

# *Summative Evaluation of the Labour Program Supplementary Funding*

**Final Report**

*Audit and Evaluation  
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# *Table of Contents*

**Executive Summary ..... i**

**Management Response ..... v**

**1. Introduction ..... 1**

**2. Methodology and Approach ..... 3**

**3. Findings for Part II – Air Transport ..... 5**

**4. Findings for Part III – Road Transport ..... 9**

**5. Findings for Fire Protection Services ..... 13**

**6. Conclusions ..... 17**



# *List of Figures*

<b>Figure 1</b>	<b>Part II - Data Analysis Model .....</b>	<b>5</b>
<b>Figure 2</b>	<b>Part III - Data Analysis Model.....</b>	<b>9</b>
<b>Figure 3</b>	<b>FPS - Data Analysis Model.....</b>	<b>13</b>



# *Executive Summary*

## **Evaluation of Labour Program Supplementary Funding**

HRSDC's Labour Program obtained supplementary funding in the total amount of \$28,000,000 for the years 2000-2001 through 2004-2005 to allow it to enhance the integrity of its delivery of *Canada Labour Code* core activities.

The evaluation of the effect of the supplementary funding on three high priority areas (air transport, road transport and fire protection) relative to designated performance measures was undertaken by Consulting and Audit Canada in cooperation with Program Evaluation of HRSDC. The evaluation consisted of two parts: administrative data analysis (both graphical and statistical) and interviews with approximately 50 Labour Program managers, as well as client departmental/agency managers; and employer, employee, union and industry representatives.

The basic evaluation issues were straight forward: were there changes in program and service delivery co-incident with supplementary funding; were clients aware of such changes; and did the supplementary funding have any impact on the designated performance measures of a reduction in the disabling injury incidence rate (air transport), a reduction in labour standards complaints (road transport) and reductions in fire losses (for both federal facilities and First Nations) as well as in fire hazards in major public buildings and schools in First Nations communities.

The graphical analysis supported the notion of a shift to proactive from reactive assignments. This shift was pronounced in the air transport sector although yearly deviations were noted as a result of post-9/11 adjustments and SARS. There was no apparent impact on the disabling injury incidence rate to cause it to deviate from its downward trend. For road transport, the efforts devoted to proactive work actually generated additional reactive work during the first two years program funding. However, in the following two years there was a decline in the complaint load. In the case of fire protection, the graphical results were mixed and the number of fires actually increased. Fires in correctional facilities account for the majority of all fires in federal facilities; and, for First Nations fires, available data did not differentiate between residential fires and public buildings and schools fires. Reductions in fire hazards per se were not measured.

The statistical analysis supported the positive impact in terms of the shift to proactive activities in the air transport sector and confirmed the continuation of the downward trend in the disabling injury incidence rate (DIIR). However, the statistical analysis of supplementary funding in road transport indicated no significant change in the proportions of proactive and reactive assignments. While the number of information sessions and related promotional activities increased and the compliance rate improved, the number of inspections fluctuated. The change in the number of complaints was too small to obtain a significant result. As a result, the impact of supplementary funding on the number of complaints in road transport is similar to the changes in other industries. Finally, statistical analysis also confirmed that the supplementary funding for fire

protection increased proactive measures, however as noted in follow-up survey interviews with departmental, agency and First Nations representatives, a number of other factors not related to fire protection activities per se had a greater impact. As noted, the majority of fires in federal facilities occurred in correctional facilities and the rate of incidence of fires has more to do with conditions other than improved fire protection information.

The interview candidates (approximately 50) for the survey, while not randomly selected, were representative. For example, for air transport the interview candidates were selected from airports that accounted for the bulk of passenger traffic in Canada. Most survey respondents were aware of the changes in service delivery, including client education initiatives, and felt well served by Labour Program staff, but there were several interview candidates who had no knowledge of the program at all. While Labour Program staff and departmental partners were, by and large, familiar with and supported the changes in program delivery, the results were mixed for private sector partners (airports, trucking firms, driver training schools). There were several interview candidates that gave a “nil responses” meaning that while aware of the initiative they were not prepared to participate in the interview because they had no exposure to or experience with the program. In other cases interviewees felt that the available resources were insufficient to make a substantial difference towards the service delivery objectives.

## **Conclusions**

Presented below are general conclusions related to the success of the Supplementary Funding Initiative in achieving its goal for Part II (Air Transport), Part III (Road Transport), and Fire Protection Services. The section concludes with some suggestions as to how to improve the data collection, performance monitoring and future evaluations to provide timely and relevant management and analytical information in the future.

