

HEALTHCARE SERVICES

INDIGENOUS HEALTHCARE EDUCATION AND PRACTICE:

A Community-Led and Community-Informed Collaborative Initiative



Please note:

This Companion Guide is a resource created to complement the online modules.

This online module was developed by the Office of Professional Development and Educational Scholarship (Queen's Health Sciences) and the Northern Ontario School of Medicine (NOSM) to address the Calls to Action set forth by the Truth and Reconciliation Commission. This project is made possible with funding by the Government of Ontario and through eCampusOntario's support of the Virtual Learning Strategy. To learn more about the Virtual Learning Strategy visit the [eCampus Ontario website](#) (*click to view*).



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MODULE INTRODUCTION

Welcome to the learning module titled “Healthcare Services.” This module is part of the seven-module series titled “Indigenous Healthcare Education and Practice: A Community-Led and Community-Informed Collaborative Initiative.” Throughout the modules in this series you will be connecting the 2015 Truth and Reconciliation Commission (TRC) of Canada Calls to Action (CTA) report, a report designed to advance the process of Canadian reconciliation and redress the legacy of residential schools, to healthcare and education practice.¹

For your interest, explore the Truth and Reconciliation Commission of Canada Calls to Action report.

Truth and Reconciliation Commission of Canada: Calls to Action

Calls to Action (CTAs) addressed in this module include: CTA 10, CTA 18, CTA 19, CTA 20, CTA 21, CTA 22, CTA 23, CTA 24, and CTA 62.

The modules in this series can be used to increase your awareness and knowledge of Indigenous healthcare education and practice. You will learn about historical perspectives of Indigenous Peoples in Canada and their implications for health outcomes, biases, racism, and discrimination in healthcare, Indigenous ways of knowing, healthcare rights and services, culturally safe healthcare, and intersections between education and healthcare. This module will specifically educate you on some of the various healthcare services available for Indigenous Peoples in Canada as well as highlight the challenges they may face accessing these services.

Note that these modules should be viewed as an introduction to Indigenous healthcare education and practice. It is important to continue to reflect and engage with this material over time, as our understanding and perspectives of this material are influenced by broader social and contextual factors. Please also recognize that decisions in regard to policy and legislation are constantly changing so it is important to keep up to date on current events. Gaining and understanding Indigenous healthcare education and practice is a lifelong journey that involves a willingness to learn, practice, and self-reflect. As you work through the modules of this series, please also acknowledge that the term health encompasses physical, spiritual, emotional, and mental wellness.

Content Warning: The content covered by this module may be difficult to process due to the challenging nature of the material. This may particularly occur if you have lived-experiences in relation to this material or are learning about these realities for the first time. We ask all learners to access supports if necessary.

Page Link:

https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/indigenous-people/aboriginal-peoples-documents/calls_to_action_english2.pdf

End of Module Introduction



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HEALTHCARE SERVICES

In this module, you will learn about the historical and modern-day barriers, disparities, and risks associated with access to health services that are experienced by Indigenous Peoples in Canada. You will start the module by learning about the effects of laws, acts, and policies in healthcare on Status First Nations, non-Status “Indians”, Métis, and Inuit in Canada. You will also learn about the non-insured health services and benefits (N I H B) program for First Nations, Métis, and Inuit patients; its implementation in the Yukon and British Columbia; and the barriers to accessing N I H B. Finally, you will learn about practical strategies you can adopt to promote positive change for Indigenous healthcare.

After completing this module, you will be able to:

- Identify the differences in health needs and provision of healthcare.
- Describe the various health services that are delivered to Indigenous Peoples and how multi-jurisdictional healthcare (federal, provincial, regional) can increase the risk of critical incidents, adverse events, medication errors, administrative barriers, and/or interruptions in the continuity of care.
- Describe the differences in provincial healthcare, federal healthcare, and community organizations that deliver healthcare on and off reserves .
- Articulate the diversity of access to federal N I H B for First Nations (Status and non-Status), Métis, and Inuit.

Introduction: Access to Healthcare Services for Indigenous Peoples in Canada

The access to health services by a diverse group of individuals in Canada, including Indigenous Peoples, is a vastly important aspect of healthcare. The provision of healthcare to Indigenous Peoples living in Canada is complicated for several reasons, including:

1. Federal and provincial/territorial jurisdictions are ambiguous
2. Indigenous and treaty rights are not recognized
3. Diverse needs of Indigenous Peoples and communities are not being met

Throughout this module, you will explore each of these three points in more detail to gain a comprehensive understanding of the gaps in healthcare access and quality for Indigenous Peoples in Canada. Before describing these three points in detail, it is important to gather a general understanding of some of the healthcare disparities for Indigenous Peoples in Canada and how they have come to be.

