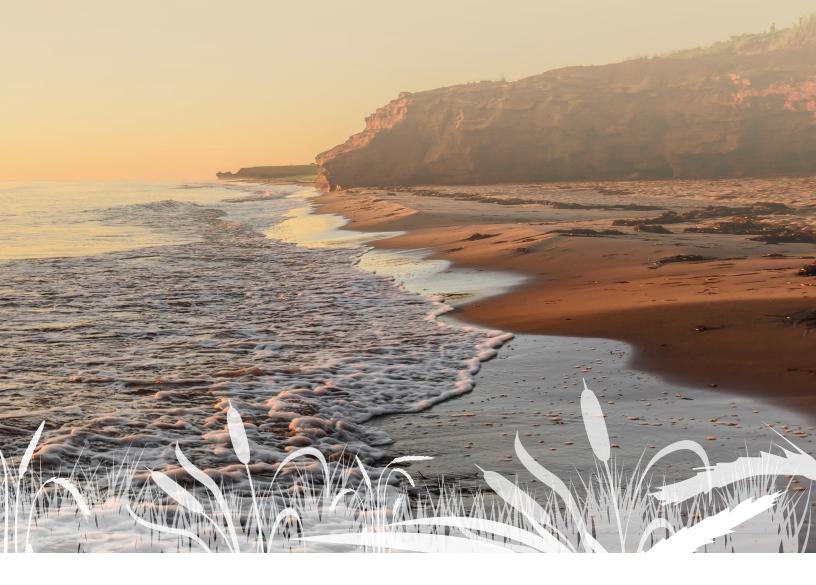
INDIGENOUS CULTURAL SAFETY:

An environmental scan of cultural safety initiatives in Canada - Chapter 12: Cultural safety initiatives in Prince Edward Island



National Collaborating Centre for Indigenous Health



Centre de collaboration nationale de la santé autochtone

CULTURAL SAFETY AND RESPECTFUL RELATIONSHIPS



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For further information or to obtain additional copies, please contact:

National Collaborating Centre for Indigenous Health (NCCIH) 3333 University Way Prince George, BC V2N 4Z9 Canada

Tel: (250) 960-5250 Fax: (250) 960-5644 Email: nccih@unbc.ca Web: nccih.ca

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INTRODUCTION

The focus of this chapter is on cultural safety initiatives in Prince Edward Island that have been identified as part of the wider environmental scan. In keeping with the change model proposed by Greenwood (2019), this includes structural-level actions, such as legislation, tripartite and bi-lateral partnership agreements, as well as policy initiatives aimed at promoting cultural safety, humility, and anti-racism in health service delivery through, for example, advancements in Indigenous self-determination over health care planning, design, and delivery. System-level responses by national Indigenous and non-Indigenous organizations with a health mandate are also considered, and include strategic action plans, position statements, professional competencies, and practice standards and guidelines. The final sections provide an overview of cultural safety educational resources and training initiatives developed by Indigenous and non-Indigenous organizations and governmental departments.

A note to the reader: In 2017, the federal government replaced Indigenous and Northern Affairs Canada (INAC) with two new departments, Indigenous Services Canada and Crown-Indigenous Relations and Northern Affairs Canada, to reflect its commitment to reconciliation.

LEGISLATION

Government of Prince Edward Island

Child Protection Act, 2020

This amended *Child Protection Act* contains specific provisions for child protection in the context of Indigenous children, including notification requirements to the designated representative of the child's Band in investigation outcomes, apprehension decisions, and guardianship decisions; and consultation and collaboration with the designated representative of the band in developing a plan of care for the child.

https://www.princeedwardisland.ca/sites/default/files/ legislation/c-05-1-child_protection_act.pdf





PARTNERSHIP AGREEMENTS



Tripartite¹ partnerships

Governments of Canada – Crown-Indigenous and Northern Affairs Canada (CIRNAC), Prince Edward Island, and Mi'kmaq

