

**Exploring the Efficiency and Effectiveness of Employment Policy Program
for Vulnerable People**

By

LEE, Eun Joo

THESIS

Submitted to
KDI School of Public Policy and Management
in partial fulfillment of the requirements
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Committee in charge:

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Abstract

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Eun Joo Lee

This study attempts to find the relationship between efficiency and effectiveness of employment policy programs for vulnerable people. The study conducts both in-depth interviews with field experts and surveys of public officers. From the interviews, it discovers interesting insights into counselling, funding, training and matching, as well as the validity of integrated and tailored services. Counselling helps with realizing the needs, expectation and attitudes of vulnerable people toward jobs even though they prefer to earn immediate income as soon as possible. For flexibility of program operation, diversity of funding would be required. On the stages of matching, it decreases the job matching rate due to the gap of expectation and perspectives of both employers and employees. According to the relationship between training and job matching, the interviewees recommend the connected program naturally from training to hiring. More precisely, the quantitative research with a survey designs four main functions of employment policy program. Each major function is supported by several subordinate detailed elements in terms of efficiency and effectiveness. The study shows that the four main functions – analyzing and defining target, setting program plans, operating and delivering service, and the program improvement – increase the overall program efficiency; the increases of program efficiency improves the program effectiveness to help social welfare and self-reliance of vulnerable people. Among the detailed subordinate elements, the study finds that appropriate selecting target beneficiaries, attracting more hiring entities, well-prepared program contents, funding, campaign, counselling, and training, as well as tailored and integrated service are relevant to efficiencies of major functions of the program. The study faces several limitations, but concludes with three recommendations: needs of various studies with open data, application of innovative welfare service delivery and creation of eligible labor market to vulnerable people.

Keywords: Employment, Efficiency, Effectiveness, vulnerable people

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I. Introduction

1.1. Objective of the Study

The discourse of welfare populism remains a hot potato in Korea since the welfare expansion at the 1997 presidential election and the provision of free school meals at the by election of 2011 Seoul mayor (Shin 1999; Koh 2011). Then, what would be actual meaning of populism and why does it become so controversial? The definition of populism at the Cambridge online dictionary (2015) describes that it is political ideas and activities to provide what people ask, and intends to have public supports from ordinary people (Cambridge University Press 2015). Literally, it is how all politicians behave and they should consider the public wants (Caplan 2001). However, the problem is they abuse their promises without much considering expenses and current regulation (Yang 2013). Now this whole concept of welfare populism urges us to choose one between selective welfare and common (universal) welfare. However, well-funded and planned social welfare improvement could make more stable societies despite of initial criticism (Giddens 2013).

If the welfare system would not be settled as dispensed welfare but as productive welfare, the sharp debate might be no longer valid (Blair 1998). However, there are still many questionable matters such as how to operate productive welfare policies to make beneficiaries financially independent as effective policies (Rector 2012; Jeong 2010; Moreira 2002; MacLeavy & Peoples 2009). In this paper, the employment policy programs are suggested as one of alternatives to vulnerable people. Although the right to work is clearly stated in the constitution of diverse countries, programs for vulnerable people seem to work neither efficiently nor effectively. Therefore, this study focuses on the relations between the government driven employment policies and the impact on socially vulnerable group of people. According to the OECD (2012), welfare states spent nearly 2% of GDP on expenditure to labor market programs such as training, incentive, start-ups, direct job creation

etc. In case of Korea, Korea government spent 0.61% of total GDP and mainly focused on the direct job creation 0.12% (OECD 2012, see Appendix C-24).

Looking closely at the Korean governmental employment policies since IMF economic crises, the employment policies have been operated in two tracks – employment stabilization project and unemployment measures (Jeong 1999). Especially, the reasons to look closely into the employment policies after IMF crises are: (1) Active Manpower Policy, (2) Social Security Net, and (3) the relevant policy approaches. The introduced active policies are not as same as passive approaches with unemployment insurance or unemployment allowance. Government actively participates in a labor market to prevent unemployment and encourage job keeping and direct creation (Kim & Sung 2005).

In 1990s, there was a global trend to implement productive welfare, also named as welfare to work or workfare, in which employment policies were embedded into welfare policies, while each country has different background of productive welfare. In the case of as Thatcher's cabinet office in UK and Reagan's administration in U.S., welfare states accept this welfare-to-work owing to the welfare public expenditure burden as well as the neoliberalism (Giddens 2013). In the case of Korea, mentioned above, this concept was introduced after the IMF financial crises hit. Korean society was still lack of social welfare, so Korean government increase more public welfare and at the same time introduced productive welfare concepts (Jeong 2010). However, recent policy reforms relieve regulation for workfare scheme such as Blair Cabinet Office, Obama administration and German Hartz Reform (Blair 1998; Rector 2012; Hohmeyer & Wolff 2012). From these studies, it can be realized that these political moves still have pros and cons and are very controversial.

Do all the policies for the working poor or vulnerable groups only depend on government political agenda setting? For this question, Lee and Lee (2013) examine the type of political

agenda setting in Korea by Cobb model (1983). Their study concludes that most of policies for poor people in Korea follow the mobilization model, unlike the U.S. which follows mostly the outside initiative model with political pluralism (Lee & Lee 2013). Briefly speaking, the study of Elder and Cobb (1984) explains three types of agenda setting: (i) Outside Initiative Model with external group proposal, (ii) Mobilization Model initiated by political decision makers, and (iii) Inside Access Model from external groups who are able to access high officials or decision makers (Elder & Cobb 1984; Lee & Lee 2013). The study shows how much influential the government leading policies are under the Korean political environment and it means that governmental initiatives should be implemented more efficiently and effectively.

More importantly on this study, it is a major premise that the employment policy program for vulnerable people with workability aims at self-reliance, social and financial independence and social inclusion, rather than drive them to the competitive market with mandatory working conditions in order to decrease welfare expenditures. Furthermore, the study designs that the policy program becomes practical in terms of efficiency and effectiveness. Therefore, this study starts to review the definition of vulnerable people and the programs for them, as well as productive welfare. It carries out qualitative research with several in-depth interviews with field experts for including initial insights and vivid experiences and conducts quantitative research to public officers for understanding their perception of the program efficiency and effectiveness. Then, the study ends with research conclusion, as well as policy recommendation, limitation and further studies.

1.2. Development of Research Questions

Initially stated in the introduction to this paper, the fundamental idea of the study is how the employment policy program in general can help stabilizing the lives of vulnerable people

with de facto public benefit. More detailed research questions will be studied on this study by discourse analysis with previous studies, qualitative and quantitative research.

The following research questions will be investigated:

RQ1. Does it improve the efficiency of the program to analyze job seekers among vulnerable people and hiring entities? (H1a & H1c)

RQ2. Does the selective supports for capable job seekers related to the program efficiencies? (H1b)

RQ3. Do well prepared program plans help increasing the program efficiency?

- The program plans includes subordinate elements: operating bodies, program contents, funding, campaign and promotion, operation process, and evaluation criteria (H2a ~ H2f)

RQ4. Does the program improve the program efficiency if the program operates efficiently?

- The operation starts from registration and consulting, and continues the relevant training or education until the closed the cases with matching, follow-up and evaluation (H3a ~ H3e)

RQ5. What makes more effective program with program improvement?

- How the tailored program contributes the efficiency of employment program with the particularity? (H4a)
- How the integrated welfare program can improve the efficiency? (H4b)

RQ6. Which elements of program have impact on overall efficiency of the program such as analyzing, planning and operation with improvement process? (H5a ~ H5d)

RQ7. How closely related is efficiency with effectiveness of the program? (H6a)

RQ8. Without budget increases, does the employment policy programs contribute to provide sustainable jobs to vulnerable people? (H6b)

II. . Background of Study

2.1. Literature Reviews

2.1.1. Definition of Vulnerable People

The main objective of this research is directed toward vulnerable people, especially as a target group of employment policies and programs. This vulnerable people also called vulnerable, disadvantaged, or marginalized people (= population or group). Therefore, it is important to clarify the definition of vulnerable people and the comprehension of the population helps three advantages; (1) it leads the direction of the study (2) the targets of the programs and policies directly impact on the efficiencies and effectiveness (3) the understanding contributes further policy improvement based on the beneficiaries' needs. On the entire paper, 'vulnerable people' will be used in order to decrease further misunderstanding from the terminologies.

In case of Korean employment policies, public assistance program was restructured welfare paradigm from the aid for the poor to "workfare" or "welfare to work", so called productive welfare, by establishing the National Basic Livelihood Protection Scheme, since IMF financial crises in Korea 1998. In 1999, expansion of social security net was one of the governmental essential task lists and it included income supports from public work projects and social stability for vulnerable members of the population by enactment of the National Basic Living Security Act. Government provided work projects and vocational training to low-income group and specially targeted youth, women, senior citizens, disabled, daily employed workers, long-term unemployed etc. (Kim & Sung 2005). However, the all listed categories of people above might not be eligible for the support, so it is an important to define vulnerable people is in order to establish appropriate policies and program.

There are various studies to attempt to define what the vulnerable people means, but also

most studies admit the difficulties of a firm definition. Steel (2005) attempts to make a list of marginalized and vulnerable people on his article, “*Actively involving marginalized and vulnerable people in research*”, based on 2 main principles – inclusiveness and empowerment. Steel studies practical, social, ethical and legal consideration of needed groups as research subjects, but also emphasized the list below was examples of marginalized and vulnerable group, not comprehensively perfect list of vulnerable people.

Table 1. List of Vulnerable People

No.	Vulnerability	Detailed lists
1	Health	<ul style="list-style-type: none"> • people experiencing mental health problems/personality disorder • people with brain injuries • people experiencing forms of dementia • people suffering from a life-limiting illness • drug addicts • people in receipt of forensic mental health services
2	Capability	<ul style="list-style-type: none"> • disabled people • people with a learning difficulty • people for whom speech and/or hearing is not their principal means of communication • visually impaired people • people whose voices cannot be heard • people who cannot read or write in English (i.e. proper language skill) • people whose lives are affected by complex repercussions of disability, long-term illness, or social care needs
3	Resource	<ul style="list-style-type: none"> • homeless people • carers in general • people in poverty • people who need, but are not receiving, health or social care services
4	Age and Gender	<ul style="list-style-type: none"> • children in general • children in care • young carers • older persons in general • frail older persons
4	Social Status	<ul style="list-style-type: none"> • ethnic minorities • asylum seekers and refugees • single parents • who encounter different services that do not ‘join up’ • prisoners • travelers

※ Source: (Steel 2005), modified from Chapter 2. *Actively involving marginalized and vulnerable people in research*, p.19

Levine (2008) mentioned on her article at the *Oxford textbook of Clinical Research Ethic* that the U.S. federal regulations recognized “particularly vulnerable” and “economically disadvantaged”. The particularly vulnerable categories are children, prisoners, pregnant women, fetuses and neonates. Economically disadvantaged means literally people who live in

poor. Levine also quoted that the concept of vulnerability, from the 1979 Belmont report from the U.S. National Commission for the protection of Human Subjects of Biomedical and Behavioral Research, was the principle of justice as applied to the selection of research participants. The report described the vulnerable people in social science research as the typical groups “recognized as vulnerable” such as the poor, persons subjects to discrimination, intolerance, subordination and stigma, and those who are politically marginalized, disenfranchised, and denied human rights (Levine 2008).

Based on Flaskerud and Winslow (1998), the definition of vulnerable people is “social groups who experience limited resources and its appropriateness as a guiding principle in bioethics” (Flaskerud & Winslow 1998). Still it is quite hard to completely understand the meaning of vulnerable population because of difficulties in defining vulnerabilities. Ruof (2004) mentioned that difficulties in defining vulnerability have prompted discourse surrounding its utility as a qualifying factor in the allocation of resources and appropriateness as a guiding principle (Ruof 2004). The vulnerability was defined as a criteria of evaluating risks of impoverishment from the physical, social capital; and the welfare status such nutrition, education etc. (Bang & Kang 2012). In the same vein, the study of vulnerable people in Korea indicated the same problem that the vague and various definition and concept of policy objects is decrease the effectiveness of target-oriented policies and programs and decrease the efficiencies of governmental funds (Bang & Kang 2012).

Noh (2006) on his article said that the concept of vulnerable group might be widely accepted a group of people who are under the limits on economic and social participation. Noh (2005) also introduced marginalized group and the hard-to-employ population, separately from the simple concept of vulnerable group (Noh 2005). Noh explains that the marginalized group is the people in exclusion from particular goods and services from

societies; the working poor are a part of economically active population but individuals with family income under the minimum cost of living (Noh 2006; Noh, Choi, Cho, & Ryu 2006).

From the research paper of Bang and Kang (2012), ‘The objective definition of vulnerable group and the policies for employment and welfare’, the comprehensive definition was suggested that the vulnerable groups are individuals or class, who are difficult to maintain current economic condition under socially and economically weak positions; under unexpected events during the process of employment and economic activities; or under social risk during lifetime. In details, there are three principles to define the vulnerable group of people: (1) attributes and position such as disabled, immigrants, single parent etc. (2) event and accidents such as youth, early retiree, senior citizens, married females etc. (3) life-course such as illness, industrial accident etc. (Bang & Kang 2012).

Table 2. The Definition and Scope of Vulnerable Groups in terms of Employment and Welfare

The disabled	Disabled person defined by Welfare of Disabled Persons Act, Article 2.	Certificate of disabled person, welfare card , member card for disabled veterans and police, etc.
Household with duty to support	Vulnerable households with dependents, defined by Social Enterprise Promotion Act, Article 2	Receipt For Earned Income Tax Withholding, beneficiary certificate , confirmation of the withholding income tax, Certificate of Income Amount, the notice for welfare payment claim, receipt of health insurance payment, salary slip etc.
	*. Detailed criteria of vulnerable people by Social Enterprise Promotion Act, ① Average monthly household income is less than 60% of national average ② Aged person, Age Discrimination and Employment Promotion for the Aged Act, Article 2 ③ Disabled person, Promotion of Employment of the Disabled and Occupational Rehabilitation Act ④ Prohibition on Sex Trafficking and Victim Protection Act ⑤ Other the long-term unemployed (more than 6 months)	
Lower income group	National Basic Living Security Act, Article 2, Article 2 Section 2, Schedule 11	Certificate of recipient of national basic livelihood guarantees, notice of the health insurance
	*. Detailed criteria of lower income group by Ministry of Employment and Labor : the minimum cost of living less than 150% Single parent household, defined by Single-Parent Family Support Act, Article 5	
	Single parent household, defined by Single-Parent Family Support Act, Article 5	Certificate of single parent family
patriots and veterans	Honorable Treatment of Independence Patriots Act, Article 16; Honorable Treatment of National Merit Act, Article 29; Honorable Treatment of 5.18 Merit Act, Article 20; Supports for patients of exposure to defoliants Act, Article 2, etc.	protection of employment certificate issued by Patriots and Veterans Administration Agency
marriage immigrants	Not acquisition of nationality	certification of alien registration, F2
	acquisition of nationality	marriage certificate

※ Source: Bang & Kang (2012), the objective definition of vulnerable group and the policies for employment and welfare p.7, modified and translated in Korean

Based on the studies reviewed so far in this paper, it can be learned that recognition of vulnerability is important to define the vulnerable people. Also, most of these researchers admit the difficulties of defining the exact concept or definition of the vulnerable people. However, the researchers categorize the groups of vulnerable people based on the absence of resources or exclusion from the society. Meantime, the definition of vulnerable people will be studied from the survey at the later part of this paper (see Appendix B-vi).

2.1.2. Studies on Each Target Group of Vulnerable People

The previous studies about vulnerable people are based on social categories, regional groups, or programs often focusing on satisfaction and effectiveness. This chapter reviews domestic and international research about policy programs for categories of vulnerable people. It also reviews the type, status, satisfaction and impact on the employment program based on categories of vulnerable people such as the aged, the disabled, single parents, the homeless.

(1) The Aged People

The aged group can be called the old, the elderly, senior citizens, and the elderly population becomes a social issue at the time of baby boomers' retirement. Korean is also one of countries with concerns about aging societies. The concept of the aged in other developed society has changed from old, weak and benefit dependent to living longer and healthier and capable of being more productive and less dependent, so a social intervention to labor market encourages training social worker, conducting early childhood and elementary school, providing intergenerational program and assisting older adults with employment, volunteering and health care (Choi & Dinse 2006). This new perspective of aged people leads concepts of productive aging and active aging. (Walker 2002). This change is because the

meaning of “aging” is no longer considering the heterogeneity of being old in the life courses (Naegele & Kramer 2001; Cooke 2006). Walker (2002) illustrates the potentials for active ageing in the area of pension, employment, health and social care, and citizenship. Active aging strategy should be comprehensive, flexible, preventive, and participate in the individual and societal levels, link with employment, health, social protection, social inclusion, transport, education and others, mutually supportive (Walker 2002; Walker 2006)

The governmental the aged work programs are be labeled as (i) public service (welfare center, cultural properties or neighborhood convenience facilities maintenance, school zone assistance etc.), (ii) educational activities (nursing teacher, cultural heritage commentators, instructors to other senior citizens etc.), (iii) welfare service (caregivers to the elderly living alone or other elderly, single parents care, the disabled care etc.), (iv) labor market oriented (car wash, subway courier service, other common workshop etc.) (v) labor dispatch (proctors, night guards, sanitation workers, etc.) and (vi) start-ups supports (Korea Labor Force Development Institute for the Aged 2013).

