



Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for

Assembly of First Nations Quebec-Labrador

March 2023

Final report

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

Preface

The main objective of this project was to test the methodology, developed in a previous mandate in 2020-2021, to validate its applicability to compare service levels between a First Nations community and a municipality.

The authors of this report have worked in the field of asset management with First Nations and municipalities since the 1990s:

Guy Félio, PhD, P.Eng., FIAM, CSCF

Marie-Élaine Desbiens, Eng., M.Sc.

The support provided by the AFNQL and the participation of its project manager, Mr. Guy Latouche, were essential to the success of this project.

Staff members of the Wemotaci Atikamekw Council and the First Nations of Quebec and Labrador Health and Social Services Commission (FNQLHSSC) were mobilized for data collection. They provided invaluable information on the context surrounding the services provided to residents through numerous interviews. Their contribution was crucial in the development of the comparison:

Isabelle Wood, Executive Director, Wemotaci

Fabien Paul, Housing Consultant, Wemotaci

Serge Petiquay, S.G.E. Coordinator Public Works and Highways, Wemotaci

Soter Newashish, Special Projects Officer, Wemotaci

Maybelline Chilton, Social and Workforce Development Directorate

Susie Nepton, FNQLHSSC

Jean-Denis Gill, FNQLHSSC

Georges-Auguste Legault, FNQLHSSC consultant

We would also like to thank two key individuals, residents of the City of La Tuque, for their contribution on the specific context and services offered to the citizens of the Parent District of La Tuque. These individuals were involved because the City of La Tuque officials did not respond positively to our request for input.

Louis Loiselle, retired from the city of La Tuque

Éric Chagnon, Councillor for the Parent Sector of the City of La Tuque

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

Table of contents

1	Context	1
2	Mandate, objectives and content of the report	1
3	Work plan	2
4	Project team.....	2
5	Overview of the methodology framework	3
6	Identification of participating organisations.....	5
6.1	Selection of communities and confirmation of participation	5
6.2	Identification of contact persons	6
7	Data collection and engagement plan.....	6
7.1	Data collection	6
7.2	Stakeholder engagement plan	6
8	Data analysis and different service levels.....	9
8.1	Quantitative versus qualitative data	9
8.2	Comparison of service levels for services provided by the First Nation (eight service indicators)	18
9	Results of the comparison and identification of key differences.....	20
9.1	Results presented by service and main findings	20
9.2	Summary of observations	29
10	Conclusion.....	30
11	Recommendations	31
APPENDIX 1	Excel file documenting the data and results of the analysis (separate document)	32

List of figures

Figure 1. Overview of project phases	2
Figure 2. Project team.....	3
Figure 3. Methodology framework.....	4
Figure 4. Location of the communities selected for comparison	5

List of tables

Table 1. Stakeholders met and topics covered	8
Table 2. Summary of relevant contextual elements.....	10

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

1 CONTEXT

In the context of the eventual transfer of control of housing and infrastructure to First Nations, the Assembly of First Nations Quebec-Labrador (AFNQL) supported the development and testing of a comparative analysis methodology for levels of service (LoS) of community infrastructure in the Quebec region. The initial development work included data collection and interviews with staff of three First Nations and three municipalities of comparable size and located in the same sub-region, as well as a review of the literature and laws relevant to the subject matter. This comparative analysis tool can help First Nations in their process towards self-determination, more specifically to identify an acceptable level of service and the corresponding funding.

Considering the interest in the methodology among First Nations partners and representatives, the AFNQL initiated a second phase of this project, which consisted of testing the application of the methodology with a First Nations community twinned with a municipality.

Since the launch of this comparative analysis tool in July 2021, the methodology has been adapted in two projects aimed at identifying service levels in First Nations communities to determine their asset needs. The section of the methodology to develop the contextual profile of the communities was specifically used. The first project involves 25 First Nations in the Yukon, Northwest Territories, British Columbia and Manitoba engaged in devolution negotiations. The second project involves 21 First Nations in northwestern Ontario that are part of the Robinson Huron Waawiindaamaagewin (Robinson-Huron Treaty of 1850) in negotiations with the government.

2 MANDATE, OBJECTIVES AND CONTENT OF THE REPORT

The AFNQL mandated the Phase 1 project team to proceed with the application of the methodology for the comparative analysis of levels of service between a First Nations community and a comparable municipality. This mandate is in line with the efforts of the Housing and Infrastructure Services Reform Branch (HISSB) to support the advancement of First Nations self-determination.

The methodology that was developed was tested in a First Nations community and a municipality in the Quebec region that had already participated in the methodology development phase. This choice was made in order to maximise the efforts already made for the preliminary collection of information. This project was supervised and managed by the AFNQL, on behalf of Indigenous Services Canada (ISC).

This report summarises the different stages of the project, the information gathering process, the results of the interviews with participants, the results of the data analysis and the findings that led to the adjustment of the methodology. The report also contains observations and recommendations on the future use of the methodology. Finally, an Excel file containing all the sheets forming the methodological approach and collating all the data collected is an integral part of this report (only in French which was the working language for the project).

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

3 WORK PLAN

The work plan followed by the project team included four main steps:

- 1) Identification and selection of the participating organisations for the comparative analysis to be mobilised (from amongst the organisations that contributed to the development of the methodology).
- 2) Development of an engagement plan and collection of data from selected organisations on context and services;
- 3) Analysis of the data collected; identification of differences in service levels
- 4) Development of comparison sheets for services with different service levels and explanation (context and assets). Production of a summary report.

Figure 1 illustrates the main stages of the study.

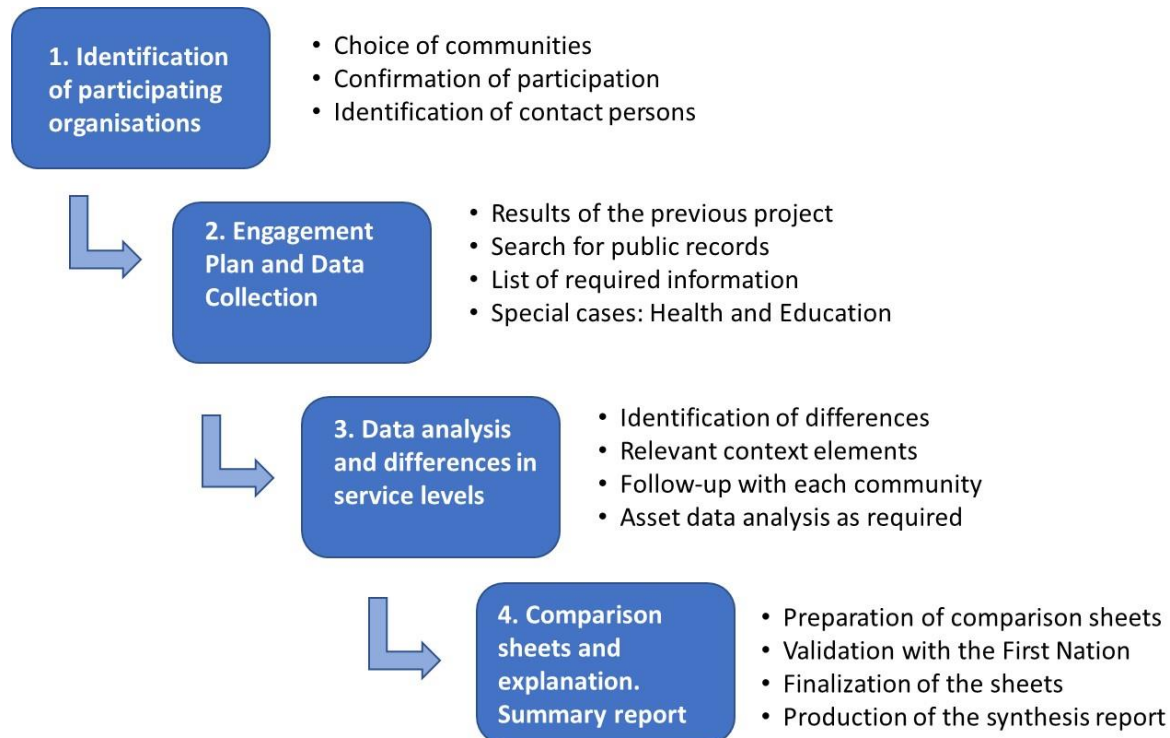


Figure 1. Overview of project phases

4 PROJECT TEAM

To implement this work plan, the project team was composed of two experts whose involvement varied according to the stages and themes discussed. These experts were supported by the representative of the Assembly of First Nations Quebec-Labrador.

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

The experts were selected on the basis of their experience working with municipalities and First Nations, as well as their competence in asset management. Figure 2 illustrates the organisation of the project team.

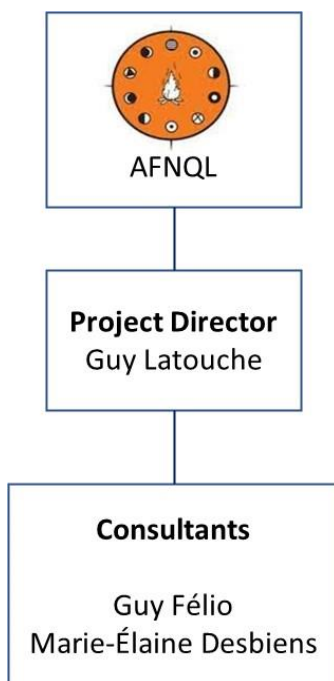


Figure 2. Project team

5 OVERVIEW OF THE METHODOLOGY FRAMEWORK

Key elements supported the development and application of the comparison methodology. It was clearly established that a broad knowledge of the governance context and living conditions as well as the cultural characteristics of the First Nation would be crucial in understanding the service levels offered and to compare with those of the twinned municipality. Another important principle of this methodology was that it must be flexible.

From a more technical point of view, the services covered by the analysis fall into two categories, mandated services (imposed by laws and regulations) and community services (choice made by the community to offer). Both types of services were assessed in a consistent manner.

Finally, a distinction was made between levels of service related to services (strategic) and those related to assets (operational). The latter was used to explain, as needed, some or all of the differences in service levels between the two organisations.

Figure 3 below presents the framework used to develop the methodology and shows the importance given to the contextual component as a first step in collecting information. The approach then focuses on service provision by documenting, firstly, service performance indicators and, if required, indicators for the assets themselves.

