

Prefeasibility Study on a Social Economy Enterprise Providing Services to Seniors in a First Nations Context

Presented to the First Nations of Quebec and Labrador Economic Development Commission
(FNQLEDC)



**COMMISSION DE DÉVELOPPEMENT ÉCONOMIQUE DES
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PART ONE

INTRODUCTION

The Consortium de ressources et d'expertises coopératives (Consortium) was entrusted with the mandate to conduct a prefeasibility study in order to equip existing and future social economy enterprises in terms of providing services to First Nations seniors among the various communities in Quebec. In order to obtain a comprehensive overview of the market, the study also examined the possibility of promoters developing one or more businesses outside the communities.

The Consortium collected relevant data on the business model of social economy enterprises providing home assistance (EÉSADs) concerning the services offered, human resources, required training, the clientele profile, the profitability threshold, sources of funding, the legislative aspect, etc.

Most of the information collected is based on all members of the Réseau de coopération des EÉSAD (cooperation network), therefore enterprises of various sizes. However, additional data was also acquired from three small EÉSADs in order to gain insight into the profitability of such enterprises should promoters wish to develop smaller enterprises.

The large amount of data included in this report can serve as a working basis for First Nations who wish to develop businesses that meet the specific needs of their seniors, which were the subject of a study by the First Nations of Quebec and Labrador Economic Development Commission (FNQLEDC), in recent months.

The data collected from the EÉSADs and other organizations will obviously have to be adapted to the specific needs of First Nations seniors, in a spirit of holistic care, and the data is only meant to be used as a work tool.

The prefeasibility study also showed that the communities probably do not all have the same needs, since the profile of their seniors as well as the characteristics of their living environments, whether in urban, semi-urban or rural areas, were different. To meet these diverse needs, different business models may be developed, among other things, by following a rigorous process, an example of which has been included in this report under the "Business model development process" section.

MAIN OBJECTIVE OF THE PREFEASIBILITY STUDY

Provide tools to various First Nations stakeholders for the development of existing and future social economy enterprises to offer various services that meet the unmet needs of independent seniors and those with decreasing independence in Indigenous circles both on- and off-reserve in Quebec.

MANDATE OF THE PREFEASIBILITY STUDY

The Consortium was entrusted with the mandate to conduct a prefeasibility study aimed at collecting data in order to help stakeholders that are interested in developing businesses to make informed decisions in terms of whether they should continue with their project, whether additional and more in-depth studies should be carried out or whether their project should be abandoned.

Identification of relevant information concerning:

- a) The various types of services to be offered based on the needs of Indigenous seniors (this part of the mandate was carried out by the FNQLEDC)
- b) The various sources of funding available, both for a service company and for its users
- c) The rates applicable to the various services
- d) The costs of setting up a business offering services to seniors (equipment, premises, training, etc.)
- e) Legal aspects and regulations
- f) Technical aspects: human resources required, equipment to be acquired, etc.

Analysis of the information collected:

- a) Assessment of the profitability threshold based on the number of clients and the services offered
- b) Operating parameters and conditions
- c) Key success factors
- d) Proposals for legal and governance structures and an organizational structure that is adapted to Indigenous settings
- e) Analysis and suggestion of business models relevant to the Indigenous communities
- f) Development of strategies to maximize client buy-in and foster the viability of the business
- g) Major findings and relevant recommendations

All aspects of the mandate were carried out. However, in order to facilitate the comprehension of the results, some topics have been grouped differently, thus changing the order of presentation as previously shown.

METHODOLOGY

Responsible for the study: First Nations of Quebec and Labrador Economic Development Commission (FNQLEDC).

Consultant that carried out the prefeasibility study: Consortium de Ressources et d'Expertises Coopératives (Consortium).

The Consortium and the FNQLEDC worked in close collaboration in carrying out the prefeasibility study, during face-to-face working meetings and many telephone calls.

In June 2019, the FNQLEDC broadened the mandate so that the Consortium could carry out the study while considering the possibility of also developing businesses outside the communities.

The FNQLEDC allowed the Consortium to get in touch with several organizations and stakeholders from First Nations circles in order to obtain relevant information for the development of the study, including the following:

- First Nations of Quebec and Labrador Health and Social Services Commission
- First Nations Human Resources Development Commission of Quebec – Employment and Training Service Centre
- Secrétariat aux affaires autochtones (SAA)
- Indigenous Services Canada (ISC)
- Coopérative de solidarité de Nimilupan Nitshinatsh

The following organizations were also contacted by the Consortium:

- Comité sectoriel de main-d'œuvre – Économie sociale – Action communautaire (CSMO-ESAC)
- Réseau d'investissement social du Québec (RISQ)
- Emploi Québec (EQ)
- Ministère de l'Économie et de l'Innovation (MEI)
- Investissement Québec (IQ)
- Business Development Bank of Canada (BDC)

The Consortium worked in close collaboration with the Réseau de coopération des EÉSAD (network) in order to collect valuable data concerning the services offered by the EÉSADs. Among the 100 EÉSADs that cover the 17 administrative regions in Quebec, 84 are members of the network.

PART TWO

1. NEEDS OF THE FIRST NATIONS SENIORS

As this report was being written, the FNQLEDC was conducting a study among a few First Nations communities focused on the needs of seniors and the services offered and not offered in their living environments, enabling them to remain as long as possible in their homes and maintain a certain level of independence.

At first glance, it seems that the following services represent the needs of seniors: domestic help, personal care (personal assistance), health care, respite, wellness promotion, social housing, transport, recreation, culture and other services such as financial literacy, tax return assistance, family reconciliation and mediation, etc.

The results of the study focused on the needs of seniors, combined with those of the prefeasibility study, can serve as a guide to support promoters who wish to develop a social economy enterprise providing services for seniors in an Indigenous context.

Obviously, the results collected as part of these two studies will have to be analyzed, then adapted to the specific needs of First Nations seniors based on a holistic approach, among other things. The needs of seniors may vary based on their socioeconomic profiles, such as where they live, either in a community or outside a community, in rural, semi-rural or urban areas, far from major centres, etc.

Among the needs identified by the FNQLEDC, in the First Nations communities, there are several that align with the services offered by the EÉSADs, including domestic help services (DHS), personal assistance services (also referred to as “personal care”) and respite-supervision, which are detailed later in the “Description of the services offered by EÉSADs” section of this report.

Considering the similarities in terms of needs and services, the Consortium collected a great deal of data from the EÉSADs in order to obtain a working basis in the event that First Nations promoters are interested in developing businesses that offer services that are similar to those of the EÉSADs, but adapted to the needs of First Nations seniors.

Despite a certain amount of similarity, there are some needs that were expressed by First Nations seniors and workers, which are not offered by the EÉSADs, but which are offered by other organizations from various circles.

1.1 SERVICES PROVIDED OFF-RESERVE BY OTHER ORGANIZATIONS

Meals:

With regard to the preparation and delivery of “prepared meals” at home, these services are offered by the Centres d’action bénévoles (CABs) and Meals on Wheels.

These organizations deliver meals to a clientele of people who are elderly, recovering or living with a disability, during lunchtime, two to six times a week. They can offer meals at low prices, at around \$6 or \$7 per meal per person, since they receive government funding, donations, etc.

As for the EÉSADs, they do not offer ready-made meal delivery services. However, their attendants can go to private homes or seniors' residences to prepare one or more meals using groceries that are already there.

Health care:

Regarding health-related care, the EÉSADs do offer some of these services, namely personal assistance services, which are detailed in the "Description of the services offered by the EÉSADs" section of this report.

However, most health care is provided to the off-reserve First Nations population by health establishments, including the CISSS/CIUSSS. Indeed, when a vulnerable person who lives in their own home is in need of health care, this is usually handled by the CISSS or CIUSSS. They offer seniors and people with decreasing independence a number of treatments and services. Services can be provided at the CLSC¹, at home, in a day centre, in a rehabilitation centre or in a long-term residential care facility.

Regularly, the CISSSs and CIUSSSs refer clients directly to the EÉSADs for personal assistance services that do not require extensive training and expertise.

Promotion of wellness:

In Quebec, it is usually the health cooperatives that work to promote wellness and disease prevention rather than the EÉSADs. The 44 health cooperatives, which are spread out over 14 administrative regions, each have around 2,000 members to whom they provide primary health care services, both curative and preventive, including the promotion of healthy lifestyles, the prevention of certain diseases, etc. These cooperatives, which are operated on a non-profit basis, are served by physicians, nurses and other health professionals².

Housing:

In terms of housing, there are a few EÉSADs that own seniors' residences or that offer certain services in residences that they do not own, such as meals for residents, domestic help services, residential management, etc. However, social housing for Quebecers living off-reserve is usually provided by the Société d'habitation du Québec (SHQ)³, which is under the authority of the Government of Quebec and for which additional information is provided below in the "Housing for vulnerable people" section.

¹ Centre locaux de services communautaires

² <https://fgcs.coop/les-cooperatives/quest-ce-quune-cooperative-de-sante/>

³ <http://www.habitation.gouv.qc.ca/>

Accompaniment and transportation services:

As for accompaniment and transportation services for seniors and other vulnerable people, they are mainly offered by community organizations including the Centres d'actions bénévoles (CABs). As they receive funding from the public sector and work with many volunteers, these organizations offer accompaniment and transportation services for more vulnerable users at a lower cost. Users usually have to pay a portion, but not all, of the cost of gas, parking and meals, if applicable.

These services involve having a volunteer who physically accompanies the user during their trips both inside and outside the vehicle. This volunteer may even wait several hours in a waiting room with the user such as during a medical visit, for example.

The only transport-related services provided by the EÉSADs are those where staff members run errands for users in places such as grocery stores, drug stores and cleaners.

Other needs:

Regarding the other needs identified by the FNQLEDC, such as those related to recreation, culture, financial literacy, tax return assistance and family reconciliation and mediation, they are usually not offered by the EÉSADs, with some exceptions, but rather by various NPOs that are located in many of Quebec's different regions.

In order to obtain information on these NPOs, it is possible to contact the CISSS or CIUSSS in the various regions of Quebec, since they keep track of the organizations that contribute to the health and wellness of their respective populations.

For more information, you can also contact the Fédération des Centres d'action bénévole du Québec (FCABQ), which has a lot of relevant data on several community-based organizations that provide various types of services to the population of Quebec.

2. BUSINESS MODEL SUGGESTIONS

Here are five suggested business models, on which First Nations stakeholders wishing to develop a business offering various services for the most vulnerable people, could build. Note that these models are provided for informational purposes only and that other models may be developed as needed.

All the examples are based on the cooperative model, since this legal form seems the most appropriate to meet the needs of Indigenous seniors, as explained in section 10.1.1.2, below. One of the major advantages regarding the creation of a cooperative rather than an NPO is that cooperatives fall under the Cooperatives Act, which requires more rigorous management of the enterprise, unlike NPOs, which are not subject to such a rigorous form of management. This more rigorous management obligation makes it possible, among other things, to reduce potential errors and ensure genuine democracy.

Developing a cooperative located in a First Nations community

Advantages

- Collaborative work between the band council and the various community stakeholders
- Being close to potential clients
- Being close to employees, which facilitates management
- A stronger sense of belonging between the enterprise, the various stakeholders and the community

Disadvantages

- Serving a smaller number of people
- Generating less income due to being limited to a single territory
- Creating a smaller number of jobs

Developing a cooperative located in a community and serving several communities as well as Indigenous people living off-reserve

Advantages

- Serving a greater number of clients
- Generating more income (by serving many territories)
- Being able to benefit from economies of scale
- Creating a greater number of jobs among the regions in Quebec
- Working in collaboration with band councils and various community stakeholders

Disadvantages

- Managing staff remotely
- Lessened sense of belonging between the enterprise and the other communities or residents located off-reserve

Developing a working relationship with the Coopérative de solidarité Nihilupan Nitshinatsh (Coop NN)

The Coop NN, which has been established for many years in Mashteuiatsh, offers a variety of services, including home assistance and respite services. It could be interesting to assess the possibility of it developing its market by serving people residing in other First Nations communities and even off-reserve.

Advantages

- Being able to benefit from the expertise of the cooperative, since it has been in operation for many years
- Possibly serving people living in one or more communities and/or off-reserve (therefore, more people)
- Possibly increasing revenue by serving more people

Disadvantages

- Managing staff remotely
- Lessened sense of belonging between the enterprise and the other communities or residents located off-reserve

Developing a cooperative located off-reserve

Advantages

- Serving people living in one or more communities and/or off-reserve
- Possibly serving a greater number of potential clients (instead of being limited to a specific and smaller territory)
- Possibly earning more revenues
- Possibly having access to financing programs that the cooperative would not have access to if it were located in a community

Disadvantages

- Does not allow for taking advantage of the human and financial resources that would be available if it were located on-reserve
- Lessened sense of belonging between the enterprise and the community

Developing a working relationship between an Indigenous cooperative and an EÉSAD

A partnership could be developed between an existing EÉSAD and an Indigenous cooperative, so that the latter can carry out a pilot project in an EÉSAD, which would be dedicated to offering services to Indigenous people living on- or off-reserve based on their specific needs.

Advantages

- Possibly checking whether there is a sufficient market to ensure the profitability of providing such services to Indigenous people
- Making use of the expertise of the EÉSAD

Disadvantage

- The autonomy of the Indigenous cooperative would be affected

3. BUSINESS MODEL DEVELOPMENT PROCESS

To enhance the five business models described above, a business model development process (process) was developed.

Given the variety in the regions targeted and the profiles of potential clients (the study examined all regions in Quebec), the “process” and the numerous data listed in the following sections will make it possible to prepare potential project promoters for the development of enterprises that are adapted to the specific needs of the targeted settings.

Choose a business model

It should be noted that there are many possibilities for different business models since each of the communities and regions in Quebec has its own characteristics, as mentioned previously.

