

First Nation's Health Development:
Tools for Program Planning and Evaluation
Research Project

METHODS

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A. Introduction

Background

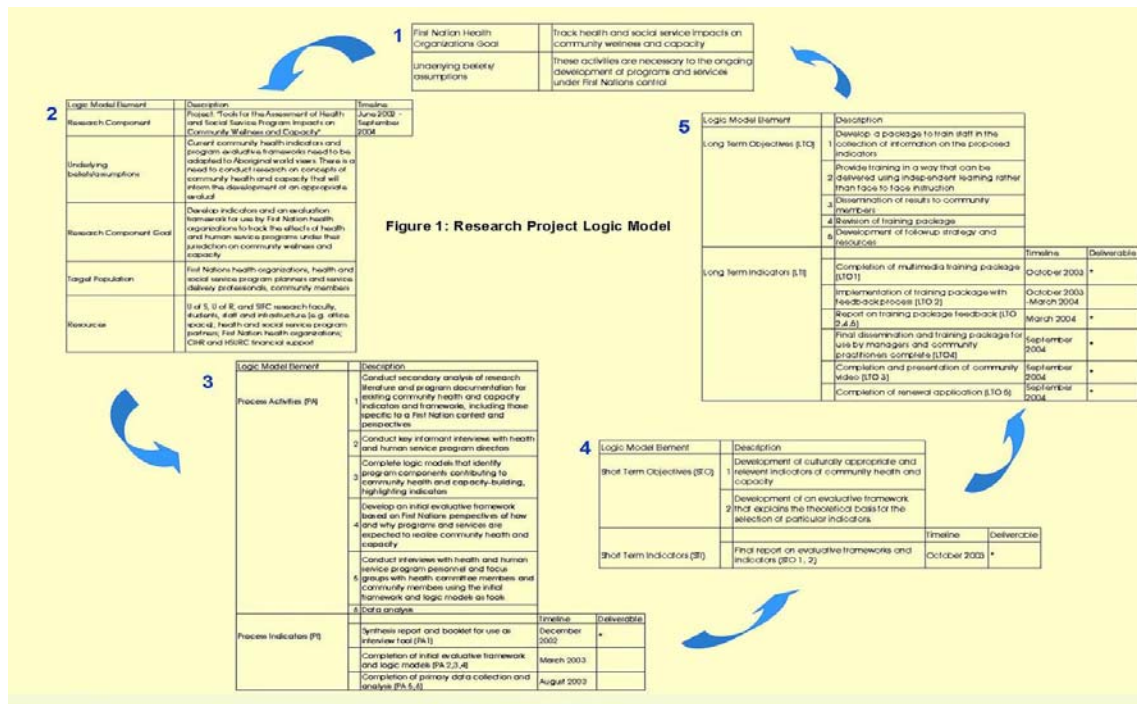
In the process of conducting the 2002 evaluation of transferred health services from First Nations and Inuit Health Branch (FNIHB) to the Prince Albert Grand Council (PAGC) in Saskatchewan, PAGC health managers expressed a desire to address questions beyond the scope and capacity of the evaluation but that they feel are relevant to the ongoing development of health services in their member communities. They were especially interested in the issue of the health effects of other human services (i.e. social development and recreation programs) on community wellness and capacity. PAGC health managers were especially interested in determining what information communities could collect to track and monitor their progress in the areas of community health and capacity outcomes.

This project, the First Nation's Health Development: Tools for Program Planning and Evaluation, builds on the 2002 evaluation to consider these issues. Here we describe the processes and activities undertaken between October 2002 and October 2005 to conduct the research.

Project Objectives

The objectives of this research project were to develop an evaluation framework and indicators for use by First Nations health organizations to track the effects of health and human service programs under their jurisdiction. Underlying the identification of appropriate indicators was the need to conduct research on local level concepts of community health and capacity to inform the development of an appropriate evaluative framework within which to situation programs, activities and indicators (see Figure 1).

Figure 1
Research Project Logic Model



Location

The research took place in communities selected by the community partners within the Prince Albert Grand Council district in the northern geographic area of Saskatchewan (see Appendix A). The PAGC communities included in this project were: Wahpeton Dakota Nation, Cumberland House Cree Nation, Red Earth Cree Nation, Fond du Lac Denesuline Nation, Black Lake Denesuline Nation and Hatchet Lake Denesuline Nation. During the time of this project, the newly formed Athabasca Health Authority (AHA), assumed responsibility for health service delivery in the Athabasca region (i.e., Black, Lake, Fond du Lac) and at the request of the Chief Executive Officer, we also included the three provincial communities serviced by AHA. These communities, with a significant population of First Nations and Aboriginal people, are Stony Rapids, Camsell Portage and Uranium City.

B. RESEARCH DESIGN

1) Participatory Design

A participatory research design was used with a team that included university researchers and managers of three First Nations health organizations: the Prince Albert Grand Council (PAGC), the Athabasca Health Authority and the Northern Inter-Tribal Health Authority.

Individual communities were consulted prior to interviews to confirm their interest and participation in the project, and meetings were held throughout the duration of the project to provide regular updates to the First Nation research partners and community Health Directors.

Significant effort was made to keep the research process iterative, both by the strategies employed in data collection and analysis and by the participation process of the research communities. Community Health Directors and First Nations research partners provided advice and feedback at key points in the project, including reviewing focus group questions prior to their introduction in community meetings, and critiquing several iterations of the draft framework, indicators

2) Negotiating Community Consent

It was important to first introduce the project to potential participant communities before beginning data collection at any level. Because the Health Directors in each of the six First Nation communities had been identified as the key informants and community level contacts, a project presentation was made to a meeting of the Prince Albert Grand Council (PAGC) Health and Social Development Working Group (HSDWG), a forum in which all PAGC Health Directors participate. This group remained the main communication conduit for the participating communities. Meetings were also held with senior managers of PAGC, AHA and NITHA early on in the project.

In addition to the individual consent process for interviews and focus groups, we also negotiated community consent with the leadership of each of the participating First Nation communities. A Memorandum of Agreement to Participate (Appendix B) was developed for Health Directors to take to their leadership for review and approval. This document outlined both the assistance to be provided by the Health Directors to the project and the products the researchers and the project would return to the community.

Measures to ensure confidentiality were outlined in the ethics application approved by the university and communicated to the communities and research partners during the development of the Memorandum of Agreement to Participate, as well as during individual interviews and focus groups. Measures included a Confidentiality Declaration form signed by research team members and staff who would have access to the interview data.

Confidentiality issues related to the small number of key informants were managed by ensuring that comments of individual participants would not be identifiable in reported findings. Interview data is kept in a locked cabinet at the SPHERU Prince Albert office. Interviews and focus group discussions were taped using digital recording equipment. We ensured that copies of digital files, both actual interview audio files and transcription files were deleted from any computers they may have been placed on for working purposes. A set of digital files is stored password-protected in the locked cabinet along with the interview transcriptions.

3) Data Collection & Analysis

The project included three levels of data collection:

- Collection and analysis of secondary data to create program logic models, and informal interviews with program managers to confirm logic model accuracy;
- Key informant interviews with Health Directors in each First Nation community;
- Focus groups with community members in six First Nation and three provincial communities to validate and expand the draft framework and indicators.

Development of Logic Models

The first step in the data collection involved obtaining information on health and human service programs delivered at the community level in order to build program logic models¹. This was done both to help the researchers understand the community based programs and to provide an evaluation and planning tool to the program managers. A detailed description of a logic model is contained in Appendix C.

Although there were nine communities involved in the project, six First Nation and three provincial communities, logic models were created only for the programs delivered in the

¹ A logic model is a summarized graphical representation of the goals, objectives, resources, activities and anticipated outcomes of a program. It is normally displayed on one page and is used to assist with both the understanding and evaluation of programs.

First Nation communities. At the time that the logic models were created, nursing and professional health services (and other social program) were provided to the participating First Nation communities through the Prince Albert Grand Council and Bands provided para-professional health services.² Therefore, a level of autonomy exists around program design and spending for program managers at the local level. At this point in the process program information was collected at the Prince Albert Grand Council level (second level³) and later verified at the community level.

Program data was first collected through an examination of secondary data, or currently existing documentation, related to the Health, Social Development, Education, Justice and Economic Development programs. Second level service managers, who oversee the delivery of programs to the community, were contacted to inform them of the project and request program documentation. Materials such as organization charts, annual reports, program manuals, publications and pamphlets, work plans and daily activity logs were examined and from them the goals, resources, activities, and short- and long-term objectives of the programs were determined.

Unstructured interviews were held with second-level program managers to clarify and confirm our understanding of the programs. Drafts of the logic models were then returned to these managers who were asked to provide feedback to ensure they accurately reflected the programs. Revisions were made and a final set of logic models was created of all the programs that were delivered in each of the communities. A set of generic logic models, without community variation, was provided to the First Nation research partners; Prince Albert Grand Council (PAGC) the Athabasca Health Authority (AHA) and Northern Inter-Tribal Health Authority (NITHA).

In interviews with community Health Directors, the generic logic models were reviewed and revised to create a set of community-specific logic models, which included variations in program functioning specific to individual communities. Each community was provided with their set of logic models, along with a summary sheet highlighting program delivery information specific to their community.

² During the time that the study was conducted, the newly formed Athabasca Health Authority began to provide nursing and professional health services to the two First Nation communities (Fond du Lac, Black Lake) and provided all health services to the provincial communities of Stony Rapids, Camell Portage and Uranium City. The two Bands continue to provide para-professional health services in these First Nation communities.

³ First level services are those delivered at the community level by community-based staff; second level services refer to the overall management of programs provided by the Prince Albert Grand Council to member communities.

A list of the programs that logic models were developed for is attached as Appendix D; Appendix E lists the source documents upon which the logic models were created. A set of generic logic models is included as Appendix F.

Key Informant Interviews with Health Directors

Phase I of the research strategy also involved collecting data from Health Directors in the six First Nation communities. Interview questions were developed by the research team (see Appendix G) and researchers travelled to the communities to conduct the interviews.

Part A of the interview questionnaire was designed to discover the major health issues within communities; how the concepts community wellness and community health are understood; how the concept of community capacity is understood and how it is seen to relate to community health; and to determine which domains of community health and capacity currently defined in the literature are relevant to First Nation communities, and if any new domains exist. Part B of the interview questions related to the logic models, which were reviewed and revised by Health Directors to reflect program delivery at the community level. Questions also addressed how the programs were seen to contribute to community health and capacity. Parts A and B were separated into two interview sessions.

Interview data were transcribed verbatim and the transcripts were mailed back to the participants for review and release. Transcripts were then revised if required, and analyzed using a grounded theory approach (Charmaz, 2000). Using a grounded theory approach means that interpretations are grounded in the experiences of those being interviewed, with the researcher consciously limiting preconceived notions about what the data might or should say. Grounded theory is especially useful in uncovering unanticipated themes and relationships. Grounded theory begins with assigning codes to text segments and initiates the interpretation or creation of themes. Coding can be done line-by-line or in blocks of text (Charmaz, 2000). Coding for this project was done in blocks of text in order to retain the context in which comments were made. A qualitative data analysis software package, Atlas.ti (versions 4.2 and 5.0) was used to support data management and analysis. Atlas.ti is a widely used program based on grounded theory (Barry, 1998) and is especially useful for managing the coding, analysis, and dissemination processes.

A preliminary analysis was completed for each community interview, beginning with the themes introduced by interview participants followed by themes drawn from the interview schedule. These summaries were then combined into one analytical document. From the

combined interview data, we created a draft framework, consisting of two diagrams that captured participant perspectives on the concepts of community health/wellness and capacity.

It was important that the framework be validated by the community-based Health Directors prior to presenting them at community focus groups, so a meeting was held to review the initial draft framework. From the feedback received at this meeting, revisions were made to the framework and a second meeting was held with Health Directors to approve this version.

Appendix H contains the final draft evaluative indicators framework created for presentation to the focus groups:

Diagram 1 – Concepts of Community Health and Community Wellness

Diagram 2 – Key Domains of Community Health and Community Wellness

Focus Groups with Community Members

Focus groups were held in each of the First Nation research communities as well as in the three provincial communities of Stony Rapids, Uranium City and Camsell Portage. In each instance community representatives (Health Directors in the First Nations communities) were contacted to assist with identifying participants and organizing the focus group meeting.

A total of 59 community members took part in ten (10) focus groups, with the number of participants in each ranging from a minimum of two to a maximum of ten (see Table 1).

Table 1
Focus Group Participants

Community Focus Groups	Participants N=59
Stony Rapids (AHA)	10
Stony Rapids (community)	7
Uranium City	3
Camsell Portage	4
Fond du Lac	9
Black Lake	8
Hatchet Lake	7
Cumberland House	5
Red Earth	3
Wahpeton	3
Totals:	59

Focus group participants were presented with the draft evaluative framework and were asked to respond with their views of community health and wellness (focus group questions are in Appendix I). Participants were also asked to express these views as additions or deletions to draft framework. As part of the discussion on each domain and issue, community-relevant indicators were often suggested by participants.

Focus group participants were also asked to comment on the presentation of the framework, and for their suggestions for appropriate graphics to use.

Interview data were transcribed verbatim and the transcripts were mailed back to the participants for review and release. Each participant was asked to edit only their comments, and not those of others in the group. Transcripts were then revised if required, and analyzed, again using a grounded theory approach.

Coding of the focus group data was done in blocks of text in order to retain the context in which comments were made. Each community's focus group transcript was analyzed for additions or deletions to the community health and capacity domains, and for new issues and indicators. A table listing the revisions was created for each community. From the tables, community-specific framework diagrams were created and returned to each community. A second level of analysis created a general framework which incorporated the domains, issues, and indicators common to all communities.

c. Development of Community Health Framework & Indicators

Development of the comprehensive community health and wellness indicators framework began with reviewing each domain description and making any necessary revisions to ensure each one reflected the community definition of the domain. A set of indicator categories was then identified within each of the domains, and issues and indicators related to each area, as described by participants, were summarized. The next step was to search for existing data sources that would potentially be available at the community level. The components of the community health indicators framework are *domain*, *indicator categories*, *identified issues*, *community-proposed indicators* and *existing data sources*, as illustrated in Table 2, using Healthy Lifestyles (Self-Care) as an example.

Table 2
Community Health Indicators Framework – Components

Domain	Indicator Categories	Identified Issues	Community-proposed Indicators	Existing Data Sources
Healthy Lifestyles	Self-care	Healthy eating		RHS Adult/Adolescent/Child Survey – Questions 59/29/50 Health Canada 2003 Nutrition Survey – Questions 21 & 22
		Healthy socializing		
		Healthy self-image	girls saying no to sex	
		Medical treatment	taking medication as prescribed	no indicator source (confidentiality issues)
			attendance at support groups	local survey of health and social agencies offering support groups
			# of medical appointments kept/missed	no indicator source (confidentiality issues)
			comfort with disclosing health issues	no indicator source
		Healthy home	keeping regular bedtime hours	no indicator source
			limiting TV/video game use	RHS Child/Adolescent Survey – Questions 57& 69
		Hygiene		
	Participation	Social activities		
		Physical activities		
		Elders & youth		
		Programming		
	Motivation	Promotion		
		Environmental conditions		
		Affordability		
		Early engagement		
		Nutrition/fitness awareness		

To create the toolkit for use at the community level, the information above was revised into a more user-friendly format and organized in a binder for easy reference. The web addresses of possible data sources were identified and referenced in the toolkit. Due to the fact that web addresses can change without notice, we have sometimes referenced the web source at the source level (i.e. Statistics Canada specific survey) rather than at the document level. A student from the Indian Communication Arts Program at First Nations University created a stylized community health and wellness indicators framework diagram, incorporating the appropriate colours and shapes identified by our partners and community participants (see Appendix J). An example of the user friendly format in the toolkit is provided in Appendix K, where Indicator # 27 from the Services and Infrastructure domain, Service Delivery indicator category is presented.

