

*Summative Evaluation of HRDC's
Component of the Pacific Fisheries
Adjustment and Restructuring Program*

Final Report

*Program Evaluation
Audit and Evaluation Directorate
Strategic Policy and Planning
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Acronyms and Short Forms

Alphabetical by Acronym/Short Form

AHRDA	Aboriginal Human Resources Development Agreement
BC	British Columbia
CFDC	Community Futures Development Centre
CFsDC	Community Fisheries Development Centre
CJF	Canada Jobs Fund
CRF	Consolidated Revenue Fund
DFO	Department of Fisheries and Oceans
EAS	Employment Assistance Services
EB	Employment Benefits
EBSM	Employment Benefits and Support Measures
FWRS	Forest Worker Re-employment Services
FWTP	Forest Worker Transition Program
G&C	Grants and Contributions
HRCC	Human Resource Centre of Canada
HRDC	Human Resources Development Canada
IA	Income Assistance
INAC	Indian and Northern Affairs Canada
JCP	Job Creation Partnership
LMP	Labour Market Partnerships
Mobility	Mobility Assistance
NHQ	National Headquarters
NIFI	North Island Fisheries Initiative
PFAR	Pacific Fisheries Adjustment Restructuring Program
RHQ	Regional Headquarters
SD	Skills Development
SE	Self Employment
TJC	Term Job Creation
TWS	Targeted Wage Subsidies
UBCM	Union of British Columbia Municipalities
UFAWU	United Fishermen and Allied Workers' Union
WCSA	West Coast Sustainability Association
WD	Western Economic Diversification

Executive Summary

By the late 1990s, substantial changes in the salmon fishing industry in British Columbia (BC) had resulted in the loss of more than 12,000 jobs in BC's salmon fishery, corresponding to a 51% reduction in jobs in the commercial and recreational fishing sectors of the salmon fishery in that province. With the ongoing decline in the fishery, the workers who remained employed in the industry experienced fewer weeks worked, lower income and decreased likelihood of qualifying for Employment Insurance (EI).

In response, the federal government announced the Pacific Fisheries Adjustment and Restructuring (PFAR) program in June 1998, with funding of \$400 million over a five-year period. The PFAR program involved the collaboration of Fisheries and Oceans Canada (DFO), Human Resources Development Canada (HRDC), Western Economic Diversification (WD), and Indian and Northern Affairs Canada (INAC) in delivering a range of programs.

The overall goals of the PFAR program were to increase efforts to protect and rebuild salmon habitat, restructure the commercial fishing industry by further reducing the fleet and moving to selective harvesting, diversify fishing income, and help people and communities adjust to the changes in the fishing industry.

As part of the PFAR program, HRDC received \$30 million to be used over a three-year period for adjustment assistance programming directed at individuals and coastal communities most affected by the decline in the BC salmon fishery. HRDC's PFAR programming was to help people adjust whether by preparing for employment outside the fishery, by supplementing or replacing fishery employment with alternative work, or by exploring other adjustment possibilities. Funding for the HRDC component ended in 2001.

All those affected by the decline of the salmon fishery were to be eligible for HRDC's PFAR adjustment assistance programming, regardless of their eligibility for EI. The range of potential participants whose livelihood depended on the commercial salmon fishery included commercial fish harvesters, processors, guides for sport fishermen, fishery lodge employees, suppliers of sport fishery bait and equipment, tourism workers and other businesses and individuals who were affected in the Aboriginal, commercial and recreational fishing sectors.

HRDC's PFAR component included:

- Adjustment programs parallel to existing EI Part II employment benefits and support measures for non-EI eligible PFAR clients;
- Parallel adjustment programs for aboriginal clients through the five Aboriginal Human Resource Development Agreements (AHRDAs) responsible for coastal communities impacted by the decline in the salmon fishery; and
- Both in-house (HRDC) and contracted service delivery mechanisms (including the use of AHRDAs).

Types of assistance offered through HRDC's PFAR programming included: support measures (e.g., employment assistance services) and employment benefits (e.g., skills development, job creation partnerships) that paralleled Employment Benefits and Support Measures (EBSM); and other types of assistance made available through PFAR (e.g., term job creation (TJC) and mobility assistance).

The programming expenditures for HRDC's component of the PFAR program were disbursed through two streams of funding: the Consolidated Revenue Fund (CRF) (\$18.5 million) and EI Part II programming (\$5.8 million). The CRF stream was used to fund programming for displaced salmon fishery workers who were not eligible for regular EI Part II assistance. The CRF stream also provided funding for programming introduced specifically for PFAR such as TJC and mobility assistance.

Evaluation Overview

The summative evaluation of HRDC's PFAR component was undertaken to examine issues of design and delivery and to determine program impacts. Both quantitative and qualitative methods were used to conduct the evaluation. Also, where possible, multiple lines of evidence were used to corroborate the main findings. The evaluation approach included the following:

- A policy/literature review of 25 reports/documents to help place the PFAR program in context and determine lessons learned;
- A review and analysis of the available administrative data which contained information on a total of 2,140 individuals who had participated in HRDC's PFAR programming;
- A survey of (904) participants in HRDC's PFAR programming to collect information on participants' background, demographic profile, satisfaction with HRDC's PFAR programs and services, employment and income status, and personal development outcomes;
- A survey of (1,006) regular HRDC reachback clients to enable this group to be used as a reference group in the evaluation analysis;
- Key informant interviews (49) plus other interviews (49) to gather perception, opinions and knowledge from a range of stakeholder groups including HRDC/Human Resource Centres of Canada (12), other federal partners (9), AHRDAs/Aboriginal Organizations (23), service providers (17), industry associations/clients (23), and community organizations (14); and
- Five community case studies to provide a broad overview of the effects of HRDC's PFAR programming on the economic and social well-being of communities affected by the decline in the salmon fishery.

Evaluation Findings

The main evaluation findings are presented below for issues of program relevance, design and delivery, and program impacts.

Program Relevance

The CRF funded element of PFAR enabled those affected by the decline in the salmon fishery to access adjustment assistance despite being ineligible for EI. This feature was not available in the 1996 Pacific Salmon Rehabilitation Strategy. With the continuing decline in the fishery during the 1990s, many displaced fishery industry workers were becoming unable to accumulate sufficient insurable hours/earnings to qualify for income support under Part I and/or EBSM under Part II of the *EI Act*.

The available evidence confirmed that most of HRDC's PFAR participants had considerable attachment to the fishery, although there is some evidence to suggest that not all participants were directly attached to the fishing industry. For example, the survey of HRDC's PFAR participants indicated that over half (57%) of the surveyed participants were commercial fleet fishery workers, about a third (31%) were plant workers or other commercial workers, and the remaining 12% were either involved in the recreational fishery sector or in other areas (e.g. science and research or other types of employment affected by the downturn in the salmon fishery). About 72% of participants with a Record of Employment for the period between 1995 and 1998 (the period immediately preceding the initiative) identified a clear attachment to the fishery.

HRDC's PFAR participants faced a variety of barriers in adjusting to the decline in the fishery. These barriers included low levels of education and literacy, advanced age, living in small remote communities (with a population of less than 10,000), lack of job search skills, and lack of experience in non-fishing work environments. The survey of HRDC's PFAR participants, community case studies and informant interviews indicated that HRDC's PFAR participants faced a variety of barriers in adjusting to the decline in the fishery. These barriers meant that the PFAR participants presented a number of additional challenges to HRDC and required more employment counselling, education upgrading, and skill development than did regular EBSM clients. These barriers also called for more flexibility in the design and delivery of adjustment programs and services.

Program Design and Delivery

The available evidence indicates that HRDC's PFAR programming reached the communities that were hardest hit by the decline in the salmon fishery. The most affected areas were typically small and remote communities with sizeable Aboriginal populations and limited labour market diversification outside of the fishery. The survey of HRDC's PFAR participants indicated that the proportion of individuals who received PFAR programs and services was representative of the job losses in the communities that were hardest hit by the decline in the salmon fishery.

About three-quarters of the surveyed PFAR participants indicated that they were satisfied with the scheduling of the programs/services and with the people providing the programs and services: Seventy-eight percent of the surveyed PFAR participants were satisfied with the scheduling of the programs/services, and 72% were satisfied with the people providing the programs and services. These levels of satisfaction were almost the same for the reference group of reachback clients. The duration of the programs/services were found to be less satisfactory with only 54% of PFAR participants stating they were satisfied.

PFAR left a legacy of community infrastructure, partnerships and cooperation as a foundation for similar endeavours in the future. Overall, HRDC's PFAR component was an example of an effective collaboration/partnering strategy and helped to put in place the groundwork for intergovernmental cooperation in future programs. PFAR also opened up lines of communication within several communities and helped build local capacity for community economic planning.

The collection and management of program administrative data was identified as an area that could have been improved. The review and analysis of the administrative data noted that a record of support measures, or employment assistance services (e.g., job finding clubs, job search skills, counseling and the provision of employment/labour-market adjustment information) was not always kept. In the area of employment benefits (i.e., interventions such as skills development, targeted wage subsidy, etc.) there were some cases of anomalous or missing information. The gaps and omissions in the administrative data underscore the importance of having adequate systems and sufficient procedures in place for reliably recording program participants to help meet accountability and evaluation requirements.

Program Impacts

Findings Caveats

As data was unavailable to identify displaced fishery workers who were eligible but did not participate in PFAR programming, a reference group of EI reachback clients was used instead of a comparison group to determine if PFAR had an incremental impact on employment outcomes. However, the reference group selected was not directly comparable to PFAR participants:

- PFAR clients had lower educational levels (32% with less than Grade 12 education as compared to 22% for the reference group) and a higher proportion of PFAR clients from small communities (30% vs. 20%);
- Regression analysis revealed that education was the single most important determinant of employment outcomes;
- PFAR clients, besides having access to all the EBSM programs and services available to the reference group, were also eligible to participate in programs not accessible by the reference group - Term Job Creation and Mobility.

An attempt was also made to compare some outcomes of PFAR participants against displaced B.C. forestry workers. However, forestry is less seasonal than fishing, and forestry workers have more transferable skills and higher educational attainment than PFAR participants.

In sum, comparing outcomes of PFAR participants against those of the reference group and displaced B.C. forestry workers provides benchmarks against which to assess program outcomes. However, the comparisons cannot be used to attribute incremental impacts to the program.

Fifty-one percent of the surveyed PFAR participants were employed at the time of the survey. This was similar to the reference group of reachback clients. Despite the challenging characteristics of HRDC's PFAR participants, the surveyed participants experienced employment outcomes similar to those of the reference group of reachback clients. Regression analysis confirmed that there was no statistically significant difference between the employment outcomes of the two groups. The survey of HRDC's PFAR participants indicated that the likelihood of being employed at the time of the survey was lower for those residing in small urban communities (i.e., with a population between 10,000 and 49,999), Aboriginal individuals and older workers.

Ninety-one percent of the surveyed PFAR participants indicated that they were employed at some time during the 12 months prior to the survey. The results of three recent studies were used to compare the employment outcomes of the surveyed PFAR participants with displaced forestry workers in BC. The three studies indicated that more of the displaced BC forestry workers were employed at the time of the survey (ranging from 64% to 81% across the three studies) than was the case for the PFAR (51%). Employment history, however, indicated that 91% of the surveyed PFAR participants were employed at some time during the 12 months prior to the survey, compared with 68% to 90% of the displaced forestry workers (across the three studies).

The available evidence indicated that the surveyed PFAR participants had a higher transition rate out of their industry than was the case for the displaced forestry workers in BC. The survey of HRDC's PFAR participants indicated that 85% of those employed at the time of the survey reported they were working outside the salmon fishery, and 54% of those who had worked at some point during the 12 months prior to the survey indicated they had worked outside of the salmon fishing industry. Similarly, approximately half of the surveyed PFAR participants indicated that they had not earned any income from the salmon fishing industry in 2000. By comparison, the three recent studies of the displaced BC forestry workers reported transition rates of 38%, 51% and 43% (across the three studies).

Sixty percent of the surveyed PFAR participants reported a loss of income since the year prior to participating in HRDC's PFAR program, compared with 35% of the reference group of reachback clients. The size of the income loss indicated that half of the surveyed PFAR participants reported a decline in their annual income of 25% or more, compared with 28% of the reference group. Income levels, however, indicated that average annual income was greater for the PFAR participants (\$21,863) than for the reference group (\$19,420) in 2001.

Many of the surveyed PFAR participants reported that the program increased their employability and personal development. However these perceived outcomes were somewhat lower than for the reference group of reachback clients. Many of the surveyed PFAR participants indicated that the program helped them to develop a sense of employability (58%), confidence in their ability to find employment (55%), and helped their job search (48%). These perceived outcomes were lower, however, than for the reference group (where 61% indicated that the program helped with employability and confidence, and 57% indicated that the program helped their job search).

Overall program satisfaction among the surveyed participants of HRDC's component of the PFAR program was somewhat lower than in the case of the reference group of reachback clients. Sixty-nine percent of the surveyed PFAR participants indicated overall program satisfaction, while 74% of the reference group indicated overall program satisfaction. Looking at some of the specific aspects of HRDC's PFAR component:

- Sixty-four percent of the surveyed PFAR participants were satisfied with the usefulness of their most recent program/service, compared with 71% of the reference group;
- Two-thirds (66%) of the surveyed PFAR participants were satisfied with the usefulness of their Return to Work Action Plan, compared with 79% of the reference group;
- At least half of the surveyed PFAR participants were satisfied with the duration of their most recent employment benefit intervention (with the exception of job creation partnerships), although their level of satisfaction was below that of the reference group for each of these types of interventions; and
- For the surveyed PFAR participants who were working at the time of the survey, the levels of satisfaction with the relevance of PFAR programs and services to their current employment situation was 50% or less.

A multi-jurisdictional approach was perceived to be important. HRDC, by itself, could not complete the adjustment process given the state of BC's coastal economies. HRDC programs typically focus on labour supply issues (i.e. improving the capacity of the individual). The labour market outcomes of these types of initiatives are clearly influenced by the overall capacity of the communities where the individuals reside. Although HRDC programming under the PFAR program tended to be focused on improving the capacity of PFAR participants, the other federal departments involved in the PFAR program (DFO, INAC and WD) are major sponsors of industrial/regional development. Therefore, the outcomes of HRDC's PFAR programming must be considered in this broader context.

Lessons Learned

The use of CRF funding in collaboration with other departments was useful in meeting challenges to provide programming to a target group facing significant difficulties. Providing parallel programming through the CRF as part of the PFAR program made adjustment assistance programming available to displaced fishery workers who otherwise would not have access to regular EI Part II programming.

Traditional programs and services were useful but sometimes insufficient to assist in the adjustment of individuals displaced from the BC salmon fishery. The characteristics of BC salmon fishery workers presented additional challenges to HRDC (e.g. advancing age, low levels of education and literacy, living in small and remote communities) and in some cases more intensive and/or extensive programming was required to make a transition out of the fishing industry. Although the regular employment benefits and support measures offered through HRDC helped PFAR clients, HRDC's experience with the PFAR program highlighted the importance of including additional/complementary types of assistance (i.e., TJC and mobility), engaging the AHRDAs in providing adjustment programming to individuals, especially those located in remote coastal communities, and collaborating with departments sponsoring industrial/regional development.

Working closely in collaboration with the industry, unions, non-profit organizations and other government agencies to address major adjustment issues was critical. Program officials believe that establishing partnerships with other government agencies and stakeholder organizations in the design and delivery of PFAR was a successful approach to understanding and addressing problems related to the adjustment and restructuring of the salmon fishery.

When introducing similar programs, there is a need to address and manage worker and community expectations. There was considerable confusion around the delay between program announcement and program implementation. Also, the informant interviews identified community and client consultation as an area that could have been improved. Individuals prefer to have input in the planning stages, prior to program design and implementation.

