



## A STAKEHOLDER-BASED APPROACH TO CROSS-POLICY PERFORMANCE EVALUATION OF PROMOTION EMPLOYMENT PROGRAMS

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### ABSTRACT

*In recent years, the government has endorsed wage subsidies as a policy instrument to deal with this country's diverse unemployment since financial crisis of 2007. The major purpose of this paper is to compare implementation process and effectiveness of four selected promotion employment policies from the stakeholder approach. The research considers Diverse Employment Project, Instant Employment Plan, Workplace Experience for Youth, and Promotion of Employment through Improving Quality Human Project as cross-policy research targets. Those programs are characterized as types of wage subsidies policy to raise employment levels. This paper conducts a telephone survey to obtain insights into wage subsidy design and implementation issues. The research argues that although wage subsidies may be successful at creating jobs, they should not be seen as the primary or dominant policy instrument for dealing with the broader unemployment problem. The research also finds that grant standards are inconsistent with the each other; it shows trade-off and competition among the programs. To enhance the effectiveness of wage subsidies, they should preferably be linked to structured workplace training, be targeted to industries where employment will be responsive to changes in labor costs, and be focused on the unemployment. The research suggests that the relevant authorities review and improve existing administrative operations of those programs, the contents of streamlining processes and operations to reduce administrative procedure pressure.*

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**Keywords:** Policy evaluation, Policy stakeholder, Promotion employment policy, Cross-policy evaluation, Policy instrument, Unemployment rates, Labor market, Active labor market policy.

### Contribution/ Originality

The cross-policy evaluation paper's primary contribution is that the research identified policy stakeholders' opinions about cross-policy goal attainment, and implementation procedures which are helpful to adjust policies. The research finds that grant standards are inconsistent with the each other; it shows trade-off and competition among the programs

### 1. INTRODUCTION

Influenced by the global financial crisis and economic downturn, the unemployment rate in Taiwan has gradually increased since May 2008, reaching 6.13% in August 2009. In view of short-

term unemployment in continued unstable conditions, the government has implemented short-term measures to avoid deterioration of the unemployment problem.

This research investigated the multiple projects for employment promotion put forward by various government departments. As Eichhorst *et al.* (2008) indicated, due to the high heterogeneity of the unemployed, the increasing requirement for diversified human resources in the labor market, and the beginning of changes to the andocentric-livelihood earning patterns, a single program cannot solve the problem of unemployment, and supplementary measures are needed. This research chose four projects as its objects. When the unemployment rate increased, the government promoted these projects. The government mainly adopted the salary subsidy plan of the Active Labor Market Policies (ALMP) to encourage the release of more employment opportunities, assist disadvantaged laborers of the labor market, and buffer against the negative influence of unemployment. Meanwhile, during the process of implementing the projects, the government enhanced the employability of laborers, and lowered future unemployment risks.

Given cross-policy comparison, the current research focuses on evaluating the effectiveness of employment policies. The research objectives include (1) discussing the relevant research and literature concerning implementation of employment promotion to examine individual employment promotion projects and assess overall policies as its theoretical foundations; (2) analyzing the implementation processes and results of four projects through telephone interviews of policy stakeholders; and (3) proposing evidence-based policy advice to the government for amending employment promotion policies and to improve the efficiency of resource application, based on the discoveries of previous research.

## 2. RESEARCH METHODOLOGY

This research collected literature concerning past implementation of domestic employment promotion policies, foreign experience in implementing similar projects, and relevant research as its empirical basis. This research also conducted survey research on participants and employers of the four projects by telephone to discover their opinions, satisfaction levels, and suggestions for those projects.

## 3. LITERATURE REVIEW

The domestic unemployment rate before the 1990s had always been below 2% and individuals and the market have mainly determined the employment issue. Only a portion of disadvantaged ethnic groups could not find jobs through the market system, and therefore, required special employment services. Since 1996, because of the effects of globalization and structural unemployment, the domestic unemployment rate has demonstrated a continuous upward trend, reaching 5.25% in 2002.

