

Moving the Dial on Children's Rights in Manitoba:

Summary Assessment of
Government Compliance
with Recommendations
Made Under The Advocate
for Children and Youth Act



2023



Manitoba Advocate
for Children and Youth

About Our Office

The Manitoba Advocate for Children and Youth (MACY) is an independent, non-partisan office of the Manitoba Legislative Assembly. We represent the rights, interests, and viewpoints of children, youth, and young adults throughout Manitoba who are receiving, or should be receiving, provincial public services. We do this by providing direct advocacy support to young people and their families, by reviewing public service delivery after the death of a child, and by conducting child-centred research regarding the effectiveness of public services in Manitoba. The Manitoba Advocate is empowered by legislation to make recommendations to improve the effectiveness and responsiveness of services provided to children, youth, and young adults. We are mandated through *The Advocate for Children and Youth Act*, guided by the *United Nations Convention on the Rights of the Child* (UNCRC), and we act according to the best interests of children and youth.

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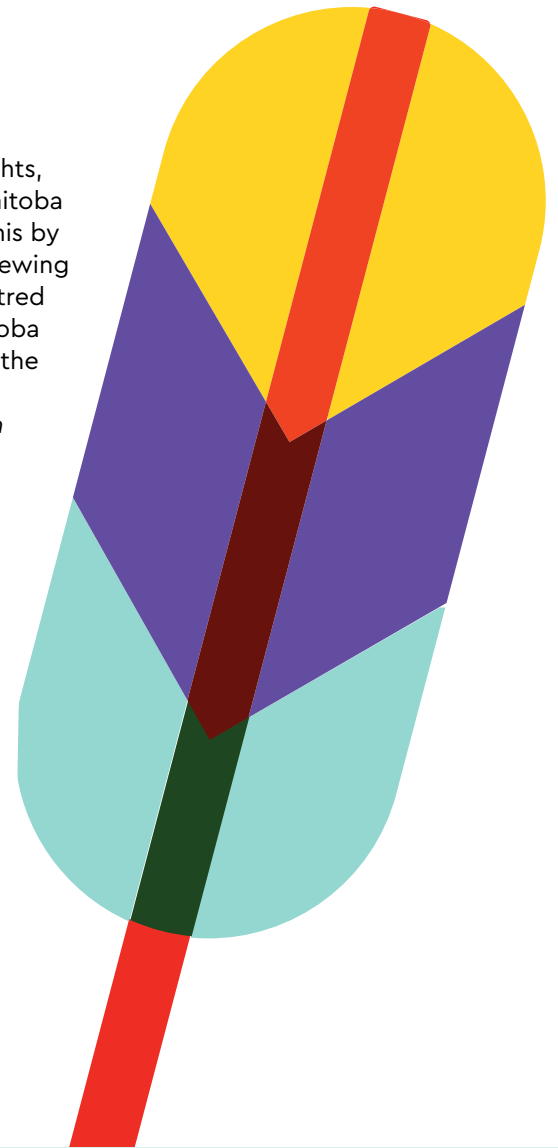
For more information concerning this report, please contact:

The Office of the Manitoba Advocate for Children and Youth
346 Portage Avenue, Unit 100
Winnipeg, Manitoba R3C 0C3
Email: info@manitobaadvocate.ca

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OUR MISSION, VISION, AND VALUES



Mission

We amplify the voices and champion the rights of children, youth, and young adults.



Vision

A safe and healthy society that hears, includes, values, and protects all children, youth, and young adults.



Values

Child-centredness, equity, respect, accountability, independence.

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Our Commitment to Reconciliation



The Manitoba Advocate operates throughout the province of Manitoba, on the ancestral lands of the Anishinaabeg, Cree, Oji-Cree, Dakota, and Dene peoples. We acknowledge that our primary office is located on Treaty 1 territory and on the homeland of the Red River Métis. Our work extends throughout Treaty areas 1, 2, 3, 4, 5, 6, and 10. We recognize the historical and ongoing injustices Indigenous Peoples face, including the loss of land, culture, and identity through colonization and the residential school system.

We acknowledge that our water is sourced from Shoal Lake 40 First Nation. We extend our gratitude to the people of Shoal Lake who work tirelessly to protect our water systems. We respect the spirit and intent of the treaties made and remain committed to working in partnership with First Nations, Métis, and Inuit people in the spirit of truth, reconciliation, and collaboration.

With a steadfast commitment to social justice and equity, our office operates through a human rights-based lens,

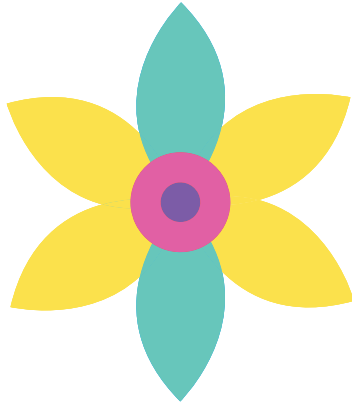
weaving the *United Nations Convention on the Rights of the Child*, the *United Nations Declaration on the Rights of Indigenous Peoples*, the Truth and Reconciliation Commission's (TRC) *Calls to Action*, and the Missing and Murdered Indigenous Women and Girls (MMIWG) Inquiry's *Calls for Justice* into our daily practice. Our hope is that by doing so, we can amplify the voices of those who have been historically silenced and marginalized and foster tangible improvements in the lives and experiences of children, youth, young adults, and their families. We believe that by working in partnership with Indigenous Peoples and centring their knowledge and expertise, we can create meaningful and lasting change.

In expressing our reconciliation statement, we commit to honouring and supporting movements led by Indigenous leaders, stewards, and protectors of the land. This responsibility includes engaging with Indigenous knowledge systems and amplifying the voices of Indigenous Peoples in Manitoba. We recognize reconciliation is a journey, and we are committed to walking this path with humility, respect, and openness.

Acknowledgements

MACY would first like to recognize that many of the recommendations analyzed here are the result of investigations into the lives of children, youth, and young adults who died, who were injured, or who suffered injustices in Manitoba. We honour and remember them by first telling their stories, and then by monitoring compliance with the recommendations their stories inspired to help ensure that all children in the province have a chance to both survive and thrive. This monitoring process relies on the full cooperation of public bodies. MACY acknowledges and is very grateful for this continuing collaboration.





Message from the Manitoba Advocate

As an independent office of the Legislative Assembly, one of MACY's key responsibilities is to work with the Manitoba government to help ensure respect and accountability for children's rights across the province. Since the proclamation of *The Advocate for Children and Youth Act* in 2018, this has involved issuing recommendations and monitoring their implementation – a collaborative and rigorous process that has yielded tremendously valuable relationships, as well as some significant progress over the years.

This report, the culmination of our fourth annual assessment of recommendation compliance, takes stock of this progress and reveals how diligently each department has been working. For instance, 32% of recommendations are now fully complete, and 75% have positive or mid-level assessments. Another encouraging indicator of progress is that 98.5% of recommendations have demonstrated actions toward their implementation.

These and the other achievements highlighted throughout the report are commendable, and I extend my

sincere gratitude to each department for their demonstrated commitment to, and continued collaboration in, working together to meet the rights and needs of children, youth, and young adults in Manitoba.

But our story doesn't end here. The truth is these achievements have not always translated into tangible improvements in the lives and well-being of all children, youth, young adults, and their families in Manitoba. At the same time, progress in addressing some of the most pressing systemic issues facing Manitoba's young people – including the enduring youth suicide and addictions crises – has been far too slow considering their grave implications.

As the title *Moving the Dial on Children's Rights in Manitoba* suggests, this is where our story changes. The report directly grapples with these challenges and explores how they can be addressed in order to concretely advance children's rights. For MACY's part, I would like to formally convey my commitment to reviewing and refining our processes and methods for developing and monitoring

recommendations. More details are shared within this report, along with some insight into MACY's vision for moving forward in a good way.

Above all, this report is a call to bold action for all those who share the responsibility of ensuring the rights of young people in Manitoba are respected, protected, and fulfilled. We must do everything in our power to advance this sacred goal – including being open to critically evaluating our own policies, practices, and processes, and changing them if they are not helping us achieve it. Only through bold action can we drive real, meaningful, and lasting change for every single child, youth, and young adult in this province.

They all depend on it. The future depends on it.

Sherry Gott, BSW, MSW, RSW
MANITOBA ADVOCATE FOR CHILDREN AND YOUTH



Recommendation Progress Highlights: 2023

GENERAL

Since 2018, MACY has issued a total of 80 recommendations.

MACY's obligation to monitor their implementation stems from subsection 11(1)(d) of *The Advocate for Children and Youth Act*.

Recommendation monitoring is a collaborative process essential to the promotion and protection of children's rights.

Moving the Dial on Children's Rights in Manitoba is MACY's fourth compliance report using the current model.

ENCOURAGING

32%

of recommendations are now fully complete.

75%

of recommendations now have positive or mid-level assessments, an increase of 15% from last year.

98.5%

of recommendations now have demonstrated actions toward their implementation.

Overall compliance by special report, systemic issue, and government department continued to see improvements this year.

REGRETFUL

Despite overall progress with compliance on paper, many of the systemic issues the recommendations strive to address have seen no improvements on the ground.

48%

of all recommendations undergoing their second, third, or fourth assessment this year recorded no progress.

The most concerning lack of progress has been in relation to recommendations for improving mental health, addictions, and disability services.

One recommendation, Disabilities 6, received an assessment of non-compliance this year.

MOVING FORWARD

This process has up until now been less effective in moving the dial on children's rights in Manitoba than expected.

MACY will keep issuing recommendations and monitoring their implementation, but the objectives and methods underpinning these processes will be revised to be more impactful.

The nature and scope of these changes have yet to be determined, but MACY is committed to moving forward in a good way.

MACY's general vision includes: meaningful engagement and collaboration with all partners; integration of Indigenous ways of knowing and being; and closing the gap between reported compliance progress and the everyday realities and experiences of young people in Manitoba.

Section 1: Introduction



Introduction

The Manitoba Advocate for Children and Youth (MACY) strives to improve the lives of children, youth, and young adults by helping to ensure the fulfilment of their rights. One of the ways this is accomplished is by producing special reports which issue recommendations to government on how to improve public services for children, youth, young adults, and their families across the province.

The Manitoba Advocate has a mandate to monitor progress toward the implementation of recommendations pursuant to subsection 11(1)(d) of *The Advocate for Children and Youth Act* (ACYA). This collaborative process is essential for ensuring the accountability and transparency of services for Manitoba residents, which in turn, enhances the promotion and protection of children's rights. Since the ACYA was proclaimed in 2018, the Manitoba Advocate has released 12 special reports which have issued a total of 80 recommendations to address pressing children's rights issues in Manitoba (Table 1). With 12 recommendations previously completed, 68 recommendations remained open at the beginning of this compliance cycle.