Moving Forward Together with the Mi'kmaq of Prince Edward Island, 2019

Signed by the provincial and federal governments and two Mi'kmaq First Nations in PEI, this framework agreement represents a commitment towards reconciliation. It commits the three parties to move forward in strengthening their relationships, outlines subject matters and areas of importance to Mi'kmaq, establishes a formal process for facilitating discussions, and reaffirms the parties' commitment to a process of reconciliation based on respect for the Mi'kmaq of PEI's Aboriginal and treaty rights (CIRNAC, 2019).

lla'matulti'k ("We reconcile)": Mi'kmaq – Prince Edward Island – Canada Framework Agreement, 2018

The Government of PEI has been working with the Mi'kmaq and the federal government towards an accord to resolve the asserted Aboriginal and Treaty rights of the Mi'kmaq of PEI and develop non-treaty measures to promote greater self-determination, including over health and social services. This framework agreement lays the groundwork for negotiating an agreement- in- principle. https://www.princeedwardisland.ca/sites/default/files/ publications/executed_framework_agreement_-_mikmaq-peicanada.pdf

¹ For the purposes of this report, tripartite activities are defined as involving any number of entities from both the federal and provincial/territorial governments plus any number of entities from Indigenous organizations or the health sector.

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Mi'kmaq – Prince Edward Island – Canada Consultation Agreement, 2012

This agreement established a mechanism by which the federal and provincial governments can consult with Mi'kmaq on PEI on proposed actions or decisions that may adversely impact their asserted or established Aboriginal and treaty rights. The consultation forum establishes work plan priorities, including in health, with work on these priorities pursued through the creation of working groups involving both government and First Nations representation (Government of PEI, 2020b). https://www.rcaanc-cirnac.gc.ca/ eng/1344522721221/1539609958685

Canada, Prince Edward Island and Mi'kmaq Partnership Agreement, 2007

Signed by the provincial and federal governments and two Mi'kmaq First Nations in PEI in 2007, this landmark agreement committed the federal and provincial governments to work more closely with the two Mi'kmaq governments in Lennox Island and Abegweit on many key issues, including health, child/family services, education, justice, and economic development. It established a process for planning programs and services, giving the First Nations a seat at the table in this process (Government of Canada, 2007).

Bilateral² partnerships

None identified.

² For the purposes of this report, bilateral activities are defined as involving any number of entities from either the federal and provincial/territorial governments (but not both), plus any number of entities from Indigenous organizations or the health sector.

POLICY AND PROGRAM RESPONSES

Tripartite policy responses

None identified.

Bilateral policy responses

Family and Human Services

Child Protection Act Review: Advisory Committee Report, 2016

The *Child Protection Act* requires a review process every five years to ensure that it remains responsive to the needs of children. This review process includes extensive engagement of the public and other stakeholders, including distinct consultations with First Nations. In addition to other needs, this review process highlighted the need for:

- 1. a social policy framework within PEI to promote and support healthy child and family development and well-being that is inclusive of Indigenous children and families and aimed at the collective responsibility of government, families and communities in this process;
- 2. collaborative approaches to integrated programming, done in partnership with families and communities;
- 3. a social determinants of health approach to the development of this social policy framework; and
- 4. improved delivery of child protection services through enhanced cultural sensitivity and cultural competency.

https://www.princeedwardisland.ca/sites/ default/files/publications/2016_child_ protection_act_review_advisory_committee_ report_.pdf Governments of Canada and PEI

Canada-Prince Edward Island Home and Community Care and Mental Health and Addictions Services Funding Agreement, Student Well-Being Program and Mobile Mental Health Crisis Program, 2016

This agreement provides 10-years of federal funding to the Government of PEI for investments in home and community care and mental health and addictions. The funding aims to support operating costs of the two programs, as well as cultural safety and awareness training for program staff. https://www.canada.ca/en/health-canada/ corporate/transparency/health-agreements/ shared-health-priorities/prince-edwardisland.html



Provincial responses

Community Services and Seniors

Mi'kmaq Confederacy of PEI Child and Family Services and Department of Community Services and Seniors Child Protection Services Protocol: A Collaborative Approach for Child Protection Services to PEI First Nations Children and Families, 2013

This protocol aimed to ensure that Child Protection Services provided to First Nation children on the Island were delivered in a manner that preserved and promoted the cultural identity of children and families. It recognized that there is a duty to consult and collaborate with First Nations on decisions regarding First Nations children involved with Child Protection Services (Government of PEI, 2020a).