### ***Part II for the Air Transport Sector***

The Labour Program may have been successful in shifting its resources from Part II reactive to proactive work, however, data limitations and the occurrence of human and natural disasters (9/11 and SARS) make attribution difficult. Due to a lack of more recent data, a link between the increased focus on proactive work and the DIIR can not be established.

### ***Part III for the Road Transport Sector***

The shift in resources towards more proactive assignments for the Road Transport sector was not apparent, with the percentage of proactive assignments to all assignments remaining relatively stable since the introduction of Supplementary Funding. While there had been a decrease in the number of complaints in the Road Transport sector since the introduction of the Supplementary Funding in 2000-01, the decreased was not statistically significant.



## ***Fire Protection Services (FPS)***

Definitive statements cannot be made concerning a shift in the focus of FPS activities or directional changes recorded for some of the performance indicators. However, the following observations are made:

- The number of information sessions declined, while the number of inspections increased after the introduction of the Supplementary Funding Initiative;
- The total number of investigations was too small to make conclusive statements about changes in trends;
- The number of fires increased though the dollar loss per fire stayed somewhat constant, before and after the introduction of Supplementary Funding; and
- The number of deaths showed a downward trend since the implementation of the Supplementary Funding.

To improve the data collection process, performance monitoring and future evaluations, the following suggestions are also made:

- Future funding allocations should be clearly tracked in the financial management system in order to allow for the assessment of the cost-effectiveness of program initiatives. This is particularly important for O&M expenditures, although it could also apply to salary and wages as well.
- Since the LA2000 (including the FA2000 database for FPS) database is still in development, it will be beneficial for HRSDC to determine the type and frequency of management reports it needs and then organize and monitor the LA2000 database to capture the data information, so as to track the key activities and performance indicators over time. We offer a few specific suggestions below:
  - Develop a protocol to ensure data consistency and accuracy;
  - Link related program data into one database to help address the issue of attribution in evaluation; and
  - Create a data warehouse to “freeze” data within a set timeframe to generate consistent, timely and comparable reports.



# *Management Response*

Management of the Labour Program accepts the findings in the evaluation. Modest results were shown to have been achieved to date with the small amount of supplementary funding for program integrity. Changes in outcome measures over the five-year funding period were relatively small and attribution made difficult due to the time lag between results and the application of additional program resources. The evaluation did document important and significant changes in Labour Program service delivery over the same period; in particular, the shift to proactive rather than reactive service and program orientation. What can be seen is a start to an important change in the culture and behaviour of clients, through the positive reactions Labour Program has seen from initiatives and partnerships that have been established (e.g. favourable comments about client education initiatives and information products from the road transport industry at public forums).

With renewal and continuation of the supplementary funding, Labour Program intends to build on existing initiatives to address risks associated with non-compliance with, and low levels of client awareness of, occupational health and safety and labour standards legislation and fire protection requirements, and with fire-related losses in schools and major public buildings on First Nations reserves. Future activities will continue emphasizing strategically-focused sectoral interventions for high risk sectors; pursuing alternative service delivery methodologies; partnering with employer, employee and government organizations for prevention activities; strengthening client capabilities; pursuing client education strategies; and enhancing the use of the Internet for disseminating information to clients.

These further initiatives will result in a continued increase in proactive activities; improved quality and consistency of service delivery; better informed clients; a higher level of voluntary compliance; improved enforcement tools and processes; a reduction of occupational health and safety and labour standards complaints in the longer term; a lowering of disabling injury incidence rates; and a minimization of the loss of life and property damage due to fires. More timely fire engineering reviews of building construction and renovation plans will result in less costly modifications to federal buildings. In addition to these direct results, investments in prevention activities will result in financial savings to the federal government in workers' compensation costs.

Presented below are actions the Labour Program has already taken, and what further steps it will take, in regard to the specific suggestions made in the evaluation for improving the data collection process for providing management and analytical information in the future.

- For future major new temporary funding allocations for distinct initiatives, Labour Program will set up during fiscal 2005-2006 a separate tracking system (a separate Responsibility Centre (RC)) in the Corporate Management System (CMS) to which managers will code their expenditures and that will allow for a rollup each year of actual expenditures.

