>. This program provides youth age 17-21 in the care of CFS with short-term housing and on-call supports. The goal of the program is to provide youth in need with time to create a plan with CFS staff and secure more stable housing.

50. Youth-in-care and former youth-in-care are also eligible to receive tuition waiver bursaries. There are currently nine post-secondary institutions offering tuition waivers to over 120 students.

51. Manitoba also supports Futures Forward. This initiative brings together three community agencies to provide wrap-around services to current and former youth in care, ages 15-29. The services include mental health supports, housing, employment, education and financial counselling: <https://www.futuresforward.ca/>. Futures Forward also co-ordinates the Advancing

Futures Bursary program. This bursary is intended to assist students with costs to support their employment and training pathway.

**v. Family Supports and Preventative Programming**

52. The Department of Families engages with, and provides funding to, six Indigenous non-government service providers to develop and implement a wide variety of culturally appropriate programming through an Indigenous lens:

- Ma Mawi Wi Chi Itata Centre: <http://www.mamawi.com/>; <sup>1</sup>
- Ka Ni Kanichihk: <http://www.kanikanichihk.ca/>;
- Blue Thunderbird Family Care Inc.;
- Project Neechewam Inc.: <http://www.neecheewam.com/>;
- Ikwe Widdjiitiwin Residential Program: <http://www.ikwe.ca/Programs.page>; and
- Ndinawemaaganag Endaawaad Inc.: <https://ndinawe.ca/>.

53. Manitoba is contributing \$1 million over three years (2017 to 2020) as part of a tripartite partnership with the Government of Canada and the Winnipeg Foundation to support the Family Group Conferencing Program through Ma Mawi Wi Chi Itata Centre: <http://www.mamawi.com/family-group-conferencing/>. This program focuses on reconciliation and engagement of families through a conferencing process. The Family Group Conferencing Program is intended to provide conferences to an average of ninety families per year.

---

<sup>1</sup> The National Inquiry heard evidence regarding programming offered by the Ma Mawi Chi Itata Centre during the Government Services Institutional Hearings in Calgary, AB from May 28 – June 1<sup>st</sup> 2018, and during the Sexual Exploitation and Human Trafficking Hearings in St. John's, Newfoundland from October 15-18, 2018.

**vi. Youth Suicide Programming**

54. Manitoba has recognized the need to address the high level of suicide among Indigenous youth. The Northern Regional Health Authority operates Hope North Recovery Center for Youth: <http://www.hopenorth.ca/>. It provides crisis stabilization and assessment for youth who may be experiencing a mental health and/or addictions crisis.

55. The Manitoba government (through the department of Health, Seniors and Active Living) leads a Provincial Suicide Prevention Network that exchanges knowledge and information about current initiatives, issues and challenges. Network members include provincial departments (Justice, Education, Families), the federal government (Public Health Agency of Canada, Health Canada), Indigenous organizations (Southern Chiefs Organization, Assembly of Manitoba Chiefs, Manitoba Keewatinowi Okimakanak), regional health authorities, and community organizations (Klinik Community Health, Canadian Mental Health Association, Marymount), as well as the Advocate for Children and Youth. The Provincial Suicide Prevention Network collaborates on policy issues relating to suicide prevention, intervention and post-intervention, as well as life promotion strategies.

**vii. Children's Advocate**

56. The 2014 Inquiry Report into the death of Phoenix Sinclair (the “Hughes Report”) made many recommendations to improve the child welfare system in Manitoba; see *The Legacy of Phoenix Sinclair: Achieving the Best for All Our Children*: <http://www.phoenixsinclairinquiry.ca/>. The Manitoba government has now fully implemented, or made substantial progress on fifty-seven of the sixty-two recommendations made by Commissioner Hughes. The rest are in progress.