Government of Prince Edward Island

Establishment of Independent Child and Youth Advocate Office, 2020

The Government of PEI established an independent Child and Youth Advocate Office to act on the National Inquiry of MMIWG's Calls to Justice related to human security. A Child and Youth Advocate was appointed in Spring 2020 (Government of PEI, 2020a).

Establishment of an Advisory Committee to oversee the work of implementing and honouring the TRC's Calls to Action and Missing and Murdered Indigenous Women and Girls (MMIWG) Calls to Justice, 2019

The Advisory Committee stemmed from Motion 41 of the 66th General Assembly of PEI, which urged the government to establish an advisory committee to oversee work on implementing and honouring the TRC's Calls to Action and the MMIWG's Calls for Justice (Government of PEI, 2020b).

Strategies for Addressing Family Violence in Prince Edward Island, 2015

This strategy identified priorities and actions for addressing family violence in PEI over the period 2015-2020. Key aspects of the strategy that aimed to facilitate cultural safety and humility included:

- 1. a social determinants of health approach to addressing family violence;
- promotion of the TRC's recommendation for professional development and training for public servants on the history of Indigenous Peoples, including intercultural competency training, human rights, and anti-racism;
- increased engagement with Indigenous Peoples;
- 4. strong coordination among community, government, and police towards ending family violence;
- 5. trauma-informed, culturally sensitive, service delivery; and
- 6. a wide range of services in the community that address families' and individuals' complex needs.

https://www.princeedwardisland.ca/sites/ default/files/publications/final-web-pacstrategies-december-2017.pdf

Bilateral Agreements to Formalize Provision of Care for First Nations on PEI

Bilateral agreements are being pursued between the Government of PEI and the two First Nations on the Island to formalize and enhance the provision of both primary care and mental health and addictions services (Government of PEI, 2020b).

Indigenous Program Analyst

The Government of PEI hired an Indigenous Program Analyst to work collaboratively with the Mi'kmaq Confederacy of PEI Child and Family Services program and the Native Council of PEI to assist in the development of culturally sensitive programs for Indigenous children living both on and off reserve (Government of PEI, 2020b). The position also assists the Child Protection Unit in developing cultural sensitivity training for staff.

Indigenous Relations Secretariat

The Indigenous Relations Secretariat is the coordinating body for the government's response to all Indigenous matters in the province. This includes supporting work conducted under the Partnership Agreement with the Mi'kmaq and Canada and representing the province at various inter-governmental tables. Its priorities are to foster and maintain positive relationships with Indigenous organizations and to work collaboratively to reduce socio-economic gaps between Indigenous and non-Indigenous Islanders.

https://www.princeedwardisland.ca/en/ information/executive-council-office/ indigenous-relations-secretariat

Indigenous Working Group, Calls for Justice – Missing and Murdered Indigenous Women and Girls

The Government of PEI has established an Indigenous Working Group to work collaboratively with an Interdepartmental Working Group to help set priorities and goals for addressing the Calls to Justice from the National Inquiry on MMIWG. This collaboration is intended to provide a whole of government approach and will result in an annual report which will outline the Government of PEI's actions moving forward (Government of PEI, 2020a).

