

## 【城市評論】

〈臺南市長賴清德、桃園縣社會局長張淑慧、移民署長謝立功、彰化縣長卓伯源、基隆市長張通榮、臺中市民政局長王秋冬、高雄市社會局長張乃千、雲林縣長蘇治芬、臺北市長郝龍斌〉專訪特稿

### 城市新移民治理—臺灣經驗

許文英

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在全球化趨勢下，由婚姻移民及勞動移民所組成的新移民人口，已成為臺灣社會的主要多元族群人口組成之一。依據內政部入出國及移民署與內政部戶政司公佈資料顯示，截至2012年6月底止，外籍與大陸（含港澳）配偶在臺人數為466,165人。臺灣新移民如何被定位？是城市的危機？還是轉機？是城市的負擔？還是資產？城市首長如何妥善因應城市新移民的治理課題？城市首長如何擘劃城市新移民的治理藍圖，面臨哪些困境與挑戰？城市首長如何在既有的城市發展困境中，積極提出臺灣新移民社會的建設批判性治理建言？或如何在既有的城市競爭利基中，積極發展臺灣新移民社會的創意性治理政策？

在臺灣各城市已正式邁入多元族裔共存的新移民社會年代，不同城市主要面臨哪些新移民問題？城市之中的新移民是否存在什麼樣的認同問題？對於城市治理發展產生哪些衝擊與影響？在城市治理的政策參與層面上，有哪些權益需求是城市新移民希望被看見並且被滿足的？在新移民權益政策的實際運作上，是否有任何缺失需要檢討改進？應該如何改進？除了強調新移民本身的國

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語識字教育以及新移民子女的課業輔導外，新移民本身還有哪些學習需求？如何將新移民真正轉化為城市的社會人力資本？應該有何種具體的政策配套措施？目前的中央政策與相關法令是否可以改善新移民的處境？原因為何？在推動新移民權益方面，地方政府首長有哪些具體的政策建言？或創意的政策措施？可以提供臺灣社會共同建構臺灣新移民社會的努力方向？如何從多元文化發展的角度回應臺灣新移民社會的城市治理需求，值得中央與地方首長以及城市居民共同審議思量。

「城市必須增加多元文化的政策觀點，重視多元文化觀點，考慮不同族群的需求。」

（臺南市長 賴清德，2012/7/17）



臺南市外籍與中國大陸（含港澳）配偶共計2萬9,517人，約占全台外籍與大陸配偶總數6%（其中外籍配偶9,789人，佔33%；大陸配偶1萬9,728人，佔67%）。目前臺南市人口數約187萬人，雖然外籍與大陸（含港澳）配偶，在臺南市所佔比例不到2%，但由於近年新移民人口快速成長，新移民家庭已成為臺南市家庭人口結構中之重要組成部分。新移民對於臺南的城市治理產生之衝擊與影響，可從四個層面分析：

首先，儘管臺南市民對於新移民已有某種程度的認同，例如社區接受度、對不同文化之尊重等，但仍有必要進一步提升一般民眾對不同文化的尊重與重視。城市必須增加多元文化的政策觀點，重視多元文化觀點，考慮不同族群的需求。其次，對於教育生態的衝擊，女性外籍配偶九成以上屬於人口學上的「育齡期人口」，但必須加強生育相關衛教措施、教育資源及多元文化宣導。第三，新移民的居留身分影響其工作合法性，法令及政策須因應時勢做修正，並宜加強雇主層面之宣導。第四，婚姻價值觀重建，婚姻仲介是否牽涉營利、剝削，已是目前政策防治與加強宣導重點；而在因應國籍別的差異性方面，國人在做跨國婚姻考量時，缺乏充分的資訊揭露及了解，易導致許多家庭問題產生，如何在家庭教育法落實應是努力方向。

臺南市新移民族群權益需求包括：（一）提升新移民家庭照顧者權益保障：新移民除因技能訓練不足，無法因應產業結構轉變而影響其工作機會外，其承擔照顧家人重任亦是影響能否找到適合工作之主因，與本國家庭照護者訴求權益獲得保障呼聲相同，新移民家庭照護者之權益保障亦刻不容緩。（二）改善家庭經濟條件：新移民面臨家庭經濟無法滿足子女教養需求之問題，急待提供相關就業輔導與媒合並提供生活救助措施。（三）加強新移民子女教育，

提供補充性服務，例如子女課業輔導及才藝訓練。（四）提供法律諮詢服務與廣設諮詢服務窗口。臺南市政當局在相關新移民權益政策的實際運作中面臨的主要瓶頸在於如何提升新移民就業率及創業能力，囿於整體經濟市場就業缺額有限，導致職業訓練後就業率提升困難，儘管臺南市公私部門提供新移民許多職業訓練課程，但仍必須持續追蹤其就業與否及未就業原因，並嘗試積極提供就業媒合，以期提升新移民就業率並改善其家庭經濟問題。

臺南市在推動新移民權益方面的創意政策措施包括市府勞工局成立推廣的「新住民及弱勢婦女創意產品格子舖」計畫（「秀閣樓」（中文發音同SHOW GIRL），提供作為新住民和弱勢婦女創業成果行銷展示平台，以提升就業或創業多元發展管道。市府並提供新移民微型創業諮詢服務，協助評估新移民創業適切性諮詢與資訊。另一方面，除了強調新移民本身的國語識字教育以及新移民子女的課業輔導外，對於就業所需之學習需求，近期亦有新移民提出參與看護證照培訓之就學及證照考試諮詢需求。此外，由市府教育局外籍配偶教育班與新移民學習中心等管道所培育兼具母國語言與華語能力之新移民人才，亦對教育圈產生積極回饋效應，例如擔任國小母國語言傳承、多元文化講師，展現新移民轉化為城市社會人力資本之能量。

「新移民已從單純同化，轉為文化融合，若能發展新移民優勢，將可促進城市經濟與發展。」

（桃園縣社會局長 張淑慧，2012/8/14）



依據內政部入出國及移民署數據指出，截至101年6月桃園縣新移民5萬574人，佔全縣人數2.5%，其中已取得身分證人數為2萬2,831人，未取得人數為2萬7,743人，僅次於新北市、高雄市及臺北市。桃園的新移民族群人口組成，中國大陸及港澳國籍人數計有3萬2,395人，佔64%；東南亞等國籍人數計有1萬8,179人，以越南、印尼、泰國為前三大主要來源國，分別佔16%、9%及4%。另一方面，在外籍勞動移民人口數，依據行政院勞工委員會統計，截至101年6

月桃園縣外勞總計7萬5,221人，佔全國外籍勞工人口比例17%，居全國之最，相較於桃園目前202萬人口，約每100人就有4個外籍勞工。

新移民在臺灣因為文化、種族差異，可能面臨認同問題包括：

1. 個人認同：新移民來台後因文化、語言及生活習慣隔閡，對自己來台之決定產生質疑問題。
2. 家庭認同：新移民來台對於新身分之不適應，可能對於在臺灣的夫家產生認同問題，導致短時期內無法視為一家人。
3. 文化認同：臺灣民眾對於新移民文化包容程度的歧異性甚至歧視性態度，影響新移民對於在台環境之認同感。

桃園縣新移民社會不同次文化產生的城市治理衝擊及影響包括：

1. 面對多元族群的資源配置問題：地方政府於分配資源之際，在提供新移民資源的同時，包含合理分配人力、經費等，都需面對城市之內其他閩南、客家、原住民等族群之審視，必須不同需求面向調整資源分配。
2. 對待新移民採取的作為究竟是「同化」、「融合」或是「優勢」觀點：針對新移民不同的對待方式，對於城市治理有不同的影響，三種模式都有其功能，近來對於新移民已從單純同化，轉為文化融合，若能發展新移民優勢，將可促進城市經濟與發展。

多數新移民居於相對弱勢地位，其權益需要透過政府政策落實保障，從城市治理政策參與層面來說，桃園縣有下列主要城市新移民治理任務：

1. 「新移民工作權」倡導：「如何善用新移民勞動力？」：儘管婚姻移民在台取得合法居留權即享有工作權保障，但實務經驗上，雇主僱用意願多限於具有「身分證」者，造成新移民就業不易，縣府仍須加強宣導雇主對任用資格之正確資訊及觀念，方可善用城市新移民勞動力。
2. 「新移民」去污名化：部分民眾仍對新移民存有迷思，質疑其來台的金錢動機，進而對新移民存在口語，甚或肢體方面之歧視，仍須政策宣導改進。
3. 「學歷採認」改革：新移民教育背景殊異，我國對於移民學歷採認政策仍處

探索研議階段，新移民普遍遭遇學歷認證問題，進而影響新移民在謀職或生活方面之學歷證明可及性。

4. 「決策參與權利」促進：新移民因人口相對少數而在政策參與上處於相對弱勢地位，相關社團參與及倡議聲音仍然薄弱，為使城市服務更貼近新移民需求，必須加強宣導管道，促使新移民暢所欲言，增進其決策參與。