D. Pilot Testing the Framework & Indicators

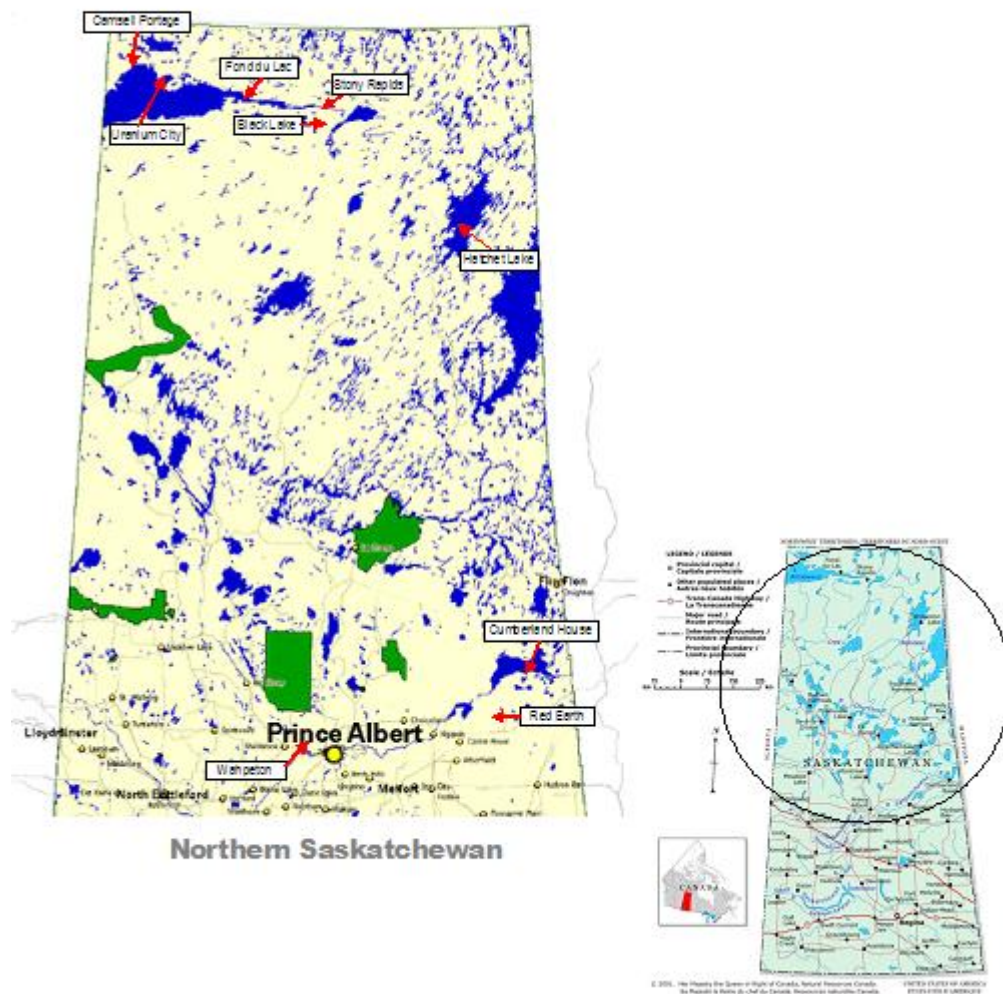
The toolkit was piloted to test the framework design, format, and layout, and to assess the availability of indicator data at the community level. A pilot community was selected at the September 20, 2004 project meeting with community Health Directors. The choice of community was primarily based on the availability of indicator data from Statistics Canada for the community; due to in part to its size and its participation in recent surveys. A university research team member travelled to the community and worked with a community member to review the framework and the toolkit, and search for data on selected indicators. Additionally, in April 2005 the draft Community Health Indicators Framework was presented to the health director in the pilot community, community representatives, and representatives from the Athabasca Health Authority, for their review and comments. The experience of conducting the pilot and the feedback received from the pilot community was incorporated into the final revision of the tool kit. A second phase of the project, which would see the implementation of the toolkit in participating communities, is planned.

References

- Barry, C.A. (1998). Choosing qualitative data analysis software: Atlas/ti and Nudist compared. *Sociological Research Online*, 3. (Available at: <http://www.socresonline.org.uk/socresonline/3/3/4.html>)
- Charmaz, Kathy. (2000). "Grounded Theory: Objectivist and Constructivist Methods", in Norman K. Denzin and Yvonne S. Lincoln (Eds.). *Handbook of Qualitative Research*. Thousand Oaks, California: Sage Productions. 509-53

APPENDICES

Communities Participating in the
First Nation's Health Development Project



MEMORANDUM OF AGREEMENT TO PARTICIPATE

Project Title: **First Nation's Health Development:
Tools for Program Planning and Evaluation**

The purpose of this memorandum is to provide the terms under which each community agrees to participate in the above project. The memorandum outlines the assistance provided by the community contact person and the products the researchers will return to the community.

For the purposes of this project, the community contact will be the Health Director in each First Nation community and the local leadership (or designate) in the provincial communities in the Athabasca region.

Primary Research Team: Dr. Bonnie Jeffery, University of Regina
 Dr. Sylvia Abonyi, University of Regina
 Colleen Hamilton, Project Coordinator
 Shawn Ahenakew, Project Assistant
 Ernie Sauve, Prince Albert Grand Council
 Anne Unsworth, Prince Albert Grand Council
 Georgina MacDonald, Athabasca Health Authority
 Lionel Bird, Northern Inter Tribal Health Authority

The community contact agrees to:

- Assist the researchers with setting up meetings to interview key informants in the community
- Assist the researchers with setting up focus groups with Health Committee members and with community members
- Assist the researchers in identifying a community member who will be hired and trained to conduct interviews and assist with focus groups in the community
- Provide advice to the researchers on the appropriate methods of involving their community in this project
- Participate in periodic research team meetings to review the deliverables developed throughout the project
- Review information specific to their community to ensure that it accurately reflects their program information

The researchers agree to:

- Provide a document reviewing the literature in the area of Aboriginal health and capacity building
- Hire and provide training for any community members who may be selected to assist with interviews and focus groups
- Provide community specific models of each program delivered in the community that relate to health
- Provide a copy of the deliverables for review and comments
- Provide a manual suggesting the types of information that could be collected to assist with program planning and evaluation
- Provide ongoing updates on the project work through access to a web-site Where accessing a web-site is difficult, a CD-ROM of all the information will be provided at regular intervals
- At all times, the researchers will maintain confidentiality of information gathered from individual interviews and community focus groups

This document describes the terms of reference for community agreement to participate in this project. Individual informed written consent will be obtained from those who agree to participate in the interviews and focus groups.

This memorandum will be reviewed periodically throughout the project to ensure that the project is being conducted in an appropriate manner in each community. Additional points may be added throughout the duration of the project.

Chief

Date

Health Portfolio Councillor

Date

Health Director

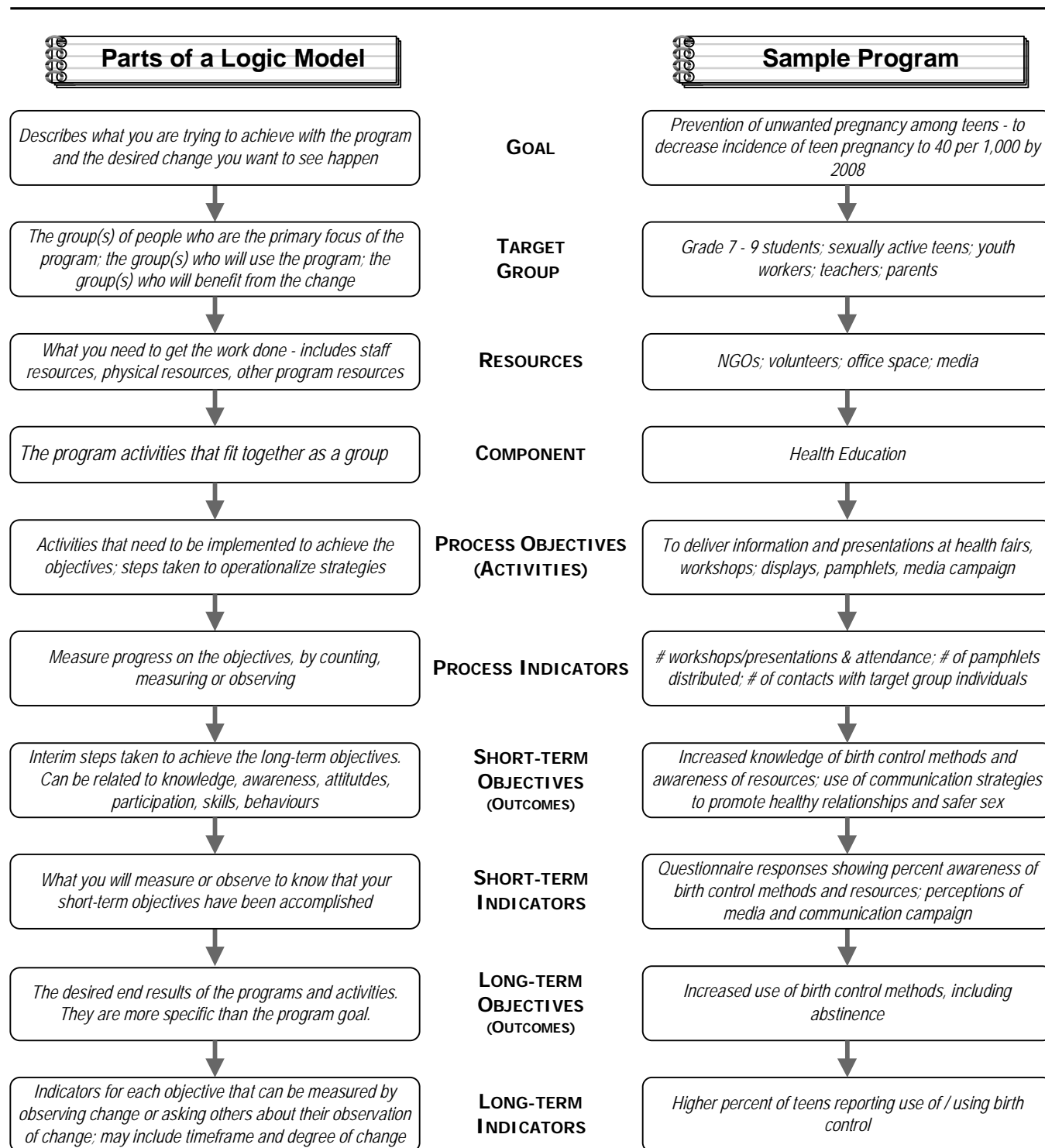
Date

Bonnie Jeffery
On behalf of the research team

Date

What is a Logic Model?

- ♦ A tool used to describe and understand the overall structure and function of a program or service
- ♦ Describes how a program **ideally** should function, based on the program theory and goals
- ♦ Depicts relationships between the main activities or components of a program and its associated goals, objectives, outcomes and resources
- ♦ Can be used as a communication tool to describe a program or service to stakeholders, funders and program staff
- ♦ Can be used to assist in program planning and evaluation by:
 - illustrating the link between activities and outcomes
 - identifying differences between how the program should work and how it presently operates



PAGC Program Logic Models

Health	Social Development	Education	Justice	Economic Development
Nursing	Brighter Futures	Sports, Culture & Recreation	Justice Program	Community Internet Access
Addictions	Daycare			
Environmental Health	Head Start			
Holistic Health				
Health Promotion				
Diabetes				
Home & Community Care				
Dental Therapy				
Sexual Wellness				
Canadian Prenatal Nutrition Program (CPNP)				

Research Communities:

Prince Albert Grand Council:

Wahpeton Dakota First Nation
Cumberland House Cree Nation
Red Earth Cree Nation

Athabasca Health Authority:

Hatchet Lake Denesuline Nation
Black Lake Denesuline Nation
Fond du Lac Denesuline Nation

Provincial:

Stony Rapids
Uranium City
Camsell Portage

Logic Model Source Documents

Program	Documents
Brighter Futures	<ul style="list-style-type: none"> PAGC Brighter Futures documents: coordinator job description; Community Based Funding Package Executive Summary; Annual Workplan – April 1, 1999 to March 31, 2000 PAGC Annual Report – 2001-2002
Home and Community Care	<ul style="list-style-type: none"> Health Canada, 2000 – First Nations and Inuit Home and Community Care Planning Resource Kit – Service Delivery Plan 3A. www.hc-sc.gc.ca/msb Prince Albert Grand Council Health and Social Development – Nursing Program Workplan – April 1, 2002 to March 31, 2003 Paskawaskikh First Nation Home & Community Care Service Delivery Plan, April 2001
Justice Program	<ul style="list-style-type: none"> PAGC Annual Report – 2001-2002 PAGC Justice Program and Services document
Headstart	<ul style="list-style-type: none"> PAGC – Aboriginal Headstart Proposal and Budget 2000-2001, 2001-2002 Health Canada Website – First Nations Head Start On Reserve www.hc-sc.gc.ca/fnihb-dgspni/fnihb/cp/fnhisor/introduction.htm Health Canada Website – Population and Public Health Branch, Alberta/NWT Program/Project Info – Aboriginal Head Start www.hc-sc.gc.ca/hppb/regions/ab-nwt/program/e_ahs.html
Daycare	<ul style="list-style-type: none"> PAGC Daycare Package – July 2001, Section 4 – Quality Care Prince Albert Grand Council Health and Social Development – Daycare Workplan – April 1, 2001 to March 31, 2002 PAGC Monthly Activity Reports from community daycares (Fond du Lac, Red Earth, Wahpeton,
Sexual Wellness	<ul style="list-style-type: none"> Prince Albert Grand Council Health and Social Development – Sexual Wellness Workplan – April 1, 2002 to March 31, 2003 Prince Albert Grand Council CSHA (Canadian Strategy for HIV/AIDS) Proposal – April 2001 to March 2002
Canadian Prenatal Nutrition Program (CPNP)	<ul style="list-style-type: none"> Prince Albert Grand Council Health and Social Development-Canada Prenatal Nutrition Program Proposal Submission Worksheet Prince Albert Grand Council Health and Social Development Programs and Services CPNP First Nations and Inuit Component – National Framework for Program Expansion 1999/2000 – April, 2000 Health Canada website – Population and Public Health Branch, Alberta/NWT Region Project Info – Canada Prenatal Nutrition Program www.hc-sc.gc.ca/hppb/regions/ab-nwt/program/e_cnpn.html
Diabetes	<ul style="list-style-type: none"> Prince Albert Grand Council Health and Social Development Services Brochure Handout: Appendix A Goal for Continuation of the project in order of priority Handout: Saskatchewan Region Aboriginal Diabetes Initiative-On Reserve Programming and Financial Report for 2000/2001 (6 pages-work plan)

Program	Documents
	<ul style="list-style-type: none"> • Community Health work plans (Health Transfer Communities) • Health Canada Website – Aboriginal Diabetes Initiative: First Nations and Inuit in Inuit Communities Program. www.hc-sc.gc.ca/fnihb-dgspni/fni...cations/onreserve_program_framework.htm • Diabetes Education Program Timeline April 2001-March 2002 • Prince Albert Grand Council Job Description: Community Diabetes Nurse Educator • PAGC document: Duties/Responsibilities: Diabetes Program Assistant
Education	<ul style="list-style-type: none"> • meeting with Education program manager – information on non-academic (i.e. social) programs offered through the schools in the communities is only available in the communities • provided with a list of contacts – education coordinators and principals
Community Internet Access	<ul style="list-style-type: none"> • telephone interview with Information Technology Manager
Dental Therapy	<ul style="list-style-type: none"> • Prince Albert Grand Council Programs and Services Brochure • Prince Albert Grand Council – Health Social Development Dental therapy Program Work Plan. April 1, 2002 – March 31, 2003. • PAGC Annual Report – 2001-2002 • Prince Albert Grand Council-Health and Social Development Community Work Plans • Prince Albert Grand Council Job Description: Senior Dental therapist/Dental Therapist
Sports, Culture & Recreation	<ul style="list-style-type: none"> • PAGC Annual Report –2001-2002 • Technical Manual: Saskatchewan First Nation Winter and Summer Games. • Prince Albert Grand Council Sports, Culture and Recreation Association Policies and Procedures Manual

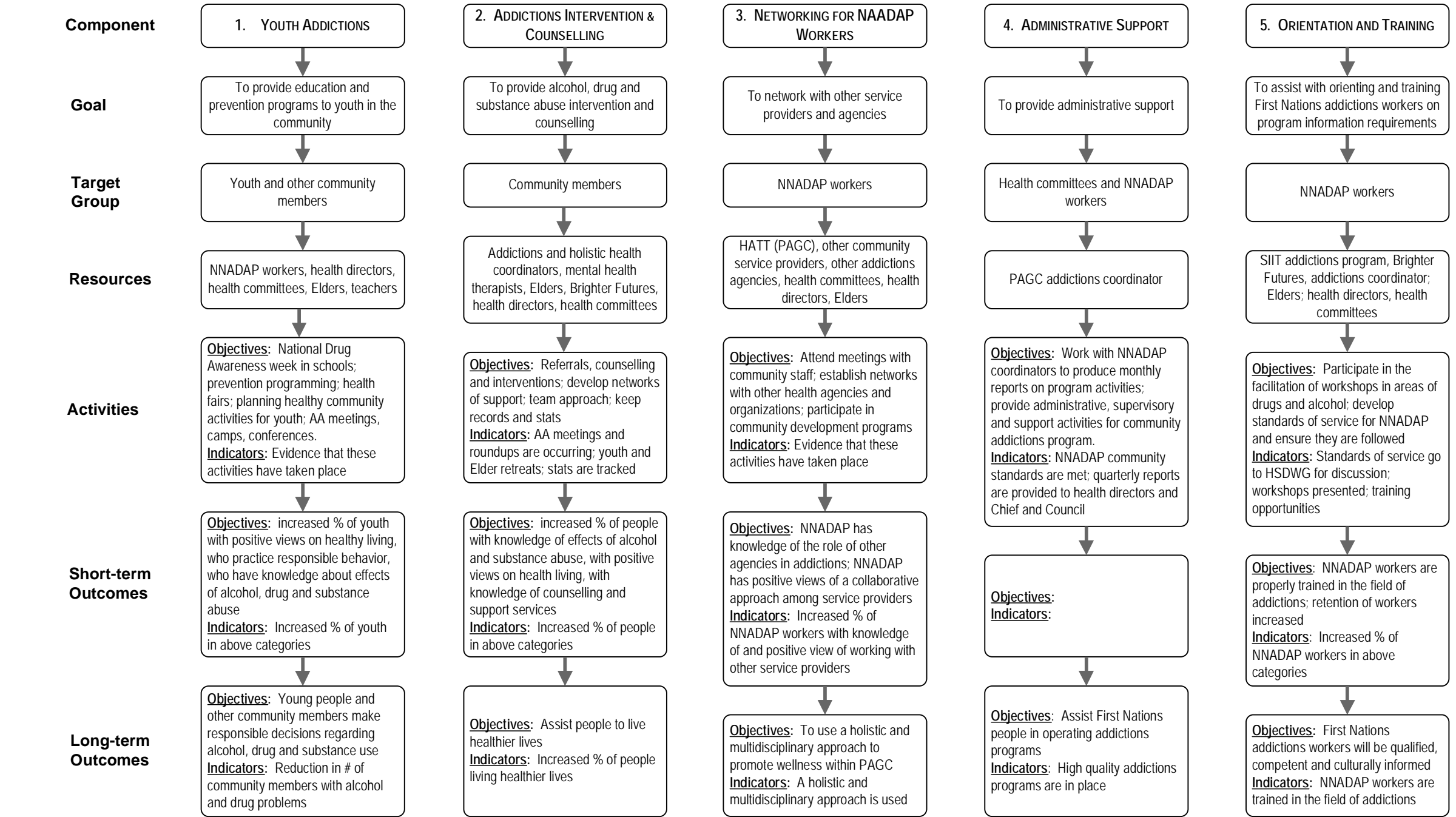
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Appendix F