Unemployment rates of the disabled, the aboriginals, and the youth have been significantly higher than the overall unemployment rate; therefore, Taiwan government has implemented various types of policies to encourage the release of more employment opportunities, for various types of the unemployed. Research categorizes four target salary subsidy programs into two types, with the first type focused on the disadvantaged and older in the workplace, and the second type focused on

graduating students. The first employment promotion program is the “Diverse Employment Project,” which combines the efforts of government and private sectors to create job opportunities in the public sector and local nonprofit organizations as temporary jobs. A minimum of 10,000 short-term or local jobs have been provided in nonprofit organizations. According to the relevant research, the project achieved its policy objectives to promote the re-employed ability of unemployment, the management capability of nonprofit organizations, and the activation of local industry. The second employment promotion program is the “Instant Employment Plan,” implemented by the Council of Labor Affairs. The program intends to provide low skill jobs for the unemployed who are disadvantaged and may have lower skill. Hsin (2009) found that 92.4% of respondents plan to reduce personnel costs that are helpful or very helpful; 90% of the respondents felt satisfied or very satisfied; 87.9% of respondents were very satisfied or satisfied with workers; laborers after expiration of the plan and continue to retain the proportion of 74%.

The third employment promotion program is the “Promotion of workplace experience for youth,” implemented by the National Youth Commission. This program focuses on vocational/high school graduates of 18-29 years of age. The program encourages various enterprises to provide practical training for those freshmen in the workplace. According to the relevant research, the program built a matching platform for graduating students and their employees, and assisted youth employers to promote their work experience. Administrative procedures of the program have also been simplified to improve the match rate (Chan, 2009).

The last program is the “Promotion of Employment through Improving Quality Human Project.” This program also built a matching platform for graduating students and cooperated with enterprises to provide training opportunities for freshmen in the workplace. Because the program has been implemented for only two years, the relevant research is scarce. The Hsu (2010) indicates high overall satisfaction of the internship program implementation; 95% of enterprises believe the program implementation will help students increase their employment incentives; 92% of enterprises believe the program will help improve the employability of graduates. However, Hsu (2010) also found a heterogeneous quality of training programs because of the different sizes of enterprises. In summary, previous projects have attempted to achieve some common policy objectives, such as helping the unemployed obtain employment, enhancing the vocational capability of youth, caring for disadvantaged ethnic groups, reducing personnel cost, and reducing societal concerns on economic depression. These projects have adopted wage subsidies and implemented complex subsidy procedures to maintain fair and effectiveness results from a policy implementation perspective. Although the four projects have conducted individual evaluative studies, focusing on the degree of satisfaction, administrative measures, and their influence on employment, these studies lack insight into the use of resource overlap and possible competition between similar employment programs from a resource distribution perspective.

### 3.1. The Stakeholder Approach to Policy Evaluation

Stakeholder policy analysis has emerged as a range of methods and approaches to evaluate the interests and roles of key players in a specific policy domain (Crosby, 1992). The stakeholder-based approach responds to the increasing complexity caused by the growing number of actors

involved in the policy process. The literature has defined the concept of “stakeholder” in various manners, depending on the purposes of analysis and the nature of policies. For example, Hannan and Freeman considered a stakeholder in an organization to be “any group or individual who can affect or is affected by the achievement of the organization’s objectives” (Freeman, 1984; Rossi and Freeman, 2003). Dunn (1994) clarified that policy stakeholders are individual or groups who have a stake in a policy because they affect or are affected by government decisions. Other authors (Mason and Mitroff, 1981; Crosby, 1992; Walt, 1994) have defined the concept of stakeholder to only those actors that can affect the issue at hand, and not necessarily those who might be affected by it. Neely *et al.* (2002) indicated that stakeholders put in something and take out something. This paper defines a stakeholder as a person or group with an interest in promotion employment programs. For example, most employees have an interest in participating in government-salary subsidy programs. Similarly, most low-skill workers and graduating students are interested in the opportunity for employed and on-the-job training. This study analyzes stakeholder interests and opinions.