57. As part of its response to the Hughes Report, Manitoba enacted legislation in 2018 to greatly enhance and expand the mandate of the Children's Advocate; *The Advocate for Children and Youth Act*: <https://web2.gov.mb.ca/laws/statutes/ccsm/a006-7e.php>. The legislation gives the Children's Advocate:



- the power to advocate for children and young adults connected with a broad range of publicly funded services;
- the ability to review and investigate deaths and serious injuries of children involved with the mental health and addictions, youth justice and child and family services systems;
- the power to review and investigate a serious injury or death of a young adult who is receiving transitional CFS services;
- the authority to request information from government programs and publicly-funded service providers when advocating on behalf of children and young adults who are receiving or who are eligible to receive the above-mentioned services;
- the power to compel any individual to answer questions and provide information relating to a death or serious injury that is being investigated by the advocate; and
- the right to publish special reports to improve the effectiveness and responsiveness of services.

#### **viii. Expedited Court Proceedings for Child Protection Matters**

58. In March 2017, a new regime was implemented in the Family Division of the Manitoba Court of Queen's Bench designed specifically to expedite court proceedings relating to child protection matters. Under this new regime, child protection hearings must be presented in court within 60 days after being placed on the docket. The process focuses on working collaboratively with families, child welfare agencies and the courts so that children and families are not experiencing legal delays resulting in the loss of family connections: [http://www.manitobacourts.mb.ca/site/assets/files/1152/practice\\_direction\\_cp\\_model\\_final.pdf](http://www.manitobacourts.mb.ca/site/assets/files/1152/practice_direction_cp_model_final.pdf).

## H. Housing, Shelters and Transitional Housing

### i. Shelters and Transitional Housing

59. Manitoba's Family Violence Prevention Program ("FVPP"): <https://www.gov.mb.ca/msw/fvpp/index.html> provides program and administrative support to thirty-three community-based agencies for the delivery of family violence prevention and intervention programs and services. These include:

- ten emergency women's shelters, five of which offer interim housing options and one that provides second stage programming;
- nine women's resource centres, two of which offer interim housing options;
- four second stage housing programs; and
- a wide range of specialized programs for the delivery of family violence and prevention services.

60. These thirty-three community-based agencies all offer some culturally relevant programming and also make referrals to culturally relevant services as needed.

61. FVPP also provides financial support to three Winnipeg-based Indigenous agencies that provide emergency shelter, counselling and other services to Indigenous women and girls who are experiencing family violence:

- Ikwe Widdjiitiwin: <http://www.ikwe.ca/>;
- Ma Mawi Wi Chi Itata's Spirit of Peace Program: <http://www.mamawi.com/our-programs/spirit-of-peace/>; and
- Wahbung Abinoonjiiag: <http://wahbung.org/>.

**ii. Manitoba Housing**

62. The Manitoba government supports initiatives to reduce homelessness and prevent Manitobans from becoming homeless, including emergency shelters, Housing First programs, eviction prevention, and End Homelessness Winnipeg: <https://endhomelessnesswinnipeg.ca/>.

63. Manitoba Housing owns the buildings and provides spaces for:

- nine of the ten emergency women's shelters supported by FVPP;
- twenty-eight interim housing units, most of which are used by the emergency women's shelters;
- fourteen women's second stage housing units; and
- twenty-nine transitional housing units, primarily for youth.

64. For all of these units Manitoba Housing is responsible for the mortgage payments, taxes, utility bills, security, maintenance, repairs and renovations.

65. In addition, Manitoba Housing has supported improvements to shelters and transitional housing through its Shelter Enhancement Program. This program assists community-owned facilities with repairs and improvements to existing shelters as well as the construction of new facilities. Recently, the Manitoba government contributed \$1.25 million to build the Nova House emergency shelter to serve the Interlake and North Eastern regions of Manitoba. The new \$2.9 million dollar facility, located in Selkirk includes 22 shelter beds and four apartment units for longer stays: <https://www.novahouse.ca/>.

66. Manitoba Housing also provides a wide range of subsidized housing throughout the province. The Social Housing Rental Program: <https://www.gov.mb.ca/housing/progs/mha.html> is the primary and largest program delivered by Manitoba Housing. The program provides low-income Manitobans in the greatest need with subsidized housing. Manitoba Housing provides

over 35,000 units of affordable housing including apartments, townhouses, duplexes, and houses for individuals, families, and seniors. The policies of the Social Housing Rental Program have been thoroughly modernized in recent years to ensure that individuals participating in the program receive equal treatment, and to remove barriers that affect access and transition out of the program.