Gaps in Healthcare Services in Canada

The Canada Health Act (C H A) provides for universal access to healthcare, but inequalities exist. In spite of some recent improvements in health indicators, it is widely recognized that there are major inequalities in health between Indigenous Peoples and non-Indigenous peoples.² Severe and persistent health implications result from the health disparity faced by Indigenous Peoples compared to the non-Indigenous population. Indigenous Peoples continue to suffer a heavier burden of illness, as well as the onset of chronic illness and disability at younger ages than their non-Indigenous counterparts.³ These

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implications also include higher rates of chronic disease, trauma, interpersonal and domestic violence, and suicide, as well as lower life expectancy and higher infant mortality rates.⁴

Canada's overall average infant mortality in 2013 was 5 per 1000 live births. In Nunavut, however, where 85% of the population is Inuit, the average infant mortality in 2013 was estimated to be 18 deaths per 1000 live births, more than three times the national rate.⁴

Five of the main factors contributing to the disparity in healthcare outcomes include the traumatic historic experiences with healthcare, power imbalance, differences in perspectives, structural barriers, and limited access.

History and Power Imbalance

The social, political, and colonial history that Indigenous Peoples have experienced combined with modern-day interactions with healthcare providers and power imbalances within healthcare services have led many Indigenous Peoples to develop a pronounced mistrust and apprehension of accessing health services.^{5, 6, 7, 8} This has resulted in poorer health and general well-being outcomes for Indigenous individuals. For instance, Indigenous Peoples face a greater likelihood of being diagnosed at a later stage of disease than non-Indigenous people.⁷ As such, the investment in community preventative Indigenous-led programs are a vital pillar to improving health.

Differing Perspectives and Structural Barriers to Care

Patient-centred care approaches are vital aspects of healthcare that can repair or build relationships. However, structural barriers have prevented patient-centred care approaches in the healthcare experience of Indigenous patients.⁹ Furthermore, the dominance of biomedical perspectives in the Western healthcare system may have contributed to the gap in present day Indigenous health inequalities.⁵

Other structural barriers to care related to health policies include the medicine-based (not relationship-based) and assembly line approach to care, improperly financed on-reserve health services, and the inaccessible and inequitable distribution of physicians.

“We need more doctors, period [...] Maybe 5 or 6 doctors here 24 hours a day, not all at the same time, but to look after the people with diabetes [...] There's nobody doing too much about it...There's about 10 or 15 doctors [in town] for a population of how many thousand, 10 000 people? And we don't get that [...] 7,000 Indian people here on the reserve, what's the ratio of doctor for people [here]?”

- Key patient quote⁹

Challenges to accessing care derived from various structural barriers include:

- Geographic isolation
- Appointment allocation
- Physician shortages, physicians coming and going from community, and healthcare worker turnover/lack of continuity of care
- No time to develop patient/provider relationships



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Type of Treatment

15% of respondents in the National Aboriginal Health Organization poll reported unfair or inappropriate treatment from a healthcare provider in the past year, the majority of these being in off-reserve settings.¹⁶ Most indicated their Indigeneity as the main reason for inappropriate treatment.^{14,16}

Access to Specialists

A study reporting healthcare services use by First Nations in Manitoba found that while the health status of First Nations people is poorer than Manitobans in general, their access to specialists was overall significantly lower than that of their non-Indigenous counterparts.¹⁵

Receiving Healthcare

Findings from the 2003 National Aboriginal Health Organization poll revealed that 18% of First Nations respondents indicated that they had not received needed healthcare in the past year compared with 12% in the Canadian population.¹⁶

Waiting Times

Long waiting times was cited as the primary reason Indigenous peoples did not have access to the needed care.¹⁴

Apply Your Knowledge: Healthcare Disparities

Shah et al. (2020) found marked healthcare disparities for First Nations people living with diabetes in First Nations communities, including that they were:

- Less likely to have a regular family physician (85.3% versus 97.7%) and had lower continuity of care with that physician than other people in Ontario (mean score of 74.6 versus 77.7 respectively);
- Less likely to see specialists; and
- More likely to be admitted to the hospital for ambulatory-care-sensitive conditions (2.4% versus 1.2%).¹⁷

Answer the question using the information from the study.