Examples of models:

- A cooperative or NPO, located in a First Nations community
- A cooperative located in a community that serves several communities as well as Indigenous people who live off-reserve
- A collaboration with the Coopérative de solidarité Nihilupan Nitshinatsh (Coop NN)
- A cooperative located off-reserve
- A collaboration between a First Nations cooperative and an EÉSAD
- Other models: for example, an NPO instead of a cooperative
- Any other relevant model

Select one or more territories (regions) to serve

- Will the enterprise be:
 - On-reserve or off-reserve?
 - In a rural, semi-urban or urban area?
 - Far from services?
- What is the geography of the chosen region? (E.g., mountains, rough roads)

Confer with the stakeholders

- Determine who are the stakeholders who might be interested in participating in the project
- Involve them in the project
- Find out about how services are currently provided

The stakeholders are all the partners, such as band councils, public or private organizations, the municipal world, businesses, individuals and elected officials, that are interested in participating in the development of a business model with the aim of improving the service offer for the most vulnerable seniors.

Evaluate the profiles of the potential clients located in the targeted territory (territories)

- Is the population concentrated in certain hubs (or is it dispersed)?
- Is there a sufficient pool of potential clients to make the business profitable?
- What is / what are the socio-economic profile(s) of the targeted clients?
 - What is their income?
 - Do they live alone or not?
 - What is their state of health?
 - Do they have informal caregivers to support them?

Assess the specific needs of the targeted clients regarding domestic help services, personal assistance services, respite, recreation, housing, transportation, etc.

- Refer to the FNQLEDC's study on the needs of seniors in certain communities.

Prepare the service offer

- Choose the services that will be provided
- Evaluate their costs
- Determine their rates (prices)

Human resources (HR)

- Determine the positions necessary for the smooth running of the enterprise (attendances, manager, secretary, assignment officer, etc.)
- Evaluate the number of employees required in all positions
- Establish the wages and working conditions
- Determine the expertise and training required to be hired
- Establish HR policies
- Develop the work schedules

Recruitment

- Is the workforce readily available in the region?
- Take steps to recruit staff

Premises

- Find premises (for rent or purchase)

Equipment

- Acquire the equipment and accessories for the operationalization of the enterprise

<p>Develop financial forecasts over 2 or 3 years⁴</p> <ul style="list-style-type: none"> • Start-up cost and financing • Balance sheets • Statements of operations • Cash budgets
<p>Calculate the profitability threshold</p> <ul style="list-style-type: none"> • The threshold is where revenue equals expenses
<p>Calculate the cost price and surpluses by service / product</p>
<p>Financing</p> <ul style="list-style-type: none"> • Seek financing for start-up (equipment, cashflow, etc.)
<p>Operating income</p> <ul style="list-style-type: none"> • Ensure that you have the necessary funding for the activities of the enterprise in the short-, medium- and long-term, either through self-financing or through funding from the State, Band Councils, the private sector or other sources.
<p>Legal obligations</p> <ul style="list-style-type: none"> • Choose the appropriate legal form and the name of the enterprise • Register with various government agencies, as needed • Gather information on the laws and regulations of the covered territory (permits, etc.) and register when required
<p>Communications</p> <ul style="list-style-type: none"> • Develop a marketing strategy to make yourself known to potential users

⁴ Refer to appendix 2 for more information.

4. DESCRIPTION OF EXISTING BUSINESSES

It is also possible to build on the business models of social economy enterprises that are already operational to develop your own business. According to the research carried out, there are few social economy enterprises offering home assistance, personal assistance and respite services as well as other services to those who are more vulnerable, in Quebec, apart from the EÉSADs and the Coopérative de solidarité Nihilupan Nitshinatsh. Of course, there are many for-profit companies, which were not analyzed.

It is in this context that only three business models already in operation have been described below, of which two are located in Quebec and one in Ontario.

- EÉSAD
- COOP DE SOLIDARITÉ NIMILUPAN NITSHINATSH
- MATAWA FIRST NATION MANAGEMENT

EÉSAD

A new enterprise wishing to offer domestic help and personal care services built on the EÉSAD business model, which is described in detail in the following sections of this report, while adapting it to the needs of First Nations seniors.

Since most communities do not have a large population base, it is possible that the business model that would be chosen may be similar to that of a small EÉSAD.

For example, EÉSAD no. 3, which is described later in the report, is profitable despite serving only 365 clients per year. In fact, its profitability threshold is 284 clients.

Profile of this EÉSAD:

- Total revenues of \$476,303
- 22,600 billable hours of services
- 365 clients/year
- 21 attendants who work on average 20.4 hours per week (which is equivalent to 12 attendants at 35 hours per week)
- Administrative staff
 - 1 manager (coordinates attendants and meets with clients)
 - 1 administrative assistant
- The profitability threshold is \$369,879 in revenue per year, which represents 284 clients

PART THREE

5. USEFUL INFORMATION FOR DEVELOPING THE BUSINESS MODEL OF AN ENTERPRISE

As mentioned previously, the information available in the following sections will allow the various stakeholders to develop their own business model, since it presents a lot of data concerning the operations of EÉSADs, but also information on the ways of calculating the threshold of profitability, potential sources of funding, legal obligations, etc.

6. DEFINITION OF A DOMESTIC HELP SOCIAL ECONOMY ENTERPRISE (EÉSAD)⁵

First of all, it is important to properly describe the EÉSADs, the clientele they serve as well as the services offered, since this information will serve as a basis, throughout the study, to support the development of new enterprises in an Indigenous context.

The EÉSAD is, by definition, the result of community initiatives with an entrepreneurial nature and a social purpose. In addition, an EÉSAD:

- Aims to serve its members or the community rather than being limited to generating profits and focusing on financial return;
- Benefits from management autonomy with respect to the state;
- Incorporates in its statutes and approaches a democratic decision-making process involving users and workers;
- Defends the primacy of people and work over capital in the distribution of its surpluses and revenues;
- Bases its activities on the principles of participation, ownership and individual and collective responsibility.

An EÉSAD comes in two main legal forms, either a cooperative or a non-profit organization (NPO). In Quebec, there are 100 social economy enterprises providing home care services, comprised of 52 NPOs and 48 cooperatives, which are accredited by the MSSS to offer the Financial Assistance Program for Domestic Help Services (PEFSAD)⁶.

The EÉSADs employ more than 9,400 employees, including 8,700 home care attendants, with the required skills and expertise to provide quality home support and services to citizens in need. For home assistance services, a professional standard was endorsed by the Ministère du Travail, de l'Emploi et de la Solidarité sociale (MTESS), thus creating the home care attendant profession.

⁵ Source: Réseau de coopération des EÉSAD

⁶ See the PEFSAD definition in the "Potential sources of funding" section

6.1 EÉSAD CLIENTELE

The clientele served by the EÉSADs is mainly made up of elderly people with decreasing independence or living with a disability and also, with low incomes, but not necessarily.

This clientele has a profile similar to that of the clients targeted by this mandate, namely Indigenous seniors who are more vulnerable and with low incomes.

The EÉSAD users in Quebec:

More than 100,000 users
6,010,337 hours of domestic help services (DHS) / year
1,000,000 hours of personal assistance services (PAS) / year
71% of the users are women
76% of the users are aged over 65 years
53% of the users are aged over 75 years
Average age ⁷ of users for DHS = 70 years
Average age ⁸ of users for PAS = 74 years
68% of the users live alone
58.33% of clients receiving variable assistance from the PEFSAD have incomes of less than \$19,112 for one person and less than \$28,976 for a couple

6.2 DESCRIPTION OF THE SERVICES PROVIDED BY EÉSADs⁹

Some of the needs of First Nations seniors are similar to those of EÉSAD users, however they are not quite the same.

In this context, here is a description of the services provided by the EÉSADs concerning domestic help services (DHS), personal assistance services (PAS), respite-supervision services and seniors' residences.

6.2.1 Domestic help services (DHS)

The vast majority of EÉSADs offer all domestic help services, which are eligible for the Financial Assistance Program for Domestic Help Services (PEFSAD). This program allows eligible users to obtain discounts on the hourly rate for the services they receive from an EÉSAD relating to domestic help services. Eligible users must be 18 years or older and have a health insurance card (some users under the age of 18 may be eligible). See the "Potential sources of funding" section for more information on the PEFSAD.

⁷ CSMO-ESAC and Réseau des EÉSAD, Diagnosis of the workforce needs of social economy enterprises providing home assistance, preliminary version, Documents to be published.

⁸ Idem

⁹ The statistical data listed below stems from a consultation process that was carried out in the fall of 2017 for which there were 81 respondents out of a possible 101.

Domestic help services (DHS) include:

- Light housekeeping
- Heavy housekeeping: major cleaning
- Clothing care
- Preparation of meals with no diet
- Procurement and running errands

<p>Light housekeeping (offered in 100% of the EÉSADs)</p>	<ul style="list-style-type: none"> • Cleaning: <ul style="list-style-type: none"> ▪ Bathrooms ▪ Mirrors and windows ▪ Household appliances ▪ Kitchens ▪ Washing stains on walls, light switches, doorknobs, electric baseboards and window shelves • Dusting • Emptying and cleaning garbage cans • Sweeping or vacuuming floors and carpets • Watering indoor plants • Raking leaves from the main entrance • Clearing snow from the main entrance and the stairs to the main entrance
<p>Heavy housekeeping (offered in almost 100% of the EÉSADs)</p>	<ul style="list-style-type: none"> • Washing walls, ceilings, wardrobes, kitchen cabinets, chandeliers and fans • Washing blinds, curtains, windows and screens • Moving furniture to clean the floor and walls behind them • Packing and unpacking boxes for a move (without moving them)
<p>Clothing care</p>	<ul style="list-style-type: none"> • Laundry • Ironing • Folding • Round trip to the cleaner
<p>Preparing meals with no diet (offered in 89% of the EÉSADs)</p>	<ul style="list-style-type: none"> • Individual agreement: support in preparing meals for a user • Agreement with a residence (such as a seniors' residence) to offer full meal services (meal preparation, table service, after-meal cleaning)

Procurement and running errands (offered in 81% of the EÉSADs)	<ul style="list-style-type: none"> • Grocery store • Drugstore • Bank
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6.2.2 Personal assistance services (PAS)

Most EÉSADs offer a few personal assistance services, but there are some that do not offer any at all. These differences are caused by needs that may vary from one region to another, due to the fact that other organizations already provide these services or because attendants do not have the required training.

Personal assistance services (PAS) are not eligible for the PEFSAD. However, when users are referred by a Centre intégré (or Centre intégré universitaire) de santé et de services sociaux (CISSS/CIUSSS)¹⁰, they do not pay for these services, but otherwise, they must pay the entire bill.

Personal assistance services are designed to support a person's autonomy in performing activities or actions focused on taking care of themselves or participating in social life. The term encompasses assistance with activities of daily living, mobility, communication, personal care, drug distribution and administration, as well as invasive care.¹¹

Among the personal assistance services, it is basic care that is most often provided, since the attendants who perform the other types of personal assistance services must have more advanced training.

- Basic
 - Dressing assistance
 - Mealtime assistance
 - Mobility assistance (getting up/lying down)
 - Hygiene care
 - Personal care
- Not regulated
 - Oral temperature measurement
 - Blood pressure measurement

¹⁰ They ensure the accessibility, continuity and quality of services intended for the population of their territory. They constitute points of reference to which the population can turn in the event of health problems and psychosocial problems. The population can go there to receive the appropriate services or be directed to another resource that is part of the territorial network of services. <https://www.quebec.ca/sante/systeme-et-services-de-sante/organisation-des-services/ciass-et-ciuss/>

¹¹ Framework for home care organizations, home personal assistance services: terms and conditions of supervision and assessment of service quality, MSSS, 2016.

- Installation of a urinary condom
 - Capillary blood glucose measurement by glucometer
 - Urine sample collection
 - Administration of oxygen by mask or nasal cannula
- Administration of medication
 - Invasive care

Personal assistance services in more detail:

<p>Basic</p>	<ul style="list-style-type: none"> • Hygiene care (partial washing, complete washing, hair washing, bed bath) • Dressing, undressing • Personal care (nails, teeth, dental prosthesis, shaving, hair care) • Mealtime assistance • Assistance with urinary or bowel elimination (applying an elimination schedule, changing incontinence pants, wiping, using equipment such as basins, urinals, commode chairs) • Mobility assistance (assistance with transfers and movements, use of equipment such as walkers, patient lifts, etc.) • Installation and maintenance of hearing aids; • Installation and maintenance of orthoses or prostheses.
<p>Not regulated</p>	<ul style="list-style-type: none"> • Taking oral and axillary temperature • Taking blood pressure • Installation of a urinary condom • Emptying and maintenance of a urine drainage system and installation of day and night collection bags • Collection of urine or stool samples • Capillary blood glucose measurement by glucometer • Administration of oxygen by mask or nasal cannula • Installation and maintenance of CPAP or BiPAP breathing devices • Application of a dry dressing or transparent film dressing • Colostomy or urostomy care (cleaning the perimeter, changing the collar, changing the disposable bag, washing the reusable bag) • Putting on and removing medical compression stockings • Distribution of medication
<p>Administration of medication (under certain conditions)</p>	<ul style="list-style-type: none"> • Oral, topical, transdermal, ophthalmic, auricular, inhalation, vaginal, rectal and subcutaneous (insulin injection) • Over-the-counter medications, as needed

Invasive care (under certain conditions)	<ul style="list-style-type: none"> • Tracheostomy care (perimeter hygiene, suctioning of secretions, cleaning of the internal and external cannula, NaCl installation, changing cords) • Intermittent catheterization • Taking rectal temperature • Rectal cleaning • Stimulation of the anal reflex • Rectal tube insertion • Feeding by gavage (nasogastric tube, gastrostomy, jejunostomy, tube irrigation)
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6.2.3 Respite and supervision services

These services, which are offered in 83% of the EÉSADs, are not eligible for the PEFSAD. However, several EÉSADs work in collaboration with L'APPUI pour les proches aidants d'aînés, a non-profit organization that helps "to implement and fund information, training, psychosocial support and respite services offered by community organizations. To meet the specific needs that arise in each community and offer more accessible services to caregivers, they mobilize local actors and develop partnerships and networks."¹²

This service allows informal caregivers to be temporarily released from their responsibility and their supervisory role with the person being assisted.