從城市觀點檢視中央政府新移民政策，桃園縣提出以下新移民政策評議：

1. 新移民歸化歧視：相較於其他國籍外籍配偶4年取得公民身分權之年限規定，現行法令對於中國大陸及港澳配偶之歸化設定相對高門檻，現行兩岸關係條例需放寬陸籍配偶歸化限制。
2. 工作權保障積極性政策：中央可藉由積極性政策措施，獎勵雇主雇用在台尚未取得身分證之新移民，以促進其工作權利保障之落實。
3. 移民輔導政策延續性：伴隨全球化與資訊化趨勢，在台新移民有新時代需求，中央政府之外籍配偶照顧輔導基金將於103年結束，鑑於各縣市政府對於新移民照顧需求持續成長之勢，對於地方政府資源經費挹注減少，將使地方執行新移民服務面臨經費短缺而有困難，外籍配偶照顧輔導基金有其持續保留必要性。

面對新移民幾乎已成臺灣第五大族群之勢，桃園縣的城市幸福地圖繪製，包括以下新移民創新措施：

1. 厚植社會資本、強化支持網絡：將新移民相關單位納入市政專案小組，包含社會局、教育局、衛生局、民政局、勞動及人力資源局、警察局、觀光行銷局、法制處及移民署桃園服務站，透過網絡資源，設置新移民社區關懷服務據點，辦理相關課程提供新移民在地學習、關懷等服務。
2. 縮減數位落差、加強新移民數位學習資訊能力：桃園縣科技及汽車產業均為全台第一，針對新移民開設辦理學習E點通方案，提供新移民24小時基礎電腦資訊，開設新移民電腦網路教育等學程，並配合其母語，提高其「學習力」，增進其「就業力」，使其成為城市新人力資源。

3. 善用既有能力、培養跨國經貿人才：除成立「桃姊妹」格子鋪，以微型創業理念，運用實體及網路方式協助行銷其手創商品，並積極鼓勵新臺灣之子主動學習東南亞語，增進第二外語專長，同時結合民間資源補助新移民子女前往父（母）親母國進行跨國體驗交流，紮根培養未來桃園航空城之語言專才。
4. 參與式決策：為推廣並結合有能力、有意願之新移民參與城市志願服務工作，輔導成立新移民公益服務團，由城市新移民提供街友異國粽子、義剪服務。

「在國際人權保障的主流趨勢下，臺灣新移民社會中現存的外籍與中國大陸配偶身分權益衡平性之議題，已成為臺灣新移民政策一大挑戰。」

（移民署長 謝立功，2012/8/29）



跨國婚姻移民人口具有的不同國家文化差異性，豐富臺灣多元文化，使臺灣更具國際觀視野與環境，得以與國際接軌，並可發揮新移民雙語能力，培養多語人才，厚植國家競爭力，另一方面，跨國婚姻女性嫁至臺灣不同家庭中，肩負生育、養育及照顧者的角色，也參與相關勞動工作，對社會經濟帶來深遠影響。移民署委託研究調查資料顯示，六成以上新移民是臺灣各地弱勢家庭經濟主要來源，更是家庭照顧責任主要負擔者，此改變以往多數人認為新移民是臺灣社會依賴者之觀點，新移民成為臺灣社會的重要新助力。

在國際人權保障的主流趨勢下，臺灣新移民社會現存的外籍與中國大陸配偶身分權益衡平性議題，已成為臺灣新移民政策的一大挑戰。新移民面臨諸如生活適應、社會認同、家庭婚姻、就業、居留定居、非法居留及人口販運等問題。中央政府對新移民提供之協助與措施包括：

1. 訂定「外籍配偶照顧輔導措施」（2003）：由中央成立跨部會工作小組，透過各地方政府及民間團體監督協力，共同推動外籍與大陸配偶照顧輔導措施

八大重點工作。

2. 設置「外籍配偶照顧輔導基金」（2005）：分10年每年籌措3億元，推動「辦理醫療補助、社會救助及法律服務計畫」、「辦理外籍配偶學習課程、宣導、鼓勵並提供其子女托育及多元文化推廣計畫」、「辦理家庭服務中心及籌組社團計畫」、「辦理輔導、服務或人才培訓及活化社區服務計畫」等四類計畫。
3. 辦理外籍與大陸配偶關懷服務網絡：全國22縣（市）建置外籍與大陸配偶關懷網絡，串連中央與地方移民輔導網絡，共同推動新移民照顧輔導業務。
4. 設置「外籍配偶諮詢專線」：提供國語、越南、印尼、泰國、英語、柬埔寨等6種語言關於照顧輔導法令免付費諮詢服務。
5. 建置通譯人才資料庫：2009年建置全國通譯人才資料庫，目前通譯人才計1,090名，計有18種語言，服務領域為移民輔導、綜合社會福利、衛生醫療、就業輔導、陪同偵訊、陪同出庭、家暴防治、性侵害防治、關懷訪視及警政服務等。
6. 辦理外籍與大陸配偶初次入境關懷訪談、新移民家庭教育宣導方案、便民行動等新移民服務。

為推動共同建構臺灣新移民和諧社會，中央政府創新政策作為包括：

1. 訂定國家「移民節」：為落實對多元文化尊重與關懷人權的理念，移民署自2008年起於聯合國所訂每年12月18日之「國際移民日」當月辦理國際移日活動，俾期國人與新住民瞭解多元文化。內政部於2011年將該節日納入「紀念日及節日與中央各主管機關核定活動日」，每年12月18日國際移民日訂為我國「移民節」，藉此倡導尊重多元文化社會。
2. 移民特考選試東南亞語文組：因應東南亞移民人口需求，辦理移民特考，選試泰文、印文、越文等東南亞語文組，錄取錄高達26.67%、12.5%及11.76%。另可藉此鼓勵新移民子女學習母語，善用母語專長，未來可投入移民輔導工作行列。



3. 推動「全國新住民火炬計畫」：2011年新住民子女就讀國、中、小之學生人數計19萬2,224人，就讀國小者共計15萬8,584人，占國小學生總人數10.9%。教育為百年大計，為使教育向下紮根，將新移民子女成為重要社會人力資本，並鼓勵國人從小接受多元文化教育、學習尊重多元文化，同時讓新移民家庭子女肯定自我族裔背景，降低子女日後隱藏父母國籍身分之動機，而能以自我多元文化背景為榮，移民署協同內政部、教育部、各級學校等跨部會與民間團體進行跨域合作，共同提供全國新住民及其子女完整之文教生活輔導機制與單一窗口的全方位服務，推動多元文化週、新住民輔導志工培訓、母語學習、家庭關懷訪視、新住民幸福家庭親子生活體驗營等，使其能於臺灣穩定生活與長期發展，更希望培養民眾對國際多元文化之了解、尊重與國際文教交流之參與推動，同時，也為建立社會和諧共榮、追求社會公平正義、增進多元文化理解並促進健康幸福家庭的目標而努力，以營造繁榮公義的社會、建立永續幸福的家園，並與全球國際接軌發展。
4. 編輯出版《娘家-新移民的新臺灣故事》：為慶祝建國百年，移民署由謝立功署長與同仁走訪全國各地100個新移民家庭，藉由實地體驗新移民在台日常生活，蒐集新移民輔導工作規劃參考依據。
5. 推動移民公共參與、促進族群理解與尊重：政府結合公、私部門資源，對於新住民中具有領導才能、服務熱忱者加以培訓，引導其參與各類社會服務、社團活動或籌組民間社團等，以利強化其在地認同，提升其正面形象，鼓勵新移民跨出家庭、跨越社群之藩籬，同時培訓移民人才，引導參與社會服務。

「新移民與臺灣社會之融合必須建立在彼此尊重且相互理解之基礎上。有關新移民之身分居留與國籍歸化年限問題，期待中央主管單位儘快凝聚社會各界共識以消彌差異，從而促進社會和諧。」



（彰化縣長 卓伯源，2012/8/30）

彰化縣截至101年6月底，婚姻新移民人口總數為19,908人，包括中國大陸籍配偶10,744人，其他外籍配偶9,164人，新移民人口數佔全國排名第七位，其他外籍配偶又以越南籍最多，印尼籍次之，其餘依次為泰國、柬埔寨、菲律賓等。依據彰化縣外籍配偶生活狀況與需求調查，外籍配偶在醫療輔導措施需求方面，以全民健保之需要程度最高；在生活協助需求方面，以協助機車考照之需求最高；在訓練課程需求方面，則以語言訓練課程之需求為最高。另一方面，有關新移民面臨的問題主要有婚姻穩定性不足、社會支持網絡薄弱、生活適應不良、經濟弱勢、求職不易、優生保健常識及醫療服務資訊不足、家庭暴力與子女教養不易等問題。