67. Manitoba's "Rent Assist" Program: [http://www.gov.mb.ca/fs/eia/rent\\_assist.html](http://www.gov.mb.ca/fs/eia/rent_assist.html) provides a housing benefit for low-income Manitobans who are receiving Employment and Income Assistance (EIA) benefits and have shelter costs, or are renting in the private market and are not receiving EIA benefits. The program ensures that low-income households who are not receiving EIA and are renting in the private market do not have to spend more than 30% of their income to pay for reasonably priced accommodations. Maximum benefits are increased annually in July to 75% of Median Market Rent for Winnipeg as reported by Canada Mortgage and Housing Corporation.

## **I. Health Services**

### **i. Addiction and Mental Health Treatment**

68. Manitoba has a wide range of addiction and mental health treatment facilities across the province.

69. There are eighteen addiction service agencies in Manitoba that receive public funding and that provide a continuum of treatment services and support for children, youth and adults. These services include school-based intervention and prevention, medical and non-medical residential withdrawal management, community-based services, opiate replacement therapy, short and long-term specialized residential treatment, aftercare programming and outreach.

70. While many addiction services are located in Winnipeg, there are services in rural and northern areas of the province. Two have a specific Indigenous focus, and all incorporate culturally appropriate programming elements.

71. The Addictions Foundation of Manitoba is the largest provincially-funded addictions service provider. It has locations across the province, and operates under the authority of *The Addictions Foundation Act*: <https://web2.gov.mb.ca/laws/statutes/ccsm/a060e.php>.

72. In 2018, as part of Manitoba's overall approach to improving the mental health and addictions treatment, the province established two Rapid Access to Addictions Medicine (RAAM) clinics in Winnipeg, as well as clinics in Thompson, Selkirk and Brandon. RAAM clinics treat adults seeking help for all substance-related addictions, and provide assessment, counselling, education, medication, and referrals to withdrawal management services, community treatment programs, and primary care physicians: <http://www.wrha.mb.ca/prog/mentalhealth/raam.php>.

73. Manitoba also supports several agencies that provide a range of mental health services, including self-help, peer support, public education programs, crisis phone lines, online support and counselling/therapeutic services. Many of these programs operate suicide prevention programs in accordance with the province's 2005 policy framework for suicide prevention planning: [https://www.gov.mb.ca/health/mh/docs/suicide\\_prevention\\_framework.pdf](https://www.gov.mb.ca/health/mh/docs/suicide_prevention_framework.pdf) and the youth suicide prevention strategy of 2008: <https://www.gov.mb.ca/health/mh/docs/hope.pdf>. Programs with a strong Indigenous focus include Teen Talk: <https://teentalk.ca/> and Teen Talk North: <https://teentalk.ca/service-providers/teen-talk-north/>. These programs provide health services to youth from a harm reduction, prevention and education perspective. Teen Talk North provides three-day training and post-training support to Manitoba's northern service providers so as to strengthen the services available to northern youth, including Indigenous youth. The Hope North Recovery Centre for Youth, located in Thompson, provides on-site crisis response and mental health services: <http://www.hopenorth.ca/>.

74. Manitoba also supports efforts to improve Indigenous teen health through sport. The province provides financial support to the Winnipeg Aboriginal Sport Achievement Centre whose mandate is to promote health through sport and leadership training: <https://winnipeg.ca/interhom/guide/map/WASRA.stm>.

## **ii. Northern Food Strategies**

75. Manitoba's Northern Healthy Foods Initiative: <https://www.gov.mb.ca/inr/major-initiatives/nhfi/index.html> ("NHFI") seeks to improve food security in northern Manitoba by fostering activities that improve access to healthy food and promote healthy food choices. This initiative, which covers over 80% of the province is directed to improving the ability of communities, including on First Nation Reserves, to grow, harvest and preserve healthy and culturally relevant foods.

## **J. Community Safety**

### **i. Adult Services**

76. In March 2018, Manitoba released its Criminal Justice Modernization Strategy: <https://www.gov.mb.ca/justice/pubs/criminaljusticereform.pdf>. The Strategy is designed in part to address Manitoba's high adult incarceration rate and the overrepresentation of Indigenous people in provincial correction facilities.