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

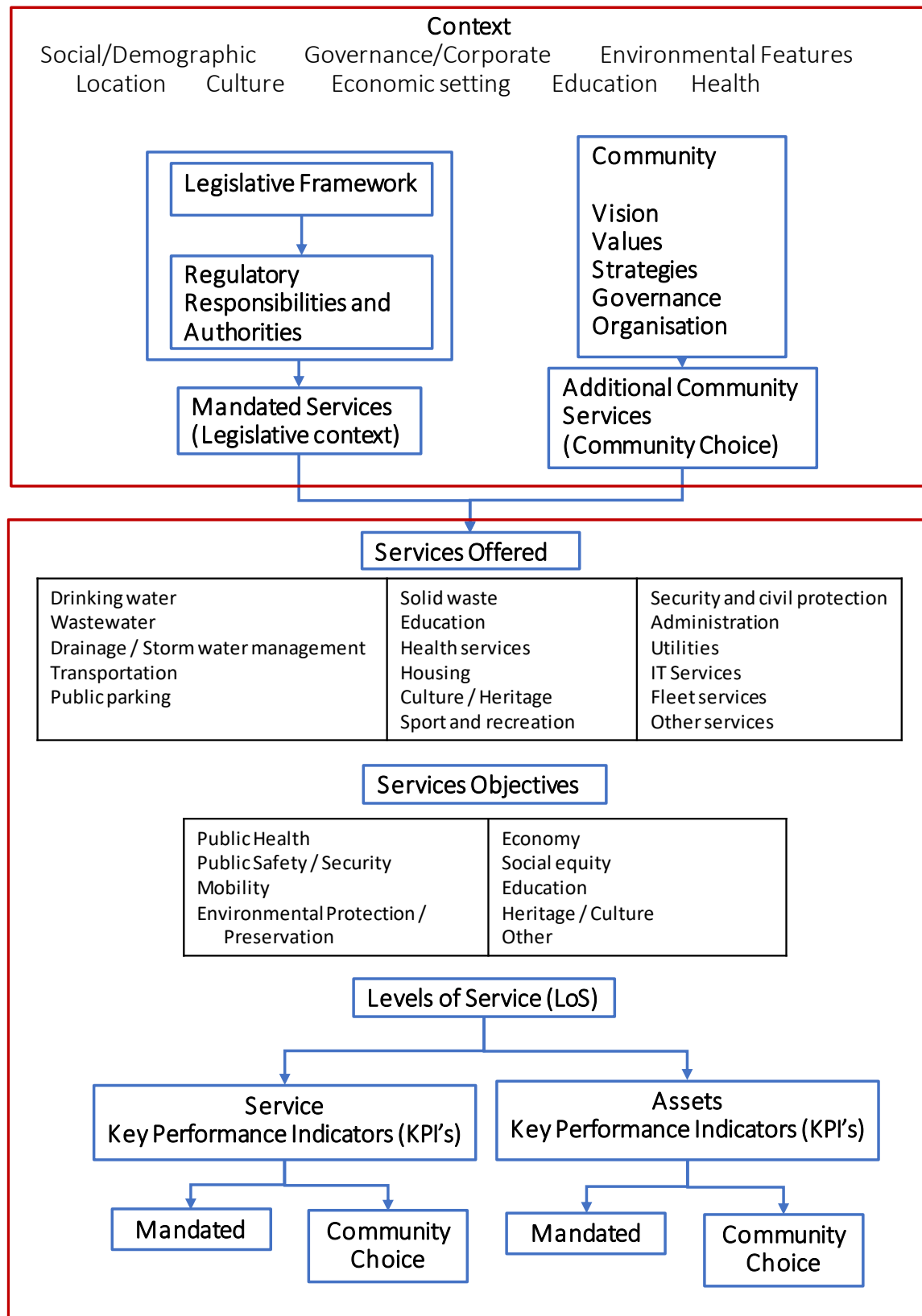


Figure 3. Methodology framework

6 IDENTIFICATION OF PARTICIPATING ORGANISATIONS

6.1 Selection of communities and confirmation of participation

The choice of organisations to be mobilised was based on the following criteria:

- 1) Select organisations from amongst those that had already participated in Phase 1 (developing the methodology); these organisations had demonstrated an interest in the exercise through their participation.
- 2) That organisations are open to making the effort required to participate in interviews and provide detailed information on context and service levels (financial support was provided to the First Nation to compensate for the time of staff who participated in the study).
- 3) Organisations formally commit to participate in the exercise.
- 4) That it is possible to build on the data already collected in the first phase and the ease of access to data and information.
- 5) That the project team can identify and present positive elements of participation to engage the twinned municipality.

After evaluating the three First Nations and twinned municipalities in the first phase, the Wemotaci First Nation and the Parent Sector of the city of La Tuque were selected on the basis of the criteria set out above. An initial contact was made with representatives of each organisation to explain the project and specify the expected contribution. A confirmation of participation from the Wemotaci management team was received by the Project Director in the days following this initial contact.

Figure 4 shows the location of the communities.

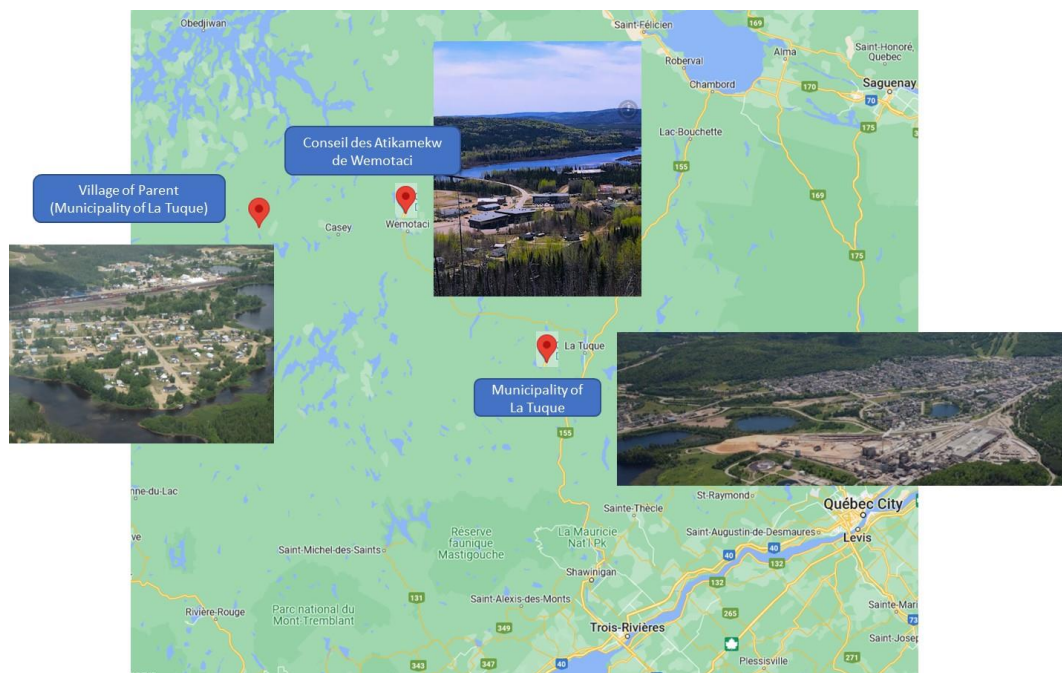


Figure 4. Location of the communities selected for comparison

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

In regard to the City of La Tuque, certain conditions related in particular to the lack of personnel caused the City to refuse to commit to the project. It should also be noted that the comparison is made with a remote Sector that is part of the City of La Tuque, the Parent Sector, which represents approximately 4% of the population of the City of La Tuque.

6.2 Identification of contact persons

Two main contacts were identified for the Wemotaci First Nation: Ms. Isabelle Wood, General Manager, and Mr. Fabien Paul, Housing Consultant for the community. For the Parent Sector of the City of La Tuque, to compensate for the lack of commitment on the part of city representatives, the project team engaged a recent retiree from the City of La Tuque, Mr. Louis Loiselle, who worked as Director of Public Works and Special Advisor to the city for nearly 30 years. He agreed to become the main informant on the context and services offered by the City of La Tuque to residents of the Parent Sector. In addition, the project team interviewed Éric Chagnon, a City Councillor in the Parent Sector of the City of La Tuque, in order to fill in some information gaps.

7 DATA COLLECTION AND ENGAGEMENT PLAN

7.1 Data collection

The first step was to revisit the data collected during the first phase of the project. All the information collected on Wemotaci and the Parent Sector of the City of La Tuque was documented in the Excel file, the main tool of the comparative methodology. Once this data was compiled, an assessment of the information required for the detailed comparison was made in order to target the stakeholders who could provide the data on the specific context of each organisation and answer the questions that would allow the levels of service to be qualified for the indicators of the methodology. It should be remembered that eight indicators were defined to assess services; they are: availability (i.e., access to the service), safety/security of the service, reliability, cost of providing the service, affordability of the service for the user, ability to meet demand, contribution to the well-being of the community and responsiveness.

Secondly, an exhaustive search for information was carried out on the websites of the organisations being compared. In addition, relevant statistics were retrieved from the Statistics Canada website and general information was obtained by visiting other websites, notably those of the *Centre de services scolaires de l'Énergie*, the *Ministère de l'Éducation (MEQ)*, the *Ministère de la Santé et des Services sociaux (MSSS)* and the *Sûreté du Québec (SQ)*. It is important to remember that First Nations communities are responsible for providing services related to education and health, amongst others, which is not the case for municipalities. The documentation of the latter services added a particular complexity for the Parent Sector of the City of La Tuque, as these services fall under a higher level of government.

7.2 Stakeholder engagement plan

An engagement plan was developed in collaboration with the contact persons identified for each organisation. Invitations were sent to the people responsible for the services considered in the assessment. Several virtual meetings were held between 15 April and 9 December 2022 with stakeholders who made themselves available. The organisation and mobilisation of the many stakeholders was difficult, and the diversity of stakeholders met had to be limited in order not to unduly delay the project. However,

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

the extensive knowledge of the key stakeholders provided rich, reliable and sufficiently comprehensive information for the project team to be able to paint a fairly accurate picture of the comparison. Table 1 below details the virtual meetings that took place, as well as the stakeholders met with and the topics covered.