A report, released in 2020, provides a preliminary look at what the Government of PEI has been doing in relation to the Calls to Justice. These are organized into seven themes: Human and Indigenous Rights and Governmental Obligations, Culture, Health and Wellness, Human Security, Justice, Education, and Social Work and Child Welfare.

https://www.princeedwardisland.ca/sites/ default/files/publications/mmiwgreport 2020.pdf

 Updated reports for 2022: https://www. princeedwardisland.ca/en/publication/ mmiwg-and-trc-status-reports-forpast-years

Truth and Reconciliation Commission of Canada: 94 Calls to Action – A Status Report for the Government of Prince Edward Island, 2020

This report highlighted progress on the Government of PEI's commitment to address the TRC's Calls to Action in the areas of child welfare, education, language and culture, health, and justice. https://www.princeedwardisland.ca/sites/ default/files/publications/trcreport2020.pdf

• Updated reports for 2022: https://www. princeedwardisland.ca/en/publication/ mmiwg-and-trc-status-reports-forpast-years

Justice and Public Safety

Premier's Action Committee on Family Violence Prevention, 2019-2024

The Premier's Action Committee on Family Violence Prevention's mandate to coordinate the implementation of the provincial *Family Violence Prevention Strategy* is renewed every five years. The committee includes Indigenous representation to ensure Indigenous perspectives are reflected in the implementation of the strategy (Government of PEI, 2020a).

https://www.princeedwardisland.ca/en/ information/executive-council-office/ premiers-action-committee-on-familyviolence-prevention

Family Information Liaison Unit

The Family Information Liaison Unit was created to provide a centralized, coordinated, mechanism for family members of missing and murdered Indigenous women and girls to access information related to the loss of their loved ones, helping to bring closure and reduce further trauma to next generations. The Unit has had funding extended to March 31, 2023 (Government of PEI, 2020a).

Funding for Initiatives that Support Indigenous Women and Girls who are Victims of Family Violence

In 2018, the Conference Board of Canada released its report, "Understanding Violence Against Indigenous Women and the Supports They Need in Prince Edward Island," with recommendations for better supporting Indigenous victims of violence. To respond to these recommendations, a number of projects received funding to address violence among Indigenous women, including the Abegweit Mi'kmaq Nation Wellness Centres "Reclaiming cultural connection and healing through traditional dance" project; the "Finding our way through prevention and knowledge" project, a collaborative project between the Interministerial Women's Secretariat and the PEI Aboriginal Women's Association; and the development of the Mi'kmaq Confederacy of PEI's Missing Indigenous Persons Tool Kit for families and communities (Government of PEI, 2020a).

Indigenous representation on Victim Services Advisory Committee

The Victim Services Advisory Committee includes Indigenous representation to provide advice to the Minister of Justice and Public Safety on issues of concern to victims of crime (Government of PEI, 2020a).

Public Service Commission

Diversity and Inclusion Policy, 2019

This document commits the Government of PEI to ensuring its workforce is representative of the province's diverse population, and establishes objectives for ensuring an inclusive workplace, cultural competence training, and fair and accountable recruitment processes. https://www.princeedwardisland. ca/sites/default/files/publications/ diversityandinclusionpolicyenglish.pdf

Social Development and Housing and Mi'kmaq Confederacy of PEI

Child Protection Services Program

The Child Protection Services Program works in partnership with the Mi'kmaq Confederacy of PEI's Child and Family Services Program to ensure that distinctions-based and culturally safe programs are available and accessible to Indigenous children in care (Government of PEI, 2020a).

Health system responses

Health PEI

First Nations Mental Health and Culturally Appropriate Resources

Health PEI offers culturally appropriate First Nations mental health resources to Abegweit First Nation and Lennox Island First Nation, including Mental Health and Addictions Clinicians, nurses, and social workers, dedicated psychiatrists; certified ASIST trainers, Alcoholic Anonymous meetings, mental health walk-in-clinics, psychologists who provide anger management and mental wellness support, an Indian Residential School Survivor's outreach program, a Home Enhancement Life Skills Program, and a Grade Seven Transition group and youth groups that focus on cultural teachings and suicide prevention (Health PEI, 2018). https://src.healthpei.ca/first-nations-mentalhealth-and-culturally-appropriate-resources

Crisis Response Teams

The Government of PEI has established culturally competent and responsive crisis response teams to meet the needs of Indigenous individuals, families, and communities after a traumatic event (Government of PEI, 2020a).





