



Now and Tomorrow
Excellence in Everything We Do



Summative Evaluation of the Targeted Initiative for Older Workers

Final Report
May 5, 2014

Summative Evaluation of the Targeted Initiative for Older Workers

Final Report

**Partnership Evaluation
Evaluation Directorate
Strategic Policy and Research Branch
Employment and Social Development Canada**

May 5, 2014

You can download this publication by going online:

<http://www12.hrsdc.gc.ca>

This document is available on demand in multiple formats (large print, Braille, audio cassette, audio CD, e-text diskette, e-text CD, or DAISY), by contacting 1 800 O-Canada (1-800-622-6232). If you use a teletypewriter (TTY), call 1-800-926-9105.

© Her Majesty the Queen in right of Canada, 2014

For information regarding reproduction rights:

droitdauteur.copyright@HRSDC-RHDCC.gc.ca

PDF

Cat. No.: Em20-10/2014E-PDF

ISBN/ISSN: 978-1-100-24719-9

ESDC

Cat. No.: SP-1060-05-14E

Table of Contents

List of Acronyms	vii
Executive Summary	ix
Management Response	xiii
1. Introduction	1
2. Methodology	3
3. Relevance	5
4. Performance – Client Profile and Outcomes	7
5. Performance – Incremental Impacts and Program Attribution.....	17
6. Efficiency and Economy – Program Costs.....	21
7. Conclusions and Recommendations.....	23
8. Annex A.....	27

List of Figures

Figure 4.1	TIOW Employment Outcomes.....	10
Figure 4.2	Mean Employment Annual Earnings Overall and by Gender (\$'000s) for Participants with a Start Year in 2008 and 2009	11
Figure 4.3	Mean Employment Annual Earnings by Age Category (\$'000s) for Participants with a Start Year in 2008 and 2009	12
Figure 4.4	Mean Total Income for TIOW Participants, by Age Group	15

List of Tables

Table 4.1	Pre- and Post-Program Income by Source for TIOW Participant by Age Groups.....	16
Table 5.1	Mean Pre-Program and Post-Program Annual Earnings of TIOW Participants and EAS-Only Comparison Group (\$'000s)	18
Table 5.2	Change in Mean Annual Earnings Relative to 1 Year Prior to Program Start Year for TIOW Participants and EAS-Only Comparison Group.....	18
Table 5.3	Pre-Program and Post-Program Percent Employed for TIOW Participants and EAS Only Comparison Group	19
Table 5.4	Change in Percent Employed Relative to 1 Year Prior to Program Start Year for TIOW Participants and EAS Only Comparison Group	19

List of Acronyms

CPP	Canada Pension Plan
EAP	Economic Action Plan
EAS	Employment Assistance Service
EI	Employment Insurance
ESDC	Employment and Social Development Canada
LMDA	Labour Market Development Agreements
OAS	Old Age Security
P/Ts	Provinces and Territories
RRSP	Registered Retirement Savings Plan
SA	Social Assistance
SIN	Social Insurance Number
TIOW	Targeted Initiative for Older Workers

Executive Summary

This report presents the findings and conclusions, and recommendation for the Summative Evaluation of the Targeted Initiative for Older Workers (TIOW). TIOW was introduced in 2006 to help unemployed older workers in small, vulnerable communities through activities aimed at reintegrating them into employment or to increase their employability. As of March 2012, a total of 343 TIOW projects were approved across Canada. TIOW served 12,737 participants (this number excludes Quebec¹) between 2007 and 2011 or an average of about 2,500 individuals per year. The average cost per program participant is estimated at about \$7,000.

The profile of TIOW participants indicates that half of the participants (50%) had not attained more than a high school diploma (including 24% not having completed high school), while half had some post-secondary education (PSE), including 26% with a PSE certificate or diploma and 11% with a university degree. Over half of the participants (55%) experienced a recent job loss, either in the year they started the TIOW program (24%) or the year prior to starting in the program (31%). As well, approximately 1 in 5 TIOW participants had left the paid labour market at least two years prior to their program participation.

Key TIOW Outcome Findings

- Overall, 75% of survey respondents found paid employment following their participation in TIOW.
- The majority of former TIOW survey respondents believed that their TIOW participation improved their employability.
- Approximately half of the workers who worked after the program experienced a change in the industry sector in which they became employed.
- The majority of former TIOW survey respondents (82%) were satisfied with the activities and/or training they received through the program.
- Two years after participating in the program, TIOW participants experienced a \$1.6K decrease in annual earnings compared to the average total income of \$12.8K in the year prior to their participation.

¹ Quebec is excluded from the results of the summative evaluation, as it conducts its own evaluation of TIOW programming for its clients. Outcome information is available from all other jurisdictions from the participant survey.

Incremental Impacts of TIOW (Findings Attributable to the Program)

An incremental impact analysis was conducted to determine what difference participating in interventions delivered under TIOW made relative to receiving limited treatment consisting of Employment Assistance Services under another program.² The findings are summarized below:

- TIOW participants were more likely than non-TIOW participants to find employment (by 6 percentage points).
- Using earnings as an indicator of employment, no employment earnings differences were found between TIOW participants and the comparison group of older workers. This means that TIOW had a similar effect on the earnings of participants as participation in a limited treatment consisting of Employment Assistance Services under the Labour Market Development Agreements.
- There was no evidence to suggest that TIOW had an impact on the use of Employment Insurance (EI) or Social Assistance (SA) benefits received.
- Overall, the program yields similar results between men and women and among older workers in various age categories (50-54, 55-59, 60-64, and 65+).

In relation to net impact findings with respect to earnings, it is worth noting that a review of the literature suggests that older workers who have been displaced from employment tend not to recover well in terms of their earnings when they start another job.

As set out in the program's Terms and Conditions: "The objective of the TIOW is to support unemployed older workers in vulnerable communities through activities aimed at integrating them into employment...In situations where there is little likelihood of immediate employment, activities may be aimed at increasing the employability of older workers, and ensuring they remain active and productive labour market participants while their communities undergo adjustment."

The profile of TIOW participants showed that most participants were in the primary age group of 55-64, and that projects operated in communities with a population of 250,000 or less, and areas that were experiencing high unemployment and/or significant downsizing of a major employer. Results from the participant survey and incremental impact analysis shows that TIOW increased employment among its participants. Therefore, TIOW achieved its stated objective. However, evaluation results also point to challenges for older workers, including that: employment earnings among TIOW participants continued to be lower than that of comparison group participants; and, TIOW participants continued to experience

² Recognizing that Quebec is not part of the results of the summative evaluation, it is also noted that Ontario, Manitoba, Alberta, and Nunavut were excluded from the analysis of incremental impacts because Canada Revenue Agency data was only available up to 2011. Consequently, the two years of post-program data required was not available, as these jurisdictions signed contribution agreements to deliver TIOW in either late 2009 or 2010.

earning losses two years after participating in the program. The results suggest that the program may have mitigated potentially more negative labour market impacts among program participants.

Recommendations

Based on the results of the summative evaluation, the following recommendations for the follow-up actions are set out.

Findings #1: While a limited incremental impact analysis was conducted for the evaluation through the use of an innovative methodology, a more expedient and thorough analysis could have been conducted if participants Social Insurance Numbers (SIN) were collected in order to facilitate participant identification and linkage to Canada Revenue Agency and EI labour market participation data. The absence of SINs limits the scope of future evaluations.

Recommendation #1: *The Evaluation Directorate recommends that the program area engage key stakeholders to explore the feasibility of collecting participants' Social Insurance Numbers (SINs) in future years.*

Finding #2: The evaluation found that there were inconsistencies in the collection of administrative data across jurisdictions. Differing platforms and/or variations in data fields captured by P/Ts led to challenges in merging the data for overall analysis purposes.