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

Table 1. Stakeholders met and topics covered

Date (2022)	Stakeholder	Organization	Subject matter
15 April	Louis Loiselle	Retired from the city of La Tuque	Parent Sector context
4 May	Louis Loiselle	Retired from the city of La Tuque	Parent Sector context
9 May	Louis Loiselle	Retired from the city of La Tuque	Parent Sector context
14 June	Susie Nepton, Georges-Auguste Legault, Jean-Denis Gill,	FNQLHSSC	FN Health and Social Services Sector
14 June	Louis Loiselle	Retired from the city of La Tuque	Context and service indicators Parent Sector
20 June	Louis Loiselle	Retired from the city of La Tuque	Service indicators Parent Sector
20 June	Fabien Paul, Housing Consultant and Serge Petiquay, Public Works Coordinator	Wemotaci	Context of Wemotaci
22 June	Louis Loiselle	Retired from the city of La Tuque	Service indicators for the parent Sector
4 July	Fabien Paul, Housing Consultant, Serge Petiquay, Public Works Coordinator and Sauter Newwashish, Special Projects Officer	Wemotaci	Context of Wemotaci
9 August	Fabien Paul, Housing Consultant, Serge Petiquay, Public Works Coordinator	Wemotaci	Service indicators
17 August	Fabien Paul, Housing Consultant, Serge Petiquay, Public Works Coordinator	Wemotaci	Service indicators
18 August	Isabelle Wood, Director General	Wemotaci	Context of Wemotaci
6 September	Maybeline Chilton, Social and Workforce Development Directorate	Wemotaci	Social and labour market context and development
7 September	Isabelle Wood, Director General	Wemotaci	Service indicators
18 October	Justin Proulx, Director of Land Use Planning	City of La Tuque	Feedback on the urban plan
25 October	Éric Chagnon, Councillor	Sector Parent City of La Tuque	Parent Sector context
28 October	Fabien Paul, housing consultant and Isabelle Wood, general manager	Wemotaci	Service indicators
10 November	Fabien Paul, housing consultant and Isabelle Wood, general manager	Wemotaci	Service indicators
9 December	Isabelle Wood, Director General	Wemotaci	Validation of results

8 DATA ANALYSIS AND DIFFERENT SERVICE LEVELS

8.1 Quantitative versus qualitative data

It is important to note that initially the performance indicators (service levels) of the services under analysis were to be documented in quantitative terms. It became apparent that some indicators could not be documented with numerical data, but that the qualitative information provided by the stakeholders was extensive and relevant, and allowed for an understanding of whether the service levels were similar or different, and to what degree.

This led the project team to adjust the methodology, i.e., where it was intended to check boxes and input numerical data, it was instead chosen to record the information that the community representatives shared in confidence. This made it easier to collect qualitative data from stakeholders. Compiling quantitative data is not a common practice in organisations and is not an essential activity for them to be able to provide services. However, some data available from other public sources was collected but were more general in nature.

In the following table, we describe the contextual elements that characterises each organisation in terms of governance, environmental characteristics, location in the territory, social, cultural, economic, educational, health and justice issues.

The project team considers this information to be amongst the most useful in understanding service provision and any differences in service levels offered by each jurisdiction.

Table 2. Summary of relevant contextual elements

Contextual element	Wemotaci	Parent Sector (City of La Tuque)
Population		
Total	Dans réserve : 1542 (n’inclut pas les allochtones qui ont aussi accès aux services) Hors réserve : 490	400 (inclut les membres de Premières Nations qui résident dans le secteur)
of young people (0-14 years)	32.30%	13.60%
of seniors and elderly (65+)	5.70%	24.90%
Population growth/decline	↗	→
Website	https://wemotaci.com/	https://www.ville.latuque.qc.ca/
Governance / Organisation		
Public participation	Consultations to provide information only + communicated to residents; little involvement of decision-making consultations ... for now Financial Management Act: Council 2019 passes its own act --> need for consultation, e.g., major capital projects	Before 2004, Parent has its own Municipal Council. After 2004, the “Parent Sector” becomes a District of the municipality ("MRC-Ville") of La Tuque with 1 seat on the City Council 2006 referendum: Parent decides to stay with La Tuque Neighbourhood Council (Parent and other districts): volunteers (appointed, not elected) chaired by council member (elected)
	No public meeting: lack of meeting space and logistical organisation... not lack of will. Meetings open to residents and staff Residents can apply to attend a Council meeting and will be accepted	Ward Council meetings (in existence since 2004) are public - transparency (4 meetings per year) Ward Council recommendations are brought to the City Council (La Tuque) by the Parent Sector Councillor
		La Tuque has not adopted a public participation policy to replace the referendum approval mechanisms for urban planning (Bill 122)
Levels of decision making	For the territory, there is the Council of Chiefs for the territory in Wemotaci (respondents on everything that happens in the territory). They have the authority to make decisions. The community has signed an agreement on the FN Financial Management Act	Municipal Powers Act; Cities and Towns Act
	The decision-making body is exclusively the band council (100% autonomous) unless there is a funding agreement. No umbrella authority for all councils (e.g. MAMH), but: accountability to the population + funder (e.g. VS) ... changed a few years ago (2019): adherence to the Financial Administration Act (from 2012 to 2019: Financial Recovery Plan) Subject to the Indian Act against its will or other laws of the community's choice (the Indian Act provides very little guidance on governance). Otherwise subject to applicable laws, but not specifically for its governance.	

Application of the methodology for comparing levels of service between a First Nations community and a municipality
Project for the AFNQL

Contextual element	Wemotaci	Parent Sector (City of La Tuque)
Characteristics of the organisation	Agreement with the Tribal Council (CNA) Agreement with La Tuque for waste and recycling and firefighter training Other agreements: - Canadian National - MTQ (road and bridge) - Remabec (wood volume) - - Télébec - Hydro-Québec - Fibre optics (Sogetel)	La Tuque occupies a large geographic area (almost 30,000 km2) and must be autonomous, as there is no other municipal organization nearby (about 200km on either side - south or north). Possible mutual aid agreement for fire services (to be verified) Agreement with Wemotaci for waste and recycling
	Workforce development focuses on recruiting community members	Local businesses: recruitment and retention efforts Chamber of Commerce: local promotion
	Objective of the Nikanik Corporation (economic development). Example: partnership with the city of La Tuque and Kruger for a hydroelectric plant.	Example: Project with the Nestlé company and a professor from UQTR to recover forest residues to produce biodiesel. City partner at the birth of the project (municipal employees dedicated to the project). The project is autonomous and will be ready for the construction of the pilot plant (in 2023). Manouane Sipi project (mini hydroelectric plant) Hydro-Québec energy block; Limited partnership formed by the City of La Tuque and the Wemotaci Atikameks
Other	Public safety: does not enforce the public road safety code on the reserve (e.g. no seat belts, no need for licence plates - only if leaving the reserve)	Influence of the Atikamekw culture Example: Sakihikan Centre near Lake Saint Louis (social economy enterprise) and a place for the promotion and dissemination of Aboriginal culture, prevention of prejudice and bringing people together
	10-year grant: more flexibility and autonomy (education, health, income support, capital assets (infra + buildings). Possibly underfunded (income support, capital, recreation + other)	
	FN Police - in case of need, mutual assistance with SQ New police station: to be built in spring 2021 Old police station entirely barracks	The SQ provides police services
	Fire station + fire engine. Chief + 12 volunteers (training is for level 1 - firefighters cannot do rescue inside buildings). Hydrants + preventive maintenance (flush network operators in spring) Firemen do chimney sweeping (tenant calls) - Council policy? There is a pilot project to build a new fire station (funded by SAC). Wemotaci has a reserve to renew the fire truck (current truck is old and does not meet needs - cannot cover two-storey buildings).	
	Emergency vehicle is not an ambulance (not allowed to transport patients to hospital)	Ambulance drivers (BTAQ contract for travel from Parent to La Tuque). Parent: ambulance on site (first responders). Covers Parent to Clova (90 km from Parent) pending BTAQ arrival

Contextual element	Wemotaci	Parent Sector (City of La Tuque)
Environmental characteristics		
Geography	Mountainous, poor soil (wetland); much logging, hydro-electric, mining, outfitting. Crossed by a railway. Bridge over the Saint-Maurice River (very close to Wemotaci). Lots of dust; lots of flies! Soil: sand and gravel; rock in the mountainside areas At the edge of the boreal forest	Parent is surrounded by water (river, lake) High elevation (434m - 1,424ft) Relatively flat Ottawa River watershed Soil: sand and gravel At the edge of the boreal forest
	Risk of forest fires; there are felt impacts of climate change (wildlife, migratory birds, plants) Climatedata.ca The average annual temperature was 1.2°C between 1951 and 1980, while it was 1.9°C for the period 1981 to 2010. Under the high emissions scenario, the projected mean annual temperature is 3.8°C for the period 2021 to 2050, 6°C for the period 2051 to 2080 and 7.5°C for the last 30 years of this century. The average annual precipitation was 998 mm for the period 1951 to 1980. The projected change under the high emissions scenario is 7% for the period 2021 to 2050, 12% for the period 2051 to 2080 and 15% for the last 30 years of this century.	Risk of forest fires; there are felt impacts of climate change (wildlife, migratory birds, plants) More snow cover than La Tuque Climatedata.ca The average annual temperature was 0.8°C between 1951 and 1980, while it was 1.5°C for the period 1981 to 2010. Under the high emissions scenario, the projected mean annual temperature is 3.3°C for the period 2021 to 2050, 5.5°C for the period 2051 to 2080 and 7.1°C for the last 30 years of this century. The average annual precipitation was 1010 mm for the period 1951 to 1980. The projected change under the high emissions scenario is 7% for the period 2021 to 2050, 12% for the period 2051 to 2080 and 15% for the last 30 years of this century.
	There is the territory of the reserve (approximately 33km ²) on the one hand and the ancestral territory on the other. The territory of the reserve is specific to the community (autonomous council) The ancestral territory (Nitaskinan) extends to Trois-Rivières and covers approximately 80,000km ² (Nitaskinan) under negotiation with the provincial and federal governments. (see map)	Area of 41 km ² Map District #1 Parent (general map)
Environmental stewardship		La Tuque: yes Parent: less public awareness for environmental protection (e.g. waste: trench site) Parent: no sanitary sewer system (project since 2004) - direct discharge into waters around the village.
Land and resources	Land use programs (construction of family camps - willingness of Council ... but no \$ at present) Lots of land and educational resource activities. 2 council "cultural" weeks per year (hunting) Map of Nitaskinan territory	La Tuque: emphasis on territorial knowledge and resources: e.g., 2 full-time GIS technicians to document the territory (e.g., forest roads, infrastructures, accessories (hydrants), etc.) La Tuque: 30,000km of forestry roads: built and maintained by forestry companies Outfitters: exclusive (private land) and non-exclusive (public land): e.g. Gouin reservoir
	Land Management Office (coordination of public and private third parties)	Mediation between the Band Council and the Quebec government (not with the city)