77. The Strategy focuses on restorative justice as an alternative to the traditional criminal justice system. Offenders, victims and community representatives are involved in seeking a resolution of a criminal matter that will repair the harm done to the community. This will often involve the offender agreeing to participate in counselling or treatment programs. To improve Manitoba's capacity to offer effective restorative justice options, the province launched the Restorative Justice Centre in 2017. The Centre assists in connecting offenders with community-based programs and other supports that can address the underlying causes of crime.

78. A second aspect of the Strategy is the Responsible Reintegration Initiative ("RRI"). RRI seeks to ensure that offenders being released from provincial correctional facilities have the necessary supports to assist them to transition into the community. The average stay in provincial correction facilities is less than two months. Yet in this time offenders may have lost their job, housing and other supports. Through RRI, offenders are released to serve a portion of their sentence in the community. The RRI ensures that offenders leaving custody have secure safe

housing, identification documents, clothing, food, as well as education, employment and program opportunities. Providing these supports improves public safety and reduces recidivism.

79. Manitoba also supervises adults and youth in the community to support re-integration. Probation Officers compose pre-sentence reports, complete risk assessments and case plans, provide focussed interventions and referrals to community agencies as well as specialized interventions according to individual risk or needs.

80. Manitoba offers a variety of Rehabilitative Services within Custody Centres and Community Corrections offices. Adults and youth in custody have access to Indigenous Spiritual Care Providers, Chaplaincy, cultural activities, education, case management, program interventions, recreation and other activities.

81. There are a number of rehabilitation and support programs offered in custody, which include a focus on anger management, domestic violence, addictions, criminal thinking, victim awareness and parenting. Such programs are developed to be responsive to individual's culture, gender, learning style, risk level, offence type and assessed criminogenic need areas.

**82. Adult Specific Programming offered by Manitoba**

- **Making a Connection (“MAC”):** MAC is an intervention for offenders who have been charged with intimate partner violence. Participants reflect on their past experiences, their beliefs and values to help them identify what got them to the point of abuse and/or violence and provides them with tools and information to move forward in a healthy manner.
- **Healthy Options for Personal Empowerment (“HOPE”):** HOPE is an evidence based female gender responsive program which defines intimate partner violence, provides the history of the ongoing debate surrounding women who use Interpersonal Violence (IPC) and why, explores the beliefs which support the use

of female violence, and implements effective treatment by providing alternative skills and behaviours to manage aggression and emotive abuse.

- **Reclaiming Your Self Expression (“RYSE”):** RYSE is cognitive behavioural program designed to help female participants avoid further assaultive and/or aggressive behaviour by understanding how the way we think affects how we feel and ultimately affects our actions which can lead to aggressive behaviour.
- **Helping Women Recover (“HWR”):** HWR provides gender-responsive treatment for women who abuse alcohol and other drugs. The program integrates treatment of substance abuse with issues of trauma recovery.
- **Positive Parenting Program (“PPP”):** Triple P is an informational program that teaches 17 parenting (care giver) skills and how to apply them.
- **Victim Awareness Program (“VAP”):** The Victim Awareness Program is a short-term program designed to explore the consequences associated with crime and introduce a victim’s perspective.
- **Winding River Therapeutic Community – Winnipeg Community:** Winding River Therapeutic Community (“WRTC”) is a program that begins in custody at Headingly Correctional Centre and continues in the community for individuals on probation. WRTC provides offenders who have experienced problems with alcohol or drugs the opportunity to reside in a correctional environment that supports healthy living using a holistic approach. The goal once in the Community is to continue to provide the individual with support and to address community based needs such as housing, employment and education.
- **Sexual Information Program (“SIP”):** SIP is a short-term program providing current sexual education, safe sex practices, healthy relationships, sexual orientation, gender, consent, sexual laws, Fetal Alcohol Spectrum Disorder and pornography and the impact it has on relationships and sexuality.



- **Sexual Offender Program (“SOP”):** This is a long-term intensive cognitive behavioural based intervention program for men charged with a sex offence.
- **Sex Offender Program Unit – Winnipeg Community Core Program:** This is a cognitive behavioural intervention program that focuses on relapse prevention through a cognitive behavioural model. It has a supplementary Maintenance Group Program that provides additional supports for clients who have completed the core program.