### 3.2. Research Design and Implementation

This research conducted a survey of the participants and employers of the projects to inquire as to their experiences and degree of satisfaction in participating in the projects. The population surveyed by questionnaire mainly included participants of the projects in 2009. It was planned that the information of the population, such as the name list of the employers and participants in the projects, could be obtained with the assistance of executive institutions. The contents of the questionnaire included questions on the cognition of employing institutions and participants, reasons for choices, participation experience, degree of satisfaction, and influence and suggestions for participating in the projects. Since the four projects differed in their objectives and implementation strategies, this research designed common survey questions according to the common policy concepts, objectives, and strategies of the four projects as the base of comparisons, and designed differentiated questions of executive assessment and influential assessment according to the features of the four projects. Besides basic information, the contents of the questionnaires for employers included three parts: (1) Executive assessment on participation in the projects, such as the application procedures for the projects, limitations of participant qualifications, administrative regulations, and degree of satisfaction with the subsidy period of the projects; (2) result and opportunity cost assessment on participation in the projects, including an assessment on the reduction payroll costs and helping choose personnel; and (3) overall performance evaluation on policy objective achievement rate and employment promotion policies. Besides basic information, the contents of the questionnaires for personnel included three parts: (1) Executive assessment on participation in the projects, specifically the understanding of the contents of the projects; (2) result and opportunity cost assessment on participation of the projects, as in the assistance of the projects in improving occupational ability and household economic conditions; and (3) evaluations on the achieving rate of policy objectives and the overall efficacy of employment promotion policies, including an evaluation on the policy objectives reached by the projects.

#### 4. ANALYSIS OF EMPIRICAL RESULTS

First, attainment of the policy objectives, “Helping the Unemployed to Obtain Re-employment” and “Caring for Disadvantaged Ethnic Groups” policies of the Multiple Employment Program were very well received by employers, with a choice percentage of 87% and 79.3%, respectively. Second, employers in the Instant Employment Plan approved of the policies of “Reducing the Enterprise Personnel Cost” and “Helping the Unemployed to Obtain Re-employment,” with a choice percentage of 66.0% and 60.0%. The choice percentage for “Enhancing the Vocational Capability of the Unemployed,” “Caring for Disadvantaged Ethnic Groups,” and “Reducing the Concerns of Society about the Economic Depression” was 37.3%, 49.3%, and 37.3%, respectively. Third, regarding policy objectives reached, of the Youth Work Experience Program, the policies “Increasing Employment Opportunities for Youth” and “Reducing Cost for Employers” were those best received by employers, with a choice percentage of 62.0% and 56.0%, respectively. These were followed by “Enhancing the Vocational Capability of the Youth,” “Helping Youths Adapt to Their Jobs,” and “Helping Employers Find Suitable Personnel,” with a choice percentage of 42.0%, 35.3% and 29.3%, respectively. Fourth, as for the Project for the Promotion of Employment through Improving Human Resource Quality, employers thought highly of the “Helping the Unemployed to Obtain Re-employment” and “Reducing Employers’ Personnel Cost,” with percentages of 81.3% and 79.3%, respectively.

According to a comparison analysis of the policy objectives reached by the projects, the Multiple Employment Program had a better effect on “Helping the Unemployed to Obtain Re-employment” and in “Caring for Disadvantaged Ethnic Groups.” The Instant Employment Plan had better policy effect on “Reducing the Employers’ Personnel Cost” and “Helping the Unemployed to Obtain Re-employment”; the Youth Work Experience Program had a better policy effect on “Increasing Employment Opportunities for Youth” and “Reducing Employers’ Personnel Cost;” and the Project for the Promotion of Employment through Improving Human Resource Quality had a greater effect on “Helping the Unemployed to Obtain Re-employment” and “Reducing the Employers’ Personnel Cost.” Therefore, all four programs reached the policy objectives of reducing employers’ personnel cost and assisting policy subjects, including disadvantaged ethnic groups, the unemployed, and youth.

Table 2 shows employee opinions on the policy objectives reached by the programs. “Helping the Unemployed to Obtain Re-employment” and “Caring for Disadvantaged Ethnic Groups” were the most well received by employees of the Multiple Employment Program, with choice percentages of 73.2% and 72.0%, respectively. “Enhancing the Vocational Capability of the Youth,” “Promoting Community Development,” and “Aiding the Development in Local Industries” followed, with choice percentages of 56.4%, 50.8%, and 50.0%, respectively. Second, “Increasing Employment Opportunities for the Youth” and “Reducing Personnel Cost” were well received by employees of the Instant Employment Plan, with a choice proportion of 73.0% and 50.0%, respectively. Third, “Increasing Employment Opportunities for the Youth” and “Reducing Personnel Cost” were well received by employees of the Youth Work Experience Program, with choice percentages of 45.2% and 42.0%, respectively. Fourth, “Increasing Employment Opportunities for the Youth” and “Reducing Personnel Cost” were well received by employees of

the Project for the Promotion of Employment through Improving Human Resource Quality, with choice percentages of 72.5% and 53.3%, respectively. Therefore, from the employee perspective, the policy objectives assist them in finding employment. Employees of the Project for the Promotion of Employment through Improving Human Resource Quality, the Instant Employment Plan, and the Youth Work Experience Program held the view that “Reducing the Employers’ Personnel Cost” should be a secondary policy objective. Employees of the Multiple Employment Program held the view that “Caring for Disadvantaged Ethnic Groups” should be a secondary policy objective. According to the opinions of the employers and the employees, all four projects had the main objective of helping the policy subjects get employed, and held the reducing of employers’ personnel cost as a secondary goal. Therefore, it was proved that the policy objective that the government encouraged was accepted and well received by the relevant people of the policy.