Contextual element	Wemotaci	Parent Sector (City of La Tuque)
Location		
General	Statistics Canada (2021) Land area = 31.55 km ²	City of La Tuque: land area = 28,293.71 km ² (www.mamh.gouv.qc.ca) Parent Sector: 41 km ² (https://fr.wikipedia.org/)
	100km from La Tuque (unpaved road; large trucks off road) Unlit airstrip	Isolated community > 200km from the urban centre of La Tuque 3 road accesses: accessible by road (Route forestière 25 (RO-461), Route forestière 10 (RO-400) and road to Mont-Laurier (maintained by MTQ) or by train (service 3 times / week). Lighted airstrip (former army) nearby (operated by the city of La Tuque.
Social		
Priorities of the EU administration	Social Services - agreement with NAC, but repatriation in progress - see https://www.lenouvelliste.ca/2021/12/14/le-conseil-de-bande-de-wemotaci-veut-rapatrier-la-gestion-des-services-sociaux-a8607bf56ba61c42088463e1f7b04984	Maison des jeunes in La Tuque - no city involvement (managed by an NPO) Ad-hoc activities organised by the city in Parent
	Atikamek model for youth protection	
Housing	Community managed housing Average household size: 5.4 (AFNQL, 2018) Average lot size: Approximately 80' X 100	Average household size - La Tuque (Statistics Canada, 2016) = 2.0 Estimated average lot size in Parent: approximately 100ft x 125ft Lots in downtown La Tuque: 75ft x 100ft. Most (Parent): single-family homes; no multi-units. Some units above businesses on main street
	Huge accumulated housing debt (\$7M). Important issue of access to housing for the community. Lack of housing leads to social, education, health problems, etc.	
	Lack of management (rent collection, housing maintenance, tenant empowerment, development of housing stock, etc.)	
	The present village was established in the early 1970s (sedentariness of the community members). The members have historically been tenants. There is a desire on the part of the council to facilitate access to home ownership through buy-back programs and policies and new construction (since 2018, 40 houses have been bought back). The council favours row houses or duplexes for community housing. There are more multi-units (4-6 units) since the early 2000s.	Housing Office - Parent: 10 units for independent seniors
	It is only the council that initiates the construction of housing. All the land belongs to the council. The council does not have the power to give space to private builders.	
	There are 448 units in the community and a further 240 units are missing. There are 172 people on the waiting list. There would probably be more requests, because some members live in La Tuque and would like to return to Wemotaci. It can take up to two years to get access to housing. All the housing is affordable. There are about 40 private owners who have bought their homes or built them.	No involvement of the city for other social housing (HLM)
	There is a project to build additional residences for teachers. There are 5 buildings with about 30 teachers' houses. There is so-called institutional housing for police, nurses, social services, transits (external consultants and specialists) and some administrative staff.	La Tuque: new social housing project for autonomous autistic people (12 units). City involved in logistics and financial contribution

Contextual element	Wemotaci	Parent Sector (City of La Tuque)
Social (continued)		
Social characteristics and community focus	Lots of will, but no government funding. New arena and water play being considered, but no money. There are sports and recreation infrastructures in the community. There are exchanges of service at the hockey level (3-Rivières, Shawinigan, La Tuque)	Parent Leisure Centre: training gym (sports gym at school) + community facilities
	Determine which directorate the sports and recreation department reports to (health or education). There is no coordinator who is responsible for setting up projects and finding funding to make the most of the facilities. Management of activities by different departments ... many volunteers involved (hockey and ball tournaments) + community contributions (no special funding)	Social centre: houses several community organisations + premises for activities Free meal service - La Tuque (anonymous): most of the beneficiaries are FN members who live in La Tuque “L'âge d'or”: seniors (different from the "Lucarne" - retired people). La Tuque
	Broad orientations: social objectives (e.g. seniors' house) - will of the community Youth Centre: not fort-profit organization (receives \$ from the Council) Early childhood education: possibly funding from the provincial G. (number of places) Lack of infrastructure for population growth (e.g. administrative centre) Plans: new training centre (adult, professional) Lack of space: increase in services + population (e.g. professional training --> partnerships with training centres, BUT lack of space)	
Culture		
General	Through the secondary school, students go to the forest during the school year to experience their culture and their ancestral way of life. These camps are led by elders.	Activities organised by the members of the Atikamekw Nation to promote rapprochement (e.g. walk around Lake Saint Louis) La Tuque cultural complex (managed and operated by an NPO): shows, exhibitions, rental of premises). City responsible for building maintenance + subsidy to the NPO
	Teaching in the Atikamekw language at the primary and lower secondary levels.	
	There is a volunteer organizing committee that runs the annual Pow-Wow (a traditional festive sharing event with Aboriginal singing and dancing). The Pow-Wow site is alcohol-free. During this event, which is very well known, there are many visitors from Quebec, Ontario and even the United States. The Band Council can contribute either through funding or through certain work required for the event. This event is important for the culture and well-being of the community. During the Pow-Wow, there are members of the community who make traditional (or other) food and it is a way for them to earn an income. At another site, in July, the traditional dance event is a time of great spirituality for the community.	“Circuit Félix Leclerc” - native of La Tuque (with interpretation panels) La Tuque - The Sakihikan Centre (sakhikan.com) is a social economy enterprise that offers low-cost multidisciplinary workshops based on the Miro matisiwin approach. Enhancing the value of Atikamekw culture
	Cultural / heritage festivals and events. Activities are organised by the council: cultural weeks, traditional ceremonies), but there is no specific policy.	

Contextual element	Wemotaci	Parent Sector (City of La Tuque)
Economy		
General	Main employer: Council + limited partnerships. Also private convenience store Currently: about 190 people on income support - too many tax deductions - taxes (e.g., brush clearing areas - seasonal) compared to wages - there is no incentive to go to work. Need for quality, well-paid jobs - Ms. Chilton's team is trying to get the work recognized by the CCQ, which allows for better pay. Other employer: Atikamekw Aski (forestry)	Parent - major employers: Sawmill (Rémabec) and related forestry activities ("village roulottes" and canteen for employees) Outfitters around the territory Hydro-Québec CN - point of service (storage of railcars; locomotive repairs) Other activities: Businesses Forestry (seasonal)
		Economic Development and Forestry Service (SDÉF) - La Tuque
Employment	Unemployment rate - Statistics Canada (2016) = 30% Possibly more (Le Devoir article, March 2021)	Unemployment rate - Statistics Canada (2016) = 9% (City of La Tuque)
	Participation rate - Statistics Canada (2016) = 33.3%	Participation rate - Statistics Canada (2016) = 52.6% (City of La Tuque)
	Many members do not want to leave the community	There are two resources available: Centre local d'emploi de la Tuque and Carrefour Emploi Haut-St-Maurice located in La Tuque
	Council: construction of a small sawmill to create (8) jobs. Training offered to employees (in partnership with school board + forestry company) --> successful model and looking for more of the same.	
	Application for funding for a business liaison officer for jobs	
Education		
General	Nikanik School from Secondary 1 to Secondary 5	Notre-Dame-de-L'Assomption School offers a multi-level class (about 20 students in total) and four teachers share the levels: kindergarten to grade 2; grade 3 to grade 5 and grade 6 to secondary 3.
	Primary schools: teaching in Atikamekw language (grades 1 and 2) Teaching in French and Atikamekw (grades 3 and 4) Teaching mainly in French (grades 5 and 6)	Students must travel to another urban area (e.g., La Tuque, Mont-Laurier or other) for Secondary 4 and 5. They must be boarders.
	Daycare centre and early childhood education --> centre no longer adequate: need new centre --> need staff. For large projects, Council asks for a % of local people to be employed.	There are no daycare centres in Parent.
	Secondary school students have access to many services: psychologist, psycho-educator, speech therapist, library, speech therapist and computer lab.	The school service centre offers a remedial teaching service for the entire La Tuque territory, depending on availability. The service centre subscribes to the MEQ's commitment to success plan

Contextual element	Wemotaci	Parent Sector (City of La Tuque)
Education (continued)		
Continuing / professional education	Training: Professional diploma - DEP carpentry/carpentry project --> successful need for (union) CCQ card (higher hourly rate) Recent training: 7/14 participants completed course (construction of seniors' house)	Forestry school (La Tuque) - the only one in Quebec (professional diploma - DEP) - school service centre - adult education centre - vocational training centre No satellite service in Parent
	Adult education - return to school - collaboration with Kitiamik School Board (Lac Simon) - affiliation with the First Nations Adult Education Council (FNAEC).	
	Space problems for vocational training. In the last 2 years, more cultural activities with school board + free workshops (available for those enrolled in adult education). Coordinator in post (since 2015; 2-year contracts/grants)	
	There are many people on social assistance. The aim is to create sustainable jobs for the members. By creating programmes for vocational training with different partners.	
Health		
General	https://wemotaci.com/departement/centre-de-la-sante/ Health Centre: Monday to Thursday (8-12 and 13-16:45) Outpatient consultations with or without appointment Services: primary care, laboratory (Wednesday mornings only), women's health, etc. (see website) Medical transportation Doctor's visit: 2-3 times a month (1 doctor) + Tuesday of each week (depending on availability and demand) from doctor of the Haut Saint-Maurice Family Medicine Group Dental clinic: Monday to Wednesday Policies SAC + Health Canada	CLSC Parent (CIUSSMCQ) Monday - Friday: 8-12 and 13-16h Family medicine: 1 day every 2 weeks (itinerant doctor) General health care and services New (2021): emergency vehicle (CIUSSMCQ) for Parent Ambulance costs: billed to the user (exception: Aboriginal people registered on a reserve) Note: no local doctor found by internet search Medical transport: CIUSSMCQ + BTAQ. Also inter-municipal transport service (non-emergencies)
	In Wemotaci, all services provided at the health centre (by the community) are free of charge. When members use services offered by third parties (dentist for example), these services are reimbursed by VS (the % is not known). In addition, as there is no pharmacy on site, members can obtain certain products such as Tylenol, bandages, antibiotic cream, etc. free of charge through the health centre.	No dental or mental health services in Parent (travel to La Tuque required)
	There is no seniors' house. There is a project to rebuild the health centre because it is too small and outdated. This will allow the mental health centre's services to be brought together in one place. Moreover, with the development of telemedicine, this requires an upgrade in technology, which can be done in the new health centre. This will increase the LoS in the community.	Senior Citizens and Healthy Living Policy https://www.ville.latuque.qc.ca/file-4495
	Frontline services are responsive. But we don't have access to a doctor at all times. There is a delay if you have to travel to La Tuque. In addition, there is a crying need for mental health services and there are no facilities or staff to receive patients in crisis. Services are only available in La Tuque.	