Preliminary assessment of the extent of the problem and issues prior to program design and implementation is critical. Related to the issues of community consultation and partnering with stakeholder organizations in the design and delivery of programming, is the need to fully understand the problems and the extent of the problems to be addressed. PFAR was based on partnerships developed between HRDC, DFO, WD and INAC as well as the use of outside expertise when appropriate. However, the challenge remained to design a multi-faceted and complex program within a very tight time frame.

Putting in place sufficient administration and program data processes for reliably recording and tracking program participants is important to meeting accountability and evaluation requirements. Gaps and anomalies in the administrative data for HRDC's PFAR program limited the analysis that could be conducted for the evaluation.

Management Response

Employment Programs Operations (EPO) has received and reviewed A Summative Evaluation of HRDC's [now Human Resources and Skills Development Canada (HRSDC)] Component of the Pacific Fisheries Adjustment and Restructuring (PFAR) program which was undertaken to examine issues of design and delivery and to determine the programs impacts.

As the evaluation explains, HRSDC received \$30 million to be used over a three-year period (funding for the HRSDC component ended in 2001) for adjustment assistance programming directed at individuals and coastal communities most affected by the decline in the British Columbia salmon fishery. HRSDC PFAR activities in support of this program were primarily adjustment programs, similar to existing employment benefits and support measures available under the *Employment Insurance Act*. With the number of Employment Insurance (EI) eligible workers whose livelihood depended on the commercial salmon fishery including commercial fish harvesters, processors, guides for sports fishermen, fishery lodge employees, suppliers of sport fishing bait and others affected in the Aboriginal, commercial and recreational fishing sectors declining as the fishery weakened, this program enabled non-EI eligible clients to benefit from these and similar programs. These services were delivered both in-house and through contracted service delivery mechanisms.

This program was an example of the role that HRSDC continues to play in being at the forefront of the federal government's response to the country's economic and social challenges, particularly those that impact the livelihood of Canadians and their communities' local economies. HRSDC has had to respond quickly to both unforeseen circumstances such as the sudden impact of Severe Acute Respiratory Syndrome, as well as more gradual, yet still difficult challenges to local communities such as the closure of certain fisheries. The lessons learned from this summative evaluation include findings which will certainly guide how quick response programs will be developed and delivered in the future.

Overall, it was positive that the use of consolidated revenue funding could be used to provide parallel services to non EI eligible clients; however, it was clear from the evaluation that with certain industries and clientele that available tools may not be sufficient to address their needs. In addition, the evaluation highlighted the importance of working in collaboration with industry, unions, non-profit organizations and other government agencies to address mutual challenges. This was accomplished, however, the evaluation noted the importance of clarifying the issues with stakeholders to ensure a fuller understanding of the problems to be addressed and how to better design and deliver programs. This also includes the importance of addressing and managing expectations and concerns of the affected individuals and communities. Clearer and more strategic communication tools will be developed for future programming. Lastly, the need to capture data to more effectively evaluate the impacts of our interventions will be built into future programming.

Overall, this evaluation confirms that although a rapid response to communities facing an economic crisis is desirable, time and resources need to be spent on communication with all stakeholders and attention to detail needs to be addressed concurrently in order to ensure future success.

EPO will consider this document as part of our ongoing commitment to the effective management of resources and programs. We thank you for the work you have done in preparing this analysis and for the opportunity to comment.

1. Introduction

In June 1998, the federal government announced the Pacific Fisheries and Restructuring (PFAR) program with funding of \$400 million over a five-year period. The overall goals of the PFAR program were to increase efforts to protect and rebuild salmon habitat, restructure the commercial fishing industry by further reducing the fleet and moving to selective harvesting, diversify fishing income, and help people and communities adjust to the changes in the fishing industry.

The PFAR program involved the collaboration of Fisheries and Oceans Canada (DFO), Human Resources Development Canada (HRDC), Western Economic Diversification (WD), and Indian and Northern Affairs (INAC) in delivering a range of programs.

As part of the PFAR program, HRDC received \$30 million to be used over a three-year period for programming to help people adjust to the changes taking place in the British Columbia (BC) salmon fishery. HRDC's PFAR adjustment programming could be used to help those affected by the changes in the fishery to prepare for employment outside the fishery, to supplement or replace fishery employment with alternative work, or to explore other adjustment possibilities. HRDC's PFAR adjustment programming was also known as the Adjustment for People at Risk Program.

Funding for HRDC's three-year component of the PFAR program ended in 2001, and a summative evaluation was conducted of HRDC's programming under the PFAR program to examine issues of design and delivery and to determine program impacts. This report on the summative evaluation includes the following sections:

- A discussion of the context and an overview of the main features of HRDC's three-year component of the PFAR program;
- A summary of the approach used to conduct the evaluation;
- An examination of some issues of program design and implementation;
- An examination of program participants, the types of interventions received, program reach and participant satisfaction;
- An assessment of program impacts including employment status and outcomes, transition out of the fishing industry, and income; and
- A summary of the conclusions and lessons learned.

2. Context and Program Overview

2.1 The 1990s: A Decade of Change

A number of factors significantly affected the West Coast salmon fishery during the 1990s:¹

- As a result of changes in the ocean environment, the volume of wild salmon harvests declined during the mid-1990s to between 60% and 70% of the volumes recorded in the 1980s;
- Increases in the world’s salmon supply (both wild and farmed) resulted in significant price reduction, with prices declining to 50% of the 1980s levels;
- Salmon fishery workers, especially those involved in the fleet or in processing, faced increased competition resulting from the dismantling of North American trade barriers; and
- The late announcement of regulations decreased angler participation in the sport/recreational sector.

By the end of the 1990s, these changes to the salmon fishery resulted in significant industry revenue losses. Table 2-1 shows the changes in volumes and revenues in the salmon fishing industry from 1991 to 2000. The revenue generated by the domestic catch dropped by 55% between 1997 and 2000. Overall, there was a decline of approximately 75% in commercial sector revenues and domestic catch, and a 20% decline in angler expenditures generated in the recreational sector.² As the salmon landed values declined throughout the 1990s, they fell to levels well below the 1940s levels that had been the lowest recorded to date.

Table 2-1			
Changes in Volume, Revenues and Expenditures in the Salmon Fishing Industry			
AREA OF CHANGE	TIME PERIOD		
	1991-1994	1997	2000
Commercial Sector			
Domestic Catch (tonnes)	75,700	48,400	18,800
Revenue (\$M)	212	110	50
Recreational Sector			
Angler Expenditures (\$M)	611	485	487

Source: Estimated by GSGislason & Associates Ltd. (Estimated in 1999).

¹ A more detailed discussion of the factors affecting the salmon fishery in BC is contained in the **Technical Report: Literature Review**.

² The decline in the recreational salmon fishery was partially attributable by some to other factors (e.g., fishery management).

By the late 1990s, more than 12,000 jobs were lost in the salmon industry, corresponding to a 51% reduction in jobs in the commercial and recreational fishing sectors of BC's salmon fishery (as summarized in Table 2-2). Seventy-five percent of the job loss occurred in the commercial sector and 25% occurred in the recreational sector. With the ongoing decline in the fishery, the workers who remained employed in the industry experienced fewer weeks worked, lower income, and decreased likelihood of qualifying for Employment Insurance (EI).

Table 2-2			
Estimated Job Loss in BC's Salmon Fishery			
Industry Sector	Early 1990s	1999/2000	Estimated Job Loss
Commercial	17,385	7,950	9,435
Recreational	8,625	5,470	3,155
TOTAL	26,010	13,420	12,590
Source: Jobs for Older Workers Displaced from the BC Fishery. (2000)			

2.2 Federal Policy Response

During the late 1980s and the first part of the 1990s, a number of initiatives were undertaken in response to the changes in BC's salmon fishery. For example, when the Fraser River Sockeye Public Review Board recommended a consultation forum to plan the future of the salmon fishery in 1995, the Minister of Fisheries and Oceans responded by establishing The Pacific Policy Roundtable. The Roundtable included representatives from the commercial, Aboriginal and recreational fishing sectors, with the Government of BC included as an observer. The Roundtable's report of December 1995 called for a reduction in the size of the commercial fleet (by 25 to 50%) and a renewed commitment to protecting salmon habitat and enhancing salmon resources.

In March 1996, DFO announced the Pacific Salmon Revitalization Strategy (also called the Mifflin Plan). The Revitalization Strategy included a 50% reduction in the commercial salmon fleet over several years, starting with a \$80 million buyback of licenses and license restructuring (e.g., single gear and area licensing, license stacking). By 1998, however, it was clear that further restructuring was needed to develop a sustainable fishery. Also, the Revitalization Strategy was criticized, because it contained no special/dedicated program for displaced workers.

Between 1995 and 1998, HRDC provided funding in adjustment programming to assist individuals in obtaining new employment and to assist fishing communities in capacity building. With the long-term decline in the salmon fishery, however, many of displaced fishery industry workers were becoming unable to accumulate sufficient insurable hours/earnings to qualify for income support under Part I of the *EI Act* and/or EBSM under Part II of the *EI Act*.

2.2.1 The Pacific Fisheries Adjustment and Restructuring Program

In June 1998, the federal government announced the PFAR program with its commitment of \$400 million over a five-year period. The PFAR program involved DFO, HRDC, WD and INAC and consisted of three components.

- *Restructuring the Fishery* - \$200 million for a voluntary license retirement program (also known as the buyback program) and to assist the conversion to selective fishing techniques;
- *Rebuilding the Resource* - \$100 million to protect and rebuild salmon habitat; and,
- *Helping People and Communities* - \$100 million for long term adjustment and economic development planning.

As part of the \$100 million *Helping People and Communities* component of the PFAR program, HRDC was to deliver \$30 million over a three-year period for adjustment assistance programming directed at individuals and coastal communities most affected by the decline in the salmon fishery. The \$30 million was to help people adjust to changes in the fishery, whether by preparing for employment outside the fishery, by supplementing or replacing fishery employment with alternative work, or by exploring other possibilities. Funding for the HRDC component ended in 2001.

All those affected by the decline of the salmon fishery were to be eligible for HRDC's PFAR adjustment assistance programming, regardless of their eligibility for EI. The range of potential participants included commercial fish harvesters, processors, guides for sport fishermen, fishing lodge employees, suppliers of sport fishery bait and equipment, tourism workers and other businesses and individuals who were affected in the Aboriginal, commercial and recreational fishing sectors.³

HRDC's PFAR component included:

- Adjustment programs parallel to existing employment benefits for non-EI eligible clients;
- Parallel adjustment programs through the five coastal Aboriginal Human Resource Development Agreements (AHRDAs) for aboriginal clients affected by the decline in the salmon fishery; and
- Both in-house (HRDC) and contracted service delivery mechanisms (including the use of AHRDAs).

³ Pacific Fisheries Adjustment and Restructuring Program Resource Manual, DFO, HRDC, WD, INAC, December 1999.

The following types of adjustment assistance programming were offered:

Support Measures

- Employment Assistance Services (EAS): Provided a variety of support measures, such as job finding clubs, job search skills, counselling and the provision of employment/labour-market adjustment information; and
- Labour Market Partnerships (LMP): Involved working with community partners and assembling local expertise to develop labour market adjustment strategies for communities affected by the restructuring of the salmon fishing industry.

Employment Benefits (EB)

- Skills Development (SD): Provided financial assistance with tuition and living expenses for education up-grading or for training to help displaced workers develop skills for alternative employment;
- Targeted Wage Subsidies (TWS): Provided a subsidy to employers to hire individuals they would typically not have hired in the absence of a subsidy.
- Self-Employment (SE): Provided assistance in developing the skills and knowledge necessary to start a business; and
- Job Creation Partnerships (JCP): Provided short-term, transitional employment opportunities in communities affected by the downturn in the salmon fishery.

Other Programs

- Mobility Assistance (Mobility): Provided financial assistance for individuals to relocate permanently to an area where they could find employment; and
- Term Job Creation (TJC): Provided short-term employment through which to gain work experience and transferable skills (available only for those who were unable to qualify for EI).⁴

As shown in Table 2-3, the programming expenditures for HRDC's component of the PFAR program were disbursed through two streams of funding: the Consolidated Revenue Fund (CRF) and EI Part II programming. The CRF stream was used to fund programming for displaced salmon fishery workers who were not eligible for regular EI Part II assistance. The CRF stream also provided funding for programming introduced specifically for PFAR such as mobility and TJC.

Funds were distributed to Human Resource Centres of Canada (HRCCs) and to the five coastal AHRDAs most affected by the changes to the salmon fishery. Over the three-year period, \$26 million was allocated to the provision of employment benefits and support measures (with \$6.9 million of this going to the five coastal AHRDAs) and

⁴ This program was offered for one year only.

\$4 million was allocated to administrative costs at the national, regional and local levels of HRDC.

Table 2-3 PFAR Programming			
Type of Intervention	Expenditures (\$M)		
	CRF	EI Part II	Total
Employment Benefits			
SD	10.45	0.07	10.52
JCP	–	0.20	0.20
SE	1.26	0.04	1.30
TWS	0.27	–	0.27
Other Benefits			
TJC	6.52	–	6.52
Mobility	0.04	–	0.04
Support Measures			
EAS	–	3.57	3.57
LMP	–	1.90	1.90
TOTAL	18.54	5.78	24.32⁵
Source: Program data.			

It should be noted that fishing industry workers had access to regular EBSM in addition to the benefits offered through PFAR. They also had access to the Transitional Jobs Fund (TJF) and subsequently the Canada Jobs Fund (CJF). The TJF and CJF provided financial support for activities that promote sustainable economic activity that created sustainable employment.

An early retirement package had been considered during the design phase of the PFAR program but was not implemented.

⁵ The \$1.68 million difference between the budget for programs and services and program expenditures is a result of slippage over the three year period.

3. Evaluation Methodology

This section highlights the evaluation issues that were the focus of the summative evaluation of HRDC's component of the PFAR program. It also summarizes the methods used to conduct the summative evaluation.

3.1 Evaluation Issues

The summative evaluation of HRDC's component of the PFAR program focused on four main areas:

- Was the HRDC component of the PFAR program necessary and relevant?
- Did the program reach the appropriate group(s)?
- Did the participants obtain suitable levels of service? Were the provided programs and services effective?
- What were the lessons learned? (i.e., What worked well? How could the program have been improved?)

3.2 Evaluation Methods

Both quantitative and qualitative research methods were used to examine HRDC's PFAR adjustment assistance programming. Also, where possible, multiple lines of evidence were used to corroborate the main findings. The evaluation approach included the following:

- A policy/literature review;
- Administrative data review and analysis;
- Key informant semi-structured interviews;
- PFAR participant and reference group surveys; and
- Community case studies.

3.2.1 Policy/Literature Review

The purpose of the literature review was to document the policy context of the restructuring process and to determine any “lessons learned” to support the evaluation. Twenty-five reports, policy documents and other literature were reviewed.⁶

3.2.2 Administrative Data Review and Analysis

The administrative data review and analysis was used to identify the characteristics of participants in HRDC’s PFAR programming and the types of interventions received by the participants. In addition, a review of program expenditures on a program, intervention and participant basis was conducted.

The review and analysis of the administrative data noted that a record of support measures, or employment assistance services (e.g., job finding clubs, job search skills, counselling and the provision of employment/labour-market adjustment information) was not always kept. In the area of employment benefits (i.e., interventions such as skills development, targeted wage subsidy, etc), there were some cases of anomalous or missing information. The gaps and omissions in the administrative data underscore the importance of having sufficient procedures in place for reliably recording program participants to help meet accountability and evaluation requirements.

