

ADMINISTRATIVE REPORT

Report Date: April 19, 2018
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RTS No.: 12527 VanRIMS No.: 08-2000-20 Meeting Date: June 20, 2018

TO: Standing Committee on Policy and Strategic Priorities

FROM: General Manager, Arts, Culture and Community Services

SUBJECT: Grant to Support the Continued Operation of the Saa'ust Centre at

44 East Cordova Street, and a Grant for a Nominal License until a long-term Indigenous Healing and Wellness Centre is ready to Commence Operations

in the Downtown Eastside

RECOMMENDATION

- A. THAT, Council approve (a) a one-time grant of up to \$75,000 to the Vancouver Aboriginal Community Policing Centre Society ("VACPC") to support operations of the Saa'ust Centre at 44 East Cordova Street until an Indigenous Healing and Wellness Centre is open, and (b) a one-time grant equal to approximately \$37,500 per annum of in-kind value for a one year nominal license to VACPC (the "Saa'ust Centre License") to continue to use a portion of 44 East Cordova for the purpose of operating the Saa'ust Centre (together, the "Saa'ust Centre Grant"). Source of funding for the \$75,000 is the 2018 City' Innovation Fund. The total grant of \$112,500 will leverage a further \$187,500 in direct funding and in-kind contributions and resources from a wide range of partners and stakeholders to provide VACPC with approximately \$300,000 in funding and resources to continue to operate the Saa'ust Centre for a minimum of one year.
- B. THAT the Saa'ust Centre Grant be conditional upon:
 - a grant agreement acceptable to the City being entered into by the City and VACPC (the "Saa'ust Centre Grant Agreement");
 - ii. the Saa'ust Centre License acceptable to the City being entered into by the City (or an affiliate) and VACPC; and
 - iii. the securing of matching funds and in-kind contributions and resources with a value of \$187,500 by stakeholders.

C. THAT,

- i. upon the General Manager of Real Estate and Facilities Management being satisfied with the terms of the Saa'ust Centre License, they are hereby authorized to execute and approve, and to delegate the execution and approval of, such License on behalf of the City;
- ii. upon the General Manager of Arts, Culture and Community Services and Director of Legal Services being satisfied with the terms of the Saa'ust Centre Grant Agreement, they are hereby authorized to execute and approve such Agreement on behalf of the City; and
- iii. upon the General Manager of Arts, Culture and Community Services and Director of Legal Services being satisfied with the terms of any other agreement to which the City is required to enter into in order to enable the Saa'ust Centre to continue to operate as contemplated in this Report, they, together with any other City staff who are authorized to do the same under applicable City policies, are hereby authorized to execute and approve such agreements on behalf of the City.
- D. THAT no legal rights or obligations will be created or arise by virtue of Council's approval of the above Recommendations unless and until the legal documents set out above have been executed and delivered by the City signatories set out and authorized above.
- E. THAT City Council direct staff to continue to work with community, health sector, foundation and government partners to plan for the development and operation of an Indigenous Healing and Wellness Centre in the Downtown Eastside.

Recommendation A requires 2/3 affirmative votes of all Council members per the *Vancouver Charter S. 206(1).*

REPORT SUMMARY

The need for a holistic, non-western medicalized healing and wellness centre in the Downtown Eastside (DTES) has been an identified gap for many years and is included among the actions in the Local Area Plan as well as the Mayor's Task Force on Mental Health and Addictions recommendations. The creation of an Indigenous healing and wellness centre will have significant impact on enabling access to culturally reflective healing and wellness supports. Such a centre would improve access to other supports and services, as well as help improve health and wellbeing outcomes for Indigenous community members. The City intends to work with community, health sector, foundation and government partners including, for example, Vancouver Coastal Health ("VCH") and Vancity Community Foundation ("VCF"), to plan for the development and operation of such a centre.

While a space and funding is not yet secured, a decision by the City to continue work on the development of an Indigenous healing and wellness centre is an early and important signal to other potential partners that the Centre and the services it will offer is of critical importance to the community and an important act of reconciliation. The City and its partners are committed to continuing to engage with Musqueam, Squamish, and Tsleil-Waututh, urban Indigenous partners, and residents throughout the process to envision and design a space and identify services. Culturally reflective supports offered through such a space may include access to Elders, trauma informed counselling, and ceremony, and other services determined through the engagement process.