Generic Logic Models

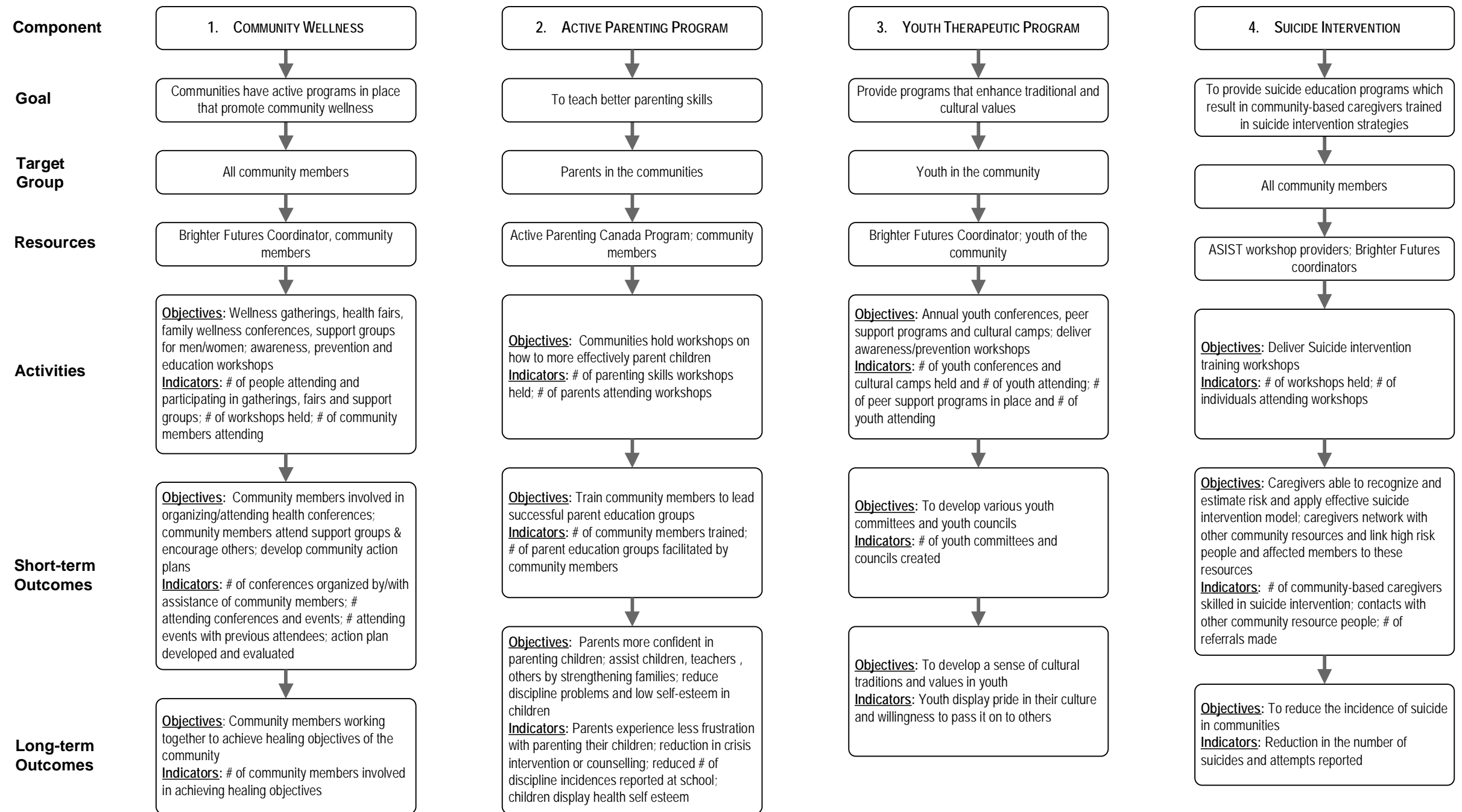
Addictions

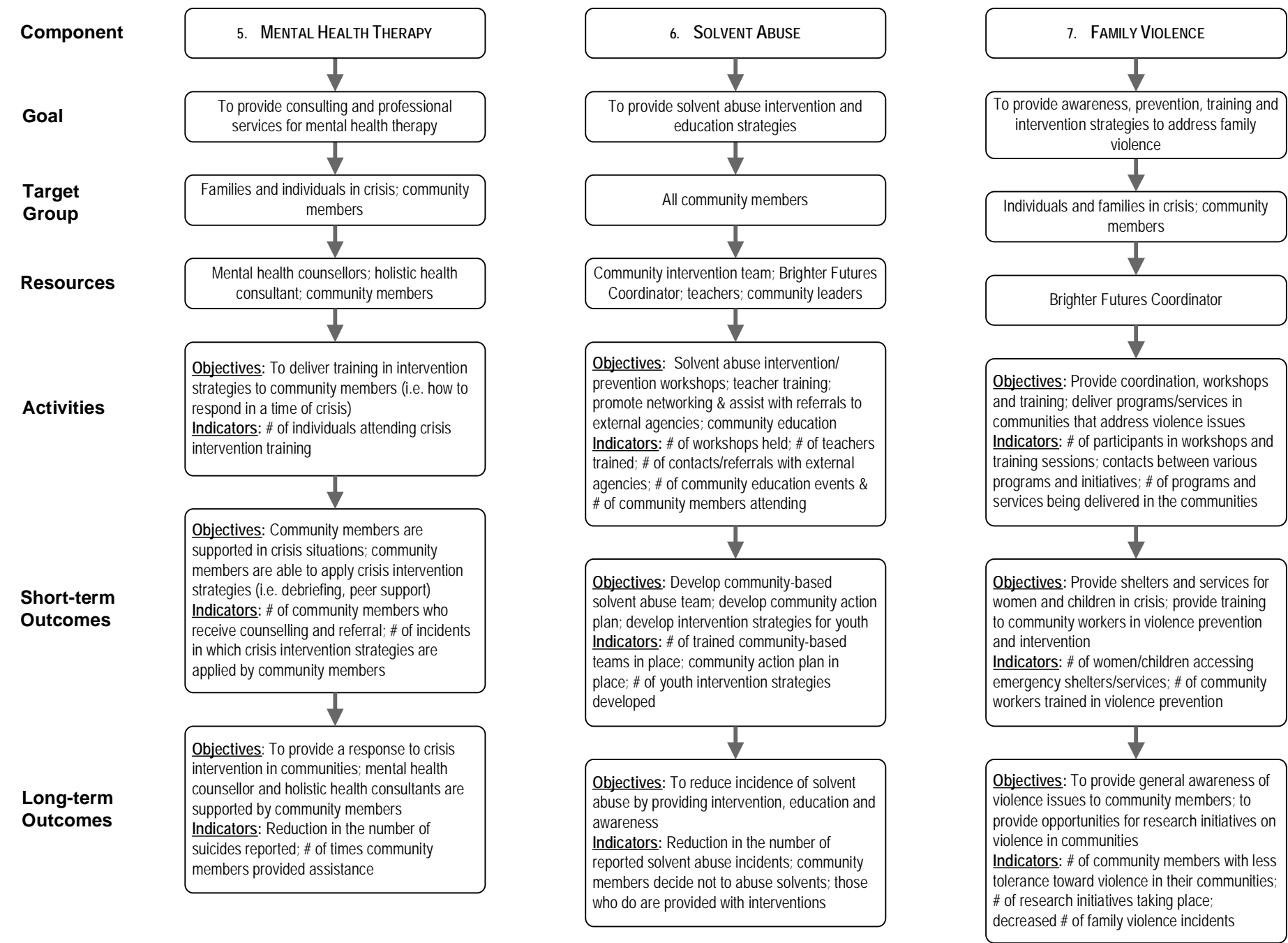
To support First Nations people and their communities in establishing operating programs aimed at arresting and offsetting high levels of alcohol, other drugs and substance abuse among the target population living on reserves.



Brighter Futures

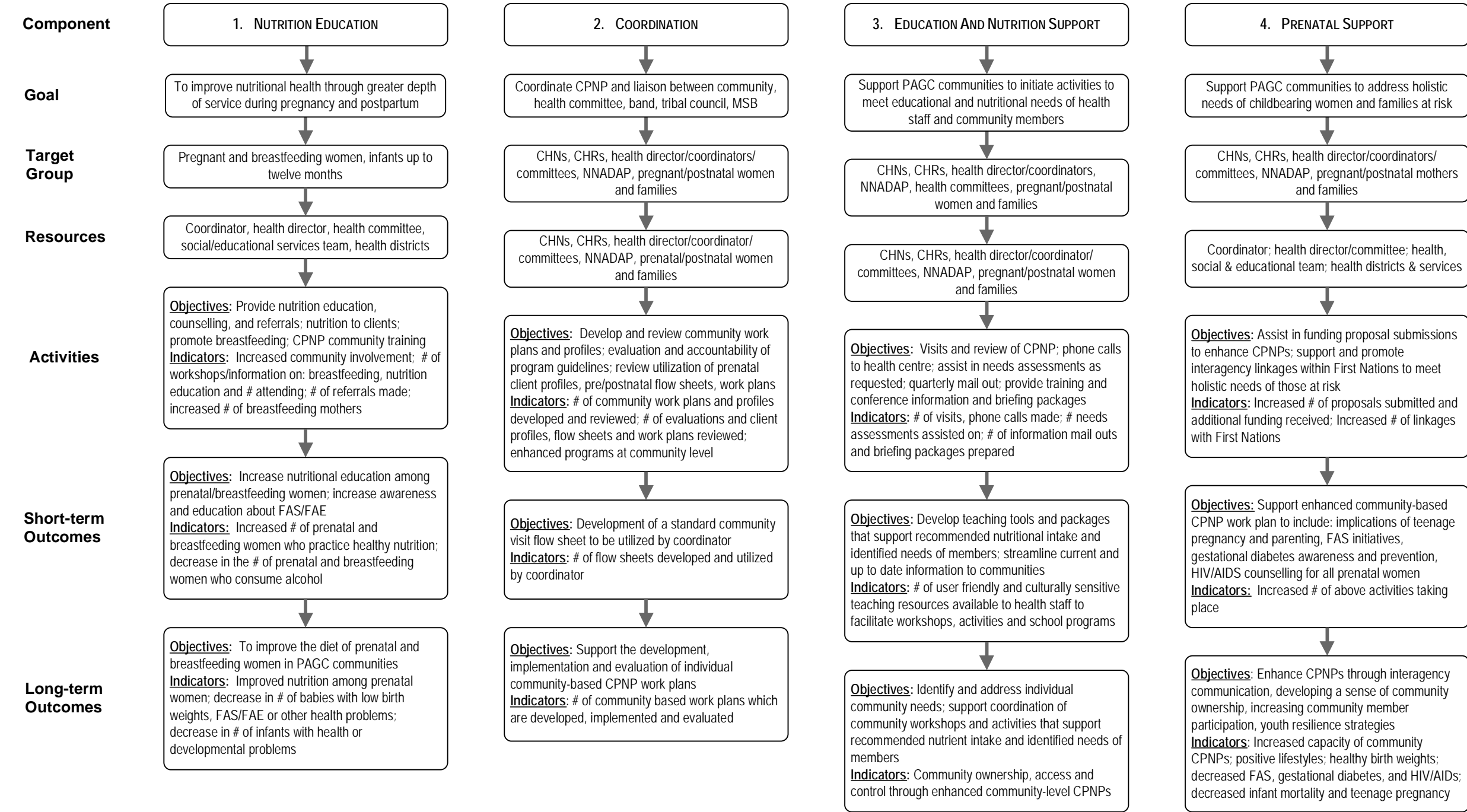
To manage the Brighter Futures, Building Health Communities and Family Violence initiatives contained within the community-based funding package. To ensure that program strategic elements include the restoration of traditional and cultural values, concept of healing, human resource development, provision of training and development of culturally appropriate prevention/postvention strategies, and to establish intervention resource capabilities.





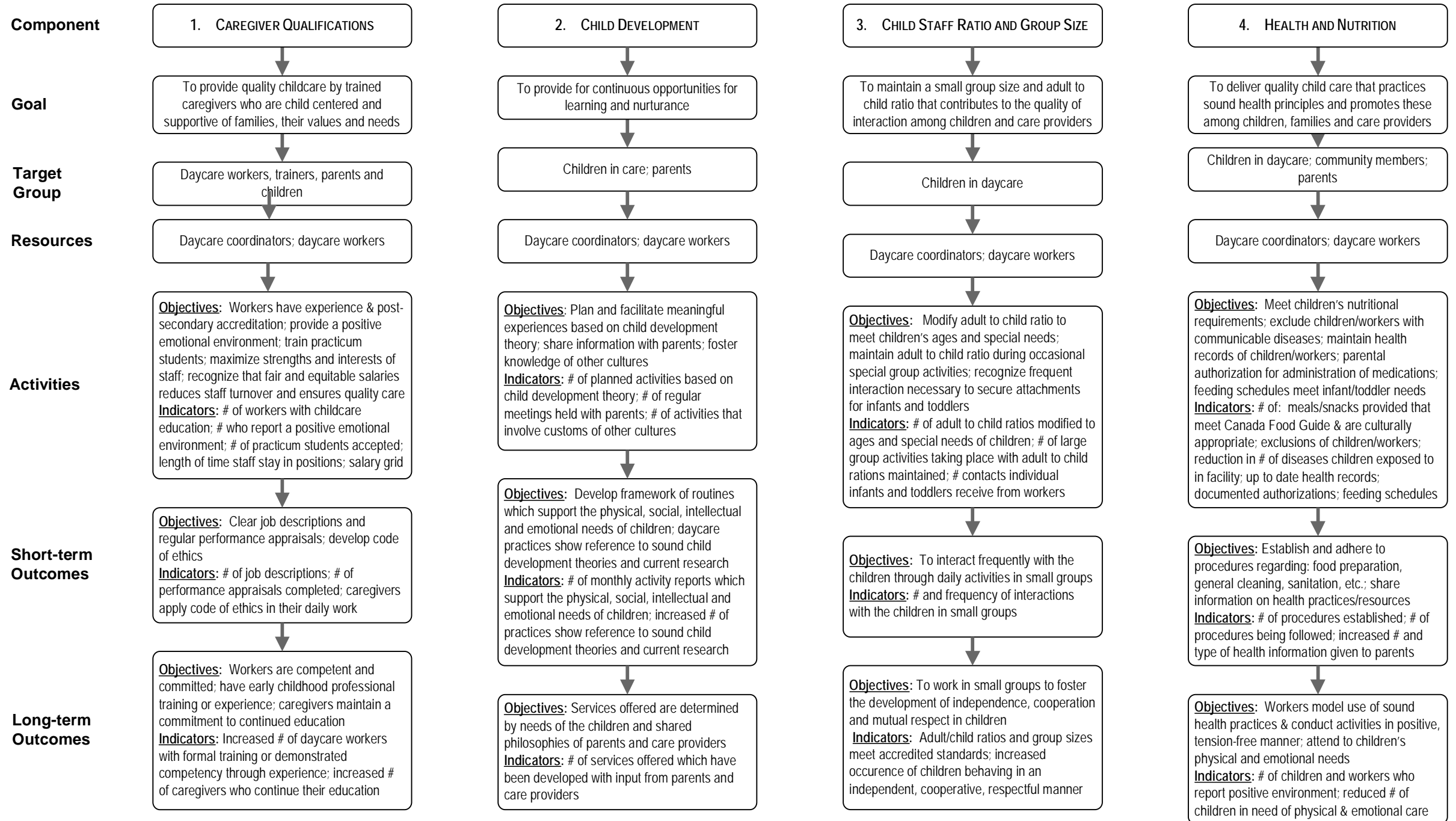
CPNP - Canada Prenatal Nutrition Program