The attendants who provide these services can offer monitoring and supervision to the person being assisted, so that the informal caregiver can carry out other activities, either by staying in the same place as the person being assisted or by going outside to run errands or do other activities.

These hours of respite allow informal caregivers to have some time for themselves, while knowing their loved one is safe. Sometimes these services are offered 7 days a week and 24 hours a day, other times they are only offered during the day.

Domestic help, personal assistance and respite-presence-surveillance services are offered by the EÉSADs:

- Directly to individuals (private); or
- Through a CISSS/CIUSSS.

6.2.4 Seniors' residences

Some EÉSADs offer services in seniors' residences, including domestic help services, but above all, meal services. Indeed, when there are several residents under the same roof, it becomes advantageous for them to sign an agreement with an EÉSAD in order to receive meal services.

¹² <https://www.lappui.org/en/L-Appui-national/About-us>, consulted on July 11, 2019.

The EÉSAD prepares meals for several residents at the same time, which reduces preparation costs and allows them to benefit from the PEFSAD.

There are also other EÉSADs that own seniors' residences.

6.3 THE DIVERSITY OF EÉSAD MODELS

Among all of the EÉSADs that are members of the network, there are different sizes of businesses, the largest having revenues of around \$8 million with the smallest having revenues of \$475,000.

As mentioned previously, most of the data collected concerns all of the EÉSADs that are members of the network. However, data was also collected from three small EÉSADs in order to obtain a more precise portrait of this type of business, should the promoters wish to develop smaller service enterprises.

The following is an overview of the profiles of the three selected small EÉSADs, which will be discussed throughout the document. In order to maintain their confidentiality, their contact information and the size of their population have not been revealed.

6.3.1 EÉSAD 1. Mauricie–Centre-du-Québec

Semi-urban territory

20,000 hours of service per year

Total revenues for 2017-2018: \$492,757

Average rate = \$24.60 per hour of service (all services combined)

6.3.2 EÉSAD 2. Côte-Nord

Rural territory

23,000 hours of service per year

Total revenues for 2017-2018: \$599,300

Average rate = \$26.06 per hour of service (all services combined)

6.3.3 EÉSAD 3. Abitibi-Témiscamingue

Rural territory

22,600 hours of service

Total revenues for 2017-2018: \$476,303

Average rate = \$21.08 per hour of service (all services combined)

6.4 RATES APPLICABLE TO THE VARIOUS SERVICES

The table below shows the average rates per hour of service for all members of the Réseau de coopération des EÉSAD (network), as well as the lowest and highest rates.

In addition, the rates of the three small EÉSADs listed above have also been added to the following table.

Rates per hour of service (in \$) for 2018¹³

(In \$)	Provincial average	Lowest rate	Highest rate	EÉSAD 1	EÉSAD 2	EÉSAD 3
Regular housekeeping	22	13.85	28.00	23.80	25.65	19.00
Heavy housekeeping	26	14.85	32.75	26.10	27.72	22.00
Meal preparation	22	13.85	28.00	23.80	25.65	N/A
Procurement and errands	22	13.85	28.00	23.80	25.65	N/A
Respite	24	13.85	28.00	25.00	29.31	N/A
Personal assistance services	26	24.40	31.00	26.00	29.31	N/A
Other services	25	24.40	31.00	N/A	29.31	N/A

EÉSADs 1 and 2 have hourly rates that are slightly above the provincial average, while EÉSAD 3 has lower rates. The EÉSADs adjust their rates based on the ability of the users to pay, but also on the loads they have to bear, which may vary from one region to another.

As indicated in the table, not all EÉSADs offer all DHS, PAS and respite services, sometimes due to lack of demand or because the services are already offered by other organizations and or they do not have the staff to provide personal assistance services, since offering these services requires further training.

It is important to note that when clients are referred directly by a CISSS/CIUSSS, they do not pay for the provision of services since they are considered vulnerable people. In this instance, the costs are covered by the Government of Quebec.

¹³ Réseau de coopération des EÉSAD (network)

However, when clients are not referred by a CISSS/CIUSS, they are considered to be seeking services from the private sector, which means that they must pay service fees. However, these fees can be reduced when clients are eligible for the PEFSAD.

6.5 RATES FOR ACCOMPANIMENT AND TRANSPORTATION SERVICES FROM CABS

As mentioned in the previous section "Needs of the First Nations seniors", the rates charged to users for accompaniment and transportation services provided by the Centres d'action bénévole (CABs) are based on the costs related to the fuel used during the trip, which is calculated according to the number of kilometres traveled, parking fees and meals, if applicable.

From one CAB to another, the portion of the fees charged to the user may vary depending on the financial and human resources of the CAB, among other things. Sometimes, CABs may charge a fixed price for a certain number of kilometres, while other times they may charge a certain number of cents for each kilometre travelled.

6.6 RATES FOR THE PREPARATION AND DELIVERY OF PREPARED MEALS

As mentioned in the previous section "Needs of the First Nations seniors", the rates charged for home meal delivery, by a "Meals on Wheels" service, is approximately \$6 or \$7 for a complete meal, including an appetizer, the main course and dessert.

7. TECHNICAL ASPECTS

7.1 HUMAN RESOURCES AMONG THE EÉSADs THAT ARE MEMBERS OF THE NETWORK

Starting a new business requires a good assessment of the types of jobs, the number of employees, the training required, and the associated salaries and benefits.

Promoters wishing to start enterprises that are adapted to the needs of First Nations can use the data listed below, while adapting them to their own realities.

7.1.1 Definition of the attendant position

Since the majority of EÉSAD employees occupy the position of attendant, the following is a description of this position.¹⁴ (May vary from one EÉSAD to another.)

- The home care attendant for domestic help services (DHS) must be able to:
 - Perform regular, heavy and seasonal housework.
 - Take care of clothes and linens.
 - Run errands for the client or prepare simple meals with no diet.
 - Provide sustained physical effort.
 - Provide authorization for a criminal and medical background check.
 - Have access to a vehicle or public transport.
- The home care attendant for personal assistance services (PAS) must:
 - Assist the person by providing support for activities of daily living, such as hygiene care, dressing, mealtime assistance, administering medicine, support for safe travel and transfers, etc. They may also offer physical and cognitive stimulation activities.
 - Offer respite to informal caregivers while ensuring the beneficiary's comfort and safety.
 - Provide domestic help services by:
 - Performing regular, heavy and seasonal housework.
 - Taking care of clothes and linens.
 - Running errands for the client or preparing simple meals with no diet.

The training required for these positions is described in the section “Training required to occupy attendant positions”, below.

7.1.1.1 Salaries and bonuses

Here are the hourly salaries of EÉSAD attendants, in 2017, according to their tasks¹⁵.

¹⁴ <https://aidechezsoi.com/en/>

¹⁵ CSMO-ESAC and the Réseau des EÉSAD, Diagnosis of the workforce needs of social economy enterprises providing home assistance services

	Minimum	Maximum
Attendant – domestic help services (DHS)	\$12.30	\$14.06
Attendant – heavy work	\$14.38	\$15.98
Attendant – DHS and PAS	\$13.52	\$15.94
Attendant – PAS	\$13.98	\$15.95

For the work carried out evenings, nights and weekends, the EÉSADs offer bonuses. The following table provides an overview:

Bonuses per hour of service	Average in 2015 (in \$)
Evening	0.94
Night	1.06
Weekend	1.04

7.1.1.2 Attendant profile

Women	89%
Men	11%
Full-time work	59%
Part-time work	41%
Average age	48 years (median: 50 years)

On average, the EÉSADs have:	Number of attendants	% of attendants
	55 DHS (median: 43)	50%
	28 DHS and PAS (median: 15)	25%
	27 PAS (median: 12)	25%

For full time, the average number of work hours per week, per attendant, is as follows:	Tasks	Hours/week
	DHS	30
	DHS + PAS	35
	PAS	29

7.1.2 Administrative positions

The administrative positions occupied by EÉSAD employees are listed in the following table. The larger EÉSADs typically have all of these types of jobs, while the smaller ones usually work with a manager and one or two administrative staff members.

7.1.2.1 Salaries

Approximate wages in 2018	Minimum	Maximum
Telephone operator-receptionist	\$14.08	\$17.65
Administrative secretary	\$15.64	\$18.98
Assignment officer	\$16.95	\$20.60
Administrative officer	\$17.74	\$21.25
Human resources advisor	\$25.69	\$32.55
Director or manager	N/A ¹⁶	N/A

In the smaller EÉSADs, the wages are similar to those of the provincial average, since they do not depend on the size of the business, but rather on other factors such as wages for similar positions in the various regions, the scarcity of labour, etc.

7.1.2.2 Assignment officer job description¹⁷

It is not necessary to describe the positions listed above, since their titles explain their tasks and responsibilities quite well, with the exception of the assignment officer position, for which here is an overview (this may vary from one EÉSAD to another). This position is very important, since they act as the liaison between clients and attendants.

- Respond to the needs of the clientele.
- Provide general information on the various services offered.
- Receive and process customer service requests and determine urgency and priority.
- Plan assistance plans and assign workers while considering in particular the nature of the plan, the skills and availability of workers, as well as the client's profile.
- Manage modifications (e.g., cancellations, modifications, replacements, etc.) and deal with unforeseen events on a daily basis.

Required skills

- Proficiency in OfficeSuite (Excel, Word, PowerPoint, Outlook)
- Ability to communicate
- Work organization and priority management

7.1.2.3 Number of administrative employees

Among all the EÉSADs in Quebec, on average, there is 1 administrative employee for every 11,000 hours of service provided to clients per year.

The number of employees required to perform administrative tasks may vary depending on several factors, including:

¹⁶ Not available

¹⁷ Consortium de ressources et d'expertises coopératives.

- Size of the EÉSAD
- Number of attendants in the field
- Presence or absence of a union
- Whether or not services are often cancelled by users
- Staff turnover rate (training and recruiting takes time)
- Competence and expertise of employees
- Quality of IT equipment (good software, saves time)

Personal assistance services (PAS) require more administrative time than domestic help services, approximately 1.5 times more than the time required for the latter. This is due, among other things, to the service plans which are more complex as they involve personal care, which requires more extensive supervision.¹⁸

In larger EÉSADs, there may be economies of scale, i.e. fewer administrative staff are needed compared to the number of employees in the field.

7.1.2.4 Number of administrative employees and attendants in small EÉSADs

In EÉSADs where there are less than 30,000 hours of service per year, approximately 1 administrative employee for 7,600 hours of service must be calculated.¹⁹

In addition, in these EÉSADs, the manager usually performs several tasks, including the assignment of users to attendants, accounting, management, etc.

Contrarily to the larger EÉSADs where there is a greater variety of administrative positions, the administrative employees of the smaller EÉSADs are multitasking, that is to say, they are called upon to perform various tasks.

Here is the number of employees working in the three small EÉSADs described above.

7.1.2.4.1 EÉSAD 1

Administrative staff

- 1 assignment officer: full-time basis
- 1 office clerk: 25 hours per week
- 1 full-time manager

Attendants: 22

20,000 hours / 52 weeks per year = average of 385 hours per week

¹⁸ Réseau de coopération des EÉSAD

¹⁹ Réseau de coopération des EÉSAD

385 hours / 22 attendants = 17.5 hours of work per attendant per week

7.1.2.4.2 EÉSAD 2

Administrative staff

- 1 manager (manages the enterprise and coordinates the attendants)
- 2 administrative employees

Attendants: 15

23,000 hours / 52 weeks per year = 442 hours per week

442 hours / 15 attendants = 29.5 hours of work per attendant per week

7.1.2.4.3 EÉSAD 3

Administrative staff

- 1 manager (coordinates the attendants and meets with clients)
- 1 assistant

Attendants: 21

22,600 hours / 52 weeks per year = 434 hours per week

434 hours / 21 attendants = 20.5 hours of work per attendant per week

7.1.3 Average social benefits²⁰ in the EÉSADs

(For all types of positions)

Holidays	10
Vacation time	4 weeks after 10 years of service
Sick leave	In 2015, the EÉSADs that offered this type of leave granted 3.4 days
Flexible or personal leave	50% of the EÉSADs offer 5 redeemable or cumulative days
Group insurance plan	Offered in 16% of the EÉSADs
Pension plan	Offered in 9% of the EÉSADs

²⁰ CSMO-ESAC and Réseau des EÉSAD, Diagnosis of the workforce needs of social economy enterprises providing home assistance services, preliminary version, documents to be published

7.1.4 Training required to occupy attendant positions

Regarding tasks related to domestic help services (DHS), there are usually no specific requirements to fill these positions.

However, with respect to the provision of personal assistance services (PAS), there are several requirements that must be met.

As a reminder, personal assistance services (PAS) fall under the following four categories:

- Basic personal assistance services;
- Unregulated personal assistance services;
- Administration of medication;
- Invasive care.

Personal assistance services (PAS) can be provided by an EÉSAD as part of a home support program of a health establishment²¹ or outside such a program, that is to say, directly at the request of a client, in short, in the private sector.

In order to offer personal assistance services as part of a home support program (in the public network), an EÉSAD must enter into a collaboration agreement with a health establishment as a certified organization. This type of agreement provides for several standards to be observed, including those relating to the training of attendants. These standards are specified therein and are based on the “Cadre de référence à l’intention des organismes d’aide à domicile, Services d’assistance personnelle à domicile : Modalités d’encadrement et d’appréciation de la qualité des services” (hereinafter referred to as the “framework”), which has been used by the department since 2016. Although not yet in force, as this study is being written, the framework is widely used as a reference and is in a way considered a best practice guide.

Note that the actions taken by and required from attendants are not associated with a professional order as is the case with nurses or nursing assistants.