- Labour Program will be reviewing the type and frequency of management reports it needs from LA2000 (including the FA2000 database for Fire Protection Services), and will organize and monitor the LA2000 database to capture the necessary data, so as to track key activities and performance indicators over time. The scope of this exercise will be contingent on the availability of additional resources. In regard to the specific suggestions:
  - A protocol has been developed to ensure consistency and accuracy in the creation and editing of employer and site records. Assignments will continue to be evaluated until October 2005 so as to develop clear and concise definitions of assignment objectives and assignment types. Then data entry and usage protocols in relation to assignments, as well as quality control mechanisms, will be developed and implemented on a national level during fiscal 2005-2006, to the extent that resources are available; and
  - Linkages between related program data have been created in the LA2000 database, to help address the issue of attribution that was identified in the evaluation. Further linkage creation will be explored during fiscal 2005-2006 to facilitate processes for users, and to simplify reporting.

Arrangements have been put in place to convert an image of the LA2000 testing environment for use as a data warehouse, when requested by business lines, to allow multiple reports to be run on a stable, unchanging dataset, while allowing LA2000 to continue to be used as an operational database.

# *1. Introduction*

In September 2000, Human Resources and Skills Development Canada's (HRSDC's) Labour Program received, \$28 million to enhance the Program Integrity Initiative over five years ending March 31, 2005. The additional funding was intended to change the program delivery of core activities under the *Canada Labour Code*, including fire protection activities. The Labour Program was required to evaluate the impact of this Supplementary Funding by the first quarter of 2005. Consulting and Audit Canada was retained to carry out the evaluation of Labour Program Supplementary Funding.

The Supplementary Funding was intended to implement major policy improvements and service delivery alternatives with a strategic focus on prevention related to occupational health and safety (Part II of the *Canada Labour Code*), labour standards (Part III of the *Canada Labour Code*), and Fire Protection Services (FPS), including shifting resources from reactive to proactive activities.

HRSDC's Evaluation Directorate and the Labour Program decided to limit the evaluation to measuring the outcomes of the Air Transport sector for Part II, the trucking sector for Part III, and the FPS. In addition to focusing on the resource shift from reactive to proactive activities, the review of the administrative data examined the three key performance indicators, namely: the (air transport) disabling injury incidence rate (DIIR) under Part II, (trucking) complaints under Part III, and property and life loss due to fires.

In terms of funding allocation, Part II received \$6 million more in salary and O&M to implement the Supplementary Funding Initiative between 2000-01 to 2003-04. The increase overall was mostly salary, which averaged \$6.1 million prior to Supplementary Funding and increased to \$7.6 million between 2000-01 and 2003-04.

Between 1995-96 and 1998-99, an average of \$6 million was allocated for Part III, jumping to an average of \$8.1 million between 2000-01 and 2003-04. Of the additional \$8.4 million provided for Part III, salary accounted for about half the amount.

On average, annual total FPS salary and O&M funding was \$2.2 million before the Supplementary Funding, and \$3.0 million after the Supplementary Funding, resulting in an increase of approximately \$3.2 million between 2000-01 and 2003-04. Salary increased from an annual average of \$2 million during pre-Supplementary Funding to \$2.7 million during post-Supplementary Funding.



## *2. Methodology and Approach*

Data collection for Parts II and III relied primarily on data from the Labour Program's LA2000 database, and the Employer's Annual Hazardous Occurrence Report for the DIIR. The FPS data sources were the Labour Code Application, which is a variant of the LA2000 database, and the Fire Losses in Government of Canada Properties, 2002-03 Fiscal Year Summary.

The data collection process was more complicated than expected mainly due to:

- privacy concerns that prevented the Labour Program data personnel from sharing the types of data or reports that might be available from the LA2000 and related databases;
- the operational and administrative nature of the LA2000 database, which did not easily serve analytical purposes;
- the real-time system configuration of the databases, which resulted in slightly different data being produced each time data needed to be rerun, resulting in inconsistencies across versions; and
- changes to data definitions during the nine-year period under examination.

Using an iterative process, the data request was refined as knowledge of the feasibility, data definitions and interpretation increased. Discussions with Labour Program data personnel also helped to ensure data consistency and quality.

FPS data availability is weak because the Labour Code Application did not capture much in terms of performance indicators (e.g., client capacity for providing its own fire prevention services, voluntary compliance information) and Labour Affairs Officers (LAOs) in regions were not required to track and record all information (e.g., counselling sessions). As well, FPS' advisory role has no legal mechanism to require First Nations communities or from Indian and Northern Affairs Canada (INAC) to report, and INAC fire loss reports to FPS do not separate out buildings under federal jurisdiction from those under the authority of First Nations communities.