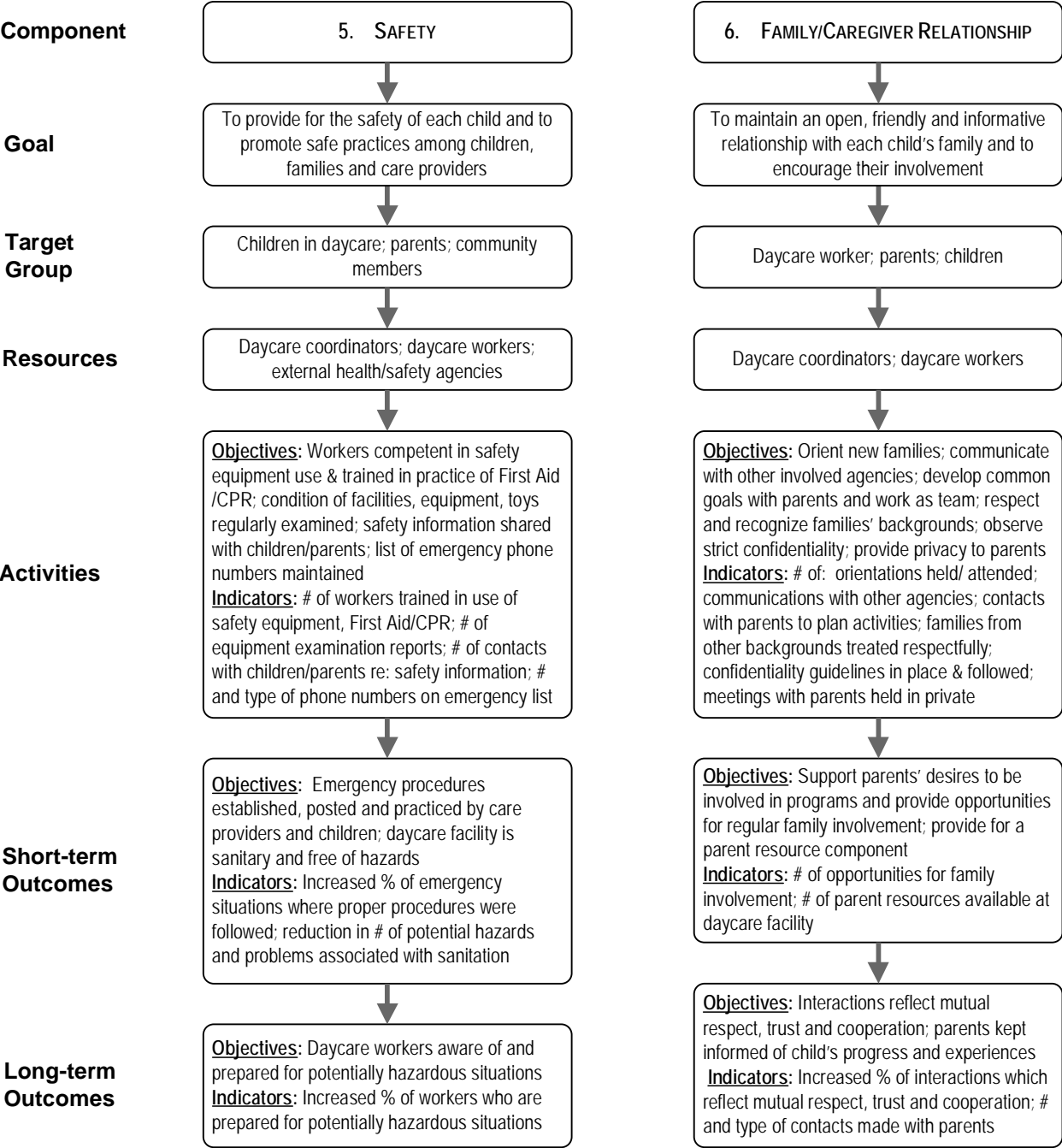
To provide maternal infant and nutritional health by providing a greater depth of service to women earlier in their pregnancy and for a longer duration postpartum.



Daycare

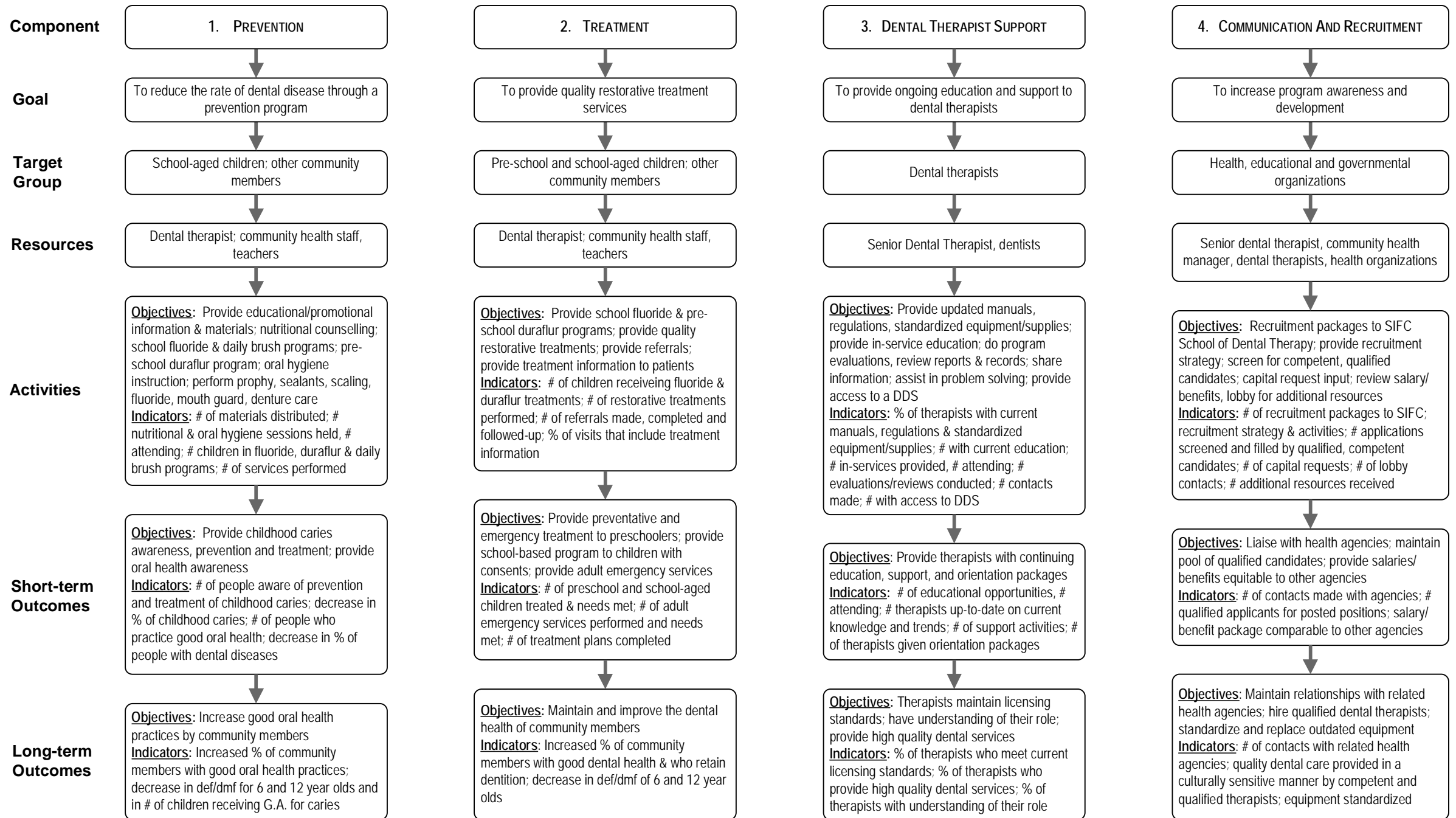
To provide quality community daycare which provides a healthy, safe environment; that promotes cultural and traditional teachings; which meets children's long and short term physical, emotional, cognitive and spiritual developments and needs.





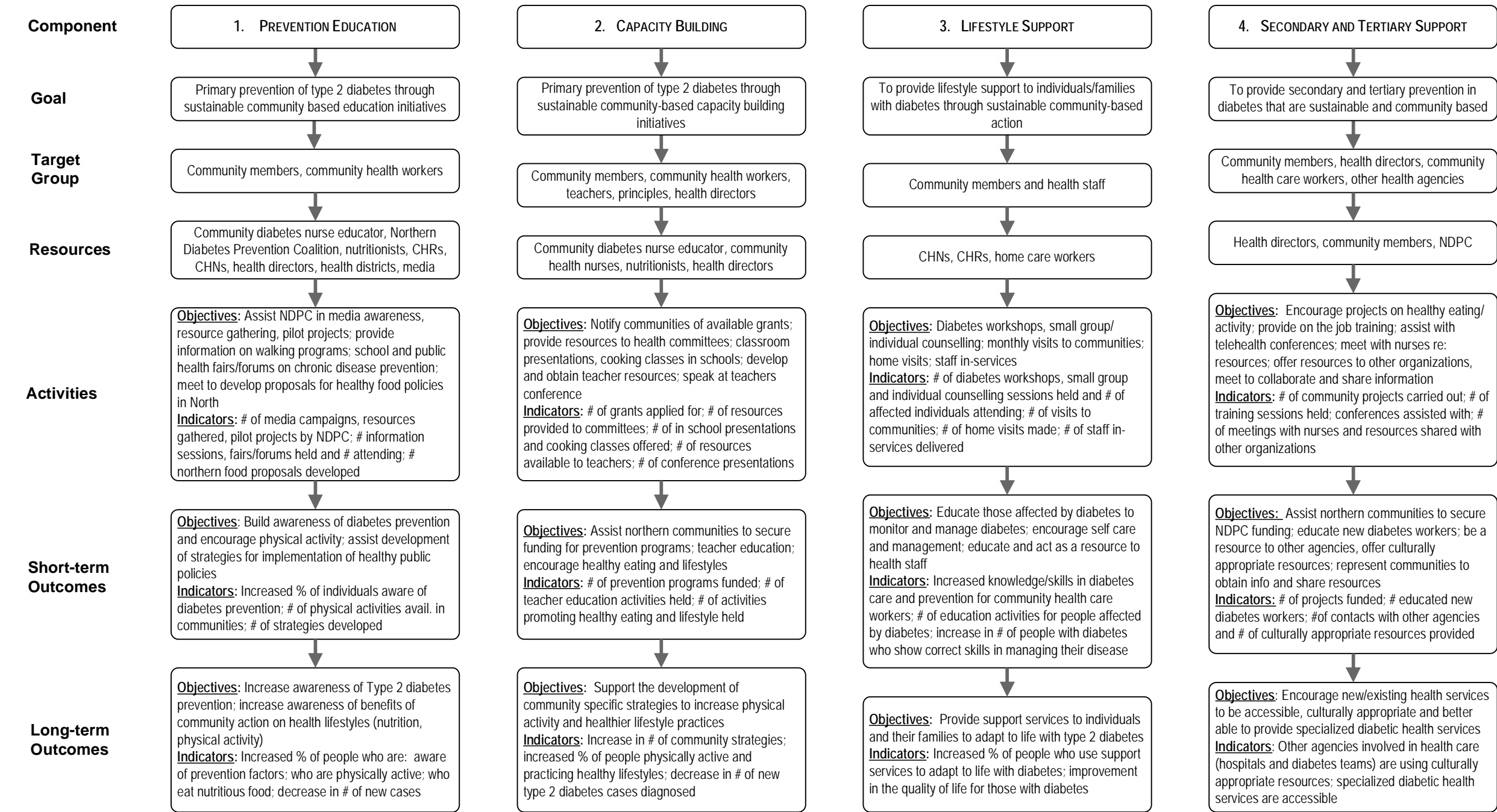
Dental Therapy

To assist on-reserve First Nations people in achieving optimal dental health.



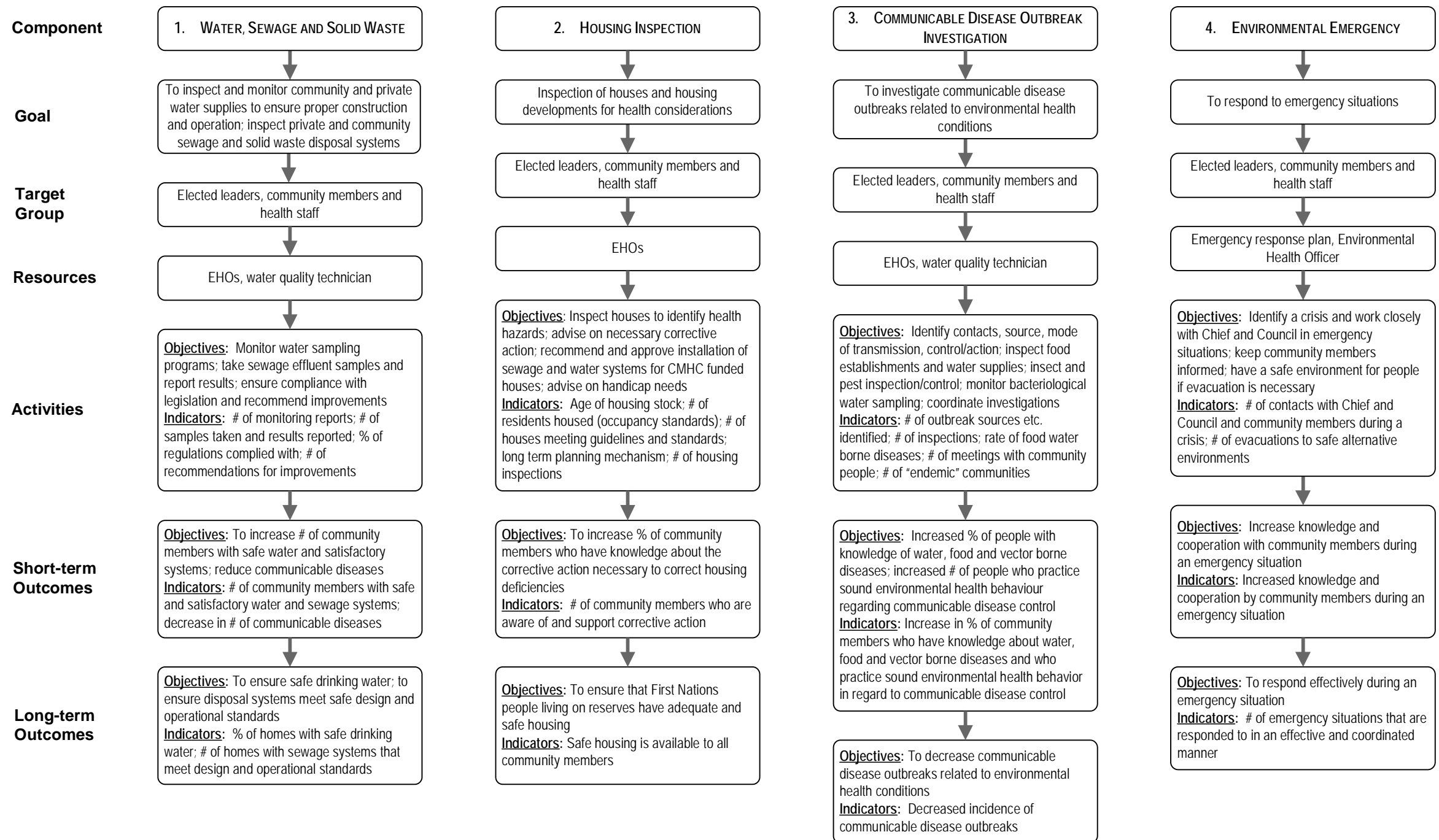
Diabetes

Primary prevention of Type 2 diabetes through sustainable, community-based action on-reserve.