彰化縣政府為減低新移民在與臺灣社會磨合過程中潛在之衝突與可能存在之人權侵害，特別安排志工深入社區及工廠關懷新移民以及外籍勞工。對於彰化縣政府而言，新移民並未對縣政治理帶來負面衝擊或影響，而新移民對於城市的產業發展及人口生育率則有偌大助益，彰化縣政府積極透過補助獎勵措施，以期吸引新移民成為城市勞動力及居民人口成長之動力引擎，其具體創意措施包括：提供生育補助每胎一萬元，和發行幸福生活卡，結合約250個商家提供優惠折扣，鼓勵生育；開設異國料理班和母語學習課程，以及辦理新移民嘉年華活動，結合多元文化宣導及成果展示，增進新移民社會參與，及增加社區居民認同感；加強新移民照顧服務人員之訓練，強化同理心訓練，並提升對新移民服務之文化敏感度及品質；編列專款經費，逐步改善新移民家庭貧困者的經濟；增列經費及結合公益團體及組織，於彰化縣偏遠鄉鎮廣設課後照顧班；免費提供國中小學童營養午餐，讓弱勢之新移民家庭免於繳不出營養午餐

費而產生困擾，對於低收入戶與弱勢學童更於寒暑假期間發送幸福餐券等。

依據彰化縣輔導新移民案例顯示，新移民對夫妻溝通技巧、教導子女學習及家庭功能協調力等較為不足；對於志願服務、社會福利資源應用亦不熟悉；對就業技能培訓尤其有高度需求。縣政府特別開辦臺灣文化介紹課程、新移民家庭教育課程、以及就業技能培訓等多項輔導計畫以照顧新移民。對於建構臺灣新移民和諧社會，彰化縣政府未來將朝下列方向繼續努力：（1）解除性別文化禁錮與圖騰；（2）縮短族群文化距離，避免社會歧視或種族對立；（3）建立新移民文化福利權，提供完整社會福利；（4）建立多元文化互動機制，鼓勵外配成立自發性社團；（5）結合政府與民間資源，全時段關懷臺灣新移民家庭；（6）結合大學資源，給予新移民成人教育或推廣教育機會；（7）增加倡導新移民學習管道及成長機會，讓新移民及其子女快樂學習與成長；（8）增加新移民子女課後輔導與補救教學，使新移民安心工作；（9）開設新移民母語學習課程，增加親子文化認同；（10）創造社區多元文化環境，接納多元文化，減少歧視。

為避免新移民大量湧入對臺灣社會資源造成難以承受壓力，現行中央政策對於中華民國國籍之取得設定若干限制，此同時也阻礙臺灣吸引世界人才之機會。現行關於新移民之居/停留、定居等相關規定，深切影響新移民工作權，影響所及尤以中國大陸籍配偶最為明顯。許多具工作能力與意願之新移民，受限於法令規定而無法順利就業，雖然近來政府放寬部分規定，彰化縣政府從城市治理觀點出發，建議中央應持續審視現行法規之合理性與公平性，期能減少政治考量因素對新移民所造成之干擾。行政院勞委會在2012年放寬僑生及外籍留學生在臺工作之規定，並規劃放寬對白領外籍勞工在臺工作之規定。僑生或外籍留學生在臺灣接受高等教育，畢業後留在臺灣發揮所學，將有助於提升國家競爭力；白領外籍勞工具備相當程度專業知識，面對世界各國對人才需求之競逐趨勢，臺灣更應以歸化、取得國籍、減免稅賦或提供獎助等積極性措施吸引各國人才，以協助臺灣經濟之永續發展。

面對全球化趨勢發展，「全球」與「在地」界線愈趨模糊，「世界公民（Citizen of the world）」的概念正在成形。新移民對臺灣發展之影響，端看國人如何用正面積極的態度去面對與處理，此亦為政府必須正視之問題。新移民與臺灣社會之融合必須建立在彼此尊重且相互理解之基礎上。從地方政府角度檢視中央新移民政策之實踐，有關新移民之身分居留與國籍歸化年限問題，一向為社會團體及學者專家所重視，彰化縣政府亦期待中央主管單位儘快凝聚社會各界共識以消彌差異，從而促進社會和諧。

「新移民是否可比照原住民族在教育、政治參與等其他有關權益面向上，享有相關補助或保障措施，是中央值得評估之新移民政策內涵之一。」

（基隆市長 張通榮，2012/9/5）



截至2012年6月底止，基隆市婚姻新移民共計9,211人，包括中國大陸籍配偶7,003人，其他外籍配偶2,208人；外籍勞工共計4,140人，從事產業工作者905人，社福工作者3,235人，共計佔81.5%，主要來自印尼、菲律賓、泰國、越南。為落實外籍與大陸配偶生活適應輔導，使能順利融入城市生活環境，基隆市政府於2003年設置「外籍與大陸配偶輔導事務委員會」，由市長兼任主任委員，統合市府各相關單位，結合民間社團與學者專家代表，每六個月召開一次，定期檢討各局處各項照顧輔導措施之執行情形，並強化市府與民間組織網絡之聯繫與合作，針對缺失予以檢討改進，以充分整合資源，落實新移民照顧輔導機制。

針對新移民人口衍生之社會福利服務需求，基隆市政府自2005年設置「外籍配偶家庭服務中心」，建置以家庭為中心的服務方案，關注新移民個人、家庭與生態環境間的互動關係，以系統化解其多重問題。結合社區服務據點之設置，連結運用社區各項新移民相關服務，以強化社區之服務能力，落實社會福利服務於基層，期能提升新移民及其家庭運用資源的能力及意願，進而更有效

並積極滿足新移民及其家庭之多元性需求，整合多元化的照顧輔導措施，以協助其與社會融合，進而獲得社會接納，在社區內自在的生活。

全球化衍生的人口跨界販運行為是各國新移民政策關注議題之一。美國國務院2006年度「人口販運報告」，臺灣被降為第二級觀察名單，與阿根廷、巴西、柬埔寨、以色列等國同級；巴基斯坦、泰國、土耳其、越南等79國名列第二級，超越臺灣。為防制人口販運行為、保障新移民權益，我國行政院於2006年頒布「防制人口販運行動計畫」，2007年成立跨部會的防制人口販運協調會報，定期召開會議，並於2009年經總統公布施行臺灣首部《人口販運防制法》，2010至2012年臺灣連續三年被列入第一級國家，顯示防制人口販運具體成效，有效改善新移民在台人權現況。基隆市針對人口販運被害人權益需求提供通譯、安置保護、居留展延、心理支持重建、陪同就醫、經濟及就業、法律諮詢、陪同出庭及偵訊、法律諮詢扶助等司法協助、返國安全評估及旅行文件等協助。

此外，為強化第一線員警多元文化認知，全面保護家庭暴力受害者權益，市府規劃辦理相關教育訓練，以灌輸員警婦幼法律知識，提升案件處理品質，保障被害人權益，落實專業服務。警察局以多元化宣導方式，前往城市各社區、機關、各級學校，配合市府辦理各項新移民政策及預防犯罪宣導，藉由民眾參訪，使外籍及大陸配偶有多元管道獲得自我保護資訊。

在城市新移民創新致理政策措施方面，基隆市政府除了辦理市府人員專業訓練，以提升從事新移民家庭服務工作人員之專業知能，每年並辦理志工相關訓練；此外，建立「基隆媳婦部落格」網絡，使新移民與城市居民得以瞭解相關活動訊息，達到多元文化宣導效益，同時吸納民眾建言，達到雙向溝通目的，有助於新移民相關政策與輔導工作之推展，以滿足新移民之需求。

從城市治理角度檢視我國現行族群文化多元政策，基隆市長指出，目前中央對於原住民族基於其族群弱勢地位，對其權益明訂若干保障促進措施，新移民是否可比照原住民族在教育、政治參與等其他有關權益面向上，享有相關補助或保障措施，是中央值得評估之新移民政策內涵之一。

「媒體淺碟式或失衡性報導內容，易造成國人對於新移民負面印象之結果，凸顯臺灣社會接納外來移民之阻礙，也點出國人學習多元文化教育之需求。」

（臺中市民政局長 王秋冬，2012/9/7）



截至101年7月底止，臺中市共計有新移民配偶人數48,193人，佔全國新移民配偶人口數10.31%，位居全國第五。其中，中國大陸及港澳地區配偶計33,330人，佔69.16%；其他外籍配偶計14,863人，以越南籍8,895人最多，佔18.46%；印尼籍次之2,078人，佔4.31%。縣市合併升格後的大臺中市，新移民配偶人口數相較於原住民29,470人，超越近1萬9千人之多，顯示新移民未來在臺中市的相對影響力漸增。相對於原住民主要多集中居住於和平區（原住民鄉鎮），新移民因散居市內各區，其對於政府所提供之協助與福利，常礙於地域遠近差距而有分配不均之感。縣市合併後，城市面臨都會區與鄉村區不同社會環境與經濟型態共存，更顯城市之中的城鄉差異對比懸殊性問題，因此，資訊傳播媒介與資源取得之便利性，成為影響新移民家庭適應成長之關鍵。