In consultation with HRSDC's Program Evaluation Directorate and the Labour Program, and taking into account the availability and timeliness of the data, it was agreed to use graphical trend analysis, which allows for the visual examination of the trends over time. The main difficulty to using this approach is its limitation to address attribution.

To improve the robustness of the graphical trend analysis, the Program Evaluation Directorate undertook a statistical analysis. This analysis included a time series analysis using pooled data, as well as a time-lag analysis. This additional statistical analysis was expected to capture only large impacts, due to the limited sample size. In addition there were confidential interviews of key informants aimed at validating the graphical and statistical data.





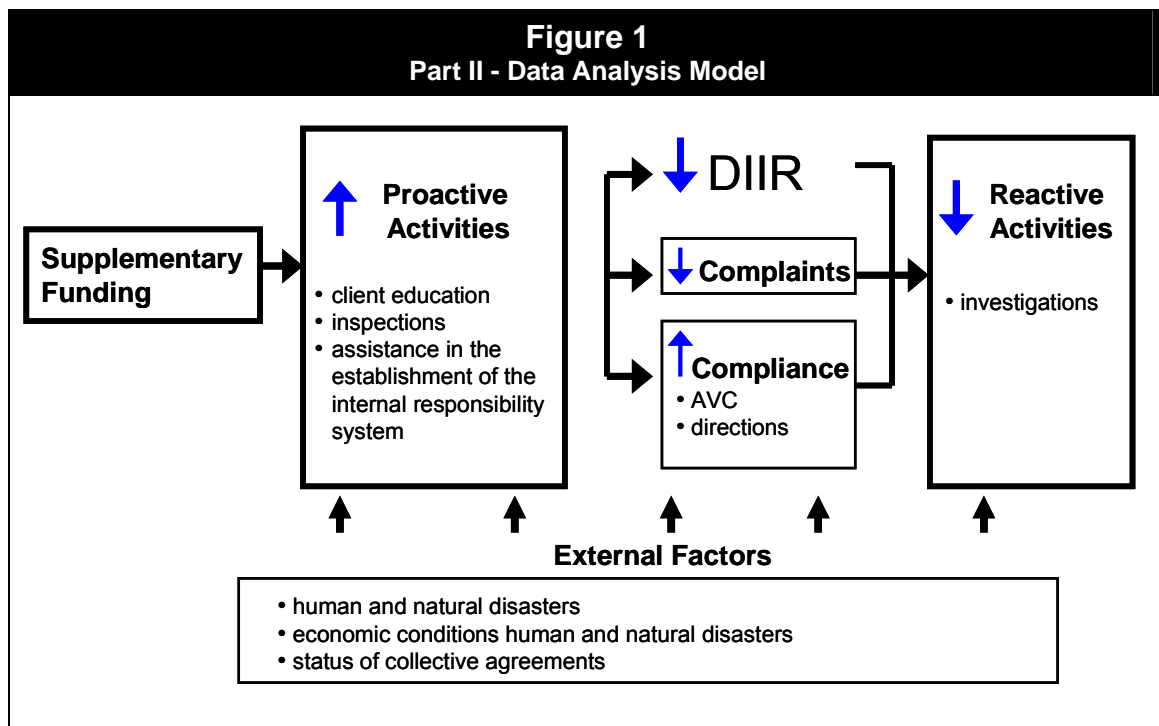
### 3. Findings for Part II – Air Transport

The Air Transport sector includes federally-regulated employers and employees in the airline industry (e.g., airline ticket agents, aircraft maintenance), airport operations (e.g., runway cleaners, firefighters, administrative and maintenance staff working at airports), fuel companies, baggage handlers and security companies. It does not include food service companies or courier companies. There are about 1,800 active employers in the Air Transport sector, representing about 12% of all active Part II employers, and employing just over 100,000 or about 7% of all employees under Part II.

The Air Transport sector has been considered as one of the higher-risk sectors under Part II. Between 1996 and 2002, the annual average Air Transport DIIR registered at 5.37% or 2.4 times that of all other sectors.

#### Part II – Data Analysis Model

A graphic depiction of the activities undertaken by Labour Program staff, the main outputs, and the outcomes as a result of the Supplementary Funding Initiative for Part II was developed and is presented below. This model forms the basis for the data analysis undertaken for the Air Transport sector. The blue arrows represent the intended results of the activities undertaken through the Supplementary Funding Initiative.