In March 2018, the City provided space at 44 East Cordova to establish the Saa'ust Centre and provide cultural supports and trauma informed counselling to families and survivors affected by the National Inquiry on Missing and Murdered Indigenous Women's and Girls before, during, and after the Inquiry. The Saa'ust Centre Grant, together with the matching funding and in-kind contributions and resources, will enable the VACPC to continue providing these important services at the Saa'ust Centre for at least one more year until a longer term Indigenous healing and wellness centre is established.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

In 2013, Council endorsed the United Nations Declaration on the Rights of Indigenous Peoples.

In 2014, Council designated Vancouver as a City of Reconciliation and in 2015, the City identified areas of action under the Truth and Reconciliation Commission of Canada recommendations.

In 2014, Council approved A Healthy City for All: Healthy City Strategy 2014-2025 – Phase I, which identifies Being and Feeling Safe and Included and Healthy Human Services as goals and the 2014-2018 action plan seeks to "advance opportunities for reconciliation and healing from the negative impacts and stereotypes that resulted from Canada's residential school system".

In 2014, the Mayor's Task Force on Mental Health and Addictions' *Caring for All: Priority Actions to Address Mental Health and Addictions* identified the need for Indigenous healing and wellness as 1 of 6 action areas.

In 2014, Council adopted the *Downtown Eastside Local Area Plan*, which identifies support for the Indigenous community in their pursuit of the establishment of an area or site of meaningful community as a priority.

In 2017, Council received for information findings of a study funded by the City, entitled *Aboriginal Health, Healing and Wellness in the DTES* that identified gaps in healing and wellness supports including dedicated space, supports for Elders, and access for women and youth.

In 2017, Council approved 8 Indigenous Healing and Wellness grants totalling \$148,000 with \$100,000 allocated from the City's Innovation Fund and \$48,000 from the Great Beginnings Fund.

In 2017, Council approved \$150,000 in Social Innovation Project Grants directly related to Indigenous people and cultures (\$100,000 to NICCSS for the Restoring Right

Relationships toolkit implementation, and \$50k to BC Aboriginal Child Care Society for a project looking at ways to improve the transition for Aboriginal children and families into the formal education system (K-12).

In April 2018, Council approved a second year of funding for the 8 Indigenous Healing and Wellness grants for a total of \$150,000 and will be available on an ongoing basis to support the program and \$25,000 to Metro Vancouver Aboriginal Executive Council towards healing and wellness supports following the National Inquiry into Missing and Murdered Indigenous Women and Girls.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

Urban Indigenous communities have called for access to an Indigenous healing and wellness space in Vancouver. The Downtown Eastside (DTES) community in particular has long called for a dedicated gathering space for Indigenous healing and wellness. Ongoing engagement with Musqueam, Squamish, and Tsleil-Waututh, and urban Indigenous partners and residents will help address the health and wellness gaps for urban Indigenous peoples, and can become a beacon of hope, health and healing in the neighbourhood.

The relationship building, partnerships, and community-driven development process envisioned for the site can help address the impacts of colonization and residential schools in a deeply culturally reflective way, demonstrating that as a City of Reconciliation, Vancouver is committed to recognizing the strengths and assets of Indigenous communities while working to address systemic barriers and socioeconomic inequities.

REPORT

Background/Context

Need for Culturally Reflective Healing

In 2011, the Urban Aboriginal Peoples Study report found access to culturally reflective healing practices is as, if not more, important than access to mainstream health care for the majority of urban Indigenous peoples.²

Other urban centres in Canada have dedicated healing and wellness spaces for Indigenous residents, and the local community in Vancouver has identified this as a gap for several decades; as well, they have identified the need to locate healing and wellness supports for residents both in and outside the DTES. The Mayor's Task Force on Mental Health and Addictions identified the need for a healing and wellness strategy, and healing and wellness supports are central to such an effort (2014). In 2015, the City created an Indigenous Healing and Wellness Centres Advisory Committee and Working Group (AHWC) comprised of Elders, urban Indigenous service providers, and local residents to better understand and document the locations and types of Indigenous

¹ Kinwa Bluesky, Aboriginal Health, Healing, and Wellness in the DTES Study Final Report (2017)

² Environics Institute, *Urban Aboriginal Peoples Study* Main Report (2011).

traditional, spiritual, cultural supports, and services offered in the DTES, as well as gaps and priorities.