The final administrative data contained information from a total of 2,140 individuals who had participated in HRDC’s PFAR adjustment assistance programming. Administrative data used in the evaluation is limited to the type of intervention received, participant age, Aboriginal designation, the gender of the participant, and community of residence at the time of accessing PFAR programs/services.

3.2.3 PFAR Participant and Reference Group Surveys

To supplement the information available from the administrative data, and to provide for a reference group analysis, two surveys were conducted for the evaluation:

- a survey of PFAR participants; and
- a survey of regular HRDC reachback clients.

For the survey of PFAR participants, 1,222 clients were called and 904 responded to the survey. This represents a 74% valid response rate with the remaining 10.9% (n=133) refusal, 9.9% (n=121) did not return calls, and 5.2% (n=64) not available or assumed to have moved.

⁶ An annotated bibliography and summary of the results of the literature review are contained in the *Technical Report: Literature Review*.

The survey of regular HRDC reachback clients, was conducted after the PFAR survey and was selected to match the PFAR survey sample characteristics. Reachback clients are persons who have an EI claim that ended sometime in the previous three years. A total of 1,875 reachback clients were called and 1006 responded to the survey. This represents a 54% valid response rate with the remaining 33% (n=619) did not return calls, 8% (n=151) refusal, and 5 (n=99) not available or assumed to have moved.

The two surveys were designed to collect information regarding participant background and demographic information, satisfaction with programs and services, employment and income status, and personal development outcomes. The reachback clients were used as a reference group in the evaluation analysis, and the survey instrument for this group was designed to be comparable to the participant survey.⁷

It is important to note that using a reference group in evaluation analysis is not the same as using a comparison group. A comparison group is usually constructed to address the hypothesis: What difference did the program make? In the case of HRDC's PFAR programming, however, there is no accessible comparison group because there are no records to identify fishing industry workers who did not qualify for EI programming and did not participate in PFAR programming. Therefore, this evaluation included the consideration of an alternative hypothesis: How does HRDC's component of the PFAR program compare with other similar HRDC programming?

The reference group used in this evaluation consisted of individuals who received interventions under EBSM during the same time frame as HRDC's PFAR participants. Typically, when using a comparison group method, program success is measured as a 'significant difference' between the outcomes for the two groups; that is, the program made a difference as compared to no program with respect to finding employment/increasing employability. In contrast, the reference group approach used in this evaluation means that the analysis would expect to find no significant difference between the participant and reference groups or a positive difference for the PFAR participants if HRDC's component of the PFAR program provided comparable or better benefits. In other words, the evaluation examines whether the PFAR participants did as well or better than EBSM former claimant participants in terms of finding employment. The extent to which either program (PFAR or regular EBSM) affected employment outcomes in the absence of the program cannot be ascertained through the use of a reference group approach.

In an attempt to obtain a match with the PFAR participant group, the reference group was selected from EBSM reachback clients with similar characteristics. Individuals in the reference group were matched with the PFAR survey respondents on HRCC region, age, year of intervention and type of intervention but not education attainment as the administrative data for this variable was not reliable. Demographic characteristics of the two groups are summarized in Table 3-1.⁸ The two groups were well matched on the age variable (with the average and median age for both groups being 42 years). Differences in

⁷ Survey instruments used in the evaluation and other details of the surveys are included in the *Technical Report: PFAR Participant and Reference Group Surveys*.

⁸ A more detailed comparison of demographic characteristics of the PFAR participant and reference group is contained in the *Technical Report: PFAR Participant and Reference Group Surveys*.

the other characteristics reflect what makes HRDC’s PFAR participants a multi-barriers group (see Section 5.2).

Table 3-1 PFAR and Reference Group Characteristics		
Characteristic	% PFAR Clients (n=904)	% Reference Group (n=1,006)
40 years or older	60%	60%
Visible minority	9%	11%
Aboriginal	32%	27%
Male	70%	62%
Female	30%	38%
% from small community (< 10,000)	30%	20%
% with less than grade 12	32%	22%
% with poor ability to read English	10%	3%

Source: PFAR participant and reference group surveys.

It is important to note that the evaluation’s results are limited by the fact that the reference group, while considered to be reasonable for the basis of comparison, differed from the program group in a number of important areas. Individuals in the reference group, for the example, have higher levels of education, and reside in larger communities. These factors could suggest greater opportunities for adjustment or reemployment and thus higher satisfaction with other HRDC programming than the PFAR participants. Therefore, multiple lines of evidence were used to corroborate the evaluation’s findings.

The participant and reference group surveys were conducted during the off-season of fishing.

3.2.4 Key Informant Interviews

A total of 98 interviews were conducted to gather the perceptions, opinions and knowledge of a wide variety of fishing industry stakeholders. The number of interviews conducted by stakeholder group and type of interview is summarized in Table 3-2. Key informant interviews and interviews conducted as part of the community case study analysis were completed using a semi-structured interview format consisting of 22 questions plus an Overall Assessment Scoring System.⁹ The term “key informant” interview is used to identify interviewees who completed the Overall Assessment Scoring System.

⁹ A copy of the interview guide and Overall Assessment Scoring System is contained in the *Technical Report: Key Informant Interviews*.

**Table 3-2
Summary of Interviews Conducted**

STAKEHOLDER GROUP	NUMBER OF INTERVIEWS		
	Key Informant	Other*	Total
HRDC/HRCC Representatives	10	2	12
Other Federal Partners	6	3	9
AHRDAs/Aboriginal Organizations	10	13	23
Service Providers	15	2	17
Industry Associations/Clients	2	21	23
Community Organizations	6	8	14
TOTAL	49	49	98
* "Other" refers to the interviews conducted with those individuals who did not complete the Overall Assessment Scoring System.			

Many of the interviews were conducted with individuals located in Prince Rupert, Alert Bay, Campbell River, Port Alberni and the Greater Vancouver region because the conducting of interviews was closely aligned with the case studies of these communities.

3.2.5 Community Case Studies

The main objective of the community case study analysis was to provide a broad overview of the effects of the HRDC's PFAF programming on the economic and social well-being of communities affected by the decline in the salmon fishery. The methods of service delivery employed in each of the studied communities were also examined.

Five communities were selected as case study sites, representing different types and sizes of communities within BC:

- **Prince Rupert:** a small urban community in the northern coastal area of BC with a high concentration of salmon fishery workers;
- **Alert Bay:** a small isolated fishing community off the coast of Vancouver Island with significant numbers of aboriginal fishery workers;
- **Campbell River:** a small to mid-sized urban community located on Vancouver Island with large commercial and recreational sectors;
- **Port Alberni:** a small urban community on the west coast of Vancouver Island severely affected by downturns in both the salmon fishing and forestry industries; and
- **Greater Vancouver:** a large metropolitan centre with a diversified economy and more available resources that has incurred more than one-third of all BC salmon fleet and processing job losses.

Research activities undertaken as part of the community case study analysis included: two-day site visits to each case study community, key informant and other interviews, compilation and review of DFO data on salmon fisheries participation for 1995 and 2000, profile development of PFAR clients in the five communities, and a review of Census statistics on economic characteristics of the five communities.¹⁰

¹⁰ The analysis is presented in the Technical Report: Community Case Studies.

4. Program Design and Implementation

This section examines some issues of program design and implementation. These issues include the PFAR program's collaborative approach, the announcement and communication strategy, and the community approach in delivering HRDC's PFAR adjustment programming.

4.1 The Collaborative Approach

The consensus from the representatives of the four federal departments involved with the program was that the collaborative approach used by the PFAR program was worthwhile.

The delivery of the PFAR program involved a collaborative approach among the four federal departments of DFO, HRDC, WD and INAC. The consensus from the interviews with various stakeholder groups (i.e. HRDC/HRCC representatives, other federal partners, AHRDAs/Aboriginal organizations, service providers, industry associations/clients and community organizations) was that this collaborative effort was worthwhile. The benefits of the collaborative approach were considered to include:

- An attempt at a coordinated federal strategy that addressed the social, employment and economic impacts associated with the decline in the salmon fishery;
- A decrease in miscommunication and duplication across the departments; and,
- The building of a foundation for interdepartmental cooperation in future programs.

4.2 Announcement and Communication Strategy

The gap between the initial announcement of the PFAR program and actual implementation led to some confusion among potential participants of HRDC's PFAR adjustment assistance programming.

The PFAR program was announced in June 1998. The resources to implement the program were secured from the federal Treasury Board in October 1998, and the HRCCs and AHRDAs received the funds in December 1998.

Although the federal government had never intended to have the PFAR program implemented at the time of the announcement, the interviews conducted with various stakeholders indicated that the time lapse between the announcement of the PFAR program and actual implementation led to confusion and frustration on the part of potential program participants, HRCCs, and service providers because fishery industry workers expected the program to be available at the time of the announcement.

Most participants were aware that HRDC's PFAR adjustment assistance programming was a one-time initiative over a three-year time period; however several areas were identified for improving the communication of this type of initiative.

The federal government's communication plan for the PFAR program included the following:

- A 1-800 hotline offered by a third party contractor through which fishing industry workers could ask for information about the program;
- The establishment of the Union of BC Municipalities (UBCM) Mayors' Fisheries Advisory Committee to advise the Minister of Fisheries and Oceans on the program;
- Public meetings in 19 communities where federal government representatives explained the PFAR program and fielded questions;
- The release of brochures and communication products that outlined the different program elements; and,
- The release of year-end progress reports and periodic bulletins outlining the initiatives undertaken to date.

The local HRCCs developed customized communication programs through print, radio, TV and other media, on an as-needed basis. Some HRCC personnel, when invited, visited remote communities to explain PFAR to stakeholder groups.

The stakeholder interviews indicated that, in the end, most participants were aware that HRDC's PFAR adjustment assistance programming was a one-time adjustment initiative with a three-year time period. At the same time, however, interviewees cited several observations/areas for improving the communication and consultation processes:

- The brochures, especially the initial inter-departmental versions, did not provide a "plain English" description of the PFAR program, its eligibility criteria or its application processes;
- Fishing industry workers are most comfortable receiving information verbally – either through face-to-face meetings, the telephone, radio-phones on their boats, etc.; and
- Several service providers and HRCCs emphasized that special procedures were needed to serve the special needs of fishery clients and that the community and program clients should be consulted as part of the program design process.

4.3 The Community Approach

The delivery of HRDC's PFAR adjustment assistance programming involved a wide variety of organizations at the industry and community level.

Stakeholder interviews confirmed that a wide variety of organizations/agencies were involved in service delivery, including:

- The United Fishermen and Allied Workers' Union (UFAWU);
- Community Futures Development Centres (CFDC);
- Community Fisheries Development Centres (CFsDC);
- West Coast Sustainability Association (WCSA);
- North Island Fisheries Initiative (NIFI);
- Other organizations such as school districts, community colleges, harbour authorities, fishermen and community associations; and
- AHRDAs – the five coastal AHRDAs were responsible for service delivery to Aboriginal communities under their jurisdictions that had been affected by the decline in the salmon fishery.

Differences in service providers and methods of delivery across communities offered flexibility in responding to community circumstances and local priorities, but there was also some unevenness in what was available or provided across communities.

The community case study analysis indicated that HRDC's PFAR service providers and methods of delivery differed across the various case study communities, as the methods of delivery and types of services delivered in the communities reflected an attempt to balance community circumstances, client needs and community capacity. For example, service delivery models used in the various regions varied due to different levels of capacity in communities as well as different local priorities and preferences. Small remote communities often did not have the core service capacity to conduct employment and other counselling. Although external service providers could and did provide services in those communities, the long distance nature of service delivery for smaller, more remote communities inevitably created some gaps in service. For example, PFAR participation was limited in Bella Bella on the Central Coast.¹¹

In the smaller communities that were examined for the case study analysis, several service providers and ARHDAs exhibited flexibility in the interpretation of the guidelines for determining those eligible for HRDC's PFAR adjustment assistance programming. The guidelines stated that persons eligible for HRDC's PFAR programming were those who earned their livelihood from the salmon fishery in at least two of the three years from 1995 to 1997, inclusive. As allowed in the Terms and Conditions for the program,

¹¹ Bella Bella is a remote community (accessible only by water or air) and heavily dependent on the fishing industry. A total of 13 individuals residing in Bella Bella received employment benefits.

in some smaller communities this was interpreted to include, for example, some non-fishing-related individuals because the individuals were directly affected by the decline in the salmon fishery.

4.4 Other Issues

Several changes occurred during the three-year period of HRDC's PFAR adjustment assistance programming that affected the flexibility of programming and service delivery partners.

There was a shift in focus of HRDC interventions partway through the delivery of HRDC's PFAR initiative. This shift involved a move away from short-term job creation projects, a move towards individual interventions, and a move away from fisheries-only service providers. The TJC component was intended to be a bridging mechanism for displaced workers to obtain insurable employment through a job creation type of project that would enable them later to access regular EBSM programming in the event that they still needed further employment adjustment assistance. TJC was available for one year and terminated December 31, 1999 (this was announced at the outset of the program).

Both the community case studies and key informant interviews indicated that the changes in HRDC procedures in the late 1990s as a result of the Grants and Contributions Review, affected the flexibility and timelines of PFAR delivery by HRDC and its service delivery partners. As a reaction to tightening control and interpretation of relevant program guidelines and regulations, the ability to develop innovative methods of service delivery was weakened.

About three-quarters of the surveyed HRDC's PFAR participants were satisfied with the scheduling of the programs/services and with the people providing those programs and services, but less (54%) were satisfied with program duration.

As shown in Table 4-1, 78% of the surveyed PFAR participants were satisfied with the scheduling of programs/services received, and 72% were satisfied with the people providing the programs and services. Their levels of satisfaction in these two areas were similar to the levels of satisfaction reported by the reference group of reachback clients.

In the case of program duration, however, 54% of the surveyed participants indicated that they were satisfied, compared with 66% of those in the reference group of reachback clients. As noted in Section 3.2.3 the higher scores of the reference group may, in part, be due to the biases associated with higher education attainment of the reference group members and that they reside in larger communities than PFAR participants.

**Table 4-1
Program Satisfaction with Program Delivery by Participant and Reference Group**

Program Aspect	PFAR Participants (n=808)	Reference Group (n=950)	Difference
Duration of Programs/Services	54%	66%	-12%
Counselor/Instructors	72%	74%	-2%
Scheduling	78%	76%	+2%
Overall satisfaction with programs/services	69%	74%	-5%
<p>Note: Those individuals who indicated they did not start the program are not included. Therefore, the number of respondents for these questions was less than the total number of survey completions.</p>			
<p>Source: Program participant and reference group surveys.</p>			

5. Program Participants and Types of Intervention

This section highlights the industry attachment of the participants of HRDC's PFAR adjustment assistance programming, the profile of the participants, the types of interventions received, program reach, and participant satisfaction.

5.1 Industry Attachment

The available administrative data indicated that most (71.6%) of HRDC's PFAR participants with a Record of Employment (ROE) for the period between 1995 and 1998 had a clear attachment to the fishery during that period.

As one way of examining industry attachment, the available information for the participants in HRDC's PFAR programming was used to match the PFAR participants with Record of Employment (ROE) information from the Employment Insurance/Unemployment Insurance (EI/UI) administrative data base. Where a match was obtained, the standard industrial codes (SIC) information contained in the EI/UI administrative data base were used to examine what proportion of the PFAR participants had recorded fishing-related employment between 1995 and 1998.

As shown in Table 5-1, of the 2,140 individuals identified as having participated in HRDC's PFAR programming, 87% could be matched with at least one ROE between 1995 and 1998. Another 10.5% could not be matched with a ROE for this same period. The remaining 2% could not be matched with a ROE in any one year.