Supplementary Funding was provided to help the Labour Program change the way its program was delivered, to shift resources from reactive to proactive activities with an ultimate outcome to decrease the DIIR. An increase in proactive work such as client education, inspections or assistance to establish the internal responsibility system, is expected to result in an increase in awareness of the rights and responsibilities of employers and employees. This in turn would result in changes in behaviour resulting in fewer complaints, and resulting in a lowered DIIR. Consequently, there is a reduced need for Labour Program to respond in a reactive mode, meaning a reduction in investigations.

## **Part II – Assignments**

About 83% of all Part II assignments in the Air Transport sector between 1995-96 and 2003-04 were proactive, with roughly the same percentage applied to all other industries. Proactive and reactive assignments both increased since 2000-01 for the Air Transport sector, reflecting an increase in resources subsequent to the Supplementary Funding. The Air Transport sector, accounting for about 12% (or 1,816) of all active employers under Part II, took up almost 15% of all Part II proactive assignments and almost 14% of all Part II reactive work between 1995-96 and 2003-04, likely reflecting the higher DIIR rate in this sector.

### ***Proactive Assignments***

Although the proportion of proactive assignments to all assignments for the Air Transport sector experienced a downward trend before the Supplementary Funding, there was a distinct and sustainable increase after the implementation of the Supplementary Funding, implying an opposite trend for reactive assignments, and thus indicating that the Labour Program had been successful in shifting its resources from reactive towards proactive work. Though less prominent than for the Air Transport sector, the same can be said for all other industries.

The proportion of proactive assignments to all assignments was consistently lower in the Air Transport sector than in “all other industries” before the Supplementary Funding, and the reverse was true after the Supplementary Funding. On average, this proportion was 79% for the Air Transport sector and 80% for all other industries before the Supplementary Funding (1995-96 and 1999-00). Between 2000-01 and 2003-04, the average numbers increased to 86% for the Air Transport sector and 83% for all other industries. Both the graphical trend analysis and the statistical analysis found a positive impact on the number of proactive assignments as a result of the Supplementary Funding.

Information sessions, activities related to the assistance in establishing the internal responsibility system (i.e., counselling sessions as defined in the LA2000 database), and inspections account for about 90% of all Part II proactive assignments between 1995-96 and 2003-04: There are clear upward trends for all three types of assignments since the implementation of the Supplementary Funding, suggesting that increased emphasis on Part II proactive work was not restricted to any one particular type of activity.

## ***Reactive Assignments***

Though there was a drastic dip in the number of reactive assignments for the Air Transport sector when the Supplementary Funding came into place (from 162 in 1999-00 to 94 in 2000-01), this number persistently climbed to a pre-Supplementary Funding high of 161 assignments in 2003-04. The same trend was mirrored for the number of investigations in the Air Transport sector, which comprises over 90% of all reactive assignments in the sector between 1995-96 and 2003-04. The analysis conducted by HRSDC found no statistical evidence of a decrease in the number of reactive assignments since the introduction of Supplementary Funding.

The initial dip in the number of reactive assignments and investigations may be a result of the decrease in the number of complaint-induced investigations. The launch of the Supplementary Funding coincided with the implementation of the internal responsibility system, whereby employers and employees must first resolve any conflict internally before formally filing a complaint to the Labour Program for investigation. At least two major external disturbances may have contributed to the subsequent rise in the number of reactive assignments and investigations. The event of 9/11 and the onset of SARS resulted in many incidences of “refusal to work” reactive assignments at the airports. These two events might have contributed to the increase in the number of reactive assignments and investigations during this period.

Though the number of reactive assignments was on the rise since the implementation of the Supplementary Funding, as noted above, the Labour Program has still achieved a shift to relatively more proactive work for Part II.

## **Part II – Outcomes**

### ***Compliance***

Though both Assurances of Voluntary Compliance (AVCs) received and directions issued showed downward trends between 2000-01 and 2003-04 in the Air Transport sector, the number of AVCs received was higher than its pre-Supplementary Funding level. On the whole, the findings are not conclusive in terms of how, if at all, the compliance rate has changed since the implementation of the Supplementary Funding.

### ***Complaints***

The number of Air Transport sector complaints dropped in the two years prior to the Supplementary Funding. Since then, this number had been stable and stayed at a historical low level in recent years. For other industries, the number of complaints consistently dropped after the implementation of the Supplementary Funding, and was also at a historical low by 2003-04. The onset of the internal responsibility system might have triggered a lowering of the number of complaints, both in the Air Transport sector and other industries.