**Table-1.** Enterprise opinion about policy objectives achievement from the comparative analysis view (multiple-choice)

Unit: number (percentage%)

	Helping the Unemployed to Obtain Re-employment	Enhancing the Vocational Capability of the Youth	Caring for Disadvantaged Ethnic Groups	Reducing Personnel Cost	Reducing the Concerns of Society about the Economic Depression	Help young people (into the use of staff) to adapt the workplace	To help employers find suitable talent	Assist in the development of real estate	Promote community development	Enhance the viability of third sector services
Diverse Employment Project	131 (87.3)	97 (64.7)	119 (79.3)	103 (68.7)	59 (39.3)	N.A.	N.A.	89 (59.3)	81 (54.0)	52 (34.7)
Instant Employment Plan	90 (60.0)	56 (37.3)	74 (49.3)	99 (66.0)	56 (37.3)	N.A.	N.A.	N.A.	N.A.	N.A.
Workplace Experience for Youth	93 (62.0)	63 (42.0)	29 (19.3)	84 (56.0)	22 (14.7)	53 (35.3)	44 (29.3)	N.A.	N.A.	N.A.
Promotion of Employment through Improving Quality Human Project	122 (81.3)	90 (60.0)	45 (30.0)	119 (79.3)	67 (44.7)	105 (70.0)	99 (66.0)	N.A.	N.A.	N.A.

**Description:** NA said that the survey did not design this option.

**Source:** this study made.

**Table-2.** Employer opinion about policy objectives achievement from the comparative analysis view (multiple-choice)

Unit: number (percentage%)

	Helping the Unemployed to Obtain Re-employment	Enhancing the Vocational Capability of the Youth	Caring for Disadvantaged Ethnic Groups	Reducing Personnel Cost	Reducing the Concerns of Society about the Economic Depression	Help young people (into the use of staff) to adapt the workplace	To help employers find suitable talent	Assist in the development of real estate	Promote community development	Enhance the viability of third sector services
Diverse Employment Project	183 (73.2)	141 (56.4)	180 (72.0)	118 (47.2)	120 (48.0)	N.A.	N.A.	15 (50.0)	127 (50.8)	95 (38.0)
Instant Employment Plan	184 (73.0)	56 (22.2)	107 (42.5)	126 (50.0)	71 (28.2)	N.A.	N.A.	N.A.	N.A.	N.A.
Workplace Experience for Youth	113 (45.2)	69 (27.6)	69 (27.6)	105 (42.0)	51 (20.4)	90 (36.0)	60 (24.0)	N.A.	N.A.	N.A.
Promotion of Employment through Improving Quality Human Project	185 (72.5)	132 (51.8)	77 (30.2)	136 (53.3)	82 (32.2)	128 (50.2)	83 (32.5)	N.A.	N.A.	N.A.

**Description:** NA said that the survey did not design this option.

**Source:** this study made.

#### 4.1. Comparison Analysis of Executive Evaluation

This research conducted a comparison analysis through a telephone survey on the four projects in regards to the degree of satisfaction of the applicants with the procedures, the subsidy amount, administrative regulations, and suggestions for improvement.

Table 3 indicates that 79.3% of employers were satisfied with the application procedures of the Multiple Employment Program; 80.0% were satisfied with the procedures of the Instant Employment Plan; and 80.6% of employers were satisfied with the application process of the

Youth Work Experience Program. The results revealed that the degree of satisfaction with the program applications was approximately 80.0% or more for these three programs. Only the degree of satisfaction with the Project for the Promotion of Employment through Improving Human Resource Quality was slightly lower, approaching 70%. The degree of dissatisfaction with the Project for the Promotion of Employment through Improving Human Resource Quality was 25.4%, which was comparatively high among the four projects; the degree of dissatisfaction with the Youth Work Experience Program was 19.3%. Through comprehensive analysis, the Project for the Promotion of Employment through Improving Human Resource Quality, the program most recently implemented and with the best assistance conditions, had a low degree of satisfaction and a high degree of dissatisfaction because of the pattern of control in the application process.