This report, titled *Moving the Dial on Children's Rights in Manitoba*, is the fourth compliance report that MACY has released, and signifies the fifth full year under the current ACYA legislation. With five years to reflect upon, and 80 total recommendations issued, this is a fitting moment to take stock of the progress achieved so far, as well as the

lessons learned along the way. As this report reveals, public bodies have been working diligently to implement recommendations, with some significant progress made over the years. At the same time, however, many of the systemic issues the recommendations strive to address have seen little improvement, which has very serious implications for children's rights and well-being across the province.

This tension, along with Manitoba's changing landscape and MACY's shifting priorities, have prompted internal reflection around how the process of developing and monitoring recommendations can be revised and improved to move the dial on children's rights in Manitoba more effectively. There is no easy answer, except that we can and must do better. Section 3 considers some of the lessons that MACY has learned over the years, and how we can use them to move forward in a good way. As a first concrete step in this new direction, this fourth compliance report adopts a different approach by presenting a relatively more transparent and nuanced overview of compliance.

Change is on the horizon. And while its precise nature and scope have yet to be determined, the process of working together to ensure the rights of children, youth, and young adults in Manitoba are being met continues to be essential. With a renewed commitment to working collaboratively and moving forward in a good way, we can make great strides in advancing children's rights in Manitoba.

Table 1. Special reports released and number of recommendations issued

Date	Report	# of Recs
October 2018	Documenting the Decline: The dangerous space between good intentions and meaningful interventions (Circling Star)	6
December 2018	In Need of Protection: Angel's story (Angel's Story)	6
February 2019	Leaning from Nelson Mandela: A report on the use of solitary confinement and pepper spray in Manitoba youth custody facilities (Nelson Mandela)	6
March 2019	A Place Where It Feels Like Home: The story of Tina Fontaine (Tina Fontaine)	5
February 2020	The Slow Disappearance of Matthew: A family's fight for youth mental health care in the wake of bullying and mental illness (Matthew)	8
March 2020	Safe and Sound: A special report on the unexpected sleep-related deaths of 145 Manitoba infants (Safe Sleep)	13
May 2020	"Stop Giving Me a Number and Start Giving Me a Person": How 22 girls illuminate the cracks in the Manitoba youth mental health and addiction system (Suicide Aggregate)	7
March 2021	Still Waiting – Investigating child maltreatment after the Phoenix Sinclair Inquiry (Maltreatment)	5
March 2021	Bridging the Gaps: Achieving substantive equality for children with disabilities in Manitoba (Disabilities)	9
November 2021	Finding the Way Back: An aggregate investigation of 45 boys who died by homicide or suicide in Manitoba (Boys Report)	4
June 2022	Every Two Hours: A special report on children and youth exposed to intimate partner violence in Manitoba (Intimate Partner Violence)	7
June 2023	Memengwaa Wiidoodaagewin (Butterfly Project): Honouring Eishia Hudson (Butterfly Project)	4
Total		80

Report Scope

This special report summarizes MACY's assessment of progress by public bodies to implement 57 recommendations from 11 special reports, including *Circling Star*, *Angel's Story*, *Nelson Mandela*, *Tina Fontaine*, *Matthew*, *Safe Sleep*, *Suicide Aggregate*, *Maltreatment*, *Disabilities*, *the Boys Report*, and *Intimate Partner Violence*.

Compliance for the four recommendations issued in the recent Butterfly Project special report has not been included in this assessment period, given insufficient time has passed (minimum of six months) to assess compliance. Additionally, seven open recommendations are currently undergoing internal review and have not been assessed in this cycle (Boys Report 1, Safe Sleep 2 and 8, Maltreatment 1, 3, and 4, and Angel 6).

The decision to review these seven recommendations was made to address considerations raised both internally and externally about their practicality. Some are no longer viable with *An Act respecting First Nations, Inuit and Métis children, youth and families* coming into force and the resulting changing landscape of child and family services. Some must be revised for clarity and

usefulness, while the reasonableness of others must simply be reconsidered in light of important lessons learned along the way. While the underlying intent of these recommendations remains critical and will be retained moving forward, MACY acknowledges that in order for the monitoring process to be valuable and championed, it must be responsive to shifting needs, priorities, and circumstances in our province. For these and other reasons explored in Section 3, MACY has taken a decision to collaboratively review and make changes to improve the process of developing recommendations and monitoring their implementation going forward.

This special report includes analysis of recommendations made to the Government of Manitoba, Manitoba Education and Early Childhood Learning, Manitoba Families, Manitoba Justice, Manitoba Health, and Manitoba Mental Health and Community Wellness. It begins with a summary of MACY's assessment by compliance level, special report, primary issue, and department. Table 2 explains the various categories and denominators into which the recommendations are broken down and analyzed throughout this special report and should be referred to as necessary.

Category of Recommendations	#
Total recommendations issued to date	80
Recommendations completed in previous years (11 fully compliant and 1 alternative solution)	12
Total recommendations currently open	68
Recommendations not assessed in 2023 as the minimum time of 6 months since they were issued has not passed	4
Recommendations undergoing internal review in 2023 (and not assessed this year)	7
Open recommendations assessed this year	57
Open recommendations assessed this year (57), plus 12 previously complete recommendations, enabling comparisons with previous years	69
Recommendations undergoing their second, third, or fourth assessment	50
Recommendations undergoing their first assessment	7

Table 2. Breakdown of recommendation categories for MACY's 2023 assessment

Analysis Process

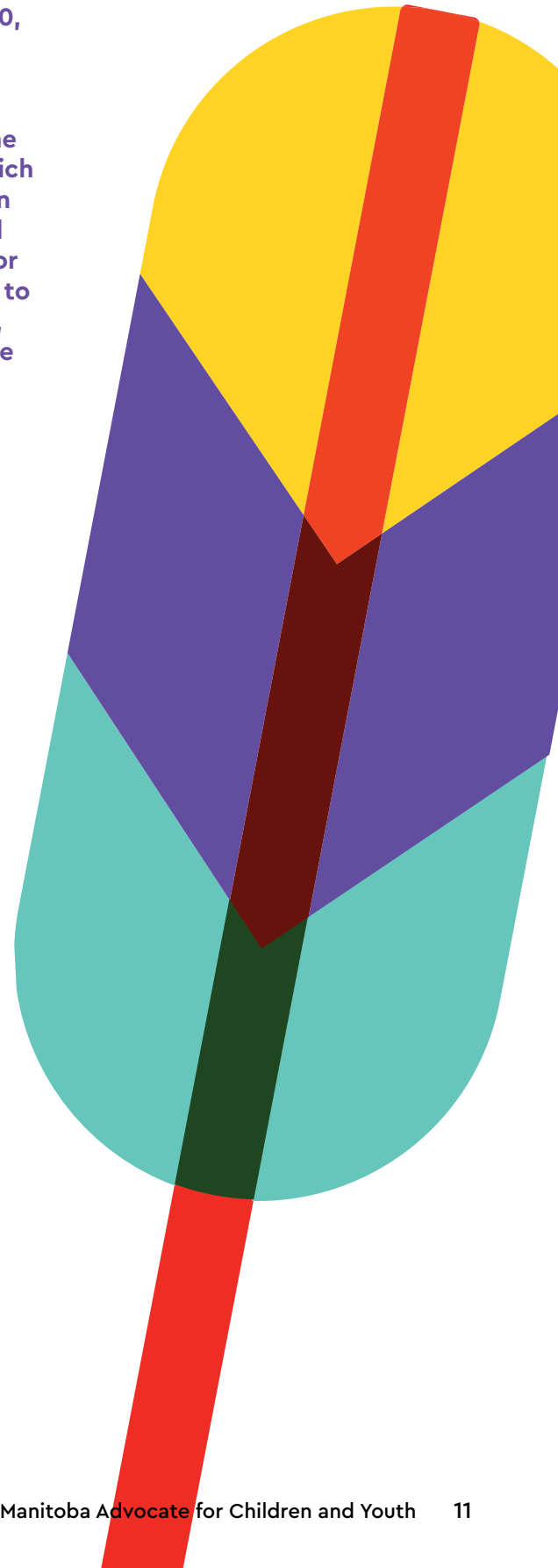
Since MACY began using its current compliance model in 2020, the office has been following an annual assessment schedule, which is outlined in Figure 1 below. While the timelines do vary depending on the circumstances, the analysis process remained largely on track this year. Public bodies provided the Manitoba Advocate with their formal written submissions, which include updates on and evidence for activities related to open recommendations, by May 31, 2023. The information provided was reviewed and a preliminary assessment was conducted for each recommendation. A peer review process was performed to ensure the internal reliability and consistency of assessments, and the final analysis was presented to the Manitoba Advocate and the Deputy Advocates for review and approval.

Recommendations with compliance assessments below 50% were shared with government departments, providing them an additional opportunity to submit information for consideration. Supporting documentation related to all open recommendations was accepted up to October 25, 2023. In some cases, new evidence was received and integrated into the assessment. Assessments and preliminary findings were presented by our office to Deputy Ministers and senior representatives from the Departments of Families, Justice, Education and Early Childhood Learning, Health, and Mental Health and Community Wellness in January 2024.

With regards to methodology, and in the interest of transparency, it is worth noting that the decision to review seven recommendations and not assess their compliance, does have implications for the comparability of data over time. With these recommendations under internal review, it was necessary to exclude them from this year's compliance assessment. As a result, the total compliance levels for some categories in this report tallies fewer recommendations than last year's report, which in some cases could present a slightly distorted picture of how compliance has progressed, or not, since last year.

For more detailed information on how recommendations are made, who responds to them, how they are monitored, the principles that guide our assessment, and our current model for recommendation monitoring, please refer to MACY's [Handbook for Compliance Assessment of Recommendations](#).

A complete list of recommendations and their compliance assessments over the years can be found in Appendix A. The full compliance analysis and determination for each recommendation can also be accessed using the [Recommendation Tracking Tool](#) on MACY's website.