Recommendation #2: *The Evaluation Directorate recommends that the program area work toward enhancing existing methods of receiving and capturing client information from jurisdictions.*

Finding #3: More research is required in order to provide a clearer understanding as to why both TIOW participants and EAS clients do as well as each other in terms of labour market participation and employability. TIOW participants, on average, are in the program for 4.4 months. Each EAS intervention lasts on average 6 weeks (EAS clients can take multiple EAS interventions). The distinction between the two programs is important: EAS clients can receive a single intervention or several short interventions such as job search assistance, interview preparation, short term computer training and prior learning assessments. TIOW participants, as part of the group-based curriculum, receive a mix of employment assistance activities (such as résumé writing, interview techniques, and counselling, etc.) and employability supports (such as skills training, basic skills upgrading, work experience, etc.) which are oriented towards human capital development and are therefore generally longer and more comprehensive. In addition, all TIOW projects offered income support to participants in the form of allowances, wages or wage subsidies.

Recommendation #3: *The Evaluation Directorate recommends that the program area continue to review the international literature on older worker labour market programming to examine lessons learned and best practices to apply to TIOW to ensure that the achievement of results are as cost-effective as possible.*

Management Response

Introduction

The Skills and Employment Branch (SEB) would like to thank all those who participated in conducting the summative evaluation of the Targeted Initiative for Older Workers (TIOW). In particular, SEB acknowledges the contribution of provinces and territories, key informants, and participants who participated in the surveys. SEB agrees with the evaluation findings, and proposes the following Management Response.

The Targeted Initiative for Older Workers (TIOW) is a cost shared initiative between the federal and provincial/territorial governments. This initiative supports unemployed older workers (normally age 55 to 64) living in small, vulnerable communities with their reintegration into employment. It is targeted to cities and towns with a population of 250,000 or less that are affected by significant downsizing or closures and/or high unemployment. Under TIOW, provinces and territories are responsible for targeting specific communities and for designing and delivering projects, typically through community-based organizations.

In labour markets with little likelihood of immediate employment, programming is also aimed at increasing the employability of unemployed older workers and extending their labour market participation while their communities undergo adjustment.

All projects offer group-based programming involving a combination of approaches that may include the following: skills training, job search techniques, work experience, and/or self-employment assistance. Income support is also offered.

First announced in 2006 as a temporary, two-year initiative, TIOW was subsequently extended in Budgets 2008, 2011, and 2014 respectively. The most recent three-year extension of TIOW in Budget 2014 represents the third renewal of this initiative.

TIOW is intended to complement other types of labour market programming currently available such as, but not limited to, Labour Market Agreements, Labour Market Development Agreements (LMDAs), and Labour Market Agreements for Persons with Disabilities.

Key Findings

The findings of the summative evaluation are consistent with the results of the previous formative evaluation of the program which found that “labour market outcomes for participants were largely positive”. Overall, the summative evaluation found that 75% of survey respondents found paid employment following their participation in a TIOW project. The majority (73%) of survey respondents that were employed after the program ended identified that they were able to obtain, to at least to some extent, the kind of work they wanted.

These results are positive given that the formative evaluation found that TIOW participants live in communities where there are limited employment prospects (94% affected by downsizing, 60% with unemployment rates of 10% or higher). In addition, the summative evaluation found that some participants have low levels of education (24% do not possess high school diploma), and have unstable work history pre-training (The majority of participants (55%) had experienced a recent job loss, either in the year they started in the Program (24%) or the year before (31%)).

Approximately half of the workers who worked after the program experienced a change in the industry sector in which they became employed.

The TIOW survey respondents also indicated that their participation in TIOW improved their employability:

- The majority of the participants (69%) agreed that they felt more employable as a result of the services they received, and; 62% agreed that the activities and training in the program made it easier for them to find a job sooner.
- The majority of participants (64%) agreed that the skills they learned linked well to the employment opportunities in their area, and 67% indicated that taking part in TIOW helped them either “somewhat” or “a lot” to find work after.
- There was a high level of satisfaction with TIOW programming. Eight out of ten (82%) survey respondents agreed that they were satisfied with the activities and/or training they received. In fact, over half of the respondents (55%) strongly agreed that they were satisfied.

Regarding incremental impacts:

- Overall, the incremental impact analysis shows that participants in TIOW were more likely to be employed after the program ended than participants who received limited treatment consisting of Employment Assistance Services under other programs. Specifically, TIOW participants were more likely than non-TIOW participants to find employment (by 6 percentage points).
- On employment earnings, recent literature suggests that older workers who have been displaced from employment tend not to recover well in terms of their earnings when they re-enter the labour force. For example, a Statistics Canada 2008 survey found that almost half of these displaced individuals have at least 25% less earnings in their new job. The summative evaluation of TIOW found that TIOW participants, on the other hand, experienced a decrease in earnings of only about 13 percentage points. This suggests that the TIOW program may have mitigated potentially more negative labour market impacts among program participants as it might have been the case in the absence of participation.

Recommendations and Follow-Up Action

The TIOW evaluation outlined three recommendations for follow-up action.

Follow-up Action 1: The Evaluation Directorate recommends that the program area engage key stakeholders to explore the feasibility of collecting participants' Social Insurance Numbers (SINs) in future years.

The program agrees that the absence of participants' Social Insurance Numbers may pose challenges for future summative evaluations of TIOW. However, the use of SINs is overruled by the Treasury Board Directive on Social Insurance Number (2008).

The Department will assess the necessary privacy requirements to seek authorities for collecting SINs and will engage with P/Ts on the importance of collecting SINs to support program evaluations.

Should this be pursued, discussions would need to occur with P/Ts around the incorporation of appropriate clauses to support the collection and transmission of SINs into the new information sharing agreements (ISAs) which are scheduled to be negotiated and implemented between the Government of Canada and all jurisdictions in 2014-15.

Should it not be possible to use SIN data for evaluation purposes, the program area will continue to work with the Evaluation Directorate to develop alternative solutions to support a strong evaluation of post program outcomes.

Follow-up Action 2: The Evaluation Directorate recommends that the program area work toward enhancing existing methods of receiving and capturing client information from jurisdictions.

The program area agrees that the method by which TIOW participant data is received and captured from jurisdictions could be enhanced by making use of updated technology and/or other alternate client information tools.

Preliminary discussions with both internal and external stakeholders are already underway to explore alternate approaches to streamline the collection and dissemination of TIOW client data. The Government of Canada will continue to assess various options for the electronic transmission of TIOW data building on lessons learned from other agreements (e.g. LMDAs).

The program area will continue to work with internal IT services and other program areas to explore potential options to expedite the uploading of paper files into electronic systems to support analysis of the initiative.

Follow-up Action 3: The Evaluation Directorate recommends that the program area continue to review the international literature on older worker labour market programming to examine lessons learned and best practices to apply to TIOW to ensure that the achievement of results are as cost-effective as possible.

As part of its management practices, the program area takes stock of the initiative's success and cost-effectiveness on a regular basis and agrees that it is important to continuously assess the initiative's results and responsiveness to labour market needs. Accordingly, the program area will continue to undertake a review of Canadian and international literature to assess examples of promising practices in older worker programming that may have relevance for TIOW.

The program area will also foster and maintain a collaborative environment for the sharing of best practices among participating P/Ts as well as for sharing insights from other labour market programming in Canada and abroad. Current priorities for the program area related to this objective include facilitating ongoing communication with key TIOW stakeholders (for example, through annual workshops and regular conference calls with key federal-provincial/territorial representatives), as well as completing a 'Best Practices Compendium' to highlight examples of successful and innovative TIOW projects across jurisdictions. The latter product will showcase best practices and/or lessons learned in older worker programming across the country. It will be shared with all jurisdictions in 2014-15 and updated within the three-year renewal of the program (2014-15 to 2016-17) to continue to promote effective programming practices.