In a way, the MSSS came to determine through the framework what the minimum standards constitute to be an adequately trained attendant in order to provide certain services to citizens as part of the agreements between health establishments and the duly certified organizations that employ them.

Outside of this contractual context, that is to say, for services offered to the private sector, no legal obligation specifically governs the training of attendants.

For each of the service categories, the framework requires certificates showing successful completion of the MSSS's skills development program (described below), which provides for approximately 121 hours (or more) of training provided by a recognized organization.

²¹ CISSS/CIUSSS

The employee with certain training may be exempted from following, in whole or in part, the skills development program²² if they:

- Hold a diploma of college studies in nursing, which leads to a nursing technician diploma;
- Hold a diploma of professional studies awarded by the Ministère de l'Éducation et de l'Enseignement supérieur in any of the following disciplines:
 - Health, assistance and nursing care which leads to obtaining a nursing assistant diploma (1,800 hours);
 - Personal assistance at home (975 hours);
 - Personal assistance in a health establishment (750 hours);
- Have obtained an official document from a school board or a trainer accredited by a school board confirming that they have mastered the skills related to the skills development program recognized by the MSSS:
 - Assistance to the elderly in seniors' residences (150 hours);
- Have accumulated 5,000 hours of valid personal assistance service experience over the past five years.²³

However, since the standards of the framework have been in existence since 2016 and have been applied continuously across Quebec, it seems that most EÉSADs ensure that all of their attendants have the skills required by the MSSS's skills development program (2016) or its recognized equivalents.

When services are offered directly to clients, in the private sector, the EÉSADs provide said services with attendants having the matching skills as they determine what constitutes the knowledge, skills and competencies justifying the appropriate choice of human resources in order to limit their civil liability.

The EÉSADs are usually careful to work with well-trained attendants since their organizational liability can be engaged in two ways. First, when an attendant commits an error in the performance of their duties resulting in harm to the client, and secondly, when failing in their choice of employee and their supervision if this causes harm to their clientele.

The EÉSADs minimize their risks with regard to possible civil liability by maintaining a level of training in line with the requirements of the MSSS for the attendants in their employ even when they provide services to private clients, thus reducing the risks associated with any wrongdoing and claims that the human resources selected do not meet the applicable standards.

²² Skills development program on personal assistance services, MSSS, 2016.

²³ Framework for home care organizations, MSSS, 2016

7.1.4.1 Skills development program for personal assistance services

Home care attendants wishing to offer personal assistance services in the public network must undergo training that combines the following eight competencies:

- 1) Adopting an ethical and professional behaviour.
- 2) Using effective communication strategies to build and maintain relationships.
- 3) Preventing infections and contamination.
- 4) Providing basic personal assistance services.
- 5) Providing unregulated personal assistance services.
- 6) Administering medication.
- 7) Adapting the way of providing the service to the user's abilities or disabilities.
- 8) Adapting the way of providing the service to the psychosocial context of the user.

This training is offered by the Réseau de coopération des EÉSAD under the name of “Formation adéquate des préposés aux AVQ du Québec (FAPAQE)” to all EÉSADs in Quebec, members and non-members alike. This training is recognized by the MSSS. As mentioned previously, attendants who have successfully completed the training described above may be exempted from taking part or parts of the FAPAQE training.

7.1.4.2 Compulsory additional training

Home care attendants must also have the following training to offer personal assistance services:

- Cardiopulmonary resuscitation (CPR);
- General first aid;
- Principles of safe movement of beneficiaries (PDSB).

The attendants must update their CPR and first aid training regularly.

The following are recognized organizations to provide this training:

- St. John Ambulance;
- Heart and Stroke Foundation;
- Canadian Red Cross;
- Any other organization recognized by the Commission des normes, de l'équité, de la santé et de la sécurité du travail du Québec (CNESST).

As for the PDSB, it must be provided by the Association paritaire pour la santé et la sécurité du travail du secteur affaires sociales (ASSTSAS).

7.1.4.3 Other training

In addition to compulsory training, many EÉSADs offer other training courses to their employees, including:

- The On-the-Job Training Program (PAMT) – see the “Potential sources of funding” section later on in the report;
- Alzheimer's disease;
- End of life care;
- Safe housekeeping at home provided by the Association paritaire pour la santé et la sécurité du travail du secteur affaires sociales (ASSTSAS);
- Food handling;
- Development of cognitive activities.

7.1.5 Time required to perform attendant duties

From one EÉSAD to another, the time required to perform the various services may vary depending on room size (for DHS), the state of health of the person (for personal assistance services), travel distance and the number of people to be served in the same location.

Generally, to carry out DHS, the EÉSADs provide a minimum of three hours in the same place, so that the attendant can complete enough hours of work.

For a home with four or five rooms, it usually takes three hours, while for a two-story house, four to five hours may be necessary. Therefore, during their work period, the attendant will carry out several DHS tasks. It should be noted that there is no specific time provided for each of the tasks to be performed.

Sometimes, attendants may not complete “three hours” of work for a given client, such as when they have the opportunity to visit two people who, for example, live in the same building. Thus, the attendant can work for two hours with one client and two hours with another, for a total of four hours of work.

Regarding personal assistance services (PAS), these services are more regulated regarding the time required to carry them out.

Indeed, the establishments (CISSS/CIUSSS) that allocate personal assistance services to the EÉSADs determine in advance the amount of time required to perform certain tasks. Without wishing to generalize, the following are some examples of the amount of time allowed to carry out personal assistance services²⁴:

²⁴ Source: Réseau de coopération des EÉSAD. Based on agreements reached between EÉSADs and CISSS/CIUSSS.

Personal assistance services	Time allowed for a single service (includes the attendant's travel)	Time allowed for a second service for the same person*
Complete hygiene care (full body wash)	60 minutes	45 minutes
Partial hygiene care	45 minutes	30 minutes
Dressing / undressing	30 minutes	0
Mealtime assistance	30-minute breakfast 60-minute lunch and supper	30-minute breakfast 60-minute lunch and supper
Assistance in using the toilet	30 minutes	0
Assistance for getting out of bed / going to bed	30 minutes	15 minutes
Assistance with transfers / trips	30 minutes	0
Installation and maintenance of orthosis and prosthesis	30 minutes	0
Assistance with the installation and maintenance of hearing or visual aids	30 minutes	0
Measuring temperature	30 minutes	0
Measuring blood pressure	30 minutes	0
Measuring blood sugar	30 minutes	15 minutes
Administering oxygen	30 minutes	15 minutes
Applying a dry dressing	30 minutes	15 minutes
Collecting a urine sample	30 minutes	15 minutes
Administering medication	30 minutes	0

*Example: An attendant who travels primarily for complete hygiene care will be entitled to one hour to do so, including travel. If the attendant also has to provide assistance for getting out of bed, they will have to do it in 15 minutes. Therefore, in total, the attendant will have one hour and 15 minutes, to provide both services to the same person.

Sometimes, 15 minutes may be subtracted from the time allocated for certain services, for example when no travel is required (several clients in the same place) or when the service is provided to an elderly couple, therefore, to more than one person, etc.

7.1.6 Human resources policies

In order to properly supervise employees, many EÉSADs work with policies, the most popular of which are as follows:

Policies used by the EÉSADs²⁵

- Recruitment and hiring policy
- Criminal record check
- Employment contract
- Trial and evaluation period (probation period)
- Register of employee files (including the tasks that each can perform)
- Workplace health and safety
- Social leave (death, jury duty, etc.)
- Family and parental leave (according to labour standards)
- Policy against sexual and psychological harassment
- Seniority, accumulation, retention or loss of seniority clause
- Work-family balance measures
- Employee evaluation
- Procedures for settling disputes or disagreements
- Training and skills development policy
- Work hour guarantee
- Contract termination

7.1.7 Documents related to the provision of services to users

Several EÉSADs have documents that provide a framework for the services offered to users covering the following:

Service contract (between the user and the enterprise)
User activity follow-up form
Procedure in case of danger to the life or integrity of a user
Procedure in the event of unusual behaviour, harmful or not
Procedure in the event of unexplained absence of a user
Procedure in case of extreme heat
Procedure in the event of the death of a user
Procedure for reporting an incident or accident
Complaints procedure
Policy for the protection of personal information (privacy)
Customer satisfaction evaluation
Code of ethics and rules of conduct

²⁵ CSMO-ESAC and Réseau des EÉSAD, Diagnosis of the workforce needs of social economy enterprises providing home assistance services, preliminary version, documents to be published

7.1.8 Working hours and assignment

Light and heavy housekeeping: Services are usually offered Monday to Friday from 8 am to 5 pm (sometimes services may start at 7 am).

Personal assistance services: some EÉSADs operate on three work shifts.

These include the day shift (7 am to 5 pm), the evening shift (5 pm to midnight) and the night shift (12 am to 7 am). The night shift is rather rare. Sometimes, the EÉSADs require that the attendants be available at least every other weekend.

The assignment of attendants is done while taking into account:

- The nature of the services to be delivered
- Attendant and client profiles
- Sector or region: attendants are assigned as close as possible to their home or to their other clients in order to reduce travel time and costs
- The client's wishes

7.1.9 Remote attendant management

Most EÉSADs manage their attendants remotely since they go directly to their clients, without going through the EÉSAD's head office, to carry out their work. According to the EÉSADs, the remote management looks like this:

An EÉSAD manager meets with the attendant at the head office when they are hired.
During this first meeting, the manager gives the attendant verbal and written information, among other things, on the tasks to be carried out, the procedures to be followed in a particular problematic situation, etc.
When hiring, it is common for the EÉSADs to provide training to their employees.
Subsequently, the EÉSAD sends the attendant, usually by email, the client's contact information, a good description of their needs and the services to be provided in a work plan as well as the work schedule for this client. Some EÉSADs have acquired "electronic tablets" facilitating communications with their home care attendants.
The EÉSAD manager then contacts the client to inform them of the name of the attendant who will go and offer the services and according to what schedule.
Then, the attendant goes to their client to perform the tasks provided for in the work plan.
On a weekly basis or every two weeks, the attendant sends their employer a report on the work they have done for their clients, either by email, fax or mail. When the home care attendant has an electronic tablet, they can transmit this information more quickly to their employer.
During the year, the attendants go to the EÉSAD in order to obtain an evaluation of their performance from their employer.
If there is a complaint from a client, the EÉSAD immediately assesses the situation with the attendant who must go to the head office.

Depending on the employer, there may be a few meetings per year at the head office to train and inform staff.

7.2 EQUIPMENT AND MATERIALS REQUIRED TO OPERATIONALIZE AN EÉSAD

Also depending on the size of the EÉSAD, the needs and quantity of equipment, fixed assets and work accessories to operationalize its services vary considerably.

Here is a list of the main assets necessary for the operation of an EÉSAD.

7.2.1 For administration

- Administrative premises rented or forming part of a building acquired by the enterprise (the number of rooms and the size will vary according to the size of the enterprise)
- Usually, there are no premises available for the attendants since they work directly with clients, and leave from their own home to go to the client
- Office furniture (desks, chairs and filing cabinets for administrative staff)
- Computers, printers and photocopiers
- Task assignment software (between attendants and EÉSADs)
- Accounting software (if the accounting is carried out by the enterprise)

7.2.2 For attendant training

- Many EÉSADs offer training to their attendants directly in their offices.
 - DHS training room (including a mock apartment, cleaning products, etc.)
 - Personal assistance services training room (including a bed and a bath)
 - The EÉSADs that do not have training rooms rent premises outside the enterprises (sometimes they use hotel rooms). For personal assistance services training, a bed and a bath are required.

7.2.3 For attendants:

- Some EÉSADs have acquired electronic tablets:
 - They facilitate the work of home care attendants who live far away from the EÉSAD
 - They are a very useful tool for communications with home care attendants, pay statements, work schedules, alerts if an employee does not go to work, etc.
 - They allow for better service delivery and reduced stress for the administrative staff.

- They make it possible to see if the employee visited the client and how long they were there.
 - Home care attendants can enter information about their client on their tablet. This information therefore becomes quickly accessible by the EÉSAD.
 - They make it possible to increase rigour at work.
 - Implementing the tablet system is expensive, however, it saves time.
 - Per month, it costs about \$15 per employee + \$10 per employee to use the portal, so \$30 per employee, plus taxes.
- Attendant identification badge
 - Clothing is provided by the employer, if applicable, but not always.

7.2.4 Required materials

For domestic help services

Materials (per home care attendant)	Approximate cost (in \$)
Gloves	8
Bathmat	8
Bottle of disinfectant	5
Mask	5
Knee pad	10
Mop	16
Squeegee	7
Shammy cloth	7
Window washer	9
Extendable handle	18
Home care attendant uniform	30
Recipe book	20

For personal assistance services

The EÉSADs do not provide equipment or accessories for people in need of personal assistance services. Indeed, these are provided by the CISSS and CIUSSS after an assessment of the needs by a nurse.

When the client is not referred by such an establishment in the public network, they must provide the equipment and accessories they need on their own such as compression stockings, personal products for personal hygiene, etc.

For respite and surveillance attendance services

During these activities, the attendants are sometimes required to carry out activities with the assisted people, which require a few accessories, of which here is an overview for information purposes only, since they are not available in all the EÉSADs.

Stimulation cushion	\$70
Beanbag toss game	\$80
Magnetic board puzzle	\$47
Ball, marbles and containers	\$3
Storage bag	\$8

8. THE PROFITABILITY THRESHOLD

Assessing the profitability threshold based on the number of clients and the services provided was an important part of the mandate.

In order for an enterprise to be profitable, it must reach its profitability threshold, which is the point where revenues equal expenses. In addition, to make a profit, the enterprise must exceed its profitability threshold point, which requires more revenues than expenses.

The profitability threshold of a business is calculated using precise data including its fixed costs, its variable costs²⁶ and its revenues, which are included in the statement of operations (also called the statement of income and expenses).