Based on Taylor’s study (1994) of the aging workforce, declining labor force participation of older people in twenty years shows that employer attitudes to old workers are different from sectors: more production and construction than service (Taylor 1994). In case of Korea, there is a study about employment of aged people to SMEs (small and medium size enterprises). It turns out most of employers have passive attitudes toward the hire of old people, especially 60 % of respondent answered they feel it is a burden to hire workers over 60 year old. The reasons are mentally and physically insufficient, low productivity (Park 2009). It also shows the same result with Taylor’s study that the available jobs to the aged are heavily weighted in production, as simple labor work. Taylor’s article (1994) mention that employer perceive that the weakness of old people employment are their lack of skills due to

the lack of access of training programs, but it concludes that the educative approach favored by the government is not likely to have significant impact on the older workers employment, so they choose between low-skill and low wages jobs in the service sector or non-employment (Taylor 1994). Interestingly, the study by Kim, Yoo & Jeong (2012) shows different views of elderly participants that educational satisfaction has significant effects on participation satisfaction in the perspective of aged people in Korea.

Ji (2013) classifies the elderly employment policies into three types of support program – income support for low income level of the aged, alleviation of early retirement, full employment. According to these three types, the Korea government applies mostly the income support type for the poor elderly, particularly emphasizing direct job creation because Korean society has not yet developed income security and has shown high poverty ratio of the old. The government pursues social inclusion and supplement income, but these two political agendas would have not proceeded yet because of lack of appropriate implement system and process (Lee 2013; Ji 2013).

The status of hiring aged people in Korea is relatively strong in the public and third sectors compared to private companies. In case of employment in the private sector, it was highly specialized and educated jobs. The study of Lee (2012) suggests diverse route of social participation such as the areas of welfare, NGOs, social enterprises (Lee 2012). However, the reality of social participation of the aged is difficulty, and the system and infrastructures have not yet been developed to encourage their participation (Hwang, et al. 2007). Ji (2012) mentioned that the public funded employment policy program for the aged should be reorganized from contribution type to national wide social scheme of volunteering, and should focus more on market oriented jobs for income supplement purpose.

Social participation and independence might be one of basic ideas of promoting

employment of elderly people. Plath (2008) mentions that being independence has five meanings: doing things alone, making one's own decisions; physical and mental capacity, having resources, social standing and self-esteem. For their social inclusion and inclusive independence, social services provide support, guidance, information and advocacy with community services and government provisions (Plath 2008). Unlike the aged people who are not involved in employment program, aged people who participate in employment policy program show building tight social relationship (Lee 2013) in the community levels.

According to most of previously reviewed studies, participating active aged people in engagement of employment is highly influential in inclusive independence and social inclusion, but it is also very importance to be aware of the importance of comprehensive care of pension, health care, and other social cares. Especially, the aged people in vulnerability should not be forced out to the competitive market; otherwise, they face more sever social exclusion and continuous poverty.

(2) The Disabled People

In the past decade, it is true the Korean government pay more attention to the eligibility of jobs for vulnerable people, but the disabled say that these days it is pushed back on the priority list of social welfare (Yeom, Park, Cho, & Yang 2009). Kim, Park, and Jung (2012) introduce the concepts of the employment policy program for the disabled by referring to Kim's research of employment policy modeling (Kim, Lee, Lee, & Woo 2001). The employment policy program is aimed at income security and holistic comprehensive social welfare for social participation or job opportunity of the disabled with welfare approach by supporting or subsidizing their employment (Kim, Park, & Jung, Do-Sun 2012). Greve (2007) analyzes the European policy program with degree of disability, stating programs should provide available jobs to the disabled by considering the types and degree of

impairment and enhancing job flexibility in order for social integration (Greve 2009)

What makes it difficult for the disabled to work or deter them to actively participate in employment? Patrick (2011) studies three elements: barriers to work, conditionality itself and ideas of welfare contract between citizens and the state. It is studies barriers to work for both sides of suppliers and demanders. In relation to the disabled, the concerns of supply-side are employability, skills, experience, confidence, the character of disabled people and their attitude to work, whereas the concerns of demand-side are discrimination, stigma, and accessibility (Patrick 2011). Also, Shier, Ghaham and Jones conduct one to one and focus group interviews with 56 individuals in Canada. Shier, Ghaham and Jones (2009) find that the barriers included both individual and societal conditions including transportation, lack of support networks, self-esteem, past influences and disability. It also intends to provide the respondents' perspectives of how mental, physical, physiological and intellectual disabilities are influential in securing or maintaining their employment (Shier, Ghaham, & Jones 2009).

The German comprehensive system of vocational rehabilitation is designed for the engagement of the disabled in the labor market. A study based on systems theory, the process of recognition, acceptance, participation, integration into the market severely is affected by institutional and individual characters. Better educated people have more positive signal for employers (Gruber, Titze & Zapfel 2014). Furthermore, Gable (2014) suggests that ideally the education service need to support both special and inclusive education by considering the disabilities (Gable 2014). However, Based on Yates and Roulstone study (2013) in UK, the education for disabled people should be continuous and harmonizing with not only individual perspectives providing relevant information, delivering appropriate advice and guidance, and finally building employability to the labor market, but also structural supports with local markets and employment networks to create more available job opportunity (Yates &

Roulstone 2013)

Government initiative policy programs for the disabled has been criticized as being designed as medical model rather than self-reliance and focus on institutional level (Cho 2012; Lewis, Dobbs, & Biddle 2013). The United States attempted to improve the disability program due to the increase in number of beneficiaries and program cost, and the General Accounting Office (GAO) cites three practices by analyzing program practices in Germany and Sweden: fast government intervention, providing necessary assistance, and cash and health benefit (Sim 1999). In UK, the WORKSTEP customer survey project shows three interesting findings- (i) participants have too much value on the supports because they were excluded before, (ii) policy implementation has impacts on not only their immediate workplace but also the wider working environment and culture. (iii) policies have great impact, so a 'one size fits for all' approach to employment supports even brings more conditionality (Lewis, Dobbs, & Biddle 2013).

The importance of the policy influence in lives cannot be overemphasized more. For improving the policy program of employment for the disabled, there are many recommendations by experts and researchers: creating decent jobs, restructuring service delivery process, enhancing service scheme, prohibiting discrimination, improving perception of the disabled, enforcing obligatory employment quota, improving social infrastructures and systems, advancing protective hiring workshops, and implementing national wide campaign and project for strengthening employment for the disabled people (Nam 2012; Park, Byun, Lee, & Jung 2012). Current rates of employment for the disabled is more concentrated in employment for those with less severe disability than severely disabled people, so the program should consider the degree and types of disability. Also, transition program from training to employment is necessary (Park, Byun, Lee, & Jung 2012).

In short, from the previous study, the societal perception of disabilities is a key factor for the success or failure of employment for disabled people. It is quite interesting that training is essential but rather not the primary factor to determine their job availability. The policies and educations should be applied to the level of individual as well as society, community, workplace, particularly to employers, in order for the fundamental goal of social integration.

(3) Single Parents

In 2014, Korean Government addressed single parents' self-reliance capacity building by integrated support with employment, child rearing and housing. A result of this was to support packages designed according to three political agenda: strengthening self-reliance, stabilizing livelihood, emotional & psychological supports. The contents of the support packages are employment success package, continuing education for school drop-out teenage parents, ease-off qualification of national basic livelihood benefit, increase in child rearing expense support, expanding number of assigning public rental houses, telephone counselling service and many other welfare benefit together with twelve ministries and local government (Ministry of Gender Equality and Family 2014). Nevertheless, these governmental supports are not yet sufficient for the increasing number of single parents, so more integrated care for both single parents and their children are required (Lee 2008).

Korean society has a strong Confucian culture and marriages are strongly tied to the social norm, so single parents often experience social stigmatization and exclusion (Oke, Choi, Kwon, & Kang 2004). However, the number of single parents in Korea shows a significantly growing trend due death of spouses, divorced or estranged couples, unmarried parents, and teenage parents (Choi 2005). Therefore, Lee (2008) suggests the integrated care for single parents. Particularly, the supports for single parents should consider the ages and

character of their children and restructure the benefit packages based on the needs and condition of single parents and children.

Many researches study the relationship between single parents and their children and the importance of childrearing support. Thomson, Hanson and Lanahan (1994) find that single mother families has significant economic disadvantages for children from these families, but the effects of income on parental supports are not significant, rather parental support and control were significantly associated with education, race and sibship characteristics to child outcome (Thomson, Hanson, & McLanahan 1994). Also, Hwang et al. (2010) find that the children with single parents show a simple pattern after school to stay home watching TV and playing games, compared to two parents family because single parents pay less attention to after school learning activities (Hwang, Kim, & Seo 2010).

Based on the study of Hwang et al. (2010), the income level of single parent has even impact of their children's afterschool activities, whereas the finding from the study of Thomson, Hanson and Lanahan (1994). However, engagement in welfare-to-work resulted in many of single parents who participated in Cook's research were unable to provide adequate social supports and are continuously struggling for impoverished circumstance (Cook 2012). Stewart (2009) has research about employment and wage trajectories for mothers entering low-skilled work from the British lone parent community. Stewart finds that the status of employment shows different patterns after the birth of their last child. About 25% of single mothers return to stable employment by the ages of the child at 6.5 year old; 15% at 7 year old; 10 % work less than sixteen hours; 20% move in and out of work; 25% no work based on their follow up on this study (Stewart 2009).

Also, Stewart (2009) mentions that post-secondary qualifications and advanced or vocational skills encourage comparably fast wage progress so it is suggested that the policies

should consider the sustainability and progression in the initial stages of employment of single mothers and take another approach to promote working to other mothers who stay home (Stewart 2009). However, Bok (2004) states that welfare reforms have not often included poor women's access to effective education and training for economic independence, so it would be required to provide guidance for increasing access to education and training for poor woman (Bok 2004). These studies show how the continuing study provides opportunities for single parents to have a greater possibility of employment and sustain their job security, as well as improve work position.

According to the effectiveness of single parents support, Han (2014) studies that single parents have different cause and process of impoverishment by their gender because most of single fathers are in labor market or already employed. Not only lack of employability, skill and experience, as well as still existing gender discrimination, single mothers experience more severe difficulties in their childrearing. On the other hand, single fathers have more stress from household labor (Han 2014). In UK, it finds that women spend more time in child care and less time to paid work than men. Also single parents spend more time in child care and less time to work in paid jobs than other parents. The difference of skill ability, attitudes of work, social customs or bargaining powers can explain the differences (Kalenkoski, Ribar, & Stratton 2005). Furthermore, there is a study to examine the effects of the child gender in single parents on the academic achievement of the child and the study finds no benefit in same gender of a parent and her/his child. Only, daughters in single father families show better academic performance than other combination (Lee & Kushner 2008).

From the previous studies, it shows that the polies for single parents considers various factors such as different needs by single parents' gender, the ages of child, necessity of living allowance during training, day care supports, and others. Especially, single mothers need

more training to return to the labor market. Therefore, the social support needs to be customized based on the gender expectations.

(4) Homeless people

The welfare for the homeless became magnified right after a death of homeless in Seoul, 2011 (Kim 2011). The social welfare program had been started since late 1990s, but still the living conditions of the homeless are still poor. Then, it might be useful to know who the homeless are and what kind of support this group have, as well as how they can be part of society. Homeless people are defined literally as people who live on the streets without proper housing, in detailed people who are lived in circumstances without the security and safety of appropriate health care and child care. Like other vulnerable groups of people, homeless people are also hard to define (Nam 2008). Nam (2012) listed the possible reasons to become homeless such as low income, deprivation, family dissolution, long-term unemployment, bankrupt, low education, domestic violence, mental illness, alcohol and drug addiction, and personal preference. It could be summarized with three main causes – poverty, housing and social welfare system (Nam 2012). Then, what kind of support package this society provides to them in order to overcome these obstacles?

As soon as IMF financial crisis hit Korea, the population of the homeless rapidly increased since 1998. Before 1998, there was no particular social service for homeless people, besides vagrants (Kim & Sung 2005). It had been started with measures to stabilize the people livelihood by the Ministry of Health and Welfare on April 17, 1998. At first, it was a stage of first aid supports to provide shelters and medical service. Then, it developed to the level of rehabilitation to encourage their self-reliance, including start-up and job placement to private or public work projects. In 2005, finally government modified the enforcement regulation of supporting vagrants including the homeless (Jung 2005). Furthermore, as

Homelessness Act in UK (2002), Act on special measure for homeless self-assistance in Japan (2002), and McKinney-Vento Homeless Assistance Act in US (1987), Korean government also enacted the Act on welfare and self-reliance for the homeless in 2011. This law includes the purpose and concepts of social benefit, the obligation of government, the obligation and right of the homeless people, contents of service, lists of facilities for the homeless (Jung 2012).

The law has been criticized for not really reflecting the reality of homelessness. For example, the conditionality of 6 months of being homeless in order to participate in the benefit program has possibility to create homeless people who exclude from the welfare service; therefore, Kim (2013) suggests that the government should increase the effectiveness of the law and accessibility for the homeless to reach the welfare service. Kim & Hyun (2005) also suggest providing housing and linking with social welfare service in the communities for social inclusion of homeless people. They also mentioned that vocational rehabilitation helps their self-reliance gradually (Kim & Hyun 2005)

Then, would the supports or social benefit program be legal right? Or as in the matter of homelessness considered as personal responsibility with minimized supports? Watts (2014) studies a case of Scotland and Ireland with comparison of approaches to homelessness. Watts finds that the approach in Scotland encourages homeless people to be more active and responsible welfare subjects with legal rights to housing as opposed to the Irish approach without legal right and with emphasis on personal responsibility (Watts 2014). Also, Chen (2014) finds that homeless people with adequate support remain in stable housing and interpersonal relationships ties to housing (Chen 2014). Based on the McNeill's study, it is learned that the attaining secure and safe housing is their top priority. However, housing and

employment are highly related to each other because work would not be sustainable without proper housing (McNeill 2011).

As important as housing support, education and training are important for homeless people. Nelson et al. (2012) on their study on impact of a work-skills program find that the homeless participants in a work-skill programs show positive improvement in work and life skills, employment, income, and housing etc. Especially, the work and life skills develop their self-esteems and self-efficacy (Nelson, Gray, Marurie, & Shaffer 2012). However, Sinclair (2014) emphasizes the importance of basic skills of language, math and IT skills because his study shows 51 percent of homeless people who participate in Sinclair's survey are poor at English skill and 55 percent of them lack basic math. Sinclair also mentioned that lack of these basic skills are obstacles for homeless people to enroll or complete the training or other educations, and even they are unable to achieve employment qualification in the end.

For self-reliance, homeless people need to be employed or operate their own business for a living, but often they go back to the status of homeless (Osborne 2002). It is quite surprising that homeless as job seekers with significant physical or mental health problems believe they can overcome their problems and get employment; whereas the service provider take strongly negative attitudes (Radey & Wilkins 2011). Also, service providers realize that financial assistance and other concrete services are important to improve families' capabilities of homeless people, but a surprisingly large portion of service provider believe that the community provide too much help for homeless people (Lindsey 1998). Homeless people have different stages of employment and list of priority, so the employment support service needs to consider their individual needs and progress of employability.

To summarize, so far the most of studies are focused on beneficiary perspective by

conducting surveys or interviews. There are more social groups as vulnerable people such as immigrant, former prisoners, and other vulnerable people with extreme poverty, besides the four groups on this study (Campomori & Caponio 2013; Cho & Doh 2014). Of course, like the study of Radey & Wilkins (2011), there are studies to contain other parties such as public, interagency, or service providers. The studies of each group of vulnerable people such as the old people, the disabled, single parents, homeless people and others find that the welfare services have not reflected their vulnerability traits, demands and needs. Moreover, the current quality and quantity of welfare are not sufficient to help them to overcome their barriers and vulnerability. Negative social perceptions and stigmatization are big barriers which the vulnerable people themselves cannot confound. The previous studies review in this paper suggest several similar alternatives such as customized services based on the characteristic and needs of vulnerability of each group, welfare and social support based on cooperative network, and positive perspectives to vulnerable from the society to encourage them to return to the society as social integration.

2.1.3. Productive welfare

This study suggests that the employment policy program for vulnerable people would encourage their self-reliance and financial and social independence if the program increases its efficiency. Greater efficiency improves its effectiveness. If so, how can the employment support services with welfare concept for vulnerable people be related to the concept of productive welfare?