1. Introduction

This report presents the findings and conclusions for the Summative Evaluation of the contribution program Targeted Initiative for Older Workers (TIOW or “the Program”). It is written in accordance with the Treasury Board Policy on Evaluation (2009): the evaluation reports on the core issues of relevance and performance which includes achievement of outcomes, an incremental impact analysis on program attribution and an analysis of the program costing in relation to participation and outcomes. This document is organized as follows:

- The Introductory section presents an overview of the TIOW program;
- Section 2 provides a summary of the evaluation methodology;
- Sections 3 to 6 presents the main findings for each of the evaluation issues;
- Section 7 provides an overview of the conclusions and recommendations.

Program Description

The objective of TIOW, as set out in the program Terms and Conditions, “...is to support unemployed older workers in vulnerable communities through activities aimed at reintegrating them into employment...In situations where there is little likelihood of immediate employment, activities may be aimed at increasing the employability of older workers, and ensuring they remain active and productive labour market participants while their communities undergo adjustment.”

The Program targets unemployed older workers aged 55-64³ in communities where there “...is ongoing high unemployment; and/or the community is highly dependent on a single employer or industry (20% of labour force) which has faced major downsizing or a closure.”⁴ Budget 2009: *Canada’s Economic Action Plan* expanded community eligibility to all cities and towns with populations of 250,000 or less, regardless of the size of the Census Metropolitan Area (CMA) in which the city or town is located.⁵

All TIOW projects assist unemployed older workers with their reintegration into employment by offering group based curriculum which must provide a mix of employment and employability supports. **Employment assistance activities** generally include activities such as résumé writing, interview techniques, counselling and job search techniques. **Employability improvement activities** generally include assessments, peer mentoring, basic skills upgrading, skills training, preparation for self-employment, employer-based

³ Older workers between 50-54 years old and over age 64 are also eligible, but not at the exclusion of eligible and appropriate applicants aged 55 to 64.

⁴ TIOW Terms and Conditions, that came into effect on April 1, 2012.

⁵ Prior to April 1, 2009, those smaller cities and towns located in Census Metropolitan Areas (CMAs) with populations over 250,000 were not eligible.

work experience, direct marketing to employers, and post-project follow-up mentoring and support. All projects offer income support to participants in the form of allowances, wages or wage subsidies.

TIOW was first announced in 2006, as a two-year temporary, \$70 million federal-provincial territorial (F-P/T) cost-shared initiative. The Program began as a temporary, two-year initiative and was subsequently extended three times to date, in Budgets 2008, 2011, and 2014 respectively. TIOW is cost-shared through contribution agreements between Canada, as represented by Employment and Social Development Canada (ESDC) and provinces and territories (P/Ts).⁶ Overall, the federal government investment will total \$270 million by March 31, 2014 when the current TIOW agreements are set to expire.

All P/Ts have been participating in TIOW for several years now; however the Program's full implementation across jurisdictions was staggered.⁷ Annex A describes the budget allocations by jurisdiction between 2007-08 and 2011-12. TIOW is managed by the Skills and Employment Branch of ESDC.

⁶ On a program wide basis, the federal government contributes a maximum of 70% and each participating province and territory contributes a minimum of 30% of total program costs.

⁷ Manitoba, Nunavut, and Ontario joined in 2009-10, and Alberta joined in 2010-11.

2. *Methodology*

Scope

The Summative Evaluation of TIOW covers program activities in all jurisdictions, excluding Quebec,⁸ from the program's inception in October 2006 to March 31, 2012. Ontario, Manitoba, Alberta, and Nunavut were excluded from the analysis of incremental impacts because Canada Revenue Agency data was only available up to 2011. Consequently, the two years of post-program data required was not available, as these jurisdictions signed contribution agreements to deliver TIOW in either late 2009 or 2010. However, outcome information is available for these jurisdictions from the participant survey.

Methods

The evaluation incorporated multiple lines of inquiry, to produce a rigorous study that examined the relevance and performance of the Program. The methodology and findings were submitted to an extensive peer review process. The evaluation methodology consisted of: a survey of former TIOW participants; an incremental impact analysis using a limited-treat comparison group; a benchmark study to examine the extent of job loss of older Canadians living in the same geographic areas as TIOW participants; key informant interviews with employers, project representatives, ESDC program officials and P/T representatives; and a review of key documents.

A total of 2,410 former TIOW participants responded to the survey. The sample included 227 individuals who had also been interviewed in the TIOW formative evaluation, allowing for some limited longitudinal analysis. On average, the respondents' were surveyed nearly a year and a half (17.9 months) after their participation in the program ended.

For the study of incremental impacts, TIOW participants were compared with a group composed of individuals, 50 years of age and older, drawn from the same geographic areas as the TIOW participants. The comparison group was composed of individuals who had received a limited treatment consisting of an Employment Assistance Service (EAS) intervention as part of Labour Market Development Agreements (LMDA). The members of the limited treatment comparison group were actively looking for work and not retired.⁹ The distinction between the two programs is important: EAS clients can receive

⁸ Quebec is excluded from the results of the summative evaluation, as it conducts its own evaluation of TIOW programming for its clients.

⁹ The EAS limited treatment comparison group members were matched to the TIOW clients using the following variables: Province/Territory of residence (restricted to selected postal codes); Age; Gender; Marital Status; Indicator for a person with a disability; Indicator for Aboriginal person; Employment annual earnings in the year prior; Self-employment annual earnings prior years; Use of CPP/OAS income, RRSP income; Pension income in prior years; Number of ROEs in prior years; Indicator for exiting the labour market; EI in prior years; and SA received in prior years.

a single intervention or several short interventions such as job search assistance, interview preparation, short term computer training and prior learning assessments. TIOW participants, as part of the group-based curriculum, receive a mix of employment assistance activities (such as résumé writing, interview techniques, and counselling, etc.) and employability supports (such as skills training, basic skills upgrading, work experience with an employer, self-employment assistance, etc.) which are oriented towards human capital development and are therefore generally longer and more comprehensive. In addition, all TIOW projects offered income support to participants in the form of allowances, wages or wage subsidies.

Constraints and Limitations: Data and Methodology

Social Insurance Numbers (SINs) are not collected for TIOW participants. This created challenges in linking the TIOW administrative database to the Canada Revenue Agency and ESDC databases for the incremental impact modelling, as a result, the development of the econometrics modelling required extensive time and resources—which would have been avoided had client SINs been available for linking the various databases.

Another constraint in the evaluation process relates to the inconsistent collection of TIOW administrative data. This led to some variability in terms of the participant data provided by individual jurisdictions to ESDC, which consequently created some challenges in the data analysis as well as the comparability of results across P/Ts.

Finally, the EAS participants experience a limited treatment, which allows for a comparison with TIOW participants who are provided with a more intensive set of interventions as part of their programming. Every effort was taken to ensure that this comparison group was as similar as possible to TIOW participants with respect to their demographic variables and location. As well, the matching processes used state of the art techniques to ensure comparability between the two groups. It is noted that the use of a limited-treatment comparison group means that the incremental impact of the program will be conservative, at the lower end of a range of results.

3. *Relevance*

As per the Treasury Board of Canada Secretariat's *2009 Policy on Evaluation*, the following relevance section focuses on determining whether there is a need for TIOW, whether the program aligns with Government of Canada priorities, and whether it aligns with Federal roles and responsibilities.

TIOW is responding to the needs of supporting older workers in smaller communities affected by downsizing, and aligns with the Government of Canada's priorities, and roles and responsibilities.