For those who were matched with a ROE during the period between 1995 and 1998 (i.e. 1,338 + 532 of the 2,140 participants), 71.6% had a clear attachment to the fishery during that period according to the SIC information appearing on their ROE. The remaining group that was matched with at least one ROE during that period (i.e. 532 of 1,870, or 28%) had SIC information on their ROE that suggested that they were working in other sectors (e.g. construction, transport, the government sector or the retail sector). Without additional information about their employment activities, it is difficult to determine from the available administrative data how closely these individuals were linked to the fishery industry.

**Table 5-1
Fishing Industry Attachment of HRDC's PFAR Participants**

SIC	1990	1991	1992	1993	1994	95-98	1999	2000	2001	2002
Fish Services (0320, 0321)	43	13	9	4	7	59	17	15	21	10
Mfg: Fish Products (1021)	454	523	750	804	805	1,054	500	336	370	68
Wholesale: Fish (5215)	45	96	68	85	73	86	66	52	53	6
Fishing (0310-0314)	289	239	64	77	74	112	65	79	79	11
Ship Charter/Marine Tow (4543/44)	4	3	3	3	5	5	6	8	5	2
Refrigerated Warehousing	7	4	3	5	5	3	3	3	1	0
Sporting Goods (6541)	2	3	4	3	1	2	4	0	2	1
Outfitters (9141)	1	3	4	7	5	13	11	12	14	3
Boat Rentals (9654)	2	1	0	3	3	4	7	4	0	1
Total Fish Related	847	885	905	991	978	1,338	679	509	545	102
Agriculture	11	12	7	4	9	13	10	16	11	2
Logging	29	26	19	31	34	44	36	35	30	9
Mining/Oil	3	3	3	3	2	6	1	2	4	4
Other Mfg.	166	93	91	84	82	102	128	164	109	52
Construction	50	40	53	50	47	78	75	100	85	33
Transport	13	16	11	16	14	17	26	36	35	15
Storage	1	0	0	1	1	4	8	3	1	1
Comm./Util.	4	11	10	4	3	10	10	12	7	4
Other Wholesale	23	19	26	17	18	12	22	27	20	7
Retail	70	125	104	114	131	59	61	60	46	33
Finance	6	9	7	12	13	6	18	15	14	8
Insurance	4	3	2	3	2	6	8	4	8	4
Business Services	21	19	26	19	12	40	80	220	129	47
Government	50	67	67	71	79	61	69	65	75	34
Education	7	10	7	13	17	25	20	20	29	20
Health	15	10	17	9	11	12	69	36	19	7
Food & Beverages	61	50	42	40	38	15	23	23	20	16
Other Services	27	41	31	31	30	21	124	54	45	28
Unknown	2	5	9	3	3	1	5	1	1	3
Total Non-Fish	563	559	532	525	546	532	793	893	688	327
No ROE For Year	686	652	659	580	572	226	624	694	863	1,667
No Match With ROE Since 1990	44	44	44	44	44	44	44	44	44	44
Total	2,140	2,140	2,140	2,140	2,140	2,140	2,140	2,140	2,140	2,140
Notes: A total of 2,096 of the 2,140 individuals known to have participated in HRDC's PFAR adjustment programming were matched with at least one ROE since 1990. If a ROE spanned a number of years, the SIC was assigned for each calendar year. If an individual had more than one ROE in a calendar year, the fishing related SIC was given priority. For the 1995 to 1998 period, all ROEs were combined and priority was given to fish related SICs in that time period.										
Source: Program data.										

The survey of PFAR participants conducted for this evaluation confirmed that the participants had considerable attachment to the fishery, although there is some evidence to suggest that not all were directly attached to the fishery.

The survey of PFAR participants conducted for this evaluation also looked at industry attachment. The surveyed PFAR participants reported an average of 17 years (median = 15 years) experience in the salmon fishery.

As indicated in Table 5-2, the PFAR participant survey indicated that the majority of the participants were workers from the commercial sector of the industry:

- 57% were commercial fleet fishery workers (i.e., owner/operator, skipper, deckhand);
- 21% were plant workers;
- 10% were non-fleet and non-plant workers in the commercial sector (e.g., worked in services related to the fleet/plant);
- 5% were in the recreational fishing sector; and
- 7% were other workers (i.e. the other category included individuals involved in science and research and other types of employment affected by the downturn in the salmon fishery).

Table 5-2 Industry Sector Attachment		
Industry Sector	Number of Survey Participants	Percent of Survey Participants
Commercial Sector		
Fleet – hired deckhand, skipper	347	38%
Fleet – owner/operator	169	19%
Plant worker	191	21%
Services related to the plant/fleet	58	6%
Packer/Tenderer	35	4%
Recreational Sector		
Fishing charter/Guide	24	3%
Fishing lodge	2	0%
Services related to charter/lodges	14	2%
Other	64	7%
Total	904	100%
Source: Participant survey.		

The presence of workers involved in other types of employment affected by the downturn in the salmon fishery is consistent with the evidence presented in Section 4.3 that, in some smaller communities, the eligibility guidelines for HRDC’s adjustment assistance programming were interpreted to include some non-fishing-related individuals who were directly affected by the downturn in the salmon fishery.

5.2 Participant Profile

Table 5-3 compares the characteristics of participants in HRDC’s PFAR adjustment programming with regular BC EBSM clients and with individuals displaced from BC’s forest industry sector during a similar time period. The BC forestry sector was selected for comparative purposes because the BC forestry sector shares certain characteristics with the salmon fishery. For example, forestry is a primary resource industry that typically employs male workers who reside in small, remote and/or coastal communities in BC. The communities associated with the BC forestry industry are often heavily reliant on that industry. Also, there was a downturn in forestry during the 1990s, and an employment transition program for displaced forestry workers was introduced by the province.¹²

Characteristics	PFAR Clients	BC EBSM¹³	BC Forestry¹⁴
% with less than Grade 12	32%*	18%	18%
% male	72%	52%	86%
% 45 years of age or older	38%	31%	38%
% Aboriginal	30%	6%	n/a
% Visible minority	9%*	2%	n/a
* Percentage is based on survey responses as the administrative data did not have reliable data for education. The remaining percentages are based on program data.			

HRDC’s PFAR participants were generally less educated than regular EBSM recipients in BC, and less educated than displaced forestry workers in BC.

As indicated in Table 5-3, HRDC’s PFAR participants were generally less educated than regular BC EBSM recipients and displaced forestry workers. It should be noted that the level of education reported for the PFAR participants is post-PFAR intervention (i.e., at the time of the survey). Since many PFAR clients received educational up-grading, the gap between PFAR participants and the other two groups was more pronounced than suggested by the data shown in Table 5-3.

The surveys of PFAR participants and the reference group of reachback clients indicated that one in 10 of the surveyed PFAR participants rated their ability to write English as “poor”, compared with 3% of the reference group.

¹² Although the transition programs were offered through Forest Renewal BC, the support services and programs/benefits offered were similar to HRDC supports and benefit measures.

¹³ 1998 *Formative Evaluation of the Employment Benefits and Support Measures*. HRDC.

¹⁴ Unless otherwise indicated, figures for the BC Forestry sector are based on an average across three surveys: *The 1999 FRBC Forest Worker Transition Survey*, *The 2001 FRBC Forest Worker Transition Survey*, and *The 2001 Forest Worker Re-Employment Services Survey*.

HRDC's PFAR participants included a larger proportion of employment equity groups¹⁵ and groups that presented additional challenges such as older workers.

As shown in Table 5-3, the proportion of Aboriginal individuals accessing HRDC's PFAR services was substantially larger than in the case of regular EBSM in BC. Aboriginal representation in the HRDC's PFAR participants was also proportionately larger than Aboriginal representation in the provincial population.¹⁶ The high participation rate of Aboriginal individuals in HRDC's PFAR programming reflects the importance of the salmon fishery to the culture and economy of BC's Aboriginal communities. It also reflects the traditional role of the Aboriginal worker in the salmon fishery on the West Coast.

Table 5-3 also indicates that 9% of HRDC's PFAR participants were members of a visible minority group, compared with 2% of regular EBSM clients in BC. Members of visible minorities, such as Vietnamese, are frequently employed in the salmon fishing industry, mainly in the commercial fishery processing plants. Visible minority group members typically speak a language other than English (or French) as their first language and, therefore, their alternative employment opportunities can be limited.

Thirty-eight percent of HRDC's PFAR participants were 45 years of age or older (as shown in Table 5-3). This was comparable to displaced forestry workers in BC but higher than in the case of regular EBSM recipients in BC (where 31% were 45 years of age or older).

Although older workers are not an employment equity group, they typically present a number of unique challenges to re-employment programs. Adjustment assistance programming can also be particularly challenging in the case of older workers in the salmon fishery who had been employed in the traditional fleet positions. The key informant interviews corroborated past research in indicating that the types of interventions suited to older workers are different than those suited to younger workers (e.g., on-the-job-training as opposed to formal classroom programs). Methods of delivery that are preferable to the older worker are group-oriented rather than individual-based. In contrast, many of the skills training or up-grading courses available were through programs that targeted the individual in formal educational/training settings. It is interesting to note, however, that the participant survey results indicated similar levels of satisfaction with skills development benefits for individuals younger than 45 years and individuals aged 45 years and older (see Section 5.5).

Other characteristics of individuals employed in traditional fishery jobs were challenging for PFAR's re-employment and transition objectives. For example, fishery workers typically work outdoors and do not follow the regular hours of work that are common to most other types of employment. While many jobs in the fishing industry require high levels of knowledge and expertise, the skills developed in that industry are not easily transferable to other industries and occupations. These factors were compounded further because fishery workers typically had little exposure to other employment situations and limited experience in career planning (i.e., fishing was a family/community tradition).

¹⁵ Employment equity groups include: Aboriginal people, visible minorities and individuals with disabilities.

¹⁶ 1996 Statistics Canada census as reported by BC Stats.

Almost one-third (31%) of PFAR participants were located in communities with a population of less than 10,000, and this also presented challenges for HRDC's PFAR programming.

Salmon fishery workers tend to reside in small, isolated resource-based communities. Almost one-third (31%) of PFAR participants were located in communities with a population of less than 10,000. Similar data were not available for regular EBSM clients or displaced forestry workers.

The majority of Aboriginal fishery workers reside in small remote communities making service accessibility and labour diversity more pronounced issues for these fishing industry workers. The survey of HRDC's PFAR participants indicated that most Aboriginal participants (79%) lived in smaller communities. These communities were the hardest hit by the downturn in the salmon fishery. Individuals located in these communities often had the highest level of need.

The case study and key informant interviews indicated that the small size and remoteness of communities dependent on the salmon fishery presented the following challenges to HRDC in delivering the PFAR program:

- Accessibility of services and programs (because such services and programs are typically delivered in more populated, less remote centers);
- Limited opportunities for employment in alternative occupations due to small labour markets (labour market demand-side issues); and,
- There is often a lack of ability or limited expertise to provide skills development in the community (labour market supply issues).

5.3 Types of Interventions

Most (63.7%) of HRDC's PFAR participants who received employment benefits under HRDC's PFAR programming received skills development (SD) training.

The number of employment benefits interventions or other benefits interventions received by individuals¹⁷ under HRDC's PFAR programming is summarized in Table 5-4. An individual could receive more than one of these interventions, for example, by taking skills development training (SD) and then moving to a targeted wage subsidy (TWS) position. An individual could also receive the same intervention more than once (e.g., a client who received a job creation partnership (JCP) returned to fishing when the opportunity arose, but returned to the same or another JCP when fishing was over). Individuals receiving multiple interventions of the same type of employment benefit or other benefit are counted only once in Table 5-4.

¹⁷ Based on the information contained in the administrative database.

In addition to employment benefits or other benefits, service providers had been contracted to provide support measures to PFAR clients. Table 5-4 also shows the total number of employment assistance services (EAS) interventions contracted for with services providers by HRDC.¹⁸ Data for EAS are only available at the intervention level rather than on an individual basis, therefore the total number of clients served by PFAR and through regular EBSM cannot be determined.

As shown in Table 5-4, most (63.7%) of the employment benefits interventions under HRDC's PFAR programming were for skills development training (SD).

Table 5-4	
Estimated Number of Interventions by Type of Intervention	
Type of Intervention*	# of Interventions
Employment Benefits	
SD	1,123
JCP	291
SE	205
TWS	144
Other Benefits	
TJC	227
Mobility	24
Unknown	125
Support Measures	
EAS	7,522
LMP	n/a
* EAS represents the total interventions provided whereas Employment Benefits (EB) and Other Benefits are unique interventions.	
Source: Program data.	

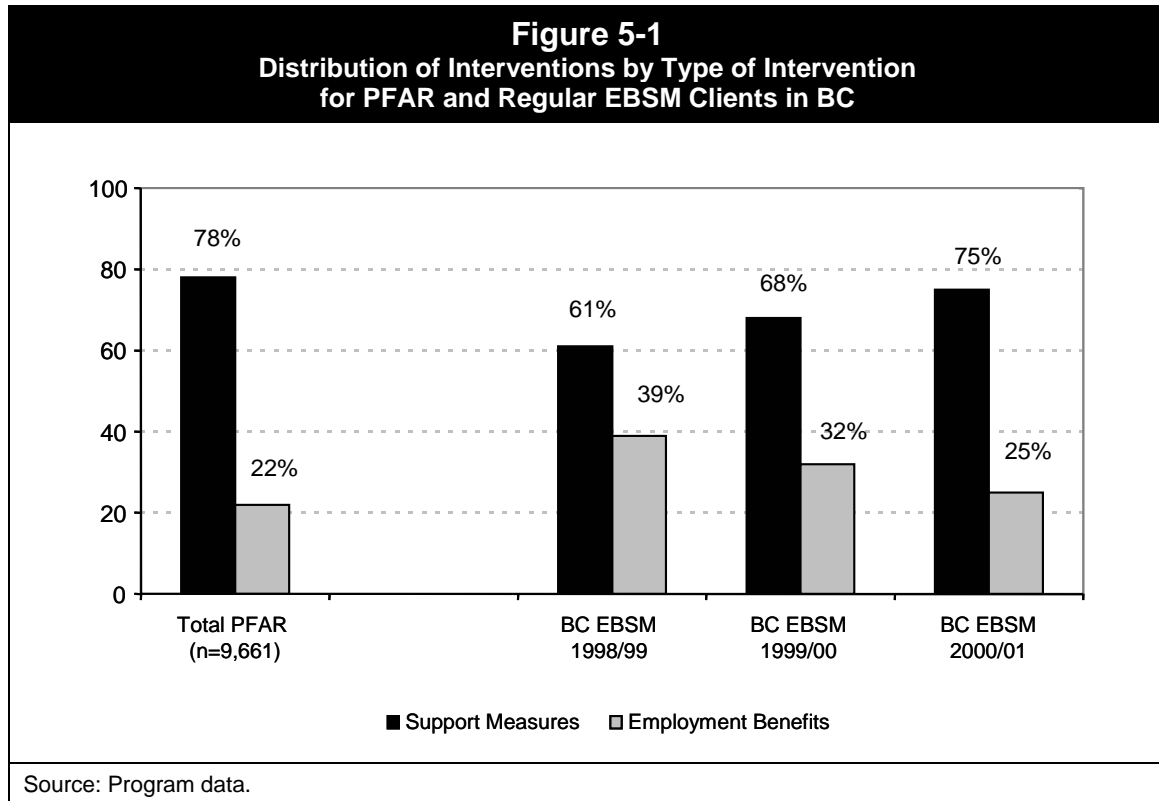
Program administration data indicated that about three-quarters (78%) of HRDC's PFAR participants received at least one of the longer-term interventions. The remaining 22% received employment assistance services (EAS) only.