The concept of productive welfare has been used interchangeably with workfare, welfare-to-work and active market policy. These concepts are developed with different social and political background and they have quite distinct features. Moreover, each scholar has a different definition about the productive welfare. Yang et al. (2000) define that it is a welfare

policies role to realize social needs to improve the quality of life, by growing in economic capability and developed democracy, and at the same time it is a human development policy to support basic livelihood security and social insurance and to improve life quality and their growth potential with social and financial independence and human capital progress by education and training (Yang, Lee, Lee, Lee & Cho 2000). In case of U.S., the workfare was started with neo-liberalism to reform their social welfare scheme. Some studies find that the reform and workfare lead to decrease in social welfare in U.S. (Moreira 2002; MacLeavy & Peoples 2009). Lodemel and Tricky (2001) conduct case studies of seven countries – UK, US, Norway, France, Netherlands, Germany, and Denmark based on Esping-Anderson's typology. They find that Denmark, UK and Netherlands have European centralized and integrative workfare program and Denmark and Netherlands introduce more human resource development (Moreira 2002).

Then, what is the Esping-Anderson's typology? According to Esping-Anderson's study on *The Three World of Welfare Capitalism*, Esping-Anderson classifies three welfare states by regime-types – liberal welfare status, corporatist welfare states, and social democratic. The liberal welfare status utilizes tested assistance, modest universal transfer, or modest social insurance plan. Under this regime, it is difficult to become beneficiaries and easy to blame to be beneficiaries with social stigmatization, so it provides passive minimum guarantee and private welfare subsidy. It is commonly held in U.S., Canada and Australia. In Austria, France, Germany and Italy, corporatist welfare status dominates. It means that the right goes hand in hand with social class and status. The social democratic regime with universalism and de-commodification of social rights is extended to middle class by encouraging high levels of equality right (Esping-Anderson 1990).

Then, Dostal (2008) clarifies the policy instrument as three different types of policy

instrument as targeted active labor market policy (ALMP), market workfare, and make-work workfare. In-work benefit encourages employers to change their managerial strategies in favor of increasing the employment headcount, rather than to increase workers' average productivity through education and training (Dostal 2008). For study about U.S. workfare, Jagannathan and Camasso (2005) have research by comparing three different types of welfare-to-work programs – labor forced attachment (LFA), human capital investment (HCI) and a mixed strategy. LFA helps the participants have low paying jobs with little or no training expenses, but HCI has training cost with little or no impact on recipient employment. It gives a lesson that the program should consider the training of job relevance, credential of service providers, curriculum etc. (Jagannathan & Camasso 2005). These studies show mere training provision results in less efficiency even though training and education are important for employability and productivity.

In 1996, the Federal government in the States addressed 'The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA)' and actively promotes welfare-to-work, particularly with the Temporary Assistance to Needy Families Program (TANF). Cheung (2005) finds that the TANF program brings negative parenting practices because employment reduces the amount of time with children. However, the education and post-secondary education among TANF recipients, particularly college education, increases a chance of both employment and child rearing (Cheng 2005). Later, Obama administration starts to reform the original workfare program in 1996: decrease in work rate and more exception of compulsory work participation, extended definition of work activities, and conditionality from 20 or 30 hours work per week to minimum one hour per week. However, the reform of the Obama administration has been criticized because it would increase the number of welfare recipients and social burdens of welfare expenses (Rector 2012). These two studies show the disadvantages of conditionality and attempt to improve welfare with

less mandated work condition.

Whereas the workfare before reforms in the States emphasizes the mandatory work participation, UK government plays more active roles to support the recipients to get employment with training, further education, and secured income. If they are not able to have jobs themselves, the government provides public work projects (Jeong 2010). The British government's attitude to welfare-to-work can be seen from the article of Tony Blair in 1998, "The Third Way approach to the challenge of modern employment is about extending welfare to work, making work pay, and investing in the skills individuals need.," with New Deals offering to groups too long neglected by government such as young and long-term unemployed, lone parents and disabled people. It shows strong belief that government intervention is necessary to protect the weak and ensure that all gain some of the benefit of economic progress to make UK inclusive society as whole (Blair 1998).

Claiming to an inclusive society, the concept of the British Coalition Government was 'Big Society.' Newman (2011) mentioned that government tries to extend the level of activation in the labor market, to mandate the unemployed into the Work Program with increased flexibility in the labor market and supply side measures such as creating more jobs, reducing low quality jobs, and assisting the unemployed in accessing new opportunities. Active Labor Market Policies and New Deals have reduced unemployment, particularly disadvantaged groups, with overcoming discrimination and disadvantage and providing with skill training, progression policies and demand side intervention (Newman 2011). There is another British case of welfare-to-work, so called The Pathways to Work (PtW) Program operating from 2003 to 2011. This program reduces the numbers on IBs (Incapacity benefits) and PtW put priority to welfare-to-work interventions with a health focused condition management program (CMP) (Lindsay & Dutton 2013).

In 1990s, U.S. and UK were the major countries there workfare or welfare-to-work, but there are more studies to look at workfare in other countries. For example, in Sweden, the traditional Active Labor Market Policy was implemented with unilateral labor party, but Swedish government also has welfare reform. The study by Bennmarker, Skans, & Vikman (2013) estimates the effects of conditioning benefits among older long-term unemployed workers. Intensive job search activities strongly increased job finding rate (Bennmarker, Skans, & Vikman 2013). The welfare reform between 2002 and 2005 in Germany, Germany followed one reform, finally adopted in January 2005, 'Basic Income Support for Job-Seekers', and combined with the former unemployment assistance and social assistance benefit, and the new welfare benefit Unemployment Benefit II. The Public Employment Service (PES) support job search activities along with Active Labor Market Policy, such as the workfare scheme for 'one-euro jobs.' (Hohmeyer & Wolff 2012)

So far, most previous researches have been carried out in the western world. It would be interesting to review Asian perspectives of workfare. In case of Hong Kong, workfare was introduced, called *Support for Self-reliance: Report on Review of the Comprehensive Social Security Assistance Scheme* and in 1999 the first Workfare program was introduced. Chan (2011) mentions that the Hong Kong government use workfare to maintain its minimal social security scheme and its low tax regime. However, compulsory voluntary work has been criticized because it does not consider physical or psychological condition, and it pushes poor people into a competitive labor market without protection over wages and working hours (Chan 2011). The workfare in Korea can find the origin from the Ulsan speech of President Kim Dae Joong, on June 21st, 1999. In the speech, the president said that the government would enact National Basic Livelihood Protection Act in order to secure the lives of low and middle income classes. Korea had the precedent of a scheme of public assistance (Moon 1999).

The new law in Korea extends the beneficiaries who are aged 18 to 64 without sufficient income for living. The beneficiaries provide cash transfer and it indicates government obligation to protect the minimum standard of living. At the same time, government introduces workfare with obligation to work themselves for their self-reliance (Yang, Lee, Lee, Lee, & Cho 2000). Jeong(2010) mentions that social, economic and political background of workfare in Korea is not as same as in other countries. Under the conditional welfare, recipients are required to participate in a workfare program and there are two types of program – public service and market attachment. However, the program criticizes low effects by relative amount of public expenditures (Jeong 2010).

Until now, various workfare schemes in several countries have been reviewed. In most cases, the workfare initiative due to high social welfare expenditure or high public welfare dependency burden causes downsizing the welfare scheme with conditionality and mandatory work. Also, the work and job from workfare shows limited views under the concept of welfare. On the other hand, this study is a matter of how employment policy can support self-reliance well. If the vulnerabilities of vulnerable people arise from unfair social framework, it is important to evaluate if the employment program provides at least better equal opportunity. In spite of different background, purpose, and process of development of workfare, from the previous study it is learned that the workfare motivated beneficiaries escape from chronic welfare dependency and pursue their own self-reliance and independence. At the same time, the social support possibly concentrated on people without work ability.

2.1.4. Integrated and Tailored Welfare

Recently the tailored and integrated welfare approaches are highly required to fulfill the needs and expectation of welfare toward vulnerable people and increase the efficiency of policies, as well as to boost the mutual synergy effects between each policy such as

employment and child welfare for single parents.

From the previous studies in the earlier chapters of this study, many researches end up with tailored and integrated social welfare as alternatives of the next direction of social welfare. Kim and Sung (2005) mention target-oriented policies to youth, women, senior, disabled, long-term unemployed and others. Walker (2002) recommend active strategy link with employment, health, social protection, social inclusion, transportation, education etc. in the level of individuals and societies. Kim et al. (2012) insist income security and holistic comprehensive social welfare for the disabled. Shier et al. (2009) even include transportation, lack of support networks, and self-esteem as barriers to disable people to maintain their employment. Lee (2008) on his study for single parents suggests the integrated care, considering the ages and character of their children and need & conditions of single parents and children. McNeill (2011) also emphasizes how the employment supports need to consider the participant needs. All these studies describe the importance or necessity of tailored and integrated support schemes.

There are more studies about integrated and tailored welfare supports. Esping-Anderson (1990), classified three types of welfare states, mention that universalized and de-commoditized program provides tailored service based on each expectation such as grant transfer to children, direct responsibility of caring for children, the aged and other vulnerable people (Esping-Anderson, 1990). Bode and Sandvin (2012) on their study, 'The many rationales for welfare-to-work regimes', explain the welfare regimes and the operation model with other researches. With a study by Evers and Guillenard (2012), new institutional links have been established between social policy and the employment system, at the same time, between welfare bureaucracies and their target groups. Also Hofer and Midgley (2006) mention about interlinkage of activation program and social work and it shows the interests

of further policy moves. The current welfare states socially intervene with information, counselling, orientation and control. Bode and Sandvin conclude that the movement towards welfare and activation from sociological perspectives need to pay more attention to the roles of social intervention including social work (Bode & Sandvin 2012; Evers & Guillemard 2012; Hofer & Midgley 2006)

Looking at the integrated welfare for child, New Zealand introduced the Integrated Service System (ISS) and Connolly and Smith (2010) mention that a one-size-fits-all approach of welfare does not meet the needs of children and their families and the increasing needs and options of services for families have potential to create a more responsive service framework. It creates a hybrid practice system which requires supports for both child and the family (Connolly & Smith 2010). Similarly, the U.S. Family Dependency Treatment Courts (FDTC) are implemented and these are the special courts to work with caregivers for children whose lives affected by substance use disorders. This support provides three year grant and the court forms a collaborative, multidisciplinary team including a court judge, court-employed case managers, local substance abuse treatment providers, local child welfare agency, Guardian Ad Litem personnel, defense attorneys, and the state office of the Attorney General. This team works closely to provide a holistic treatment approach to substance abusing parents involved in the child welfare system (Chuang, Moore, Barrett, & Young 2012).

However, the success of the integrated service is quite strong relations how each policy and the provider can cooperate closely and communicate enough. Karatekin et al. (2014) mention about Partnership for Family Success (PFS) that this program provides multiple services such as mental health, employment, housing, legal, criminal, chemical dependency, and child protection, but they also criticize that it does not serve well because of lack of

involvement and communication among relevant departments and policies (Karatekin, Hong, Piescher, Uecker, & McDonald 2014). Greenburg and Cebulla study welfare-to-work programs and from the case of the States the study suggests that it is not appropriate to apply single policy as activation welfare, rather requires mix approach with welfare to work (Greenberg & Cebulla 2008)

The integrated and tailored services would be more complicated to provides because it is not so easy to define the target groups and the for policy maker it might be difficult to adjust the benefit packages in order to meet the various needs of vulnerable people. The studies mentioned above examine the necessity of integrated and tailored welfare for increase efficiency and meet the beneficiaries' expectation. Further studies of the integrative and customized welfare will provide good examples of policy implementation and even provide more advanced policy recommendation.

2.2. Conceptual foundation

2.2.1. Efficiency and Effectiveness

Recently, the world faces sovereign defaults after global economic crises. Now it becomes more important how the government collects taxes and other revenues and fairly distributes them for national well-being. Meanwhile, the main purpose of this study is the causalities of efficiencies and effectiveness of employment policy program, as well as impact on welfare status and independence for vulnerable people. Therefore, it is very essential to know the real meaning of efficiency and effectiveness.

Mihaiu et al. (2010) on their study defines that efficiency can be achieved under the conditions of maximizing the results of an action in relation to the resources used, and it is calculated by comparing the effects obtained in their efforts. They also mention that

estimating the costs (the resources, efforts, and other inputs), and results is required to measure effectiveness (Mihaiu, Opreana, & Cristescu 2010). Mandl U. et al. (2008) explains that efficiency and effectiveness are the relationships between inputs, outputs and outcomes on the Figure 2 as below, but also admit that the efficiency and effectiveness are not so easy to separate each other (Mandl, Dierx, & Ilzkovitz 2008). Often government criticize that they operates inefficiently. It might be true or not, but still many researchers study to evaluate how the government policies and operation are efficient and effective for their people; and to seek the way to become more efficient and effective.

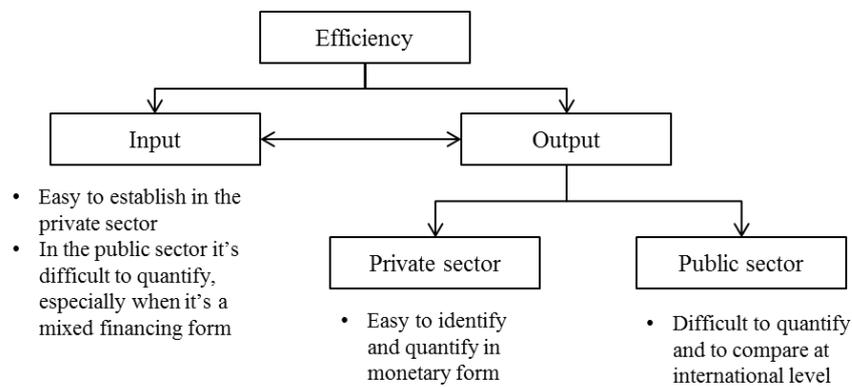


Figure 1. Determining the Efficiency Indicator
(Mihaiu, Opreana, & Cristescu, 2010), pp.134

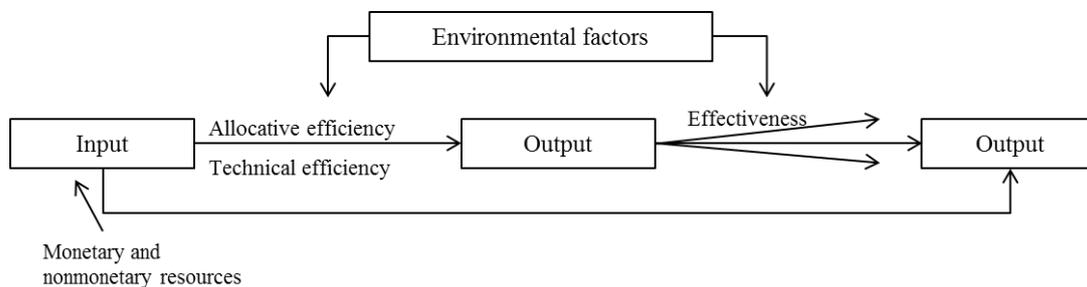


Figure 2. The Relationship between the Efficiency and the Effectiveness
(Mandl, Dierx, & Ilzkovitz, 2008), pp. 3

Based on the study of Mandl U. et al (2008), inputs are all resources entering into the

production of public sector activities in monetary and non-monetary terms. The input data can be extracted from well structure public budget structures; otherwise, it is almost impossible to get the appropriate public expenditure details. In terms of output, public sectors mostly provide non-market goods and services, which often cannot measure with market price like private sectors. The goods and services are more related to public welfare for society as whole, not profit and benefit for stakeholders to the business. The outcomes are related to the political agendas and long-term expectation from the output.

In addition, it is very difficult to figure out how much direct and indirect cost are invested and create output and outcome. To measure efficiency and effectiveness, it is also hard to collect all the relevant data which cost brings qualified output data and to calculate value of outcomes from various aspects of society (Mandl, Dierx, & Ilzkovitz 2008). On the study, 'Cataloging efficiency and effectiveness', by McCain and Shorten (2002), it mentions that efficiency and effectiveness are difficult to measure, analyze, and compare, partly because operation are complex and vary substantially from one to another. These studies show how it is difficult to collect all the relevant data such as cost, qualified outputs and outcomes; even it is related to uncontrollable environment factors (Mandl, Dierx, & Ilzkovitz 2008; McCain & Shorten 2002).

Even though it is obviously difficult to be aware of the exact input, output, and outcome, it is still important to realize the efficiency and effectiveness of public policies because it would become apparent what should be changed and more concentration given to future policies. There is an example of cross country study of public sector's performance, according to the seven indicators proposed by Afonso, Schunecht and Tanzi (2005): administrative, education, health, public infrastructure, distribution, stability, and economic performance. After determining the important coefficients, performance of public sector (PSP) is measured. Mihaiu et al. (2010) apply the model of Afonso et al. (2005) and calculate the

mean PSP among EU. As a result, the mean PSP for EU is 7.8628 and Luxembourg has the highest PSP score (9.8729) among 26 European countries (Mihaiu, Opreana, & Cristescu 2010).