Table 4 indicates the degree of employer satisfaction with employee qualifications, which reached 68.0% in the Multiple Employment Program; 76.7% in the Instant Employment Plan; 85.5% in the Youth Work Experience Program; and 91.3% in the Project for the Promotion of Employment through Improving Human Resource Quality, obtained the highest the satisfaction degree of the four projects. The degree of dissatisfaction was slightly higher in the Multiple Employment Program, reaching 25.4%, which indicated that some years after implementation of the program, it was necessary to review the regulations on employee qualifications. After more than a year of program implementation, the Multiple Employment Program belonged to an urgent employment plan, whose implementation procedures did not focus on disadvantaged ethnic groups, and whose subjects included working people. Different groups of laborers could enter their names for the program through application. Although the employers had great flexibility in the application process, 20.0% of employers were still not satisfied with the regulations on employee qualifications. The lowest degree of dissatisfaction was given to the Project for the Promotion of Employment through Improving Human Resource Quality, which was only about 4.0%, because that project provided employers with the best salary allowance conditions.

**Table-3.** Employer satisfaction with the application process for projects from the comparative analysis view Unit: number (percentage%)

	<b>Very satisfied</b>	<b>satisfied</b>	<b>dissatisfied</b>	<b>Very dissatisfied</b>	<b>no opinion</b>
Diverse Employment Project	9(6.0)	110(73.3)	22(14.7)	3(2.0)	6(4.0)
Instant Employment Plan	6(4.0)	114(76.0)	26(17.3)	0(0.0)	4(2.7)
Workplace Experience for Youth	8(5.3)	113(75.3)	27(18.0)	2(1.3)	0(0.0)
Promotion of Employment through Improving Quality Human Project	5(3.3)	99(66.0)	37(24.7)	1(0.7)	8(5.3)

Source: this study made.

**Table-4.** Employer satisfaction with the plan qualification from the comparative analysis view Unit: number (percentage%)

	<b>Very satisfied</b>	<b>satisfied</b>	<b>dissatisfied</b>	<b>Very dissatisfied</b>	<b>no opinion</b>
Diverse Employment Project	4(2.7)	101(67.3)	34(22.7)	4(2.7)	7(4.7)
					<i>Continue</i>

Instant Employment Plan	0(0.0)	115(76.7)	27(18.0)	3(2.0)	5(3.3)
Workplace Experience for Youth	3(2.0)	128(85.3)	18(12.0)	1(0.7)	0(0.0)
Promotion of Employment through Improving Quality Human Project	5(3.3)	132(88.0)	6(4.0)	0(0.0)	7(4.7)

Source: this study made.

Table 5 shows the employer degree of satisfaction regarding the administrative regulations of the programs (such as fund cancellation after verification and relative table regulations). The degree of satisfaction was 78.0% for the Multiple Employment Program; 72.7% for the Instant Employment Plan; 82.7% in the Youth Work Experience Program, and only 60.0% in the Project for the Promotion of Employment through Improving Human Resource Quality, the lowest of the four projects. The highest degree of dissatisfaction went to the Project for the Promotion of Employment through Improving Human Resource Quality, which was approximately 34.7%. The second highest degree of dissatisfaction of 25.3% went to the Instant Employment Plan, and the lowest was that for the Multiple Employment Program at 20.0%.

**Table-5.** Employer satisfaction with the administration plan from a comparative analysis view Unit: number (percentage%)

	<b>Very satisfied</b>	<b>satisfied</b>	<b>dissatisfied</b>	<b>Very dissatisfied</b>	<b>no opinion</b>
Diverse Employment Project	6(4.0)	111(74.0)	26(17.3)	4(2.7)	3(2.0)
Instant Employment Plan	1(0.7)	108(72.0)	35(23.3)	3(2.0)	3(2.0)
Workplace Experience for Youth	1(0.7)	123(82.0)	26(17.3)	0(0.0)	0(0.0)
Promotion of Employment through Improving Quality Human Project	1(0.7)	89(59.3)	49(32.7)	3(2.0)	8(5.3)

Source: this study made.