The evaluation found that the Program is responding to the needs of unemployed older workers in communities with populations of 250,000 or less affected by significant downsizing and/or closures. Demographic factors, such as aging, continue to slow labour force growth significantly and older workers represent a critical source of future labour supply. Research indicates that, as of 2012, compared to younger workers, older workers are disproportionately represented in traditional industries, particularly manufacturing sub-industries; fishing, hunting and trapping; agriculture; and forestry. Some older workers are particularly vulnerable to downsize adjustment challenges and face barriers to re-employment. Furthermore, unemployed older workers in economically undiversified remote communities are particularly at-risk and face greater barriers to re-employment, placing them at much higher risk for extended unemployment and premature withdrawal from the labour force.

TIOW is a Government of Canada priority, as highlighted in the Federal Budgets of 2006, 2008, 2011, and 2014 respectively. Budget 2011's funding was provided in order to "...ensure that displaced older workers have access to the training and employment programs they need to secure new employment."

The Program aligns with the roles and responsibilities of the federal government as it falls under the mandate of the *Department of Human Resources and Skills Development Act* (S.C. 2005, c. 34). Under this Act, "The Minister may, in exercising the powers and performing the duties and functions assigned by this Act, establish and implement programs designed to support projects or other activities that contribute to the development of the human resources of Canada and the skills of Canadians, or that contribute to the social development of Canada, and the Minister may make grants and contributions in support of he programs."¹⁰

¹⁰ *Department of Human Resources and Skills Development Act* (2005, c. 34, s. 7; 2012, c. 19, s. 687.)

4. Performance – Client Profile and Outcomes

This section presents findings on TIOW's performance with respect to the achievement of outcomes. The following will be presented in this section:

- A brief description of the program's reach and a description of participant characteristics;
- The achievement of client outcomes comparing pre-and post-program participation.

4.1 TIOW Participants' Profile

The Program reached 12,737 individuals. The majority (72%) of these clients were in the primary targeted age range (55-64). About half of the participants had attained no more than a high school diploma. These participants experienced a low employment earnings situation and a difficult job loss experience before they entered the Program. For example, approximately one third of the participants had no employment earnings prior to their program participation and the majority of participants had experienced a recent job loss.

Program Reach

Overall, TIOW reached its targeted population. To illustrate, a national benchmark study was conducted as part of the evaluation to examine the extent of job loss of older Canadians (50 years of age and older) living in the same geographic areas as Program participants. The study was limited to older workers who had their first layoff between 2003 and 2006, and were aged 50 years and older at the time of their TIOW participation, putting them in the primary and secondary target age ranges, with average annual earnings of \$20K or more. It is estimated that, just prior to the creation of TIOW, about 29,200 individuals, would have been eligible for TIOW programming after losing their employment.¹¹

As of March 2012, a total of 343 projects were approved across Canada (56 of which were subsequently extended). The Program served 12,737 participants (this number excludes Quebec) between 2007 and 2011, or an average of about 2,500 individuals per year. The majority of participants were found to be in the primary target age range for the program (72% were 55 to 64 years old) and the vast majority (99.9%) were in the primary or secondary (50-54 or over 65 years old)¹² target age ranges. The average age of TIOW

¹¹ It is noted that this estimate does not include workers from Quebec and also excludes workers in communities of 250,000 or larger at the time of their layoffs.

¹² Only a very small percentage of participants (4%) were found to be aged 65 or older at the time of their TIOW intake.

participants was 58 years old. Overall, nearly an equal percentage of participants were female (49%) and male (51%). Half of the participants (50%) had not attained more than a high school diploma (including 24% not having completed high school), while half had some post-secondary education (PSE), including 26% with a PSE certificate or diploma and 11% with a university degree.

Earnings History and Job Loss Experience

Overall, TIOW participants had low employment earnings before they entered the Program. In the year just prior to their TIOW start year, 75% of TIOW participants earned \$20K or less, 29% earned \$10K or less and nearly one third of the participants (31%) had no employment earnings. This pattern of earnings was consistent across all age categories. A relatively large proportion (22%) of TIOW participants were without employment earnings in each of the five years prior to the year that they began their TIOW programming.

The job loss experience of participants prior to participation in the Program further contextualizes their low earnings experience. In each of the 5 years prior to their program participation, one third or more of TIOW participants had a job separation. This ranged from 33% five years prior to starting in the program, and increases to 44% in the year prior to their TIOW participation. Only a quarter (24%) of all participants experienced no job separation during the five years leading up to their participation in the Program. The majority of participants (55%) had experienced a recent job loss, either in the year they started in the Program (24%) or the year before (31%). There were also indications that nearly 1 in 5 participants were not participating in the paid labour market at least two years prior to their program participation.

4.2 Client Outcomes – Comparing Pre- and Post-Program Participation

Employment

Most (82%) TIOW participants were satisfied with the programming they received. Overall, an average of 75% of participants found paid employment following their TIOW participation. Approximately 18 months after starting in the program, just over half of TIOW participants (51%) reported being employed either full-time (26%) or part-time (25%). In general, results tended to be better for participants under the age of 60 – employment tended to decrease as the age of participants increased. Males were more likely to be employed full-time, while females were more likely to be employed part-time. Reasons cited for the inability to obtain employment included a lack of jobs, reluctance among employers to hire older workers, health problems, seasonal work, and their skills not being in demand.

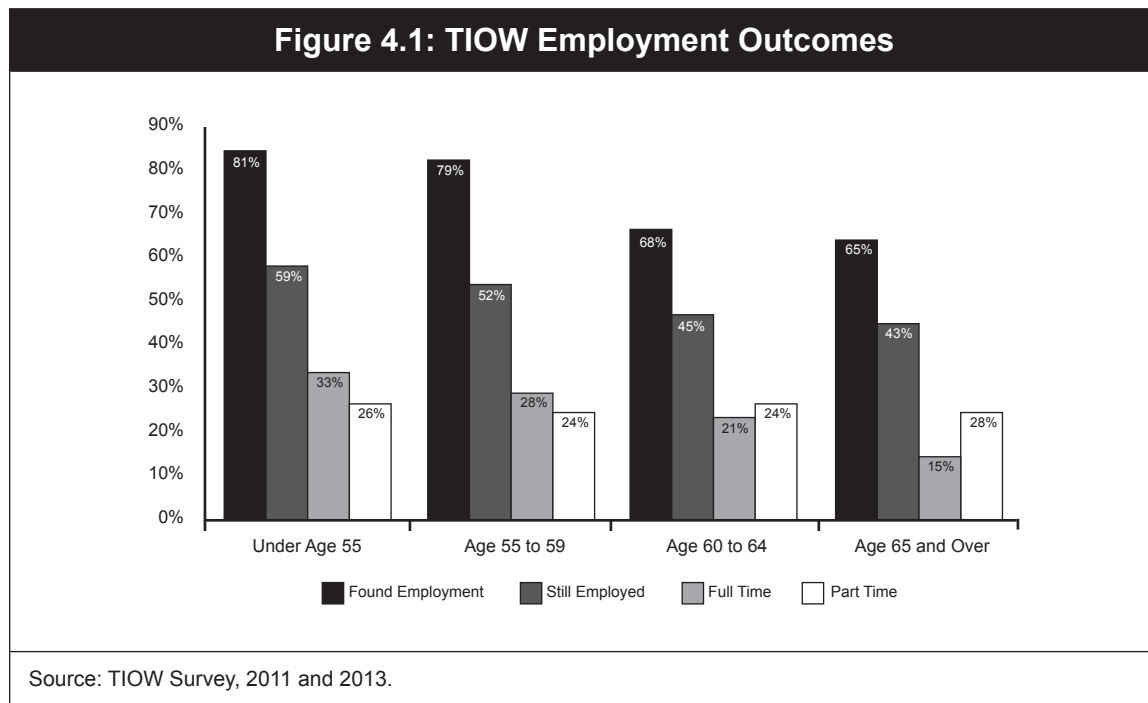
Overall, surveyed participants expressed positive satisfaction with the outcomes of their TIOW programming. Most of the participants (82%) reported being satisfied with the programming that they received. The majority of respondents agreed that participating in TIOW helped them feel more employable (69%), helped them find a job sooner (62%), and that the skills they learned linked well to the employment opportunities in their area (64%). Two-thirds (67%) of surveyed participants indicated that the Program helped them to find work.