Moreover, Lynn Jr. and Robichau (2013) study about Governance and organizational effectiveness based on multi governance framework, focusing on analysis and design of public policies, and the measurement and evaluation of governing institutions, and of government agencies, and programs. Government performance has influence on structures of organization, delegations of formal authority rules and guidelines, categorized budgets, information exchange and reporting requirements, operational mechanism. A logic of governance (LOG) demonstrates the influences of public policy processes and organizational effectiveness (OE) on government performance on the figures 3. This model includes Scott’s effectiveness indicators: structural indicators, processing indicators and outcome indicators, and developed by Hill and Hupe (2007) as their own “multi government framework.” It suggests that more complex causal relationships within the administrative system might be more specialized, and effectiveness at any level of the administrative system might be influenced by factors to the system (Lynn & Robichau 2013).

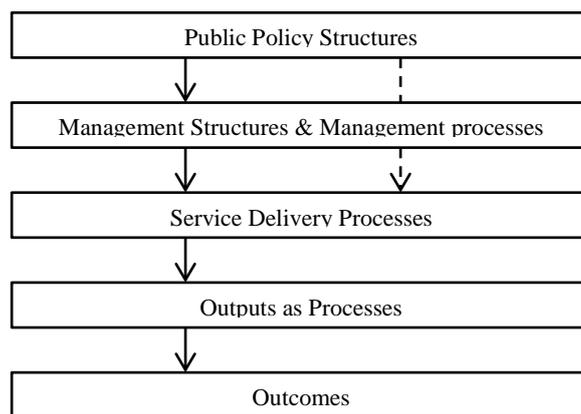


Figure 3. Theory of Public Sector Performance

Dotted lines represent potential modelling patterns that skip levels in the logic of governance but still reflect plausible theoretical causal relationships (Lynn & Robichau, 2013)

Also, Heinrich (2002) studies outcomes-based performance management at all government levels, particularly federal job-training programs. The performance management evaluates planning, programming and budgeting, performance-based budgeting, pay-for-performance, performance planning, total organizational performance system, management by objectives and others. Also, the study mentions that the National Performance Review reports during the Clinton administration (1991) indicates “what works, and what doesn’t work” among federal programs, possibly overlapping their objectives and target populations. However, Heinrich (2002) finds out implement of the performance-management system is very difficult from the Job Training Partnership Act (JTPA) program with lack of or limited information. Also, the study highlights the disadvantage of performance management in that it relies on only short-term goal because it is hard to include long-term objectives into annual performance plan (Heinrich 2002). Just like LOG (Lynn & Robichau 2013), the theory of public sector performance, the outcomes-based performance management, as one of multilevel model, is related to all aspects of program operations including contracting, participation selection and service delivery (Heinrich 2002).

In this chapter, it was recognized how awareness of efficiency and effectiveness of public programs are important. Also, the all activities are tightly related to each other, so it would be more worthwhile to look into multilevel study method. Interestingly, the evaluations with limited information are still meaningful to guide the policy decision and operation.

2.2.2. Research Model of the Study

The main aim of this study is awareness of the efficiency and effectiveness, as well as impact on the lives of vulnerable people. The idea comes from the fundamental belief that people, who are willing to work and have ability to work, can have jobs to work at and the society should support them to sustain their own lives. The employment policy program

would be definitely one of alternatives.

Before conducting qualitative and quantitative research, the definition of input, output and outcome, and the relation between efficiency and effectiveness are described based on the theories and model from the previous research. During the survey, the survey questionnaire includes figure 4 at the beginning of the questionnaire to help understanding the concept of efficiency and effectiveness and before the interviews it was ensured that the interviewee understand the terminologies.

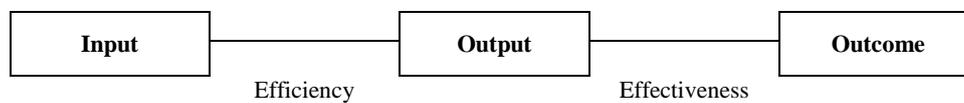


Figure 4. The Relationship between Efficiency and Effectiveness

This research designs the research model based on the idea of multi government framework and public management framework, discussed in the previous chapter (Lynn & Robichau, 2013; Heinrich & Lynn, 1999). This research is designed to explore the causality and develops variables from previous research reviews and field experts' in-depth interviews. Especially, during interviews, it helps to understand the process of the each program run at each organization and the independent variables which have influence on efficiency and effectiveness of employment policy program. In this study, it plans three tiers to realize the efficiency and effectiveness, as well as the real impact on vulnerable people. At first, each of four main factors has sub-elements and it studies how each sub-factor increases the major factors. Secondly, it explores how the major four factors have influence on the overall efficiency of the program. Last, it examines how the overall efficiency increases the effectiveness of the program and how the effectiveness can really help welfare improvement and self-reliance; see on the figure 5.

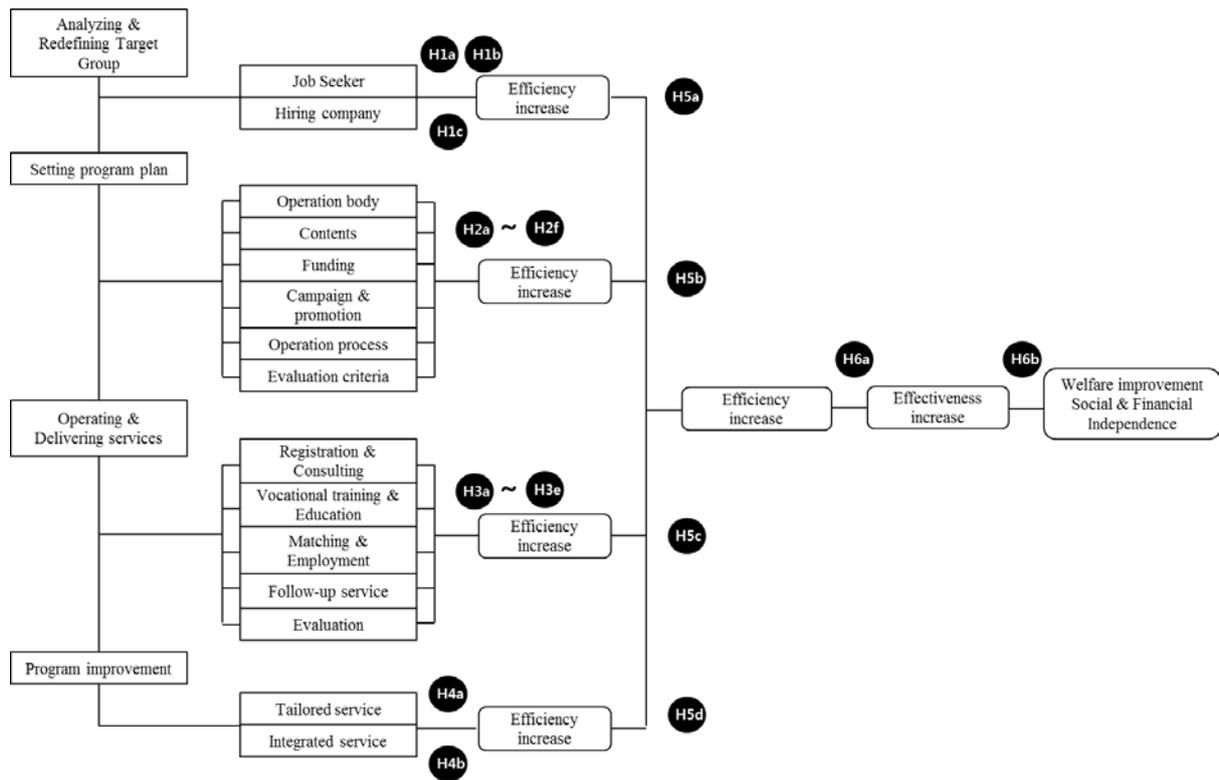


Figure 5. Framework for Examining Efficiencies and Effectiveness of Employment Policy Program

On this study, both qualitative and quantitative research methods are applied. Based on the purpose and accessibility of data, each study applies appropriate methods and combining one another. For example, Connolly and Smith (2010) have elite interviews with senior managers cross 59 operational sites. Cook (2012) attempts to fine qualitative evidence from 16 other research articles. Often, much research uses secondary data. Cheng (2005), Steward (2009), Benmarker et al. (2013), and Blasco & Pertold-Gebicka (2013) use panel data from national statistics. However, researchers also try to get primary data for supporting their research model and hypotheses as Hwang and Hopkins (2015) carry out online survey with invitation letters and telephone calls (Hwang & Hopkins 2015; Blasco & Pertold-Gebicka 2013).

Based on the framework above, the hypotheses would be developed at the following chapter III.

III. Hypotheses Development

This research initially considers the policies programs based on four major functions – (1) Analyzing & Redefine Target Group, (2) Setting Program Plan, (3) Operating & Delivering Service, and (4) Improving Policies Program. According to the study of Blalock (1999), for basic social science research, as significant elements in an ideal-type policy process, strategic planning, visionary management and evaluation research seems to be integral and equally important part (Blalock 1999). About target analyzing, Greve (2009) mentioned on the article that Government policy plans tend to highlight disabled people in relation to targeted initiatives rather than mainstream policies (Greve 2009). Additionally, the improvement requires supportive organizational structures and clearly defined professional roles between planners, managers and evaluators through activities (Blalock 1999). This study assumes the four major functions as independent variables. Under the main four functions, there are several subordinate activities and these subordinate activities would be perceived to add more detailed into the program management in terms of increases in the efficiency of the four major variables (H1a ~ H4b). The later part of the hypotheses testing shows how each major variable impact on the overall efficiency of employment policy program (H5a ~ H5d). Furthermore, it would be studied how the overall efficiency can be influenced in the effectiveness of the program that makes vulnerable people financially independent and self-reliant, as well as socially inclusive (H6a ~ H6b).

3.1. Analyzing and Refining Target Group

At the stage of analyzing and refining the target group, it is expected that the process would increase efficiency of employment policy program by knowing the real and direct target people. There is some criticism that inappropriate beneficiaries receive governmental supports, so the recognition of right target group would make distribution of welfare goods

and services to real vulnerable people. This study assumes two subordinate actors to measure the efficiency of first main variable – (1) vulnerable people as job seekers and (2) hiring companies as job providers. In case of governmental work projects, not only governments themselves but also public institutions, private companies and public-private partnership consider as hiring companies.

Vulnerability is not the same meaning to entire vulnerable group, so these people need benefit and support based on their weakness, isolation, powerlessness and so on (Chambers 2009). Engau and Hoffmann (2009) said that in the early stages of the policy making process could enable them to operate in a more target-oriented manner, allow for more efficiency policy implementation and increase the regulation's effectiveness (Engau & Hoffmann 2009). This study hypothesizes that knowing each categorized vulnerable people would help efficient policy programs deliver benefit to correct target of vulnerable people. It would also help to attract job providers feel more confident to hire the vulnerable people. Ruof (2004) emphasize the difficulties of defining the vulnerable people but at the same time the allocation of resources and appropriateness, so it is very critical to find the target group and the appropriate beneficiaries (H1a and H1b). Also, the public and employers' perception has a strong effect on the employment continuity of vulnerable people in the workplace and employers and shows that employees have different attitudes toward vulnerabilities (Shier, Ghaham, & Jones 2009); (Radey & Wilkins 2011). On this research, the impact of hiring entities on employment program would be critical (H1c).

Therefore, on the section of 'Analyzing and Refining Target Group', it is tested whether appropriate refined and selected beneficiaries as well as more hiring entities have a positive influence in the first process of analyzing and refining target group as the first major element.

H1a. Defining the vulnerable people and analyzing them would increase efficiency in

analyzing and defining target of the employment program.

H1b. selective supporting vulnerable people meeting at the certain level of qualification would increase efficiency in analyzing and defining target of the employment program.

H1c. As an active agent of employment program, more hiring companies would increase efficiency in analyzing and defining target of the employment program.

3.2. Policy Program Plan

The second main factor is setting the program plan. After analyzing and redefining the target group, it is required to plan how to deliver the program. Wildavsky mentions that planning is an attempt to control consequences of actions (Wildavsky 1973). With other government program such as senior citizen work project (Hwang, et al. 2007), park project (Song 2013), Experiential Environmental Education Programs (Lee, et al. 2006) and many other project, it has been learned that the subordinate elements of the program plan are important to lead the successful program.

On this section, the planning is composed of six sub-activities: operating body, program contents, funding, campaign and promotion of the policy, operating process setting, and evaluation criteria. International trends show that policy programs have been operated by agencies, and agencification can improve the program performance (Pollit, Bathgate, Caulfield, Smullen, & Talbot 2001). Particularly, the public policy is required to provide relevant information to the public such as service criteria, contents, process, follow-up or compensation against malpractice which operated by administrative body, stated on Public Service Charter in Korea. Then, it would be expected that well-designated operating bodies increase the program efficiency.

In this study, the main questions were who operates the program, what the program contents are, how much funds are provided, which promotions and campaigns are effective, which operation process best delivers the services to the beneficiaries, and how the results and benefits are evaluated. Moreover, it also examines how these six subordinate activities aspects – operating bodies (service providers), contents of programs, funding, campaign and promotion, operation process, and evaluation criteria & supervision - have effects on the efficiency of the program plan. It is fundamentally related to the overall efficiency of the program and effectiveness to the beneficiaries (H2a ~ H2f).

H2a. Operating bodies (=service providers) would increase efficiency in setting program of the employment program

H2b. Contents of programs & guide to operation would increase efficiency in setting program plans of the employment program

H2c. Funding (Budget support) would increase efficiency in setting program plans of the employment program

H2d. Campaign and promotion would increase efficiency in setting program plans of the employment program

H2e. Operation process would increase efficiency in setting program plans of the employment program

H2f. Evaluation criteria & supervision would increase efficiency in setting program plans of the employment program

3.3. Policy Program Operation

At this stage, the study tests how each activities of program operation would improve the

efficiency of the operation in general. Accordingly, the plan, operation and delivery service are followed by five proceeding activities from registration and consulting the vulnerable people who are willing to participate work programs, to evaluation of the program.

The registration is related to the first elements “Analyzing & Refining Target Group.” During the registration and counselling, it is possible to screen the appropriate beneficiaries who need support and who are willing to participate in the program, as well as what kind of support are expected. Sweet (2001) states that the developments in education policy, labor market policy and welfare policy imply an important role for counselling services (Sweet 2001). From the counselling session, the prior needs can be realized and thus increase the program efficiency (H3a)

Also, vocational training and other job-related educations are essential for job seekers among vulnerable people because in many cases they are less-educated and often physically weak. In terms of employment public policy, the education and training are major government favored approach (Taylor 1994). To overcome the vulnerability, training and education are required and achieve the qualification of employability (Yates & Roulstone 2013). On this study, it has been tested how vocational training and job-related education can increase the efficiency in program operation for vulnerable people (H3b).

During the matching, candidates with low self-esteem can receive tips for writing résumés and undergoing interviews for successfully getting jobs. Before the job matching process, the previous activities would be preparation activities. According to the book, *‘Youth unemployment and employment policy: a global perspective’* written by O’Higgins (2001), job search assistance improves the matching of job applicant (O’Higgins 2001). Greve (2009) introduce the best practice of matching in Iceland, and Icelandic National Report states that the aims of the program are to assist people with job placement, ensuring an appropriate

match between employee and employer, and with an additional emphasis upon long-term supports (Greve 2009). Therefore, the matching is the central activity on the entire employment program operation, so it would be tested the good practice of matching can increase the efficacy of program operation. (H3c)

After hiring, the follow-up service would help the hired vulnerable people maintain their work and develop the skills, even helping them move up to better jobs. Especially, the job support program for vulnerable people, Heo (2010) emphasizes that scope setting, outcome analyzing and follow-up are required to increase systemicity, but the follow-up is mainly focused on case management to diagnose the redundancy (Heo 2009). However, in this study, the subjects of follow-up are beneficiaries and the process continues to find out the needs and further difficulties which vulnerable people face since employment. (H3d)

Then, finally the process needs to evaluate how to support vulnerable people such as the number of people getting jobs and staying in work. Also, evaluation is not only for the purpose of measuring the outcome in terms of cost-benefit, but also in assisting the overall program by setting the program scope to deliver the service to appropriate beneficiaries. In this study, evaluation is a part of program operation. O'Higgins (2001) explains the meaning of monitoring and evaluation and this study includes both monitoring and evaluation. Based on O'Higgins study, monitoring aims to ensure the program operates on the guideline and evaluation and suggests program improvement by recognizing which program performs successfully and the reason for that success (O'Higgins 2001). This study plans to explore the relation between evaluation and the efficiency of program operation. (H3e)

H3a. Registrations and consulting vulnerable people would increase efficiency in operating and delivering the service of the employment program

H3b. Vocational training and job related education would increase efficiency in operating and

delivering the service of the employment program

H3c. Matching service would increase efficiency in operating and delivering the service of the employment program

H3d. Follow-up service would increase efficiency in operating and delivering the service of the employment program

H3e. Evaluation would increase efficiency in operating and delivering the service of the employment program

3.4. Policy Program Improvement

Through the previous processes from analyzing and defining the target group in order to select appropriate beneficiaries; to set a firm plan; to operate and deliver the service based on the plan, finally the policy programs are required to modify, or often asked to initiate new program. As a developed model of welfare program, this study accepts the tailored and integrated welfare program from the other studies: ‘A study on the Factors of Satisfaction with Cafeteria Benefit Plan’ (Choi & Jang 2007) ‘Establishing a preventive welfare system and integrated case management program for vulnerable families, families in crisis, and multicultural families’ (Jung, et al., 2013) and many other studies reviewed at the chapter 2.1.4.