Table 6 lists the level of employer satisfaction with the amount of subsidy. Satisfaction reached 72.0% in the Multiple Employment Program; 74.6% in the Instant Employment Plan; and only 64.0% in the Youth Work Experience Program, the lowest level, and reached 82.6% in the Project for the Promotion of Employment through Improving Human Resource Quality, the highest of the four projects. The degree of dissatisfaction with the amount of trainee allowance scored the highest degree of dissatisfaction in the Youth Work Experience Program with 36.0%, followed by the Multiple Employment Program (25.3%), Instant Employment Plan (20.0%), and the Project for the Promotion of Employment through Improving Human Resource Quality (13.4%).



**Table-6.** Employer satisfaction with the grant of employer plan benefits (student grant) from a comparative analysis view

Unit: number (percentage%)

	<b>Very satisfied</b>	<b>satisfied</b>	<b>dissatisfied</b>	<b>Very dissatisfied</b>	<b>no opinion</b>
Diverse Employment Project	7(4.7)	101(67.3)	38(25.3)	0(0.0)	4(2.7)
Instant Employment Plan	2(1.3)	110(73.3)	30(20.0)	0(0.0)	8(5.3)
Workplace Experience for Youth	1(0.7)	95(63.3)	50(33.3)	4(2.7)	0(0.0)
Promotion of Employment through Improving Quality Human Project	5(3.3)	119(79.3)	19(12.7)	1(0.7)	6(4.0)

Source: this study made.

Table 7 indicates the degree of employer satisfaction with the subsidy period. Satisfaction was highest for the Project for the Promotion of Employment through Improving Human Resource Quality at 80.0%; 62.0% for the Multiple Employment Program, and 64.7% in the Instant Employment Plan. The difference in satisfaction for the subsidy between the Multiple Employment Program and the Instant Employment Plan was not significant. In the Multiple Employment Program, employers' degree of dissatisfaction with the subsidy period of the program was slightly higher, at 36.0%; the lowest degree of dissatisfaction went to the Project for the Promotion of Employment through Improving Human Resource Quality, which was only approximately 14.7%. From the above, we can conclude that in terms of the government's short-term employment promotion projects, due to the financial tsunami, the employers thought that the major flaw was that the apprentice allowance during the subsidy period was too short.

**Table-7.** Employer satisfaction with the subsidy period Unit: number (percentage%)

	<b>Very satisfied</b>	<b>satisfied</b>	<b>dissatisfied</b>	<b>Very dissatisfied</b>	<b>no opinion</b>
Diverse Employment Project	2(1.3)	91(60.7)	51(34.0)	3(2.0)	3(2.0)
Instant Employment Plan	0(0.0)	97(64.7)	46(30.7)	2(1.3)	5(3.3)
Workplace Experience for Youth	1(0.7)	95(63.3)	50(33.3)	4(2.7)	0(0.0)
Promotion of Employment through Improving Quality Human Project	2(1.3)	118(78.7)	19(12.7)	3(2.0)	8(5.3)

Source: this study made.

However, over half of the employers reported that the administrative operation procedure of Project for the Promotion of Employment through Improving Human Resource Quality is too complicated and too difficult, and was a major failing of the plan. Similarly, in the Multiple Employment Program about 48.0% of the employers reported as such. In the Instant Employment Plan, 38.0% of the employers reported that the main flaw was that the subsidy period is too short; 37.0% of the employers said the same of the Youth Work Experience Program.

Also, that survey research found that 52.8 % of employees in the Multiple Employment Program reflected that the major flaw in the plan was that the trainee allowance period during the subsidy period was too short. 30.2 % of the people interviewed chose the same option in the Instant Employment Plan. In the Project for the Promotion of Employment through Improving Human Resource Quality and the Youth Work Experience Program, 44.3 % and 22.8 % of the employees reflected that the main flaw of the plan was that their subsidy amount was too low.

Indeed, in the Multiple Employment Program, 88.7 % of employers took the view that participating in the program contributed to the lowering of their personnel cost. In the Instant Employment Plan, 74.0 % of the employers took the same view; As did 74.0 % of employers in the Youth Work Experience Program, and 90.7 % of those in the Project for the Promotion of Employment through Improving Human Resource Quality. The subsidy amount of the latter project was the highest among all projects, and was thus the major factor in contributing to the lowering of personnel cost. For the employees, 84.4% of participants in the Multiple Employment Program took the view that participating in the plans contributed to improving their vocational ability. Of those in the Instant Employment Plan, 59.1 % agreed with this; as did 44.0 % of the employees in the Youth Work Experience Program, and 80.8 % of those in the Project for the Promotion of Employment through Improving Human Resource Quality. In comparing these, the Multiple Employment Program was most able to improve the vocational capabilities of employees.