臺中市政府委託研究調查報告顯示，臺中市多數新移民未如媒體報導須負擔母國娘家經濟，且多數新移民認為跨國婚姻係基於與配偶相愛，而非單純嚮往臺灣較佳生活條件；新移民子女的健康、學習、適應狀況亦多屬良好，並無普遍出現新移民子女學習落後或適應不良狀況。惟調查亦顯示，東南亞籍配偶與中國大陸籍配偶仍普遍感受被排擠感存在於各生活層面之中。社會大眾對新移民認知仍存在落差原因，主要受媒體報導少數個案影響，以及社會大眾對於新移民先入為主之偏見而產生的負面刻板印象，甚至使新移民子女被貼上負面標籤。

「就業」為新移民最重要之需求，卻因負擔家務、照顧子女、學歷未能提升、以及工作普遍存在之身份歧視與對法規認識不足等困擾而面臨就業問題。為妥善照顧城市新移民家庭，臺中市分別建置外籍與大陸配偶照顧輔導措施專案小組會議與新移民家庭網絡聯繫會議之跨局處部門網絡機制；其新移民政策

執行經費包含外籍配偶照顧輔導基金、中央補助款、中央及市府公益彩券回饋金，以及市府自籌款等，其中部分經費係國人與新移民共用。城市新移民相關執行計畫項目包括外籍與大陸配偶生活適應輔導班、外籍配偶家庭服務中心實施計畫、外籍配偶成人教育實施計畫、新移民學習中心經營計畫、外籍配偶學習時子女臨時托育服務計畫、外籍配偶生育保健通譯員服務、新住民與弱勢族群之婦幼健康及事故傷害防制計畫、外籍配偶或大陸地區配偶就業服務、跨國聯姻家庭暴力防治實驗方案、外籍配偶家庭暴力防治服務方案、外籍配偶家庭教育活動、文化學習國際社區親善團等，該些經費運用及計畫執行，可預防、減少社會問題發生，創造幸福家庭，惟在缺乏新財源挹注並僅能以現有人力執行下，將排擠城市其他政策之實施效能。

檢視中央與地方有關新移民業務之執行，均以其所涉不同事項而由各機關辦理，惟從城市治理角度觀之，衛生、教育、就業、社會扶助等專業事項固然宜由分屬機關辦理，而非屬專業部分如仍分散由各機關辦理，業務執行則顯不夠積極，如將非專業事項統一專辦，則可達其效率。臺中市政府從新移民權益政策推動的組織效能改革角度出發，將於2013年率先於民政局戶政科下，以新增一股（編制4人）專責單位，以更為積極服務城市新移民。

從城市新移民人力資本角度觀之，儘管城市治理當局結合NGO團體辦理各種生活適應輔導、識字及技能訓練，惟多屬短期訓練，而要成為城市社會人力資本，必須經過正式的教育或技職訓練。臺中市政府建議中央應於現行國小、國中補校新移民教育之外，提供新移民進入技職學校學習之機會，或以其具有之技能，提供其再進修之機會，或再學習第二專長，以符合社會之需，並可使新移民以其生活心得、經驗及技能，進一步協助政府推動新移民照顧輔導政策各項措施，使新移民得以對社會關懷進行回饋。

檢視我國現行新移民政策，僅管對於新移民相關權益保障已有逐步提升，惟仍與新移民期待存在若干差距，新移民團體與馬總統座談中提案，希冀廢除現行不合理之入境面談或刁難作為。值得省思者，國人面對新移民議題，多強

調要求新移民瞭解、適應與融入臺灣社會，往往無視於新移民為臺灣所注入的新文化條件、特質與生活經驗，對其生命經驗及文化關心相對缺乏。媒體淺碟式或失衡性報導內容，易造成國人對於新移民負面印象之結果，更顯現國人缺乏多元文化素養與視野之事實，並凸顯臺灣社會接納外來移民之阻礙，此也點出國人學習多元文化教育之需求。唯有接受多元文化教育薰陶，培育城市居民建立尊重多元文化價值之意識，方能將臺灣建立為一個具有更為開放與多元之祥和社會。

「文化敏感度是服務新移民過程中必須存在的，市政當局必須善用存在新移民本身的文化優勢，藉由文化充權（culture empowerment）方式，共同推動國家文化資產使命。」



（高雄市社會局長 張乃千，2012/9/10）

依據高雄市府民政局人口統計資料顯示，截至2012年7月底止，大高雄地區外籍及大陸配偶人數共計45,298人，其中大陸配偶人數27,509人（佔60%），其他外籍配偶人數共計17,789人（佔40%），新移民人口總計占全市總人口（2,775,734）1.63%。因應大高雄38個行政區域幅員遼闊及城鄉差異，高雄市政府針對地理環境、家庭結構、區域網絡特性，並考量服務輸送之可近性及完整性與新移民家庭使用社會福利資源之習慣性，設置前金、鳳山、岡山及旗山共四處新移民家庭服務中心，作為資源整合及服務輸送窗口，形成大高雄地區外籍及大陸配偶照顧輔導資源重要樞紐。此外，結合民間團體設置17處外籍配偶社區服務據點。

外籍及大陸配偶相關服務中必須考慮文化差異性，亦即文化敏感度是服務新移民過程中必須存在的，市政當局必須善用存在新移民本身的文化優勢。適應較佳的外籍及大陸配偶通常有足夠的韌性與較佳的人格特質，並且獲得家人的支持與協助，以及善用相關單位提供的服務與資源，進而能夠自我接受、感



受自己的成長、找到自己的生活目的、與他人建立友善的關係。此外，高雄市新移民家庭服務中心及外籍配偶社區服務據點並積極開辦數位學習課程，透過數位學習縮短城鄉差距，透過電腦文書處理及網路網頁等專業課程學習，使其求職過程，多一項技能，並運用網路Skype與家鄉進行通話通訊，使城市新移民享受與世界零距離的學習成就與優越感。

當城市之中的市民對於新移民存在偏見與歧視，城市亦將存在族群融合問題。基此，如何增進社會多元文化融合成爲城市新移民治理刻不容緩之課題。外籍配偶生活適應輔導政策，普遍偏向以文化適應方式，強調使來自國外之新移民者以調適方式適應移居地社會生活，相較之下，本國籍家庭對於新移民文化及其原有生活樣態之學習及瞭解甚少，甚至帶著歧視與偏見態度對待，形成不對等關係。高雄市期許做爲新移民幸福城市，將更積極推動本國籍家庭對於多元文化之學習，例如：學習配偶母語等，以增進新移民家庭關係與融合。高雄市辦理多元社區市民與新移民家庭共同參與活動，包括：「『內人外人，走入高雄』新移民影展」、「關懷新移民兒童劇」、邀請「越南愛索拉舞團」演出《旱雨》並邀請越南姊妹穿著長衫進藝術殿堂觀賞，藉由文化充權（culture empowerment）方式，由新移民親自參與，共同推動國家文化資產使命，同時亦邀請本市市民，以尊重多元態度共同參與。在促進城市新移民社會參與機會平等方面，高雄市各行政區公所之促進婦女參與小組，逐漸有新移民婦女的參與，討論當地新移民學習與生活之需求，也爲自己權益發聲。

城市必須重視新移民本有的價值與獨特個人條件，新移民培力業已成爲城市人力資本政策之一。高雄市辦理「南洋小學堂」及新移民子女夏令營，增進新移民子女對於父母親母國文化之學習與體驗，提升新移民家庭自我認同，促進家庭成員尊重新移民家庭母國文化之傳承，受到新移民三代家庭成員之肯定。此外，市政府除藉由輔導新移民取得職業證照，協助其創造更多元的就業機會與管道，並邀請取得證照之新移民，共同投入新移民婦女產業發展，運用東南亞美食文化進行多元文化宣導，培訓新移民成爲多元文化講師，深入社區

學校進行多元文化宣導，將多元文化思維校園紮根，並提升其社會參與。在運用新移民雙語優勢能力方面，市政府對於新移民母語之培力，使新移民成為新移民家庭服務中心及家暴防治中心等機構通譯人員，並促進城市新移民編輯《南國姊妹情》多國語版刊物，以及參與製作用母語發聲之廣播節目，以具體傳承其母國多元文化。