Contextual element	Wemotaci	Parent Sector (City of La Tuque)
Justice		
General		La Tuque: Municipal and Provincial Court Courthouse renewed 2 years ago (2019-2020) City hires 2 students (police techniques) in summer for parking control and park tours (prevention) Police: SQ (since 2002. Before: municipal police) covers Parent

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

8.2 Comparison of service levels for services provided by the First Nation (eight service indicators)

At the onset, the project team believes it is relevant to specify the point of view adopted when analysing the data and information to determine whether there are gaps in the level of service for each of the indicators assessed. The point of view adopted is that of the First Nation administration.

For each service, the following service key performance indicators (KPIs) were selected for services:

- *KPI #1 - Availability/Access to service*: Does the community have access to this service and to what extent?
- *KPI #2 - Safety/Security of the service*: Have any members been injured or died as a result of using the service (number per 100 inhabitants).
- *KPI #3 - Service reliability*: What percentage of the time is the service not available in the community?
- *KPI #4 - Cost of service delivery*: What is the total cost to the administration to provide the service (cost per person)?
- *KPI #5 - Affordability of the service for residents* : What is the cost of the service to residents (as a % of their average annual income)
- *KPI #6 - Ability to meet demand*: Are there any restrictions on the use of the service (as a percentage of the time the service is normally offered)?
- *KPI #7 - Supporting community well-being*: Does the service meet the vision and aspirations of the community?
- *KPI #8 - Responsiveness*: Are there significant delays in restoring service in the event of a service interruption?

The comparison consisted of verifying, for each service and for each service performance indicator, the level of service offered to the members of the Wemotaci community on the one hand, and to the citizens of the Parent Sector of the City of La Tuque on the other. It should also be noted that the intent is not to judge the adequacy of the level of service, but to indicate the differences in levels of service. The data was documented in the Excel file of the methodology in parallel columns. A summary document was prepared to reflect the results of the comparative analysis presented according to a colour code assigned to each indicator relevant to the service analysed:

- **green** for level of service that is **more** (higher, e.g., more accessible or reliable) in Wemotaci than in Parent. In regard to costs, the service is **more economical** for the administration and **more affordable** to the user;
- **blue** for **similar or equivalent** service levels in Wemotaci and Parent;
- **orange** for level of service that is **less** (lower, e.g., less accessible or reliable) in Wemotaci than in Parent. In regard to costs, the service is **less economical** for the administration and **less affordable** to the user;
- **grey** when the level of service does not apply or when there is insufficient information to rate the level of service.

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

Contextual elements were added as well as details on specific assets that could explain the differences. A graphical representation was then developed to facilitate the identification of differences and the interpretation of the results. These results can be found in the next section.

9 RESULTS OF THE COMPARISON AND IDENTIFICATION OF KEY DIFFERENCES

9.1 Results presented by service and main findings

Water systems		
Drinking water	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Wastewater	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Drainage / stormwater	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	

Water systems

More

Similar

Less

Not enough information for comparison or not applicable

System	KPI	Comparison
Drinking water	Access to service	Similar
	Safety of service	More
	Service reliability	Similar
	Cost of service delivery	Similar
	Affordability of service for residents	Similar
	Capacity to meet demand	Similar
	Support community well-being	Similar
	Responsiveness	Similar
Wastewater	Access to service	Similar
	Safety of service	Similar
	Service reliability	Similar
	Cost of service delivery	Less
	Affordability of service for residents	Similar
	Capacity to meet demand	Similar
	Support community well-being	Similar
	Responsiveness	Similar
Drainage / stormwater	Access to service	Similar
	Safety of service	Similar
	Service reliability	Similar
	Cost of service delivery	Similar
	Affordability of service for residents	Similar
	Capacity to meet demand	Similar
	Support community well-being	Similar
	Responsiveness	Similar

With respect to drinking water, wastewater and drainage systems, almost all of the indicators evaluated show equivalent levels of service. The cost of service indicator for wastewater service is considered less economical for the Wemotaci administration since this service is collective and under the financial responsibility of the administration, whereas in Parent, wastewater is the responsibility of each citizen who owns individual assets.

With respect to drinking water, the safety of service indicator can be considered higher (more) in Wemotaci because water quality is monitored by the organization and by the services of the Circuit Rider Trainers. In Parent, 20% of residents are supplied by individual wells and water quality monitoring is left to their initiative.

It should be noted that some indicators could not be assessed due to lack of data.

Transport and mobility		
Vehicle mobility	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Active mobility (pedestrians)	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Air and medical transport	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Rail transport	KPI #1 Availability / Access to service	
Public parking	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	

Mobility

More

Similar

Less

Not enough information for comparison or not applicable

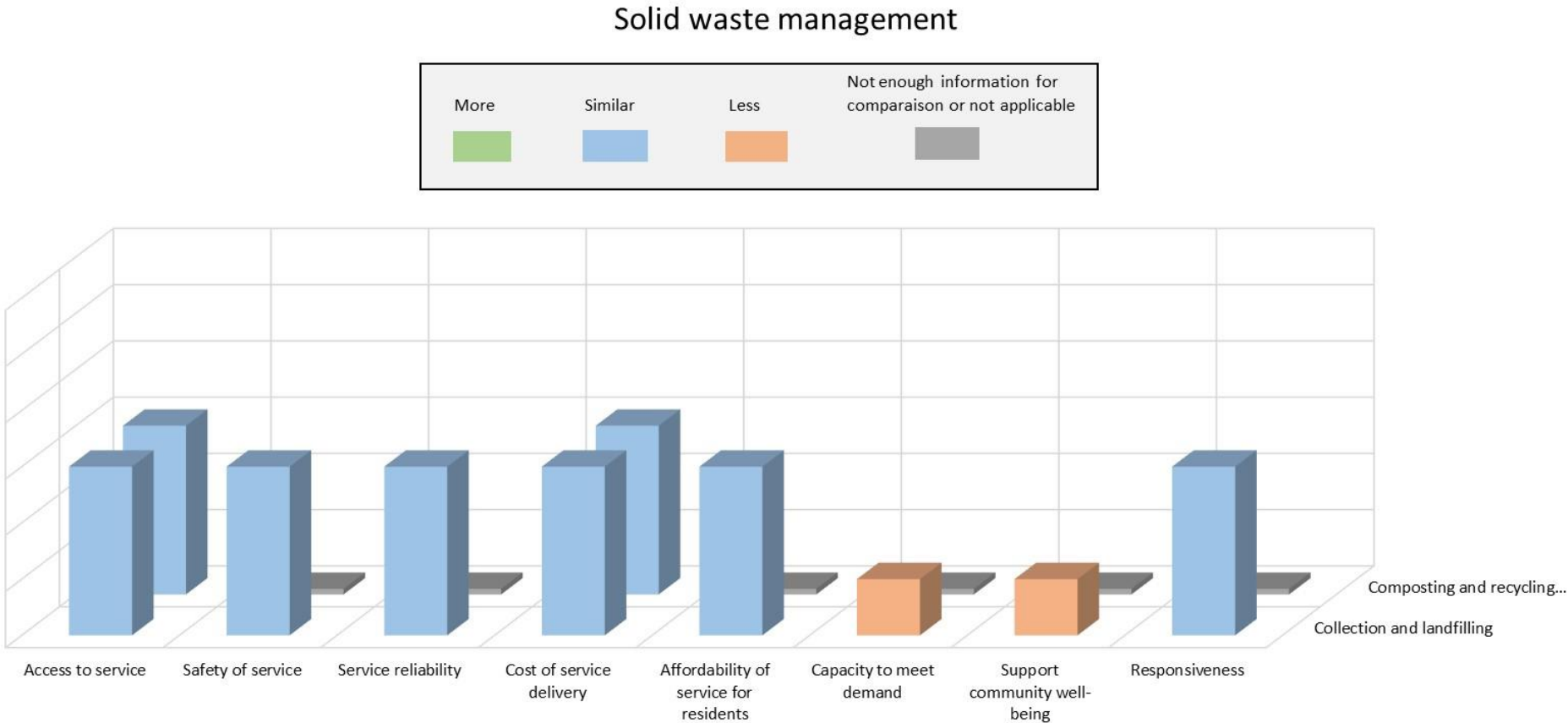
For the transportation and mobility service, most of the service indicators are considered equivalent. In terms of vehicle mobility, the service offered by the Wemotaci administration is considered less reliable than for Parent, due in particular to snow removal issues in winter associated with the lack of vehicles adapted to clearing snow from narrow streets. This can also have negative consequences for the movement of emergency vehicles.

As for active mobility, the availability of sidewalks on several streets in Wemotaci explains why this indicator shows a higher (more) level of service in the community, while the safety and cost of service delivery indicators are considered less in Wemotaci than in Parent, notably due to snow removal practices (snow pushed onto sidewalks) and the fact that on streets without sidewalks, the highway safety code cannot be applied.

In terms of air and medical transportation, the availability of service is considered less in Wemotaci than in Parent and this is mainly due to assets. The gravel airstrip in Wemotaci has no lighting, which limits the possible time for service delivery.

No differences were noted in the levels of service provided for rail transportation and public parking in Wemotaci and Parent.