Finally, for the Project for the Promotion of Employment through Improving Human Resource Quality, over half of employers reported that the administrative operation procedure is too complicated and too difficult, and a major failing of the plan. Similarly, in the Multiple Employment Program, approximately 48.0% of employers reported such. In the Instant Employment Plan, 38.0% of employers reported that the main flaw was that the subsidy period is too short; 37.0% of employers reported the same about the Youth Work Experience Program. In conclusion, because of the financial tsunami, employers thought that the major flaw in the government's short-term employment promotion projects was that the apprentice allowance during the subsidy period was too short.

## **5. RESEARCH CONCLUSIONS**

Combined with the assessment of the objectives of the four projects and the executive assessment and benefits comparison, this research obtained the following discoveries:

First, the stakeholders of the policy approved and affirmed that the government should promote the four policies, including helping the subjects of the policy to receive employment, and reducing the personnel costs of employers. On account of the different implementation backgrounds and goals of a particular plan, the Multiple Employment Program produced a good result in caring for disadvantaged ethnic groups. The Youth Work Experience Program produced a good result in increasing the employment opportunities of the youth. Therefore, all four projects realized the policy objective of assisting its subjects (disadvantaged ethnic groups, the unemployed, the youth) in receiving employment through reducing employers' personnel costs.

Second, all four projects received the affirmation of employers in the projects' reduction of employer personnel costs; of which, the Project for the Promotion of Employment through

Improving Human Resource Quality received the affirmation of 90.0 % of the employers, and the other three projects were accepted by over 70.0 % of the employers, who expressed the contributions of the other three projects in reducing personnel cost.

Third, the four projects were recognized as contributing to improving the vocational capability; of which, the Multiple Employment Program and the Project for the Promotion of Employment through Improving Human Resource Quality received the affirmation of over 80.0 % of the employees. By comparison, the Instant Employment Plan and the Youth Work Experience Program obtained a lower proportion of affirmation in their contribution to improving vocational ability.

Finally, the four projects were very effective in reducing the employers' personnel costs and in helping the policy subjects receive employment; as a result, these projects obtained over a 70.0 % degree of satisfaction. Dissatisfaction was mainly due to the complicated and difficult administrative procedures and the short period of subsidy, among other flaws.

### **5.1. Policy Suggestions**

This research discovered that both employers and employees took the view that the major flaw was that the administrative procedure was too complicated and too difficult. The application process of the projects and the cancellation funds after verification were too complicated and too difficult, which would increase the heavy burden on personnel, and reduce willingness to participate in such projects in the future. Therefore, the researchers suggest the main administrative institutions of the projects improve the current administrative regulations, simplify the process and the operational content, and reduce the pressure of administrative performance according to the previous reflected opinions.

Moreover, from the implementation assessment of the above four projects, it was discovered that the subsidy recipients of some of the projects were not in accordance with the standards; hence resulting in cooperation, competition, and conflicts among the projects. For instance, relevant governmental institutions had implemented many projects for the promotion of employment for college graduates; for example, the Project for the Promotion of Employment through Improving Human Resource Quality had a larger subsidy over a longer period than any other project. Although the resource subsidy of that project only lasted for a year, and was adjusted in 2010, when it was implemented it was still likely to go into conflict with other projects, especially the Youth Work Experience Program. Therefore it is suggested that the administrative institutions of the projects establish the subsidy standards in accordance with the qualification requirements.

Finally, the research analyzed the operations of the projects during an approximate period; and because the some of the project subjects of focus did not display any difference, in the course of implementing the plans, the problems of overlapping effect and opportunity cost are unavoidable. It is thus suggested that the coordination mechanism be strengthened to effectively allocate resources.

### **5.2. Research Contributions**

Although evaluations of promotion employment policy have been implemented by some scholars, this study is the first to implement cross-policy evaluation. Another contribution of this study is that, unlike previous studies regarding satisfaction investigation of those policies that

provided only one-dimensional information, the research identified policy stakeholders' opinions about cross-policy goal attainment, and implementation procedures which are helpful to adjust policies.

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