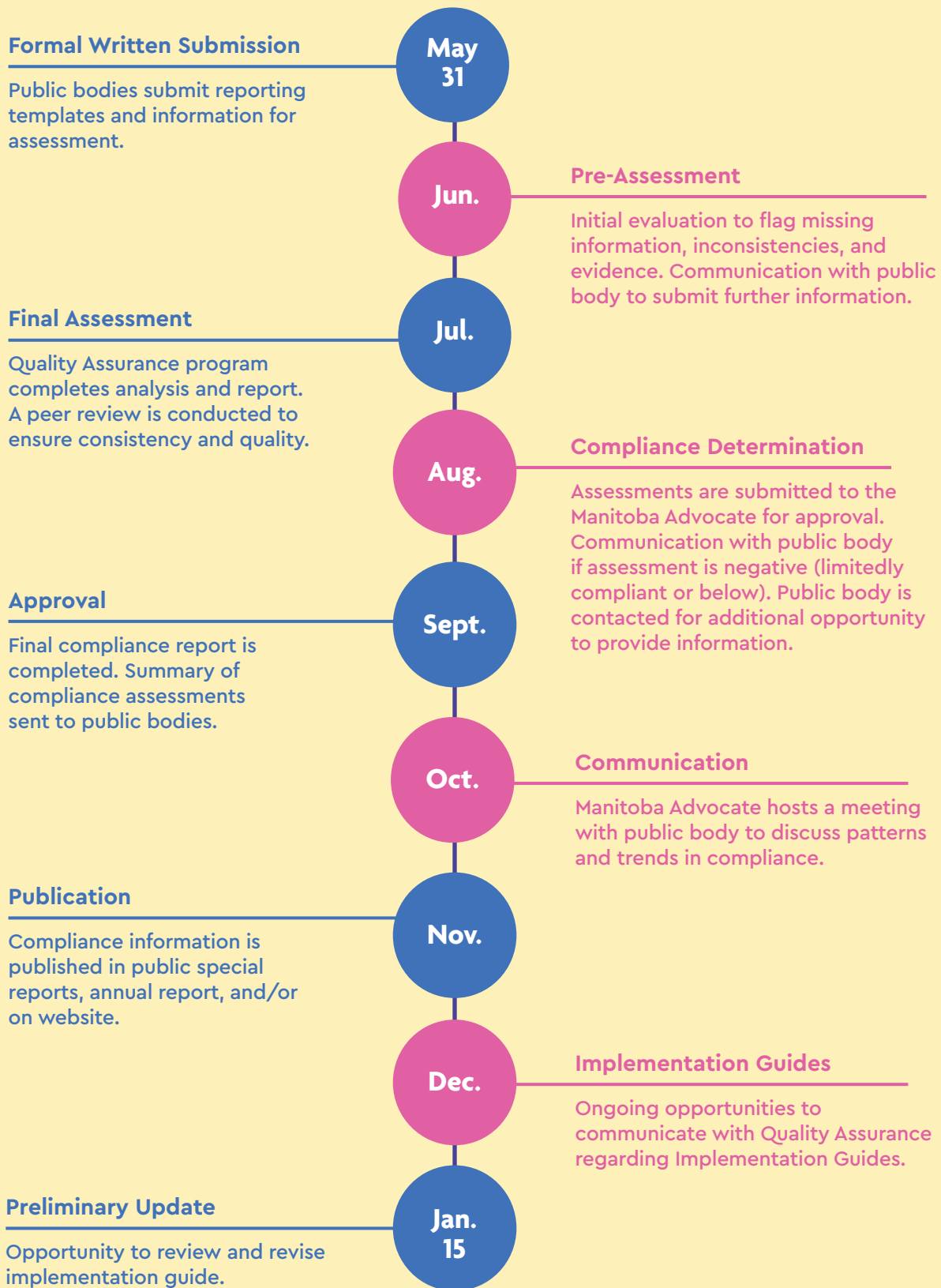


Figure 1. Annual compliance monitoring schedule (dates subject to change)

Section 2: Summary of Compliance



Section 2:

The following section presents a summary of compliance levels (see Figure 2) with recommendations by different categories. Categories assess implementation by compliance level, special report, systemic issue, and government department. While only 57 recommendations were independently assessed this year, some of the analyses and calculations in the following sections also take into consideration the twelve recommendations previously assessed as completed in order to enable comparability with previous years and monitor progress

over time. Every effort has been taken to ensure that analyses and graphs clearly explain the data, and particularly what category of recommendations is being considered, including number of open recommendations assessed this year (n=57), number of recommendations reviewed plus previously completed recommendations (n=69), or number of recommendations issued in total (N=80). For a clear explanation of the categories and the number of recommendations in each, please refer to Table 2 above.

Figure 2. Compliance levels and colour codes

Alternative Solution	<ul style="list-style-type: none"> Recommendation was not completed, but an alternative solution which met the intent of the recommendation was provided with sufficient justification and evidence for meeting the intent of the recommendation. 	100%
Fully Compliant	<ul style="list-style-type: none"> Actions taken fully implement the recommendation. 	100%
Largely Compliant	<ul style="list-style-type: none"> Actions taken meet the majority of requirements for implementation, only negligible requirements remain. 	75%
Partially Compliant	<ul style="list-style-type: none"> Actions taken only implement part of the recommendation. Important requirements have been met and the recommendation is acted upon, however, deficiencies remain. 	50%
Limitedly Compliant	<ul style="list-style-type: none"> Actions taken only implement a small part of the recommendation. Requirements are only fulfilled to a limited degree by actions taken, resulting in a significant deficiency in implementation. 	25%
Insufficiently Explained	<ul style="list-style-type: none"> Information provided does not include sufficient justification for inaction and/or evidence for meeting the intent of the recommendation. 	0%
Non-Compliant	<ul style="list-style-type: none"> None of the requirements have been met, even if steps have been taken toward implementation. Actions taken are not in line with the intent(s) of the recommendation. No actions were reported. 	0%

Recommendations by Compliance Level:

Overall compliance with recommendations has improved since the last monitoring cycle. Seventy five percent (52) of the 69 recommendations assessed to date now have positive or mid-level assessments, an increase of 15% from last year's total of 60% (40 out of 67) (Figure 3). Another encouraging development is that 98.5% (68 of 69) of recommendations assessed to date now have demonstrated actions toward their implementation.

This year, seven recommendations were assessed as fully compliant, while three were resolved through an appropriate alternative solution, bringing the percentage

of fully complete recommendations up to 32% (22 out of 69). Furthermore, 11 recommendations were deemed largely compliant, which shows promising momentum for more recommendations reaching full compliance in the years to come.

Only one recommendation, Disabilities 6, received an assessment of non-compliant this year. Considering this recommendation only requires the implementation of a process for self-disclosure of Indigenous ancestry in order to ensure equity and cultural appropriateness in disability service provision, this is rather disappointing.

Recommendations by Compliance Level (N=80)

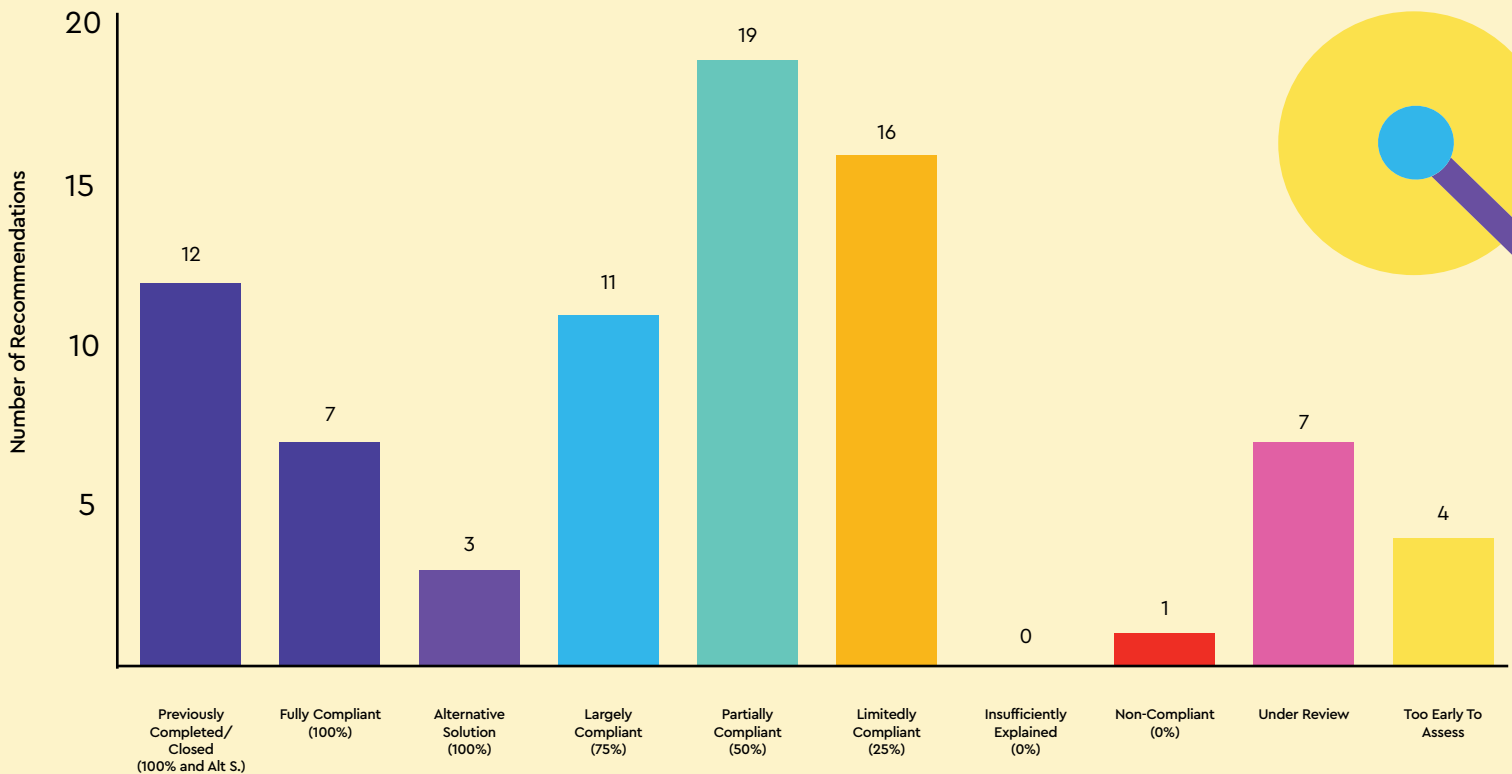


Figure 3. Recommendation progress levels to date



Progress with Recommendations

Compliance progress was measured by comparing assessments for the 2022 and 2023 assessment periods, as well as since recommendation monitoring began in 2020. In terms of progress since last year, assessments were coded into three categories: improvement, no change, and negative change.

The seven recommendations from the Intimate Partner Violence report were assessed for the first time this year. Three were assessed as limitedly compliant, and four as partially compliant. Of the remaining 50 open recommendations assessed again this year, 26 (52%) showed progress in their compliance assessment since our last report (up 13%) and 24 (48%) showed no change since our last report (down 13%) (Figure 4).

While no negative change was recorded this year, the fact that almost half of the 50 open recommendations showed no progress at all is concerning. Furthermore, a review of recommendation compliance since monitoring using the current model began in 2020, reveals that a significant number of recommendations – 23% (n=11) to be exact – have in fact not seen any progress in at least three years.

Of the 22 open recommendations currently undergoing their fourth compliance assessment, progress in relation to four (18%) has been at a complete standstill since 2020 (Table 3).