Tailored and integrated welfare are linked with employment programs and other welfare program because an employment policy program itself cannot be the fundamental solution for vulnerable people to overcome their difficulties and to become self-independent. For example, many single parents would like to work, but it is physically difficult to balance between work and parenting. In this case, they need available part-time jobs and childrearing supports.

Therefore, target-oriented services, the service which each categorized target groups ask (H4a), and integrated services with other welfare programs to bring effective solutions are required (H4b). On this last factor, it is tested whether each welfare service – tailored or integrated services – can improve the efficiency of improvement of employment policy program. (H4a ~ H4b)

H4a. Tailored (target-oriented) service would increase efficiency in program improvement of the employment program

H4b. Integrated (linked between employment program and other welfare program) service would increase efficiency in program improvement of the employment program

3.5. Overall Assessment

Lastly, it is overall assessment. Until testing hypotheses H1a ~ H4b, it was assumed that subordinate elements would increase the efficiencies of each four main variables. On this study, it could study the direct influences between each subordinate element and overall program efficiency and effectiveness, but this study designs to find how each subordinate element increases the efficiencies of four main factors at the first tier and to realize which major factor would be more relevant to the overall efficiency of program and what should need more attention to increase the overall employment program efficiency without additional budget support, particularly to vulnerable people. (H5a ~ H5d)

Finally, at the third tier of hypotheses testing it tests the relationship between efficiency and effectiveness (H6a), as well as impact on welfare and financial & social independence of vulnerable people (H6b). The fundamental idea of the research was that increasing the efficiency of employment program would bring more effective results in improving the condition of social welfare for vulnerable people and a degree of financial independence

despite of limited resources. Newman, Glendinning and Hughes (2008) study improving the organization, delivery and efficiency of service as a program whole with social care in England and Wales (Newman, Glendinning, & Hughes 2008). Similarly, it looks into the program as whole from target analyzing, planning & operation to improvement of program and the relation to program efficiency and effectiveness.

H5a. Analyzing and defining target would increase efficiency in the overall employment program, without additional budget support

H5b. Setting program plans would increase efficiency in the overall employment program, without additional budget support

H5c. Operating and delivering service would increase efficiency in the overall employment program, without additional budget support

H5d. Program improvement to the tailored and integrated service would increase efficiency in the overall employment program, without additional budget support

H6a. Before immediate budget increase or social welfare expansion, the improving efficiencies of current employment programs would increase the effectiveness of program to beneficiaries.

H6b. Increase in effectiveness of the employment program would help social welfare improvement and financial & social independence of vulnerable people.

IV. Qualitative Research

4.1. Methodologies for Qualitative Research

In order to collect vivid voices from the fields, this study conducts qualitative research, together with quantitative research. In the marketing area, Bahin & Griffin (2009) describe on

their book that the qualitative research allows the researcher to provide elaborate interpretations of market phenomena without depending on numerical measurement. They also mentioned that its focus is on discovering true inner meanings and new insights (Zikmund, Babin, Carr & Griffin 2009). The qualitative research is applied not only in business but also in social science. The aims and objectives of qualitative research in social sciences are providing an in-depth and interpreted understanding of the study participants by learning about the sense they make of their social and material circumstances, their experiences, perspectives and histories (Ormston, Spencer, Barnard, & Snape 2013).

Many studies combine quantitative and quantitative methods because it helps answering different questions about the same or related topics. However, the methods can be applied differently to the study based on the research plan. (Ritchie & Rachel Ormston 2013) Among much other qualitative research methods, in this study, in-depth interviews with field experts are applied. Seidman (2013) quotes that the purpose of in-depth interviewing is not to test hypotheses, and not to evaluate as the term is used. Also, Seidman states that interviewing is a powerful way to gain insight into educational and other important social issues through understanding the experience of the individuals whose lives reflect those issues. (Seidman 2013)

In the contrast to the survey designed to ask the opinions and perception from public officers with multiple choices and Likert scale question, the in-depth interviews intend to listen to their field experiences on how to deal with the programs for vulnerable groups. The interviews were held with seven interviewees: five social workers from welfare facilities for released prisoners, single parents, senior citizens, the homeless, and the disabled; one member of social welfare staff in charge of a community center; and one general manager of a social enterprise.

There are several reasons to select field social workers as interviewees instead of

vulnerable people even though vulnerable people are direct beneficiaries. First of all, recruiting vulnerable people for interview was extremely hard because of limited personal contact information and their discomfort to represent themselves as vulnerable group. The facilities gave negative responses of recruiting interviewees among their service users and recipients, and tried to protect personal information. Also, it was difficult to invite the correct representatives of each vulnerable group. Lastly, it is questionable whether it is possible to collect valid responses about efficiency and effectiveness of policy programs, rather than the satisfaction of the program from direct beneficiaries. As field workers, presumably they have enough knowledge and experience to work both direct beneficiaries and public officers.

For smooth interview progress, at first the researcher made a call to explain the purpose and a brief procedure of the interview. If making a meeting appointment via telephone conversation, the preliminary introduction and approximate questionnaire were sent via e-mail. It makes interviewees well aware the purpose and direction of interview, and decreases needless wasted time during the interview. Normally interviews last for between thirty minutes to 1 hour. The interview is designed that interviewees mainly lead the entire interview in order to acquire real cases. To be able to concentrate fully, the interviewer asks to use a voice recorder instead of note taking with a promise not to reveal the content of the interview. After the interviews, the interview contents are sent to each interviewee for them to review and respond. This study only contains interview contents which were fully reviewed.

4.2. Findings from Interviews

The in-depth interviews allow learning about contents of programs, uniqueness of entities, field experience from experts and difficulties & improvement measures. The table on the following page summarizes the distinctive items from each in-depth interview and further explanation is continued at the later part of this chapter. There are also some outstanding

opinions of field experts in the later part of this chapter.

Table 3. Summary of the Qualitative Research Result

No .	Target Group	Interv ewee	Type	Funding	Consulting/ Counselling	Training	Matching	Tailored	Integrated
1	Aged	Y.C.S (A)	Consigned	Public	Individual chart Attitude, needs	Training Tips for résumé & interview	Manual job Strong candidate first	Actual needs	service Information
2	Disabled	C.J.E (B)	Consigned Individual	Public Private Donation	Social diagnosis Individual chart	Sheltered workshop Adjustment training	Normal processing Posting w/job coaching	Actual needs	Service
								More benefit less people vs. Less benefit more people	
3	Homeless	B.J.W (C)	Consigned	Public	Building trust & relationship Individual chart	Introduce other program	Work-Net Partnership	Overlapped	Information Service
								Short-term vs. Long-term	
4	Single parents	C.Y.J (D)	Individual	Donation	In-depth interview Home visit	Customized expert consulting	Female friendly sector	Particular needs (childrearing and business)	Information
5	Former prisoners	S.S.W (E)	Consigned	Public	Set IAP	HRD-Net	Normal processing Interview w/ companion	Overlapped	Service
6	Disabled (social enterprise)	L.J.H (F)	Private business	Public Profit	Individual and family interview	Iterative learning	Direct hiring	Priority purchasing	No welfare related
7	Others (community center)	K.Y.W (G)	Public	Public	Individual chart	Introduce other program	Linked with other institutes	required	Information

a. Both interviewees and related entities is describes as alphabet A – G in this chapter, instead of the initial of interviewee’s name and workplace

According to the target group, all entities are well-represented. Each entity is designated to one target group such as the aged, the disabled, the homeless, single parents, former prisoners, besides community center. Community centers work with any resident who needs support. Generally programs preliminarily define feasibility conditions of participants as program target groups. However, Interviewee A mentioned that most of job seekers who come to the welfare center to get job seeking supports are financially poor, so the screening of applicants often becomes meaningless. This center provides services all senior group without limit on income level. Interviewee G states that refining and screening eligible beneficiaries decrease dual benefits and increase efficiency of welfare supports. Interview C argued that government can issue identification of who vulnerable people are, but it brings negative impact on job market and brands them as vulnerable and poor people. From interview, when each institution provides employment supports, the condition of income level can be applicable or cannot be applicable to decide eligibility, depending on the purpose of

program and entity. Nevertheless, many vulnerable people who struggle poor living condition cannot participate in training or the process of employment support because they have no income or immediate living allowance during the period of training or preparation.

Based on the type of operation, most programs with public funding are very inflexible because of strict operational guidelines and evaluation criteria. Among the interviewee, six out of seven entities received governmental subsidies partially or fully. However, all seven interviewees have experience of receiving subsidies and of working with government or related entities, so they agree that governmental funding programs with firm plans by public authorities do not reflect practical realities and they feel that they provide qualified service with lack of sufficient autonomy to run the programs. The reasons for this limitation are top-down working style, lack of communication and welfare professionalism, and frequent changes of officers in charge. On the contrary, the interviewee D runs assistance to business start-ups for single parents based on donations and the program of D has more flexibility to more actively support to the selected single parents based on their real needs, with stable fund from donation. Also D asks single parents to return the initial investment in order to ensure a virtuous cycle of funds once their businesses are settled. The interviewee F operates a social enterprise to hire disabled people. The company as a business entity has a decision to distribute their retained earning based on the articles of association and the resolution of board of trustees, so they are more concerned about the salaries and working welfare of their employees. This is different from other welfare centers or facilities. Therefore, the diversity of funding sources leads to more flexibility and sustainability of the program.

Promoting and campaigning are not on the table 3 because all interviews have same responses that they have limited PR channels and budget, so it agrees that public sectors are more influential in promoting. According to consulting and counselling, training, and matching, it finds that all interviewees provide beneficiary personalized services based on

counselling and constructing individual charts. During the counselling, they commonly state that vulnerable people have low self-respect and lack of confidence, but also on the job searching they show high expectations such as office work or specialized jobs, rather than simple manual work. Interviewee B explains that they provide two different types of counselling session - normal counselling and social diagnosis. Because of degree of disability of job seekers, social diagnosis tests how the disabled, particularly developmental disorder job-seekers, can socialize within workplaces. However, interviewee C emphasizes that it is most important to build mutual trust and relationships during the counselling. Interviewee F sometimes has family interviews because there are various problems around single disabled employees that the hiring company and the employee as well as the families need to tackle together. Also, Interviewee E states the importance of family support in family rebuilding program in helping the former prisoner achieve employment, social inclusion and less-recidivism rate.

Some institutions open their own training and education programs, but often the institutions provide information publicly-funded training and education from HRD-Net. In case of interviewee B, the center provides two types trainings within the center – (i) sheltered workshops (experiences, skilled) (ii) work adjustment training (banking, commuting, etc.) Social enterprise, interviewee F, is also recruiting disabled employees. They operate bakery production, so reparative training is required to decrease the defect rate. Based on experience of interview F, their employees follow rigid standard procedures after an average of six months or upto one year repeated on the job training. Besides, Interviewee D adds that selecting competitive candidates and field experts' support maintain a high successful rate of their starters. Especially D provides their starters strong follow-up case management, psychology consultation, business consulting etc., as comprehensive support, so it shows high success rates and repayment rates.

The best scenario would be that training automatically leads to employment, but many job seekers are competing in an extremely difficult job market. Despite the importance of job education, many job seekers among vulnerable people want to get a job as soon as possible after registration because they are struggling in financial difficulties and living allowance have not been paid during training. This was mentioned by interviewee A and E. Basically, matching service includes tips for interviewing, writing résumés and many other helps. It is important to repeat that vulnerable people have low self-esteem, and most of employment programs provide interview companions or job coaching for successful interviews. However, Interviewee A, B and E emphasize that recruiting more hiring companies are essential to lead greater employment of vulnerable people without stereotype and prejudice. Particularly, Interviewee A runs a team to find jobs more actively. Interviewee D tries to match the business areas that are female friendly with small capital input. In many cases of matching, most interviewees address the fact that the expectation of job seekers and hiring companies shows wide gaps. Again it is important to remember the attitude and willingness of vulnerable people during the training and counselling, and at the same time search for the job market more appropriate opportunities for vulnerable people.

After completing the hiring process, there are two further stages – follow-up and evaluation - for the program improvement. All interviewees admit the difficulties of follow-up in reality, but most of interviews states that they provides as much as they can upon request. In case of *Chuieupsunggongpackage* [Employment success package], the follow-up sessions are mandatory three months later after completing the support package. Evaluations follow self- or governmental guidelines. Mostly, the public funded projects or programs have very rigid guidelines. Often the performance is measured during the evaluation together with how many trainees take an education program, how often they have counselling sessions or how many employments are matched. All interviewees agree that governmental funded

programs are result-oriented driving quantitatively. Interviewee E is concerned that the program should be a user-driven service, rather than results or cost driven. According to the Interviewee B, there are more quantitative criteria, but recently other qualitative measures have been included during the evaluation. Interestingly, Interviewee C states that hiring by certified social enterprises is not counted as the performance of the center because the certified social enterprises are already supported by the ministry. This kind of measure scheme might be initiated to prohibit fraudulent act of overstatement, but often it would be possible to limit the mutual cooperation. Five interviewees state that the employment policy programs are 'Low efficiency and High expenditure' but still they strongly believe that the programs are worth to proceeding with for two reasons: firstly vulnerable people can become productive such as contributing to production, consumption and tax payment, secondly the employment policy programs still keep the perspectives of welfare, not pushing them into the perfectly competitive labor market.

Basically all interviewees agree the tailored and integrated welfare is efficient and necessary. Tailored service can be structured and deliver welfare services, reflecting the real needs from beneficiaries because the needs can be different from each of the vulnerable groups. In case of C, homeless people often need special care such as credit recovery, resident registration restoration, health condition etc. However, Interview C and E raise the question that some vulnerable groups can have overlapped support targets. For example, homeless or former prisoner groups can be single parents, disabled or aged. Interviewee F still recommends that appropriate redefining of beneficiaries could increase the efficiency of the program. In this study, integrated service means comprehensive support scheme including not only employment but also education, medical, housing, or other support for self-help. Interviewee B carries more services linked between employment and other benefit which the center currently provided. However, during the interview, the concepts are confused with

institutional, and information integration. Information integration improves the quality of service integration by allowing the knowledge of where and who the services are available, but firstly it has to be determined how to protect personal information of vulnerable people, how to segregate the degree of information accessibility and who controls initiatives of information integration infrastructures. Recently, some local governments initiated information integration, but still each person in charge in the center has limited accessibility of information. Three interviewees (A, C, E) mention institutional integration. For instance, Seoul Metropolitan Government operates 'Seoul Job Plus Center', as one-stop service center focused on employment support, which means all citizens who need job support can get some helps. The interviewees are concerned that the geographical consolidation can improve the efficiency of control, but is not beneficial to vulnerable people. Vulnerable people need more sensitive care in order to build trust and relationships; otherwise, they might have unpleasant experiences.

There are other interesting points from the interviews. All interviews indicate a problem of being a beneficiary of national basic livelihood. Many vulnerable people receive government living allowance, but still they prefer to work to earn more money for their living. Before the revision to the National Basic Living Security Act (the revised act with an article of tailored income compensation has been enforced as of July 1st, 2015), recipients would lose the status if they earn any other income. Even, ironically, possessing business registration itself makes them lose their right to receive the allowance in spite of any business profit. Often, the recipients are determined to remain beneficiaries of national basic livelihood, rather than be employed because recovering the status of recipients is extremely difficult after losing the status and again fall into poverty. Interviewees realize the importance of restructuring the national basic livelihood scheme for more positive outcome of employment for the vulnerable people. The interviewees suggest the preferential hiring and

priority purchasing. Most of cases have special laws, but often it is not mandatory, simply recommendation; it has not been observed. Interviewee B states that disabled people need longer time for preparing and training, so it would be good to start as early as possible, at an early age. As social welfare experts, they insist that comprehensive welfare would be served in a long term, but under the limited resources it is more practical to balance between quantity and quality of welfare. Interviewee B says that the center cannot provide a total service for a single person until they have financial and social independence, so currently it is only possible to provide available service to more people. Interviewee F concludes that productive welfare can create more pie; contrastively, universal welfare distributes existing pie. With a social welfare perspective, the job market for vulnerable people should be in protected market environment.