### ***Linkage between Reallocation of Resources under Supplementary Funding and DIIR***

Although there was an internal reallocation from Part II reactive to proactive assignments after the Supplementary Funding, it is not conclusive whether the increased proactive work impacted the key performance indicator – the DIIR. The Air Transport DIIR had only gone down in one year (2002) after the Supplementary Funding. Without more recent data, a definitive downward trend for the Air Transport DIIR can not be established.

Given the nature of the work performed by the Labour Program, it can be argued that any significant changes in outcomes would not be apparent in the short-term. To address this issue, a one-year time lag of the data was introduced in HRSDC's analysis, but no difference was observed in the results. However, based on the province of British Columbia's experience, it might take some time before the Labour Program can observe any substantial reduction in the DIIR. Unfortunately, due to data limitations, a two or three-year time lag could not be introduced into the analysis.

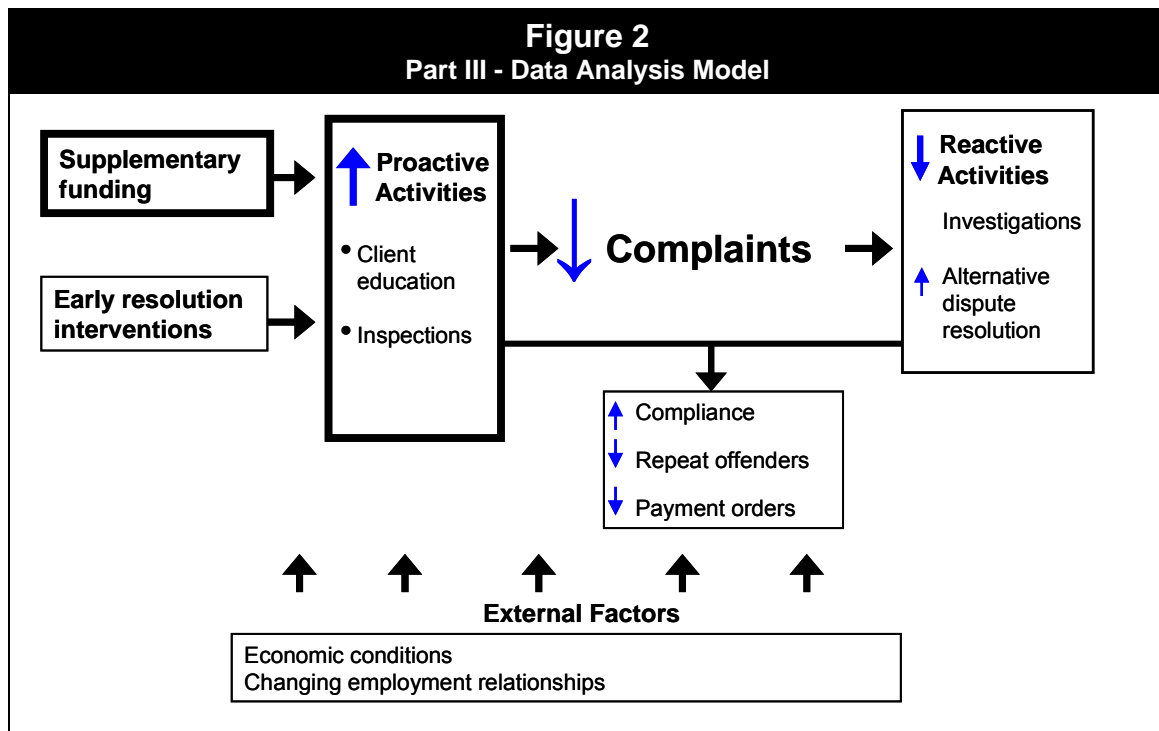
## 4. Findings for Part III – Road Transport

To maximize the potential benefits of the Supplementary Funding Initiative, the Road Transport sector<sup>1</sup> was targeted for activities under Part III because the Road Transport sector, with close to 10,000 employers, accounts for:

- over two-thirds of all federally-regulated employers subject to Part III of the *Canada Labour Code*;
- approximately 75% of all Labour Standards complaints received annually; and
- 77% of all Labour Standards violations, in 2003-04, the last fiscal year for which data are available.

### Part III – Data Analysis Model

The figure below provides a graphic depiction of the activities undertaken by Labour Program staff, the main outputs, and the outcomes as a result of the Supplementary Funding Initiative for Part III. This model forms the basis for the data analysis undertaken for the Road Transport sector. The blue arrows in the figure represent the intended results of the activities undertaken through the Supplementary Funding Initiative.