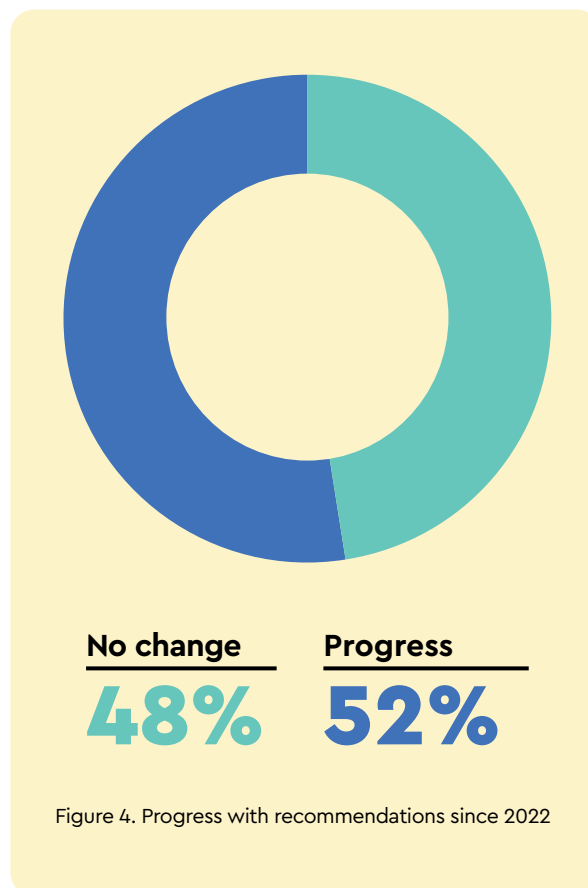


Figure 4. Progress with recommendations since 2022

Recommendation	Details	2020	2021	2022	2023
Circling Star 1	Develop and implement a provincial strategy to train service providers on information sharing, and develop, deliver, and evaluate the strategy in consultation with other government departments.	75%	75%	75%	75%
Circling Star 4	Develop a youth addictions action strategy.	25%	25%	25%	25%
Angel 2	Expand services for sexually exploited youth and evaluate Tracia's Trust.	50%	50%	50%	50%
Angel 5	Review and reform addiction treatment programs, and create a safe and secure facility for sexually exploited youth.	50%	50%	50%	50%

Table 3. Recommendations with stalled progress after four compliance cycles

Of the 26 open recommendations currently undergoing their third compliance cycle, seven recommendations (27%) have not seen any progress since 2021 (Table 4).

Recommendation	Details	2021	2022	2023
Matthew 4	Evaluate existing mental health access points and implement a child- and youth-centred specialized access point that meets the needs of children and youth.	75%	75%	75%
Matthew 6	Create a long-term residential mental health treatment option for youth.	25%	25%	25%
Safe Sleep 9	Develop and implement a new data collection form to investigate the scene of a sleep-related infant death.	25%	25%	25%
Safe Sleep 10	Resource the Office of the Chief Medical Examiner to develop an electronic database to collect info on suspected sleep-related infant deaths.	25%	25%	25%
Safe Sleep 13	Develop a provincial standard requiring CFS providers to assess infant sleep environment during face to face contact.	25%	25%	25%
Suicide Aggregate 2	Demonstrate equitable access to mental health and addictions systems.	25%	25%	25%
Suicide Aggregate 7	Create a long-term mental health treatment option for youth with the highest needs.	25%	25%	25%

Table 4. Recommendations with stalled progress after three compliance cycles

Finally, of the 14 recommendations currently undergoing their second compliance assessment, eight (57%) have seen no progress since last year. Of these, seven derive from the Disabilities report alone, with one remaining wholly non-compliant (Table 5).

Recommendation	Details	2022	2023
Disabilities 1	Enact new legislation to govern services for children with disabilities.	25%	25%
Disabilities 2	Develop a protocol that coordinates services between child welfare and children's disability services.	25%	25%
Disabilities 5	Review and analyze CdS case management workloads and caseloads.	25%	25%
Disabilities 6	Implement and monitor a process for self-disclosure of Indigenous ancestry to ensure equitable service provision.	0%	0%
Disabilities 7	Develop processes to gather regular feedback.	50%	50%
Disabilities 8	Make all CdS policies and procedures public.	50%	50%
Disabilities 9	Develop and resource a full continuum of flexible respite support.	50%	50%
Boys Report 3	Develop anti-racist education initiatives in schools for students and staff.	50%	50%

Table 5. Recommendations with stalled progress after two compliance cycles

Overall, the most concerning lack of progress has been in relation to recommendations for improving mental health, addictions, and disability services for children, youth, and young adults in Manitoba. Not only are these three of the most pressing children's rights issues currently facing young people in the province as observed by MACY, but the progressive implementation of these

recommendations is required in order to ensure full respect for children's rights. Indeed, under international human rights law, governments have a legally binding obligation to take appropriate steps to ensure continuous and sustained improvement in the enjoyment of human rights, regardless of resource availability.¹

1. UN General Assembly (16 December 1966), International Covenant on Economic, Social, and Cultural Rights, Article 2.1. See also: UN Committee on Economic, Social, and Cultural Rights (August 2000), General Comment 14: The Right to the Highest Attainable Standard of Health (Art. 12), UN Doc. E/C.12/2000/4, paras 30–31; UN Committee on the Right of the Child (April 2013), General Comment No. 15 on the Right of the Child to the Enjoyment of the Highest Attainable Standard of Health (Art. 24), UN Doc. CRC/C/GC/15, para. 74.

Progress by Special Report

There are differences in the degree to which recommendations are implemented between each special report (Table 6). Comparisons between special report compliance assessments are somewhat limited because of the varying amounts of recommendations in each report, as well as the wide range of resources and time reasonably required to fulfil each recommendation. These limitations aside, comparing compliance by report can still be an indicator as to where the most progress is either being made or is required, which can offer insight into

where priorities and resources are being concentrated, or not.

This year, excluding the IPV report (which underwent its first assessment), the Safe Sleep and Disabilities special reports received the lowest compliance results at 50% and 36% respectively. They also happen to be the two reports with the most recommendations, at 13 and nine recommendations respectively. The Intimate Partner Violence special report, which underwent its first assessment cycle this year, received a compliance rating of 39%. As

revealed in Table 6, this lower rating is actually quite typical for a first assessment, with three reports receiving a slightly lower rating, and four reports receiving a slightly higher rating in their first round of assessment.

One component of compliance by special report that can be relatively accurately portrayed is progress over time for each special report. According to Table 6, compliance by special report improved again this year for all reports that have been previously assessed.

Report	Release Date	# Recs Issued	2020	2021	2022	2023
Circling Star	October 2018	6	38%	46%	63%	71%
Angel's Story	December 2018	6	38%	42%	58%	70%
Nelson Mandela	February 2019	6	42%	42%	50%	92%
Tina Fontaine	March 2019	5	45%	60%	70%	85%
Matthew	February 2020	8	-	56%	66%	72%
Safe Sleep	March 2020	13	-	13%	31%	50%
Suicide Aggregate	May 2020	7	-	43%	61%	68%
Maltreatment	March 2021	5	-	-	50%	100%
Disabilities	March 2021	9	-	-	28%	36%
Boys Report	November 2021	4	-	-	50%	75%
IPV	June 2022	7	-	-	-	39%

Table 6. Yearly compliance comparison by special report, excluding recommendations under review

Progress by Systemic Issue

Each recommendation addresses a systemic issue that has serious implications for children's rights in Manitoba. Given progress toward addressing each systemic issue is monitored and reported on every year, it is essential to highlight some of the factors that can and do influence this process in order to ensure that it is not misrepresented or misinterpreted.

As illustrated in Figure 5 below, half of the systemic issues identified include just one recommendation, while others, such as mental health and addictions, are associated with as many as 19 recommendations. Additionally, some recommendations are relatively straightforward to implement, while others are more time and resource intensive. In some cases, recommendations are several years old, while all seven recommendations relating to the issue of IPV were only issued in 2022. These issues not only affect the pace of progress, but make it difficult to compare one systemic issue to another. Of course, there are also the countless external factors that can have a significant impact on how and why some systemic issues

might be prioritized over, or addressed more swiftly than, others. These include, for example, political environment, the availability and distribution of resources, as well as shifting priorities (such as COVID-19) – to name a few.

Nonetheless, while these factors offer some context to the data presented in Figure 5, they cannot be used to justify inaction. MACY's recommendations are intended to help the Manitoba government fulfill its children's rights obligations, which, as previously mentioned, require that appropriate steps be taken to ensure continuous and sustained improvement in their enjoyment. In this regard, while overall compliance by systemic issue has continued to see improvements this year, two systemic issues unfortunately did not register any progress, despite being considered almost complete. These include the issues of coordination (information sharing) which remained at 75% for the second year in a row, and anti-racism and cultural inclusion in education, which also remained at 75%.