The profitability threshold is calculated using the following formula:

$$\text{Revenues} \times \frac{\text{Fixed costs}}{(\text{Revenues} - \text{variable costs})}$$

As this study was being written, plans for the development of businesses serving seniors, existing or future, were not known to the Consortium. It was therefore not possible for the Consortium to calculate the profitability threshold of one or more specific projects.

However, since calculating the profitability threshold is very important in making informed decisions about whether or not to continue the development of an enterprise, the following pages are dedicated to this subject.

Since the profitability threshold is calculated using data present in the statement of operations, including revenues and fixed and variable costs, a complete section has been reserved for this financial statement.

In this section, advice and data from actual EÉSAD financial statements will enable promoters of business projects to be well equipped to calculate their own profitability threshold.

8.1 STATEMENT OF OPERATIONS

The statement of operations is summarized as follows:

$$\text{Revenues} - \text{Expenses (including fixed and variable costs)} = \text{Surplus (profit) or deficit.}$$

²⁶ See the description of costs in appendix 1.

8.1.1 Revenues

When developing a financial forecast, it is necessary to estimate the revenues that the business will achieve. Revenues will depend, among other things, on the number of clients, the number of hours of service performed per client and the hourly rate charged depending on the various types of services.

During a meeting with representatives of the FNQLEDC, it was mentioned that currently, the vast majority of First Nations users who live in the communities and who receive home care, personal assistance and health services and other types of services, do not pay for these services. They are covered by the band councils of each of the communities that receive federal government funding and manage the service offer.

In the event that a new enterprise wishes to offer this type of service in the communities, it will probably have to work in collaboration with the band councils, concerning the financing.

For information purposes, in 2018, the 100 EÉSADs in Quebec provided 6,130,096 hours of home care services²⁷ to 99,172 people, for an average of 61.8 hours of service per person per year. (This calculation does not include hours of personal assistance or respite supervision, as these are not available).

To roughly estimate a revenue forecast for an enterprise, the following information can be used:

- Estimate the approximate number of potential clients. To do this, you must first know the territory or territories targeted by the enterprise.
- Analyze the needs of the potential clientele (see the needs assessment that was conducted by the FNQLEDC).
- Choose the services that will be offered by the enterprise, based on the needs expressed by the potential clientele.
- Determine the hourly rates for each of the services chosen.
- Approximately estimate the number of hours of service that will be provided to each client (in this regard, it is possible to use the average number of hours of service per year, per client, in the EÉSADs).

The next step will be to find the sources of funding that will support the operation of these services.

- Will clients pay for all or part of their services?
- Will these services be funded by either of the levels of government or the band council?

²⁷ Services eligible for the PEFSAD

8.1.2 Revenues in the EÉSADs

EÉSAD revenues come in whole or in part from the:

- PEFSAD program (discounts granted to users, on services offered by the EÉSADs recognized by the MSSS only)
- PEFSAD compensatory assistance (to finance the administrative component of EÉSADs)
- Clients (users), who pay part or all of the service charges
- CISSS or CIUSSS, which refer clients to EÉSADs
- L'APPUI, for respite services
- On-the-Job Training program, for training
- FAPAQE, for training
- Donations
- Various other funding programs

8.1.3 Average expenses in the EÉSADs

(Expenses are sometimes referred to as “charges” or “costs”)

Regarding expenses, it is possible to partially refer to those of the EÉSADs and adapt them to the needs of new enterprises in an Indigenous context.

Recently, the Réseau de coopération des EÉSAD analyzed the actual expenses of six EÉSADs of different sizes, for the years 2017 and 2018. It therefore collected data from 12 different scenarios.

The EÉSADs analyzed came from various settings, which are namely urban, semi-urban and rural, and had total revenues varying between \$550,000 and \$6.8 million per year.

The percentages of expenses listed in the table below, entitled “Percentages of expenses”, are averages of the 12 scenarios analyzed by the Réseau. Of course, these percentages may vary from one enterprise to another, depending on the administrative region, the length of the trips to be made to reach clients, the scarcity of staff, the cost of rent, etc. However, there seems to be a certain consistency regarding the great significance of salaries among all the expenses.

Indeed, salaries represent the largest proportion of the total expenses of an EÉSAD since they constitute, on average, 86% of the total expenses (fixed and variable).

Fixed salaries (administration)	18%
Variable salaries (attendants)	68%
Total salaries	86%

8.1.3.1 Salaries in small EÉSADs

In the three small EÉSADs analyzed previously, salaries also represent the largest percentage of expenses:

EÉSAD 1

Variable salaries	\$348,321	88% of the total salaries
Fixed salaries	\$47,498	12% of the total salaries
Total salaries	\$395,819	82% of the total expenses

EÉSAD 2

Variable salaries	\$382,344	83% of the total salaries
Fixed salaries	\$78,312	17% of the total salaries
Total salaries	\$460,656	85% of the total expenses

EÉSAD 3

Variable salaries	\$366,384	90% of the total salaries
Fixed salaries	\$85,359	20% of the total salaries
Total salaries	\$402,620	89% of the total expenses

In summary, to roughly estimate the salary positions of a new enterprise, the following data can be used:

- The number of employees required for the operations of the enterprise;
- The types of jobs required (attendants, manager, administrative positions, etc.);
- The expertise and training required;
- The salaries associated with the various positions;
- The data collected from the EÉSADs and recorded previously in the section on human resources can be used as a basis for the calculation.

The other expenses (fixed and variable) represent only 14% of the total expenses of an EÉSAD.

8.1.3.2 Percentages of expenses in EÉSADs

Promoters wishing to prepare financial forecasts can use the following percentages as a basis for their work. These are the averages of the actual expenses of six EÉSADs, which were collected over a period of two years. They are therefore based on 12 different financial statements.

Variable costs	Percentage of each expense out of the total expenses
Salaries and social benefits of attendants	66.59%
Attendant travel	2.48%
Supplies – materials	0.80%
Food (mealtime services)	3.71%
Total variable costs	73.58%
Fixed costs	
Salaries and social benefits of administrative employees	18.29%
Travel / representation expenses	0.62%
Premises, electricity	0.68%
Telecommunications	0.40%
Insurance	0.35%
Contributions	0.75%
Professional fees	0.49%
Advertising / promotion	0.46%
Financial expenses	0.41%
Maintenance and repair	0.37%
Office / IT expenses	1.11%
Amortization	1.39%
Other expenses	1.10%
Total fixed costs	26.42%
Grand total of the fixed and variable costs	100%

In summary, to approximately evaluate all expense items (fixed and variable costs), it is possible to use the percentages listed in the previous table, then adjust them to the realities of the enterprise.

8.2 PROFITABILITY THRESHOLD CALCULATION

As mentioned previously, once the statement of operations is completed, the revenues, fixed costs and variable costs must be extracted, and then the following formula must be used to calculate the profitability threshold:

$$\text{Revenues} \times \frac{\text{Fixed costs}}{(\text{Revenues} - \text{variable costs})}$$

8.2.1 Examples of profitability threshold calculation

In order to help promoters prepare their financial statements and calculate their profitability thresholds, actual examples are provided below.

The first example is for a medium-sized EÉSAD. The available data made it possible to calculate the profitability threshold in dollars and number of clients and also to calculate the cost per service.

Regarding the other examples, these are the three small EÉSADs discussed above. Based on the data collected, it was possible to work out their profitability threshold as well as the number of clients required to reach it. However, like many small businesses, these EÉSADs did not have sufficient detail in their financial statements for it to be possible to determine cost per service.

8.2.1.1 First example: A medium-sized EÉSAD

Calculation of the profitability threshold in dollars and in number of clients

The profitability threshold for the medium-sized EÉSAD was calculated based on the statement of operations (available in appendix 1).

Its total revenues were: \$1,368,450

Its costs were:

Fixed: \$330,000

Variable: \$1,016,400

The profitability threshold was \$1,282,739.

The approximate number of hours of service in this EÉSAD was 50,770 hours, which represents approximately 821 clients (assuming that each client requires 61.8 hours²⁸ of service per year).

Using cross-multiplication, we can estimate that the number of clients at the profitability threshold was 770 clients per year.

8.2.1.1.1 Profitability by type of service

The profitability threshold is an essential calculation in order to validate the overall profitability of an enterprise. However, it can also be interesting to check the profitability by type of service, in order to make decisions on whether or not to keep certain services. This is because, even if a business hits its profitability threshold, some of these services may not be profitable.

An example of calculations of surpluses (or deficits) by service and an example of calculations of the cost price by service have been provided below, based on the data collected from the medium-sized EÉSAD mentioned above.

To perform these calculations, you must have access to detailed revenues and expenses, i.e. the enterprise must have separated all its expenses by type of service such as domestic help services (DHS), personal assistance services (PAS), etc., as in the example below.

8.2.1.1.2 Calculation of surpluses (or deficits) by service

(In \$)	Light DHS	Heavy DHS	PAS	Monitoring, respite	TOTAL
1) Revenues	1,065,000.00	53,000.00	100,200.00	150,250.00	1,368,450.00
Variable salaries	728,000.00	34,000.00	66,000.00	96,000.00	924,000.00
Other variable costs	72,000.00	3,300.00	7,500.00	9,600.00	92,400.00
2) Total variable costs	800,000.00	37,300.00	73,500.00	105,600.00	1,016,400.00
3) Margin on variable costs = 1) – 2)	265,000.00	15,700.00	26,700.00	44,650.00	352,050.00
4) Total fixed costs	260,000.00	12,000.00	24,000.00	34,000.00	330,000.00
Surplus by service = 3)-4)	5,000.00	3,700.00	2,700.00	10,650.00	22,050.00

²⁸ Financial Assistance Program for Domestic Help Services, RAMQ, 2017-2018 administrative review.

This calculation makes it possible to see if the various services bring in surpluses (profit) or generate losses. In the example above, all services are profitable.

8.2.1.1.3 Calculation of the cost per service

The cost calculation is used to verify whether the services are profitable or not and, if they are, to what extent.

It is possible to calculate the cost per service using the number of hours performed per service. As mentioned earlier, the business needs to keep its accounts by separating all of its revenues and expenses by type of service.

		Light DHS	Heavy DHS	PAS	Monitoring, respite	TOTAL
(1)	Revenues (\$)	1,065,000	53,000	100,200	150,250	1,368,450
(2)	Hours completed	40,000	1,860	3,640	5,270	50,770
(3) = (1) / (2)	Revenues (\$) / Hours completed	26.63/h	28.49/h	27.53/h	28.51/h	26.95/h
(4)	Variable costs \$ (VC)	800,000	37,300	73,500	105,600	1,016,400
(5) = (4) / (2)	Variable costs (\$) / hour	20.00/h	20.05/h	20.19/h	20.04/h	20.02/h
(6) = (3) - (5)	Margin on variable costs per hour	6.63/h	8.44/h	7.34/h	8.47/h	6.93/h
(7)	Fixed costs (\$) (FC)	260,000	12,000	24,000 \$	34,000	330,000
(8) = (7) / (2)	Fixed costs (\$) / hours completed	6.50/h	6.45/h	6.59/h	6.45/h	6.50/h
(9) = (5) + (8)	Total costs (\$) (VC and FC)	26.50/h	26.51/h	26.79/h	26.49/h	26.52/h
(10) = (3) - (9)	Surplus per hour of services (\$)	0.13/h	1.98/h	0.74/h	2.02/h	0.43/h

The cost calculation makes it possible to check whether the services are profitable, in order to make decisions whether to keep them or not. An unprofitable service could be retained in situations where there are other more profitable services and the enterprise has a very strong social mandate. Sometimes, some less profitable services are retained because they attract clients who use other more profitable services.

In this example, we can see that light DHS are not very profitable, since they bring in only 13 cents per hour of services, while monitoring and respite services are the most profitable with a surplus of \$2.02 per hour of service. In addition, no service is in deficit.

It should be noted that the products and services must be sufficiently profitable so that the enterprise can reimburse its expenses. On the other hand, given the social mission of social economy enterprises, reaching the profitability threshold could be considered sufficient.

8.2.1.1.4 In summary

To calculate the profitability by service, it is essential to carry out an accounting where all the expenses are separated and detailed according to the types of services offered. For example, breaking down the salaries so that they are separated by type of service, such as salaries for domestic help services (DHS), salaries for personal assistance services (PAS), etc.

In addition, the number of hours of service must also be separated by type of service. For example, 10,000 hours for DHS, 5,000 hours for PAS, 1,000 hours for respite, etc.

8.2.1.2 More examples: three small EÉSADs

In addition to the model illustrated above, which is based on an enterprise with revenues of over \$1 million per year, the profitability threshold calculations were also performed for the three small EÉSADs discussed above. These calculations are available in dollars as well as in number of clients.

8.2.1.2.1 EÉSAD 1

The following data was used to determine the profitability threshold:

- The EÉSAD performs 20,000 hours of service per year.
- If we hypothesize that the EÉSAD only provides DHS and knowing that the average hours of DHS / client per year = 61.8 hours²⁹
- Therefore, 20,000 hours / 61.8 hours / client = 323 clients
- Total revenues: \$492,757
- Variable costs: \$361,409
- Fixed costs: \$119,106

²⁹ Financial Assistance Program for Domestic Help Services, RAMQ, 2017-2018 administrative review.

$$\text{Revenues} \times \frac{\text{Fixed costs}}{(\text{Revenues} - \text{variable costs})} = 492,757 \times \frac{119,106}{(492,757 - 361,409)}$$

The profitability threshold is \$446,830 in revenue per year.

Number of clients at the profitability threshold

Using real data from the EÉSAD and cross-multiplication (proportionality rule), we obtain the following number of clients at the profitability threshold.