Solid waste management		
Collection and landfilling	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Composting / recycling	KPI #1 Availability / Access to service	
	KPI #4 Cost of service delivery	
Specialised services (e.g., dry waste)		

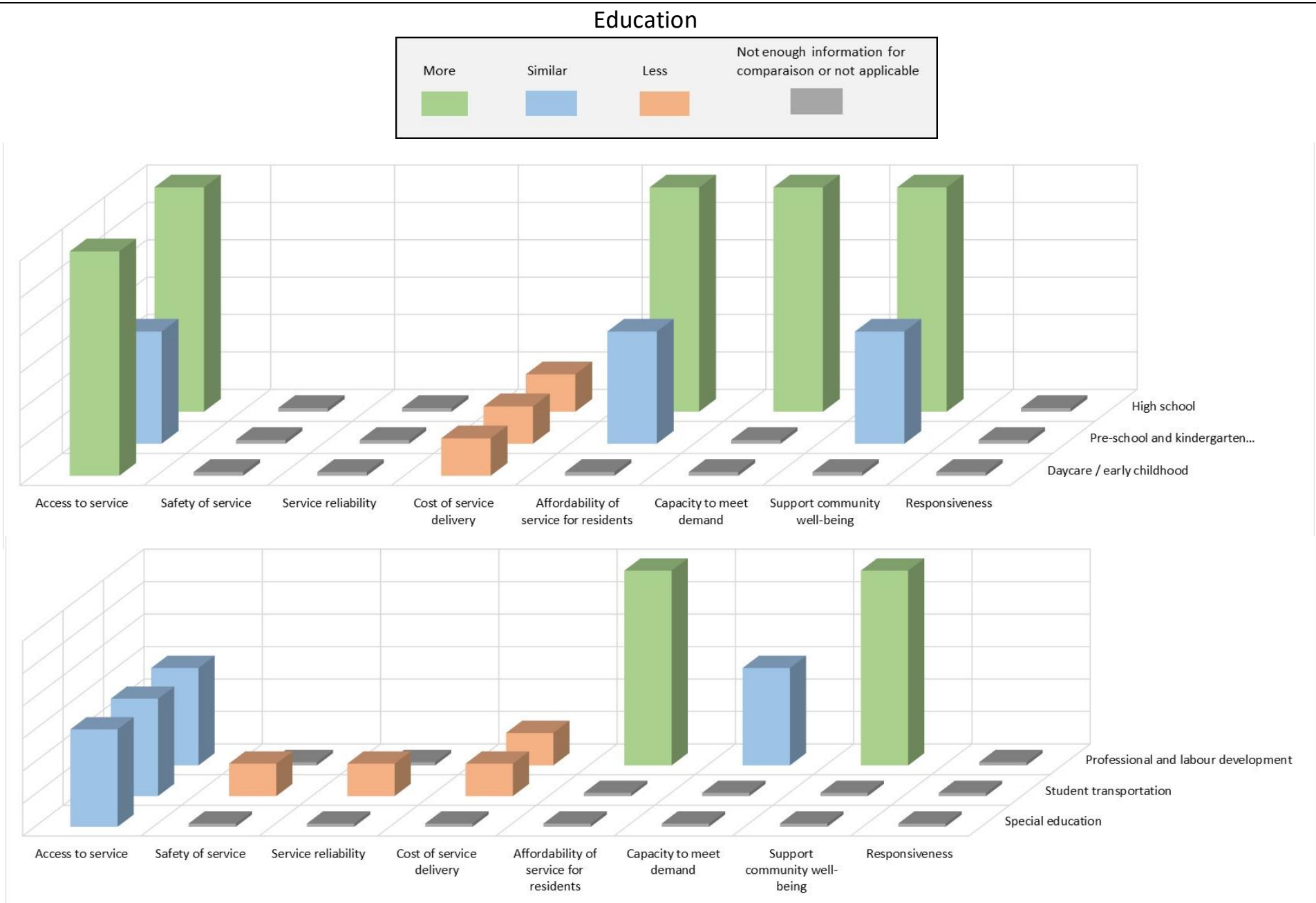


The indicators for the waste collection service show a similar level of service for all indicators except for the ability to meet demand and community vision support, which are less in Wemotaci. Snow management in the winter makes waste collection difficult, if not impossible, as waste piles up and special collection is required in the spring.

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

Education		
Early childhood / childcare	KPI #1 Availability / Access to service	
	IP-S #4 Cost of service delivery	
Pre-school and kindergarten	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Primary school	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
High school	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Special education	KPI #1 Availability / Access to service	
School transport	KPI #1 Availability / Access to service	
	IP-S #2 Service safety/security	
	IP-S #3 Service reliability	
	IP-S #4 Cost of service delivery	
Professional and labour development	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	



For the education Sector, several indicators could not be analysed due to lack of data. This can be explained in part by the fact that education is a service provided by the provincial government for Quebec residents, whereas in Wemotaci, and for First Nations in general, it is the Band Council that is responsible for providing this service.

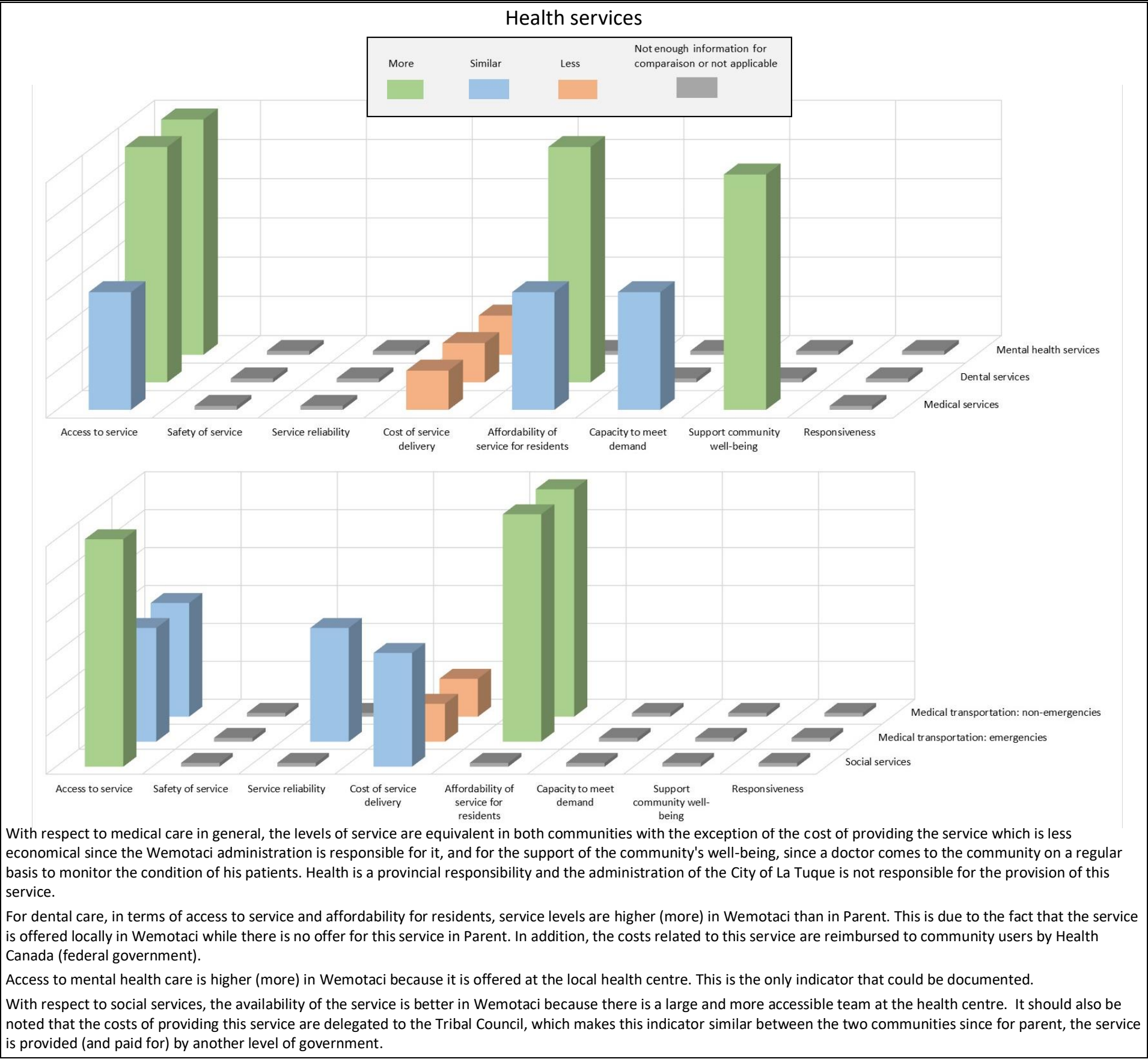
For early childhood, the service is higher (more) in Wemotaci because there is an early childhood and daycare centre in the community and there is no service offered, public or private, in Parent. Operating a daycare centre entails a cost for the administration, which makes the cost of service delivery indicator less economical for Wemotaci.

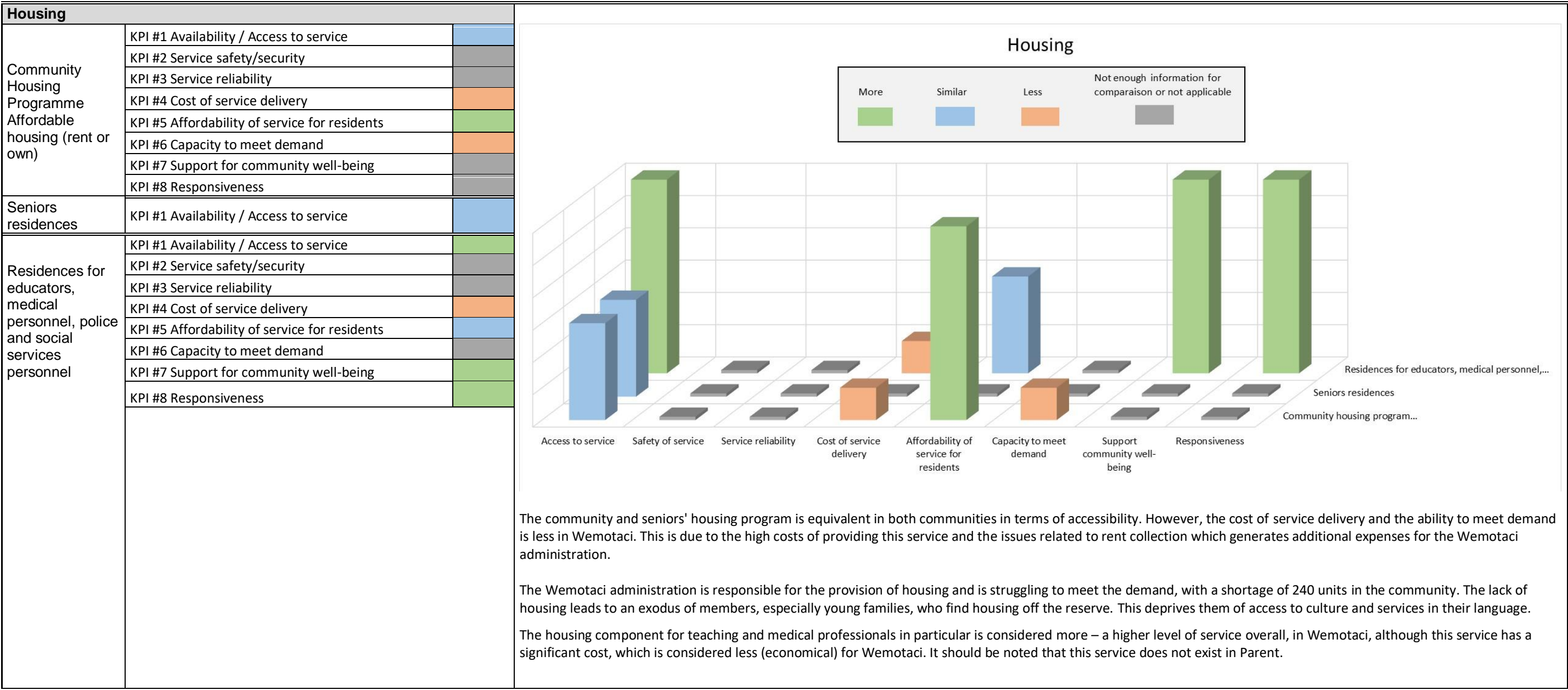
Overall, for the other levels of service related to education, several indicators show a higher (more) level of service in Wemotaci, particularly for the availability of services at the high school level, affordability for residents, the ability to meet demand and support for the community's vision. This is due in part to the demographics and funding of these services as well as the existence of dedicated assets in the community.