Indigenous Healing Practices

The Government of PEI instructed healthcare sites to consider alternative methods, including cultural healing practices, at the request of individuals and families, on a case-by-case basis that balances risk. This includes the provision of clinical services that use traditional healing practices, such as the Wampum Critical Incident Stress Management (WCISM) model that is considered to be grounded in cultural practice (Government of PEI, 2020a).

Mandatory Indigenous Cultural Awareness, Sensitivity and Competency Training and Ongoing Education

The Government of PEI instituted mandatory and ongoing training for all persons involved in health services delivery to Indigenous Peoples. The content of the training was designed in partnership with local First Nations and First Nation organizations on the Island and is delivered over 3.5 days. To date, approximately 220 healthcare providers and others have taken training sessions (Government of PEI, 2020a).

Wellness Grant Program

The Wellness Grant Program provides funding annually to support community-based health promotion initiatives and projects such as the "Mind, Body and Spirit: Healing through the Medicine Wheel" and "Slow Cooked Dreams: Abegweit Wellness Centre Cooking Classes" projects (Government of PEI, 2020b).

Health PEI and Abegweit Health Centre

Partnership with Abegweit Health Centre to Build Mental Health Capacity

Health PEI has a partnership with Abegweit Health Centre to build mental health capacity and support linkages with Health PEI services, as well provide mental health training for health centre staff (Government of PEI, 2020b).

Primary Care and Chronic Disease Unit

Reporting on Incoming Accreditation Canada Standards, 2021 -

Accreditation Canada has implemented standards related to cultural competency and humility as part of its six-year cycle accreditation process. The Government of PEI implemented requirements for the Primary Care and Chronic Disease Unit to report on a standard to ensure a safe, nonjudgemental space is created for clients to discuss traditional or complementary medicine use as an option for their care (Government of PEI, 2020a).



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ORGANIZATIONAL RESPONSES



Professional organization and regulatory body responses

Association of Canadian Psychology Regulatory Organizations (ACPRO)

An Apology to Indigenous Peoples and a Pledge to be Anti-Racist, August 2021

This document articulates the ACPRO's pledge to promote anti-racism within health services delivery, and outlines steps that members are encouraged to take to act on this commitment.

https://www.peipsychology.org/peiprb/wpcontent/uploads/2021/02/ACPRO.Apologyand-Pledge.pdf

College of Registered Nurses of Prince Edward Island

Nurse Practitioner Standards for Practice, 2019

This document articulates standards for practicing nurses in PEI, including standards related to cultural safety.

https://crnpei.ca/wp-content/uploads/2020/07/ Standards-for-Practice-NP-2019-08-07.pdf

Indigenous organizational responses

Health PEI and Abegweit Health Centre

Partnership with Abegweit Health Centre to Build Mental Health Capacity

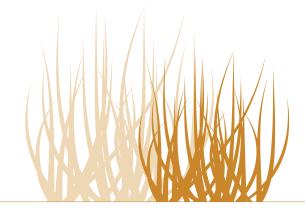
Health PEI has a partnership with Abegweit Health Centre to build mental health capacity and support linkages with Health PEI services, as well provide mental health training for health centre staff (Government of PEI, 2020b).

Mi'kmaq Confederacy of PEI (MCPEI)

Mi'kmaq Family Pride Program

The MCPEI offers culturally appropriate parenting programs for First Nations children and families and works collaboratively with Child Protection Services on behalf of children and families of First Nations in PEI. The program aims to provide a "holistic and culturally sensitive approach to individual, family and community wellness, and risk reduction through prevention services and protection support" (MCPEI, 2021, n.p.).