<sup>1</sup> The Road Transport sector is comprised of two sub-sectors: trucking, and other road transport which includes courier companies, charter bus companies, and armoured car companies, among others.

The overall outcomes of the Supplementary Funding Initiative with respect to Part III of the *Canada Labour Code* were to decrease the number of complaints, increase the rate of compliance, and decrease the number of repeat offenders and payment orders issued. To achieve these outcomes, certain proactive activities were to be undertaken, the most significant of which were a client education program, which included a special initiative with driver training schools, and an increase in the number of inspections. The achievement of the outcomes was to result in a decrease in the number of investigations undertaken by LAOs.

The chain of events, however, is blurred by other important factors that also played a role in the achievement of outcomes: external factors (e.g., economic conditions) and two major initiatives introduced within the same timeframe as the Supplementary Funding Initiative: the introduction of Early Resolution Officers and a new alternative dispute resolution system to deal with unjust dismissal complaints.

### **Part III – Proactive Assignments**

#### ***Overall results***

The number of proactive assignments targeted in the Road Transport sector has not shown a noticeable increase since the introduction of Supplementary Funding. While the number of information sessions and related promotional activities has increased, the number of inspections has fluctuated. The overall gap between the number of assignments in the Road Transport sector versus all others has decreased since 2000-01, however this difference was not found to be statistically significant by HRSDC in its analysis.

Overall, the percentage of proactive assignments undertaken for the Road Transport sector as a percentage of all assignments has remained relatively stable since the introduction of Supplementary Funding, while it has declined from 31% to 20% of all assignments undertaken for all other sectors.

#### ***Driving school partnership initiative***

As part of the Supplementary Funding Initiative, Labour Program staff developed and implemented a partnership program with driver training schools across the country. About 60 of 201 accredited driving schools participated in the program. Promotional activities for this initiative were undertaken in 2002-03 (250 assignments) and in 2003-04 (46 assignments). Seminar sessions to assist schools in incorporating information on Part III into their curricula were held in 2002-03 (35 sessions) and 2003-04 (24 sessions).

## **Part III – Reactive Assignments**

### ***Overall results***

The number of reactive assignments undertaken for the Road Transport sector has declined in the last two years of Supplementary Funding, after increases in the first two years. A different trend is evident in all other sectors, where steady increases in the number of reactive assignments have been recorded since the introduction of Supplementary Funding. However, the difference was not deemed to be statistically significant and, as a result, it cannot be concluded that the number of reactive assignments has decreased since the introduction of the Supplementary Funding.

## **Part III – Outcomes**

### ***Compliance rate***

The compliance rate in the Road Transport sector has ceased its downward trend since the introduction of the Supplementary Funding Initiative. A similar trend was not found for all other industries.

### ***Repeat offenders***

For this analysis, repeat offenders are defined as employers who have a violation recorded against them in two successive years. After recording increases in the first two years following the introduction of Supplementary Funding, the number of repeat offenders in the Road Transport sector has declined.

### ***Payment orders issued***

The number of payment orders issued in the Road Transport sector increased every year between 1995-96 and 1999-00. After the introduction of Supplementary Funding, the number increased in 2001-02 but then declined in each of the next two years.

### ***Complaints***

After increases in the first two years of Supplementary Funding, the number of complaints received in the Road Transport sector has declined. The opposite trend was recorded for all other industries. The change in the number of complaints, however, was not large enough to result in a statistically significant change in the data.

Historically, approximately 75% of all complaints (excluding those for unjust dismissal) were recorded in the Road Transport sector. Statistics from the LA2000 database reveal that the percentage of all complaints (excluding unjust dismissal complaints) attributed to the Road Transport sector has declined to 65% since the introduction of Supplementary Funding.







## **FPS – Data Analysis**

### ***Information sessions***

There was an initial increase in the number of information sessions offered to both federal departments and First Nations the year immediately after the introduction of the Supplementary Funding Initiative, but this phenomenon did not last and turned into a downward trend after 2001-02. By 2003-04, the number of information sessions provided was either lower (for federal departments) or at par (for First Nations) with the pre-Supplementary Funding period.

### ***Inspections***

Though slight variations in trends exist between inspections for Federal and First Nations properties, the general trend after the Supplementary Funding was introduced was the same for both types of properties. An initial hike was recorded in the number of inspections in 2001-02 and this number continued to stay high. The number of inspections in the post-Supplementary Funding period were either higher than (First Nations) or similar to the previous high (federal properties), compared to the pre-Supplementary Funding period.