Employment benefits and other benefits are defined as "intensive interventions" to distinguish them from the shorter, less intensive support measures. Based on HRDC administrative data, which contained a total of 2,140 individuals who received HRDC's PFAR programming, 1,678 of HRDC's PFAR participants received at least one longer-term intervention. The remaining 462 received EAS only. In other words, these 462 individuals did not receive any employment benefits interventions or any other intensive interventions under HRDC's PFAR programming.

¹⁸ The total number of EAS provided to PFAR clients is based on information provided by HRDC NHQ (i.e., the number of support measures contracted for by service providers with HRDC as of December 2, 2000). The information contained in the administrative database did not reflect the same number of interventions.

The distribution of interventions indicate that HRDC's PFAR participants were more likely to have received support measures than employment benefits, than in the case of regular EBSM recipients in BC.

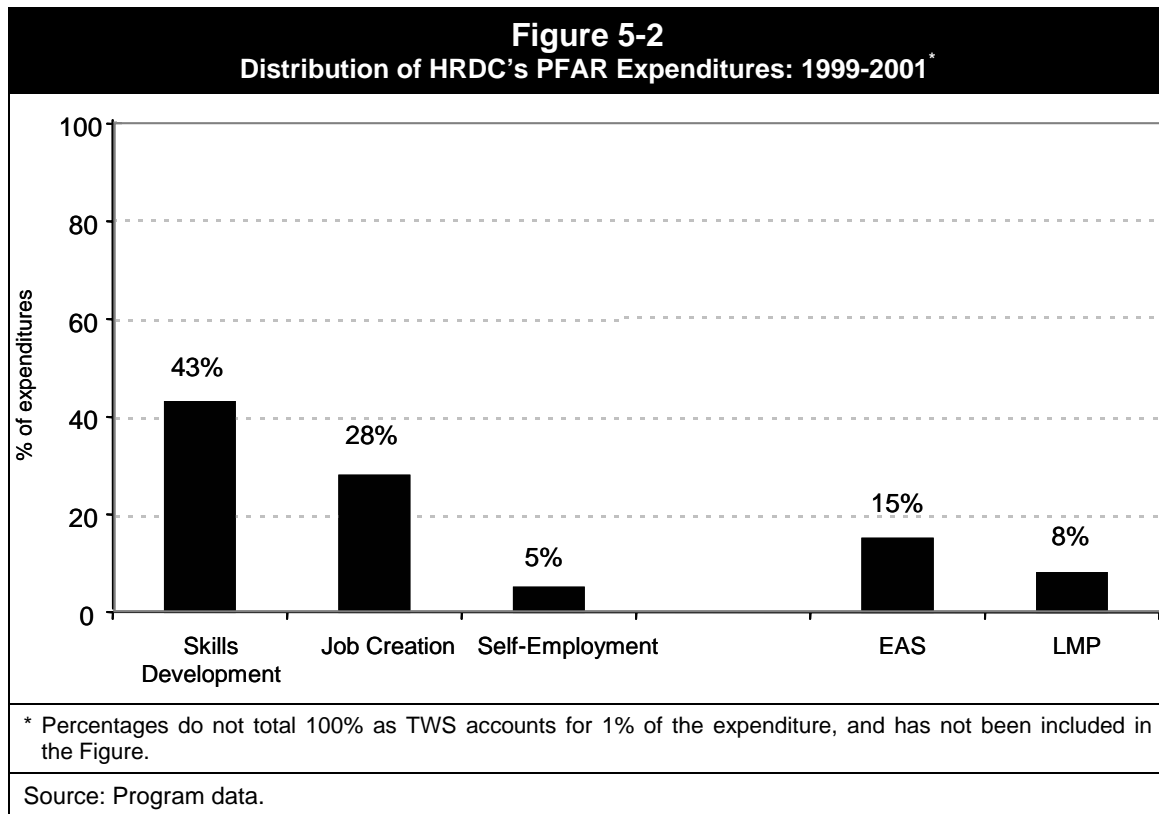
Figure 5-1 compares the distribution of interventions received. This information indicated that HRDC's PFAR participants were more likely to have received support measures than employment benefits, than in the case of regular EBSM recipients in BC. By 2000/01, however, the proportion of employment benefits delivered through regular EBSM was approximating the overall proportion of employment benefits delivered through PFAR.



Program expenditures indicate that the largest proportion (43%) of HRDC's PFAR expenditures between 1999 and 2001 went to skills development (SD) interventions. At the same time, however, the proportion of program dollars spent on job creation types of initiatives under HRDC's PFAR component was greater than for regular EBSM.

Figure 5-2 shows the distribution of PFAR expenditures across the main types of benefits and support measures over the three-year period. The largest proportion (43%) of HRDC's PFAR expenditures between 1999 and 2001 went to skills development (SD) interventions.

Figure 5-2 also shows that one in three PFAR program dollars was spent on job creation projects (TJC and JCP). This is higher than the proportion (about one in ten) of regular EBSM Part II program dollars¹⁹ that was spent on job creation types of benefits (i.e., an average of 11% over the three program years).²⁰ The higher proportion of program dollars spent on job creation benefits under HRDC's PFAR programming reflects an early emphasis on addressing the immediate financial need of clients by providing short-term jobs. This interpretation is substantiated partially by information collected through informant interviews and community case studies. Due to the heavy reliance of many small communities on the salmon fishery and the steady decline of the fishery throughout the 1990s, the province of BC and the industry recognized the need to first address short-term financial survival before focusing on long-term employment needs.



¹⁹ Source: *Employment Insurance Monitoring and Assessment Report*, CEIC, 1999, 2000, 2001.

²⁰ Expenditure per benefit for PFAR (estimated to be approximately \$5,270) was consistent with benefits provided through regular EBSM in BC (\$6,264) during the same time period. The average expenditure per PFAR benefit was calculated as follows: Total (PFAR Benefits Expenditure)/(Total # PFAR benefits). The total number of PFAR benefits is an estimate based on the number of interventions received excluding cases where an individual was recorded as having received more than five employment or other benefits.

5.4 Program Reach

The available evidence indicates that HRDC’s PFAR programming reached the communities that were hardest hit by the downturn in the salmon fishery.

Most of the more severely affected communities are located on Vancouver Island (excluding the southern areas of the island) and the North and Central Coasts of the mainland. Targeting the most affected communities was a particular challenge for HRDC because these communities are typically small and remote with sizeable Aboriginal populations. Also, these communities have limited labour market diversification outside of the fishing industry.

The 15 communities²¹ most affected accounted for 23% of total job losses; 25% of HRDC’s PFAR participants resided in these communities (HRDC PFAR participated survey). In other words, HRDC’s adjustment assistance programming reached the communities that were hardest hit by the downturn, and the proportion of individuals who received PFAR programs and services was representative of the job losses in the salmon fishing industry.

The available evidence indicates the AHRDA delivery model provided a useful vehicle for delivering HRDC’s PFAR programs and services to Aboriginal individuals located in isolated fishing communities.

Table 5-5 indicates that 35% of the PFAR participants who received employment benefits were Aboriginal individuals. The interview analysis and community case studies indicated that the AHRDA service delivery model option was a useful vehicle for reaching Aboriginal clients under HRDC’s PFAR component. The AHRDAs, with their established service delivery, were better positioned to serve remote Aboriginal communities than were HRCCs and mainstream service providers.

Fishing Region	Non-Aboriginal	Aboriginal	TOTAL
Queen Charlotte Islands	10	2	12
North Coast	82	60	142
Central Coast	11	2	13
North Vancouver Island	81	117	198
Mid-Vancouver Island	112	99	211
South Vancouver Island	117	35	152
Upper West Coast Vancouver Island	4	2	6

²¹ The community groups used here are based on those developed and applied in previous research of the salmon fishing industry by GSGislason & Associates Ltd.: *Fishing for Answers. Coastal Communities and the BC Salmon Fishery (1996)* and *Fishing for Money. Challenges and Opportunities in the BC Salmon Fishery (1998)*.

Table 5-5 (continued)
Distribution of Aboriginal and Non-Aboriginal Employment Benefits Clients by Fishing Region

Fishing Region	Non-Aboriginal	Aboriginal	TOTAL
Lower West Coast Vancouver Island	79	33	111
Victoria-Sooke	89	13	102
Sunshine Coast	19	24	43
Lower Mainland	403	142	545
Other BC	18	3	21
Outside BC	10	12	22
Unknown	59	41	100
TOTAL	1,093	585	1,678

Source: Program data. Note: 462 clients received Employment Assistance Services only.

Individuals residing in the more remote areas of Vancouver Island were more likely than individuals in other parts of the province to have participated in job creation partnerships (JCPs) or term job creation (TJC).

Table 5-6 summarizes the distribution of the total number of employment benefits interventions delivered under HRDC's PFAR programming by community. This information indicates that there were differences in the types of interventions received based on location. Individuals residing in the more remote areas of Vancouver Island were more likely than individuals in other parts of the province to have participated in job creation partnerships (JCPs) or term job creation (TJC). The difference in the type of benefits provided could reflect differences in community capacity to deliver certain programs, differences in client needs, or both.

Table 5-6
Distribution of the Total Number of Employment and Other Benefits Interventions by Fishing Region

Region	SD	JCP	TJC	SE	TWS	MA	Ukn	TOTAL*
Queen Charlotte Islands	69%	12%	0%	12%	6%	0%	0%	16
North Coast	89%	0%	2%	1%	4%	2%	2%	150
Central Coast	92%	0%	0%	8%	0%	0%	0%	13
North Vancouver Island	32%	21%	25%	6%	7%	0%	8%	281
Mid-Vancouver Island	48%	20%	16%	4%	7%	0%	4%	272
South Vancouver Island	51%	13%	17%	11%	5%	0%	2%	197
Upper W. Coast Vancouver Is.	33%	33%	0%	17%	17%	0%	0%	6
Lower W. Coast Vancouver Is.	40%	2%	24%	3%	9%	3%	19%	141
Victoria-Sooke	34%	11%	9%	38%	3%	2%	3%	149
Sunshine Coast	38%	5%	2%	29%	18%	2%	7%	56
Lower Mainland	61%	15%	1%	9%	7%	1%	5%	674

Table 5-6 (continued)								
Distribution of the Total Number of Employment and Other Benefits Interventions by Fishing Region								
Region	SD	JCP	TJC	SE	TWS	MA	Ukn	TOTAL *
Other BC	67%	7%	11%	7%	0%	7%	0%	27
Outside BC	50%	20%	7%	0%	3%	13%	7%	30
Unknown	55%	10%	12%	7%	7%	0%	9%	127
TOTAL	1,123 (52%)	291 (14%)	227 (11%)	205 (10%)	144 (7%)	24 (1%)	125 (6%)	2,139 (100%)
Note: Row totals may not add to 100% due to rounding								
Source: Program data.								

5.5 Participant Satisfaction

Overall program satisfaction among the surveyed participants of HRDC's PFAR programming was somewhat lower than in the case of the reference group of reachback clients.

As indicated in Table 5-7, 69% of the surveyed participants in HRDC's PFAR programming indicated overall program satisfaction. This was somewhat lower than the overall program satisfaction of the reference group of reachback clients (74%).

Satisfaction with the usefulness of their most recent program/service was lower among the surveyed HRDC PFAR participants than in the case of the reference group of reachback clients.

Table 5-7 also shows that 64% of the surveyed PFAR participants were satisfied with the usefulness of their most recent program/service, compared with 71% in the case of the reference group.

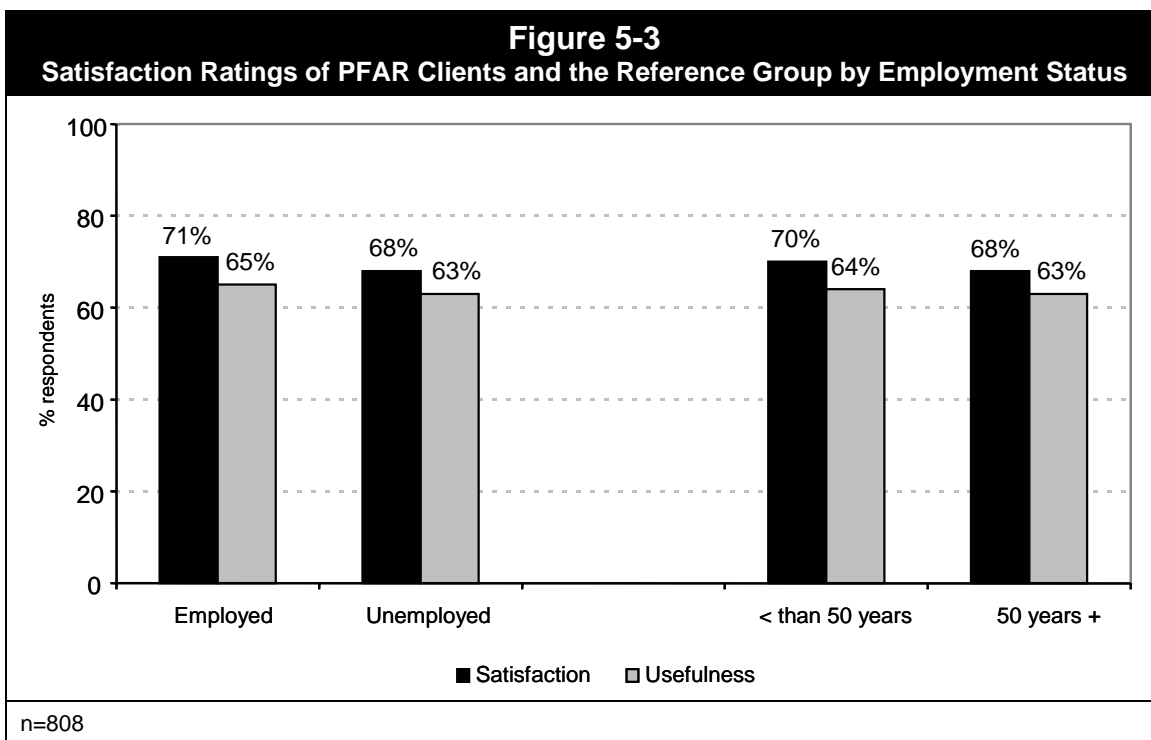
Table 5-7			
Satisfaction by Participant and Reference Group			
Program Aspect	PFAR Participants % Satisfied	Reference Group % Satisfied	Difference
Relevance			
Action Plan: reflected needs	71% (n=307)	79% (n=323)	-8%
Action Plan: realistic	76% (n=307)	82% (n=323)	-6%
Self-employment	39% (n=115)	49% (n=107)	-10%
To employment in fishing	30% (n=94)	n/a	n/a
To employment in other sectors	50% (n=366)	n/a	n/a

Table 5-7 (continued)			
Satisfaction by Participant and Reference Group			
Program Aspect	PFAR Participants % Satisfied	Reference Group % Satisfied	Difference
Usefulness			
Return to Work Action Plan	66% (n=307)	79% (n=323)	-13%
Information Provided	61% (n=808)	69% (n=948)	-8%
Program/service (most recent)	64% (n=808)	71% (n=766)	-7%
Overall Program Satisfaction	69%	74%	-5%

Source: PFAR participant and reference group surveys.

Overall program satisfaction and program usefulness were not related to the employment status or age of the surveyed PFAR participants.

Program usefulness and satisfaction levels of the surveyed PFAR participants are shown by employment status and age in Figure 5-3. This information indicates that overall program satisfaction and program usefulness were not related to the employment status or the advanced age of some of the surveyed participants.



Two-thirds (66%) of the surveyed PFAR participants were satisfied with the usefulness of their Return to Work Action Plan, compared with 79% of the reference group of reachback clients.