The DTES Indigenous Healing and Wellness Final Report (2017) that was commissioned by the City and delivered through an advisory group and peer researchers identified the following key issues and gaps:

- Reconciliation and healing initiatives are required to understand the history of colonization and the impacts of residential schools on Indigenous peoples;
- There is a lack of support for Elders and healers to provide traditional, spiritual, and cultural health and healing services, especially to Indigenous women, youth, and children; and
- More spaces and places for Indigenous health, healing, and wellness supports and services and are needed in the DTES and other locations in Vancouver.

A key step in addressing these gaps is to create a culturally reflective Indigenous healing and wellness centre.

Saa'ust Centre for Families and Survivors Affected by the Missing and Murdered Indigenous Women and Girls Inquiry (MMIWG)

In April 2017, consultation between the Urban Indigenous People's Advisory Committee and about 50 different community groups and all levels of government, including Inquiry staff, was undertaken to determine how the City could support the families and survivors participating in the National MMIWG that took place in Richmond April 4 to 8, 2018. The consultation identified as a priority cultural supports including access to Elders and ceremony as an important part of taking care of families before, during, and after the Inquiry.

In March 2018, a space owned by the Vancouver Public Housing Corporation located at 44 East Cordova Street, now known as the Saa'ust Centre, was refurbished by the City and opened to families and survivors, including LGBTQ2+ to provide healing and wellness supports to families and survivors, as well as the opportunity to register and provide statements in preparation for the Inquiry. While the intention was to conclude operations in April or May, there was/is a demonstrated need for continuing these services, particularly for individuals and families impacted by the inquiry and who were triggered by the testimonial process. As a result, staff identified funding to operate the centre through the summer. These services include cultural activities, drumming, talking circles, smudging, and other ceremony. The MMIWG has been extended six months by the Federal government and will end on June 30, 2019. Access to cultural and trauma informed supports will remain in high demand and a service gap across the city throughout the extension and post MMIWG inquiry.

The Saa'ust Centre is a temporary healing and wellness centre that serves as an early example of the positive outcomes of culturally reflective healing and wellness services.

It is anticipated that the creation of a long-term Indigenous healing and wellness centre will:

- Enable access to cultural services and healing for people in the DTES and across the city;
- Make Indigenous concepts of health more accessible;
- Reduce barriers to access, such as racism and discrimination;
- Improve overall community safety;
- Support reconciliation initiatives arising from the Truth and Reconciliation Commission Calls to Action, specifically:
 - Action #20. Recognize needs of Aboriginal off-reserve
 - o Action #21. Fund Aboriginal Healing Centres
 - o Action #22. Recognize healing practices, healers and Elders
- Create a point of entry and hub for information sharing and for referrals to all service providers in the DTES and surrounding areas, such as Community Health Centres, Rapid Access Centres, and Mental Health services;
- Increase culturally competent care in primary health, dental, vision, and mental health and wellness, and addiction services; and
- Improve the navigation of all types of health services.

As a result, it is anticipated the community will experience better health outcomes for all Indigenous groups: women, LGBTQ/Two-Spirit community, men, Elders and seniors, and children and youth.

Since fall 2017, City staff have been in discussion with VCF about the potential to create an Indigenous healing and wellness centre on the fourth floor of the City's Innovation Centre located at 312 Main Street after residents involved in the DTES Healing and Wellness Centre study confirmed the appropriateness of the space.

Work is still being undertaken by VCF to assess the potential of the 312 Main Street space. Accordingly, staff are considering this space as a potential location, but will simultaneously work to identify other potential spaces in the DTES for such a centre.