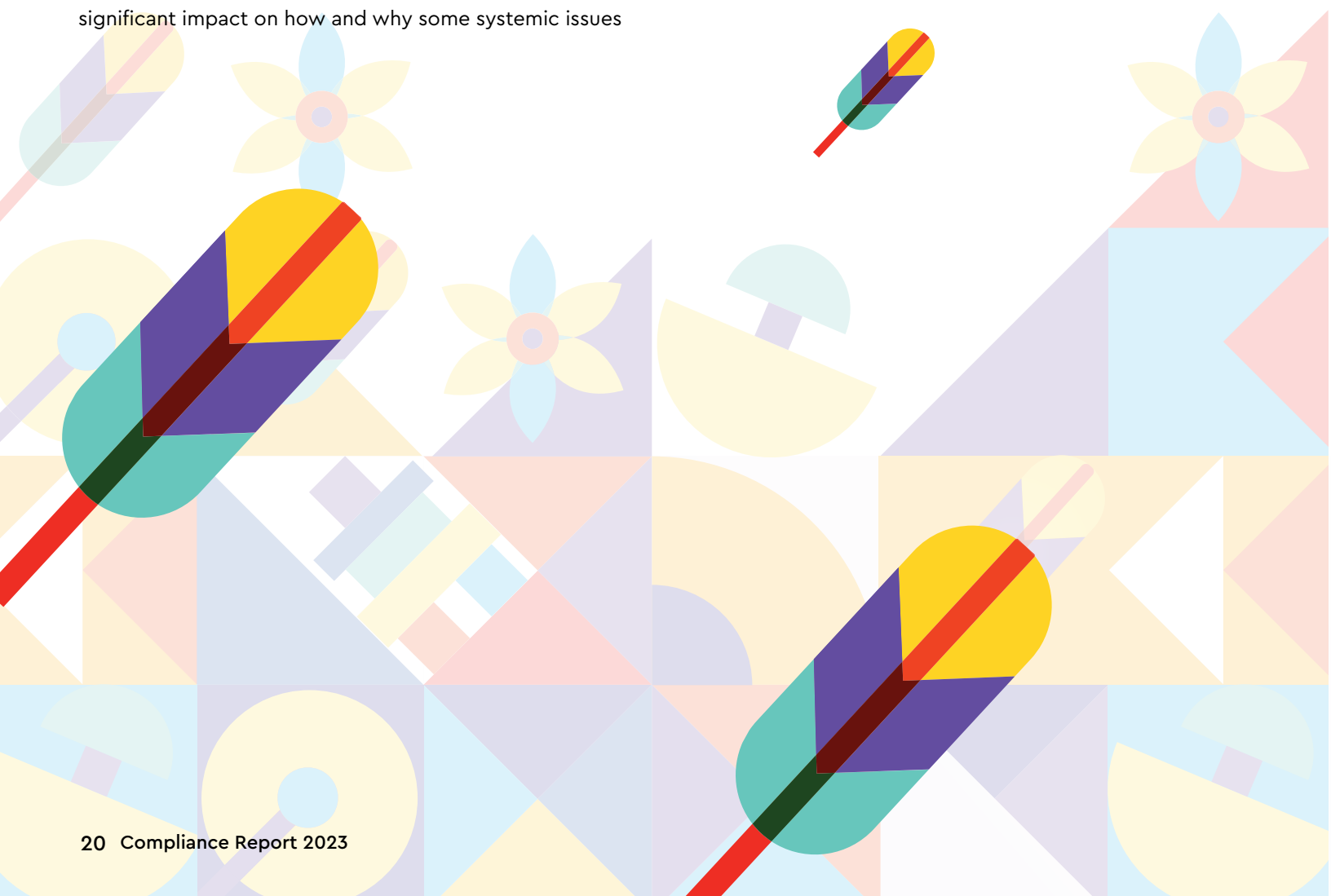
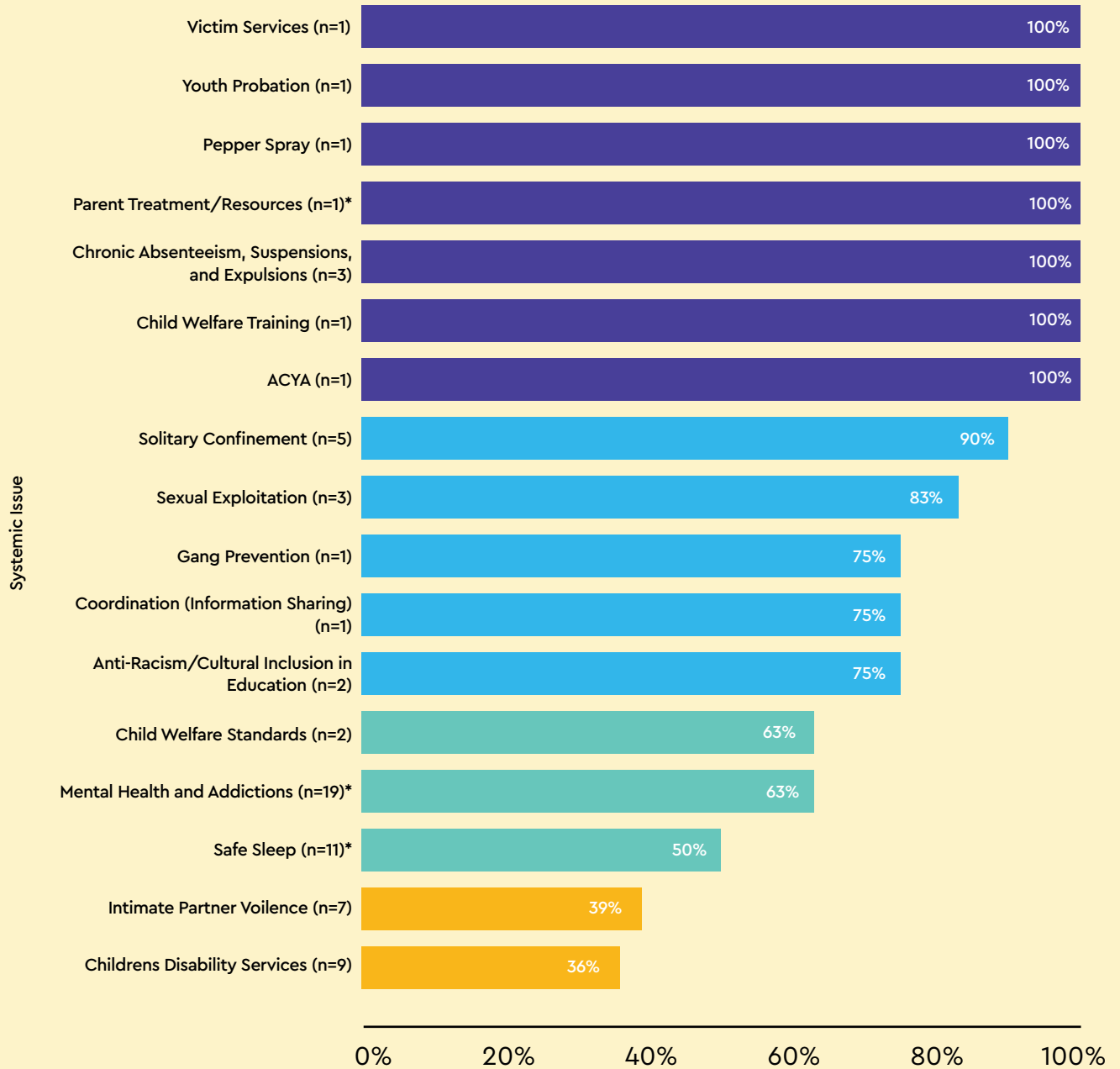


Figure 5. Recommendation progress by systemic issue



*Denotes some issue(s) previously included in the respective theme are currently under review. As such, totals should not be compared to previous reports.

It is worth highlighting again that while most systemic issues have seen progress on paper, the same cannot be said about progress on the ground. While the systemic mental health and addictions issue has received an overall compliance assessment of 63%, the 2022–23 fiscal year recorded one of the highest annual number of deaths by suicide for youth under 21, and death by suicide is currently the leading manner of death for children and youth ages 10–17 in Manitoba.

Progress by Government Department

Given that each recommendation is issued to a specific department, another important indicator of recommendation implementation progress is compliance by department over time. Table 7 sets out the compliance assessment (%) for each department by year, and identifies the total number of recommendations borne by department per year (n=). While the picture that emerges appears to depict uneven progress, the reality is in fact that, in general, steady progress is being made by each department every year.

It is worth stating that comparing departments to one another is ill-advised; there are too many variables for a reasonable or accurate comparison to be made. Each department has a specific mandate, operates with varying amounts of funding and resources, and has been issued a fluctuating amount of recommendations, the contents of which are also very diverse.

The remainder of this subsection offers a very brief overview of compliance progress for each individual department, while also providing some important context and additional information where necessary.

Department	2020	2021	2022	2023
Education and Early Childhood Learning	38% (n=2)	75% (n=5)	93% (n=7)	88% (n=8)
Families	35% (n=5)	43% (n=7)	42% (n=16)	56% (n=17)
Government of Manitoba (GOM)	50% (n=3)	38% (n=10)	50% (n=14)	64% (n=14)
Justice	50% (n=8)	45% (n=10)	53% (n=10)	73% (n=12)
Health	25% (n=5)	25% (n=17)	25% (n=7)	54% (n=7)
Mental Health and Community Wellness*	-	-	48% (n=11)	52% (n=11)

Table 7. Compliance by department over the years (not for comparison)

*The Department of Mental Health and Community Wellness was not established until January 2021. Prior to this, all recommendations relating to health and mental health were issued to the Department of Health.

The Department of Education and Early Childhood Learning has made notable progress every year. While it appears that its rating fell by 5% this year, this is explained by the fact that only two recommendations currently remain open, one of which stayed at 50%, and the other of which was a new IPV recommendation receiving a first assessment of 50%. Without wishing to deride these achievements, it is important to note that the Department of Education

and Early Childhood Learning has the second fewest recommendations (n=8) to implement after the Department of Health.

In contrast, the Department of Families has the most recommendations to fulfill. As can be gleaned from Table 7, its recommendations doubled in 2022 due to the release of the Disabilities report, which helps explain the slight drop in its compliance assessment that year. For this compliance

cycle, two new recommendations relating to IPV were assessed, and improvements were observed in relation to five previously issued recommendations. Two recommendations have unfortunately recorded no progress in three or four years. These include (1) expanding services for sexually exploited youth and evaluating Tracia's Trust (Angel 2, at 50% since 2020); and (2) developing a provincial standard requiring CFS providers to assess

infant sleep environment during face to face contact (Safe Sleep 13, at 25% since 2021). Furthermore, six of its seven Disabilities recommendations have also not made any progress since last year, including one which remains entirely non-compliant.