A Return to Work Action Plan is developed by clients with the assistance of a counsellor and is used by the client to provide direction in determining and achieving their employment goals. Given that traditional fishery workers typically do not undertake career planning, developing an action plan for their own re-training and future employment goals can be viewed as an essential tool.

As indicated in Table 5-7, 79% of the reference group of reachback clients were satisfied with the usefulness of their Return to Work Action Plan. By comparison, two-thirds (66%) of the surveyed PFAR participants were satisfied with the usefulness of their Return to Work Action Plan, although 76% found their plan to be realistic and 71% indicated that their plan reflected their needs. PFAR clients residing in small communities (i.e., population of less than 10,000) found their action plan to be least useful (60% of respondents), possibly an indication of the limited labour market options in small fishery-dependent communities.

For the surveyed PFAR participants who were working at the time of the survey, the level of satisfaction with the relevance of PFAR programs and services to their current employment situation was 50% or less.

Table 5-7 indicates that the self-assessed levels of satisfaction with the relevance of PFAR programs and services to their current employment situation for the surveyed participants who were working at the time of the survey. In the case of those who were self-employed at the time of the survey, 39% were satisfied with the relevance of the PFAR programs and services to their current employment situation. In the case of those working inside the fishing industry, 30% were satisfied with the relevance of the PFAR programs and services to their current employment situation. In the case of those working outside the fishing industry, 50% were satisfied with the relevance of the PFAR programs and services to their current employment situation.

The low relevance and usefulness ratings can be explained, in part, by HRDC's reliance on existing EBSM structures/programs that did not reflect the nature of the rural and remote communities of many PFAR clients.

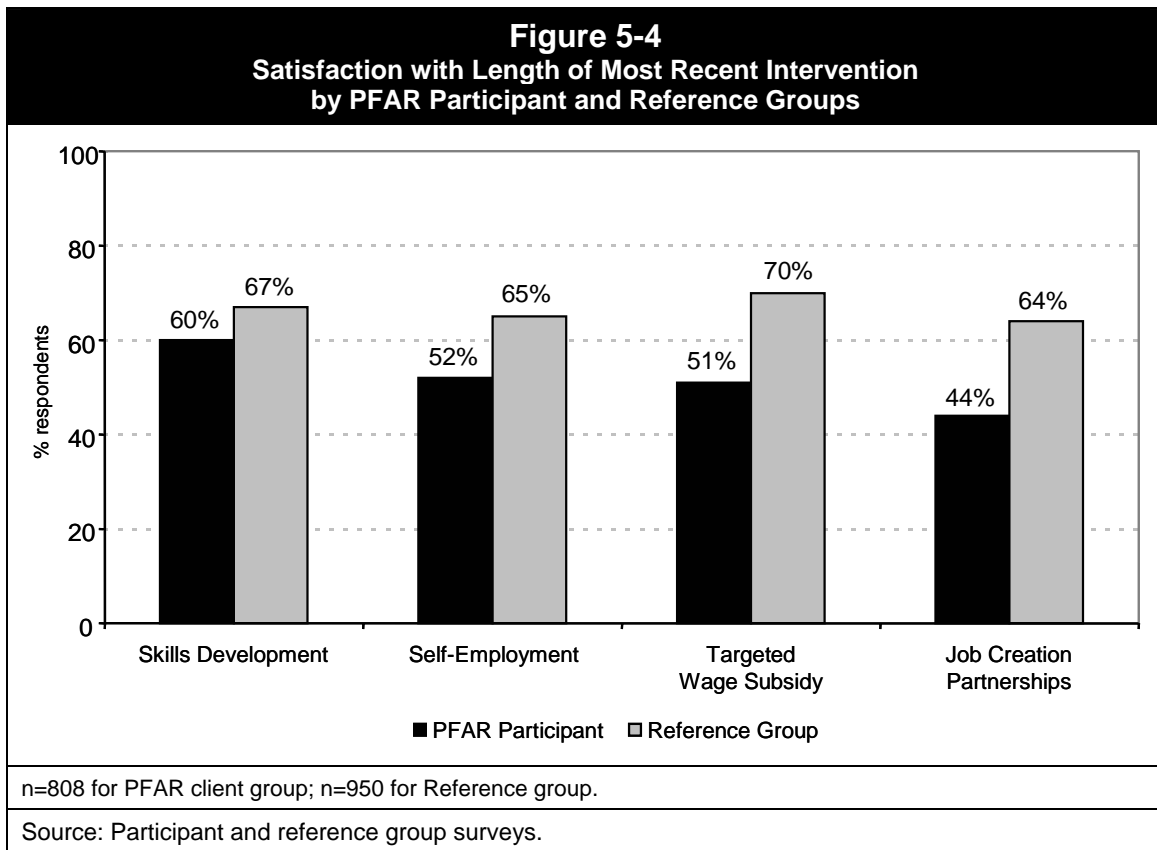
Information collected through informant interviews suggested that low relevance and usefulness ratings can be explained, in part, by HRDC's reliance on existing EBSM structures/programs that did not reflect the rural, remote nature of many PFAR clients. However, it should be noted that HRDC was constrained in program design and delivery by three key factors:

- The urgent need to mobilize the HRDC component of PFAR created short time frames. As a result, parallel programming to EBSM was used to provide the structure to implement the programming as quickly as possible. If more time had been available for planning/program design at the regional level, there would have been a greater opportunity to explore other options/models. However, service providers and the industry did have the opportunity to recommend new and innovative models;

- Innovative service delivery and program design were also affected by the corrective actions taken by the department as a reaction to the Grants and Contributions Review; and
- Overall, parallel programming provided a sense of “fairness” associated with the range of options offered to displaced workers. Hence, a precedent that the fisheries workers received special treatment over other industries was avoided. That is, programming was quite similar whether or not it was PFAR related.

At least half of the PFAR recipients were satisfied with the length of their most recent type of employment benefit intervention (with the exception of job creation partnerships), although this level of satisfaction was below that of the reference group for each of these types of interventions.

Figure 5-4 provides an analysis of satisfaction with the duration of the most recently received employment benefits interventions. For most of these types of interventions, approximately half of the surveyed PFAR recipients were satisfied with the duration of their benefit period, with the exception of the recipients of job creation partnerships.



PFAR participants who received skills development reported greater satisfaction with the duration of the intervention (60% reported being “satisfied” or “very satisfied”) than did those who participated in other types of programs. The duration of skills development benefits was negotiated with clients on an individual basis, possibly accounting for the higher levels of satisfaction for PFAR clients when compared to other interventions.

Comparing the satisfaction of the surveyed PFAR recipients with the reference group, however, indicated that the level of satisfaction of the PFAR group was below that of the reference group. However, as noted in section 3.2.2, the higher scores of the reference group may, in part, be due to the biases associated with the reference group having higher levels of education and/or residing in larger communities where there is greater access to PFAR programs/services and employment opportunities.

6. Program Impacts

This section examines program impacts including employment status and outcomes, transition out of the fishing industry, and income. Secondary effects related to perceived employability, personal development and job search are also considered.

Findings Caveats

As data was unavailable to identify displaced fishery workers who were eligible but did not participate in PFAR programming, a reference group of EI reachback clients was used instead of a comparison group to determine if PFAR had an incremental impact on employment outcomes. However, the reference group selected was not directly comparable to PFAR participants:

- PFAR clients had lower educational levels (32% with less than Grade 12 education as compared to 22% for the reference group) and a higher proportion of PFAR clients from small communities (30% vs. 20%);
- Regression analysis revealed that education was the single most important determinant of employment outcomes;
- PFAR clients, besides having access to all the EBSM programs and services available to the reference group, were also eligible to participate in programs not accessible by the reference group - Term Job Creation and Mobility.

An attempt was also made to compare some outcomes of PFAR participants against displaced B.C. forestry workers. However, forestry is less seasonal than fishing, and forestry workers have more transferable skills and higher educational attainment than PFAR participants.

In sum, comparing outcomes of PFAR participants against those of the reference group and displaced B.C. forestry workers provides benchmarks against which to assess program outcomes. However, the comparisons cannot be used to attribute incremental impacts to the program.

6.1 Employment Status and Outcomes

Two sets of comparisons were made to examine employment status and outcomes:

- Employment outcomes for the surveyed PFAR participants were compared with the reference group of reachback clients to determine whether or not PFAR clients found employment to an extent similar to regular reachback clients. As discussed in Section 3, the use of reference group analysis means that a result for the PFAR participants that is the same or better than for the reference group is considered to be a favourable result for the PFAR program; and

- Employment outcomes for the PFAR participants were compared with those of BC forestry workers. Forestry is a major resource industry in BC that also experienced substantial changes that affected forestry workers in the 1990s. Between 1996 and 2001, provincial programs were offered that were designed to assist displaced forestry workers obtain employment outside of the industry or move to other types of employment within the industry.

6.1.1 Comparisons with Reference Group Outcomes

Fifty-one percent of the surveyed PFAR participants were employed at the time of the survey and this was similar to the reference group of reachback clients.

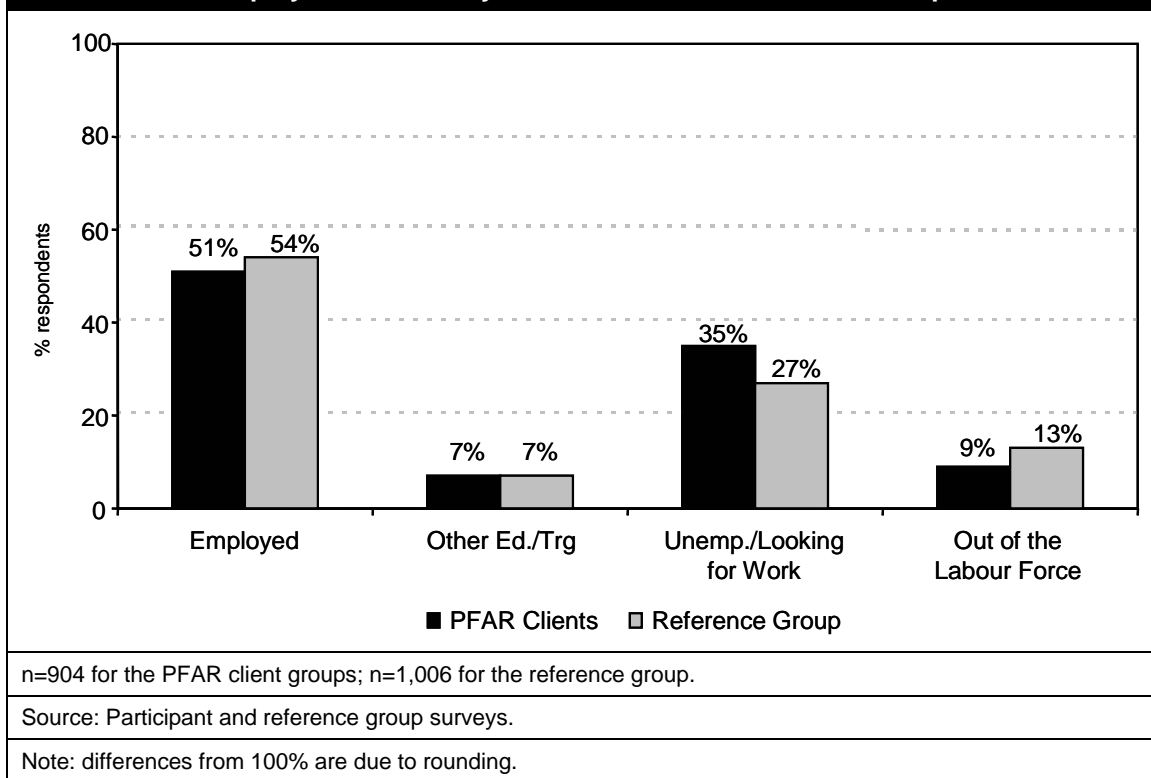
As discussed in Section 5, HRDC's PFAR participants were more likely than regular reachback clients to reside in a small rural community, be Aboriginal, have less than a high school education, and have lower literacy levels. Despite these challenging characteristics, the surveyed PFAR participants experienced employment outcomes similar to those of the reference group. As shown in Table 6-1 and Figure 6-1, about half of the individuals in each group were employed at the time of the survey. As noted in Section 3, the surveys were conducted in the off-season of fishing, which decreased the employment opportunities of fishing industry workers who had not made a transition out of the industry.

Status	PFAR Participant (n=904)	Reference Group (n=1,004)	Difference
Employed ²²	51%	54%	-3%
HRDC sponsored training/education	2%	3%	-1%
Other training/education	4%	4%	0%
Unemployed – looking for work	35%	27%	+8%
Unemployed – not looking for work	8%	12%	-4%
Retired	1%	1%	0%
Labour Force Participation Rate	84.4%	80.2%	+4.2%
Calculated Unemployment Rate*	41.5%	34.0%	+7.5%
Income (for 2001)			
Average	\$21,863.00	\$19,420.00	+\$2,443.00
Median	\$17,400.00	\$17,000.00	+\$400.00
* The average unemployment rate for the province during each survey period was 8.9%. ²³			
Source: Participant and reference group surveys.			

²² Current status/employment at the time of the survey.

²³ Source: *Labour Market Survey*, Statistics Canada

**Figure 6-1
Employment Status by PFAR and Reachback Client Groups**



When regression analysis was used to examine employment outcomes, the results confirmed that there was no statistically significant difference between the employment outcomes for the surveyed PFAR participants and reference group members. When logistic regression analysis was used to determine which factors predicted employment status, the results indicated that the level of education was the most important determinant of employment status. When weighted for education level, employment outcomes for the PFAR and reference groups were almost identical: 49.3% of PFAR participants were employed versus 49.6% of the reference group.

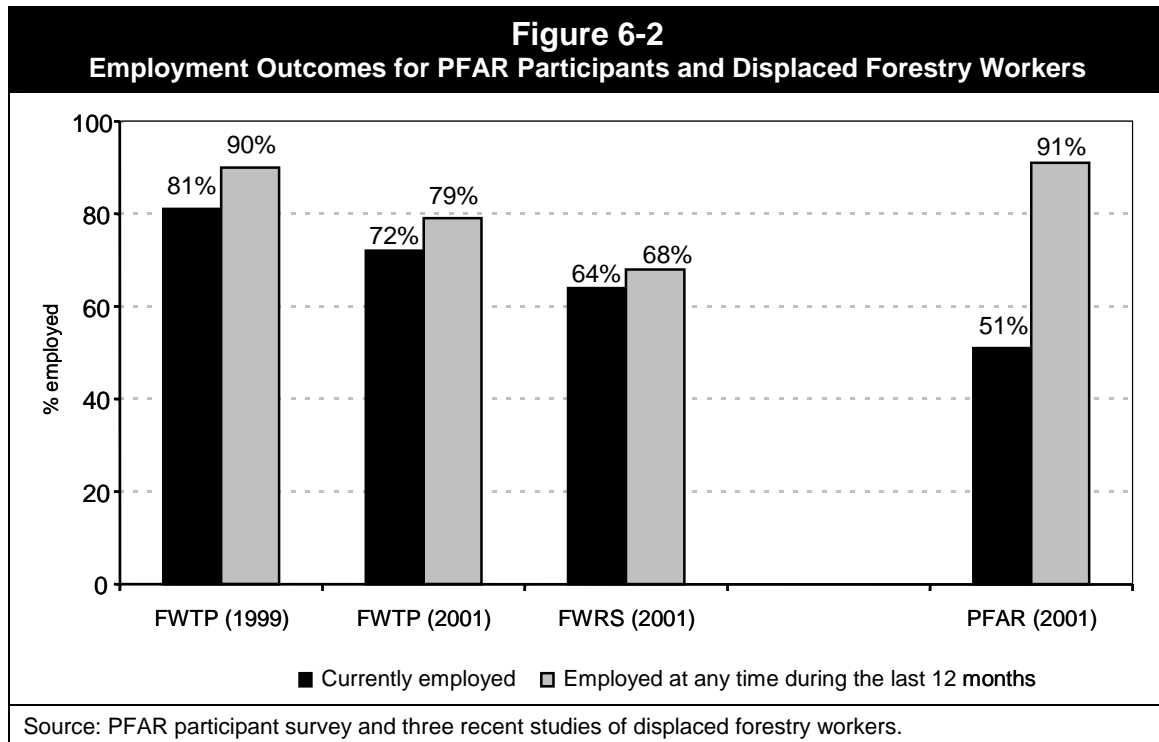
6.1.2 Comparisons with Displaced Forestry Worker Outcomes

The percent of surveyed PFAR participants employed at the time of the survey was less than in the case of displaced forestry workers in BC. However a larger percent (91%) of the surveyed PFAR participants had been employed at some time during the 12 months prior to the survey.