V. Quantitative Research

5.1. Methodologies for Quantitative Research

For the quantitative research, a survey was conducted from August 4th to September 20th in 2014, subject to Korean public officers. This study examines how public officers, as public policy makers or enforcers, perceive the efficiencies and effectiveness of employment policy program for vulnerable people. The reason for conducting a survey to public officers is that they are the group of people to set the policy programs and require understanding of the efficient and effective delivery of social services to beneficiaries. Thus, it is beneficial to understand their views in combination with field experts' in-depth interviews. Initially, the survey requests were sent to 1,279 individuals with 3 times reminders via e-mail. 203 responses were received but only 107 were fully answered with valid responses. The 107 complete respondents consisted of 70% male of female and 30% female. 31.8% of respondents are above 50 years old; 37.4% are between the ages of 40-49 years; 29.9% are

between the ages of 30-39 years; and 0.9% is in their 20s. Educationally, 4.7% received doctoral degree, 30.8% have a graduate degree and 61.7% an undergraduate degree. 2.8% are high school graduates. Also, all of respondents have current or former public officers (Appendix A- i ~ iii).

The overall survey operation to distribute and collect data was carried out by Qualtrics and the language used for the survey was Korean because this study aims to ask the perception to Korean public officers. The questionnaires consisted of 31 questions based on seven categories: general question, target analysis & define, set the program plan, operation & deliver service, program improvement, identify inefficiency, overall assessment and demographic information. The types of questions were designed with seven Likert scales questions on the matrix tables, and multiple choice questions. The questions in 7-point Likert scale from 1 to 7, 1 being very disagreed while 7 being very agreed.

To testify hypothesis, the study mainly applied the regression analysis based on the research model in order to evaluate the links between the employment policy program and efficiency & effectiveness based on the perception of public officers. In order to check construct reliability, this study measures Cronbach's alpha for multi-item scales for each main constructs that serves as the basis for the survey questionnaire items. This study finds that Cronbach's alpha for analyzing & redefining target group shows 0.622; setting program plan shows 0.858; Operating & Delivering service shows 0.885; lastly Program improvement shows 0.769.

5.2. Findings from Survey Data Analysis

Before testing hypotheses, it is worthwhile to look into some findings from general questions. On the survey questionnaire, participants were asked to choose what they believe was the most effective program. The most frequent answer was jobs from social enterprises,

answered by 33 individuals (30.8%). Noh (2006) suggests that the niche labor market for vulnerable people would be the field of health and social welfare because the number of them entering this area is currently very low. This means quite a high number of jobs exist and newly creating jobs are available for vulnerable people. These kinds of jobs are apparently simple and low paid jobs, but positively these jobs can be helpful for them to enter the productive population and prevent them from falling into poverty (Noh 2006). Therefore, the social enterprises can be good opportunity to enter this area with government social enterprise supports. (Appendix B-i)

Also there were two questions to ask which ways of employment policy programs are more effective whether the programs should mandate to work, or should improve self-help of vulnerable people linked with training and other welfare in order for social inclusion. With mandatory condition, 25.2% of respondents somewhat agreed and 26.2% of them agreed, but still almost 44.9% of them showed neutral tendencies or disagreed with mandate to work condition. On the other hands, 84.1% showed that they somewhat or strongly agreed with comprehensive welfare without mandatory condition. (Appendix B-ii & iii) It shows that employment policy program can be effective for vulnerable people to improve their willingness for self-help and can lead them to the society successfully.

This study fundamentally presumed that vulnerable people need particular employment policy programs based on their needs and vulnerability, so it was very important to ask if the programs need to operate separately between regular job seekers and vulnerable people. The answer was positive (73.8%) favored operating separately. The main reasons for this are that vulnerable people need immediate income for living and employment support seems not such a meaningful help for them, so it is required to link with other welfare program (Appendix B-iv & v). This result indirectly support the hypothesis H5a and H5d why the defining targeting

and tailored & integrated supports are increases efficiency, as well as further supporting to effectiveness.

Based on the research model, there are four main factors and fifteen subordinate factors. It develops twenty-two hypotheses for analyzing & refining target groups (H1a ~ H1c), setting program plans (H2a ~ H2f), operating & delivering service (H3a ~ H3e), improving program (H4a ~ H4b), four main factors to overall efficiency (H5a ~ H5d), and efficiency and effectiveness (H6a ~ H6b), applying regression analysis. According to target analysis and defining, the hypotheses H1a ~ H1c shows results on the table 4 as below. It shows that the model is significant at the 0.01 level with $F = 8.326$ ($r\text{-squares} = 0.195$). Table 4 presents the results of regression analyses for target analysis and defining; at $\alpha = 0.1$ ($\beta = 0.117$, $t\text{-value} = 1.231$) for policy target defining (H1a) is not accepted, at $\alpha = 0.1$ ($\beta = 0.175$, $t\text{-value} = 1.780$) for selecting appropriate beneficiaries (H1b) is accepted, and at $\alpha = 0.01$ ($\beta = 0.300$, $t\text{-value} = 3.217$) for policy target defining (H1c) is accepted. Therefore, Hypotheses H1b and H1c are accepted, besides H1a.

Table 4. Summary of Efficiency for Redefining and Analyzing Target

Variables (Independent → dependent)	Target analysis & define
	Standardized Coefficient (t -value)
Policy target defining & analyzing → Efficiency (H1a)	0.117 (1.231)
Select beneficiaries → Efficiency (H1b)	0.175 (1.780)*
Attracting more hiring companies → Efficiency (H1c)	0.300 (3.217)***

*** Significant at 0.01 level (2-tailed)

* Significant at 0.1 level (2-tailed)

This result also brings further understanding that, in the perspective of efficiency, defining and analyzing of target groups is less efficient than selecting appropriate beneficiaries. From the previous chapter 2.2.1 the definition of vulnerable population, it has already been learned that it is difficult to have clear cut definition of vulnerable people. Also during the in-depth interview, redefining of vulnerable people could be pointless for the users of the welfare center because they are struggling in financial difficulties and each center has

definite target group such as the aged and the disabled. Also, most of publicly funded program has lists of qualification of beneficiaries, so government officers determining the process of defining and analyzing will no longer increase efficiency; see the Table 2 The Definition and Scope of Vulnerable Groups in Terms of Employment and Welfare. In addition the survey asked for a simple definition of vulnerable population at the survey, 55.1% of participants agree with the definition that social groups who require supports from society such as disabled, single parents, homeless etc. at the same time considering household income level (see the table Appendix B-vi) Selecting competitive job seekers among vulnerable people (Ha2) and recruiting more hiring companies (Ha3) are also supported the results of qualitative research in the earlier part of study.

For the testing H2a ~ H2f for the policy program planning, the table 5 presents the model significant at the 0.01 level with $F = 11.077$ ($r\text{-square} = 0.399$) and the results of regression analysis show that the program contents and operation guideline (H2b) are significant at $\alpha = 0.01$ ($\beta = 0.337$, $t\text{-value} = 2.690$); at $\alpha = 0.1$ ($\beta = 0.171$, $t\text{-value} = 1.703$) for funding (H2c); at $\alpha = 0.1$ ($\beta = 0.202$, $t\text{-value} = 1.803$) for campaign and promotion (H2d), so H2b ~ H2d are accepted. The results of study also found that the operation bodies (H2a) are not significant at $\alpha = 0.10$ ($\beta = -0.0247$, $t\text{-value} = -0.248$). At $\alpha = 0.10$, operation (H2e) and evaluation & supervision (H2f) are not significant ($\beta = -0.053$, $t\text{-value} = -0.520$; $\beta = 0.142$, $t\text{-value} = 1.550$ respectively), so H2a and H2e ~ H2f are not accepted through this test.

Table 5. Summary of Efficiency for Setting the Program Plan

Variables (Independent → dependent)	Set program plan
	Standardized Coefficient ($t\text{-value}$)
Operating bodies → Efficiency (H2a)	-0.027 (-0.248)
Contents of programs & guide to operation → Efficiency (H2b)	0.337 (2.690)***
Funding → Efficiency (H2c)	0.171 (1.703)*
Campaign & promotion → Efficiency (H2d)	0.202 (1.803)*
Operation process → Efficiency (H2e)	-0.053 (-0.520)
Evaluation criteria & supervision → Efficiency (H2f)	0.142 (1.550)

*** Significant at 0.01 level (2-tailed)

* Significant at 0.1 level (2-tailed)

Based on the result of hypotheses testing, the operating entities are employment policy program service providers and the study hypothesizes that appropriate operating bodies would have positive impact on efficiency of employment programs. However, as a perspective of Korean public officers, it shows the selecting process of entities is not highly influential in the efficiency based on the research result at the table Appendix B-iv. Nevertheless, it can be learned how operating entities and the program performance are related from the case study of 'Job Training Partnership Act (JTPA) Program'. The researchers state that the expected effect on program and outcomes is not clear, but improved performance might encourage service providers (Heinrich & Lynn 1999). Also, the direct operating scheme and evaluation are closely related to the autonomy and flexibility of the program and institution and the issues have already been raised during the field expert interviews. It asserts that public administrators have less autonomy and fallibility in making the decisions than their private sector counterparts in internal structures and process (Rainey, Backoff & Levine 1976). The *t*-value of governmental direct operation is negative value in spite of not accepting the hypotheses, and it can be an inefficiency factor. The participants are concerned that the rigidity and inflexibility of program is a cause of inefficiency.

As shown on the table 6, the operating and delivering services are significant at the 0.01 level with $F = 12.435$ ($r\text{-square} = 0.381$). The regression analysis addresses that the registrations and consulting & counselling (H3a) on the efficiency of operating and delivering is significant at $\alpha = 0.05$ ($\beta = 0.281$, $t\text{-value} = 2.477$). Vocational training and job related education (H3b) is significant at $\alpha = 0.01$ ($\beta = 0.361$, $t\text{-value} = 3.146$) (H3b). Matching (H3c), Follow-up (H3d) and Evaluation (H3e) are not significant at $\alpha = 0.1$ ($\beta = 0.078$, $t\text{-value} = 0.661$; $\beta = 0.004$, $t\text{-value} = 0.029$; $\beta = -0.039$, $t\text{-value} = -0.314$ respectively). Thus, hypotheses H3a and H3b are accepted and rest of them are rejected.

According to the factors of counselling and training, the quantitative and qualitative research has the same result that they are highly effective on the program. Surprisingly, public officers do not perceive matching, follow-up, and evaluation as efficient factors of the program. Matching and Follow-up can be understood with some of interview contents. There is huge gap of expectation between job seekers and hiring entities. Also, more job seekers look for jobs in the competitive job markets with less position available to vulnerable people. In case of follow-up, the difficulties in reality are discussed in the earlier chapter 4.2. Evaluation is a necessary process for control programs and accountability, but is still not counted as valid factors. However, these three variables are definitely requisite processes for efficient program operation. According to the study of Hartz Reforms, the results indicate that the reforms make the labor market more dynamic and accelerate the matching process by attempting to speed up the matching process between unemployed and vacant jobs (Fahr & Sunde 2009). Blumstein, Goldman, and Barbose prescribe responsibilities of entities for the energy efficiency program administration on their paper. They admit all the responsibilities would not need to perform, but program assessment and evaluation is one of responsibility on the list (Blumstein, Goldman, & Barbose, 2003). Also Connolly and Smith (2010) mentioned that evaluation would be important in practice quality improvements over time (Connolly & Smith 2010).

Table 6. Summary of Efficiency for Operating and Delivering Services

Variables (Independent → dependent)	Operating and delivering service
	Standardized Coefficient (<i>t</i> -value)
Registrations & consulting → Efficiency (H3a)	0.281 (2.477) **
Vocational training & job education → Efficiency (H3b)	0.361 (3.146) ***
Matching service → Efficiency (H3c)	0.078 (0.661)
Follow-up service → Efficiency (H3d)	0.004 (0.029)
Evaluation → Efficiency (H3e)	-0.039 (-0.314)

*** Significant at 0.01 level (2-tailed)

** Significant at 0.05 level (2-tailed)

This study examines that tailored and integrated services improve the employment program. Based on the results of regression analysis, tailored service and integrated service

are significant for policy improvement at the 0.01 level with $F = 21.554$ ($r\text{-square} = 0.293$). Tailored service (H4a) and integrated services (H4b) are significant at $\alpha = 0.01$ ($\beta = 0.280$, $t\text{-value} = 2.704$; $\beta = 0.324$, $t\text{-value} = 3.123$, respectively). Thus, these two hypotheses H4a and H4b are accepted. For example, WORKSTEP is a UK model of personalized, tailored supports for disabled people (Lewis, Dobbs, & Biddle 2013). The studies about single parents by Han (2014) and Lee and Kushner (2008) find that social services need to be customized based on different needs and difficulties. According to U.S case study by Greenberg and Cebulla (2008), a single policy would not be appropriate to solve the fundamental problems, so they suggest providing mix approaches with welfare to work and cash supports. The tailored and integrated program has been supported by many studies not only mentioned above, but also studies at the chapter 2.1.4.

Table 7. Summary of Efficiency for Improving Program

Variables (Independent → dependent)	Program improvement
	Standardized Coefficient ($t\text{-value}$)
Tailored (target-oriented) service → Efficiency (H4a)	0.280 (2.704) ^{***}
Integrated service → Efficiency (H4b)	0.324 (3.123) ^{***}

^{***} Significant at 0.01 level (2-tailed)

So far, it looks into how the subordinate factors support the four main factors with multiple regressions. At this time, it tests how each main factor has an impact on the overall efficiency of the program, applying simple regression. The results of the analysis of variance find the models significant at the 0.1 level with $F = 3.894$ ($r\text{-square} = 0.036$) for H5a; at the 0.05 level with $F = 5.259$ ($r\text{-square} = 0.048$) for H5b, $F = 5.775$ ($r\text{-square} = 0.052$) for H5c, and $F = 4.518$ ($r\text{-square} = 0.041$) for H5d. The results of simple regression analyses show that at $\alpha = 0.1$ analyzing and defining target group is significant ($\beta = 0.189$, $t\text{-value} = 1.973$ (H5a) and at $\alpha = 0.05$ rest of three factors are significant with $\beta = 0.218$, $t\text{-value} = 2.293$ (H5b); $\beta = 0.228$, $t\text{-value} = 2.403$ (H5c); $\beta = 0.203$, $t\text{-value} = 2.126$ (H5d), respectively.) Therefore, all hypotheses H4a ~ H4d are accepted.

Table 8. Summary of Overall Efficiency

Variables (Independent → dependent)	Overall assessment
	Standardized Coefficient (<i>t</i> -value)
Analyzing and defining target → Efficiency (H5a)	0.189 (1.973) *
Setting program plans → Efficiency (H5b)	0.218 (2.293) **
Operating and delivering service → Efficiency (H5c)	0.228 (2.403) **
Tailored and integrated service → Efficiency (H5d)	0.203(2.126) **

** Significant at 0.05 level (2-tailed)

* Significant at 0.1 level (2-tailed)

This study fundamentally plans to recognize how an increase in efficiency contributes a real positive influence in the lives of vulnerable people: overall efficiency to program effectiveness and effective program to financial & social improvement of vulnerability. At the 0.01 level with $F = 29.077$ (r -square = 0.217, H6a) and $F = 38.510$ (r -square = 0.268, H6b), they are significant at $\alpha = 0.01$ ($\beta = 0.466$, t -value = 5.392; $\beta = 0.518$, t -value = 6.206: H6a and H6b respectively). In short, the two hypotheses are highly accepted.

Table 9. Relation of Efficiency and Effectiveness

Variables (Independent → dependent)	Standardized Coefficient (<i>t</i> -value)
Efficiency → Effectiveness (H6a)	0.466 (5.392) ***
Effectiveness → social welfare improvement and financial & social independence (H6b)	0.518 (6.206) ***

*** Significant at 0.01 level (2-tailed)

In short, this study finds that all four main factors - redefining and redefining target group, setting program plans, operating and delivering services, and program improvements – increase overall program efficiency. Further examination of the details, in terms of redefining and redefining target, hiring entities and selective supports are efficient sub-factor, when defining vulnerable people. Program contents, funding, and campaign & promotion are efficient sub-factor of plan setting. In case of operating and delivering services, consulting and vocational training & job education are the efficient subordinate elements. Also, tailored and integrated services contribute program efficiency. Importantly, efficiency increases in each factor make programs effective and lead to practical support to vulnerable people in order for self-reliance and social & financial independence.

VI. Conclusion

6.1. Summary of the Study

It is an old outstanding political discourse of social welfare whether it is free public goods and service, or social protection for members of society. Then, it is the right time to think what would be practical improvements to social welfare with limited budget and resources. Government initiative public employment program consider one of alternatives, so the studies on the roles and impacts of the program become important. Therefore, the study attempts to find the relationship between efficiency and effectiveness of employment policy programs for vulnerable people by redefining and analyzing target groups, planning, operating and improving the program.

Based on previous studies, it discovers that defining and segmenting vulnerable people is difficult, but this process would help set the direction of the program and reflecting their needs and expectation to the program, by recognizing the appropriate target group for each program. The defined vulnerability can be crystalized into social support and security for each group of vulnerable people. Flaskerud and Winslow (1998) describe vulnerable people as social groups who experience limited resources and its appropriateness as a guiding principle. In this study, the survey result shows that the definition of vulnerable people should include both economic value such as household income and social value of social groups with vulnerabilities such as the aged, the disabled, the homeless, single parents and so on.