高雄市對於新移民權益創新政策措施包括：

1. 發展城市新移民「社會福利地圖」，協助新移民透過網站搜尋就近取得相關服務資訊及會址，助其就近獲得相關協助，解決生活需求，改善並強化原有家庭功能。
2. 建構及健全本府社會局外籍及大陸配偶關懷服務網絡，跨機關整合本市外籍及大陸配偶服務資源整合。
3. 建立新移民家庭服務中心為多元文化學習中心，成為本市社區文化融合推廣中心。
4. 運用在地特色產業發展本市外籍配偶特色產業發展，展現外籍配偶軟實力，讓高雄市成為具有多元文化內涵之友善城市。
5. 輔導開創外籍配偶產業（社會企業）之發展，包括：
  - (1) 辦理「南洋媽媽魔法廚房」，於「微風市集」定期販售東南亞美食，宣導東南亞文化與內涵。
  - (2) 發展Cooking House，作為城市新移民家庭與社區民眾多元文化體驗場所，以及新移民婦女培力暨新移民社會福利產業研發中心。
  - (3) 融合新移民與城市本地文化，發展「印尼辣椒醬」、「佳音姊妹農場」、「甲杻米」等農業產品，並學習城市本地的國民點心，發展新移民特色下午茶「紅豆餅及咖啡」。
  - (4) 融合本地傳統技藝，發展新移民婦女美學產業，協助新移民婦女取得美容證照，進而推動新移民倡議、教育與社區融合等多元生活方案。

「新移民若無法對在地社會產生認同，就不會有積極想要融入社會之想法，此對於政府欲拉近新移民與在地民眾距離之政策目標亦會形成阻礙。」

（雲林縣長 蘇治芬，2012/9/18）



臺灣自1990年代正式引進外籍勞工，為臺灣帶來龐大的廉價勞動力，雲林縣目前亦引進1萬多名外籍勞動人力之補充性人力，以提供城市各項看護、家庭幫傭、漁工、製造及營造等工作之需。在外籍配偶部份，雲林縣作為農業城市，傳統傳宗接代思維仍濃厚，使外籍配偶比例大幅增加，雲林縣截至101年6月底外籍與大陸配偶人數已達14,235人，佔城市總人數（711,867）的2.0%，其中多數來自中國大陸及東南亞地區。因應城市新移民需求，雲林縣新移民政策包括，於各地戶政事務機構設立「外籍配偶單一服務窗口」，提供在地化的諮詢及轉介之服務；於沿海鄉鎮成立「新移民巡迴服務專車」，主動、積極協助新移民；成立「外籍配偶服務中心」、「社區關懷據點」，辦理外籍配偶家庭訪視、社會支援及關懷服務；設置「心理諮商站」，提供醫療保健諮詢、衛教宣導及各項醫療保健補助；於各地警察機構設置「人身安全保護站」，提供新移民到府關懷及通報受暴、特殊境遇案例等諮詢及轉介之服務。

新移民由於語言、文化隔閡，不易於短時間融入在地居民圈子，加以來台外勞多從事底層勞動工作，外配來台部份經由「買賣仲介」，使其成為「商品」刻板印象而難已消除，其身分認同可能被矮化，在地居民無法於初期即以同理心接納，形成新移民自成一圈，更無法與在地居民增加互動，如何打破新移民社群隔離現象，成為城市新移民治理一大課題。

新移民離鄉背井來台，主要為尋求就業機會，其在台就業問題可分兩層面探討：（1）性別及歧視問題：新移民女性大多從事之工作類別屬於邊際性勞動，加上受到國籍歧視、家庭照顧責任及就業歧視等相關因素交互影響，造成其在台勞動市場上就業困境。（2）新移民思鄉情緒等心理問題：外籍勞工除面臨工作辛勞外，尚須面對孑然不同生活環境，承受包括因文化差異、語言不

通、生活及飲食習慣不同所造成之心理壓力，再加上強烈思鄉情緒與精神苦悶，倘事業單位無法採取適當且符合外勞需求之管理方式，將造成外籍勞工逃逸等社會問題。

新移民在沒有感受到被完全接納的同時，亦無法對臺灣產生真正認同。外籍配偶夫家若未友善對待，將造成外籍配偶所懷抱之穩定家庭夢想破碎，對在地之人群與社會亦不可能具有認同感。另一方面，外籍勞工來台若遭受不平等壓榨和剝削，對臺灣本地亦將產生負面觀感，而難融入當地文化。新移民若無法對在地社會產生認同，就不會有積極想要融入社會之想法，此對於政府欲拉近新移民與在地民眾距離之政策目標亦會形成阻礙。近年來雲林縣政府戮力加強宣導消除對新移民歧視，並防止外籍勞工遭受非法對待及剝削，惟仍需靠臺灣家庭及雇主同理心，方能增加新移民對臺灣及居住城市之在地認同感。

目前中央政府針對新移民各項需求已有所作為，惟實際運作仍存有諸多困難與不足，例如，如何因應以促進新移民的語言學習及識讀能力訓練，促進其生活適應，協助其於未來融入職場？語言學習需要長時間累積，如何讓學員減少挫折感而能迅速學習，已成為一項重要課題；此外，如何輔導新移民先行參加職業訓練及工作媒合，以協助其能立即進入職場？多數新移民家庭對新移民工作支持程度不足，加以成長環境不同，尤其需要更多耐心以突破新移民家庭及新移民雙方心防，讓其了解政府協助之用心。中央政府近年來提出相關改善方案，包括縮短新移民取得國籍年限、鬆綁財力證明門檻，放寬在台工作限制等，凡此均大幅改善新移民處境。惟從地方政府的角度觀之，對於新移民之照顧輔導方面，僅管移民署於各縣市均已設置服務站，其主要功能仍多受理移民各項居留問題及證照核發，從而成為針對非法（無文件）移民（工）之查察工作，而對於移民之輔導則仍有進一步著墨與改進發展空間。移民署各縣市服務站角色不應落為查察非法（無文件）移民之功能，而應強化新移民之照顧服務職能。中央的新移民服務據點應與地方資源有效動態整合，積極投入輔導與關懷訪視行列，以扭轉國人對於新移民僅存有「逃跑者」、「非法打工」等錯誤

刻板印象，造成族群異化排除等現象，此將有害臺灣建立多元包容社會目標之達成。

「如何開放高等學歷認證，以進一步吸引境外專業人材的移入，攸關各城市的經濟成長與社會永續發展，此業已成為我國新移民政策的另一重要課題。」

（臺北市長 郝龍斌，2012/10/4）



臺北作為一個國際城市，如何讓各國移民在臺北自在生活，共同打造城市的未來，是其重要施政方向。臺北市的新移民人口有4萬4,040人，其中大陸配偶有3萬2,001人，其他外籍配偶1萬2,039人，再將已取得身分證的新移民1萬3,371人納入，新移民人口有5萬多人，以每一家庭4個人口計算，與新移民有關市民朋友高達22萬人，佔臺北市人口8%，再加上臺北市目前的外勞人口4萬餘人，共同成為城市重要的組成份子。

臺北市新移民組成以婚姻移民為主，主要遭遇因短期婚配造成婚姻穩定性不足、社會支持網絡薄弱、生活適應不良、生育保健常識及醫療服務之資訊不足、家庭暴力、子女教養不易等層面問題。依據臺北市2011年的調查報告，新移民對「社會福利」及「就業」資訊需求比例較高，分別62.8%及39.4%，其次依序為「衛生醫療」（23.9%）、「語言」（16.2%）、「生活適應」（9.0%）。為加強機關間橫向聯繫及徵詢專家學者意見，臺北市政府於2003年成立跨局處的工作小組，並於2007年3月28日發布「臺北市政府新移民照顧輔導措施諮詢委員會設置要點」，成立「新移民照顧輔導措施諮詢委員會」，共有14個機關及10位專家學者共同針對新移民議題進行討論並列管執行績效，依權責分工由相關機關積極辦理，其中更邀請3位新移民擔任委員，以確實貼近新移民的需求。以就業來說，勞工局依新移民需求分別開辦以「專業技能」及「職場適應」為主題之職業訓練課程，提升其就業軟實力，並提供客製化就業服務，外籍配偶及大陸配偶各有專人媒合服務，並陪同面試，2011年就業率達37.5%，

每年辦理個案研討與分享，對於求職媒合成功者亦持續追蹤，完整協助新移民就業。

由於文化不同，缺乏互相理解尊重即容易產生誤解與衝突。例如：在越南與長輩說話應抱胸以示尊重，但此舉在臺灣反顯不禮貌；在越南至喪家幫忙是做功德，但在臺灣卻成爲長輩禁忌事項，此皆需透過多元文化習俗認識，方能讓新移民與國人更爲和睦相處。有關多元文化的推展，無論是新移民或外籍勞工應一體適用，基於「法律保障、人道關懷」理念，臺北市政府於2002年起設有外勞文化中心，此爲全國第一座也是唯一一座外籍勞工文化中心，期許爲在臺辛苦工作的外籍勞工，提供休閒、教育訓練及聯誼的場地。