Strategic Analysis

Saa'ust Center for Families and Survivors Affected by the MMIWG Inquiry

The Saa'ust Centre is an act of reconciliation, social justice, and equity and meets the intent of the UN Declaration on the Rights of Indigenous Peoples. According to the Inquiry staff, Vancouver is the only city in Canada to have provided this level of response. The City contributed staff support, the space, and about \$27,000 in needed repairs to the space. Other contributions to the space include panel murals from local artists, as well as art and furniture donations from individual residents. Operating funding in the total amount of \$90,000 was provided by federal and provincial governments, and an additional \$25,000 was approved by Council in April 2018, so that services could be continued after the Inquiry. The space was uniquely operated as a partnership between the City of Vancouver, Native Courtworker and Counseling Association of BC, and the Metro Vancouver Aboriginal Executive Council (MVAEC). In 2016, the City entered into a memorandum of understanding with MVAEC. As an umbrella agency for over 20 Indigenous led organizations, MVAEC works with other levels of government and

communities to advance the needs, capabilities and aspirations of urban Indigenous residents in Vancouver and will continue to be a vital partner in advancing Indigenous healing and wellness in the community.

The Saa'ust Centre has created significant opportunity for healing and wellness and has been utilized by Indigenous residents from across Vancouver. In total, about 20 organizations have provided either funding or in-kind support and/or programming during this period. Almost 700 people from 36 different nations accessed services between March 27, and June 1, 2018.

The initial plan was to close the Saa'ust Centre at the end of April or early May 2018. Given the high use of the services and positive feedback from the Urban Indigenous People's Advisory Committee, and recognizing that healing and wellness is both a significant gap and a priority need, staff are seeking opportunities to continue the provision of traditional supports at Saa'ust Centre until a long-term Indigenous healing and wellness centre is established and operational. Currently, there is enough funding remaining from federal and provincial grants and the City's contribution to operate the Saa'ust Centre until the end of August 2018. The operating costs are approximately \$25,000 per month.

For the first months of service, City staff organized the Saa'ust Centre in partnership with MVAEC and the Native Courtworker and Counselling Association of BC as well as the Public Health Agency of BC. This is no longer sustainable and staff have approached the Vancouver Aboriginal Community Policing Centre Society (VACPC), who have been engaged in supporting the Saa'ust activities since its opening, to operate the space for the remaining months, whether it is until August 2018, or longer, if matching contributions are secured.

VACPC is a member of MVAEC and MVAEC is committed to working in partnership with VACPC to support the continued services at Saa'ust. Pending further review by VACPC, it is estimated that the approximate annual operating funding required would be about \$300,000. The VACPC Executive Director is committed to continuing the services offered at Saa'ust and ensuring that the space is operated "with, for, and about the community."

The proposed Saa'ust Centre grant, together with matching funds, in-kind contributions and resources, will enable VACPC to continue to provide these important services at the Saa'ust Centre for at least one more year while a longer term Indigenous healing and wellness centre is being planned and established.

Indigenous Healing and Wellness Centre

There are several significant bodies of work that need to be undertaken to create an Indigenous healing and wellness centre:

- 1) ongoing consultation with key stakeholders;
- 2) defining the terms of reference of the collaboration among the City, VCF and VCH, and other stakeholders who may become part of a working group;

- 3) the creation of the space through either tenant improvements on the fourth floor of the Innovation Centre located at 312 Main Street or another location in the DTES:
- 4) the creation of an Indigenous-focussed governance and operating model;
- 5) a culturally safe procurement process in order to assign the most suitable operator for the Centre; and
- 6) the securing of operating funding commitments for a minimum of one year.

City staff have been in discussions with VCF and VCH, in consultation with Indigenous partners and community members, to identify initial actions that are necessary to find and create an appropriate space for such a centre, recognizing that the decision-making about governance and operations must involve robust and culturally safe community and partner engagement and therefore will require more careful consideration and time.

The recommendation to direct staff to continue work on this initiative signals an early commitment on behalf of the City to work with health sector and community partners toward the creation of an Indigenous healing and wellness centre.

Next Steps – Continuing to Support Operations of the Saa'ust Centre

The following are conditions to the award of the Saa'ust Centre grant and are therefore priorities for City staff, VACPC, and other key stakeholders:

- i. the Saa'ust Centre License acceptable to the City will need to be entered into by the City and VACPC to enable VACPC to use the space at 44 East Cordova Street to continue providing the services of the Saa'ust Centre while an Indigenous healing and wellness centre is being planned and established;
- ii. the Saa'ust Centre Grant Agreement acceptable to the City will need to be entered into by the City and VACPC; and
- iii. the City, VACPC, and other key stakeholders will need to secure funding and inkind contributions and resources with a value of at least \$187,500 (to ensure one year of operations).