https://mcpei.ca/#programs



Mi'kmaq Health Program

The MCPEI's Health Program offers a range of culturally appropriate programs and services designed to support the health and well-being of First Nations living in PEI, including health services management, community health promotion and injury/illness prevention, cultural support to survivors of Indian Residential Schools, health emergency management, and environmental contaminants. The Health Program also works to increase awareness within relevant federal and provincial government divisions and NGOs about the health and wellness needs of Mi'kmaq people in the province to ensure their needs are taken into consideration and reflected in community and provincial health policies, programs, and procedures. https://mcpei.ca/programs

Native Council of Prince Edward Island (NCPEI)

Health and Social Programs

The NCPEI offers an array of health and social programs that support off-reserve Indigenous Peoples living on PEI. These include, for example:

- 1. A Path Forward Addictions and Mental Health Navigator Program, which utilizes land-based culturally sensitive activities to help individuals overcome problematic substance use.
- 2. Elders Empowering Elders, a program that aims to promote healthy living/disease prevention, social activity to reduce isolation, and cultural activities to keep Elders connected to traditional teachings.
- 3. Reaching Home Program, which offers frontline support, referrals, housing placements, and access to culturally relevant activities to promote self-sufficiency and involvement in the NCPEI community for individuals who are experiencing homelessness or at risk of homeless.
- 4. Strengthening Aboriginal Families Effectively (SAFE) Program, which assists Indigenous families in strengthening the relationship between parents and children involved in Child and Family Services, using culturally sensitive programming and parenting supports.

https://ncpei.com/the-way-forward





Social Development and Housing and Mi'kmaq Confederacy of PEI

Child Protection Services Program

The Child Protection Services Program works in partnership with the Mi'kmaq Confederacy of PEI's Child and Family Services Program to ensure that distinctions-based and culturally safe programs are available and accessible to Indigenous children in care (Government of PEI, 2020a).

Mainstream (non-Indigenous) organizational responses

Prince Edward Island Rape and Sexual Assault Centre

Braiding Sweetgrass Program, 2021

Implemented in 2021, this new program for Indigenous survivors of sexual violence aims to build relationships with First Nations communities and provide healing for Indigenous women, those who identify as women, and those with non-conforming gender identities. The programs is partially funded by the provincial government, with support from the Canadian Women's Foundation and in partnership with the Aboriginal Women's Association of PEI (Fraser, 2021).

EDUCATIONAL RESOURCES AND TRAINING INITIATIVES

Provincial government educational resources and training initiatives

Department of Community Services and Seniors

Aboriginal Cultural Connections: A Child Protection Resource Guide, 2015

Resulting from a collaboration between Child Protection Services, the Department of Community Services and Seniors, and First Nations, this resource guide compiles information about the beliefs of Indigenous Peoples who live on PEI and is intended as a beginning point for engagement and continued learning.

https://www.princeedwardisland.ca/sites/ default/files/publications/aboriginal_cultural_ connections.pdf

Public Service Commission

Diversity and Inclusion Online Training

The Public Service Commission offers a number of online and virtual training opportunities to enhance cultural safety. These include an Unconscious Bias Webinar, Strategies for Leading Respectful Workplace Cultures, Working from Unconscious Bias to Conscious Inclusion, Fostering Inclusive Communication in the Workplace, Applying an Inclusion Lens in Decision Making, Gender and Diversity Consideration in Policy Analysis, Diversity Training Workshops, and Valuing Diversity in the Workplace (Public Service Commission, 2021). Social Development and Housing

Training for Child and Family Service Workers

Child and Family Services has been collaborating with the MCPEI to develop and provide training for all employees of Child and Family Services, including continuing education and engagement specific to the history and impacts of residential schools. The training is integrated into core training required for all new child protection social workers and is open to family service workers and youth workers (Government of PEI, 2020a).

Health system educational resources and training initiatives

Health PEI

Cultural Awareness Module, 2018

Health PEI offers an online cultural awareness training module for orienting internationally educated nurses. Key topics include: cultural sensitivity, cultural competence, expectations of practice, nurse-patient relationship, resource utilization/allocation, language/communication, and how to enhance cultural sensitivity. https://src.healthpei.ca/culturalawareness-module



Professional organization and regulatory body educational resources and training initiatives

None identified.