School transport is less for safety indicators in Wemotaci because of difficulties with snow removal. In terms of service reliability, the level of service is also less because of a lack of drivers with the required licenses to operate a school bus.

In terms of labour force development, the cost of service delivery is considered less economical (higher costs for the Wemotaci administration) while the other documented indicators are either equivalent or higher (more) in Wemotaci.

Health services		
Medical care	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Dental care	KPI #1 Availability / Access to service	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
Mental health care	KPI #1 Availability / Access to service	
	KPI #4 Cost of service delivery	
Social services	KPI #1 Availability / Access to service	
	KPI #4 Cost of service delivery	
Medical transport: emergencies	KPI #1 Availability / Access to service	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
Medical transport: non-emergencies	KPI #1 Availability / Access to service	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	For the last two components, i.e., medical transportation for emergencies and non-emergencies, the service is available in both communities, but it is more affordable for the members of Wemotaci. The fact that the Wemotaci administration is responsible for the service makes the cost of providing the service more expensive, so this indicator is considered worse for Wemotaci.	
It should be noted, however, that the distance between the two communities creates additional health and safety risks for patients who need to go to the hospital in La Tuque.		





Culture / Heritage		
Festivals and cultural / heritage events	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Preservation of culture/heritage Cultural programmes (seniors, family, youth)	KPI #1 Availability / Access to service	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #7 Support for community well-being	
Sport and recreation		
Programming for winter and summer sports	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	

Culture / Heritage
Sports and recreation

More

Similar

Less

Not enough information for
comparaison or not applicable

KPI	Festivals and cultural / heritage events	Preservation of culture/heritage programmes	Programming for winter and summer sports
Access to service	More	More	More
Safety of service	Not enough information for comparaison or not applicable	Not enough information for comparaison or not applicable	Not enough information for comparaison or not applicable
Service reliability	Not enough information for comparaison or not applicable	Not enough information for comparaison or not applicable	Not enough information for comparaison or not applicable
Cost of service delivery	Less	Less	Less
Affordability of service for residents	Similar	Similar	Similar
Capacity to meet demand	Similar	Similar	Similar
Support community well-being	More	More	More
Responsiveness	Not enough information for comparaison or not applicable	Not enough information for comparaison or not applicable	Not enough information for comparaison or not applicable

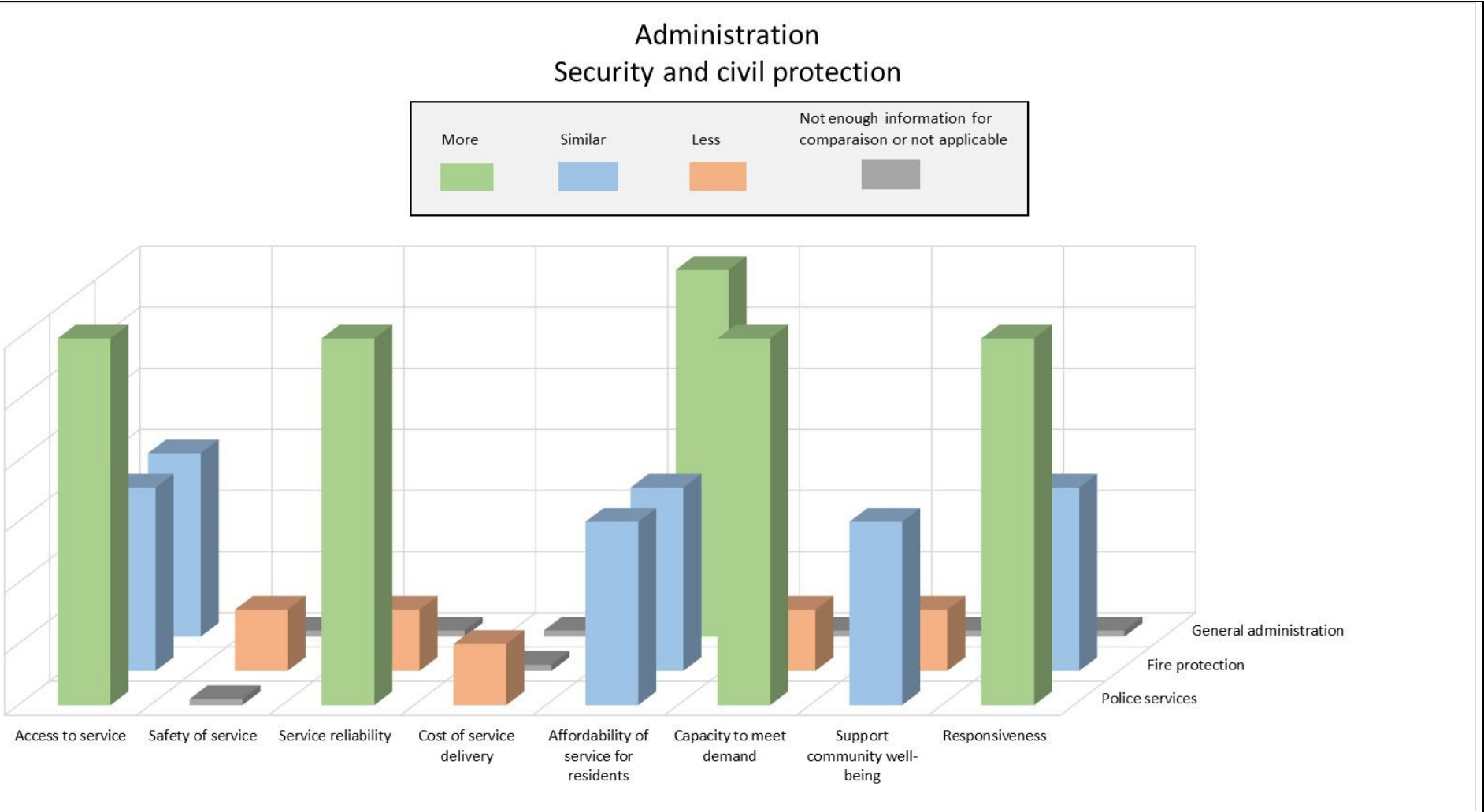
Access to service Safety of service Service reliability Cost of service delivery Affordability of service for residents Capacity to meet demand Support community well-being Responsiveness

Programming for winter and summer sports
Preservation of culture/heritage programmes
Festivals and cultural / heritage events

As for services related to culture, sports and recreation, accessibility is considered to be more (higher LoS) in Wemotaci since many activities are organized and supported by the Band Council. In addition, there are assets in the community to support these activities. The Parent Sector of La Tuque has very limited services in this sector and there are no activities organized or supported by the city, with the exception of a point of service of the La Tuque library.

The activities offered in both communities are considered affordable, meet the demand and are considered to support the vision of each community. The fact that the Wemotaci administration supports the activities by allocating resources explains why the level of service related to the cost of service delivery is considered less than in Parent since no financial resources are attributed to this service.

Security and civil protection		
Police services	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Fire protection	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Administration		
General administration/governance (including administration of housing programs, recreation and code/regulation enforcement)	KPI #1 Availability / Access to service	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	