在未來，臺北市政府希望提高新移民的社會參與，除已大量運用新移民擔任通譯人員提供多語服務外，臺北市希望提供更多舞臺讓新移民參與。例如：臺北市辦理「花博」期間，招募一百多名新移民志工，其熱心服務及多語能力，讓花博在遊客接待上更顯豐富多元，日後臺北市仍會持續爭取相關國際賽事或者競賽活動，邀請新移民一起參與。此外，2012年清明節的殯葬服務，亦邀請許多新移民擔任志工，讓國內許多民眾感到相當溫馨。特別值得一提者，臺北市已有一位歸化之新移民擔任鄰長職務，服務鄉里口碑有目共睹，日後臺北市政府期望能促進更多新移民投入社區服務工作，讓基層展現更多元更豐富力量。

各縣市政府因地制宜，對於新移民的服務發展各自城市特色，以符合在地需要。臺北市的新移民創新服務特色，包括：（一）里鄰長到府拜訪：新移民入境結婚、生子重要時刻，推出「幸福＋福袋送到家」專案，使新移民一入境，里鄰長即到府拜訪，以利在社區建置支持網絡，減少入境不適應之困境；（二）市府各區公所成立人文課，專責新移民業務，以基層專責單位落實新移民各項服務措施，並進一步將新移民納入社區各項多元活動，包括社區巡守工作、節慶活動參與、公園認養等，藉此除增加新移民在地認同外，也增加社區多元視野與豐富性；（三）臺北市未來並將持續朝新移民學習教材精緻化、顧

客管理、在地經營、自我培力及社會參與等五大方向努力。

從地方政府角度檢視，目前在臺的新移民關注之重大議題主要有二：

（一）外籍與大陸配偶身分取得年限規定不一致：身分取得對大部分新移民而言甚為重要，現行法令致使大陸配偶（6年）與其他外籍配偶（4年）取得公民身分年限相差2年之久，相關要件亦不盡相同，此已成為多數地方政府向中央反映需儘快研擬因應之新移民政策問題。（二）新移民高等學歷認證問題：現行新移民大學以上高等學歷認證有其限制與困難，此已影響新移民高等人力投入我國就業市場或相關產業之意願。如何開放高等學歷認證，以進一步吸引境外專業人材的移入，攸關各城市的經濟成長與社會永續發展，此業已成為我國新移民政策的另一重要課題。

### **City Review**

**Feature Interview: Ching-Te Lai, Tainan City Mayor; Shu-Hui Chang, Social Welfare Bureau of Taoyuan County Commissioner; Li-Kung Hsieh, National Immigration Agency Director-General; Po-Yuan Cho, Changhua County Magistrate; Tong-Rong Chang, Keelung City Mayor; Chiu-Dong Wang, Civil Affairs Bureau of Taichung City Director; Nai-Chien Chang, Social Affairs Bureau of Kaohsiung City Director-General; Chih-Fen Su, Yunlin County Magistrate; Lung-Bin Hau, Taipei City Mayor.**

## **Urban Governance for New Immigrants: The Taiwanese Experience**

*Wen-Ying Hsu*

Due to globalization, immigrant populations of foreign spouses and workers now make up a significant part of Taiwan's diverse society. According to figures released by the National Immigration Agency (NIA) and Department of Household Registration, as of June 2012, there were a total of 466,165 foreign and mainland Chinese (including Hong Kong and Macau) spouses resident in Taiwan. What is the position of new immigrants in Taiwanese society? Do they represent an urban crisis or an opportunity? Are they a burden for cities, or an asset? What should be the appropriate response of city mayors to governance issues surrounding new immigrants? How should city mayors draw up a governance blueprint for new immigrants, and what challenges and difficulties will they face? Given the existing challenges for urban development, what constructive proposals for governance of immigrant communities should city mayors put forward? Or taking advantage of a city's existing competitive advantages, what creative governance policies are available for the development of Taiwan's immigrant society?

As cities across Taiwan have become home to diverse ethnic groups, how have

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different cities faced the challenges brought about by immigration? What identity issues are faced by new immigrants? What challenges does immigrant society present for the development of urban governance? In terms of participation in urban governance, what particular needs do immigrants hope are recognized and satisfied? In terms of policy delivery for new immigrants, are there any weaknesses than need to be addressed? If so, how should they be addressed? Aside from helping new immigrants to achieve literacy in Chinese and providing educational support for their children, what other learning needs do these groups have? How should new immigrants become part of a city's social and human capital? What actual policy measures should be applied? Do current central government policies and regulations help improve the situation of new immigrants, and why? In terms of promoting the rights of new immigrants, what actual policy proposals city mayors put forward? What creative policy measures are available for the collective development of new migrant communities in Taiwan? How the effectively respond to the demands of new immigrants from the perspective of multicultural development is an issue that local and national politicians as well as ordinary city residents should carefully consider.

*“The city must deliver a more multicultural policy perspective, respect multicultural perspectives, and take into account the needs of different groups.”*

*(Ching-Te Lai, Tainan City Mayor, July 17<sup>th</sup>, 2012)*



In Tainan City, there are a total of 29,517 foreign and mainland Chinese (including Hong Kong and Macau) spouses, accounting for 6% of the total number of foreign and mainland spouses in Taiwan (this figure includes 9,789 foreign spouses, or 33% of the total, and 9,728 mainland spouses, or 67% of the total). At present, the population of Tainan City is approximately 1.87 million. Although foreign and mainland spouses currently account for less than 2% of the total population of Tainan City, in recent years the immigrant population has rapidly increased. New immigrant families are already an important part of the city's household population structure. The challenges and impacts for city governance presented by immigrant families can be analyzed on four levels.

First, although new immigrants have received a degree of acceptance from Tainan City residents, including acceptance in the community and cultural respect,

further work is needed to develop respect for and attention to different cultures among ordinary citizens. The city must deliver a more multicultural policy perspective, respect multicultural perspectives, and take into account the needs of different groups. Next, in terms of educational challenges, over 90% of female foreign spouses are of childbearing age, and often require further childbearing health education, educational resources, and cultural guidance. Third, the residency status of new immigrants determines whether they are legally able to work. Policies and laws must be constantly revised to adapt to current realities, and guidance for employers needs to be strengthened. Fourth, the rebuilding of marriage values. Policies must guard against and raise awareness of profiteering or exploitation by marriage agencies. Due to differences between different countries, when considering a cross-national marriage, citizens are faced with inadequate information and understanding, often leading to family problems. Addressing these issues through the Family Education Law should be a priority.

Needs of new immigrants in Tainan City include: (1) Strengthening protection of rights for immigrant caregivers: due to inadequate skills and training, new immigrants are often unable to respond to changes in the job market, affecting their employment opportunities. A further constraint on their ability to find suitable opportunities is their primary role as family caregivers. As with Taiwanese family caregivers, new immigrant family caregivers are demanding that their rights are recognized and protected as a matter of urgency; (2) Improving the economic situation of families: new immigrant families often lack the financial capabilities to fully meet the needs of their children. There is an urgent need to provide appropriate employment guidance and livelihood assistance; (3) Strengthening education for the children of new immigrants and offering supplementary services, for instance academic counseling and talent training; (4) Providing legal advice services and setting up an advice services window. The major bottleneck faced by the Tainan City authorities in implementing policies to benefit new immigrants is that challenge of increasing the employment rate among new immigrants and increasing their ability to set up new businesses. The limited number of vacancies in the overall job market makes it hard to increase employment rates among new immigrants following delivery of training. Even though employment-training courses have been provided to new immigrants in Tainan City by both the public and private sectors, it is still necessary to follow up whether these courses led to a job afterwards and the reasons for continued

unemployment. Active job matching is needed to increase the employment rate among new immigrants and improve their financial position.

Innovative policy measures to promote the rights of new immigrants adopted by Tainan City include the “Innovative Product Cubicle Store for New Immigrants and Disadvantaged Women” (known as the Xiugelou, or Xiuge Building, in Chinese, which sounds like “show girl” in English). The store offers a platform for new immigrants and disadvantaged women to display and market their products, providing a channel for the diversified development of businesses and employment opportunities. The city government also provides microenterprise advice services for new immigrants and provides advice and information on the suitability of immigrant business startups. In addition, new migrants are given help achieving literacy in Chinese and educational support for their children. In recent years, new immigrants have requested information on studying to receive a nursing license. Furthermore, new bilingual immigrants who have received training from the Tainan City Bureau of Education’s classes for foreign spouses and new immigrant learning center have made an active contribution to education, for example in teaching native languages to elementary school students and lecturing on multiculturalism, showcasing how new immigrants have become a resource for the community.