### ***Investigations***

Investigations of Federal Properties are a rare occurrence. The most investigations recorded in a given year over the entire period (1995-96 to 2003-04) occurred in 1995-96, during which a total of 19 were undertaken. Given the small number of fire investigations, it would not be appropriate to make conclusive statements about any changes in trends observed during this period.

## **FPS – Outcomes**

Four outcomes were assessed with respect to FPS: number of fires, dollar loss per fire, number of injuries, and number of fatalities. Outcome statistics for First Nations are not limited to buildings under Federal jurisdiction, but rather include all incidences on First Nations lands.

### ***Number of fires***

The number of fires occurring at federal properties reversed its upward trend and started to decline after 2000-01. The majority of fires (85%) occurred in buildings under the control of Correctional Services (i.e., penitentiaries). The origin of the fires could not be determined; however, information provided by the Labour Program suggested that in many instances the fires may have been deliberately set. As a result, it is difficult for FPS to prevent these incidences from occurring.

The number of fires in First Nations communities increased annually since 2000, reaching about 850 per year in 2002, a number higher than at any other time during the previous nine-year period. Two factors may have contributed to this increase: a rapid increase in the number and size of major public buildings on First Nations lands, and the potential number of set fires on First Nations properties over which FPS would not have control.

Due to difficulties in interpreting the data provided for FPS, it was not possible to arrive at any statistical conclusions regarding changes in the number of fires since the introduction of Supplementary Funding.

### ***Dollar losses per fire***

There was no distinct change in the dollar loss per fire recorded over the entire period from 1993 to 2002. This finding was shared in both the graphical trend analysis (conducted by CAC) and the statistical data analysis (conducted by HRSDC).

### ***Number of injuries***

There was no clear sign of a decrease in the number of injuries recorded since the introduction of the Supplementary Funding Initiative. It is important to note that the definition of an “injury” is very broad; there is no distinction between a minor or a serious injury and as such, the data analysis may not be very meaningful to capture the essence of the nature of injuries.

### ***Number of fatalities***

Only one fire-related fatality occurred in federal properties between 1993 and 2002. As well, although the number of fatalities fluctuated for fires associated with First Nations communities before the Supplementary Funding Initiative, this number showed a clear downward trend after the introduction of the Supplementary Funding Initiative.



## ***6. Conclusions***

Given below are general conclusions related to the success of the Supplementary Funding Initiative in achieving its goal for Part II (Air Transport), Part III (Road Transport), and Fire Protection Services. The section concludes with some suggestions as to how to improve the data collection process for providing management and analytical information in the future.

### **Part II – for the Air Transport Sector**

While the Labour Program was successful in shifting its resources from Part II reactive to proactive work, data limitations and the occurrence of human and natural disasters (9/11 and SARS) make attribution difficult. Due to a lack of more recent data, a link between the increased focus on proactive work and the DIIR can not be established.

### **Part III – for the Road Transport Sector**

The shift in resources towards more proactive assignments for the Road Transport sector was not apparent, with the percentage of proactive assignments to all assignments remaining relatively stable since the introduction of Supplementary Funding. While there had been a decrease in the number of complaints in the Road Transport sector since the introduction of the Supplementary Funding in 2000-01, the decrease was not statistically significant.

### **Fire Protection Services**

Definitive statements cannot be made concerning a shift in the focus of FPS activities or directional changes recorded for some of the performance indicators. However, the following observations are made:

- The number of information sessions declined, while the number of inspections increased after the introduction of the Supplementary Funding Initiative;
- The total number of investigations was too small to make conclusive statements about changes in trends;
- The number of fires increased though the dollar loss per fire stayed somewhat constant, before and after the introduction of Supplementary Funding; and
- The number of deaths showed a clear downward trend since the implementation of the Supplementary Funding.

To improve the data collection process, performance monitoring and future evaluations, the following suggestions are also made:

- Future funding allocations should be clearly tracked in the financial management system in order to allow for the assessment of the cost-effectiveness of program initiatives. This is particularly important for O&M expenditures, although it could also apply to salary and wages as well.
- Since the LA2000 (including the FA2000 database for FPS) database is still in development, it will be beneficial for HRSDC to determine the type and frequency of management reports it needs and then organize and monitor the LA2000 database to capture the data information, so as to track the key activities and performance indicators over time. We offer a few specific suggestions below:
  - Develop a protocol to ensure data consistency and accuracy;
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