Indigenous-developed educational resources and training initiatives

None identified.

Other educational resources and training initiatives

Centre for Effective Practice

Poverty: A Clinical Tool for Primary Care Providers (PEI), 2016

Developed in collaboration with the College of Family Physicians, this tool aims to assist primary care providers in helping to identify patients, including Indigenous people, who may suffer health issues due to living in poverty. https://cep.health/media/uploaded/CEP_ Poverty_Tool_PEI_2016.pdf





SUMMARY

The federal and provincial governments and the Mi'kmaq living on Prince Edward Island (PEI) have a long history of working collaboratively on identifying and pursuing priorities related to health. This dates to the signing of a partnership agreement in 2007, followed by a consultation agreement in 2012. Other trilateral agreements provide frameworks for incorporating Indigenous perspectives into policy and program development on matters that provide opportunities for First Nations perspectives, needs, and priorities to be incorporated into health and social policy and program development. For example, a framework agreement signed in 2019 committed the three parties to strengthening their relationships with each other and advancing reconciliation based on respect for the Aboriginal and Treaty rights of Mi'kmaq living in PEI.

While there appear to be no bilateral partnerships, there are extensive provincial initiatives to promote cultural safety and humility in health and social services systems. For example, after significant engagement with First Nations and other stakeholders, an amendment to the Child Protection Act in 2017 ensured that First Nations bands are consulted on child investigation outcomes and decisions concerning apprehension and guardianship. The Government of PEI also established an Advisory Committee to oversee the work of implementing and honouring the Truth and Reconciliation's Commission's Calls to Action and Missing and Murdered Indigenous Women and Girls Calls to Justice. Health PEI, an arm's length organization with responsibility for delivering health services across the province, has also implemented several programs, services, and training initiatives aimed at promoting cultural safety in health services delivery (e.g., promoted use of cultural healing practices as a care option). Other Government of PEI departments and agencies have also undertaken initiatives to promote cultural safety in services provision (e.g., the Department of Community Services and Seniors, the Public Service Commission).



There seems to be a lack of cultural safety initiatives undertaken by professional organizations in PEI, with the only one being the College of Registered Nurses of PEI which, in 2019, implemented standards related to cultural safety for its nurse practitioners. There is a similar deficiency in cultural safety initiatives developed by other organizations with a health mandate, with an Internet search with only two identified. The PEI Rape and Sexual Assault Centre's Braiding Sweetgrass Program, developed in partnership with the Aboriginal Women's Association of PEI, employs a Two-Eyed Seeing approach to healing Indigenous survivors of sexual violence; and the Centre for Effective Practice, in collaboration with the College of Family Physicians, developed a tool to assist primary care providers in PEI in identifying patients who may suffer health issues as a result of living in poverty, including Indigenous people, and directing them to appropriate resources.

Indigenous Peoples living in PEI have access to culturally appropriate health and social services both on- and off-reserve, thanks to the efforts of Indigenous organizations. Two prominent examples are the Mi'kmaq Confederacy of PEI (MCPEI) and the Native Council of PEI (NCPEI). As part of its mandate, the MCPEI delivers shared programs and services to Lennox Island and Abegweit First Nations and the broader Indigenous community in PEI. It also offers the Mi'kmaq Family Pride Program, a culturally appropriate parenting program for First Nations children and families, as well as a range of culturally appropriate health programs and services through its Health Program. The Native Council of PEI offers a broad variety of culturally appropriate health and social programs to support off-reserve Indigenous Peoples living on the Island.



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National Collaborating Centre for Indigenous Health

Centre de collaboration nationale de la santé autochtone

FOR MORE INFORMATION: UNIVERSITY OF NORTHERN BRITISH COLUMBIA 3333 UNIVERSITY WAY, PRINCE GEORGE, BC, V2N 4Z9 NCCIH.CA

1 250 960 5250 NCCIH@UNBC.CA