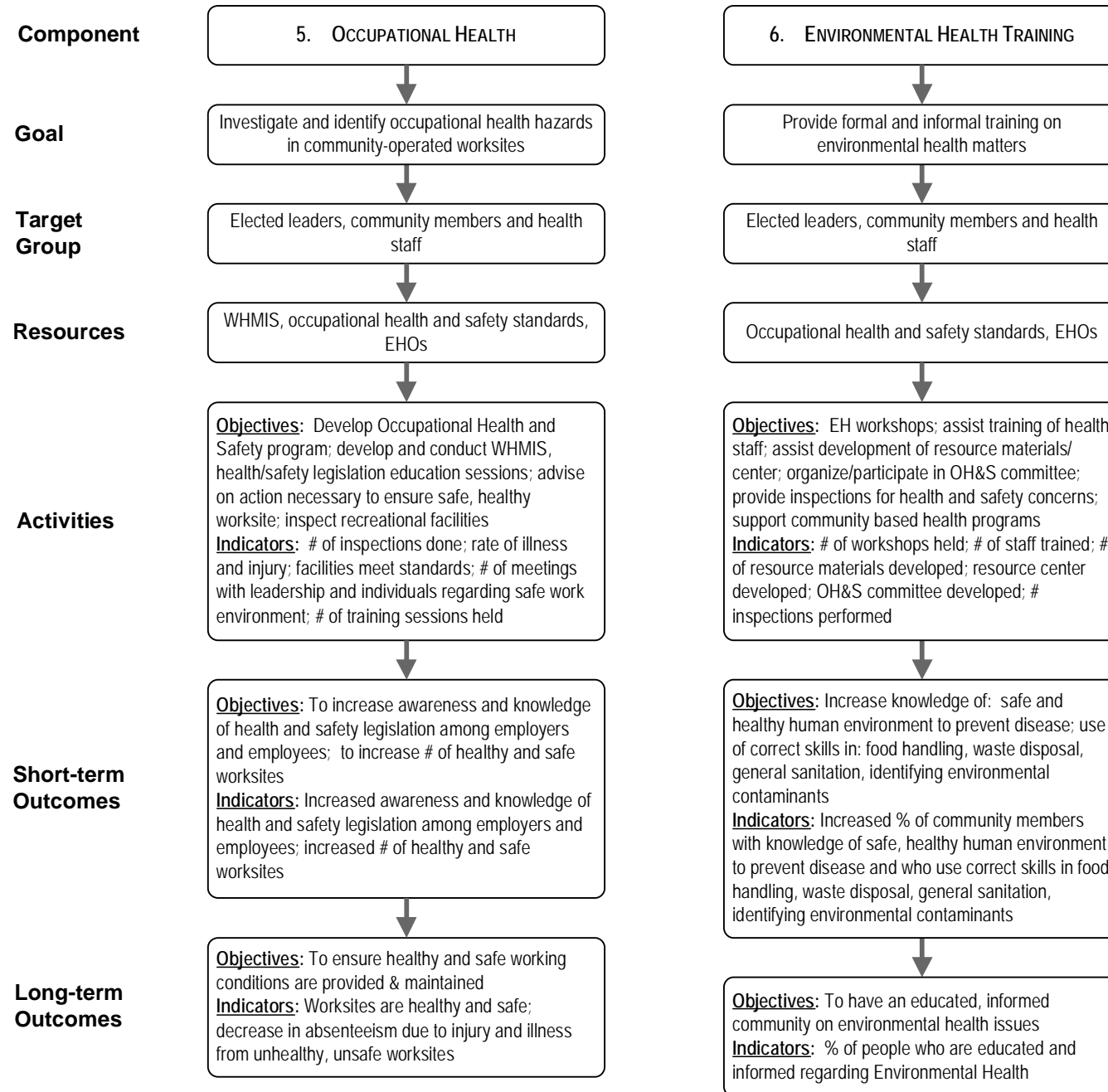
Environmental Health

Disease prevention through the maintenance of a safe and healthful human environment.



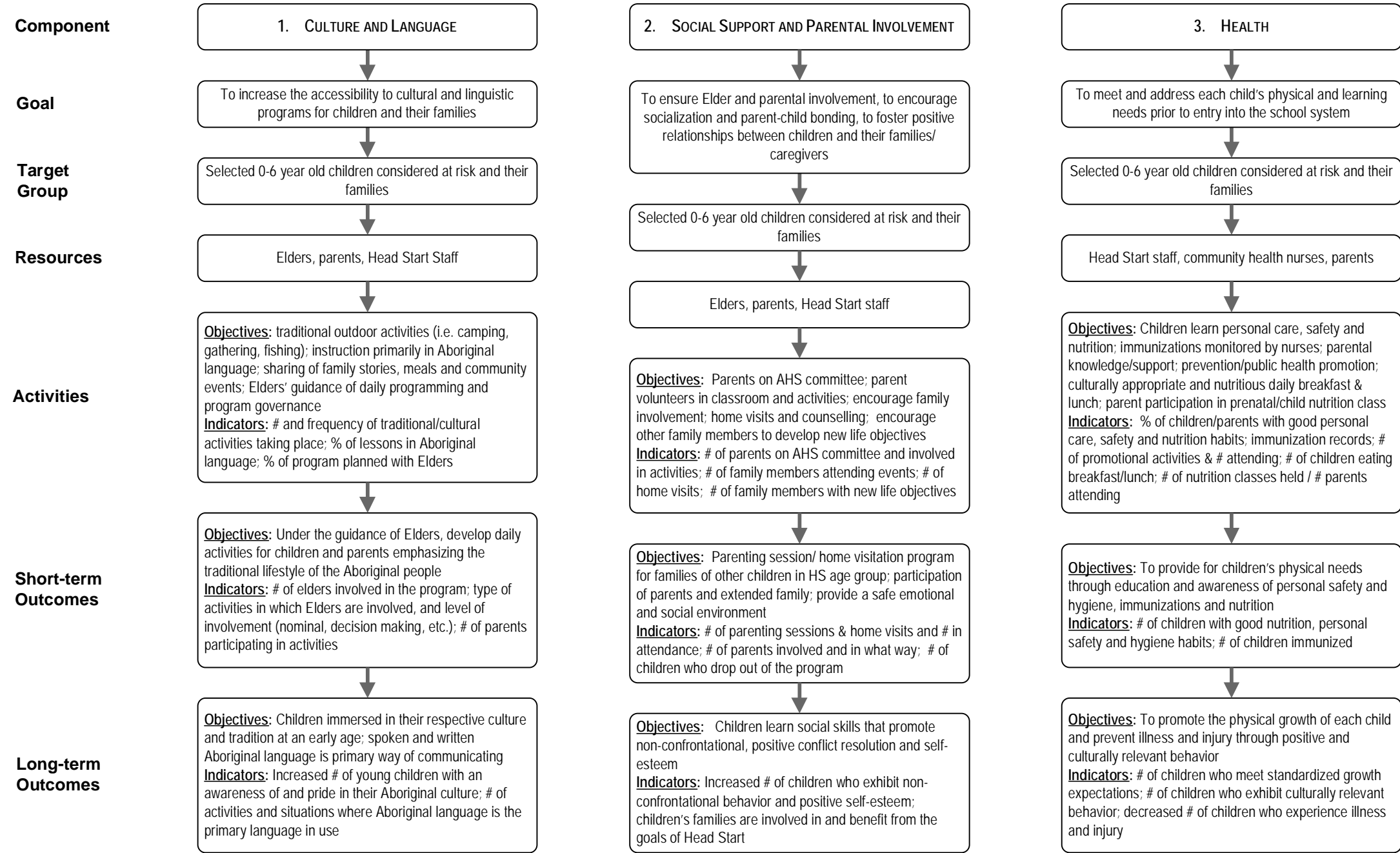
Environmental Health

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Head Start

To foster community and family healing, by mobilizing community and regional resources, to provide children with the programs and resources they need to develop a healthy body, mind, emotion and spirit.



Component

4. EDUCATION

5. PROGRAM DEVELOPMENT AND IMPLEMENTATION

Goal

To provide children with a head start in academic and cultural learning in order to facilitate the transition into the education and social environment

Develop sustainable, culturally appropriate early childhood development initiatives

Target Group

Selected 0-6 year old children considered at risk and their families

Participating PAGC communities; community members

Resources

Elders, parents, Head Start staff

PAGC AHS Advisory Committee; local AHS committee; parents, Elders; other program staff

Activities

Objectives: Activities designed to improve physical and cognitive skills; activities will revolve around traditional Aboriginal lifestyles
Indicators: # of activities taking place that develop physical skills; # of activities taking place that develop cognitive skills; # of activities which revolve around traditional lifestyles

Objectives: Select/train local staff; support autonomous HS projects; liaise with AHS committee; ensure compliance with child care regulations; establish criteria for child selection
Indicators: # of trained community staff; # of local-level decisions; amount of support from PAGC; # of meetings with AHS rep; % of regulations met; # of children selected based on criteria

Short-term Outcomes

Objectives:
Indicators:

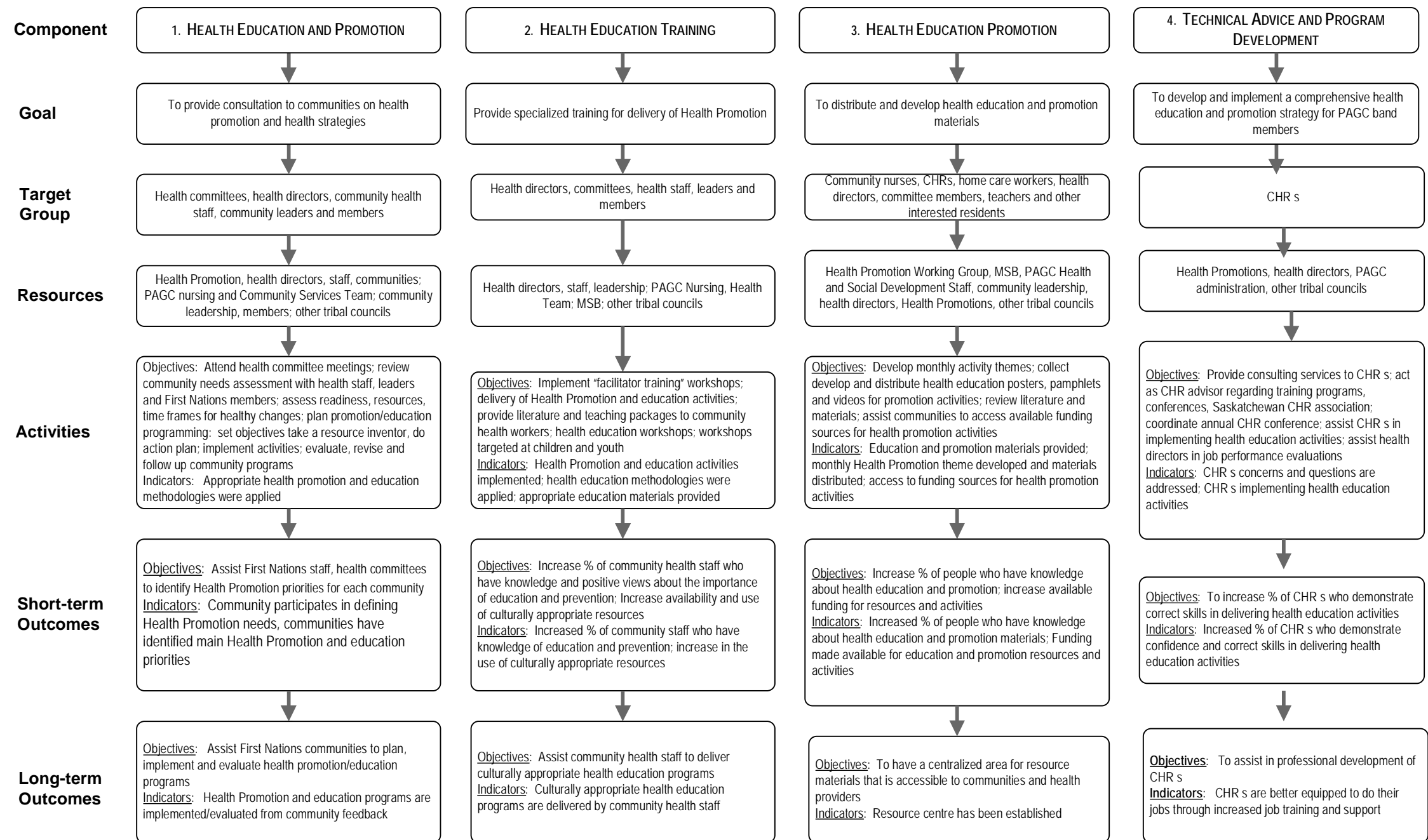
Objectives: develop program administration & delivery mechanisms; integrate program with existing structures; develop parent volunteers; promote program; establish AHS and community advisory committees
Indicators: # of mechanisms in place; # of links with existing programs; # of parent, Elder volunteer & committee members; # of promotional contacts

Long-term Outcomes

Objectives: To encourage the child's life-long learning by promoting physical, spiritual, emotional, intellectual and social development; to develop each child's identity through experiences in the program
Indicators: # of children with a positive sense of identity; # of children who stay in school; children are prepared and confident when entering the school system

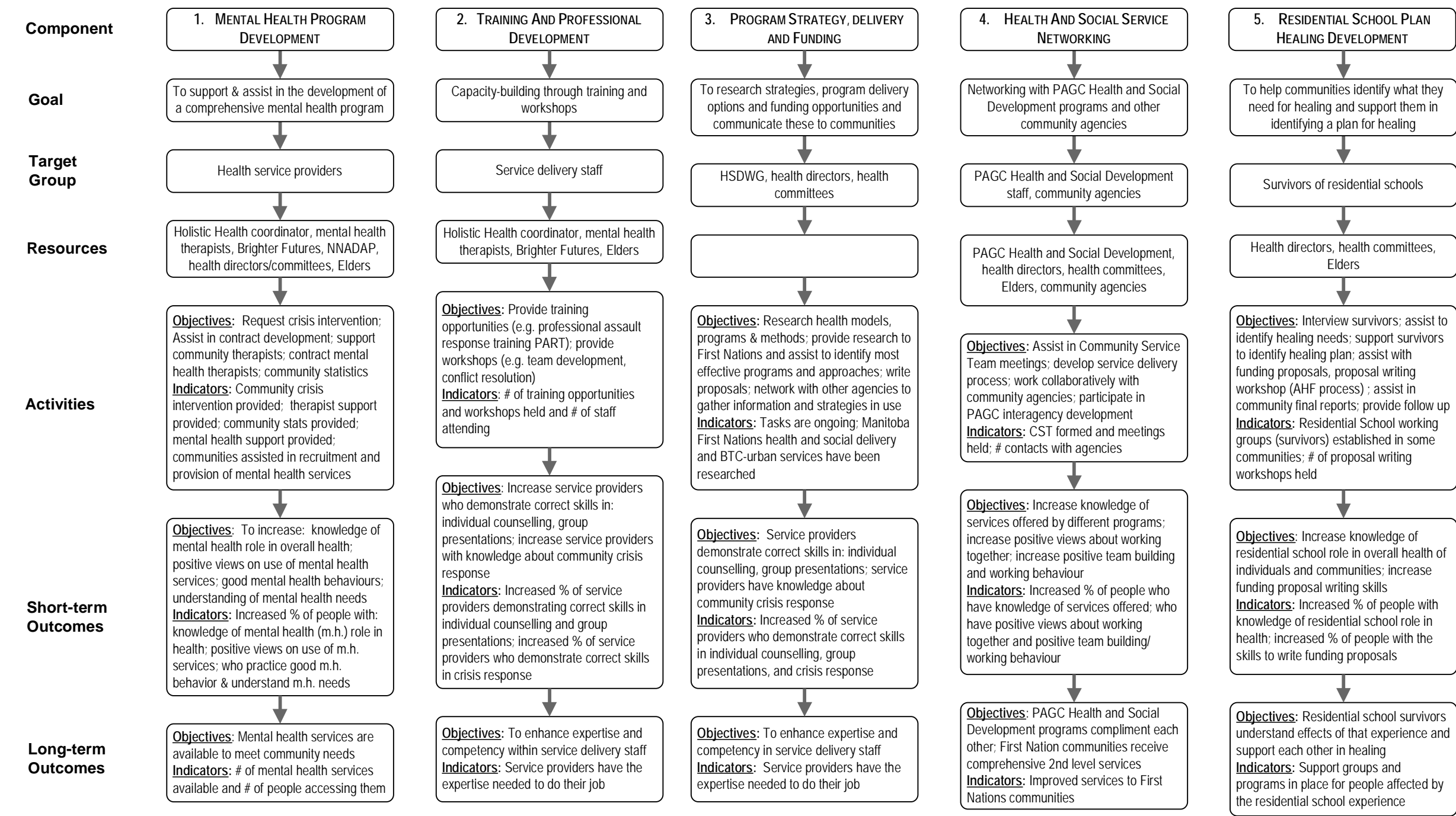
Objectives: Develop local capacity in program management; foster multi-disciplinary and collaborative approach; programs address emotional, mental, spiritual, physical needs of children; respect community autonomy and diversity
Indicators: Degree of local program management; degree of collaboration; # of children in program; # of children who meet developmental objectives

Health Promotion



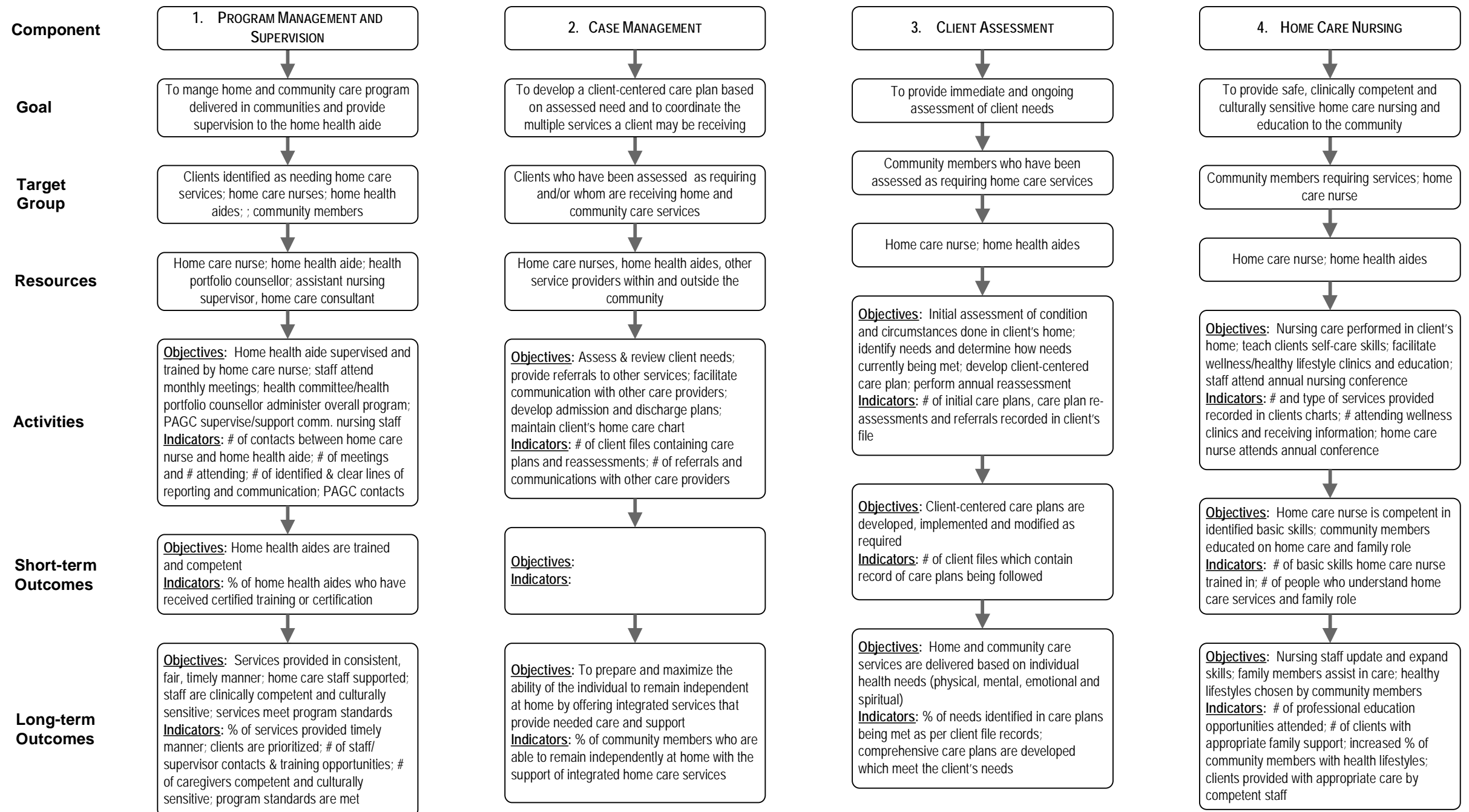
Holistic Health

To review research and develop holistic health programs for the First Nations of PAGC and to provide ongoing advice and consultation services to First Nations.