Most program participants (75%) secured paid employment or were self-employed after participating in TIOW programming. Approximately 18 months after starting the program, just over half participants (51%) reported being employed full-time (26%) or part-time (25%). The majority (73%) of survey respondents employed after the program identified that they were able to obtain, at least to some extent, the kind of work that they wanted. In addition, very few of those who worked after the program had to relocate to obtain the job (6%). The evaluation found that approximately half of the participants (49%) who had found employment after participating in the program had experienced a change in the industry sector in which they became employed after the program. There were no statistically significant differences by age group or gender.

Preparation for self-employment was cited by 39% of survey respondents as one of the main reasons for participating in TIOW. Approximately 15% of TIOW participants indicated being self-employed at the time of the survey.

Figure 4.1 describes outcomes for individuals in different age categories who found employment either during or after their participation. It also shows the percentage of individuals that were still employed (either full-time or part-time) 18 months after participating in the program (shown as “still employed”). The evaluation found variations

in employment outcomes for each of the age categories. Overall results tended to be better for participants under the age of 60. Success tended to decrease overall as the age of participants increased. However, part-time employment was relatively consistent among all age categories.



There were some notable differences in employment by gender. Males were more likely to have found full-time employment (30%) than females (23%), while female participants were more likely to be employed part-time (31%) than males (19%). However, males were also more likely than females to report being “not employed” (51% versus 46%).

Overall 64% of survey respondents who were not employed at the time of the survey were looking for work. This percentage was higher for the under 55 age group (70%) and the 55 to 59 age group (67%) and lower for the 60 to 64 age group (58%).

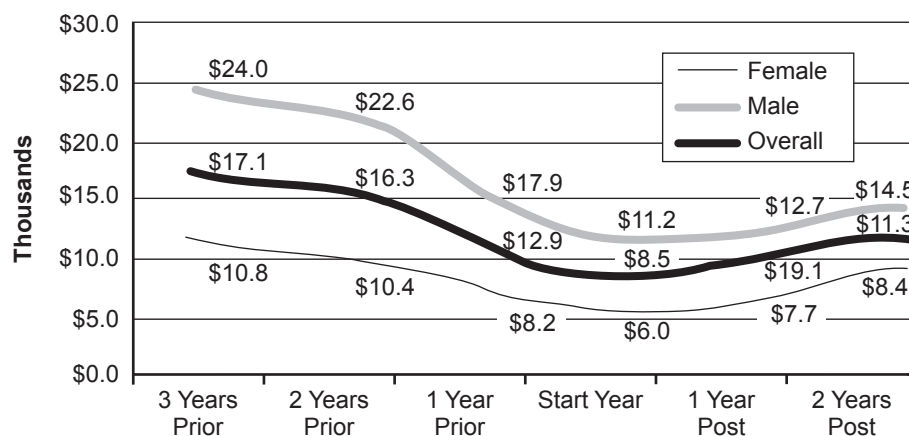
Participants who were not employed cited various reasons for the inability to obtain employment including a lack of jobs, reluctance among employers to hire older workers, health problems, seasonal work, and their skills not being in demand. Female respondents were more likely to state that they were unable to find work due to a lack of jobs (51%) than males (45%). Male survey respondents were more likely to state they were unable to find employment because of seasonal work (12%) and their skills were not in demand (9%) compared to female survey respondents (4% and 3% respectively).

Employment Earnings

Though not clearly attributable to participating in TIOW, pre-and post-analysis shows that after participating in the program, participants increased their employment as evidenced by the fact that their downward employment earnings trend stopped and began to show signs of recovery. However, it is unclear from the trends whether or not participants will be able to restore their employment earnings to levels experienced prior to their layoff.

Prior to participating in the Program, participants' experienced a sharp decline in their annual employment earnings, which they were not able to rebound from after participating in TIOW. Overall, in the three years prior to participating in TIOW, participants experienced a sharp decrease in their average annual employment earnings from \$17.1K so \$12.9K. This decline continued into the program start year, with a further decline in annual earnings to \$8.5K. Two years after starting in TIOW, average annual earnings rose to \$11.3K, representing a \$2.8K increase. However, this increase was still \$1.6K below their annual employment earnings just prior to starting in the Program and \$5.9K below their annual employment earning three years prior to their TIOW participation. In addition, two years after starting in the program, there was a seven percentage point decrease in the proportion participants who received employment earnings (60%), compared with one year prior to starting in TIOW (67%). Figure 4.2 illustrates the pre-and post-program mean employment earnings for participants, segmented by gender.

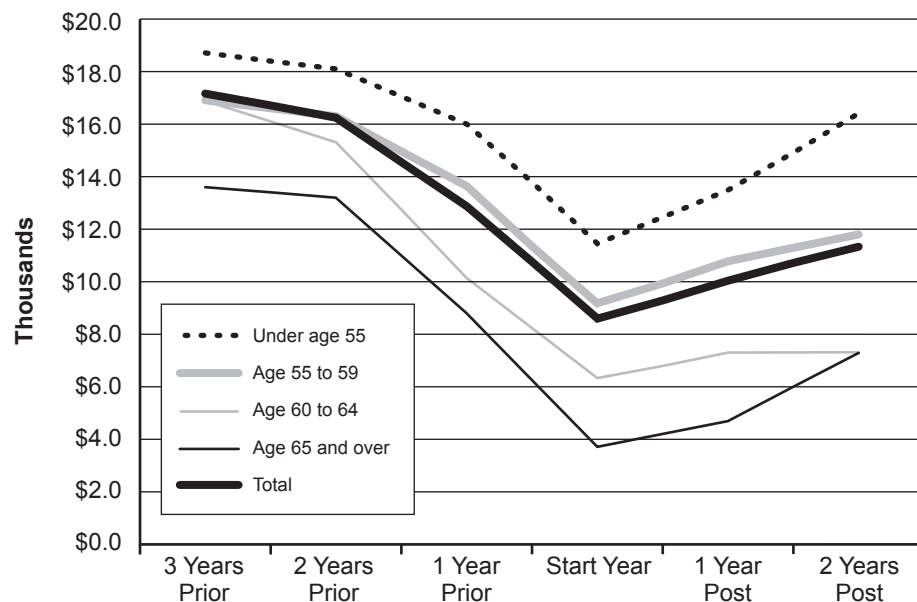
Figure 4.2: Mean Employment Annual Earnings Overall and by Gender (\$'000s) for Participants with a Start Year in 2008 and 2009



Source: Net impact analysis database.

The annual earnings gap between males and females persisted in the years after their participation in the Program (see Figure 4.2). While female participants' annual employment earnings did not decrease as dramatically from the three years prior to TIOW participation (\$10.8K) to two years after program participation (\$8.4K) as males' do (\$24.0K to \$14.5K), it should be noted that females' annual employment earnings are considerably lower than males both before and after their participation.

Figure 4.3: Mean Employment Annual Earnings by Age Category (\$'000s) for Participants with a Start Year in 2008 and 2009



Source: Net impact analysis database.