At the profitability threshold, i.e. at \$446,830 in revenue / year:

- **There will be approximately 18,174 hours of work**
- **Which will represent around 294 clients**

8.2.1.2.2 EÉSAD 2

The following data was used to determine the profitability threshold:

- 23,000 hours of service / year
- If we hypothesize that the EÉSAD only provides DHS and knowing that the average hours of DHS / client per year = 61.8 hours
- Therefore, 23,000 hours / 61.8 hours / client = 372 clients
- Total revenues: \$599,300
- Total costs: \$543,280
 - Variable costs: \$386,827
 - Fixed costs: \$156,453

$$\text{Profitability threshold} = \$599,300 \times \frac{\$156,453}{(599,300 - 386,827)}$$

The profitability threshold is \$441,290 in revenue per year.

Number of clients at the profitability threshold

At the profitability threshold, i.e. at \$441,290 in revenue / year:

- **There will be approximately 16,914 hours of work**
- **Which will represent around 274 clients**

8.2.1.2.3 EÉSAD 3

The following data was used to determine the profitability threshold:

- 22,600 hours of services
- If we hypothesize that the EÉSAD only provides DHS and knowing that the average hours of DHS / client per year = 61.8 hours
- Therefore, 22,600 hours / 61.8 hours = 365 clients
- Total revenues: \$476,303
- Total costs: \$451,743
 - Variable costs: \$366,384
 - Fixed costs: \$85,359

Profitability threshold: \$476,303 X **\$85,359**
(476,303 – 366,384)

The profitability threshold is \$369,879 in revenue per year.

Number of clients at the profitability threshold

At the profitability threshold, i.e. at \$369,879 in revenue / year:

- **There will be approximately 17,609 hours of work**
- **Which will represent around 274 clients**

8.2.1.2.4 In summary

- To reach their profitability thresholds, the three EÉSADs described above needed less than 300 clients per year.
- The cost calculation per service could not be carried out since the three EÉSADs had not sufficiently detailed their revenue and expenses items by type of service.

PART FOUR

9. POTENTIAL SOURCES OF FUNDING

There are various sources of funding for starting and operationalizing a social economy enterprise, which come from the federal and provincial governments as well as other private and public organizations.

These various types of funding can sometimes be used for the pre-start-up or start-up stages of the enterprise and/or for its operations.

Indeed, when starting up, an enterprise often needs to acquire assets such as furniture, computers, vehicles, software and licenses and requires cash flow for the first months of operation.

Regarding the operations of an enterprise, they can be financed by independent revenues that come directly from clients and/or by other sources of funding including the public sector, from the various levels of government, or even from the private sector.

In order to make the description of the various funding programs easier to read, the most relevant information to starting a social economy enterprise has been included below (for detailed information, check with the concerned organizations directly).

During the research, some stakeholders from Indigenous communities mentioned that funding seemed to be a greater challenge for projects located in Indigenous communities than for those located off-reserve. It is for this reason that we asked a few organizations if they would fund projects in Indigenous communities.

The vast majority of the stakeholders contacted mentioned that projects located in Indigenous communities are indeed eligible for their funding programs.

Various programs:

9.1 RÉSEAU D'INVESTISSEMENT SOCIAL DU QUÉBEC (RISQ)

Eligibility	<ul style="list-style-type: none">• Social economy enterprise: NPO or cooperative• Offer services or products that meet social, collective, individual and economic needs• Demonstrate financial and social viability• Be supported by the community• Create or maintain quality jobs <p>Telephone call to the RISQ on July 5, 2019: projects located in First Nations communities are eligible to the same extent as those located off-reserve.</p>
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Eligible projects and financial assistance	<p>Technical assistance</p> <ul style="list-style-type: none"> • Between \$1,000 and \$5,000 • Advance of funds to finance consultancy services to conduct studies • Interest and capital repayment leave until the project is completed • Reimbursement only if the project is carried out • No personal guarantee
	<p>Pre-start-up</p> <ul style="list-style-type: none"> • Maximum of \$100,000 over two years • Loan to support project preparation and implementation • Interest and capital repayment leave until the project is completed • No personal guarantee
	<p>Start-up</p> <ul style="list-style-type: none"> • Purchasing of equipment • Obtain working capital for operations • Building acquisition or renovation • Capitalization <ul style="list-style-type: none"> ○ Between \$20,000 and \$50,000 ○ Complementary loan to other sources of financing ○ No personal guarantee required ○ Possibility of a moratorium on the repayment of capital

9.2 CHANTIER DE L'ÉCONOMIE SOCIALE TRUST

Eligibility	<ul style="list-style-type: none"> • Social economy enterprise: NPO or cooperative • Offer services or products that meet social, collective, individual and economic needs • Demonstrate financial and social viability • Be supported by the community • Create or maintain quality jobs
Eligible projects	<ul style="list-style-type: none"> • Working capital

	<ul style="list-style-type: none"> • Acquisition of office equipment, IT equipment, rolling stock, machinery, etc. • Acquisition, renovation or construction of building assets
Financial assistance	<p>Patient capital</p> <ul style="list-style-type: none"> • Between \$50,000 and \$1 M • No capital repayment requirement before 15 years • Competitive and fixed interest rate over the entire period

9.3 FTQ LOCAL FUNDS OF THE FTQ'S FONDS DE SOLIDARITÉ

Eligibility	<ul style="list-style-type: none"> • Social economy enterprise • Demonstrate economic viability • Demonstrate the economic benefits in terms of employment • Good knowledge and experience of the stakeholders
Eligible projects	Starting up an enterprise
Financial assistance	<p>Participation loan or conventional loan \$100,000 maximum</p> <p>Participation of other financial partners required</p>

9.4 FILACTION (CREATED AND FINANCED BY FONDACTION)

Eligibility	<ul style="list-style-type: none"> • Social economy enterprise • Demonstrate financial viability • Good anchoring of the enterprise in its environment
Eligible projects	Development of the enterprise
Financial assistance	<ul style="list-style-type: none"> • Direct loan • Conventional loan • Bridge financing • Other types • From \$50,000 to \$500,000

9.5 INVESTISSEMENT QUÉBEC (IQ)

Eligibility	<ul style="list-style-type: none"> • Cooperatives and NPOs, regardless of their sector of activity • Have market activities <p>Telephone call to the IQ on July 8, 2019: projects located in First Nations communities are eligible to the same extent as those located off-reserve.</p>
Financial assistance	<ul style="list-style-type: none"> • Competitive rate loan • Loan in partnership with other lenders • Other types • \$50,000 minimum • Short- or long-term financing • Possibility of capital repayment moratorium

9.6 FONDS LOCAL D'INVESTISSEMENT (FLI)

Eligibility	Social economy enterprise
Financial assistance	<ul style="list-style-type: none"> • Loan • Participation loan • Loan guarantee • Other types of financing
Note	<ul style="list-style-type: none"> • Financial tool of the regional county municipalities (RCMs) • Each RCM manages its own territory

9.7 TAX CREDIT FOR HOME – SUPPORT SERVICES FOR SENIORS (REVENU QUÉBEC)

Eligibility	<ul style="list-style-type: none"> • Be 70 years of age or over • Reside in Quebec
Services giving entitlement to tax credit	<ul style="list-style-type: none"> • Housekeeping for dwellings (houses and others) or for services included with rent • The supplier must submit an invoice and not be your spouse or a dependent

Financial assistance	<p>35% of eligible expenses as a tax credit.</p> <p>The maximum eligible expenses for one person equal \$19,500 per year, therefore \$6,825 in tax credit.</p> <p>Non-independent person = the maximum eligible expenses equal to \$25,500, therefore \$8,925 in tax credit.</p> <p>If in a couple relationship, the maximum eligible expenses equal \$39,000. Credit is 35%, or \$13,650.</p> <p>If in a couple relationship and one of the two people is non-independent, the maximum eligible expenses equal \$45,000. Therefore, 35% = \$15,750.</p> <p>If in a couple relationship and both are non-independent, the maximum eligible expenses equal \$51,000. Therefore, 35% = \$17,850.</p> <p>The tax credit will be reduced by 3% of the portion of family income that exceeds \$57,400.</p> <p>Tax credit is not reduced for a person considered to be non-independent or for a couple where one of the persons is considered to be non-independent.</p>
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9.8 ABORIGINAL ENTREPRENEURSHIP PROGRAM

(Indigenous Services Canada)

Eligibility	<ul style="list-style-type: none"> • Be Canadian of Indigenous ancestry – Status or non-status Indians • Reside on- or off-reserve • Businesses, funding organizations or development corporations are also eligible if they are majority owned by Indigenous people.
Eligible projects	<ul style="list-style-type: none"> • Capital expenditures • Business creation or purchase • Business growth • Operating costs related to capital expenditures • Financial services, business support, and business-related training and mentoring services
Financial assistance	<ul style="list-style-type: none"> • Maximum of \$99,999, for Indigenous individuals and incorporated businesses, and \$250,000 for community-owned businesses • Minimum investment in the promoters' equity money of at least 10%

Note	This program is managed by the Aboriginal Financial Institutions (AFIs) of the various regions in Quebec.
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9.9 ABORIGINAL INITIATIVES FUND III – SecrÉTariat aux affaires autochtones

(Government of Quebec)

The AIF III only intervenes in the financing of projects that no other program can support. It does not fund projects that would interfere with or duplicate existing responsibilities, programs or services.

Economic development component	
Eligibility	<ul style="list-style-type: none"> • Indigenous communities and nations recognized by the National Assembly of Quebec • Indigenous non-profit organizations or their equivalent <p>Telephone call made to the SAA in May 2019: Respondent mentioned that it was very likely that the SAA would not fund home care and assistance services, since the federal government was already funding these services.</p>
Project categories	<p>Entrepreneurship: start-up, expansion, development of an enterprise. The project must:</p> <ul style="list-style-type: none"> • Be structuring for the Indigenous population • Aim to create Indigenous jobs • Have economic and social sustainability • Ensure the development of the Indigenous nation or community and the Indigenous population in general
	<p>Studies: necessary for carrying out an economic development project</p> <ul style="list-style-type: none"> • Realization of a business plan • Technical and financial feasibility • Market analysis • Integrated management of Indigenous traditional activities and resources
	<p>Workforce training:</p> <ul style="list-style-type: none"> • Refresher training necessary for the start-up, expansion or consolidation of an entrepreneurial project

	<p>Social economy:</p> <ul style="list-style-type: none"> • Funding of social economy business projects, including cooperatives and NPOs • For on- and off-reserve projects • \$200,000 maximum
Eligible costs	Capital expenditures
Ineligible costs	<ul style="list-style-type: none"> • Operating expenses, debt or deficit repayment as well as working capital, except for projects such as: <ul style="list-style-type: none"> ○ Workforce studies or training and mobilizing projects, all costs are eligible; ○ Assistance for local economic development and social economy projects, all costs for a maximum period of five years are eligible.
Financial assistance	<ul style="list-style-type: none"> • Subsidy according to the financial needs of the promoter and the assistance granted, in particular by the departments and organizations of the Government of Quebec and the federal government. • Assistance granted by the Government of Quebec and its organizations = maximum of 50% of eligible costs, and the cumulative assistance granted by the two levels of government may not exceed 90% of the total cost of the project, with some exceptions. • Part of the funding must be assumed by the community, the promoter, the federal government or any other partner.

“Loan Guarantee” section	
Eligibility	<ul style="list-style-type: none"> • Communities of Indigenous Nations recognized by the National Assembly of Quebec • Indigenous non-profit organizations or their equivalent
Eligible projects	<ul style="list-style-type: none"> • Allow indigenous organizations to access conventional sources of funding • Create and develop businesses • Create and consolidate jobs

Eligible expenses	<ul style="list-style-type: none"> • Fixed assets • Working capital • Purchase of equipment and software (including rolling stock) • Consolidation of a previous debt when consolidating or relaunching a business
Financial assistance	<p>Government of Quebec loan guarantee:</p> <ul style="list-style-type: none"> • Maximum 50% of eligible costs • Maximum \$150,000 • Maximum 5 years <p>Part of the funding must be assumed in particular by the community, the promoter, the federal government or any other partner.</p>

9.10 GOVERNMENT ACTION PLAN FOR THE SOCIAL AND CULTURAL DEVELOPMENT OF THE FIRST NATIONS AND INUIT 2017-2022³⁰

<p>In this action plan, several measures are aimed particularly at seniors</p>	<ul style="list-style-type: none"> • Improve services • Promote Indigenous cultures and languages • Develop the power to act of individuals and communities • Promote consultation and research <p><u>One of the measures caught our attention concerning the funding of services for the elderly:</u></p> <p>Set up a committee of partners to discuss the alignment of federal and provincial programs concerning the provision of home care and services for First Nations and Inuit.</p>
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9.11 OPERATIONAL FUNDING

Currently, the majority of non-agreement communities in Quebec manage and deliver first-line health and social services, according to various agreements signed with the federal government.

The two programs described below enable communities to provide care and services to their most vulnerable residents.

³⁰ <https://www.autochtones.gouv.qc.ca/plan-action-social-culturel/mesures-en.asp>

9.11.1 Home and Community Care Program

(Indigenous Services Canada [ISC] – First Nations and Inuit Health Branch)

Eligibility	People (First Nations and Inuit) suffering from chronic and acute illnesses, so that they can receive the care they need at home or in their community.
Available care	<p>Professional care and services</p> <ul style="list-style-type: none"> • Nursing care • Hygiene care • Palliative care • Nutrition, rehabilitation and respiratory therapy services and adult day programs are complementary services and depend on the service delivery plan of each community <p>Home support services</p> <ul style="list-style-type: none"> • <i>Personal care services</i> • <i>Home management services</i> • <i>Home respite service</i> <p>Traditional care and services recognized by the band council, tribal council or health professional (excluding transportation)</p>
Financial assistance	<p>The funding comes from the federal government and is given to the band councils of the communities, which manage the funding received and decide how the care will be provided and also by whom.</p> <p>There are various agreements with the communities, including pre-established, comprehensive and flexible agreements. Thus, the funding is managed differently, depending on the type of agreement.</p>

9.11.2 Assisted Living Program

(Indigenous Services Canada [ISC])

Eligibility	<p>First Nations, provinces and the Yukon receive funding through agreements negotiated between the federal and provincial governments and the Government of Yukon.</p> <p>The First Nations, Provinces and Yukon then provide assisted living services to eligible recipients:</p>
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	<ul style="list-style-type: none"> • People living on-reserve • People usually living on reserve who have been formally assessed by a health professional (according to provincial or Yukon methods) and who require social support services • They should not be able to afford such services on their own or have access to other federal, provincial, or Yukon sources of support
Available care	<p>Home Care</p> <ul style="list-style-type: none"> • Meal programs, planning and preparation • Day programs • Ancillary care • Short-term respite care • Group care • Laundry • Ironing • Mending • Water transport • Cutting and transport of wood • Household management • Minor house maintenance tasks • Non-medical transport <p>Family placement</p> <p>Institutional care</p>
Financial assistance	The Department of ISC provides funding each year to First Nations as part of their core funding agreements.