The results of three studies²⁴ were used to compare employment outcomes for BC forestry workers to HRDC's PFAR participants. Fifty-one percent of the surveyed PFAR

²⁴ The 1999 and 2001 Forest Worker Transition Program (FWTP) Surveys, R.A. Malatest & Associates Ltd. The 2001 Forest Worker Re-employment Services (FWRS) Survey, R.A. Malatest & Associates Ltd.

participants were employed at the time of the survey, compared with 64% to 81% in the case of the forestry workers (as shown in Figure 6-2). Employment history, however, indicates that 91% of the surveyed PFAR participants were employed at some time during the 12 months prior to the survey, compared with 68% to 90% of the forestry workers. It should be noted that TJC interventions did not bias the employment results for the PFAR participants, because TJC was terminated in 1999 and the survey reference period was 2000.²⁵



6.1.3 Employment Characteristics

Sixty-four percent of the surveyed PFAR participants who were working at the time of the survey were working in a full-time position.

The survey of HRDC's PFAR participants indicated that 64% of those who were working at the time of the survey were working in a full-time position, and 25% were self-employed. On average, individuals were working 38 hours per week (median = 40 hours).

²⁵ That is, PFAR participants would not have been employed at a job offered under the term job creation (TJC) program as that program was not offered after 1999.

The likelihood of being employed at the time of the survey was lower for those residing in small urban communities, Aboriginal individuals, and older workers.

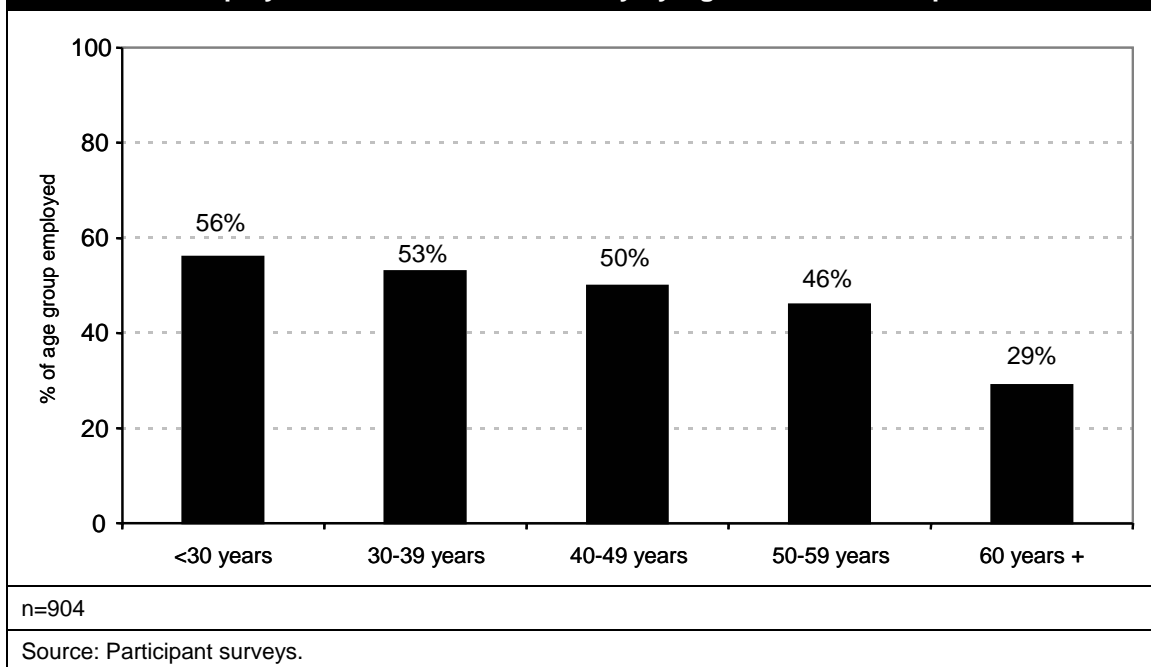
The survey of HRDC's PFAR participants indicated that:

- Individuals least likely to be employed were those who resided in small urban centres (i.e., population between 10,000 and 49,999): four in 10 individuals residing in small urban communities were employed, compared with five in 10 individuals in either small rural (i.e., population of less than 10,000) or urban communities (i.e., population of 50,000 or more);
- Forty-four percent of Aboriginal PFAR participants were employed, although further analysis indicated that Aboriginal status was a significant but relatively minor factor in explaining employment status;²⁶ and,
- There was an inverse relationship between age and employment, with the likelihood of being employed decreasing as age increased (as shown in Figure 6-3).

The interview analysis corroborated the finding that older workers generally faced more barriers than other members of the workforce in terms of re-training, transition and re-employment. Many of the interviewees indicated that a retirement package would have more appropriately addressed the needs of the older fishery worker (i.e., a program similar to the retirement package offered on the East Coast). As noted in Section 2, while an early retirement package was considered during the design phase of the PFAR program, it was not implemented.

²⁶ Although the relationship between Aboriginal status and employment status is statistically significant ($p = .01$), it is a weak relationship (Cramer's $V = .08$). That is, being Aboriginal or not does not contribute very much in terms of a person's employment status. Other more important factors, such as education level, would be more influential to a person's employment situation.

Figure 6-3
Employed at the Time of the Survey by Age of PFAR Participant



6.2 Making a Transition Out of the Fishing Industry

The survey of HRDC’s PFAR participants indicated that some of the participants made a transition out of the salmon fishery industry.

The survey of HRDC’s PFAR participants indicated that some PFAR clients successfully made a full transition out of the salmon fishing industry. Of those clients employed at the time of the survey (n=460), 85% reported they were working outside the salmon fishery, and 58% of those currently working indicated they had not worked in the fishing industry for the previous 12 months. These individuals are considered to have made a full transition out of the salmon fishing industry to other employment.

The survey results also suggested that some of the individuals who were not employed at the time of the survey (n=444) had also made a transition out of the salmon fishery. Eighty-one percent of unemployed individuals indicated that they had worked at some time during the past 12 months, and 49% of those individuals reported that they had worked outside the salmon fishery.

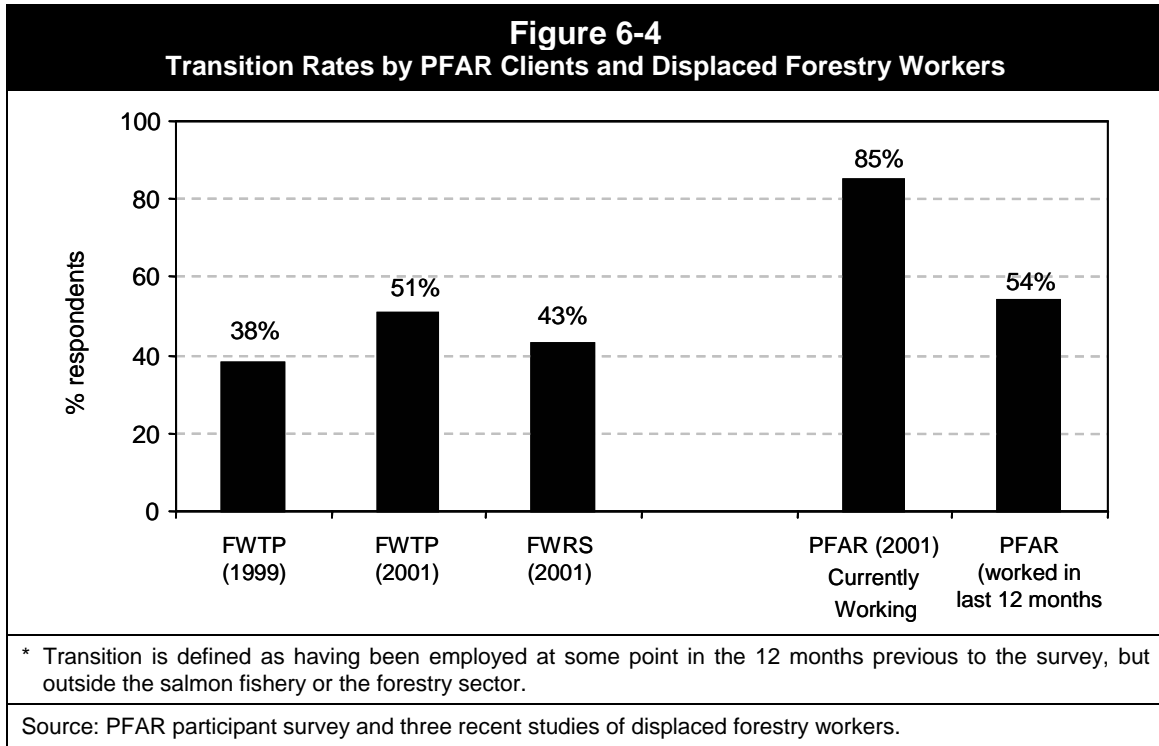
Overall, 54% of the surveyed PFAR participants who had worked at some point during the 12 months prior to the survey (n = 819) indicated they had worked outside of the salmon fishing industry. Similarly, approximately half of the surveyed PFAR participants indicated that they had not earned any income from the salmon fishing industry in 2000.

Individuals most likely to have made a transition out of the salmon fishing industry were those who:

- had less than a high school education OR some post-secondary education;
- were slightly younger than 40 years of age; and,
- were non-Aboriginal (the participant survey indicated that 45% of the Aboriginal participants in PFAR programming who had worked during the previous 12 months had been employed outside the salmon fishing industry, compared with 54% in the case of all the surveyed PFAR participants).

The available evidence indicated that the transition rates out of the industry were higher for the surveyed PFAR participants than for displaced forestry workers in BC.

Figure 6-4 shows that the transition rates for the surveyed PFAR participants were higher than for the displaced forestry workers in BC who participated in similar types of programs.



These results should be interpreted with some caution, however, because the forestry industry is able to recover from declines in economic activity more quickly than the salmon fishery. Conservation and resource replacement practices have been implemented for a longer period of time in the forestry industry than in the salmon fishery. As a result, circumstances in the forestry sector are more inclined to change in a positive direction and sooner than in the salmon fishery and forestry workers were able to more easily remain in or return to forestry than were salmon fishermen able to return to the fishing industry at the time of the survey.

6.3 Income

Sixty percent of the surveyed PFAR participants reported a loss of income since the year prior to participating in HRDC's PFAR programming, compared with 35% of the reference group of reachback clients. This suggests that transition out of the fishing industry for HRDC's PFAR participants was accompanied by a greater decline in income than in the case of the reference group.

Table 6-2 indicates that 60% of the surveyed PFAR participants reported a loss of income since the year previous to participating in PFAR, compared with 35% in the case of the reference group.

Reported Change in Income	PFAR Participants (n=904)	Reference Group (n=1,006)	Difference
Increase	13%	22%	-9%
No Change	21%	38%	-17%
Decrease of 1 to 25%	10%	7%	+3%
Decrease of 26% to 50%	17%	11%	+6%
Decrease of more than 50%	33%	17%	+16%
Don't Know/No Response	7%	4%	+3%
Total	100%	100%	n/a

Source: Participant and reference group surveys.

The size of the income loss shows that half of the surveyed PFAR participants indicated a loss in income of more than 25%, compared with 28% of the reference group. These results are somewhat corroborated by the low proportion (30%) of surveyed PFAR participants who reported that participating in PFAR helped them or would help them secure a higher paying job.²⁷

PFAR participants reported lower annual income levels for 2000 than the 1999 provincial average income level.²⁸ However, the average and median annual income levels for PFAR participants were higher than annual income levels of regular reachback clients in the reference group in the year 2001 (as shown in Table 6-1). The average weekly income for PFAR clients who were employed at the time of the survey was \$445.88 (median = \$400.00).

Aboriginal individuals and individuals aged between 60 and 65 years reported the lowest average annual income levels.

²⁷ It should be noted that it was never proposed that adjustment through PFAR programming would lead to a higher paying job than what they were earning previously in fishing.

²⁸ Source: *Canada Customs and Revenue Agency*. The average annual income for the province in 1999 was \$29,295.

Table 6-3 shows the average and median income levels for sub-groups of the surveyed PFAR participants. The lowest annual average incomes were reported by those aged 60 to 65 years (\$16,183) and Aboriginal individuals (\$17,826).

Table 6-3		
Average and Median Income Levels by Participant Characteristics for 2001		
Client Characteristic	Average Annual Income	Median Annual Income
Aboriginal	\$17,826	\$15,000
60 to 65 years of age	\$16,183	\$13,000
Under 30 years of age	\$18,741	\$15,500
Less than Grade 12	\$18,822	\$15,000
Small rural community	\$20,462	\$17,000
SURVEY AVERAGE	\$21,863	\$17,400
Source: Participant survey.		

Fifteen percent of the surveyed PFAR participants indicated that EI was their main source of income at the time of the survey, which was the same as for the reference group.

As indicated in Table 6-4, 15% of the surveyed PFAR participants indicated that EI was their main source of income at the time of the survey, which was almost the same percentage reported by the reference group. Table 6-4 also shows that PFAR participants were less likely to be in receipt of provincial income assistance (IA) at the time of the survey than were regular reachback clients in the reference group. Individuals located in the northern coastal region of the province were most likely to report EI or IA as their main source of income.

Table 6-4			
EI and IA as the Main Source of Income at the Time of the Survey by PFAR and Reference Group			
Main Source of Income	PFAR Participant Group (n = 905)	Reference Group (n=1,004)	Difference
Employment Insurance	15%	14%	+1%
Income Assistance	9%	14%	-5%
Total Financial Assistance	24%	28%	-4%
Source: Participant and reference group survey.			

6.4 Other Impacts: Employability and Personal Development

Secondary or non-employment outcomes associated with re-employment programs include perceived employability and personal development. Given that PFAR clients faced considerable challenges in terms of a general lack of experience in the non-fishing related labour market, these secondary benefits are important program outcomes. A comparison of perceived outcomes of surveyed PFAR participants with the reference group reachback clients is presented in Table 6-5.

Table 6-5 Perceived Program Outcomes by Participant and Reference Group (Level of Agreement)			
Program Outcome	PFAR Clients	Reference Group	Difference
I am more employable as a result of the training/services I received.	58%	61%	-3%
Training/services helped increase my confidence in ability to find employment.	55%	61%	-6%
The program allowed me to look for a different type of job than I had before.	48%	57%	-9%
The program made it easier to find a job sooner than I could have otherwise.	44%	54%	-10%
The program helped me find a job I enjoy as much/more than what I had before.	32%	49%	-17%
Source: Participant and reference group surveys.			

More than half of the surveyed PFAR participants indicated that their programs and services helped them to develop an increased sense of employability and confidence in their ability to find employment.

Table 6-5 indicates that more than half of the surveyed PFAR participants developed a sense of employability (58%) and confidence in their ability to find employment (55%).