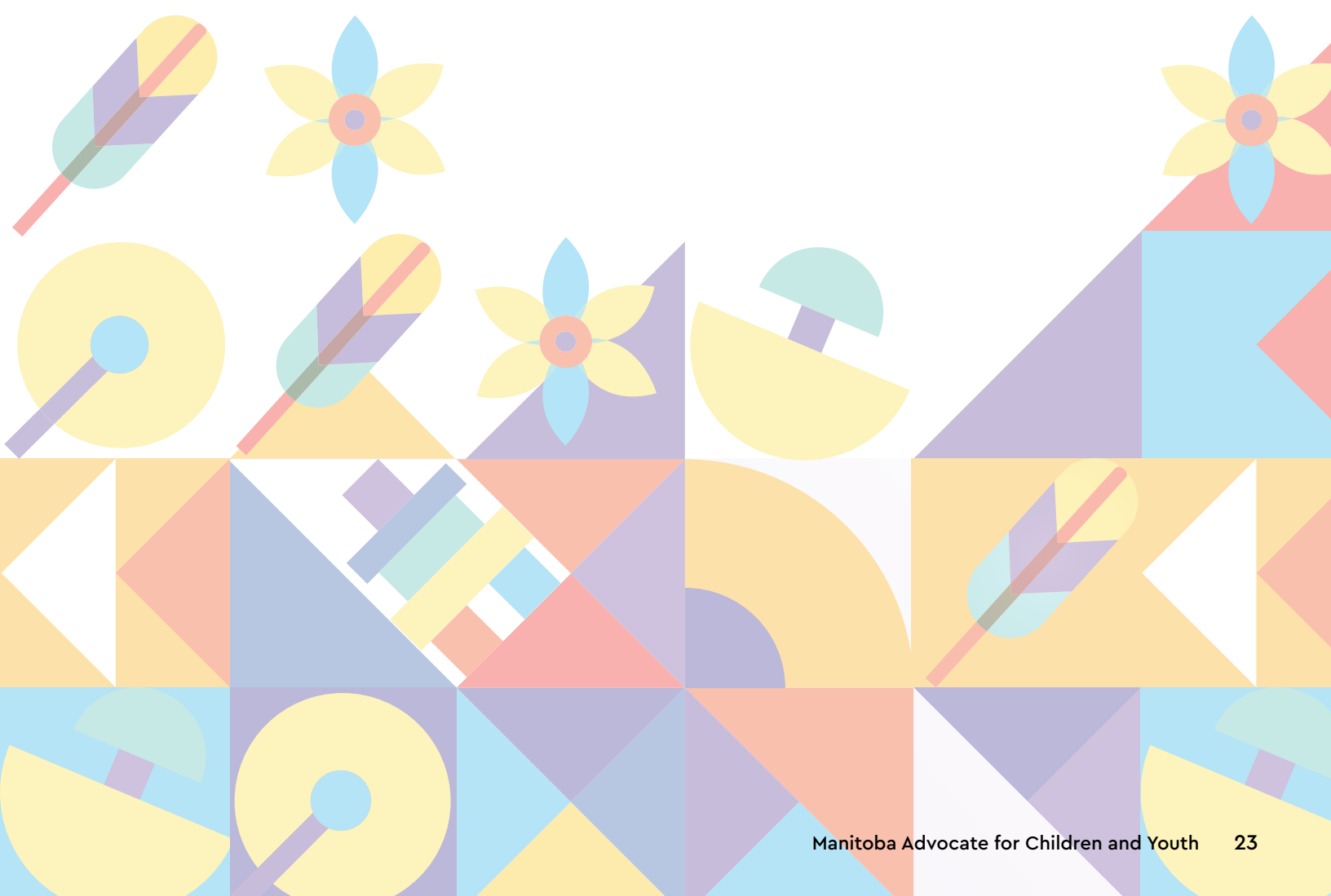
While the Government of Manitoba's (GOM) compliance rating appears to have dropped in 2021, seven new recommendations were considered that year. Since then, GOM has received four new recommendations, with steady overall progress recorded. This compliance cycle saw improvements in relation to eight recommendations, while one new IPV recommendation was assessed. Unfortunately, no progress has been recorded in three years in relation to two recommendations calling for the creation of a long-term residential mental health treatment option

for youth (Matthew 6 and Suicide Aggregate 7, both at 25% since 2021).

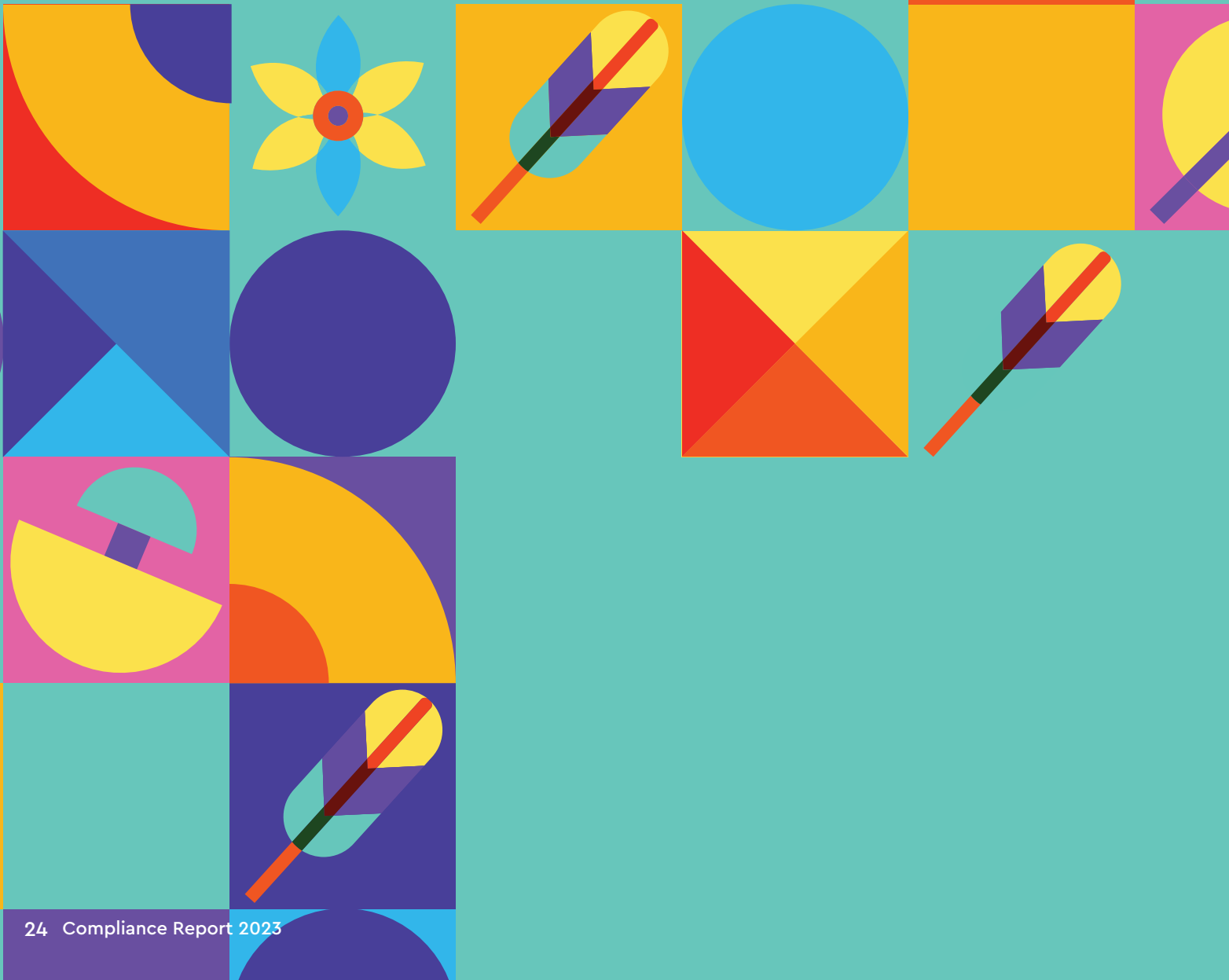
Despite three new recommendations being assessed, the Department of Justice saw considerable progress in its compliance assessment this year, with improvements recorded in relation to six recommendations. This is attributed in part to MACY's own internal review process and associated collaboration with the department, justifying alternate solutions for two recommendations. At the same time, the department has made no progress in implementing its two recommendations relating to safe sleep, which have remained at 25% since 2021.

As Table 7 illustrates, the progress of the Department of Mental Health and Community Wellness can only be assessed for the last two

years, since it was not established until January 2021. Prior to this, all previous recommendations relating to health and mental health were issued to the Department of Health. Overall, both Departments have registered progress in their compliance in the last two years. Recommendations relating to mental health and addictions, however, are not advancing as well as should be expected considering the enduring youth suicide and addiction crises in Manitoba, as observed by MACY. In this regard, MACY emphasizes the importance of developing and implementing policies, strategies, and programs that are specific to children, youth, and young adults for the reason that this population has unique needs, vulnerabilities, and rights.



Section 3: Moving Forward in a Good Way



The Manitoba Advocate for Children and Youth has been issuing recommendations and monitoring their implementation under *The Advocate for Children and Youth Act (ACYA)* since it came into force in 2018. Introduced in the Advocate's first public compliance report, *Are They Listening* (2020), the current compliance model has since been used to conduct comprehensive assessments on the implementation of recommendations over the past four fiscal years. This process is a legal obligation for MACY under the ACYA and serves the very important function of supporting the Manitoba government's responsibility to respect, protect, and fulfill children's rights by improving the effectiveness and responsiveness of public services. As a collaborative means of identifying problems and their possible solutions, it is intended to help ensure that the policies and practices of public bodies are human rights compliant and serve the best interests of Manitoba's children, youth, young adults, and their families.

A great deal of learning and reflection have taken place over the last four years, and what has become increasingly clear is that this process has, up until now, been less effective in moving the dial on children's rights in Manitoba than was anticipated. For a considerable amount of the recommendations issued, some of which are considered fairly straightforward, progress has been unacceptably slow. Responsibility for this is borne by all parties involved and partially relates to deficiencies both in the way in which some of the recommendations have been formulated, as well as in how the various public bodies can and choose to address them. Furthermore, some of the major systemic issues facing Manitoba's young people – including the enduring youth suicide and addictions crises, as well as the substantial barriers to accessing disability services – are not being addressed fast enough considering the scale of harm they are causing.

This reinforces both the urgent need for MACY to keep issuing recommendations and monitoring their implementation, as well as reviewing and improving the methods underpinning these processes to more effectively move that so-called dial. While the precise nature and scope of these impending changes have yet to be collaboratively determined, MACY is unreservedly committed to moving forward in a good way and will take with it the following key lessons and reflections.

Recommendations will be more useful and feasible if they are developed through a process of comprehensive and meaningful external engagement. This participatory process must involve not only the various public bodies, but also the service providers, specialists, Elders, Knowledge Keepers, Indigenous Peoples, communities, lived experience leaders, and of course the young people and their families most impacted by the systemic issues the recommendations are striving to address.

This is also true for the monitoring process. In order to accurately represent both progress on the books and progress experienced on the ground, listening to and engaging with a broad diversity of voices is vital. MACY acknowledges that its monitoring process has up to this point relied heavily on reports from, and conversations with, the public bodies tasked with the implementation of recommendations. This has not only been an onerous task for public bodies, but the resulting one-sided account has also made it difficult to reconcile reported progress in compliance with the everyday realities and experiences of young people and their families in Manitoba. The truth is that despite overall improvements in compliance with recommendations that have been reported over the last several years, many children, youth, young adults, and their families and communities have not yet seen noticeable improvements in their lives and well-being, or in the services they receive.

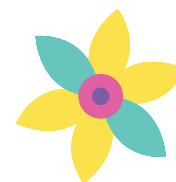
Reconciling this disparity could also find support in more firmly grounding these processes in the shared language and legal framework of children's rights specifically, and international human rights law more generally. This could include working with various partners to monitor if and how the implementation of recommendations is having a tangible impact on the equal advancement of children's rights across the province.

Ensuring that MACY's work reflects and responds to the specific needs and concerns of children, youth, young adults, and their families in Manitoba is a top priority. This requires collaboration and relationality, alongside the meaningful integration of Indigenous ways of knowing and being into everything MACY does to support decolonization, reconciliation, and movements for Indigenous resurgence.

Fortunately, it is clear MACY's partners also share a desire for change, and some preliminary steps have already been taken to set this important journey in motion. For example, discussions with the Deputy Ministers' Manitoba Advocate for Children and Youth Recommendations

Action Planning (MACY-RAP) Committee are underway, with an agreement already reached to form a working group to collaboratively inform the new compliance process.