Overall, participants do not fully recover their average annual earnings from prior to losing their job (see Table 4.3). Though not clearly attributable to participating in TIOW, pre-and post-analysis shows that after participating in the program, participants increased their employment as evidenced by the fact that their downward employment earnings trend stopped and began to show signs of recovery. However, it is unclear from the trends whether or not participants will be able to restore their employment earnings to levels experienced prior to their layoff. Two years after participating in TIOW, only the under 55 age group was able to exceed their annual earnings from one year before participating in the Program (\$16.4K). However, as with the older age groups, the under 55 participants were not able to improve their annual earning levels to the higher levels experienced in the years prior TIOW participation.

Employment Insurance (EI) Use

On average, participants' use of Employment Insurance benefits decreased slightly by \$0.4K two years after the program start year. In addition, the percentage of participants receiving EI benefits dropped by 5 percentage points two years after starting in the Program.

On average, participants received \$2.0K in Employment Insurance (EI) benefits in their program start year. This amount decreased slightly to \$1.6K two years later for a difference of \$0.4K. In addition, two years after starting in the Program, the percentage of participants receiving EI benefits dropped from 31% to 24%, representing a 5 percentage point decrease.

The use of EI benefits was greatest by participants in the younger age categories. When segmented by age, all age groups increased their use of EI benefits in the three years prior to participating in the Program. Before and after the start of the Program, participants 65 years of age and older received considerably less EI benefits than their younger cohorts. When segmented by gender, males received \$1.4K more in average EI benefits than females at the start of the program, dropping to \$850 two years after their TIOW start year. In addition, at the time that they started in TIOW, men had a higher percentage of EI use than women (14 percentage point difference). However this gap decreased to a difference of 5 percentage points two years later.

Social Assistance Use

Overall, participants did not rely heavily on Social Assistance (SA) benefits. TIOW participants in the older age groups relied less on SA than those in the younger age groups. Only 1 in 10 TIOW participants received SA benefits, indicating that SA benefits were not widely relied upon.

TIOW participants did not rely heavily on Social Assistance (SA) benefits either prior to or after their participation. On average, participants received limited income from SA benefits, just over \$500 per year, during the year that they started in the Program and two years after. Notably, only 1 in 10 Program participants received SA benefits, indicating that SA benefits were not widely relied upon.

There were some differences between age categories that emerged where younger workers relied more on SA than older workers. Subgroup analysis by age of SA benefits receipt shows that participants 65 years and older received the smallest amounts of SA benefits two years post-Program (\$92 and \$53 respectively). This amount increases as the age groups become younger (e.g. \$819 for the 54 and under participants two years after Program participation). In part, this trend may be due to younger TIOW participants not having access to the same

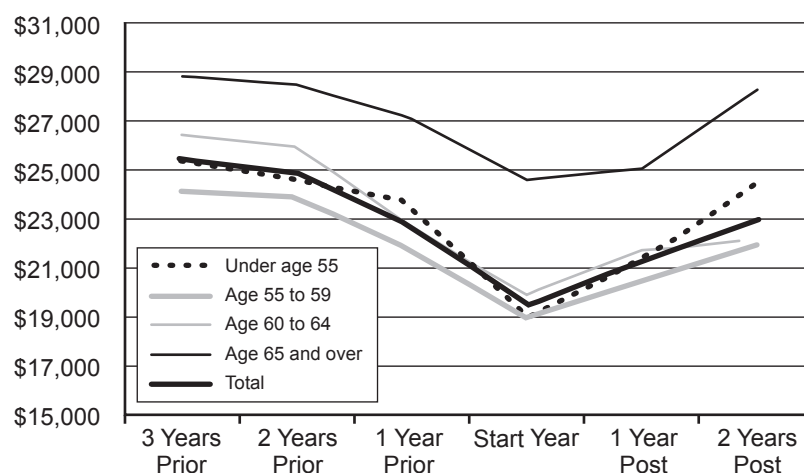
income supports as those above age 60 (e.g. pensions, Old Age Security (OAS), Canada Pension Plan (CPP)). In addition, men used SA benefits slightly more (3 percentage points) than women during and after TIOW participation.

Other Income

Two years after starting in TIOW, participants' mean total income decreased by 9.8% (or 2,498) compared to three years before starting in the Program. This decrease coincides with an increase in participants' use of other income sources, possibly to offset employment income decreases. Overall, participants age 60 and over supplemented lost employment income with a greater use of other income sources including CPP and OAS, pensions, and RRSPs, than younger participants. These non-employment sources of income, when available, are used to buffer the loss of employment income experienced by Program participants.

Participants experienced a decrease in their total and employment incomes but this was offset by an increased use of other income sources. Two years after starting in the Program, participants' average total income decreased by 9.8% (or \$2,498) compared to the amount three years prior to starting in TIOW. During this same period, participants experienced a 3 percentage point decrease in their employment incomes as part of their total income (or \$5,874). This decrease coincided with an increase in participants' use of other income sources. For example, CPP and OAS receipt increased by 34 percentage points (or \$2,404) and pension income increased by 10 percentage points (or \$1,807). Employment Insurance and Social Assistance Benefits increased slightly by 3 percentage points (or \$267) and by 2 percentage points (or \$115) respectively. The use of Registered Retirement Savings Plan (RRSP) income remained relatively unchanged. Figure 4.4 below shows the overall average total income for TIOW participants, as well as the averages segmented by age group.

Figure 4.4: Mean Total Income for TIOW Participants, by Age Group



Source: Net impact analysis database.

Males generally fared better than females with respect to other sources of income. In general, males had higher non-employment incomes (\$5,310) than females (\$2,206), although both showed increases from the pre-program to the post-program periods. Males generally had slightly higher incomes from all non-employment sources, but the greatest difference was for pension income. The average pension income difference between men and women grew from the pre-to the post-program periods. Two years after starting in the Program, males had pension incomes of \$4,452 compared to \$1,861 for females, and a larger proportion of males (24%) received pension income compared to females (13%).

Overall, participants aged 60 and over supplemented lost employment income with a greater proportion of other income sources including CPP and OAS receipt, pensions, and RRSPs, than participants under the age of 60. For all age groups, Table 4.1 shows that there is an increase in the use of non-employment income from three years prior to entering the Program versus two years after. These non-employment sources of income, when available, are used to buffer the loss of employment income experienced by Program participants. However, the inability to be able to access these additional forms of non-employment income, due to age restrictions, may help to explain the higher use of SA benefits among younger TIOW participants (i.e., those under the age of 60).

**Table 4.1: Pre- and Post-Program Income by Source
for TIOW Participant by Age Groups**

Age	3 Years Prior	2 Years Prior	1 Year Prior	Year Before	1 Year Post	2 Years Post
Canada Pension Plan (CPP)/Old Age Security (OAS)						
Under 55	\$199	\$209	\$299	\$358	\$479	\$496
55-59	\$351	\$418	\$456	\$529	\$801	\$1,432
60-64	\$1,008	\$1,396	\$2,356	\$3,519	\$4,751	\$5,859
65 and over	\$4,965	\$6,620	\$8,164	\$10,154	\$12,092	\$12,512
Pension Income						
Under 55	\$127	\$178	\$265	\$442	\$556	\$822
55-59	\$514	\$793	\$1,171	\$2,084	\$2,511	\$2,502
60-64	\$2,770	\$3,187	\$4,212	\$4,646	\$4,867	\$5,064
65 and over	\$3,660	\$4,011	\$5,463	\$6,055	\$5,775	\$5,811
Registered Retirement Savings Plan (RRSP)						
Under 55	\$514	\$667	\$968	\$918	\$899	\$633
55-59	\$660	\$1,014	\$942	\$1,177	\$1,069	\$874
60-64	\$741	\$1,042	\$965	\$778	\$785	\$666
65 and over	\$2,325	\$1,414	\$643	\$2,062	\$991	\$940
Source: Net impact analysis database.						