Also, many studies conclude that tailored services related to the needs from vulnerable people and integrated services to responding to fundamental vulnerabilities are necessary. For instance, elderly people are no longer social dependents and the new concept, 'active ageing', persuades to be willing-to-work groups, together with pension, health care and other welfare. In case of disabled people, less severely disabled people have more possibilities than severely disabled people, so more detailed programs for the more segmented groups based on the

degree of disability should be designed. Furthermore, single parents expect different support by gender of parents or ages of their children. Homeless people can be categorized as elderly, single parents, or disabled, so it might be impossible to have clear cut of programs for target groups from other programs. Meantime, homeless people often have prerequisite problems such as credit recovery, resident registration restoration, health condition and housing before looking for employment. It reinforces how comprehensive integrated services are essential for them.

This study carries out in-depth interviews with seven field experts. After accepting interviews on the phone, the preliminary questionnaire is sent via e-mail. When face-to-face (six interviewees) or paper interview (one interviewee) are conducted, the summaries of interview are sent to each interviewee for follow-up. During the interviews, program content was discussed, as well as responses to each factor. Various general questions about welfare and vulnerable people and all the reviewed qualitative research contents are reported on this paper. Several interesting insights which cannot be measured by numbers were discovered during these interviews. Most visitors to the center are poor and vulnerable and they prefer to be hired as quickly as possible for immediate income generation. Thus, staffs of the center focus more on counselling to realize their needs, expectation and attitudes, rather than screen or select the beneficiaries. Ironically, many government programs take a long time to complete the programs with mandatory process, so often vulnerable people who desperately jobs need do not choose the program participation. Besides, government funded programs are less flexible than programs with various funding sources. Most of interviewees agree that government promotion and campaign would be better because their entities have less budget and fewer channel for promoting and campaigning. Also, they commonly say that they work hard for successful matching between job seekers and employer, but they realize the gaps of expectations among them; importantly, it is required that job seekers improve self-confidence

and business attitudes and for employers to eliminate stereotyping and prejudice and to understand possible hardships. The interviewees emphasize exploring and creating jobs because it would be ideal to connect training to hiring, but in reality job supply cannot meet the demands. The interview allowed listening to various interesting opinions. For instance, all interviewees agree upon the tailored and integrated service, but highlight other aspects, not only service integration, but also institutional integration and information integration. Also, they pull out the issue of beneficiary of national basic livelihood because they would lose the existing if they earn any income from employment. This discourages them to re-enter into the labor market.

Next, the quantitative research on this study tests 22 hypotheses with four major factors and fifteen subordinate factors based on three tier model, subject to the perspectives of public officers. This study conducts regression analysis of the data from the survey. As a result of the first tier, the hiring companies and selective supports are significant at redefining and analyzing target, rather than defining the target groups for each program. For setting program plans, program contents, promotion and campaign, and funding are influential, not as operating bodies, process and evaluation. Among registration & counselling, vocational training & job education, matching, follow-up, and evaluation practice, counselling and training are the factors to increase the efficiency of operation and delivery service. According to program improvement, as the recommended service scheme, both tailored and integrated services are all significant in the increase in efficiency. At the second tier, all four major factors – redefining and analyzing target group, setting program plan, operating and delivery, program improvement – increase in overall efficiency. At the third tier, it concludes that the overall efficiency of the program improves effectiveness and finally support welfare improvement and practical self-reliance socially and financially.

At the later part of the study, based on the research results, the study adds three policy

recommendations: various further studies with vast open data, innovative welfare service delivery, and creating eligible labor market for vulnerable people, and continues the limitation of the study as well as suggestion of further studies.

6.2. Policy Suggestions

So far, it has been studied how the employment policy program can efficiently impact on the lives of vulnerable people, enabling them to become socially and financially independent via relationship between efficiency and effectiveness from the opinions of field experts and public officers. As a policy program improvement, two perspectives – tailored and integrated service- are reviewed, which the Korean government recently drives for welfare scheme. Then, it is a time to consider how to improve current employment policy programs to maximize benefit with welfare benefit. There are three recommendations.

6.2.1. The Need of Various Studies with Open Data

Earlier mentioned, this is not only matter of employment of disabled job seekers; rather it can be a family issue, education, social accessibility, finance, or welfare. A more comprehensive approach to the employment of vulnerable people is required with multiple aspects. That is why nowadays government pursues tailored and integrated welfare scheme. It would not be denied that the policy itself is highly dependent on political decisions, but also it cannot be denied that societies ask for evidence of the effect of the policies from scientific research. The creative and multi-dimensional research linked with many other sectors, such as economics, social science, social welfare, politics, design, etc., will bring new policy programs to meet public needs. For example, technology and social science can be combined to build a transportation system, community bio-energy and many other things (Song, Sung, & Jang 2011). Marketing techniques can be applied to social studies. In England, Young

Foundation has studies about the welfare packages for senior citizens and the life qualities of night workers. The study “Charlie and Marie: A tale of ageing” visualized the difficulties of social services based on face-to-face interview results (The Young Foundation 2011). At the study “Rough Nights: The Growing Dangers of Working at Night”, Will Norman applied the ethnography marketing research tool based on observation and interviews (Norman 2011). Vast raw data should be available to researchers for research purpose. If raw data set from past and current research panel or government-funded research projects is open and can be used by students and researchers, the more social and policy study and policy suggestion would be proposed. Cross-sectorial research approaches and data release would be helpful to comprehend social phenomenon and policies with different angles; furthermore, this attempt would lead to creative solutions.

6.2.2. Applicant of Innovative Welfare Service Delivery

With more diverse researches, innovative ways of service operations and delivery are expected to provide more efficient and tailored services. Korea is one of the strong IT countries, so quite advanced initiatives combining IT and business model can be made available to public services. For example, Seoul bus service, bus schedule alarm service (Seoul Metropolitan Government 2013) and night owl bus route were developed based on big data analysis (Seoul Metropolitan Government 2014). In the area of social welfare, IT technologies strengthen the accessibility of welfare benefit to vulnerable people. Nowon-gu, one of district municipalities in Seoul, released smartphone application and this app helps searching for available welfare supports with several clicks (Lee 2014). Also, Jayang-dong in Gangjin-gu, an even smaller level of municipality, made a calendar to help residents get information on what kind of welfare programs are available, when they can apply: the details of the person in charge and contact information (Park 2015). The existing service on the

website of The Ministry of Health and Welfare provides computed-simulation to let people know how much and what kind of governmental welfare service available (The Ministry of Health and Welfare), but it is often complicated and most information is based on embedded documents. As mentioned above, the study “Charlie and Marie: A tale of ageing” shows how the mapped-out service package and comprehensive information can be useful to senior citizens who are not accustomed to dealing with official documents and are often difficult to move out. However, a simple delivery of information on the internet would not be an innovative service. It would be more desirable to combine on- and off- line services.

6.2.3. Creation of Eligible Labor Market to Vulnerable People

Lastly, creating a relevant labor market for vulnerable people is necessary. Criticism has been made that the current feasible jobs for vulnerable people, simple labor and governmental work-projects do not provide sustainable jobs. It has been learned from the results of the interviews that vulnerable people are often difficult to participate in employment support programs or job training because of their immediate needs such as food, shelters, housing etc. For examples, single parents are struggling to balance work and child-rearing; homeless people need stable shelter until they get jobs. Each category of vulnerable groups has different obstacles and needs. Therefore, the fundamental mechanism of employment policy for vulnerable people should not push them out into the completely competitive labor market. Still, the employment policy program remains under the productive welfare. Vulnerable people have weak qualifications such as low education and social background in the competitive job market, so encouraging them to jump into the competitive market without support and protection could result in excluding them further from society. Balancing the need for profit and welfare support is a challenge. However, successful social enterprises in Korea and other countries show us positive future such as “young chef” with youth by

Slobbie and “Re Make project” with homeless by Hopeful Cycle. The more delicate job creation and investment in the labor market for vulnerable people should proceed and consumers should purchase and use the goods and services from vulnerable people without prejudice. All of these efforts can create more suitable jobs for vulnerable people.

6.3. Limitation of the Study

In order to measure efficiency and effectiveness of the employment policy programs, relevant data sets are required such as information about input resources, output results, and outcome benefit, which should be measurable and analyzable. However, it is difficult to acquire appropriate secondary or primary data of program funding, which shows how much monetary or non-monetary resources input to overall employment policy programs related to governmental initiatives. Also, it was questioned how to collect objective information on how many vulnerable people get jobs from particular programs or how satisfied they are with the program, as well as how much benefits are available to them. However, the main purpose of this study was to find out how employment programs could become effective for vulnerable people to achieve financial and social independence and to provide sustainable welfare without budgetary burden.

As soon as the research model had been designed to address a general perception, it was very important to choose whom to survey or interview. Initially, like many other researches, the direct beneficiaries were the first candidates, but in reality it was extremely hard to collect the contact details because of personal information protection and unwillingness of people to reveal their social status as beneficiaries. Most of related institutions and facilities protect their service recipients. Therefore, the study organized interviews with social workers and field experts who have directly worked with vulnerable groups for several years and

conducted online survey with public officers, in order to perceive the efficiency and effectiveness of the program based on their work experiences and knowledge.

However, seeking an interview appointment was another obstacle. Most welfare or field workers are overworked, so sending preliminary interview guides and draft questionnaires was helpful in recruiting interviewees and avoiding wasting interview time. Not only interviewing, but also conducting the survey was a struggle to reach a higher response rate. The first e-mail survey request was sent from Qualtrics, but many government bodies block corporate mail or group mail as SPAM messages. In spite of three reminder messages and 48 days of the survey period, only 107 valid responses were available from 1,279 public officers.

Moreover, there are more variables to explain the efficiency and effectiveness of each program because various vulnerable groups are targeted by many programs, and each program activity can become an independent variable. In practice, it is admitted that this study cannot include all variables and not measure effects of each element under controllable circumstance. However, this study includes 4 major and 15 subordinate independent variables and tests 3 tier analyses, and is therefore a meaningful study into the perception of field experts and public officers, possibly reflected the group characteristics.

6.4. Suggested Areas for Further Studies

While researching employment for vulnerable people, two further studies are suggested – how eliminating inefficient factors improves effective employment policy programs, and how small & medium enterprises (SMEs) can contribute job creation for vulnerable people in order to bring them to social inclusion.

The survey of this study includes some questions to ask inefficient factors of employment policy program. According to the questions asked about the influential inefficient factors

which worked against improving the efficiency of employment policy programs, the survey participants responded inefficiencies from operating same or similar programs by different ministries, or dual benefit recipients (28%), more asking for welfare benefit and higher welfare dependency (20.6%). Other opinions were lack of communication and responsibilities of consolidated welfare service among departments, and a strong prejudice and stereotype of vulnerable people from the society and companies. Based on this study, it was verified that the tailored and consolidated (integrated) welfare programs improve the efficiency of employment program. It is meaningful to be aware of the inefficient factors and 42.1% of the participants chose the difficulties to identify the needs and characteristics of vulnerable people and to meet their needs (Appendix B-vii & viii). Therefore, it will be worthwhile to conduct further research into how to eliminate the inefficient factors.

Before IMF financial crisis and depression, the industrial growth strategy by Korean government was based on conglomerate and export-oriented, so the government initiative to job creation was dependent on the conglomerate companies, particularly for the full time jobs. (Kim & Sung 2005; Noh 2006). However, based on the SME Status Indicators released in May 2014, SMEs comprise 99.9% of the entire number of business entities and 87.7% of nationwide employment, but 45.7% of total production as well as 47.7% of value-added (KBIZ Korea Federation of SMEs 2014). It means the impacts on job creation by SMEs would be more influential. Furthermore, extended to the community business and social enterprise, the roles of SMEs to employment for vulnerable people would become more substantial. In short, the further study of relationship between the power of job creation by SMEs and the portion of jobs available to vulnerable population would contribute to lead more influential increase in employment and social inclusion of vulnerable people.

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Appendix

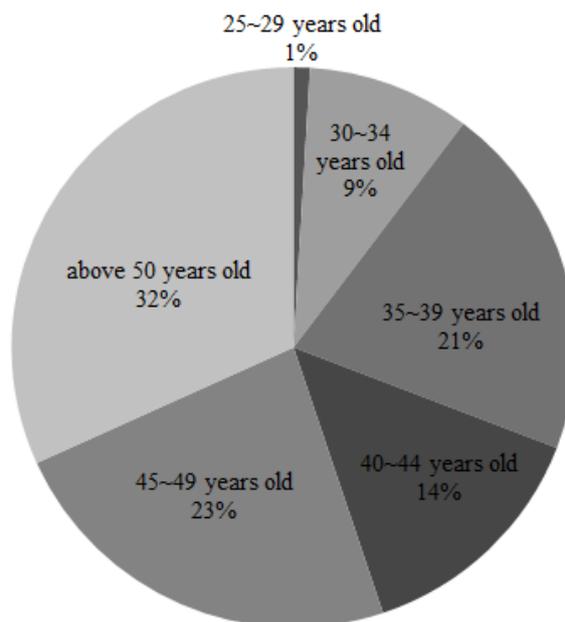
A. Demographic information

i) Gender



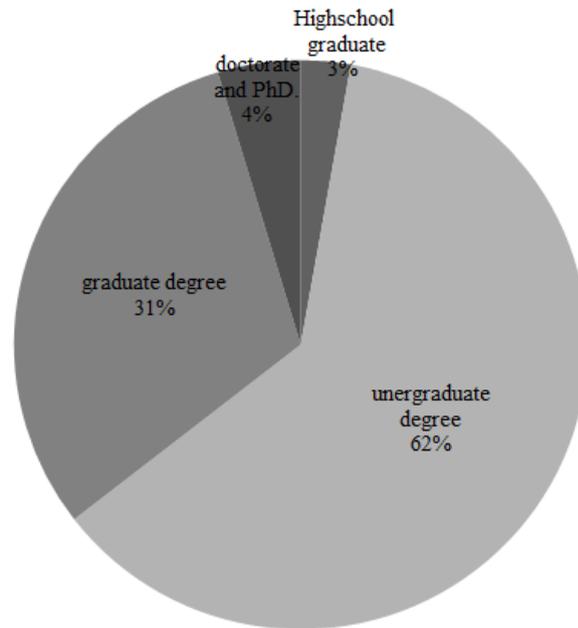
ii) Ages

Description	Frequency	Percent
25~29 years old	1	0.9%
30~34 years old	10	9.3%
35~39 years old	22	20.6%
40~44 years old	15	14.0%
45~49 years old	25	23.4%
above 50 years old	34	31.8%
Total	107	100%



iii) Education

Description	Frequency	Percent
High school graduate	3	2.8%
Undergraduate degree	66	61.7%
Graduate degree	33	30.8%
Doctorate and PhD.	5	4.7%
Total	107	100%



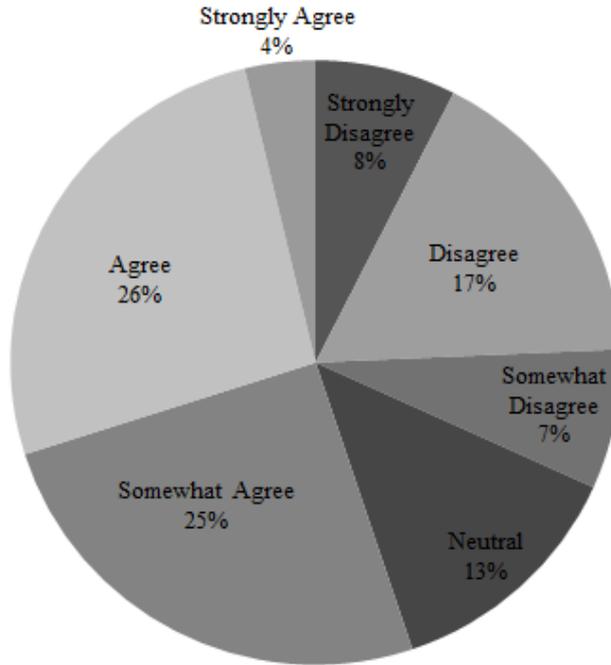
B. Descriptive data

i) List of employment program and the supportive responses

Description	Frequency	Percent
<i>Jawalguenro</i> (Work for self-support)	18	16.8%
<i>Chuieupsunggongpackage</i> (Employment success package)	11	10.3%
New Deal jobs	12	11.2%
<i>Chuieupsaguanhakgyo</i> (Employment academy)	4	3.7%
Social Enterprises	33	30.8%
<i>Huimang</i> (Hope) ribbon project	2	1.9%
<i>Chungnyen Internship</i> (Youth Internship)	18	16.8%
<i>Naeilbaeumcard</i> (education support package)	2	1.9%
Senior Internship	5	4.7%
Others	2	1.9%
Total	107	100%