9.11.3 Financial Assistance Program for Domestic Help Services (PEFSAD)

Eligibility	<ul style="list-style-type: none"> • Quebec residents aged 18 or over
Eligible services	<ul style="list-style-type: none"> • Light housekeeping • Heavy housekeeping: major cleaning • Clothing care • Preparation of meals without diet • Procurement and running errands <p>Services offered by an EÉSAD recognized by the MSSS only.</p>
Financial assistance	Users only pay the difference between the price charged by EÉSAD and the amount of aid granted by the PEFSAD.

	<p>This reduction can be obtained in two ways:</p> <ul style="list-style-type: none"> • A fixed amount of \$4 for each hour of service rendered for everyone; • An additional reduction varying from \$1.65 to \$13.20 in addition to the \$4 for each hour of service rendered per eligible person. <p>The amount of financial assistance, granted by the PEFSAD, is calculated based on:</p> <ul style="list-style-type: none"> • The family situation; • The family income; • The person's state of health.
	<p>An EÉSAD recognized by the MSSS also receives compensatory assistance, as part of the PEFSAD, to support its management costs in connection with the clients benefiting from the PEFSAD.</p>

9.12 HUMAN RESOURCES FUNDING

The various funding programs, aimed at human resources, allow eligible employers to obtain assistance to finance the salaries of more vulnerable people.

The following are some human resources funding or support programs:

9.12.1 First Nations Human Resources Development Commission of Quebec (FNHRDCQ) – Employment and Training Service Centres (ETSC)

The mandate of the FNHRDCQ is to provide employment-related support for all citizens of the First Nations in Quebec as well as for all Indigenous people living in urban areas in order to help promote their personal and professional fulfilment.

Employability measures

Eligibility	Person who has difficulty integrating into employment
Project	<p>Training and work experience</p> <p>The person must work 30 to 40 hours per week for an employer</p>
Financial assistance	For the non-profit organization:

	<p>90% of the hourly rate up to a maximum contribution of the minimum wage + \$1</p> <p>Duration: 10 to 26 weeks</p>
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9.12.2 Local First Nations Centres (LFNCs)

LFNCs are present in the Indigenous communities and offer support to people wishing to begin a process of integration into employment. However, these services are mostly limited to the community (through the FNHRDCQ).

9.12.3 Various programs from Emploi-Québec (EQ)

Emploi-Québec has several financial support programs to facilitate the workforce recruitment and retention.

All the projects presented are evaluated on a case-by-case basis by Emploi-Québec. There are several criteria that will be used to determine the individual's eligibility, including their age, the fact that they have not worked for a long time, etc.

<p>Employee and employer eligibility</p>	<p>Programs designed to help people removed from the labour market to find employment.</p> <p>The employer must be able to demonstrate that they will keep the employee, after the period granted by the program, to be eligible for funding.</p> <p>Therefore, a start-up enterprise will probably not qualify because it will not be able to demonstrate its sustainability. The employer must be able to supervise the person while they are taking advantage of the program and beyond.</p> <p>The employer must pay the employee's wages, which will later be reimbursed by the government.</p> <p>During a phone call to Emploi-Québec in July 2019, the respondent mentioned that if the Band Council funds the same project, regardless of the percentage of funding, EQ will not provide funding.</p>
<p>Various programs (Non exhaustive list)</p>	<ul style="list-style-type: none"> • Employment integration This program funds 50% of an employee's salary for approximately 30 weeks.

	<ul style="list-style-type: none"> • Employment Integration Program for Immigrants and Visible Minorities (PRIIME) This program promotes the hiring of people with an immigrant background in businesses. Funding of up to 70% of salary, without exceeding \$12.50 per hour.
	<ul style="list-style-type: none"> • Programme de soutien aux entreprises adaptées (adapted business support program, or PSEA). This program creates quality jobs that are adapted to the needs of people with disabilities. La Croisée assesses the individual's level of disability and then makes a recommendation to EQ.

9.12.4 Workplace Apprenticeship Program (PAMT) (Emploi-Québec)

<p>Allows more experienced employees to train their less experienced colleagues directly in the workplace.</p> <p>The eligible employer can obtain a tax credit from the Government of Quebec to finance part of the expenses.</p>
<p>Note: The FNQLHSSC participated in the work associated with the PAMT in order to translate the training and make it accessible to the First Nations. However, this work was funded by ISC.</p> <p>One of the challenges encountered at that time was the difficulty in having the training recognized by Emploi-Québec.</p>

9.12.5 First Nations and Inuit Employment Integration Program (PAIPNI)

(Emploi-Québec)

Eligibility	<p>The person must be:</p> <ul style="list-style-type: none"> • A member of one of the following First Nations: Abenaki, Algonquin, Atikamekw, Cree, Huron-Wendat, Innu (Montagnais), Maliseet, Mi'kmaq, Mohawk, Naskapi or a member of the Inuit Nation. • Without significant work experience. • Experiencing difficulty entering the labour market and at risk of prolonged unemployment. <p>Those who are members of non-agreement First Nations, whether they reside off reserve or in the community, are eligible for the PAIPNI provided they have</p>
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	completed the preliminary steps with the Urban Service Centre of their territory of residence or their community's Local First Nations Centre.
Financial assistance	<p>The PAIPNI supports employers through financial assistance for the hiring and employment integration of unemployed Indigenous people or Inuit.</p> <ul style="list-style-type: none"> • Wage subsidy of a maximum of 80% of the gross salary, up to the minimum wage. • Duration of participation: maximum of 52 weeks and 60 weeks for people with disabilities. • \$2,000 subsidy to support the person hired.

Note

It is important to note that most funding programs that are currently available from governments are not permanent and can be changed at any time. Thus, the promoters of a business project will have to carry out their own research when the time comes to apply for funding in order to find the programs that are best suited to their specific situation.

PART FIVE

10. LEGAL OBLIGATIONS

Those wishing to start up an enterprise in Quebec must choose its name and legal status, and then register with:

<ul style="list-style-type: none">• Revenu Québec: for employee deductions from payroll, employer contributions, taxes and fiscal obligations.
<ul style="list-style-type: none">• Registraire des entreprises du Québec: to register, while declaring, if applicable, the name and personal addresses of its shareholders, directors, partners and managers who are not members of the board of directors as well as its activities, addresses of establishments and other names under which they carry out their activities. <p>Québec enterprise number (NEQ): any enterprise that registers in Quebec will receive a Quebec enterprise number to facilitate its identification with public bodies and other business partners.</p>
<ul style="list-style-type: none">• clicSÉQUR: the enterprise must register for clicSÉQUR in order to obtain a government authentication code giving access to other services offered online.
<ul style="list-style-type: none">• Commission des normes, de l'équité, de la santé et de la sécurité du travail (CNESST): registration is mandatory for any employer with employees.
<ul style="list-style-type: none">• Canada Revenue Agency (CRA): to obtain a business number (BN), for income tax deductions and withholding taxes for employees.

10.1 LEGAL STATUS

“First Nations have always given, and continue to give today, immense importance to the values of solidarity, sharing, autonomy and respect. The social economy is in line with their most fundamental values and is an interesting lever that allows them to respond to social needs, according to their own way of doing things, while preserving their culture.”³¹

It is for all these reasons that it is suggested to develop new businesses that are starting-up, which would meet the needs of First Nations seniors, in the form of a social economy enterprise, either a cooperative or an NPO.

³¹ Portrait of the First Nations Social Economy in Quebec 2018, page 38.

A social economy enterprise carries out economic activities for social purposes. In other words, it sells or exchanges goods and services in order to meet the needs of its members or the community and not to make a profit. Social economy enterprises have the ability to mobilize the strengths of their community in order to meet their needs, which makes them an important lever for collective wealth.

The social missions of this type of enterprise can take different forms, including the offer and maintenance of local services, the social and professional integration of people who are isolated from the labour market, the creation of quality and sustainable jobs, etc.

That being said, despite the fact that the primary purpose of this study was to validate the pre-feasibility of starting a solidarity cooperative, some explanations concerning the consumer cooperative and the NPO have been provided below in order to help stakeholders make the most appropriate choice according to their own situation.

For information purposes, half of the EÉSADs are non-profit cooperatives, either consumer or solidarity cooperatives, while the other half are NPOs.

One of the major advantages, concerning the creation of a cooperative rather than an NPO, lies in the fact that the former is managed by the Cooperatives Act, which requires a more rigorous management of the enterprise, unlike NPOs, which are not subject to such a rigorous form of management. This more rigorous management makes it possible, among other things, to reduce potential errors and ensure real democracy.

10.1.1 Cooperatives

Cooperatives must follow the following rules of action:

- Meet the needs of their members;
- Contribute to the sustainable development of their community;
- Be managed by their members (democratic power of the members) and be legally independent;
- Enable their members, directors, elected officials, managers and employees to acquire the training required to ensure their development;
- Be economically profitable;
- Pay the surpluses for the development of the cooperative, either to the constitution of a reserve (which makes it possible to consolidate the financial position of the cooperative) or to the allocation of dividends in proportion to the activities carried out by the members;
- Aim to ensure some cooperation with other cooperatives;
- Donate all of their property to an organization with similar objectives, in the event that the cooperative were to dissolve.

The cooperative formula, which is incorporated under the Cooperatives Act, can be interesting, among other things, because it lasts longer than other forms of enterprises.

Despite the advantages of this legal form, there are some disadvantages such as:

- The decision-making process can be long;
- The participation of all members is essential to the success of the enterprise;
- There are many bureaucratic obligations;
- It is sometimes difficult to know what the roles and responsibilities of each member are;
- Members are sometimes less motivated to invest additional capital.

10.1.1.1 Solidarity cooperative

It brings together at least two categories of members among the following:

- User members: people or companies who use the services offered by the cooperative;
- Worker members: natural persons working within the cooperative;
- Supporting members: any other person or company that has an economic, social or cultural interest in achieving the purpose of the cooperative.

It allows people with a common interest, but diverse needs, to come together in a single legal entity.

10.1.1.2 Consumer cooperative

There is only one kind of member, which is the consumer.

The aim of this type of cooperative is to provide its members with goods and services for their personal use at the lowest cost and highest possible quality since the cooperative is owned by its members.

Note:

According to the information we have collected, the solidarity cooperative would be an ideal legal form since it allows people or organizations with a common interest, but diversified needs, to come together in a shared legal entity, which would probably correspond to the needs of the various stakeholders of the Indigenous communities.

10.1.1.2.1 Cooperative governance³²

10.1.1.2.1a Cooperative authority descriptions

All cooperatives must have the following authorities, according to the Cooperatives Act:

- To ensure governance:

Members

General assembly

Board of directors

Executive committee

- To ensure management: *Senior management*

Brief description of the various authorities

Member	The member is a co-owner of the cooperative. They have the duty to: <ul style="list-style-type: none">• Attend the assemblies and participate in the activities of the coop;• Participate in amending the bylaws, if necessary;• Finance the cooperative by purchasing shares;• Direct complaints and suggestions to management;• Elect the board members at a general assembly;• Use the services of the coop or work there.
General assembly	This authority is made up of the members of the cooperative. Each member is entitled to one vote.
Board members	The Board is made up of several board members. Board members must know the concerns and needs of the members and must, if necessary, inform and consult them. They ensure that the enterprise best serves the common interests of each category of member. They supervise the work of senior management and receive reports and recommendations from the executive committee or other committees. They have the power to accept or exclude members. This authority has all the powers to

³² Source: FCSDSQ, Gaston Hamel.

	administer the affairs of the cooperative. The general assembly cannot exercise the powers attributed exclusively to this authority and vice versa.
Executive committee	<p>This authority presents the results of its work and makes recommendations to the board of directors.</p> <p>The members of this authority are chosen from among the board members.</p> <p>When the board of directors consists of at least six members, part of its powers can be delegated to this authority (this authority does not exist in all cooperatives).</p>
Senior management	<p>This authority maintains relationships and communicates the benefits of the cooperative to members, partners and the community. It carries out the mandates and applies the management directives as determined by the board of directors. It is responsible for the day-to-day management of the operations of the enterprise and oversees the enterprise's development and performance in the interest of members and the community. It handles the hiring of employees. It is hired by and reports directly to the Board of Directors.</p>

10.1.1.2.1b Table of the roles, responsibilities and tasks of authorities³³

It is very important for each authority to be well aware of the limits of its roles, responsibilities and tasks. Here is an overview.