5. Performance – Incremental Impacts and Program Attribution

In the previous section, the pre-and post-TIOW participation outcomes were presented. Pre- and post-participation outcomes are descriptive statistics that focus on average characteristics of clients before they participated in TIOW, and after they completed their Program participation. As such these results are not directly attributable to TIOW participation.

This current section will examine the incremental impacts, which are directly attributable to program participation. The results are derived by comparing TIOW participants with a limited treatment comparison group consisting of older workers who received an Employment Assistance Service (EAS) intervention under the LMDAs. This methodology allows evaluators to ask – What are the impacts of receiving an intensive intervention (TIOW) versus a limited intervention (EAS intervention under the LMDAs)?

TIOW participants were more likely to be employed after participating in TIOW programming (by 6 percentage points) than individuals who participated in an EAS intervention under the LMDAs. However, TIOW participants did not experience increases in employment earnings compared to those who took EAS interventions. There was also no evidence to suggest that TIOW decreased clients' use of EI benefits or on the amount of Social Assistance (SA) benefits received.

Employment Earnings

Using earnings as an indicator of employment, TIOW participants did not experience better employment earnings than the limited-treatment comparison group members consisting of EAS services under the LMDAs. The relative difference in employment earnings between TIOW participants was comparable to their EAS counterparts. Table 5.1 below presents the pre- and post-program average annual earnings that were used to estimate the employment earnings impacts.

Table 5.1: Mean Pre-Program and Post-Program Annual Earnings of TIOW Participants and EAS-Only Comparison Group (\$'000s)					
Participant/Comparison	1 Year Prior	Start Year	1 Years Post	2 Years Post	N
TIOW Participant	\$12.9	\$8.6	\$10.1	\$11.3	1,740
EAS Only Comparison	\$14.0	\$10.7	\$11.7	\$12.4	1,740
Difference	-\$1.1	-\$2.1**	-\$1.6*	-\$1.1	—
Source: Net impact analysis database from 2008 and 2009. Note: *p<.05, **p<.01, ***p<.001.					

Table 5.2 below describes the change in employment earnings for each group using the year prior to participating in TIOW as the basis for comparison. TIOW participants' income decreased by \$4.3K, while the comparison group's income decreased by \$3.3K, resulting in a statistically significant-\$1.0K estimated incremental loss in annual earnings. In the following year, the gap narrowed between the TIOW participants and the comparison cases, but there was still a negative net result, although not statistically significant, followed by almost identical results for the two groups. Based on this analysis, there was very limited evidence to suggest that participation in TIOW programming provided better or worse results when compared with the comparison group.

Table 5.2: Change in Mean Annual Earnings Relative to 1 Year Prior to Program Start Year for TIOW Participants and EAS-Only Comparison Group					
Participant/Comparison	1 Year Prior	Start Year	1 Years Post	2 Years Post	N
TIOW Participant	—	-\$4.3	-\$2.8	-\$1.6	1,740
EAS Only Comparison	—	-\$3.3	-\$2.3	-\$1.6	1,740
Difference in Differences	—	-\$1.0*	-\$0.5	\$0.0	—
Cumulative Gain/Loss	—	-\$1.0	-\$1.5	-\$1.5	—
Source: Net impact analysis database from 2008 and 2009. Note: *p<.05, **p<.01, ***p<.001.					

Employment

In the year prior to their TIOW start year, 67% of the TIOW participants were employed. In the TIOW program start year the percentage increased to 74% but dropped to 70% one year after the program start year. This decline continued 2 years after the program start year dropping to 60%. Table 5.3 shows the percentage of TIOW clients and comparison group members employed (pre-and post-TIOW start year) that were used to estimate the change in employment impacts. TIOW participants had an incremental gain in paid employment of 6 percentage points compared to the EAS participants in the TIOW start year and one year later. Statistically significant differences were not found for two years post-TIOW start year. Table 5.4 shows the changes in percent employed between TIOW clients and EAS comparison group members. No statistically significant differences were found.

Table 5.3: Pre-Program and Post-Program Percent Employed for TIOW Participants and EAS Only Comparison Group

Participant/Comparison	1 Year Prior	Start Year	1 Years Post	2 Years Post	N
TIOW Participant	67%	74%	70%	60%	1,740
EAS Only Comparison	70%	71%	67%	59%	1,740
Difference	-3PP	3PP*	3PP*	1PP	—
Source: Net impact analysis database. Note: *p<.05, **p<.01, ***p<.001. PP: Represents Percentage Points.					

Table 5.4: Change in Percent Employed Relative to 1 Year Prior to Program Start Year for TIOW Participants and EAS Only Comparison Group

Participant/Comparison	1 Year Prior	Start Year	1 Years Post	2 Years Post	N
TIOW Participant	—	7%	3%	-7%	1,740
EAS Only Comparison	—	1%	-3%	-11%	1,740
Difference in Differences	—	6PP	6PP	4PP	—
Source: Net impact analysis database. Note: *p<.05, **p<.01, ***p<.001. PP: Represents Percentage Points.					

Employment Insurance (EI) Use

Except for a small decrease in the EI benefits received for TIOW participants in the program start year when compared with the limited-treatment comparison group (6 percentage points), there was no evidence to suggest that TIOW had an impact on participants' use of EI benefits.

Further analysis broken down by age and gender was also conducted. The analysis did not find any statistically significant differences between the participants and the comparison group for age and gender.

Social Assistance (SA) Use

The evaluation found no evidence that TIOW had any significant impact on the amount of SA benefits received or the percentage of TIOW participants receiving SA benefits. Analysis broken down by age and gender was also conducted. The results showed no statistically significant differences between the participants and the comparison group members for age and gender.

6. *Efficiency and Economy – Program Costs*

This is a presentation of findings regarding the cost-effectiveness of TIOW and includes a brief discussion regarding additional funding the Program received following the recent 2008 economic downturn.

No cost-benefit analysis could be conducted for the TIOW Summative Evaluation. TIOW projects cost on average \$7,000 per participant and offer a comprehensive suite of programming that includes employment assistance activities, employability improvement activities, and income support for an average of 4.4 months.

Based on the evidence from the incremental impact analysis, the earnings between TIOW participants and the limited-treatment participants consisting of EAS services under the LMDAs was negative, and not statistically significant (see Table 5.2). Consequently, a cost-benefit analysis could not be conducted for TIOW interventions and services.

However, it was possible to calculate the average cost per participant of TIOW participants. On average, the estimated average cost per TIOW participant is \$7,000.

TIOW participants are in their programming for an average of 4.4 months. Each EAS intervention is short in duration (average of 6 weeks), and not as oriented toward human capital development as is the case with TIOW. Furthermore, EAS clients do not receive income support, training, or other kinds of specific interventions offered under TIOW except for basic employment assistance activities such as job search assistance. EAS clients may receive a single intervention or several short interventions. For example, EAS interventions include activities such as assistance with a job search, interview preparation, or development of a return to work action plan. As part of the group-based curriculum, TIOW participants received both employment assistance activities (such as résumé writing, interview techniques, counselling and job finding clubs, etc.) and employability supports (such as skills training, preparation for self-employment, basic skills upgrading work experience, direct marketing to employers etc.). In addition, all TIOW projects offered income support to participants in the form of allowances, wages or wage subsidies.

Economic Action Plan (EAP) Funding

Budget 2009: *Canada's Economic Action Plan* added an additional \$60 million to TIOW and expanded community eligibility. Together, these two changes to TIOW were found to expand the number of participants from 2,322 to 11,594 and increased the eligibility of communities that were impacted by the economic downturn.