Working to ensure the rights of children, youth, and young adults in every corner of Manitoba are respected, protected, and fulfilled is an enormous shared responsibility. But when there is a commitment from all involved to work together and move forward in a good way, it holds real promise. MACY looks forward to this journey of change and the promises that it holds.



Conclusion

Moving the Dial on Children's Rights in Manitoba is the Manitoba Advocate's fourth compliance report. It summarizes MACY's assessment of the progress made by public bodies to implement recommendations since the last compliance cycle. It also pulls back the lens to reflect on the progress made since the present compliance model was introduced in 2020, being careful to place it into context to enable a fair and accurate depiction of the data. Overall, public bodies have been collaborative and made some great strides in implementing MACY's recommendations, which speaks to their commitment to improving the lives and well-being of children, youth, and young adults in Manitoba.

As the title suggests, this report also considers the degree to which this process has been able to move the dial on children's rights in Manitoba. While progress

has been reported on paper, the situation on the ground often suggests otherwise. This contradiction, along with Manitoba's changing landscape and MACY's shifting priorities, has prompted some critical reflection around how MACY's recommendation development and monitoring processes can be revised to be more impactful moving forward. There is no straightforward answer, of course, but some of the important lessons learned in the last five years that were shared in this report do provide a glimpse of MACY's general vision for moving forward in a good way.

The future may be unknown, but it belongs to those with big ambitions – and that includes every single child, youth, and young adult in Manitoba with dreams of reaching their full potential. While a great deal of work, collaboration, and bold action is required to help make those dreams come true, there has never been a more urgent time for action.

Learn More

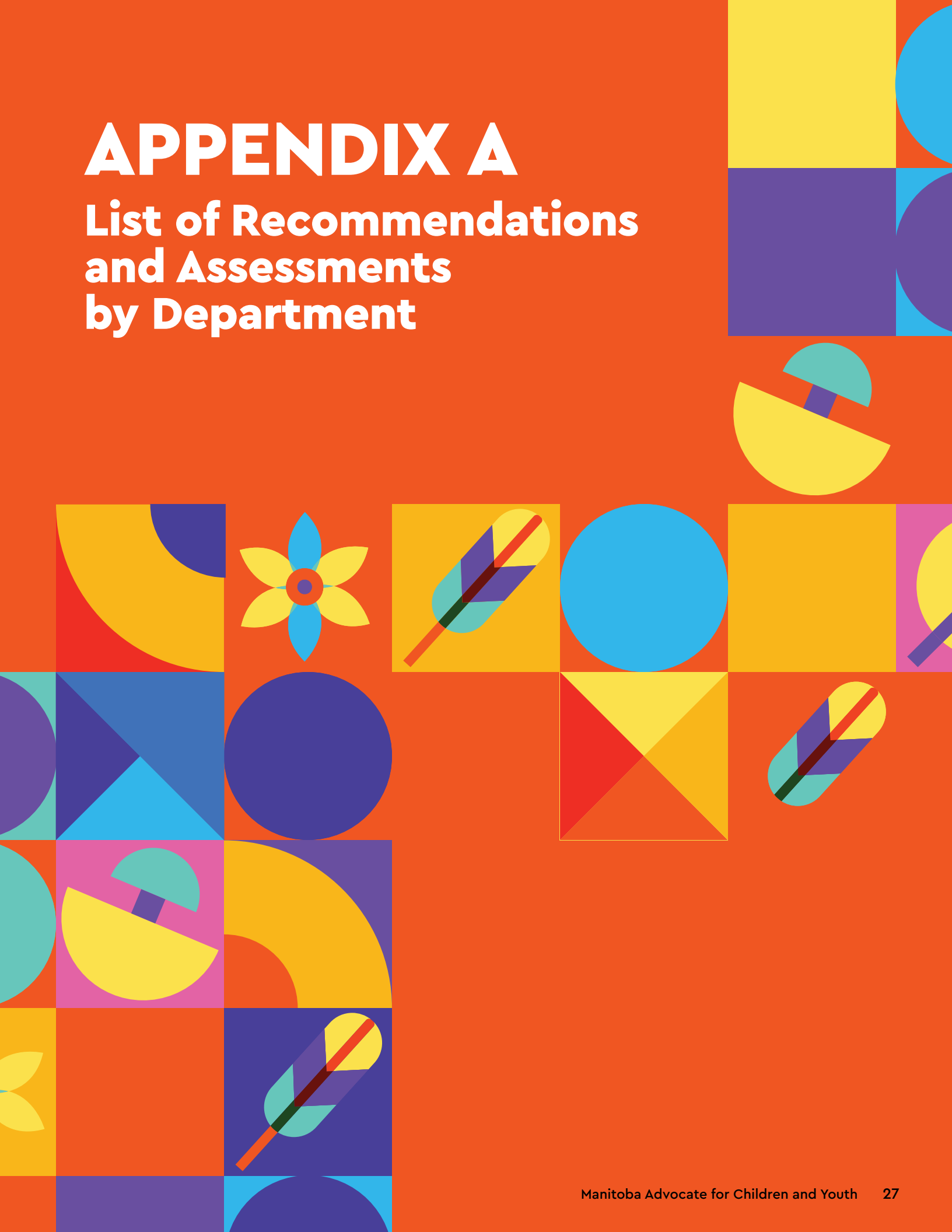
For information on how recommendations are made, who responds to recommendations, how recommendations are monitored, the principles that guide our assessment, and our current model for compliance monitoring, please refer to our [Compliance Handbook](#).

A complete list of recommendations and their compliance assessments can be found in Appendix A. The full compliance analysis and determination for each recommendation can be accessed using the [Recommendation Tracking Tool](#) on MACY's website or in our Supplemental Content.



APPENDIX A

List of Recommendations and Assessments by Department



Government of Manitoba:

Report	#	Summary	Systemic Issue	Compliance Level				Progress since 2022
				2020	2021	2022	2023	
Disabilities (March 2021)	1	Enact new legislation to govern services for children with disabilities	Children's Disability Services	N/A	N/A	0.25	0.25	No Change
IPV (June 2022)	4	Development of whole of GOM response plan to children exposed to IPV	Intimate Partner Violence	N/A	N/A	N/A	0.25	N/A (first assessment)
Matthew (February 2020)	6	Create a long-term residential mental health treatment centre for youth	Mental Health and Addictions	N/A	0.25	0.25	0.25	No Change
Suicide Aggregate (May 2020)	7	Create long-term treatment for youth with the highest needs	Mental Health and Addictions	N/A	0.25	0.25	0.25	No Change
Safe Sleep (March 2020)	1	Develop and action plan to ensure every infant in Manitoba has a safe sleep surface (crib, bassinette, or culturally appropriate safe alternative)	Safe Sleep	N/A	0	0	0.25	25% Improvement
Safe Sleep (March 2020)	5	Any public education materials must be written in accessible language and available in the prominent Indigenous languages	Safe Sleep	N/A	0	0.25	0.5	25% Improvement
Circling Star (October 2018)	1	Develop and implement a provincial strategy to train service providers on information sharing, and develop, deliver, and evaluate strategy	Coordination	0.75	0.75	0.75	0.75	No Change
Boys Report (November 2021)	4	Fund a comprehensive provincial youth gang prevention strategy	Gang Prevention	N/A	N/A	0.5	0.75	25% Improvement
Tina Fontaine (March 2019)	4	Analyze Alberta's legislation and evaluate how safe and secure facilities can be introduced in Manitoba	Mental Health and Addictions	0.25	0.25	0.25	0.75	50% Improvement
Matthew (February 2020)	8	Proclaim the outstanding sections of <i>The Advocate for Children and Youth Act</i>	ACYA	N/A	0.75	0.75	1	25% Improvement
Angel's Story (December 2018)	1	Develop a trauma prevention and response plan of action to educate service providers and the public on adverse childhood experiences and interventions to address the trauma crisis	Mental Health and Addictions	0.5	0.5	0.75	1	25% Improvement

Government of Manitoba (continued):

Report	#	Summary	Systemic Issue	Compliance Level				Progress since 2022
				2020	2021	2022	2023	
Suicide Aggregate (May 2020)	3	Train government workers on trauma and its effects	Mental Health and Addictions	N/A	0.25	1 Alt Solution	1 Alt Solution	N/A (previously completed)
Suicide Aggregate (May 2020)	4	Create and maintain an inventory of mental health resources for the public	Mental Health and Addictions	N/A	0.75	0.75	1	25% Improvement
Maltreatment (March 2021)	2	Fund parenting programs and resources in Manitoba communities	Parent Treatment/ Resources	N/A	N/A	0.75	1	25% Improvement
Maltreatment (March 2021)	1	Implement all Phoenix Sinclair Inquiry recommendations	Phoenix Sinclair Inquiry	N/A	N/A	0.5	Under Review	N/A

Families:

Report	#	Summary	Systemic Issue	Compliance Level				Progress since 2022
				2020	2021	2022	2023	
Disabilities (March 2021)	6	More accurate information about First Nation, Metis, and Inuit ancestry	Children's Disability Services	N/A	N/A	0	0	No Change
Disabilities (March 2021)	2	Develop a protocol that coordinates services between child welfare and children's disability services	Children's Disability Services	N/A	N/A	0.25	0.25	No Change
Disabilities (March 2021)	5	Review and analysis of CdS case management workloads and caseloads	Children's Disability Services	N/A	N/A	0.25	0.25	No Change
Safe Sleep (March 2020)	13	Develop a provincial standard requiring CFS providers to assess infant sleep environment during face to face contact	Safe Sleep	N/A	0.25	0.25	0.25	No Change
Disabilities (March 2021)	4	Establish system navigation supports for families	Children's Disability Services	N/A	N/A	0	0.5	50% Improvement
Disabilities (March 2021)	7	Develop processes to gather regular feedback	Children's Disability Services	N/A	N/A	0.5	0.5	No Change
Disabilities (March 2021)	8	Make all CdS policies and procedures public	Children's Disability Services	N/A	N/A	0.5	0.5	No Change
Disabilities (March 2021)	9	Develop and resource a full continuum of flexible respite support	Children's Disability Services	N/A	N/A	0.5	0.5	No Change
IPV (June 2022)	1	Recognize children who witness IPV as victims of IPV	Intimate Partner Violence	N/A	N/A	N/A	0.5	N/A (first assessment)
IPV (June 2022)	6	Fund family shelters	Intimate Partner Violence	N/A	N/A	N/A	0.5	N/A (first assessment)
Angel's Story (December 2019)	2	Expansion of SEY services and evaluation of Tracia's Trust	Sexual Exploitation	0.5	0.5	0.5	0.5	No Change
Angel's Story (December 2019)	4	Conduct review, update existing CFS minimum standards, and establish province-wide quality assurance measures and framework	Training CFS Minimum Standards	0.25	0.25	0.5	0.5	No Change