Question: What do you think this information tells you about access to healthcare services?

Feedback: Most simply put, this data suggests that First Nations people with diabetes in Ontario had poorer access to and use of primary care than other people with diabetes in the province.

For your interest, [read the study by Shah et al. \(2020\).](#)

Use of the health care system by Ontario First Nations people with diabetes: a population-based study



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Recall that the provision of healthcare to Indigenous Peoples living in Canada is complicated for several reasons, including:

1. Federal and provincial/territorial jurisdictions are ambiguous
2. Indigenous and treaty rights are not recognized
3. Diverse needs of Indigenous Peoples and communities are not being met

1. Multi-Jurisdictional Ambiguities

The division of powers within the Constitution Act resulted in the federal government being assigned responsibility for “Indians” while healthcare is a provincial and territorial responsibility. The provision of healthcare for Indigenous Peoples sometimes lands in a gray area with neither the federal government nor the provinces/territories wanting to take responsibility. Ambiguous and fragmented jurisdictional issues, including federal programs, provincially provided services, and highly bureaucratized add-ons, fail to meet the needs and constitutional rights of Indigenous Peoples.⁴ This continues to result in “frustration, confusion, unmet health care needs and, most concerning, higher mortality and morbidity of Indigenous Peoples.”⁷ The situation of Jordan River Anderson was a classic case of this jurisdictional quagmire.

Example: Jordan’s Principle

Jurisdictional disputes between the Government of Canada and provincial governments often result in service inequities and delays for Indigenous patients. A key example of this is the case of Jordan River Anderson.^{18, 19}

Jordan River Anderson was a Cree child from northern Manitoba who was born with a rare neuromuscular disorder such that he spent his entire life in a hospital. When he was two years old, he would have been stable enough to go home with medical equipment and support. However, neither the province nor the federal government was willing to provide funding to support this transition. Jordan died at the age of five without ever being able to live at home with his parents and siblings.^{18, 19}



Alt Text: Jordan River Anderson.³⁴



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definitions within the Indian Act are often large barriers to N I H B access. Similarly, the legislature stated in the Constitution Act of 1982 can also act to create a gap in access.

Learn more about how the definitions of various Indigenous Peoples within these Acts can create differential access to healthcare programming like N I H B programs.

Status First Nations

The Indian Act defines “Status Indian” as First Nations individuals registered under the Indian Act on the Indian Register. Under the Indian Act, “Status Indians may be eligible for a range of benefits, rights, programs and services offered by the federal and provincial or territorial governments”, including N I H B.²²

This act only applies to Status First Nations and has not historically recognized Métis and Inuit, even though they are Indigenous to Canada. As a result, Métis and Inuit Peoples have historically not had “Indian [S]tatus” or the rights to services and funding associated with this status.^{27, 28}

Non-Status Indians and Métis

“Non-Status Indians” are First Nations individuals who are not registered under the Indian Act. These individuals may not qualify for Status based on the Indian Act or they may have lost their Status prior to the passage of Bill C-31 in 1985 through the marriage of a non-Status individual.

Non-Status First Nations are not eligible for N I H B and other federal rights and benefits. Similarly, Métis are not eligible for the N I H B program. Despite the Supreme Court ruling in 2016 stating that “Indian,” as defined by section 91(24) of the Constitution, now includes non-Status First Nations, as well as Métis citizens, this ineligibility persists as these changes applied only to the Constitution, not the Indian Act.²⁷

Inuit

In Canada, Inuit are a distinct legally recognized Indigenous group as defined in the Constitution Act of 1982. Inuit are eligible for N I H B as long as they are recognized under the Nunavut Land Claims Agreement or the Inuvialuit Final Agreement.^{28, 29}

Other Available Health Services in Canada

N I H B programming is not the only healthcare service available to Indigenous Peoples in Canada.

Explore three different healthcare services and programs available to Indigenous Peoples: the Indian Health Policy, the First Nations and Inuit Health Branch (FN I H B), and Aboriginal Health Access Centres.

Indian Health Policy

Adopted in 1979, the Indian Health Policy formalized the federal government’s responsibility for providing healthcare coverage and services to eligible Indigenous Peoples, including:

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[text] What are some practical strategies for integrating Indigenous Ways of Knowing into healthcare practice and education?