Budget 2009: *Canada's Economic Action Plan* (EAP) added an additional \$60 million to IOW over three years and expanded community eligibility to all cities and towns with populations of 250,000 or less, regardless of the size of the Census Metropolitan Area (CMA) in which the city or town is located.¹³

Based on the administrative data, it is not possible to separate the impact of the EAP funding on the number of participants versus changes based on the expansion of the community eligibility criteria. Together, these two changes expanded the number of participants from 2,322 to 11,594.

¹³ Prior to April 1, 2009, those smaller cities and towns located in Census Metropolitan Areas (CMAs) with populations over 250,000 were not eligible.

7. Conclusions and Recommendations

The evaluation concluded there is a need for TIOW. Older workers living in small, vulnerable communities are over represented in resource based sectors undergoing downsizing. They are at a higher risk of premature withdrawal from the labour force due to being located in economically undiversified remote communities. Their continued participation in the labour market is important as they represent a source of labour supply for anticipated skills shortages.

Key TIOW Outcome Findings – Comparing Pre- and Post-Program Participation

The evaluation found that the program did meet its stated objective of “...support[ing] unemployed older workers in vulnerable communities through activities aimed at reintegrating them into employment...In situations where there is little likelihood of immediate employment, activities may be aimed at increasing the employability of older workers, and ensuring they remain active and productive labour market participants while their communities undergo adjustment.” Participants indicated that their participation in TIOW improved their employability. There was a high level of satisfaction with the programming and they generally indicated that the skills they learned on the projects linked well with the employment opportunities in their area. For example, 69% of participants felt more employable after participation, and 64% felt the skills they learned linked well with employment opportunities in their area. In addition, the majority of former TIOW participants (82%) were satisfied with the activities and/or training they received through the program. Overall, 75% of survey respondents found paid employment following their participation in TIOW. The evaluation demonstrated that the majority of participants who found employment generally found the job they wanted and approximately half experienced a change in the industry or sector in which they work. Examining results for participants two years after participating in the program, TIOW participants experienced a \$1.6K decrease in annual earnings compared to the average total income of \$12.8K in the year prior to their participation.

The evaluation also found that as workers approach the qualifying thresholds of other sources of income, such as their pensions, CPP and OAS, their employment earnings correspondingly decline. The evidence suggests that as individuals become older, there is a tendency for their employment incomes to decrease and be replaced with income from other sources. For example, workers ages 65 and older earned the highest mean total income whereas workers aged 55 to 59 earned the lowest overall mean total income.

Incremental Impacts and Program Attribution

TIOW was successful at achieving its intended outcomes and compared favourably on several measures with the limited-treatment comparison group consisting of EAS participants. When examining the impacts of TIOW on participants, using the chosen evaluation methodology described earlier in this report, it was found that TIOW participants were more likely to be employed after participation surpassing by six percentage points the older workers who received a limited treatment intervention consisting of Employment Assistance Services (EAS) under other programs.

The evaluation also points to challenges for older workers. The evaluation found that there was no strong evidence to suggest that TIOW provided better or worse employment annual earnings results for participants when compared with the limited-treatment comparison group consisting of EAS participants. As well, the incremental impact analysis concluded that there was no incremental effect on the use of EI or SA benefits for TIOW participants versus the comparison group. This conclusion is consistent with a wide array of rigorously designed studies that have examined adjustment assistance programs in other countries.

Recommendations

Findings #1: While a limited incremental impact analysis was conducted for the evaluation through the use of an innovative methodology, a more expedient and thorough analysis could have been conducted if participants SINs were collected in order to facilitate participant identification and data linkage. The *Formative Evaluation of the Targeted Initiative for Older Workers (2010)* recommended the collection of participants' SINs. The absence of SINs limits the scope of future evaluations.

Recommendation #1: *The Evaluation Directorate recommends that the program area engage key stakeholders to explore the feasibility of collecting participants' Social Insurance Numbers (SINs) in future years.*

Finding #2: The evaluation found that there were inconsistencies in the collection of administrative data across jurisdictions. Differing platforms and/or variations in data fields captured by P/Ts led to challenges in merging the data for overall analysis purposes.

Recommendation #2: *The Evaluation Directorate recommends that the program area work toward enhancing existing methods of receiving and capturing client information from jurisdictions.*

Finding #3: More research is required in order to provide a clearer understanding of the cost-effectiveness of various types of older worker labour market programming, including TIOW, within Canada and abroad. TIOW participants, on average, are in the program for 4.4 months. Each EAS intervention lasts on average 6 weeks (EAS clients can take multiple EAS interventions). The distinction between EAS and TIOW clients is important: EAS clients receive a mix of services that can include job search assistance, interview preparation, short term computer training and prior learning assessments, while the TIOW interventions are oriented providing a suite of more intensive interventions to reintegrate TIOW clients into the labour market. For example, as part of the group-based curriculum, TIOW participants received a program consisting of both employment assistance activities (such as résumé writing, interview techniques, counselling and job finding clubs, etc.) and employability supports (such as skills training, preparation for self-employment, basic skills upgrading work experience, direct marketing to employers etc.). In addition, all TIOW projects offered income support to participants in the form of allowances, wages or wage subsidies.

Recommendation #3: The Evaluation Directorate recommends that the program area continue to review the international literature on older worker labour market programming to examine lessons learned and best practices to apply to TIOW to ensure that the achievement of results are as cost-effective as possible.

Overall, the findings from the summative evaluation pre-and post-TIOW intervention demonstrate that the program is helping unemployed older workers living in small, vulnerable communities to reintegrate into the labour market and/or to improve their employability. Participants reported high levels of satisfaction with their programs, and were more likely, by six percentage points, to be employed after participating in TIOW than members of the comparison group. The proposed recommendations should bring about improvements to more efficiently conduct future evaluation work and potentially yield a more cost-effective intervention.

8. Annex A

Budget Allocation by Province and Territory – 2007-08 to 2011-12

TIOW	Date Original Agreement Signed	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	Total Funding Allocated Between 2007-08 and 2011-12
Province/ Territory		New Allocation	New Allocation	New Allocation	New Allocation	New Allocation	
Newfoundland and Labrador	August 31, 2007	1,552,018	1,034,679	2,376,527	2,359,365	2,380,282	9,702,871
Nova Scotia	January 30, 2007	1,152,409	1,152,408	1,937,306	1,923,898	1,940,237	8,106,258
Prince Edward Island	March 12, 2007	400,000	346,378	535,149	531,459	535,959	2,348,945
New Brunswick	December 14, 2007	1,575,410	1,050,274	1,941,212	1,927,308	1,944,252	8,438,456
Quebec	October 23, 2006	10,000,000	5,000,000	13,327,141	13,239,301	13,346,355	54,912,797
Ontario	September 21, 2009	—	—	16,407,751	16,310,319	16,429,066	49,147,136
Manitoba	August 21, 2009	—	—	1,066,120	1,058,331	1,067,822	3,192,273
Saskatchewan	May 28, 2007	727,374	727,000	990,824	983,872	992,343	4,421,413
Alberta	September 27, 2010	—	—	—	5,629,348	2,828,636	8,457,984
British Columbia	July 19, 2007	5,205,491	2,964,261	5,881,083	5,838,283	5,890,448	25,779,566
Northwest Territories	June 29, 2007	285,000	375,000	487,500	484,300	488,200	2,120,000
Yukon	March 13, 2007	400,000	260,000	487,500	484,300	488,200	2,120,000
Nunavut	August 12, 2009	—	—	487,500	484,300	488,200	1,460,000
Total	—	21,297,702	12,910,000	45,925,613	51,254,384	48,820,000	180,207,699
Source: Employment Programs for EI Clients and Older Workers, Employment Programs and Partnerships, Skills and Employment Branch, ESDC.							