## ii. Youth Services

83. Manitoba offers a number of services to youth involved in the criminal justice system, including:

- **4<sup>th</sup> R+:** The Fourth R is a skill-based program that promotes healthy relationships and targets violence, high-risk sexual behaviour, and substance use among adolescents.
- **Creating New Choices (“CNC”):** CNC is a short-term cognitive behavioural treatment anger management program that explores the impact of using anger and aggression. Participants discover that destructive actions develop from a pattern of thoughts, beliefs and feelings. Participants learn an array of effective alternatives and practical skills which make it possible to stop aggression before it leads to negative consequences.
- **EQUIP:** established at the Agassiz Youth Centre in 2005, the EQUIP program aims to motivate and teach youth to think and act responsibly in a peer-helping approach. EQUIP addresses the negative hurtful thinking that precedes criminal, victimizing behavior.
- **Voices: A Program of Self-Discovery and Empowerment for Girls (“VOICES”):** The trauma-informed curriculum of VOICES uses a variety of therapeutic approaches, including psycho-educational, cognitive-behavioural, expressive arts, and relational theory to provide support to girls and young women. It’s designed to encourage girls and young women to find and express themselves. The program describes the world of girls, and provides an overview of elements needed for gender-responsive and trauma-informed

services. The focus is on interactive exercises. The topics covered include developing a positive sense of self, building healthy relationships, substance abuse, physical and emotional wellness, sexuality, and planning for a positive future.

### iii. **Adult and Youth Programs offered by Manitoba**

84. Manitoba also offers a number of programs to both adults and youth involved in the criminal justice system:

- **Thinking Awareness Group (“TAG”):** TAG is a short-term informational program designed to provide participants with an introduction to the concepts of cognitive behavioral theory and teach the basics of relapse prevention using non-offence specific scenarios.
- **Culturally Appropriate Program (“CAP”):** CAP is a program that promotes awareness, personal development, and healing for Indigenous people. Participants learn the culture, history, and impacts of colonization during the pre-contact, contact, and current time periods. The program structure is based on the Medicine Wheel and is widely applicable. Participants develop their own Culturally Appropriate Case Plans. CAP emphasizes how additional intervention programs are also part of the healing journey.
- **Cognitive Behavioural Therapy (“CBT”): Criminogenic Need Workbooks -** CBT Workbooks are a series of seven Workbooks reflecting the dynamic criminogenic needs identified through a risk assessment. Topics include: Alcohol/Drug Problems, Companions, Family/Marital Influences, Pro-Criminal Attitudes, Education/Employment Challenges, Antisocial Patterns, and Recreation/Leisure Activities.
- **End to Aggression (“ETA”):** ETA is cognitive behavioural program designed to help the participant avoid further assaultive and/or aggressive behaviour by understanding how the way we think affects how we feel and ultimately affects our actions, which can lead to aggressive behaviour.

- **Informational Anger Management (“IAM”):** IAM is an informational anger management program that provides a general overview of anger and aggression.
- **Introduction to Health Relationships (“IHR”):** IHR is an informational cognitive behavioural program designed for participants who have been charged with intimate partner violence.
- **Coming to Terms (“CTT”):** CTT is a short-term informational program that assists participants to realistically evaluate their alcohol and/or other drug use and the effect it is having on their lives and on the lives of those around them.

#### **K. Cultural Awareness Training for Civil Servants**

85. The Truth and Reconciliation Commission of Canada’s Call to Action #57 recommends that all governments educate their staff on Indigenous history and culture. In response to this Call to Action, Manitoba has established an inter-departmental Truth and Reconciliation Training Committee, the role of which is to advise the government on its response and implementation of Call to Action #57.

86. The goals for Manitoba’s training in response to Call to Action #57 are:

- to provide education to all Manitoba government employees on the history of Indigenous peoples, including the history and legacy of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations;
- to provide employees of the Manitoba government with a range of opportunities in skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism; and
- to incorporate considerations of intercultural competency, conflict resolution, human rights, and anti-racism into recruitment processes.