Families (continued):

Report	#	Summary	Systemic Issue	Compliance Level				Progress since 2022
				2020	2021	2022	2023	
Circling Star (October 2018)	6	Clarify training content and expectations of CFS minimum standards, prioritize development of training on minimum standards, train existing and new workers	Training CFS Minimum Standards	0.25	0.5	0.5	0.75	25% Improvement
Maltreatment (March 2021)	5	Train social workers on child maltreatment and reunification best practices	Child Welfare Training	N/A	N/A	0.25	1 Alt Solution	75% Improvement
Safe Sleep (March 2020)	12	Part of changes to Provincial child welfare standards, end birth alerts, include assessment of infant sleep environment in safety planning, provide safe sleep surfaces	Safe Sleep	N/A	0.25	1	1	N/A (previously completed)
Angel's Story (December 2019)	3	Denounce sexual exploitation of children and youth and raise awareness through a public education campaign	Sexual Exploitation	0.5	0.5	1	1	N/A (previously completed)
Tina Fontaine (March 2019)	5	Protocol to ensure that response plans are created for missing youth receiving child welfare services, and SEY in particular	Sexual Exploitation	0.25	0.75	0.75	1	25% Improvement
Boys Report (November 2021)	1	Implement evidence-based, culturally-safe interventions for caregivers with substance use disorders	Parent Treatment/ Resources	N/A	N/A	0	Under Review	N/A
Maltreatment (March 2021)	3	Each child and family services authority develop and provide the necessary resources to implement a culturally appropriate reunification policy with their agencies	Reunification	N/A	N/A	N/A	Under Review	N/A
Maltreatment (March 2021)	4	All child and family services authorities ensure that their agencies complete case reviews for every child in care under age five, for whom reunification is planned	Reunification	N/A	N/A	N/A	Under Review	N/A



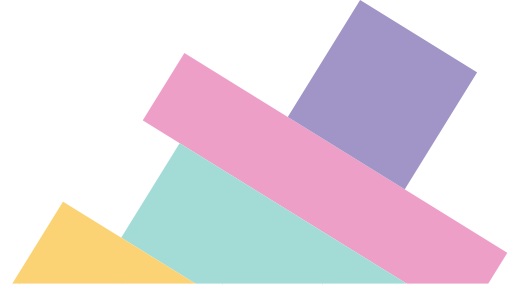
Education and Early Childhood Learning:

Report	#	Summary	Systemic Issue	Compliance Level				Progress since 2022
				2020	2021	2022	2023	
Boys Report (November 2021)	3	Develop anti-racist education initiatives in schools for students and staff	Anti-Racism/Cultural Inclusion in Education	N/A	N/A	0.5	0.5	No Change
IPV (June 2022)	7	Teach healthy relationships and effects of IPV in schools	Intimate Partner Violence	N/A	N/A	N/A	0.5	N/A (first assessment)
Boys Report (November 2021)	2	Continue work on an Indigenous Inclusion Strategy in schools, in collaboration with school divisions	Anti-Racism/Cultural Inclusion in Education	N/A	N/A	1	1	N/A (previously completed)
Tina Fontaine (March 2019)	1	Review measurement of absenteeism, suspensions, expulsions and create a province-wide strategy to address issues	Chronic Absenteeism, Suspensions, and Expulsions	0.5	0.75	1	1	N/A (previously completed)
Matthew (February 2020)	1	Highlight and promote provincial learning objectives focusing on mental health literacy and well-being coping skills	Mental Health and Addictions	N/A	1	1	1	N/A (previously completed)
Matthew (February 2020)	3	Continue promoting the Safe and Caring Schools: A Whole School Approach to Planning for Safety and Belonging in school divisions; all schools in Manitoba should be implementing the optional tools	Mental Health and Addictions	N/A	1	1	1	N/A (previously completed)
Circling Star (October 2018)	2	Conduct a review and develop a province wide strategy to limit exclusionary practices	Suspensions and Expulsions	0.25	0.5	1	1	N/A (previously completed)
Matthew (February 2020)	2	Develop a province-wide strategy to limit, reduce and phase out exclusionary practices	Suspensions and Expulsions	N/A	0.5	1	1	N/A (previously completed)





Mental Health and Community Wellness:



Report	#	Summary	Systemic Issue	Compliance Level				Progress since 2022
				2020	2021	2022	2023	
Circling Star (October 2018)	4	Develop a youth addictions action strategy	Mental Health and Addictions	0.25	0.25	0.25	0.25	No Change
Matthew (February 2020)	5	Create mental health system Navigators to help children and youth	Mental Health and Addictions	N/A	0	0	0.25	25% Improvement
Suicide Aggregate (May 2020)	2	Demonstrate equitable access to mental health and addiction systems	Mental Health and Addictions	N/A	0.25	0.25	0.25	No Change
Circling Star (October 2018)	3	Establish a concerted cross-sectoral process to reduce perceived and real jurisdictional boundaries that prevent access and coordination of services	Mental Health and Addictions	0.25	0.25	0.5	0.5	No Change
Angel's Story (December 2018)	5	Review and reform addiction treatment programs, create a safe and secure facility for sexually exploited youth (SEY)	Mental Health and Addictions	0.5	0.5	0.5	0.5	No Change
Tina Fontaine (March 2019)	2	Release a plan to implement the child and youth specific recommendations in the Virgo Report	Mental Health and Addictions	0.25	0.25	0.5	0.5	No Change
Matthew (February 2020)	7	Publicly release a framework for child and youth mental health and addictions health system transformation	Mental Health and Addictions	N/A	0.25	0.5	0.5	No Change
Suicide Aggregate (May 2020)	1	Conduct a gap analysis of the youth mental health and addictions system	Mental Health and Addictions	N/A	0.25	0.25	0.5	25% Improvement
Matthew (February 2020)	4	Evaluate existing mental health access points and implement a child and youth-centred specialized access point that meets the needs of children and youth	Mental Health and Addictions	N/A	0.75	0.75	0.75	No Change
Suicide Aggregate (May 2020)	6	Create mental health focal points outside of Winnipeg	Mental Health and Addictions	N/A	0.5	0.75	0.75	No Change
Suicide Aggregate (May 2020)	5	Create youth hubs across Manitoba	Mental Health and Addictions	N/A	0.75	1	1	N/A (previously completed)

Health:

Report	#	Summary	Systemic Issue	Compliance Level				Progress since 2022
				2020	2021	2022	2023	
IPV (June 2022)	5	Wraparound supports	Intimate Partner Violence	N/A	N/A	N/A	0.25	N/A (first assessment)
Safe Sleep (March 2020)	11	Reinstated the Collaborative Inter-Departmental Working Group on Infant Mortality	Safe Sleep	N/A	0	0	0.25	25% Improvement
Disabilities (March 2021)	3	Reduce wait times for diagnostic assessments with a strategy to recruit and hire	Children's Disability Services	N/A	N/A	0.25	0.5	25% Improvement
Safe Sleep (March 2020)	6	Develop and accredited online training module on safe infant sleep practices	Safe Sleep	N/A	0	0	0.5	50% Improvement
Safe Sleep (March 2020)	3	Develop, implement, and evaluate a new public education campaign to raise awareness of the risk factors of sleep-related infant deaths	Safe Sleep	N/A	0	0.5	0.75	25% Improvement
Safe Sleep (March 2020)	4	The new public education campaign must be informed by data and evidence on effective risk communication and behaviour modification	Safe Sleep	N/A	0	0.5	0.75	25% Improvement
Safe Sleep (March 2020)	7	Develop a smoking cessation resource for expectant mothers	Safe Sleep	N/A	0	0.25	0.75	50% Improvement
Angel's Story (December 2018)	6	Amend the <i>Youth Drug Stabilization Act</i> , allow for longer or successive warrants to ensure medically supported withdrawal management services	Mental Health and Addictions	0	0.25	0.25	Under Review	N/A

Justice:

Report	#	Summary	Systemic Issue	Compliance Level				Progress since 2022
				2020	2021	2022	2023	
IPV (June 2022)	3	Evaluation of DVSS pilot project	Intimate Partner Violence	N/A	N/A	N/A	0.25	N/A first assessment)
Safe Sleep (March 2020)	9	Develop and implement a new data collection form to investigate the scene of an infant death	Safe Sleep	N/A	0.25	0.25	0.25	No Change
Safe Sleep (March 2020)	10	Resource the Office of the Chief Medical Examiner to develop an electronic database to collect information on suspected sleep-related infant deaths	Safe Sleep	N/A	0.25	0.25	0.25	No Change
IPV (June 2022)	2	Policing standards framework for investigating IPV	Intimate Partner Violence	N/A	N/A	N/A	0.5	N/A (first assessment)
Nelson Mandela (February 2019)	1	Prohibit the use of segregation over 24 hours	Solitary Confinement	0.25	0.25	0.25	0.75	50% Improvement
Nelson Mandela (February 2019)	3	Collect, track, analyze and publish reports of segregation incidents	Solitary Confinement	0.5	0.5	0.5	0.75	25% Improvement
Nelson Mandela (February 2019)	4	Prohibit the use of pepper spray except in situations of immediate risk to life, enhance oversight	Pepper Spray	1	1	1	1	N/A (previously completed)
Circling Star (October 2018)	5	Improved communication across Manitoba Justice and improve probation orders	Probation	0.5	0.5	0.75	1	25% Improvement
Nelson Mandela (February 2019)	2	Restrict the use of segregation under 24 hours for vulnerable populations	Solitary Confinement	0.25	0.25	0.5	1 Alt Solution	50% Improvement
Nelson Mandela (February 2019)	5	Enhance therapeutic behavior management alternatives in youth custody facilities	Solitary Confinement	0.25	0.25	0.25	1	75% Improvement
Nelson Mandela (February 2019)	6	Create specialized facility for youth in custody with cognitive vulnerability and mental illness, run by health professionals	Solitary Confinement	0.25	0.25	0.5	1 Alt Solution	50% Improvement
Tina Fontaine (March 2019)	3	Evaluate Victim Support Services for children and develop quality control measures ensure child-centred access to benefits	Victim Services	1	1	1	1	N/A (previously completed)

Government of Canada:

Report	#	Summary	Systemic Issue	Compliance Level				Progress since 2022
				2020	2021	2022	2023	
Safe Sleep (March 2020)	2	Develop and implement a plan to ensure that no infant living in Manitoba First Nations communities is without a safe sleeping surface	Safe Sleep	N/A	0.25	0.25	Under Review	N/A
Safe Sleep (March 2020)	8	Resource an implementation strategy to expand prenatal and postnatal maternal child health programs in all of Manitoba's First Nations communities	Safe Sleep	N/A	0.5	0.5	Under Review	N/A