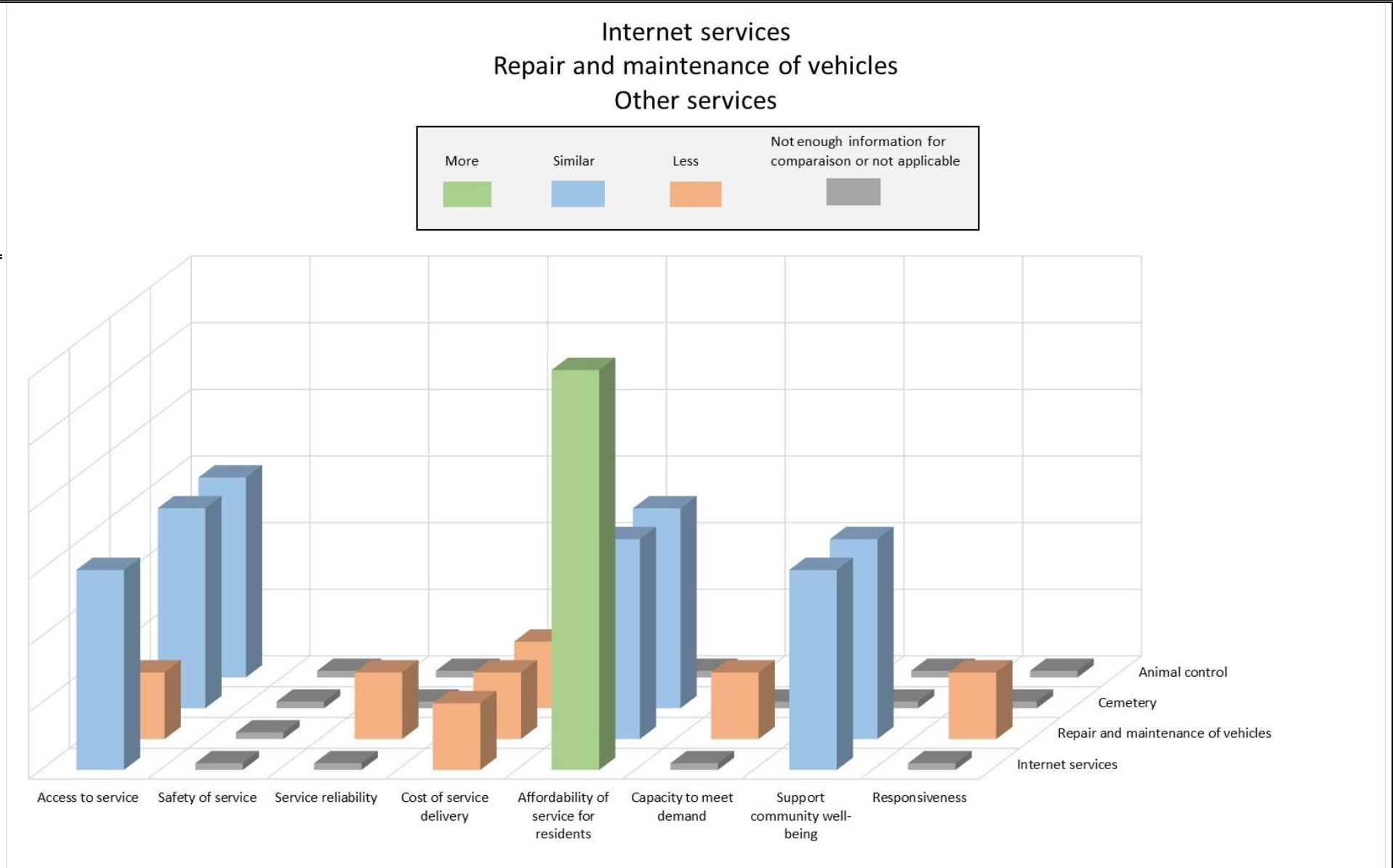


The LoS for police services is considered to be higher (more) in Wemotaci than in Parent for the indicators of accessibility, reliability, ability to respond to demand and responsiveness. This difference is explained by the presence of the service in the community, whereas the Sureté du Québec, which serves the Parent Sector, is located in La Tuque and travels only on request. The cost of service delivery is considered higher (less economical) in Wemotaci while affordability, responsiveness and community support are considered equivalent for both communities.

The fire protection service is considered equivalent in both communities in terms of accessibility, affordability and responsiveness. However, the safety of the service and its reliability are considered less in Wemotaci because firefighters' training is limited to level 1, which prevents them from entering a burning building, and the fire truck cannot extinguish a fire in a building of more than one storey. This also impacts the ability to respond to demand and support the community, two indicators considered to be less in Wemotaci.

Finally, services related to administration are available in both communities, but are considered higher (more) in Wemotaci because they cover a more extensive range of services and there is almost no direct cost to the community members. Whereas in Parent, municipal services are billed through the property tax bill charged to property owners.

IT Services		
Internet services	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Fleet of vehicles for services		
Repair and maintenance	KPI #1 Availability / Access to service	
	KPI #2 Service safety/security	
	KPI #3 Service reliability	
	KPI #4 Cost of service delivery	
	KPI #5 Affordability of service for residents	
	KPI #6 Capacity to meet demand	
	KPI #7 Support for community well-being	
	KPI #8 Responsiveness	
Cemetery		
Cemetery services	KPI #1 Availability / Access to service	
	KPI #4 Cost of service delivery	
Other		
Arborist services		
Community gardens		
Animal control	KPI #1 Availability / Access to service	



The services for which some indicators show differences in service levels are internet services and fleet management of vehicles used by public works and other services.

Access to internet services is equivalent for both communities and this service supports the vision of each community well. The cost of providing the service is higher (less economical from the administration perspective) in Wemotaci while affordability for community members is more than in Parent.

With respect to vehicle fleet services, while affordability for residents and support for the community are equivalent in Wemotaci and Parent, access to maintenance services, reliability, cost of providing these services, ability to respond to needs and responsiveness are less in Wemotaci. These significant differences can be explained by the fact that Parent benefits from the mechanic services of the City of La Tuque and that the vehicle maintenance needs of the Parent Sector are managed with the same level of priority as those of the central area of the municipality. In Wemotaci, there is no garage for vehicle and equipment maintenance and the community depends on a local contractor and his goodwill.

Finally, the cost of providing cemetery maintenance services is considered less (economical) in Wemotaci because cemetery maintenance services in the municipalities are the responsibility of a third party and not the administration. This is not the case in Wemotaci.

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

9.2 Summary of observations

In summary, for most of the services analyzed, the cost of providing the service is almost always higher for the Wemotaci administration, which qualifies this indicator as "less (economical)". This is mainly due to 1) the way the services are financed, 2) the variety and scope of the services rendered by the administration, and 3) the costs related to the assets required to provide the services.

The observations we have made lead us to other observations, notably that the characteristics of certain assets can create impacts on other services. For example, in the case of the transport and mobility service, the snow removal practices put in place to consider the narrowness of the streets have an impact on the mobility of vehicles, pedestrians, emergency services, school transport and waste collection in winter.

Other services offered by Wemotaci are the responsibility of the provincial government for residents of the municipality (e.g., education and health) and are not offered to the citizens of the Parent Sector by the administration of the City of La Tuque. In these latter cases, the levels of service are generally higher in Wemotaci or at least equivalent. This is due to the fact that all services are offered locally and that the range of these services is broader in Wemotaci than in Parent. To illustrate the situation, let us mention in particular the presence of an early childhood centre and the offer of five levels of secondary education in Wemotaci, whereas the Parent school is limited to the first three levels of secondary education. Demographics can partially explain the presence of these additional infrastructures (32.3% of youths aged 0 to 14 in Wemotaci vs. 13.6% in Parent). Another explanatory factor could be the Atikamekw Nation's desire to develop more autonomy in the control of child-related services.

Other services are available in Wemotaci, but are not available in Parent. For example, the labour force development service and access to a dentist.

The housing service in Wemotaci has a significant gap in its ability to meet the demand. In fact, 178 people are on the waiting list for housing. In addition, the Wemotaci administration has a very large debt of \$7 million for housing, which severely limits its ability to build new housing. This situation leads to overcrowding of available housing and is detrimental to both the development of youth and the overall health and well-being of community members.

The indicators for services related to culture, sports and recreation are generally equivalent between Wemotaci and Parent, except for the availability of activities and facilities. Wemotaci offers more activities and has more facilities for these activities. This difference could be explained by the importance the community places on preserving the Atikamekw culture and language. Moreover, there is collaboration between the education services and the participation of young people in traditional activities organised by the recreation department. The Band Council encourages the holding of annual cultural and traditional events in various ways, either through services or financial contributions.

The service indicators for the police services are distinguished by their local presence, which makes them very accessible and reliable in Wemotaci compared to the provincial police (SQ) presence only on call for the Parent Sector. Indicators for the fire protection service are lower (less) in Wemotaci given that firefighters have limited training and the fire truck cannot put out fires in buildings with more than one floor. Many buildings that are essential to the services provided to community members have two floors. The level of service provided by the Parent Fire Department is generally higher.

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

The last service to attract our attention concerns the vehicle fleet and its maintenance. Wemotaci does not have a garage to carry out maintenance on the vehicles or the repairs required. The managers of the fleet of vehicles and equipment can only rely on the goodwill of a local contractor who rarely gives them priority. The services of this contractor, when used, are very expensive. This situation jeopardises the provision of vehicle services to the various departments that need them. The situation in Parent is very different, as the vehicles are repaired and maintained by the central city team with no regard for their priority.

Finally, the Wemotaci administration offers services to all registered members of the community, even if they live off-reserve.

10 CONCLUSION

It appears that the section containing information on the context of each organisation sheds light on the differences in service levels, if any. In addition, these contextual elements are crucial to understanding the needs of the community in terms of services and funding during eventual negotiations between the First Nation and the government with the objective of self-determination. Furthermore, these explanatory elements of the context must be considered in order to determine and understand the gap between the situation of First Nations compared to that of Canadian society in general.

However, it was found that the indicators selected, as formulated in this version of the methodology, cannot fully capture the actual service levels experienced by users. It should also be noted that the methodology does not allow a link to be made between service levels, service costs (expenditure and resources) and risks to service maintenance and overall community well-being. A holistic approach could provide a better understanding of the links between needs, services provided and associated costs. It would also support the fact that comparisons between First Nations communities and municipalities are difficult to make.

The testing of the methodology identified an additional challenge in mobilising the municipal team for data collection. It turned out that the municipal stakeholders did not find the necessary motivation to join the project. Municipal stakeholders responded negatively to the project team's invitation to participate in the study, citing a lack of resources given the scope of the information sought. The exercise was seen as time-consuming without any significant return.

As for the participation of the First Nation, although several stakeholders actively participated in the collection of information, it was very difficult, if not impossible, to mobilise several key players to document certain essential services due to the lack of time and availability of resources to dedicate to this study.

Finally, the use of this methodology appears to be more appropriate in cases where a First Nation has started its process of self-determination; it is an additional tool to support this approach.

11 RECOMMENDATIONS

The following recommendations are made following the testing of the methodology and consider the situations encountered during the documentation and analysis.

1. It is suggested that the methodology and indicators be adjusted to be able to capture in more detail finely the differences in service levels that cannot be documented by quantitative data.
2. One of the particularities of the methodology is its flexibility and we recommend that this characteristic be valued by accepting that the methodology as well as the indicators can be customised to take into account the specificities of the First Nation that wishes to use it.
3. Particular thought should be given to modifying or replacing indicators aimed at comparing service costs and user affordability, as they are particularly difficult to document and interpret
4. We consider that the use of the methodology will be more relevant for First Nations that have started or are preparing to start the self-determination process. This would positively influence the motivation of key stakeholders to participate in the collection of data and information.
5. Although the publicly available documentation provides an initial portrait of the context, we believe that it is essential to have access to local stakeholders in order to develop a detailed understanding of the context and the issues specific to the community. These exchanges are, in our opinion, a success factor in the use of the methodology.

Application of the methodology for comparing levels of service between a First Nations community and a municipality

Project for the AFNQL

APPENDIX 1 EXCEL FILE DOCUMENTING THE DATA AND RESULTS OF THE ANALYSIS (SEPARATE DOCUMENT)