[Yolanda Wanakamik] Yes. That's the key word, practical strategies, because there are lots of strategies that are out there. There's lots of information out there, you know. But some of the practical things that I always like to tell people to think about when they're starting this journey and this work is to acknowledge how racism and colonization are intertwined and deeply impact healthcare outcomes for Indigenous Peoples. There are many scholars doing this work to sort of make it practical and hands-on for people to access to really understand that those are some basic concepts, that you need to understand to be able to view what's going on in Indigenous health. Understanding the Indian Act is also something that's extremely important to understanding health outcomes because these policies undermine healthcare initiatives and programs and services in this country. Knowing what the residential school is is really important. And it isn't something that is universally taught in our K-12 sector. It needs to be taught in that sector and people have to understand that experience in this country and where those policies came to start and why they were there and how they still continue today. I think understanding the differences, there are significant differences between the federal and provincial healthcare systems in this country. So understanding that from an Indigenous perspective means that, you know, healthcare services are provided by the federal government. In the rest of Ontario, it's provided by the provincial government, so there's quite a differentiation between the two systems. So understanding and knowing that from a public policy sort of perspective is really important. And I think the other thing that's important is to think about implicit bias, trauma-informed care, and understanding how we all have biases. It doesn't matter, you know -- if I'm an Indigenous woman, I have biases as well so recognizing and acknowledging those biases are really, really important. And I think understanding that that learning begins with you and it can't be just something that we are looking to others to inform us about. Right? There is some level of understanding. If you're in a great undergraduate program or post-graduate program, you know, I would hope that your faculty is teaching some of this to you in different context no matter what your undergrad degree is in. I think it's important to understand the Indigenous context in Canada, even more so in Ontario and to your specific area and region. I think those are things that you can do to reach out for that learning and not just expect others to sort of hand that to you in a book or in a journal or -- you know so it's piecing all those things together. And then it's also understanding, I think, from a community perspective. So when you are in a community and understanding the differences between, you know, the federal system and the provincial system, go out and try to learn about that. Like what is the difference between one and the other? You know participating in Indigenous community gatherings. You know oftentimes people ask me, am I allowed to go to this? Of course you're allowed to go to this. It says everybody is welcome, so that means you as well so -- and I don't think that, you know, it should be compartmentalized. I think it's very open and Indigenous people invite others to come, and learn, and be a part of, and support the work that they're doing.

End of Video Transcript.

Multiple practical strategies exist to address the differences in health needs and to reduce the barriers to healthcare service access.

Learn more about these solutions.

Employ Culturally Appropriate Practices



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Urgently enhance the delivery of culturally appropriate practices in emergency.¹⁴

Address Structural Injustices

Attention is required to address the structural injustices that act as barriers to access, such as addressing the stigma, stereotyping, and discrimination experienced by Indigenous Peoples in this study.¹⁴

Educate Yourself on Cultural Values

This entails the need to recognize cultural values, to question common assumptions, to foster a trusting relationship and a safe space between nurse and patient, to acknowledge cultural individuality, and to “treat people with dignity and compassion.”³²

Become an Advocate

Use your social capital as a healthcare professional to promote change and become an advocate for Indigenous healthcare that will lobby for changes in legislation (e.g., improved access, equitable resources, support needs and rights). Advocacy may also involve sharing information through your social networks (e.g., media, interpersonal interactions, etc.).

Page Links:

<https://doi.org/10.9778/cmajo.20200043>

<https://www.ontario.ca/page/aboriginal-health-access-centres>

<https://player.vimeo.com/video/677201167?h=0312aaad66>

End of Healthcare Services



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MODULE CONCLUSION

In this module, you learned about the historical and modern-day barriers, disparities, and risks associated with the access to health services experienced by Indigenous Peoples in Canada. Next, you understood the effects of laws, acts, and policies in healthcare on Status First Nations, non-Status Indians, Métis, and Inuit in Canada. You also learned about the N I H B program, its implementation in Yukon and British Columbia, and barriers to accessing N I H B to some Indigenous Peoples. Finally, you recognized practical strategies you can adopt to promote positive and meaningful change for Indigenous healthcare.

You have completed one of the seven learning modules within the series “Indigenous Healthcare Education and Practice: A Community-Led and Community-Informed Collaborative Initiative.” The modules within this series aim to increase your awareness and knowledge of Indigenous healthcare education and practice. These modules explore how Indigenous Peoples’ health outcomes have been negatively impacted by colonial policies and practices, and how the health and well-being of Indigenous Peoples can be improved through the inclusion of traditional healing practices and by addressing biases, racism, and discrimination within the healthcare system.

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Page Link:

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<https://vls.ecampusontario.ca/>

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