This authority:	Annual General Assembly (AGA)	Board of Directors (Board)	Senior Management (SM)
<ul style="list-style-type: none"> • Is responsible for adopting it = A • Realizes this work (mandate, task) = R • Can collaborate in this task = C 			
Adopting and modifying bylaws	A		
Issuing preferred shares		A	
Admitting, excluding or suspending a member		A	
Preparing the annual report		A	R
Designating the managers of the cooperative*		A	
Adopting the financial statements		A	R
Presenting the annual report to the AGA		C	C
Deciding on the distribution of overpayments or surpluses	A		
Setting the board member attendance allowance	A		
Hiring an employee			R

³³ Réseau de coopération des EÉSAD

Suspending an employee		(A)	A
Administering and ensuring the proper functioning of the cooperative		R	
Electing, suspending or dismissing board members	A		
Insuring the cooperative		A	R
Preparing the financial statements			R
Deciding to pay dividends	A		
Taking responsibility for the day-to-day operations of the cooperative			R
Strategic planning		A	R – C
Representing the enterprise in the community		R	R
Establishing and adopting cooperative policies		A	R
Managing a difficult employee			R
Managing labour relations and conflicts			R
Reading the auditor's report and the annual report	R		
Managing occupational health and safety files			R
Adopting the budget		A	
Reviewing staff performance			R
Determining the working conditions of workers		A	R
Designating the persons authorized to sign any contract or other document on behalf of the cooperative		A	
Handling complaints from clients and workers			R
Removing a board member	A		
Hiring, evaluating, setting compensation for and terminating senior management		A	
Reviewing the working conditions of senior management		A	
Appointing the auditor	A		

10.1.1.2.1c Legal constraints

In order of priority, cooperatives are governed by:

Charter of Human Rights and Freedoms

Cooperatives Act

The policies of the cooperative

The decisions made by the board of directors and management

10.1.2 Non-profit organizations (NPO)

A non-profit legal person is a group of individuals who pursue a moral or altruistic purpose and who do not intend to make pecuniary gains to be shared among the members. This type of business is managed by the Companies Act, Part III.

To be considered a social economy enterprise, the NPO must derive its income, in part, from the sale of goods and services; otherwise, the NPO will instead be considered a community organization.

Here are some rules that apply to NPOs:

- It has a private status and separate existence from its members;
- It possesses property;
- It has obligations and responsibilities;
- It has rights;
- It prioritizes people over capital;
- It serves the community: general interest and social utility;
- Its reserves are indivisible: collective and indivisible heritage;
- It is well rooted in its environment;
- It has political independence.

PART SIX

11. HOUSING FOR VULNERABLE PEOPLE

One of the mandates of this project was to briefly explain which organizations can support the most vulnerable citizens, regarding their housing needs, for people living outside communities.

The mission of the Société d'habitation du Québec³⁴ (SHQ), which reports to the Government of Quebec, is to meet the housing needs of the citizens of Quebec, by offering low-rent and affordable housing to households in need as well as a range of assistance programs promoting home construction, renovation, adaptation and ownership.

Housing and renovation assistance is intended primarily for low-income households:

- Families
- Seniors
- People with disabilities
- Indigenous people living off-reserve and the Inuit
- People with special housing needs: homeless people and women and children who are victims of violence

As noted above, housing assistance is available to Indigenous people who are living outside of the communities (off-reserve).

Here are a few examples of the SHQ's programs.

11.1 NON-PROFIT HOUSING PROGRAM (“HLM” PROGRAM)

It is aimed at low-income households that are selected on the basis of their socioeconomic condition.

- Be sufficiently independent, alone or with the help of external support or an informal caregiver, to ensure that basic needs are met, such as personal care and regular household chores.
- Be a Canadian citizen or permanent resident and reside in Quebec.
- Other criteria may apply.

The SHQ gives a subsidy to the municipal housing office of the region where the citizen lives, so that they can pay their rent (including heating costs) corresponding to only 25% of their income. However, supplements may be added to pay for electricity, parking, air conditioning, nursing services or cafeteria services, if needed.

³⁴ <http://www.habitation.gouv.qc.ca/>

11.2 RENT SUPPLEMENT PROGRAM

This program allows low-income households to live in private rental housing, in housing cooperatives or in non-profit organizations (NPOs), while paying a rent similar to that of low-rental housing (HLM), or 25% of their income.

11.3 SHELTER ALLOWANCE PROGRAM

It provides additional financial assistance to low-income households who have to use too much of their income in paying for their home or paying off their mortgage. The financial assistance can be up to \$80 per month.

Funding for this program is shared between the Société d'habitation du Québec and the Canada Mortgage and Housing Corporation.

12. STRATEGIES TO MAXIMIZE CLIENTELE BUY-IN

Here are some strategies allowing a service company to maximize buy-in from potential clients.

Provide good service quality

We often hear entrepreneurs mention that they provide good quality service to their clients. However, the quality of services undeniably depends on:

- A service adapted to the specific needs of users.
The genuine needs of potential clients in the territories to be served must be assessed, as the needs may vary from one location to another. Then, services must be provided in connection with those needs.
- The quality of human resources, in terms of their personal profile as well as their expertise and training.
In order to recruit and retain good employees, it is important to offer them stable incomes, competitive salaries, adequate travel rates and a positive working atmosphere.

Develop and maintain a positive image of the enterprise

Emphasize what distinguishes the enterprise from its competitors, namely an enterprise:

- With a human face;
- That prioritizes social aspects over economic aspects;
- That is not-for-profit;

- That is useful to the community;
- Whose staff are First Nations people;
- Etc.

Ensure promotion

Carry out various promotional activities on a regular basis, while taking into account the type of clientele being targeted. For example:

- Offer conferences on various health problems such as diabetes;
- Send electronic newsletters to clients or potential clients on disease and prevention (when possible);
- Organize information sessions in public places (shops, etc.) by providing information on the services offered;
- Create and update Facebook pages and websites and take the time to add quality information (when possible);
- Distribute bookmarks and brochures to local community organizations so that they can redistribute them.

13. KEY SUCCESS FACTORS

13.1 PROPER PREPARATION BEFORE STARTING-UP

One of the key success factors of a business is to be well prepared before starting up, among other things, by following the steps described in the "business model development process" presented above, which is summarized as follows:

- Choose a business model
- Select the territories or regions
- Evaluate the potential clientele
- Consult with community partners
- Develop financial forecasts
- Comply with legal obligations
- Search for funding

The promoters of enterprises in First Nations communities will have to find recurring sources of financing if they want their enterprises to be profitable, since the majority of their potential clients will probably not have sufficient income to pay for the services they need. If we take the clients of the EÉSADs as an example, if they could not benefit from the PEFSAD, there are many who could not afford the necessary services.

13.2 ACTIVITIES RELATED TO START-UP OR CONSOLIDATION³⁵

Human resources

- Be sure to make the necessary effort to properly select employees.
- Inform them of the tasks on which they will be evaluated as soon as they are hired.
- Involve employees in the life of the enterprise and keep them well informed. If they feel involved and believe in the mission, they will be great employees and spokespersons for their organization.
- Carry out activities to strengthen connections between the various types of employees, create a better atmosphere and foster a sense of belonging.
- Offer or organize continuous training for staff.

Operations

- Regularly analyze the needs of the population in order to offer services that meet their needs, since these can change over time.
- Rent the offices of the enterprise on evenings and weekends to other players or organizations in order to increase the enterprise's revenue.
- Focus on getting a positive reception from users. Have attentive staff and a voicemail providing clear and precise information in order to properly guide customers.
- Avoid placing yourself in a situation of unfair or unhealthy competition with other organizations in the field, whether public or private. Maintain good relations, carry out joint activities, and be transparent with them. Make sure you have their collaboration.

Associative life

- Involve members of the board of directors and keep them informed. Show them the importance of their roles and involve them on various committees. Once a sense of belonging is created, board members become very good spokespersons for the cooperative.
- Diversify the representativeness of the members of the board of directors to ensure that they represent the great diversity of the population being served. For example, choose board members from different professions and age groups, if possible.

Enterprise

- Operate in a proactive rather than reactive mode. Prepare for the future in the short, medium and long term.
- Develop strategic plans, action plans and communication plans, and put them into action.

³⁵ Rapport synthèse des conditions de succès des coopératives de santé du Québec, FCSDSQ, 2017, Anne Beauséjour.

- Create development projects such as:
 - Purchase of a building;
 - Development and renovation of a building or leased premises;
 - Moving to pay less, be better located (more visible) or be able to expand to rent more offices and offer more services;
 - Opening of new service points;
 - Diversification of the service offer.

Finance and accounting

- Keep the accounts of the enterprise up to date.
- Review the actual financial statements on a monthly basis.
- Prepare financial forecasts over several years and update them regularly.
- Calculate the profitability threshold from time to time.
- Compare financial forecasts with actual financial statements, by analyzing each expense and revenue item in order to quickly make adjustments, if necessary.
- Seek out the reasons for declining revenue, increased spending or running deficits, where appropriate, and act quickly; do not wait until the end of the year.
- Develop “cost prices” for some or all of the services in order to validate their profitability for the enterprise. It should be noted that services that are sometimes barely profitable or unprofitable can be retained, since they make it possible to attract clients to other more profitable services.
- Maintain positive working capital, if possible, which means having enough cash to pay off short-term debt.
- Do not hesitate to seek professional help if necessary.
- Partner with local businesses or enterprises to organize fundraising activities to finance certain projects.
- Look for other sources of recurring income and do not wait to be in a bad situation.

CONCLUSION AND RECOMMENDATIONS

A prefeasibility study makes it possible to obtain satisfactory knowledge about a project in order to determine whether it should be abandoned or continued, with or without additional studies.

As this study is part of a larger study, which is currently being conducted by the FNQLEDC, it could serve as a reference for decision-making concerning the development of eventual business projects or pilot projects aimed at meeting the various needs of Indigenous seniors so that they can stay as long as possible in their personal homes while maintaining a good quality of life.

The Consortium's mandate is focused on all regions in Quebec rather on a specific project or on a particular territory, and includes a business model development process as well as five examples of business models, which were developed and attached to this document. The process and business models, combined with the data collected in the report, can serve as working tools for the various stakeholders wishing to develop projects that are adapted to their own realities.

Two of the factors that may explain why business models may vary from one place to another are the differences in the socioeconomic profiles of potential clients as well as their living environments, whether they are rural, semi-rural, urban, on-reserve or off-reserve.

The numerous data collected in the context of the study, from the EÉSADs and from various stakeholders, including those concerning human resources, services, pricing, profitability thresholds, sources of funding, legislative aspects, etc., will be very useful when developing service enterprises that meet the needs of seniors.

However, when developing the business model(s), it will be necessary to take into account several factors including the availability of skilled labour, the geographic isolation of certain communities, roads that are sometimes difficult to access, language barriers and also the available sources of funding.

As mentioned in the report, the vast majority of the EÉSADs are profitable, regardless of their size. However, the salaries of home care attendants are not very high, which unfortunately hinders the hiring and retention of staff, particularly in these times when labour is scarce, everywhere in Quebec.

Therefore, it is possible that any new enterprises that are developed by First Nations players will also face problems in terms of recruiting and retaining labour, as is currently the case in the EÉSADs.

Regarding funding, EÉSAD clients benefit from the PEFSAD, which allows them to receive the services they need at lower costs. Without this program, many clients would not have the financial means to pay for such services and many EÉSADs would probably not have enough users to remain profitable.

As for the promoters of enterprises in the First Nations communities, they will have to find recurring sources of financing if they want to be profitable, since the majority of their potential clients will probably not have sufficient income to pay for the services they need.

Finally, one of the key success factors that must be taken into account in the development of enterprises, regardless of whether they are Indigenous or non-Indigenous, is undoubtedly collaboration, communication and consultation with the various partners in the settings targeted by the projects.

APPENDIX 1: FIRST EXAMPLE – MEDIUM-SIZED EÉSAD

Statement of operations (in \$)

Service revenues	
Light DHS	1,065,000
Heavy DHS	53,000
PAS	100,200
Surveillance, respite	150,250
	1,368,450
Variable costs	
Attendant salaries	924,000
Social benefits	52,400
Attendant premiums	13,000
Bonuses, vacation and holidays – attendants	11,000
Travel expenses – attendants	5,000
Material supplies	11,000
	1,016,400
Administration fees (fixed)	
Office and administration salaries	163,000
Social benefits – administration	38,500
Bonuses, vacation and holidays – administration	6,800
Travel and accommodation expenses – administration	8,800
Representation expenses – administration	400
General assemblies – tables – meetings – Board	1,100
Training for all employees	10,800
Social activities	2,500
Premises, electricity	14,000
Telecommunications	3,300
Insurance	6,000
Contributions	12,000
Professional fees	19,700
Office expenses	11,000
Payroll fees	3,600
Taxes, permits, licences	1,500
Maintenance and repairs	16,000
Advertising and promotion	10,000
Financial expenses	1,000
	330,000
Grand total of expenses	1,346,400
Surplus ³⁶	22,050

³⁶ Also referred to as “Overpayments” in cooperatives or benefits in other forms of enterprise.

Definitions of fixed and variable expenses (costs)

Fixed expenses: they do not vary based on the volume of the activities of the enterprise. In other words, they must be paid, even if the enterprise does not earn revenues, such as rent for example. However, these expenses may increase or decrease, in stages. For example, the number of administrative staff could increase if the number of staff in the field and the number of clients were to increase significantly.

Variable expenses: they vary depending on the volume of business activities. They increase when the activities or business increase. Example: Salaries of employees who provide personal care. The more these people work, the more the total salary increases.

APPENDIX 2: FINANCIAL FORECASTS

During the pre-start-up stages of an enterprise, it is important to develop financial forecasts in order to validate its profitability in the short, medium and long term. Suggested financial statements cover the following:

- Cost and financing of the project at start-up
All the expenses and assets to be acquired to start the business should be included in this financial statement, such as office furniture, computers, vehicles, software, licenses, training, etc.

For example:

Costs	Financing
Required cashflow	Enterprise down payment
Office furniture	Government subsidies
Computers	Donations
Operating license	Private investments
Total costs must equal total funding	

- Statement of revenues and expenses or annual statement of operations
Includes revenues, expenses and overpayments (profit).
(If possible, produce a statement of operations every three months, in order to be aware of the profitability of the enterprise before the end of the year).
- Annual review
Allows for the assets and liabilities of the enterprise to be verified.
(Carry out a review every three months, if possible, in order to be able to calculate ratios regularly over the course of the year).
- Monthly cash budget
Serves to check whether cashflow is positive or negative.

The financial statements, with the exception of the cost and financing, will have to be conducted for the subsequent two or three years, because enterprises are often not profitable in the first year of operation but become so later, among other things.