Next Steps – Planning and Establishing an Indigenous Healing and Wellness Centre

The process to establish the vision, services, governance, and operating model for an Indigenous healing and wellness centre will require deep collaboration and time to thoughtfully consider the many priorities. The process will invite Musqueam, Squamish, and Tsleil-Waututh, urban Indigenous partners, community, philanthropic, and government partners to the table to support discussions on how to fulfil the Indigenous community's vision and needs for the space. Alongside these discussions, the operating funding model must be established and commitments for operating funding obtained and an appropriate space in the DTES needs to be secured.

The role of the three convening partners – the City, VCF and VCH – will be to lead, guide and support the process and discussions around operations, governance, and operational funding. The three partners will document these terms in a Letter of Intent (LOI).

In order to further this collaboration, the City, VCH, and VCF agree to define the terms of reference of the collaboration, as well as each party's role in a working group. Other individuals, such as those from the Musqueam, Squamish, and Tsleil-Waututh, Metro Vancouver Aboriginal Executive Council members, and urban Indigenous community members or organizations will be invited to join in the working group. The terms of reference will support shared decision making, the development of a culturally relevant functional program, and the identification of an operator for the space.

Timelines

Staff anticipate that some of the initial steps – including the need for ongoing consultation, the need to define the terms of reference of the key partners and other members of the working group, the need to establish the governance and operating model for the Centre, and the need to secure an appropriate space in the DTES – may take anywhere from 12 to 18 months. There will also be a need to commence a culturally safe procurement process in order to assign the most suitable operator for the Centre. That process could add several more months. In parallel, it is expected that the City, VCF, VCH and other stakeholders will continue to identify and secure operating funding and space for the centre. Once the operational funding has been committed and space is secured, the work on the tenant improvements for such space would begin.

Implications/Related Issues/Risk (if applicable)

Financial

Saa'ust Center for Families and Survivors Affected by the MMIWG Inquiry

Several partner organizations have contributed funding to establish and operate the Saa'ust Centre to the end of August 2018. The contributions are outlined in Table 1 below.

Table 1 – City of Vancouver and Partner Contributions to date

Partner	Contribution	Total
City of Vancouver	 \$27,000 (one time repairs) \$37,500 (in-kind annual rent) \$25,000 (in-kind staff) \$25,000 (grant) 	\$114,500
Provincial Government - Public Safety and Solicitor General	• \$50,000	\$50,000
Federal Government – Department of Justice	• \$40,000	\$40,000
Vancouver Coastal Health Authority (in-kind)	• \$8,000	\$8,000
Total (Capital and Operating)		\$212,500

In order to provide continuity of Indigenous healing and wellness services, staff recommend continuing operations of the Saa'ust Centre until the opening of an Indigenous Healing and Wellness Centre. Estimated costs for the interim services are between \$300,000 (12 months), to \$450,000 (18 months).

Table 2 - Estimate to Operate Saa'ust Centre annualized

Item	Cost
Salaries	\$247,500
Rent	\$37,500
Maintenance and Operations	\$15,000
Total	\$300,000

The recommended City grant of \$75,000 from the 2018 City Innovation Fund would be used to leverage funds from other levels of government, community organizations, and health authorities. Currently, there is an unallocated balance of \$1,150,779 in the Innovation Fund. Appendix A of this report outlines how financial support for the Saa'ust Center for Families and Survivors Affected by the MMIWG Inquiry aligns with the 2018 Innovation guidelines. Further information about the City of Vancouver Innovation Fund is contained in Appendix B.

Staff will approach the Provincial Ministry of Indigenous Relations and Reconciliation, the Federal Ministry of Justice, Indigenous Services Canada, the First Nations Health Authority, Van City Foundation, and other foundations and philanthropic organizations to secure the necessary funding and in-kind contributions to support the operations of the Saa'ust Centre. The award of the City Saa'ust Centre Grant will be contingent on securing matching funds and in-kind contributions and resources.