87. In response to Call to Action #57 Manitoba offers a program entitled *Indigenous Peoples: Building Stronger Relationships* that is available to all provincial employees. The program is taught by Indigenous facilitators and focuses on the history and impact of past government policies and the legacy of those policies to today's society. In addition, individual departments offer specific training available to their employees. Of particular note are the Certificates of Indigenous Relations programs offered by Manitoba Sustainable Development and Manitoba Agriculture. These intensive programs cover a range of topics including Indigenous history, Indigenous law, consultation and accommodation, community engagement and reconciliation. Program participants develop plans that they then implement on behalf of their departments with the goal of enhancing community engagement and advancing reconciliation.



Certificate of  
Indigenous Relations



2018 CIRP MB Ag  
guidebook.pdf

#### **L. Commemoration of Missing and Murdered Indigenous Women and Girls**

88. In becoming part of the National Inquiry, Manitoba recognized in its Order in Council its desire for guidance as to a respectful way to honour and commemorate the missing and murdered Indigenous women and girls from this province.

89. Manitoba has participated in some projects and events that do honour these memories. In June 2011, a mural by artist Tom Andrich was unveiled on a prominent railway overpass on Portage Avenue in Winnipeg. The mural depicts the faces of ten young Indigenous women, with the words "Never Forgotten" streaming above their faces. The portraits on the north side of the overpass are of five women and girls who had been murdered; the south portion show five who, at the time of unveiling, were missing. The purpose of the mural was to remind Manitobans of the national tragedy and to remember the girls for the beautiful women they were. Manitoba thanks Canadian Pacific Railway for partnering with it to provide this tribute.

90. In August 2014, a monument honouring Manitoba's MMIWG was unveiled at The Forks in Winnipeg. The Forks is the historic junction of the Red and Assiniboine rivers that served as a meeting place for Indigenous people for centuries. The two-metre high granite statute provides family and friends of MMIWG a place to grieve the loss or disappearance of their loved one. The plaque for the monument states:

*In Honour of Manitoba's Missing and Murdered Indigenous Women and Girls from the Ojibway, Cree, Oji-Cree, Dakota, Dene, Inuit, and Métis Nations.*

*Today, and always, let us remember they were mothers, daughters, sisters, cousins and aunts. And, at all times, and forever, are loved, honoured and cherished.*

91. The monument, the first of its kind in Canada, was a joint project between the Government of Manitoba and Ka Ni Kanichihk.

92. In 2017, *The Missing and Murdered Indigenous Women and Girls Honouring and Awareness Day Act* came into force in Manitoba: <http://web2.gov.mb.ca/laws/statutes/ccsm/m198e.php>. This Act designates October 4<sup>th</sup> of each year as "Missing and Murdered Indigenous Women and Girls Honouring and Awareness Day" in Manitoba. The legislation was enacted in response to requests from the families of Manitoba's MMIWG's for an official day of awareness to honour their missing or murdered loved one, and to bring attention to the crisis of violence against Manitoba's Indigenous women and girls. The Government of Manitoba is pleased to assist community organizations with financial support to enable them to host various activities and events in recognition of this day.

93. The Government is also pleased to provide financial support to "*Wiping Away the Tears*". This is an annual event, organized by Ka Ni Kanichihk, for the families of Manitoba's MMIWG. It is an opportunity for family members to come together to honour their loved ones, share their stories, raise awareness and help each other to heal.

**M. Conclusion**

94. Manitoba joined with Canada's thirteen other governments to establish the National Inquiry as a means to advance reconciliation and to support the families of missing and murdered Indigenous women and girls. Manitoba sought from the Inquiry actionable recommendations that would assist government in removing the systemic causes of violence and enhancing the safety of Indigenous women and girls. In the pages above, the Government of Manitoba has set out some of the steps that it has already taken towards this goal. Manitoba has benefited greatly from the hearings where many family members and other witnesses shared valuable insights on ideas for moving forward. The Manitoba Government looks forward to receipt of the Inquiry's Final Report which we are confident will be of benefit to the families who have lost loved ones, governments and the country as a whole.

ALL OF WHICH IS RESPECTFULLY SUBMITTED

ON BEHALF OF THE GOVERNMENT OF MANITOBA