*“New immigrants have already shifted from being simply assimilated to being culturally integrated. Developing the strengths of new immigrants can promote future urban economic development.”*

*(Shu-Hui Chang, Social Welfare Bureau of Taoyuan County  
Commissioner, August 14<sup>th</sup>, 2012)*



According to figures from NIA, as of June 2012, there were 50,574 new immigrants residing in Taoyuan County, accounting for 2.5% of the population in the country. Out of these, 22,831 individuals had already gained citizenship; while a further 27,743 individuals had yet to attain citizenship. Only New Taipei City, Kaohsiung City, and Taipei City had higher numbers of new immigrants. Mainland China (including Hong Kong and Macau) was the largest source of new immigrants in Taoyuan, with 32,395 individuals, accounting for 64% of the total. A further 18,179 individuals came from South East Asia, primarily Vietnam, Indonesia, and Thailand, which made up 16%, 9%,

and 4% respectively of the total. In addition, according to statistics from the Executive Yuan Council of Labor Affairs, as of June 2012 a total of 75,221 foreign workers were living in Taoyuan County, accounting for 17% of the total foreign workers in Taiwan and giving it Taiwan's highest population of foreign workers. Given Taoyuan's current total population of just over two million, for every one hundred people, there are approximately four foreign workers.

Identity issues faced by new immigrants in Taiwan due to cultural and racial differences include:

1. Individual identity: following arrival in Taiwan, due to cultural, linguistic, or lifestyle barriers, new immigrants may come to question their decision to migrate.
2. Family identity: new immigrants may not adapt to their new identity following arrival in Taiwan and may have identity issues with their husband's family in Taiwan, meaning that at least in the short-term they are unable to think of them as part of the same family.
3. Cultural identity: differences in the level of tolerance for the culture of new immigrants among the Taiwanese people and possible discriminatory attitudes effects how much new immigrants identify with Taiwan.

The challenges that different immigrant cultures present for urban governance in Taoyuan County include:

1. In terms of the distribution of resources, when providing resources to new immigrants, including a fair distribution of manpower and funding, they are closely watched by other groups in the city, including Taiwanese Minnan, Hakka, and Aboriginal groups. It is therefore necessary to adjust the distribution of resources according to actual needs.
2. Ultimately, is the treatment of new immigrants based on an "assimilation," "integration," or "dominance" perspective? Different approaches to new immigrants will have varying effects on urban governance. All three approaches have different functions; in recent years approaches to new immigrants have already shifted from simple assimilation to cultural integration. Developing the strengths of new immigrants can promote the future urban economic development.

As a majority of new immigrants face relative deprivation, their rights need to be protected through government policy. On the level of urban governance and policy participation, Taoyuan County faces the following tasks:

1. New immigrants' right to work advocacy: "How to effectively utilize the labor of new immigrants?" Even if new immigrants have obtained legal residency and the right to work through marriage, in practice many employers are only willing to employ citizens, leading to employment difficulties for new immigrants. The county government needs to strengthen guidance to employers on who can be legally employed, enabling them to fully utilize the labor provided by new immigrants.
2. Removing the stigma around new immigrants: a section of the population is still influenced by myths about new immigrants, and questions whether money was their main motivation for moving to Taiwan. They may be verbally or even physically abusive to new immigrants. Improvements are still needed in policy advocacy.
3. Reforming recognition of educational qualifications: the educational background of new immigrants is different to the rest of the population. Revisions to policy on the recognition of immigrants' educational qualification are still at the deliberation stage, and new immigrants often face problems in authenticating their qualifications. These problems affect the employment prospects of new immigrants.
4. Promotion of the right to participate in decision-making: due to their relatively small population, new immigrants are in a disadvantaged position when it comes to participation in decision-making. The level of participation and policy initiatives from immigrant community groups is still weak. In order to provide urban services that more closely meet the needs of new immigrants, it is necessary to strengthen channels for community participation, enabling new immigrants to speak out freely and participate in decision-making.

Looking at central government policies for new immigrants from a city perspective, the Taoyuan County government offered the following evaluation on new immigrant policy:

1. Discrimination in new immigrant naturalization: while other foreign spouses can gain citizenship after four years, the current law sets a higher barrier for the naturalization of spouses from mainland China, Hong Kong, and Macau. The current Cross Strait

Ordinance should relax restrictions on the naturalization of spouses from mainland China.

2. Policy to safeguard the right to work: the government can apply policy measures that provide incentives for employers to employ new immigrants that have not yet received citizenship, safeguarding the right to employment.
3. Continuity of immigrant guidance policies: with the trend to globalization and informatization, new immigrants in Taiwan have a new set of needs. “Foreign Spouse Assistance Fund” finance from the central government is slated to end in 2014. In view of the growth in the population of new immigrants, the resources of local governments will become more thinly spread, meaning a lack of resources to provide services to new immigrants. There is therefore a need to continue funding the “Foreign Spouse Assistance Fund.”

With new immigrants close to becoming Taiwan’s fifth major ethnic group, Taoyuan County’s plans for the future include the following measures for new immigrants:

1. Social capital and strengthening support networks: bringing agencies involved in work with new immigrants into an ad-hoc group. These agencies include the Social Welfare Bureau, Education Bureau, Health Bureau, Civil Affairs Bureau, Labor and Human Resources Bureau, Police Bureau, Tourism Promotion Bureau, Legal Affairs Department, and NIA, Taoyuan Service Station. Network resources were used to establish community service locations for new immigrants and provide classes for new immigrants locally.
2. Reducing the digital divide, strengthening the digital learning and information capabilities of new immigrants: Taoyuan County has the leading technology and automobile industry in Taiwan. An e-learning services program has been put in place for new immigrants, offering twenty-four hour basic computer literacy and computer networking classes in the native language, increasing new immigrants’ learning capacities and employability, producing a new source of human capital.
3. Effectively utilizing existing capabilities, developing talent in international trade: establishing the “Taoyuan Sisters” cubicle store, applying a microenterprise concept to physical and internet based marketing of handmade products produced by new immigrants. Encouraging the children of new immigrants to study East Asian

languages, giving them a foreign language expertise. Using civil society resources to provide funding for children of new immigrants to visit their parent's home country for international exchange, and developing the linguistic talent for the future Taoyuan Aerotropolis.

4. Participatory Decision Making: guide the establishment of a new immigrant welfare service group to promote the participation of capable and willing new immigrants in voluntary service. This group offers foreign rice dumplings and free haircuts to the homeless.

*“Faced with an increasing international emphasis on protection of human rights, balancing the rights of foreign and mainland spouses has become a major challenge in government policy for new immigrants.”*



*(Li-Kung Hsieh, National Immigration Agency Director-General, August 29<sup>th</sup>, 2012)*

Foreign spouses in Taiwan bring with them the cultures of many different countries, enriching Taiwan's own cultural diversity and bringing a greater international perspective and more international environment, bringing the island into line with international society. The bilingual capabilities of new immigrants enrich the island's linguistic reservoir, enhancing international competitiveness. In addition, new female immigrant spouses take on the role of child bearer, nurturer, and caregiver, as well as taking a role in the labor market, thereby making a profound social and economic contribution. Research commissioned by the NIA shows over 60% of new immigrants are the main source of income in disadvantaged families, as well as taking primary responsibility for caring for the family. This research has changed perceptions of new immigrants as socially dependent, showing them as an important new force in Taiwanese society.

Faced with an increasing international emphasis on protection of human rights, balancing the rights of foreign and mainland spouses has become a major challenge in government policy for new immigrants. New immigrants face numerous issues, including adapting to their new life, identity, marriage, legal status, achieving permanent residency, and human trafficking. Measures for new immigrants provided by the central government include:

1. According to the “Foreign Spouses Assistance Measures” (2003), the government

establishes a cross-departmental working group, using the monitoring assistance of local government and civil society groups to jointly promote eight major work items related to the care and counseling of foreign and mainland spouses.

2. Establish the “Foreign Spouse Assistance Fund” (2005), allocating NT\$300 million a year for ten years to the “Medical Assistance, Social Assistance, and Legal Services Program,” “Foreign Spouse Learning Programs,” “Advocacy, Provision of Childcare and Promotion of Multiculturalism Program,” “Family Service Centers and Associational Organization Program,” and “Guidance, Service Provision, Training Talent, and Community Initiatives Program.”
3. Establish support networks for foreign and mainland spouses. All twenty-two cities and counties across the country have established such networks, which link to the central and local government counseling networks for new migrants, providing assistance and guidance for new immigrants.
4. Establishing the “Foreign Spouses’ Helpline,” available in Mandarin, Vietnamese, Indonesian, Thai, English, and Khmer and providing free support and guidance.
5. Establishing the talent bank for interpreters: the “National Interpreter Talent Bank” was established in 2009, and currently lists 1,090 interpreters offering services in eighteen languages. Services offered include immigration guidance, comprehensive social welfare, health services, and employment guidance, accompanied interrogation, accompanied court appearance, prevention of domestic violence, prevention of sexual assault, care visits, and police services.
6. Arrange visits to foreign spouses after first entry to Taiwan; provide new immigrant family education guidance and other assistance.