There is a risk that not enough funding or in-kind contributions and resources will be secured or that there is a delay in securing the same. These risks will impact VACPC's ability to continue to provide the services of the Saa'ust Centre.

Indigenous Healing and Wellness Centre

Tenant Improvements

Once a space has been secured for an Indigenous healing and wellness centre, staff will request of Council a capital grant to support tenant improvements on the space as well as, if such space is City-owned, approval to enter into a nominal lease with the operator of the centre, which nominal lease would be akin to a grant. \$700,000 was allocated in the 2018 Capital Budget for this purpose.

Operational Funding

Funding to sustain the day-to-day operations of an Indigenous healing and wellness centre will be assembled from other partners, including, ideally, senior governments, health authorities, and philanthropic organizations – the same organizations and government departments that will be approached for the interim matching funding for the

Saa'ust Centre. These discussions will happen concurrently with the engagement regarding governance and service design and delivery.

CONCLUSION

The establishment of an Indigenous healing and wellness centre in the DTES represents a major step towards reconciliation and healing in the city and presents an opportunity for government, health authorities, and the philanthropic community to better understand how to evolve health and wellness services to provide culturally reflective healing and wellness for urban Indigenous community members. Such a centre can become a beacon of hope, health, and healing in the neighbourhood. The relationship building, partnerships and community-driven development process of the service can help address the impacts of colonization and residential schools in a deeply culturally reflective way. The work in the space will be based on the teachings and ceremonies that have existed in Indigenous communities since time immemorial. Until a long-term Indigenous healing and wellness centre is established and opened, there is an opportunity for the City to help support the continuation of the important services currently provided through the Saa'ust Centre.

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Project Alignment to Innovation Fund Guidelines

Innovation Fund Guidelines	Project Alignment	
Aligns with Council Priorities Supports transformation and innovation in meeting City goals	 ✓ United Nations Declaration on the Rights of Indigenous Peoples. ✓ City of Reconciliation Framework ✓ Healthy City for All: Healthy City Strategy ✓ Mayor's Task Force on Mental Health and Addictions, Caring for All ✓ Downtown Eastside Local Are Plan 	
Leverage 1:1 third party Investment	\$75,000 City investment leverages \$225,000 by external private, non-profit, and government partners, and project in-kind support (1:4 leverage)	
One-time opportunity \$75,000 maximum/year	1 year project	
Demonstrates clear outcomes and transformation toward City of Vancouver goals	 Project will achieve goals set out in Healthy City Strategy Project and City of Reconciliation Framework Connects multiple stakeholders to transform and empower Indigenous healing and wellness Project leverages local expertise and resources 	

City of Vancouver Innovation Fund:

Increasingly, more opportunities exist to work with other parties to leverage expertise, funding, and access to various in-kind resources in order to focus on strategic areas important to the city. This form of leverage allows the City to continue to advance its policy priorities at a lower cost to taxpayers.

The Innovation Fund is expected to build on the City's experience in leveraging funding and expertise with outside agencies, other levels of government, private sector, universities and not-for-profits to advance key City priorities through aggressive leveraging of external partners.

Some examples of these types of unique opportunities would include: Enhancing the success of our urban aboriginal residents; enhancing our local economy with an emphasis on social enterprise particularly in the green sector; innovative child care programs for children at risk; cultural programs which enhance the community and create local jobs for artists; enhancing the involvement of our seniors in community; enhancing our sport strategy through partnerships o significant sporting initiatives; sport for youth at risk; and others.

<u>Guidelines for accessing City of Vancouver Innovation Fund:</u>

With the establishment of an Innovation Fund, one time innovative projects can be funded to advance key agendas in the city. Accessing the City of Vancouver Innovation is at Council discretion; however, the following guidelines have been established to optimize the use of the fund:

- Aligns with Council Agenda (Housing, Public Safety, Economy, Environment)
- Demonstrates clear outcomes
- Matching requirements target leverage of 3:1 (minimum 1:1) 3rd party investment (cash and in-kind) to City funding
- Size of CoV contribution should enable a broad range of programs to be supported by fund (Guideline maximum project size of \$250,000 recommended).
- Projects which are one-time innovative opportunities; maximum commitment for expenditure of funds - up to 2 years
- Supports transformation and innovation in meeting City goals; shines a spotlight on Vancouver