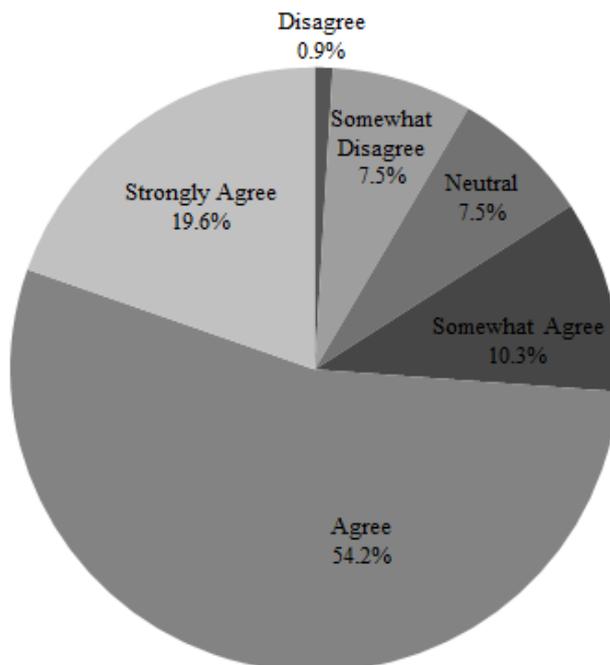
ii) The response rate for employment policy programs with mandatory work condition

Strongly Disagree	Disagree	Somewhat Disagree	Neutral	Somewhat Agree	Agree	Strongly Agree	Total
8	18	8	14	27	28	4	107
7.5%	16.8%	7.5%	13.1%	25.2%	26.2%	3.7%	100%



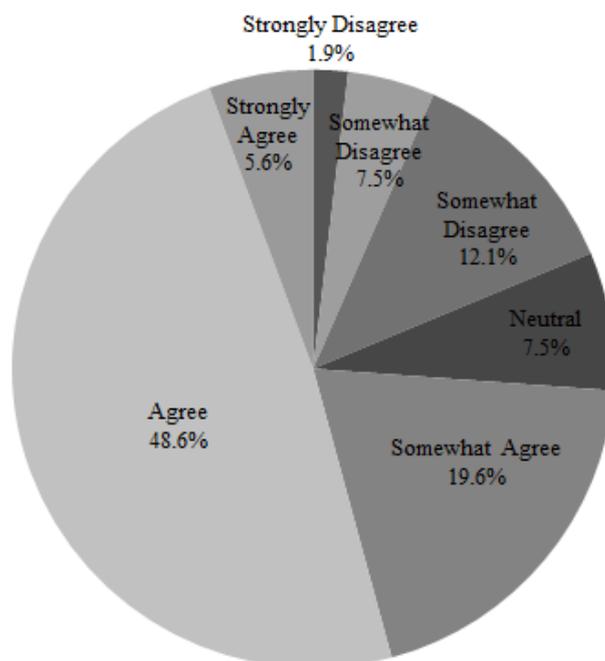
iii) The response rate for employment policy programs with comprehensive welfare, linked to employment supports

Strongly Disagree	Disagree	Somewhat Disagree	Neutral	Somewhat Agree	Agree	Strongly Agree	Total
0	1	8	8	11	58	21	107
0%	0.9%	7.5%	7.5%	10.3%	54.2%	19.6%	100%



iv) The response rate for the selected employment policy programs between vulnerable people and other job seekers

Strongly Disagree	Disagree	Somewhat Disagree	Neutral	Somewhat Agree	Agree	Strongly Agree	Total
2	5	13	8	21	52	6	107
1.9%	4.7%	12.1%	7.5%	19.6%	48.6%	5.6%	100%



v) List of reasons for providing separate programs between vulnerable people and other job seekers

Description	Frequency	Percent
Less job training and education of vulnerable people, need more education	12	11.2%
Vulnerable people with difficulties in finance required emergency living allowance and immediate income from jobs	34	31.8%
Vulnerable people need more various welfare program not only employment supports	45	42.1%
Each ministry or department implements own government employment policies focused on the target groups and the unique purpose of the scheme	12	11.2%
Others	4	3.7%
Total	107	100%

vi) The definition of vulnerable people

Description	Frequency	Percent
(1) All the job seekers, particularly categorized as the disadvantaged in employment group	10	9.3%
(2) Disabled, seniors, single parents, North Korea defector, homeless, released prisoners after their jail term, and others	21	19.6%
(3) Full or conditional beneficiaries of national basic livelihood	5	4.7%

(4) Low income, equal or lower than 120% or 150% of the minimum cost of living (the minimum cost of living in the year of 2014, KRW 603,402 for single household, KRW 2,234,223 for a family with 4 family members)	11	10.3%
(5) People who live with low income described at (4) and the group of Disabled, seniors, single parents, North Korea defector, homeless, released prisoners after their jail term, and others (2)	59	55.1%
(6) Others	1	0.9%

vii) List of the reasons for not providing the tailored and consolidated

Description	Frequency	Percent
It would be almost impossible to make tailored welfare program based on various needs and information of vulnerable groups.	45	42.1%
It would be almost impossible to consolidate each program because the central and municipal governments have various programs	25	23.4%
It would be almost impossible to provide the consolidated program because the budget responsible ministry is not clear	25	23.4%
It would be almost impossible to provide without legal background to provide the consolidated welfare program	3	2.8%
It would be almost impossible to set up the network and consolidated system platform to deliver the consolidated service	7	6.5%
Others	2	1.9%
Total	107	100%

viii) List of obstacles of improving the efficiency of employment program?

	Frequency	Percent
More asking for welfare benefit and higher welfare dependency	22	20.6%
Low budget expenditure for employment program	5	4.7%
Inefficiencies from operating same or similar programs by different ministries, or dual benefit recipients	30	28%
Lack of communication and responsibilities of consolidated welfare service to cooperate between the departments	18	16.8%
Insufficient legal background of consolidated welfare service between employment program and other welfare program	12	11.2%
Strong prejudice and stereotype of vulnerable people from the society and companies	16	15.0%
Lack of flexibilities to operate program due to the strict government guide	4	3.7%
Total	107	100%

C. Survey Questionnaire

: The survey has been carried out in Korean to Korean public officers and translated in English on this research paper.

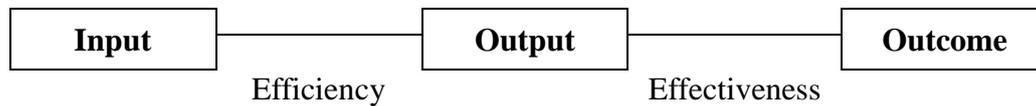
Instruction

Thank you very much for your participation. This survey aims to research on your opinion about the employment supporting policies. The data provided by you will be treated strictly confidential and prohibit anyone from knowing your response. There is no correct answer and you can voluntarily answer your opinion based on your experience. This survey is designed for academic research only, so any other individuals or organization would be related. In order to more accurate survey, your sincere responses should be highly appreciated. If you have any further questions related to this survey, please contact to jay@kdis.ac.kr. Your contribution is very important to explore the efficiency and effectiveness of employment support policies in Korea. Thank you for your cooperation.

The survey targeting public officers aims to measure general perception of efficiency and effectiveness of employment supporting governmental program based on the following 4 categories – (1) Target analysis (2) Program planning (3) Program operation (4) tailored and consolidated welfare.

The questions on the survey clearly describe the distinctive definitions of efficiency and effectiveness.

In general, the efficiency means the maximization of output by utilizing a certain amount of resource as input, and the effectiveness defines the degree of achievement as outcome.



This study assumed that the efficiency can be increased by systematic operation. Also the program would evaluate as an effective program if it helps direct employment and financial independence of vulnerable groups of people.

General Questions

1. Please check one program you think it is the most effective program.

(If there is another program which is not on the options below, please check 'others' and type the name of the program)

<i>Jawalguenro</i> (Work for self-support)		<i>Jawalgongdongche</i> (Self-support Community)		<i>Naeilbaeumcard</i> (education support package)	
<i>Chuiupsunggongpackage</i> (support package for employment)		<i>Chungnyen Internship</i> (Youth Internship)		Senior Internship	
Social Enterprises		Newdeal jobs		Huimangribbon project	
Chuiupsaguanhakgyo (Employment academy)		Others (please write the program you know)			

2. Is it more effective to put the mandatory condition for beneficiaries they must work for themselves in order to be financially independent and exit from the welfare dependence?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

3. Compared to the statement of mandatory working condition for beneficiaries, is it more effective to provide consolidated welfare such as the program linked between employment supports and training because it would make vulnerable people integrated to productive population?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

4. It is more efficient to operate employment support programs separately between regular job seekers and socially vulnerable people?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

5. If the support programs operate separately between regular job seekers and vulnerable people, what would be the main reason to operate separately?
 - (1) Less job training and education of vulnerable people, need more education
 - (2) Vulnerable people with difficulties in finance required emergency living allowance and immediate income from jobs.
 - (3) Vulnerable people need more various welfare program not only employment supports
 - (4) The cost might be higher to support vulnerable people from the counselling to employment than regular job seekers
 - (5) Each ministry or department implements own government employment policies focused on the target groups and the unique purpose of the scheme.
 - (6) Others;

Target Analysis & Definition

6. Please choose the most reasonable definition of vulnerable group. If there is no option you can choose, please choose 6 and describe your own definition.
 - (1) All the job seekers, particularly categorized as the disadvantaged in employment group
 - (2) Disabled, seniors, single parents, North Korea defector, homeless, released prisoners after their jail term, and others
 - (3) Full or conditional beneficiaries of national basic livelihood
 - (4) Low income, equal or lower than 120% or 150% of the minimum cost of living (the minimum cost of living in the year of 2014, KRW 603,402 for single household, KRW 2,234,223 for a family with 4 family members)
 - (5) People who live with low income described at (4) and the group of Disabled, seniors, single parents, North Korea defector, homeless, released prisoners after their jail term, and others (2)
 - (6) Others:
7. In order to increase more hiring chance to vulnerable groups, it is important to make companies participate to the program and hire them. Which program would be efficient to motivate companies to involve?
 - (1) Employment incentive for hiring vulnerable people
 - (2) Educate and train them more to improve their qualification to be competitive
 - (3) Direct payment to a portion of their salaries
 - (4) Mandatory hiring
 - (5) Tax benefit
 - (6) No, any support to companies might not be efficient
 - (7) Others;

8. Does it improve the efficiency of employment program if there is a clear definition of vulnerable people and analysis of target group?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

9. Would it be more efficient that the employment program for vulnerable people focused on the people who are capable and qualified to work among vulnerable people?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

10. Is the efficiency of employment program improved if more companies participate to the program?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

Set the program plan

11. Which subject would more efficiently operate the employment program for vulnerable people?

- (1) Government
- (2) Governmental affiliated organization
- (3) Municipal government
- (4) Civil societies (NGOs and NPOs)
- (5) Public and Private cooperative operating model
- (6) Others;

12. On the planning stage, which activity the government can do better than others?

- (1) Program operating agency selection (=service provider)
- (2) Case studies of various related program and policies, and prepare the operation guideline
- (3) Budget support
- (4) Campaigns and public promotion
- (5) Direct operation of program
- (6) Evaluation and supervision of operation entities
- (7) Others

13. Which activity among the activities at the state of planning can improve efficiency more?

	1	2	3	4	5	6	7
	Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
Program operating agency selection							
Case studies & operation guideline							
Budget support							
Campaigns and public promotion							
Direct operation by government							
Evaluation and supervision							
Others							

Operation and Deliver service

14. Among the program elements, which is more helpful in improving actual employment for vulnerable people?

- (1) Job consulting

- (2) Job training and education
- (3) Frequency of matching and job placement
- (4) Subsequent management (analyzing the failure causes and providing solution)
- (5) Operation entity and program evaluation and further improvement
- (6) Others

15. Most of employment support programs operate following process – registration (apply), counselling, training & education, matching, employment, subsequent service, and program evaluation. How much each activity can contribute to efficiency?

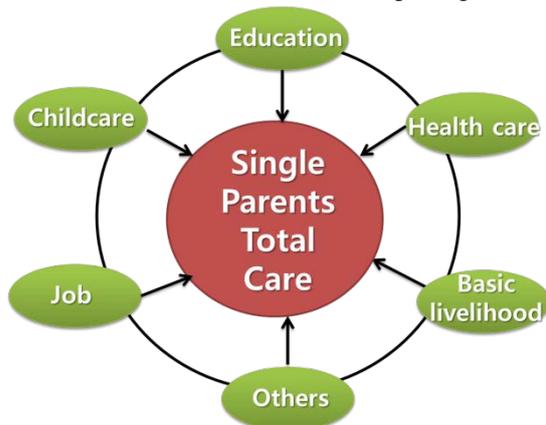
	1	2	3	4	5	6	7
	Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
Job consulting							
Training & education							
matching & placement							
Subsequent management							
evaluation & further improvement							
Others							

Program Improvement

16. Does the tailored welfare program such as personalized career service improve the efficiency of employment program?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

17. In case of vulnerable people, does the consolidated welfare service improve the efficiency of employment program if the employment programs work together with other welfare program? In the case of single parents, simple think what if the employment support and other welfare programs would be operated under the consolidate welfare scheme as a package in order to help raising children and getting jobs.



Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

Inefficient elements

18. What would be the most difficult reason if government cannot provide the tailored and consolidated welfare in terms of employment program?

- (1) It would be almost impossible to make tailored welfare program based on various needs and information of vulnerable groups.
- (2) It would be almost impossible to consolidate each program because the central and municipal governments have various programs.
- (3) It would be almost impossible to provide the consolidated program because the budget responsible ministry is not clear.
- (4) It would be almost impossible to provide without legal background to provide the consolidated welfare program.
- (5) It would be almost impossible to set up the network and consolidated system platform to deliver the consolidated service
- (6) Others;

19. What would be the most influential obstacle of improving the efficiency of employment program?

- (1) More asking for welfare benefit and higher welfare dependency
- (2) Low budget expenditure for employment program
- (3) Inefficiencies from operating same or similar programs by different ministries, or dual benefit recipients
- (4) Lack of communication and responsibilities of consolidated welfare service to cooperate between the departments
- (5) Insufficient legal background of consolidated welfare service between employment program and other welfare program
- (6) Strong prejudice and stereotype of vulnerable people from the society and companies
- (7) Lack of flexibilities to operate program due to the strict government guide
- (8) Others

20. How each inefficient element of government process influences the decrease in overall efficiency of employment support program?

	1	2	3	4	5	6	7
	Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
higher welfare dependency & more needs							
Low budget expenditure							
Dual execution & recipient							
Lack of comm. & responsibility between dept.							
Insufficient legal background							
prejudice & stereotype							
Lack of flexibilities with strict guideline							
Others							

21. Above mentioned the all inefficient elements of government employment support program, how do they influence in the overall program efficiency in the end?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

Overall Assessment

22. On the survey, the employment support program has been determined by 4 different stages – (1) target analysis (2) program planning (3) operating (4) further improvement such as tailored and consolidated welfare. How these 4 elements can influence in overall efficiency of entire employment support program?

	1	2	3	4	5	6	7
	Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
Target Analysis & Definition Company participation							
Set the program plan							
Operation and Deliver service							
Program improvement (tailored and consolidated welfare)							

23. Stated above each elements- (1) target analysis (2) program planning (3) operating (4) further improvement such as tailored and consolidated welfare, how would this process contribute to increase in the efficiency of current operated employment support programs without additional budget expenditure?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

24. Compared to the OECD countries and other welfare countries, the Korean governmental expenditure of employment and welfare is comparably low. Without immediate additional budgetary expenditure and extensive welfare required, do you think whether the improvement of efficiency of current employment program can improve the effectiveness of the program?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral (Neither Agree nor Disagree)	Somewhat Agree	Agree	Strongly Agree
1	2	3	4	5	6	7

※ Reference: the 10 governmental expenditure of employment program (OECD 2011)

Denmark	France	Germany	Italy	Japan	Mexico	Netherlands	New Zealand	Sweden	United States
3.91	2.34	1.82	1.78	0.62	0.01	2.74	0.69	1.72	0.71

25. Does the increase in the effectiveness of employment support program makes financial independence and social welfare improvement for vulnerable group of people?

Strongly Disagree	Disagree	Somewhat Disagree	Neutral	Somewhat Agree	Agree	Strongly Agree
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Disagree		Disagree	(Neither Agree nor Disagree)	Agree		Agree
1	2	3	4	5	6	7

26. Please leave any comments if you have, according the employment support program (option)

Demographic Information

27. What is your gender? Male (), Female ()

28. How old are you?

- (1) under 25
- (2) 25~29
- (3) 30~34
- (4) 35~39
- (5) 40~44
- (6) 45~49
- (7) 50 or over

29. Please indicate the highest level of education completed.

- (1) High School or equivalent
- (2) College Graduate
- (3) Master's Degree (MS)
- (4) Doctoral Degree (PhD)

30. Have you worked or are you working as a public officer? Yes (), No ()

31. Have you worked in the department of employment or work together with employment teams related to your work? Yes (), No ()