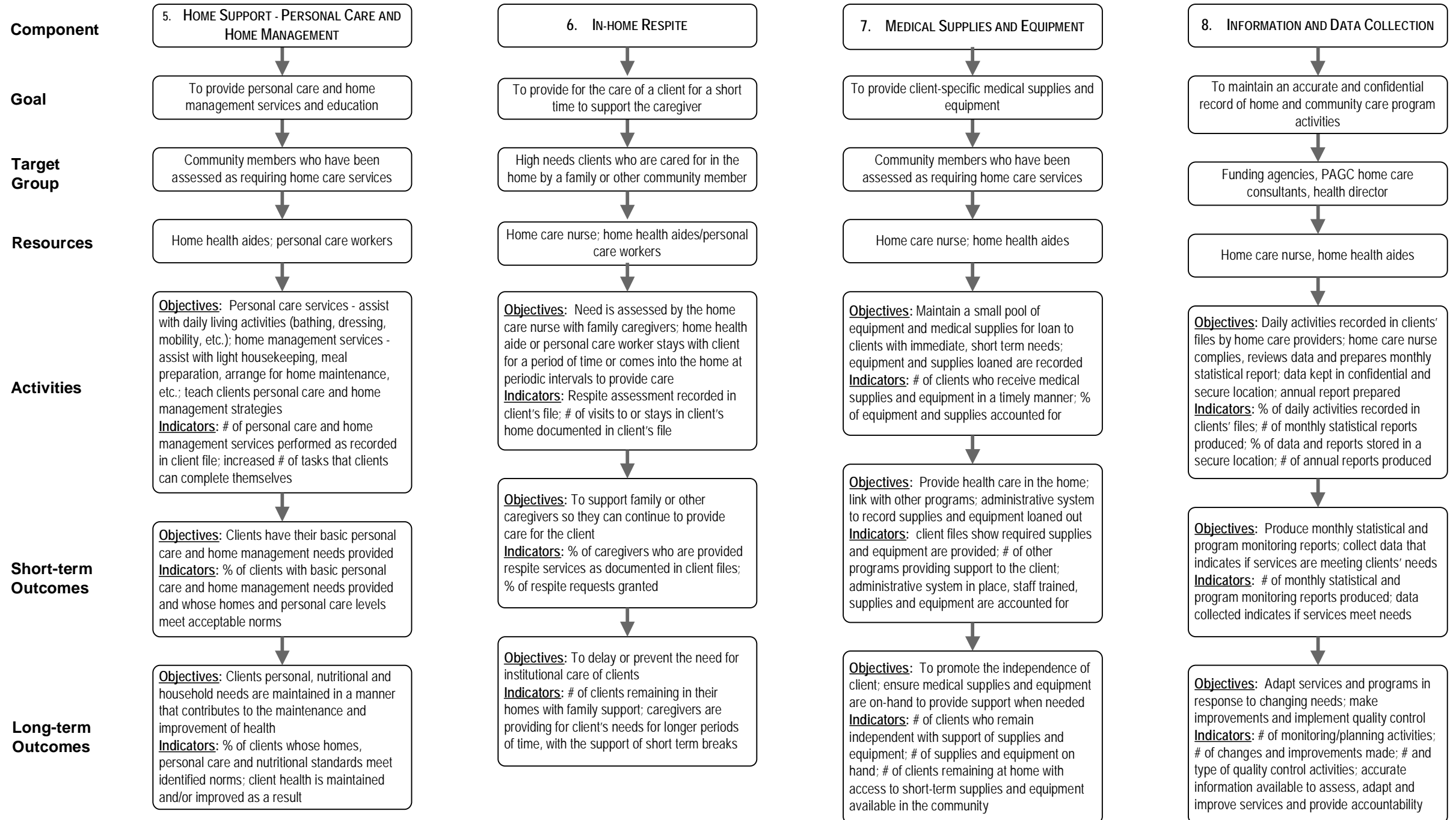
Home and Community Care

To provide basic home and community care services that are comprehensive, accessible, effective and equitable to that of other home care services, and which are delivered in a culturally sensitive manner responsive to the unique needs of each community.



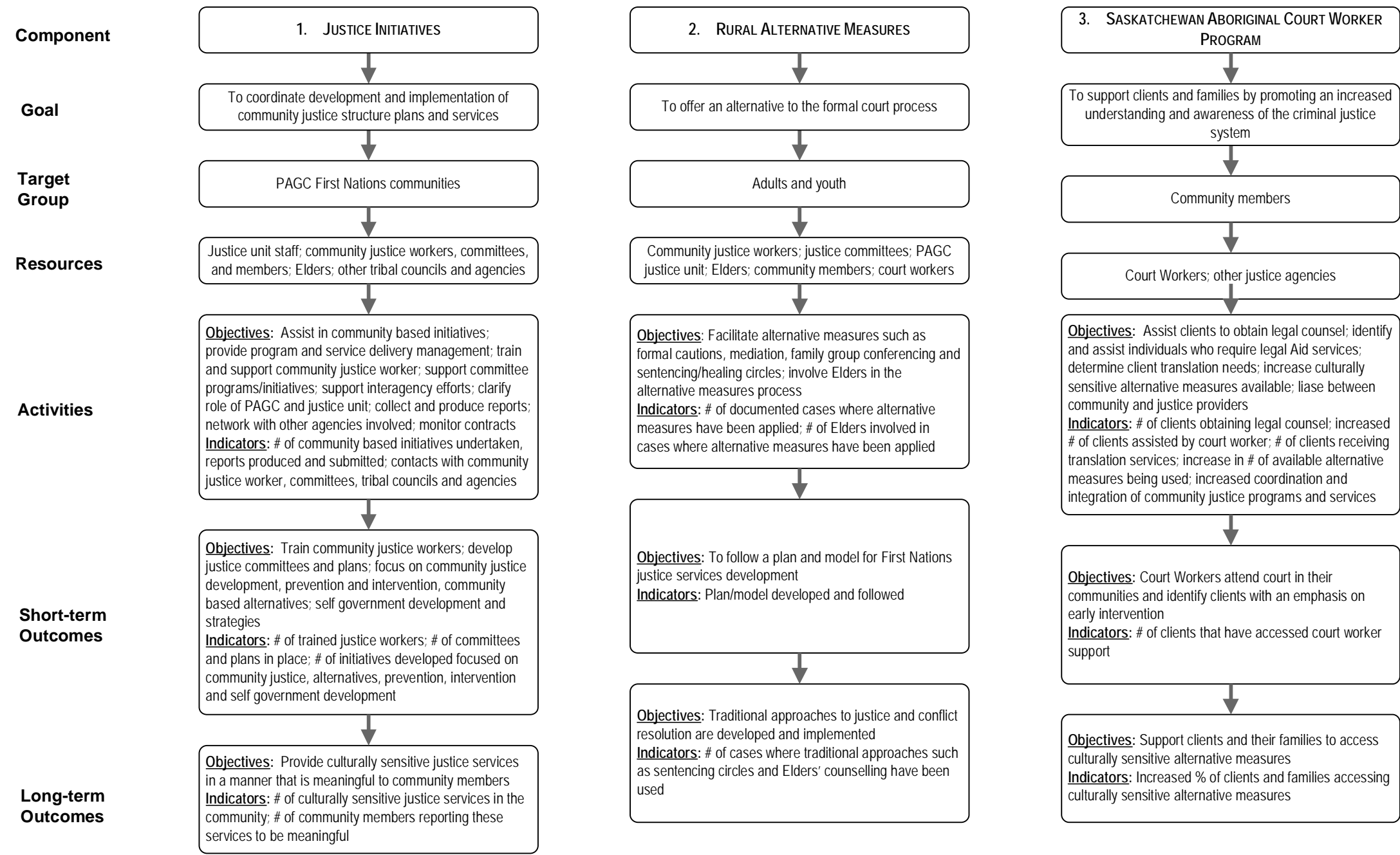
Home and Community Care

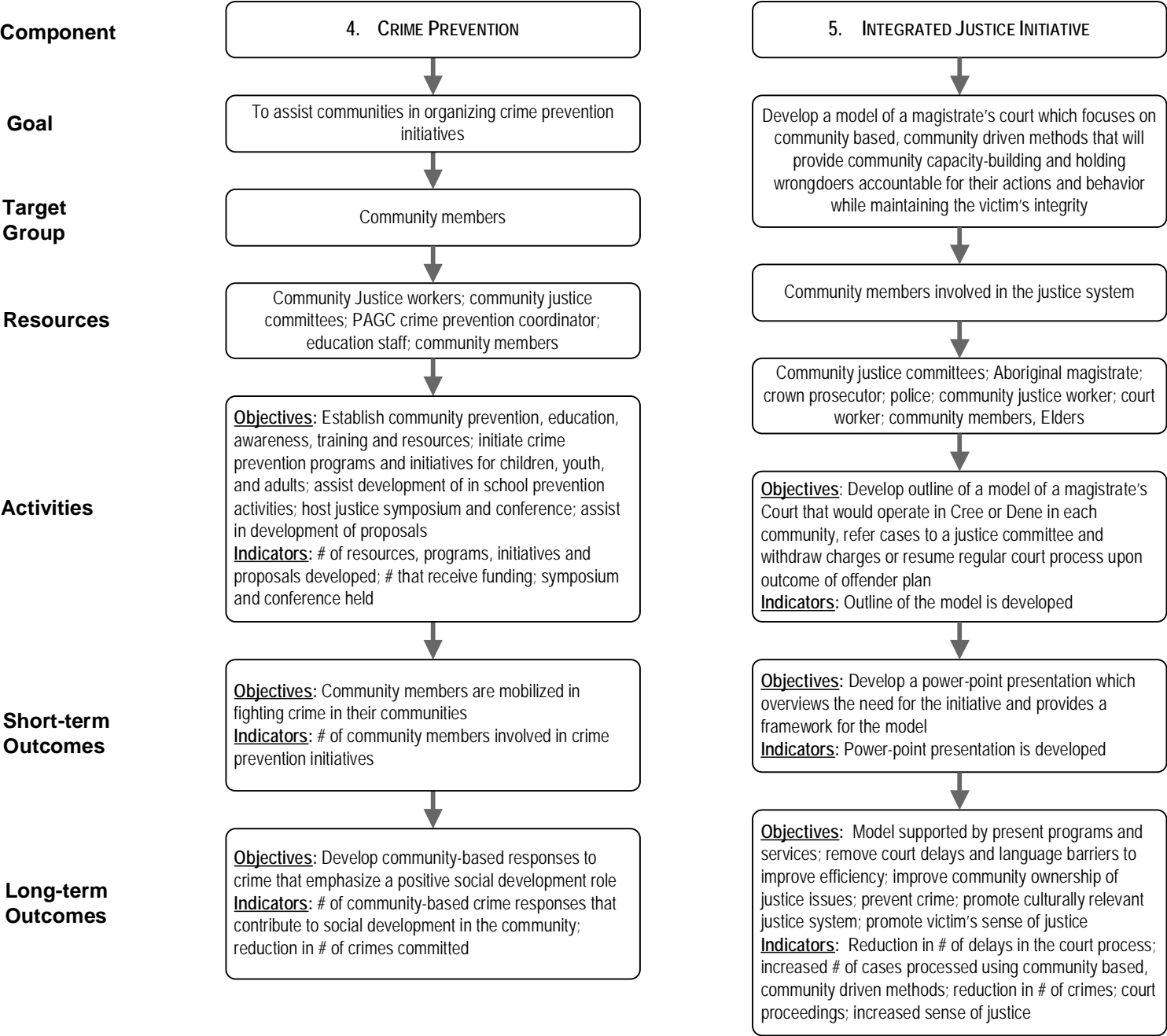
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Justice Program

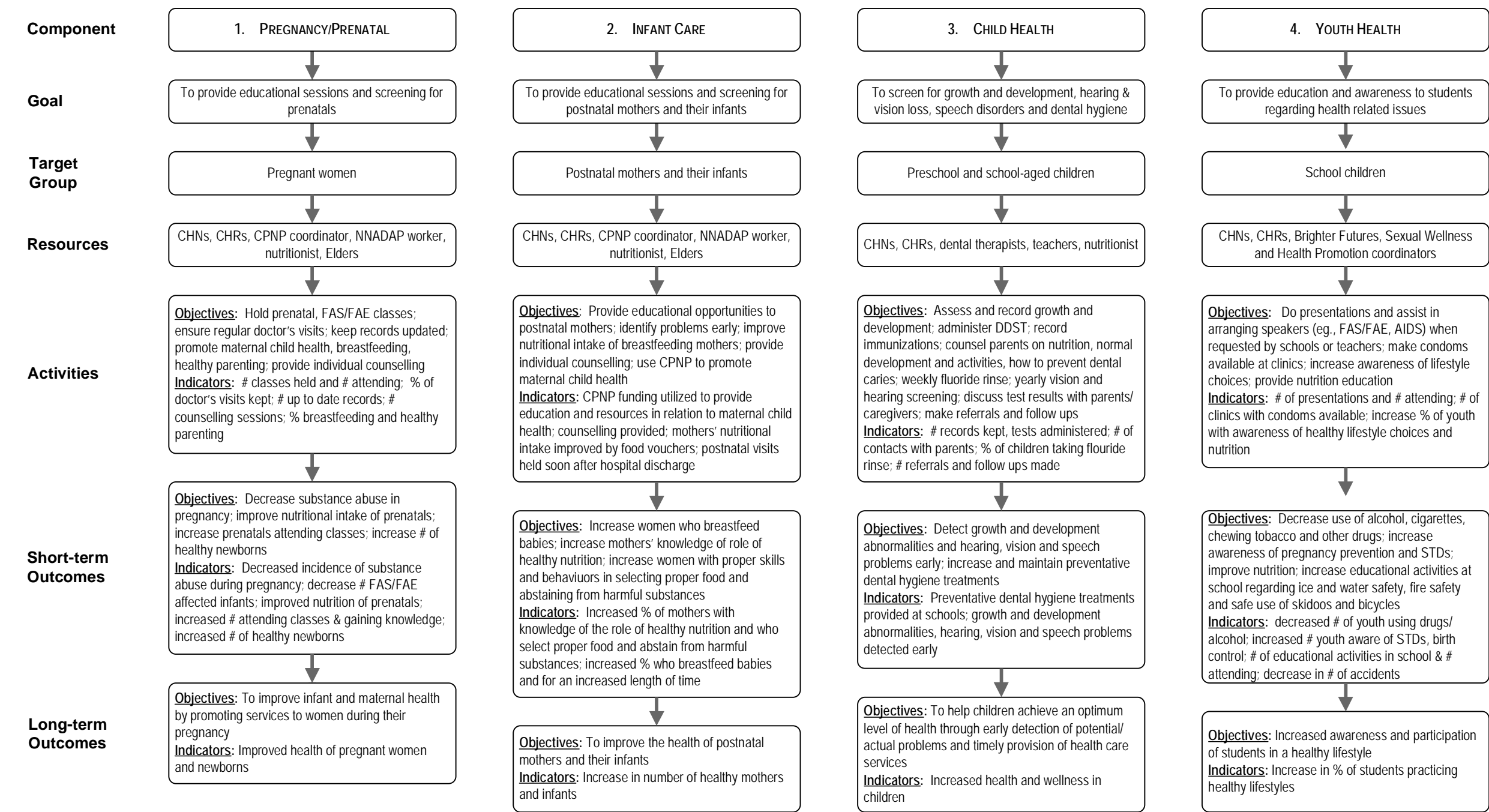
To enhance and support the provision of justice services and to develop new initiatives in a culturally sensitive manner, recognizing the importance of utilizing First Nation methods to heal both individuals and communities in the PAGC region and surrounding areas while adhering to the spirit and intent of the treaties.