The percentage of PFAR clients with these perceived outcomes was somewhat lower than the percentage of reference group reachback clients (61%). The difference (although relatively small) between the PFAR participants and the reference group in clients' perceived employability and confidence suggests that fishery workers could have benefited from more attention to personal development compared with regular clients.

Almost half (48%) of the surveyed PFAR participants indicated that participating in HRDC's PFAR component helped their job search.

Re-employment in small, fishing-dependent communities presented a major challenge to PFAR clients. As shown in Table 6-5, the surveyed PFAR participants indicated that participating in HRDC's PFAR programming was beneficial to their job search by

enabling them to look for a different type of job (48%) and by making it easier to find a job sooner (44%).

Once again, however, these perceived program outcomes were somewhat lower for surveyed PFAR clients than for the reference group of reachback clients.

About a third of the surveyed PFAR participants indicated that participating in HRDC's PFAR component helped them find a job that they enjoyed as much or more than their previous employment.

As shown in Table 6-5, about a third of the surveyed PFAR participants indicated that the program helped them find a job that they enjoyed as much or more than their previous employment. This is lower than for the reference group of reachback clients (49%).

These results suggest that more of the fishery workers secured employment that was less appealing (both personally and financially) than what they were doing prior to the program than in the case of regular reachback clients. Informant interviews and other research suggested that working in the fishing industry is quite different than working in other types of employment. For example, the salmon fishing industry typically requires or allows more self-direction, a less rigid schedule and outdoor work. As a result, traditional fishery workers can find it more difficult and/or undesirable to move into the more standard types of employment (e.g., indoor employment with set working hours).

It should be noted that the surveyed PFAR participants who were unemployed at the time of the survey were generally less satisfied in each of the areas discussed above, indicating that ratings for perceived employability, confidence, and job search results are all affected by the individual's employment status at the time of the survey.

6.5 Equivalency of Service

PFAR participants received fewer skills development (SD) interventions relative to the BC EBSM average. When JCP and TJC are removed, however, the distribution of the remaining interventions for each of the groups suggests that PFAR participants received a proportion of SD interventions that was more in line with regular EBSM clients.

There is some question as to whether or not sufficient skills development occurred for PFAR participants given their unique characteristics. A comparison of benefits received by PFAR clients and by regular EBSM recipients in BC is presented in Table 6-6. It should be noted that these results are based on the *most recent* intervention received for comparability with the BC EBSM average. The results in Table 6-6 indicate that PFAR participants received fewer SD interventions as compared to the BC EBSM average. This can, in part, be attributed to low demand for more formal types of education and training on the part of PFAR participants.

Table 6-6
Distribution of the Most Recent Programs and Services Received
by PFAR Participants and Regular EBSM Clients²⁹

Intervention Type	% PFAR Participants	BC EBSM Average ³⁰	Difference
Skills Development/Education	55%	79%	-24%
Job Creation Partnerships	24%	5%	+19%
Self-Employment	11%	12%	-1%
Targeted Wage Subsidy	6%	4%	+2.0%
Mobility Assistance	1%	n/a	–
Term Job Creation	1%	n/a	–
Other/Unknown	2%	n/a	–
TOTAL	100%	100%	

Given that job creation projects (JCP and TJC) had a different role in PFAR than in regular EBSM programming, it is useful to consider removing JCP and TJC, and examining the proportion of clients who received the remaining types of interventions (as shown in Table 6-7). When JCP and TJC are removed, the distribution of interventions for each of the groups suggests that PFAR participants' receipt of SD interventions was in line with regular EBSM clients. Also, Table 6-7 shows that two times as many individuals received TWS in the PFAR client group than in the case of the regular EBSM client group, when JCP and TJC are removed.

Table 6-7
Distribution of the Most Recent Programs and Services Excluding JCP and TJC
by PFAR Participants and Regular EBSM Clients³¹

Intervention Type	% PFAR Participants	BC EBSM Average ³²	Difference
Skills Development/Education	73%	83%	-10%
Self-Employment	15%	13%	-2%
Targeted Wage Subsidy	8%	4%	+4%
Mobility Assistance	1%	n/a	–
Other/Unknown	2%	n/a	–
TOTAL	100%	100%	

²⁹ Regular EBSM client data

³⁰ *Formative Evaluation of Employment Benefits and Support Measures Under the Terms of The Canada/British Columbia Labour Market Development Agreement.* HRDC, June, 1999

³¹ Regular EBSM client data.

³² *Formative Evaluation of Employment Benefits and Support Measures Under the Terms of The Canada/British Columbia Labour Market Development Agreement.* HRDC, June, 1999.

7. Conclusions and Lessons Learned

This section highlights the conclusions and lessons learned from this summative evaluation of HRDC's component of the PFAR program.

7.1 Main Conclusions

- *HRDC's PFAR component, with its CRF funding, made adjustment assistance available to those affected by the decline in the salmon fishery regardless of their eligibility for EI.*

With the continuing decline in the BC salmon fishery during the 1990s, many displaced fishery industry workers were becoming unable to accumulate sufficient insurable hours/earnings to qualify for income support under Part I and/or EBSM under Part II of the *EI Act*. The Pacific Salmon Revitalization Strategy that had been announced by DFO in March 1996 had been criticized for not containing a special/dedicated program for fishing industry displaced workers. HRDC's PFAR component made adjustment assistance programming available to individuals who otherwise would not have been eligible for regular EBSM.

- *The available evidence confirmed that most of HRDC's PFAR participants had considerable attachment to the fishery, although there is some evidence to suggest that not all participants were directly attached to the fishing industry.*

The available administrative data showed that most (71.6%) of HRDC's PFAR participants with a ROE for the period between 1995 and 1998 had a clear attachment to the fishery during that period. The remaining group that was matched to at least one ROE during the 1995 to 1998 period (i.e. 532 of 1,870, or 28%) had SIC information on their ROE suggesting that they were working in other sectors (e.g. construction, transport, the government sector, or retail). Without additional information about their employment activities, it is difficult to determine how closely they were linked to the fishing industry.

The survey of HRDC's PFAR participants corroborated the conclusion that most were attached to the fishery. Over half (57%) of the surveyed participants were commercial fleet fishery workers, about a third (31%) were plant workers or other commercial workers, and the remaining 12% were either involved in the recreational fishery sector or in other areas (e.g. science and research or other types of employment affected by the downturn in the salmon fishery).

- *The available evidence indicates that HRDC's PFAR programming reached the communities that were hardest hit by the decline in the salmon fishery.*

The most affected areas were typically small and remote communities with sizeable Aboriginal populations and limited labour market diversification outside of the fishery. The 15 communities most affected accounted for 23% of total job losses; 25% of HRDC's PFAR participants resided in these communities. In other words, the proportion of individuals who received PFAR programs and services was representative of the job losses in the communities most affected by the decline in the salmon fishery.

- ***HRDC's PFAR participants faced a variety of barriers in adjusting to the decline in the fishery. These barriers included low levels of education and literacy, advanced age, living in small remote communities (with a population of less than 10,000), lack of job search skills, and lack of experience in work situations outside the fishery.***

The survey of HRDC's PFAR participants, community case studies and informant interviews indicated that HRDC's PFAR participants faced a variety of barriers in adjusting to the decline in the fishery. These barriers meant that the PFAR participants presented a number of additional challenges to HRDC and required more employment counselling, education upgrading, and skill development than did regular EBSM clients. These barriers also called for more flexibility in the design and delivery of adjustment programs and services.

- ***Fifty-one percent of the surveyed PFAR participants were employed at the time of the survey. This was similar to the reference group of reachback clients but lower than for displaced forestry workers in BC. Ninety-one percent of the surveyed PFAR participants indicated that they were employed at some time during the 12 months prior to the survey and this tended to be higher than in the case of the displaced forestry workers.***

Despite the challenging characteristics of HRDC's PFAR participants, the surveyed participants experienced employment outcomes similar to those of the reference group of reachback clients. About half of the individuals in each group were employed at the time of the survey. Regression analysis confirmed that there was no statistically significant difference between the employment outcomes of the two groups.

The survey of HRDC's PFAR participants indicated that the likelihood of being employed at the time of the survey was lower for those residing in small urban communities (i.e., with a population between 10,000 and 49,999), Aboriginal individuals (44% of Aboriginal PFAR clients were employed, although further analysis indicated that Aboriginal status was a significant but relatively minor factor in explaining employment status and that other factors, such as the level of education, were more influential to a person's employment status), and older workers (with the likelihood of being employed decreasing as age increased).

According to three recent studies of displaced forestry workers in BC, however, more of the forestry workers were employed at the time they were surveyed (ranging from 64% to 81% across the three studies) than was the case for the PFAR and reference groups (51%). Employment history, however, indicated that 91% of the surveyed PFAR participants had been employed at some time during the 12 months prior to the survey, compared with 68% to 90% of the forestry workers.

- ***The available evidence indicated that the surveyed PFAR participants had a higher transition rate out of their industry than was the case for the displaced forestry workers in BC.***

The survey of HRDC's PFAR participants indicated that 85% of those employed at the time of the survey reported they were working outside the salmon fishery, and 54% of individuals who had worked at some point during the 12 months prior to the survey indicated they had worked outside of the salmon fishing industry. Similarly, approximately half of the surveyed PFAR participants indicated that they had not earned any income from the salmon fishing industry in 2000.

By comparison, the three studies of the displaced BC forestry workers report transition rates of 38%, 51% and 43% (across the three studies).

- ***Sixty percent of the surveyed PFAR participants reported a loss of income since the year prior to participating in HRDC's PFAR program, compared with 35% of the reference group of reachback clients.***

The size of the income loss indicated that half of the surveyed PFAR participants reported a decline in their annual income of 25% or more, compared with 28% of the reference group. Income levels, however, indicated that average annual income was greater for the PFAR participants (\$21,863) than for the reference group (\$19,420) in 2001.

- ***Many of HRDC's surveyed PFAR participants reported that the program increased their employability and personal development. However these perceived outcomes were somewhat lower than for the reference group of reachback clients.***

Many of the surveyed PFAR participants indicated that the program helped them to develop a sense of employability (58%), confidence in their ability to find employment (55%), and helped their job search (48%). These perceived outcomes were lower, however, than for the reference group (where 61% indicated that the program helped with employability and confidence, and 57% indicated that the program helped their job search).

- ***Overall program satisfaction among the surveyed participants of HRDC's component of the PFAR program was somewhat lower than in the case of the reference group of reachback clients.***

Sixty-nine percent of the surveyed PFAR participants indicated overall program satisfaction, while 74% of the reference group indicated overall program satisfaction. Looking at some of the specific aspects of HRDC's PFAR component shows that:

- 78% of the surveyed PFAR participants were satisfied with the scheduling of the programs/services and 72% were satisfied with the people providing the programs and services, and these levels of satisfaction were almost the same as for the reference group;
- 64% of the surveyed PFAR participants were satisfied with the usefulness of their most recent program/service, compared with 71% of the reference group;
- Two-thirds (66%) of the surveyed PFAR participants were satisfied with the usefulness of their Return to Work Action Plan, compared with 79% of the reference group;
- At least half of the surveyed PFAR participants were satisfied with the duration of their most recent employment benefit intervention (with the exception of the job creation partnerships), although their level of satisfaction was below that of the reference group for each type of these interventions; and,
- For the surveyed PFAR participants who were working at the time of the survey, the levels of satisfaction with the relevance of PFAR programs and services to their current employment situation was 50% or less.

Information collected through informant interviews suggested that relatively low satisfaction levels for relevance and usefulness ratings can be explained, in part, by HRDC's reliance on existing EBSM structures/programs that did not do enough to reflect the rural, remote location of many PFAR participants.

7.2 Other Issues and Considerations

- *A multi-jurisdictional response was perceived to be important. HRDC, by itself, could not complete the adjustment process given the state of BC's coastal economies.*

HRDC programs typically focus on labour supply issues (i.e. improving the capacity of the individual). The labour market outcomes of these types of initiatives are clearly influenced by the overall capacity of the communities where the individuals reside. Although HRDC programming under the PFAR program tended to be focused on improving the capacity of PFAR participants, the other federal departments in the PFAR program (DFO, INAC and WD) are major sponsors of industrial/regional development. Therefore, the outcomes of HRDC's PFAR programming must be considered in this broader context.

- *PFAR left a legacy of community infrastructure, partnerships and cooperation as a foundation for similar endeavours in the future.*

The consensus from the representatives from the four federal departments (DFO, HRDC, WD and INAC) involved was that the collaborative approach used was worthwhile. Also, the use of AHRDA's (with their established service delivery) was considered to be a useful vehicle for reaching Aboriginal clients. Overall, the benefits of PFAR's collaboration/partnering strategy was seen as building a foundation for interdepartmental cooperation in future programs. The delivery of HRDC'S PFAR adjustment assistance programming involved a wide variety of organizations at the industry and community level. Findings from the case study analysis indicate that services providers and the method of delivery reflected an attempt to balance community circumstances, client needs and community capacity.

- *The gap between the initial announcement of the PFAR program (in June 1998) and actual implementation (December 1998) led to some initial confusion among potential participants.*

Although the federal government had never intended to have the PFAR program implemented at the time of the announcement, the time lapse between the announcement of the PFAR program and actual implementation led to confusion and frustration on the part of potential program participants, HRCCs, and service providers because fishery industry workers expected the program to be available at the time of the announcement.

- *The collection and management of program administrative data could have been improved.*

HRDC's PFAR measures were not recorded for all individuals. In addition, information contained in the program database for a number of variables was either incomplete or contained anomalies.

7.3 Lessons Learned

- ***The use of CRF funding in collaboration with other departments was useful in meeting challenges to provide programming to a challenging target group facing significant difficulties.*** Providing parallel programming through the CRF as part of the PFAR program successfully made adjustment assistance available to displaced fishery workers who otherwise would not have access to regular EI Part II programming.
- ***Traditional programs and services were useful but sometimes insufficient to assist in the adjustment of individuals displaced from the BC salmon fishery.*** Fishery workers presented a number of additional challenges to HRDC (e.g. advancing age, low levels of education and literacy, living in small and remote communities) and in some cases more intensive and/or extensive programming was required to make a transition out of the fishing industry. Although the regular employment benefits and support measures offered through HRDC helped PFAR clients, HRDC's experience with the PFAR program highlighted the importance of including additional/complementary types of assistance (i.e., TJC and mobility), engaging the AHRDAs in providing adjustment programming to individuals, especially those located in remote coastal communities, and collaborating with departments sponsoring industrial/regional development.
- ***Working closely in collaboration with the industry, unions, non-profit organizations and other government agencies to address major adjustment issues was critical.*** Establishing partnerships with other government agencies and stakeholder organizations in the design and delivery of PFAR was considered by program officials a successful approach to understanding and addressing problems related to the adjustment and restructuring of the salmon fishery.
- ***When introducing similar programs, there is a need to address and manage worker and community expectations.*** There was considerable confusion around the delay between program announcement and program implementation. Also, the informant interviews identified community and client consultation as an area that could have been improved. Individuals prefer to have input in the planning stages, prior to program design and implementation.
- ***Preliminary assessment of the extent of the problem and issues prior to program design and implementation is critical.*** Related to the issues of community consultation and partnering with stakeholder organizations in the design and delivery of programming, is the need to fully understand the problems and the extent of the problems to be addressed. PFAR was based on partnerships developed between HRDC, DFO, WD and INAC as well as the use of outside expertise when appropriate. However, the challenge remained to design a multi-faceted and complex program within a very tight time frame.
- ***Putting in place sufficient administration and program data processes for reliably recording and tracking program participants is important to meeting accountability and evaluation requirements.*** Gaps and anomalies in the administrative data for HRDC's PFAR program limited the analysis that could be conducted for the evaluation.