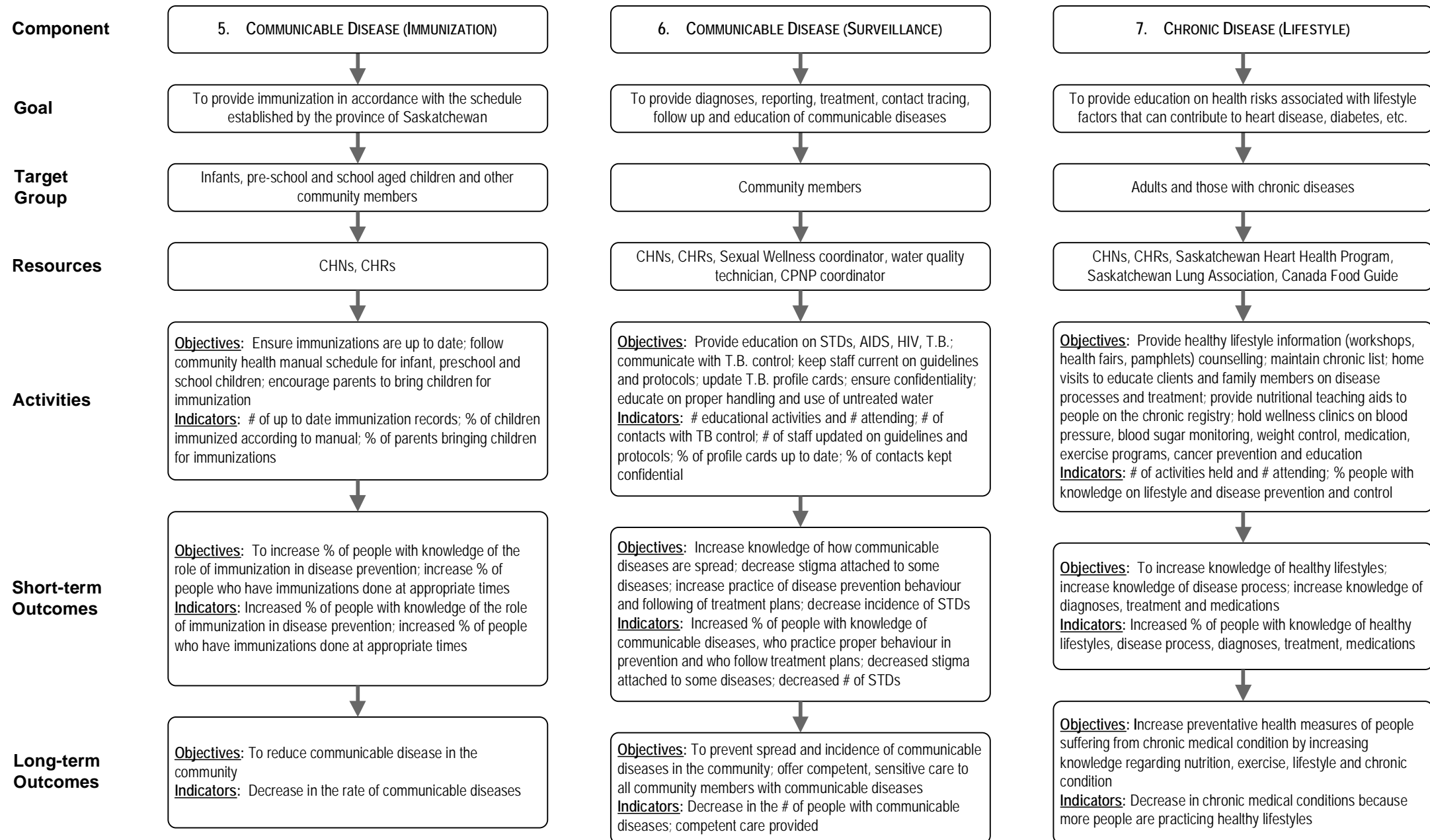


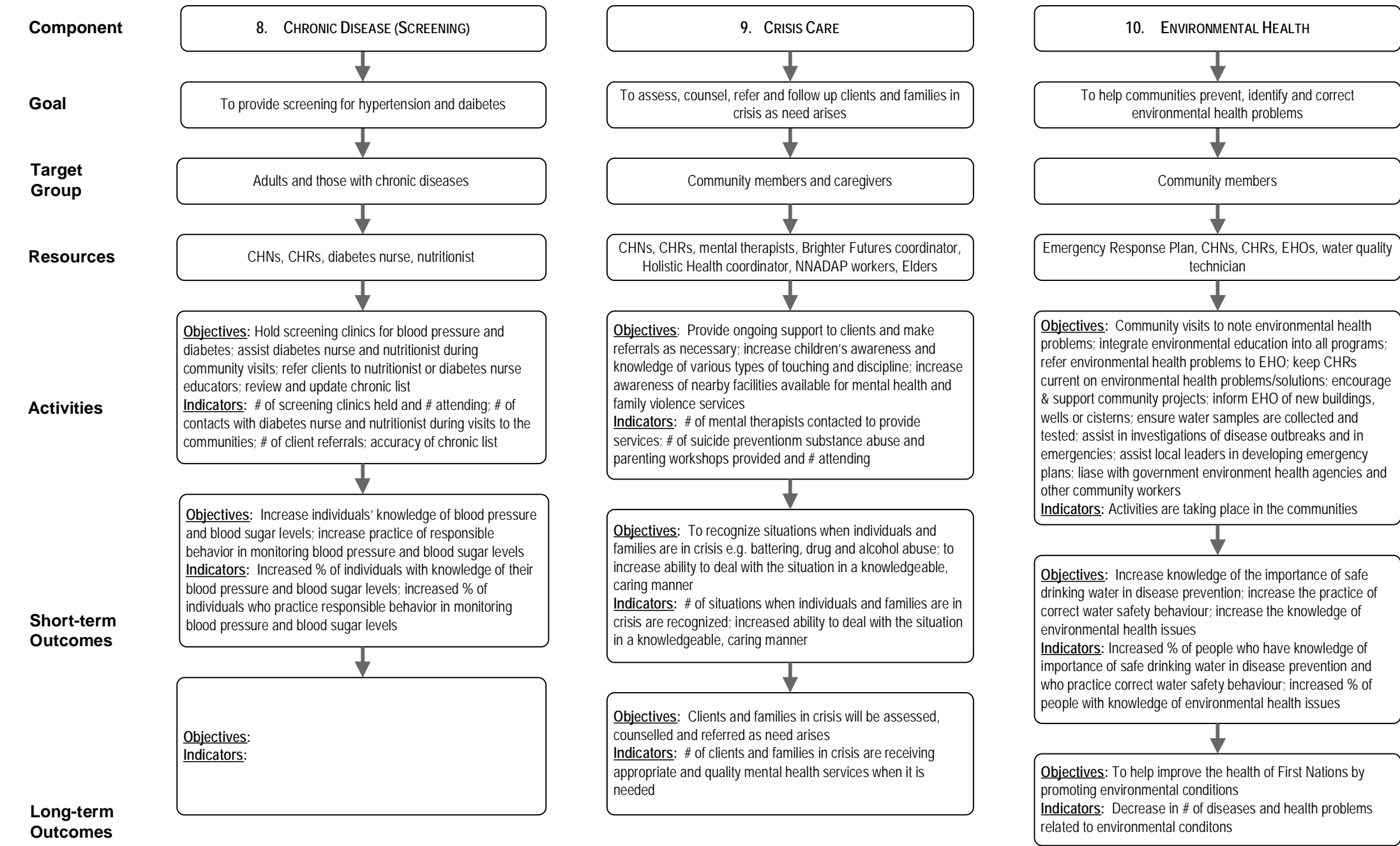


Nursing

To provide and facilitate a quality holistic nursing service that empowers individuals, families and communities to achieve and maintain wellness.

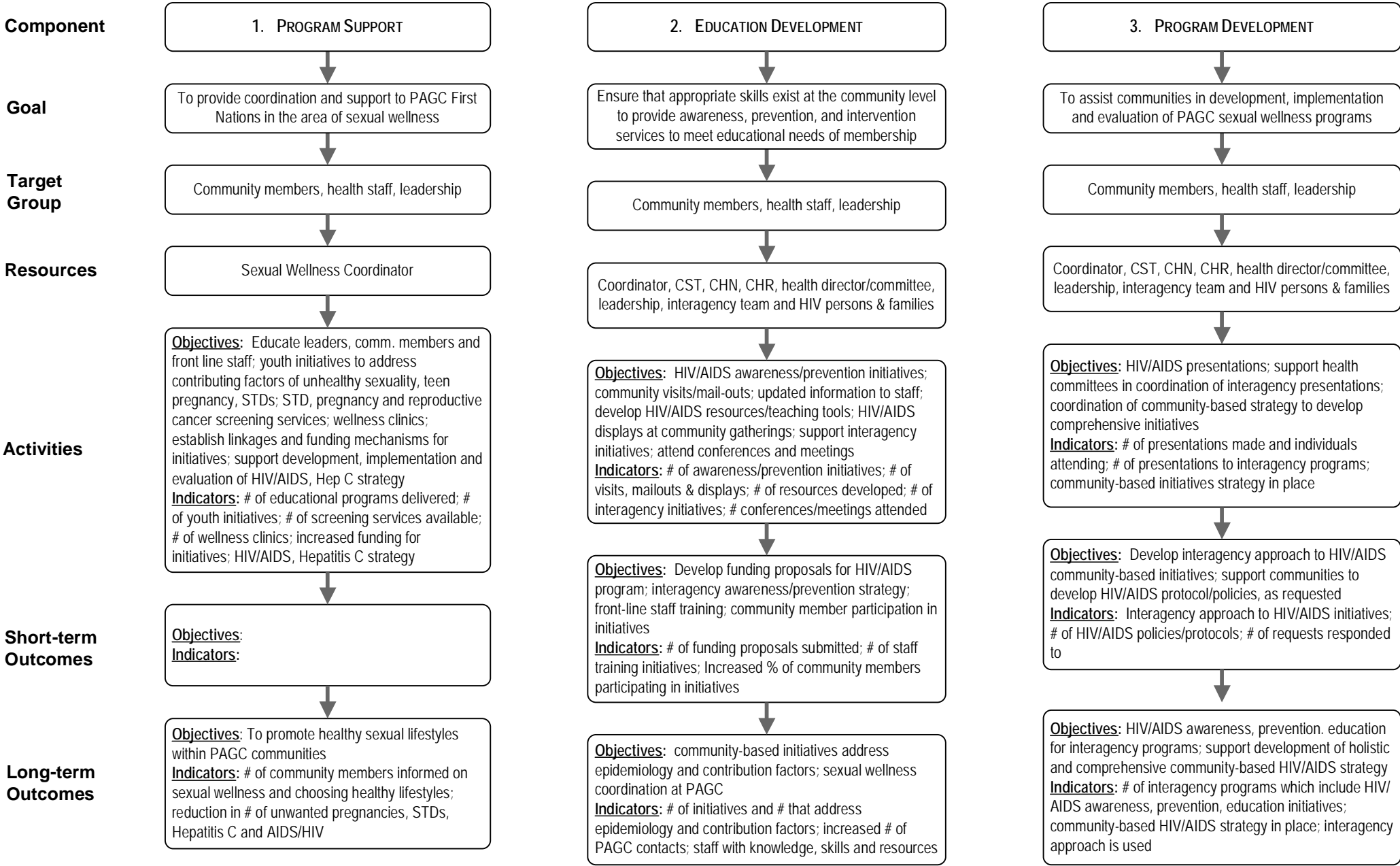






Sexual Wellness

To enhance the development of a holistic and multidisciplinary approach to address the promotion of healthy sexuality within PAGC First Nations.



Sports, Culture and Recreation

Goal

To promote sports, culture and recreation activities that will benefit all members of the Prince Albert Grand Council -

Target Group

PAGC youth and other community members

Resources

Recreation coordinators; band councillors; Elders, community members; women's commission

Activities

Objectives: Participate in First Nation Summer and Winter Games and North American Indigenous Games; organize coaching clinics in communities (track, hockey, softball, women's hockey); annual Deneseline gathering; round dances, hand games; PAGC coordinators visit communities to develop recreation programs; hold meetings with recreation coordinators; provide recreation and leisure programs in the community
Indicators: # of games participated in and athletes involved, # of coaching clinics held in communities; # of community members participating; # of cultural activities held; # of community members participating; # of community visits made; # of recreation programs developed; # of meetings held with recreation coordinators; # of community based recreation and leisure programs

Short-term Outcomes

Objectives: Raise awareness of sports, culture and recreation within PAGC First Nations; work in partnership with provincial recreation authorities and FSIN sports commission; participate in regional, provincial and national sport competitions; develop athletes and coaches at the community level; develop a strategic plan to raise fiscal and human resources for sports, culture and recreation programs; incorporate Elders in cultural programming
Indicators: # of community members who are aware of program activities available to them; # of contacts with provincial recreation authorities and FSIN sports commission; # of PAGC member participation; # of community members participating; % of athletes and coaches developed via activities held in their home communities; amount of fiscal and human resources raised as a result of initiatives contained in a strategic plan; # of Elders involved in cultural programming

Long-term Outcomes

Objectives: Address and promote youth involvement in sport, culture and recreation; develop and maintain quality recreation facilities within PAGC First Nations; provide opportunities for the promotion of an active, healthy lifestyle; promote and showcase First Nation cultural heritage
Indicators: % of youth participating in sport, culture and/or recreation activities; increased # of facilities in PAGC communities; increase in quality of facilities; increased # of recreation and sport opportunities available to community members; increased # of events that showcase First Nation cultural heritage; % of community members participating; youth and community members are aware of sports, culture and recreation opportunities and enjoy an improved lifestyle through participation

**Phase I
INTERVIEW QUESTIONS
Health Directors
April 2003**

PART A

1. Please tell me about your particular role in planning and delivering health services in your community.
2. What would you say are the key issues that may be affecting the health of your community?
3. People often talk about the wellness of their communities. In what ways do you think community wellness is the same as your view of community health? Is it different from your view of community health?
4. What do you think of when you hear people talk about having capacity in your community? (Refer to table: These are some of the ways that people define the different elements of community capacity. I would like to go through each of these with you and ask which ones fit for your community. What is missing from this information?)
5. We have talked a little about your views of community health and wellness and we have also heard your views on community capacity. We are interested in knowing how you think capacity in your community is related to the health of your community.

This is challenging for all of us to think about so, as a starting point, I would like to share how some others see the linkages between community health, wellness, and capacity. Then I'll ask you to talk about which aspects of these would fit for your community and to identify what is missing that is important in your community.

6. Do you have any other comments that you would like to make?

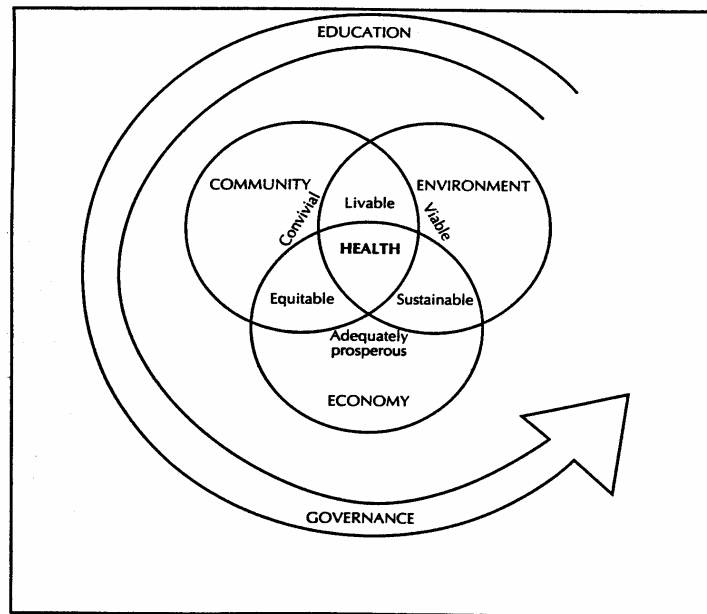
QUESTION #4

Examples of Community Capacity Elements:

Authors	Bjaras & Haglund 1991	Goodman et al. 1998	Bopp et al. 2000	Laverack 1999
Domains	1. Needs assessment 2. Leadership 3. Organization 4. Resource mobilization 5. Management	1. Social networks & inter-organizational relationships 2. Community resources 3. Sense of community 4. Understanding community history 5. Citizen participation 6. Community leadership 7. Skills 8. Community values 9. Critical reflexivity 10. Community power	1. Shared vision 2. Sense of community 3. Communication 4. Participation 5. Leadership 6. Resources, knowledge and skills 7. Ongoing learning	1. Participation 2. Leadership 3. Organizational structures 4. Problem assessment 5. Resource mobilization 6. 'Asking why' 7. Links with others 8. Role of outside agents 9. Program management

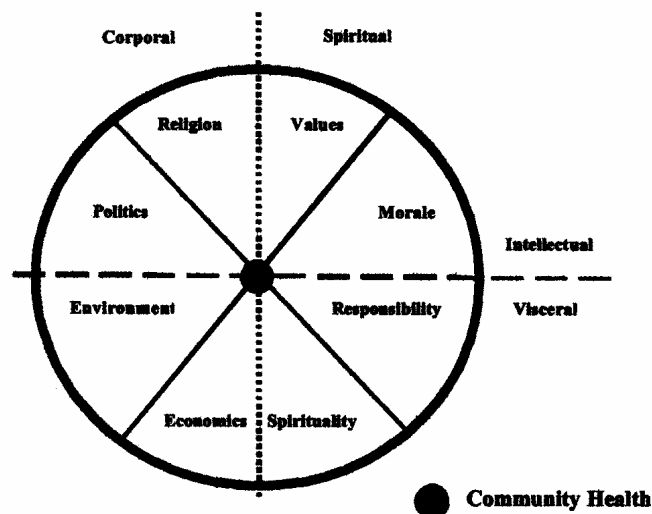
QUESTION #5

Figure 1: Basic Framework for Health Indicators



Source: Hancock, T., Labonte, R., & Edwards, R. (2000). Indicators that count! Measuring population health at the community level. *Canadian Journal of Public Health*, 90(Supp 1), S22-26.

Figure 2: Community Life Indicators Wheel



Source: Leech, D., Lickers, F.H., & Haas, G. (2002). *Innovating a new way for measuring the health of Aboriginal communities*. Ottawa, ON: University of Ottawa.

Phase I
INTERVIEW QUESTIONS
Health Directors
April 2003

PART B

We would like to review, with you, the program logic models that we developed based on written program information. We will ask you to reflect on the following questions for each of the programs:

1. From your perspective, do each of the program models correctly describe the programs that are currently being delivered in your community?
2. From your perspective how do each of these programs contribute to:
 - a. The health of your community?
 - b. The capacity of your community?

Appendix H

Draft Evaluative Indicators Framework Presented at Focus Groups

Diagram 1 – Concepts of Community Health and Community Wellness

Diagram 2 – Key Domains of Community Health and Community Wellness

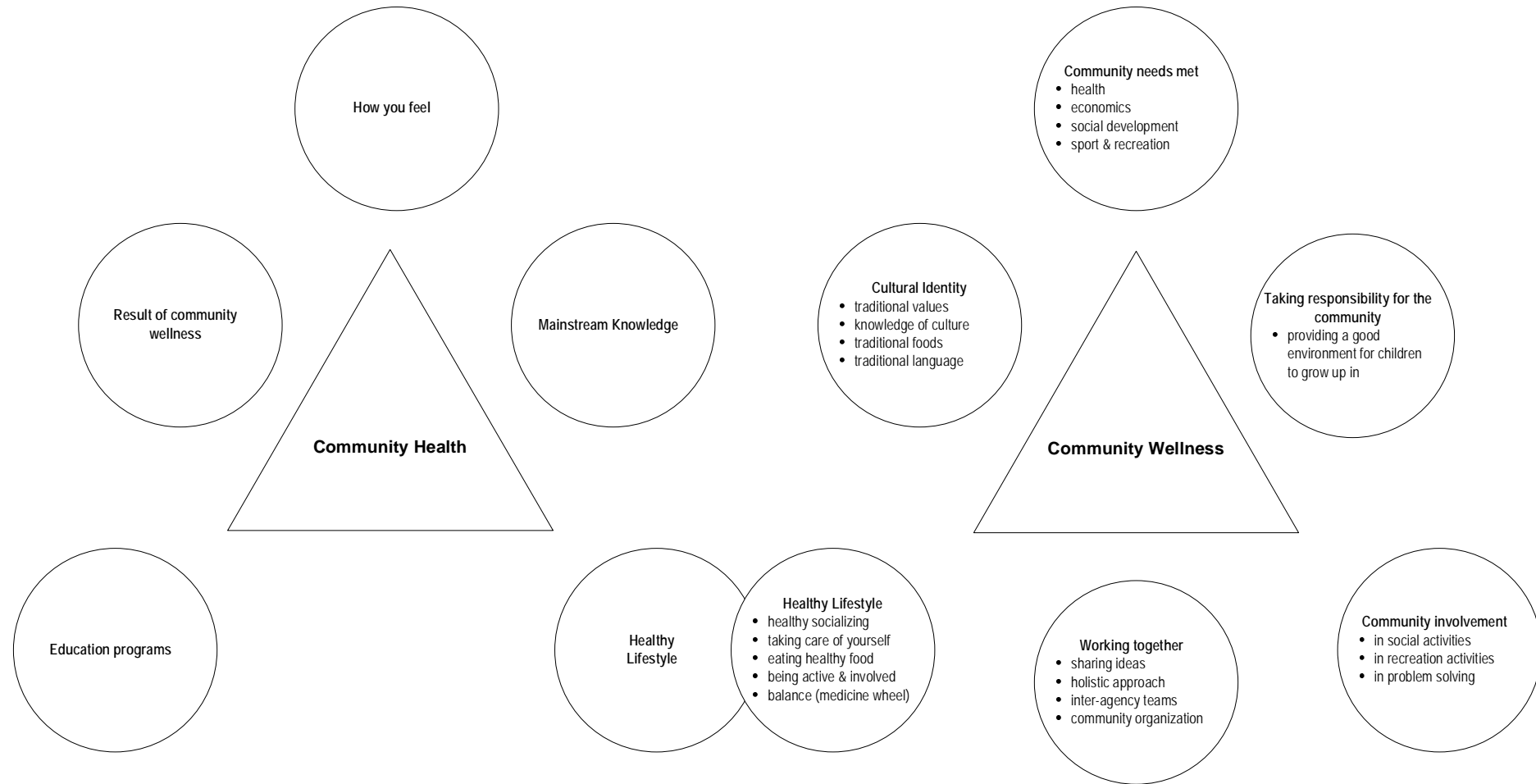


Diagram 1
Concepts of Community Health and Community Wellness

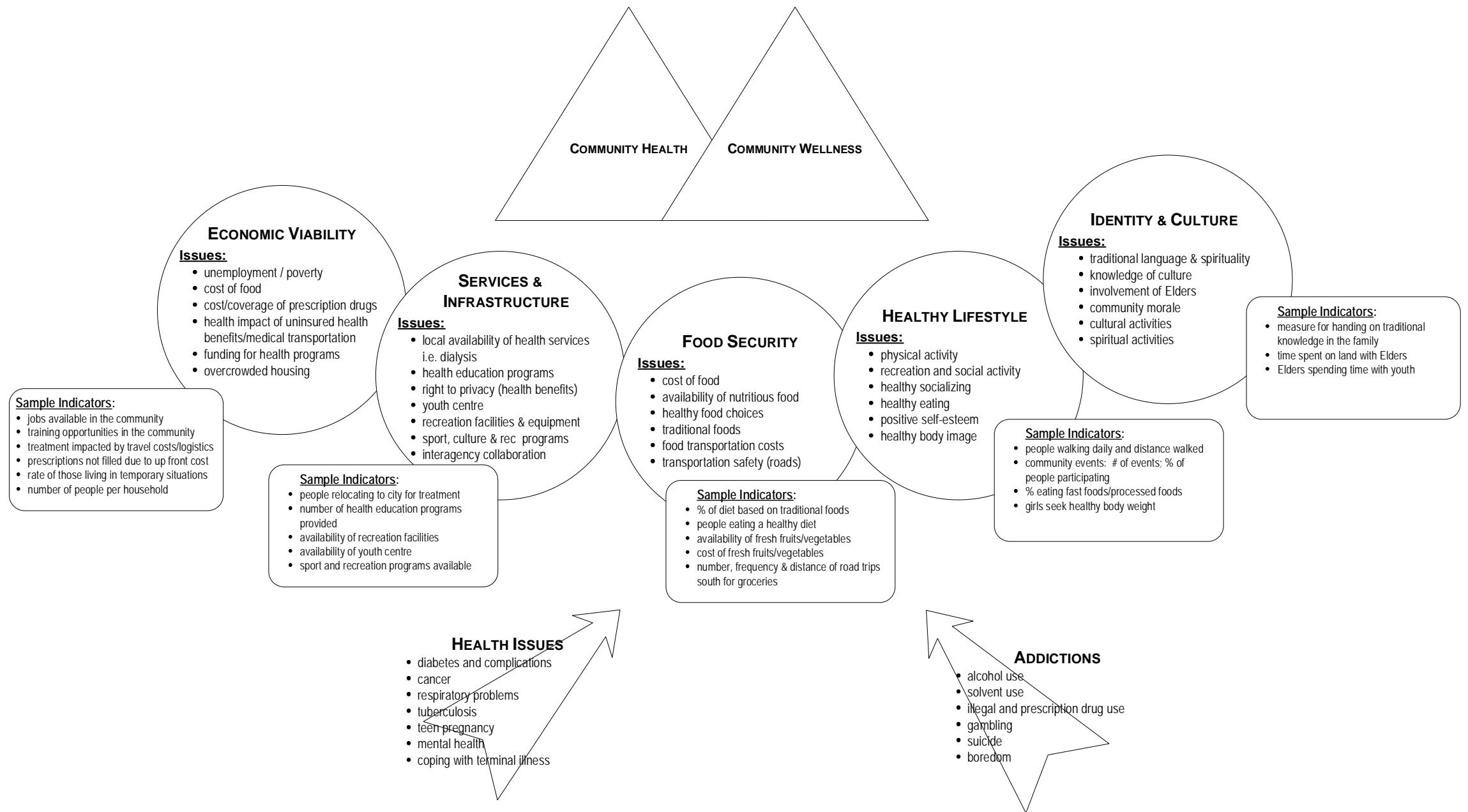


Diagram 2
Key Domains of Community Health and Community Wellness

**Phase II
INTERVIEW QUESTIONS
Focus Groups**

1. Community Health and Community Wellness

- a. What does 'community health' mean to you?
- b. What does 'community wellness' mean to you?
- c. When you look at the draft framework what is your understanding of:
 - i. Economic viability?
 - ii. Services and infrastructure?
 - iii. Food security?
 - iv. Healthy lifestyle?
 - v. Identity and culture?
 - vi. Health issues?
 - vii. Addictions?
- d. Are there any areas that are missing that should be included as part of how we would measure community health? community wellness?

2. Community Capacity

- e. What does 'community capacity' mean to you?
- f. When you look at the draft framework what is your understanding of:
 - i. Understanding community history?
 - ii. Community values?
 - iii. Sense of community?
 - iv. Education and training?
 - v. Youth involvement?
 - vi. Leadership?
 - vii. Needs Assessment?
 - viii. Organization?
 - ix. Resource mobilization?
- g. Are there any areas that are missing that should be included as part of how we would measure community capacity?

Appendix J

Community Health Framework – Final

Key Domains & Indicator Categories: Community Health and Community Wellness



Appendix K

An Example from the Toolkit

Community Health Indicators Framework

Domain: Services & Infrastructure

Indicator Category: Service Delivery

Identified Issue: Elders

Indicator: #27 – Medical Translation & Companion Services

Services & Infrastructure

Defined as the availability and access to services and related infrastructure; respectfully delivered health and human services; adequate and affordable housing, recreation facilities and programming; and specialized services designed to meet the needs of Elders and youth.

Indicators:

Community Infrastructure

Sewer & Water

- 1 – houses with/without water & sewer
- 2 – water borne illnesses
- 3 – houses relying on bottled water

Locally Staffed

- 4 – treatment facilities without staff
- 5 – facility staff from community
- 6 – community staff training levels

Indicator #2

Roads

- 7 – accidents on roads
- 8 – repairs due to road conditions

Service Delivery

Local

- 9 – services available in community
- 10 – health professionals in community
- 11 – visits by health professionals

Consistent

- 12 – local service usage
- 13 – community training in ERT
- 14 – distance from services

15 – frequency of health service delivery

Consistent

- 16 – scheduled services delayed
- 17 – time to complete treatment plans
- 18 – treatment completed/compromised

Compassionate

- 19 – wait time for appointment transport.
- 20 – compassionate policy exceptions
- 21 – cultural awareness programs

Confidential

- 22 – service confidentiality guidelines
- 23 – staff trained on confidentiality

Youth

- 24 – specific services for youth
- 25 – new funds for youth programs
- 26 – youth addiction treatment facilities

Elders

- 27 – medical translator/companion

28 – meals on wheels program

- 29 – social gathering place for Elders
- 30 – programs & activities for Elders
- 31 – local palliative care for Elders

Infrastructure

- 32 – size/capacity of facility
- 33 – suitability of facility
- 34 – facility usage
- 35 – proper equipment for facility

Housing

Availability

- 36 – residents per house

... continued on next page

37 – generations per house	53 – programs with proper equipment	72 – utilization of existing resources	Jurisdiction Fragmentation
38 – Tuberculosis rates	Programming		86 – # agencies involved in funding
39 – housing waiting lists	54 – activities available	Technology	87 – resources allocated to administration
Quality	55 – summer activities available	Current	Participation
40 – houses in need of repair	56 – programs cancelled	73 – water/sewer technology used	88 – service staff from community
41 – quality of housing insulation	57 – participation & retention levels	High Speed Internet	89 – staff turnover rates
42 – presence of black mold	58 – age range of participants	74 – internet use in the community	90 – mechanisms for participation
43 – frequency of sewer back-ups	Staffing	75 – internet technology at health facility	91 – health education and awareness
44 – accidents in the home	59 – funding for trained staff	76 – distance education enrolment	Collaboration
45 – EHO inspector visits	60 – programs run by staff vs volunteers	77 – internet reliability	92 – community inter-agency meetings
Elders	61 – range of programs offered	Data Management	93 – regional inter-agency meetings
46 – housing units designed for Elders	62 – participation and retention levels	no indicators proposed	94 – service delivery collaborations
47 – house maintenance for Elders	63 – support for recreation staff		Communication
Affordable	Youth	Service Sustainability	95 – community newsletter
48 – low cost housing units	64 – youth centre in community	Sufficient Funding	96 – community meetings
49 – % of income required for housing	65 – youth involved in programs	78 – levels of program/service funding	Realistic
Jurisdiction Fragmentation	66 – school drop out rates	79 – program needs met by funding	indicator #12
50 – agencies responsible for housing	67 – school absentee rates	80 – vacant positions	97 – proximity of duplicate services
51 – time to complete house repairs	68 – youth alcohol and drug use	Stable Funding	98 – medical transport driver/patient ratio
Ownership	Promotion	81 – long term vs short term funding	99 – funder cutbacks re: abuse perception
no indicators proposed	Indicators #54, 57, 58	82 – duration of programs	Staffing
Recreation	Affordable	83 – programs cancelled	indicator #21
Facilities	70 – cost of recreation to users	84 – staff turnover rates	
52 – type/condition of recreation facilities	71 – volunteers assisting with programs	indicator #80	
		85 – funding commitments honoured	

Services & Infrastructure

Services & Infrastructure >> Service Delivery >> **Elders**

Issues Identified: *Services for Elders are seen as very important to ensuring they are involved in the community, are involved with youth, and have the necessary supports to allow them to remain in the community as they grow old.*

Indicator #	Community Proposed Indicator	Community Level Data Sources (suggestions)
27	Medical translation & companion services available and funded	Local survey required
28	Meals on wheels program in community	Local survey required
29	Social gathering place for Elders (e.g. coffee house)	Local survey required

Services & Infrastructure

Services & Infrastructure >> Service Delivery >> **Medical Translation & Companion Services**

Issues Identified: Medical translation and companion services are important for the quality of care, safety and comfort of community members traveling outside the community for medical services. With the assistance of a translator, Elders can communicate their needs and understand the care they receive. Safety issues for both Elders and youth can be addressed by traveling with a companion, which can also reduce the stress of such trips.

Proposed Indicator: **# 27** – Medical translation and companion services available and funded

Suggested Measure: Compare the number of medical trips where translation and/or companion services are provided to the number of medical trips where these services were requested, or were deemed to be needed, but were not provided.

Information Source: Local survey

How to use this measure:

Step 1) Identify the # (number) of medical trips where translator or companion was requested or deemed to be needed, within a given timeframe. This could also be broken down by group (i.e. Elders, youth).

Step 2) Identify the # of trips where a translator or companion was provided and funded, within the timeframe (and for the specific group).

Step 3) Use the 'Indicator Calculation Tool' formula to calculate the measure.

Indicator Calculation Tool	Calculation Example
$\frac{(\quad) \text{ trips - translator/companion provided}}{(\quad) \text{ trips - translator/companion requested or needed but not provided}}$ $\frac{(\quad)}{(\quad)}$ $\times 100$ <p>= % translation/companion needs met</p>	$\frac{15 \text{ trips - translator/companion provided}}{25 \text{ trips - translator/companion requested or needed but not provided}}$ $\frac{15}{25}$ $.06 \times 100$ <p>= 60% translation/companion needs met</p>
X = multiplied by () = Insert number here — = divided by	

What does this information mean?

Only ten percent (60%) of the needed or requested translation or companion services are being provided. This information could be used to demonstrate the need for more funded services, or to identify the level of service provided to particular groups, such as Elders.