To build a harmonious immigrant society in Taiwan, innovative policy measures adopted by the central government include:

1. Establishing a national Migrants Day: in order to promote awareness of and respect for different cultures, beginning in 2008 the NIA has marked the United Nations International Migrant Day on December 18 by holding a series of related activities throughout the month with the aim of increasing understanding of different cultures among Taiwanese citizens and new immigrants. In 2011, International Migrants Day was included in the regulations concerning “Memorial Days, Festivals, and



Activity Days Approved by Competent Central Government Authorities,” establishing International Migrants Day as a national Migrants Day to be observed on December 18 of each year, fostering respect for a multicultural society.

2. NIA recruitment examination Southeast Asian languages group: in response to the needs of immigrants from Southeast Asia, the agency recruits speakers of Southeast Asian languages, including Thai, Indonesian, and Vietnamese. Pass rates for applicants who sit these tests are 26.67%, 12.5%, and 11.76% respectively, far higher than the overall average. This measure will also encourage the children of new immigrants to learn the native language of their parents and develop a language expertise, which can be applied in immigration work.
3. Launching the New Immigrant Torch Project: in 2011, 192,224 children of new immigrants were enrolled in elementary, junior high, and senior high schools in Taiwan. The number of children new immigrants enrolled in elementary schools was 158,584, accounting for 10.9% of total elementary school enrollment. Education for the long-term: in order to help immigrants to settle and develop the children of new immigrants into important social and human capital, as well enabling citizens to learn about multiculturalism from a young age and learn respect for other cultures. It is hoped that the children of new immigrants can learn about their own background in a positive way, reducing the motivation to hide the identity of their parents in the future, and taking pride in their own diverse backgrounds. The NIA, together with the Ministry of the Interior, the Ministry of Education, and public schools, will work cooperatively with civil society groups to provide comprehensive educational and life guidance to new immigrants and their children and a one stop service window, as well as a multicultural week, new immigrant guidance training, native language learning, family care visits, and a camp for children of new immigrants. These activities will enable new immigrants to settle down and grow in Taiwan, as well as increasing the understanding and respect for different cultures and encouraging participation in international cultural and educational exchange. At the same time, it is hoped to develop social harmony and shared prosperity, seek social fairness and justice, increase understanding of different cultures, and create healthy and happy families, ultimately building a just and prosperous society and a happy and sustainable homeland with an international outlook.

4. Compile and publish the “The Bride’s Family: New Taiwan Stories from Immigrants.”  
To mark the centenary of the Republic of China, NIA Director-General Hsieh Li-kung and other agency employees visited the homes of one hundred new immigrants across the country to gain an actual insight into the daily lives of new immigrants in Taiwan and providing information for future new immigrant guidance.
5. Promoting public participation among new immigrants, developing respect and understanding between groups: the government brings together resources from the public and private sectors to offer training to new immigrants with leadership talents or enthusiasm for service so that they can participate in the provision of social services and community activities or form new civil society groups. The measures will strengthen their new identity, create a more positive image of new immigrants, and encourage new immigrants to move beyond the confines of their family or social group.

*“The integration of new immigrants into Taiwanese society must take place based on mutual respect and understanding. Regarding the policy of residency rights and naturalization of new immigrant, we hope that the central government can produce a consensus across society to reduce differences and promote social harmony. Looking at central governments has been the focus of attention from community groups as well as scholars and experts.”*



*(Po-Yuan Cho, Changhua County Magistrate, August 30<sup>th</sup>, 2012)*

As of June 2012, the foreign spouse population in Changhua County was 19,908, including 10,744 spouses from mainland China and 9,164 other foreign spouses. The new immigrant population was the seventh highest in the country. Again, Vietnamese made up the highest number of foreign spouses, followed by Indonesia, with the remainder mostly from Thailand, Cambodia, and the Philippines. According to the Changhua County survey on the living conditions and needs of foreign spouses, in terms of health care guidance, National Health Insurance was mentioned the most often; in terms of everyday needs, help with passing the motorcycle license test was mentioned the most often; while in terms of training course, demand for language training was the highest. The most common problems faced by new immigrants included unstable marriages, weak support networks, difficulty adapting to the new environment, economic problems, problems

finding employment, general knowledge on staying healthy, inadequate information on medical services, domestic violence, and difficulty raising children.

In order to reduce the possible conflicts and safeguard human rights during the process of integrating into Taiwanese society, the Changhua County government has recruited volunteers to work in communities and factories with new immigrants and foreign workers. For the Changhua County government, new immigrants do not have any negative effects on local governance. On the contrary, new immigrants are beneficial to both industrial development and increased local birth rate. The Changhua County government has used incentive measures to encourage new immigrants to drive labor and population growth. The county government offers birth subsidies of NT\$10,000 for each child and issues a “Happy Living Card” that gives discounts in 250 stores to encourage families to have children. Furthermore, the local government runs cooking classes for foreign cuisine and native language classes, as well as holding a new immigrant carnival. The measures are aimed at increasing awareness and highlighting the benefits of multiculturalism, while strengthening community participation among new immigrants and their identity with the community. Other measures include strengthening the training of new immigrant care staff, including empathy training, and improving the cultural sensitivity of service provision to new immigrants. The local government also allocates funding to address poverty among new immigrant families, provides funding to provide after-school care in the more remote areas of the county in conjunction with voluntary groups, provides a free nutritious lunch to children in elementary and junior high school, allowing disadvantaged new immigrant families relief from the worry that they do not have enough money to buy their child’s lunch, and also issues free meal vouchers during the winter and summer vacations to children from low-income and disadvantaged families.

According to guidance provided to new immigrants in Changhua County, new immigrants still feel they are lacking in communication skills between husband and wife, the ability to help their children with their learning, and the ability to coordinate tasks in the family. They are also not familiar with volunteer services and access to social welfare; there is also a strong need for employment skills training. The county government has organized classes on introducing Taiwanese culture, new immigrant family education, and employment skills training to help new immigrants. In order to create a harmonious

immigrant society in Taiwan, the Changhua County government has identified the following directions for future work: (1) Removing gender-based cultural constraints and totemism; (2) Narrowing the gap between ethnic groups, avoiding social discrimination or ethnic conflict; (3) Establish cultural rights for new immigrants, offering comprehensive social welfare; (4) Establishing mechanisms for multicultural interaction, encouraging foreign spouses to establish their own organizations; (5) Bring together government and civil society resources to support new immigrant families; (6) Use university resources to offer adult education or extended education opportunities to new immigrants; (7) Increasing channels for new immigrants to study and develop, allowing new immigrants and their children to study and grow happily; (8) Increase after-school tutoring and remedial teaching for the children of new immigrants, allowing their parents to go to work without worry; (9) Set up new immigrant native language classes, strengthening the cultural assets of parents and children; (10) Create a multicultural environment in communities, accept multiculturalism and reduce discrimination.

In order to avoid strain on social resources caused by large inflows of new immigrants, current central government policy has a number of limitations on the acquisition of Republic of China citizenship; however, these restrains also present an obstacle to attracting global talent. Current regulations on permitted stay or residency for new immigrants have a profound impact on the right to work of new immigrants. The effect on spouses from mainland China is particularly obvious. Although the central government has relaxed some restrictions, many new immigrants with the ability and willingness to work face legal restrictions in doing so. From an urban governance perspective, Changhua County recommends that the central government should continue reassessing the justifiability and fairness of existing law, reducing obstructions to immigrants arising from political considerations. In 2012, the Executive Yuan Council of Labor Affairs relaxed work restrictions on foreign and overseas Chinese students, and plans to liberalize rules for white-collar workers in Taiwan. Foreign and overseas Chinese students who have received higher education in Taiwan can remain in Taiwan after graduation to apply what they have learnt, lifting national economic competitiveness. White-collar workers bring with them professional knowledge. Faced with competition for human talent, Taiwan should use naturalization, offers of citizenship, tax exemptions, or other incentives to attract global talent and help the Taiwan's sustainable economic

development.

In the age of globalization, the distinction between the “global” and “local” is becoming increasingly blurred, replaced by the concept of the “citizen of the world.” The influence of new immigrants on Taiwan’s development in the end will depend on whether Taiwanese citizens take a positive approach to dealing with this issue. This is a challenge the government must meet head on. The integration of new immigrants into Taiwanese society must take place based on mutual respect and understanding. Looking at central government policy toward new immigrants, the residency rights and naturalization of new immigrants has been the focus of attention from community groups as well as scholars and experts. The Changhua County government hopes that the central government can produce a consensus across society to reduce differences and promote social harmony.

*“The central government should assess whether new immigrants should enjoy the same safeguards or additional funding in the areas of education, political participation, and other policy domains that affect their interests as those granted to Aborigines.”*



*(Tong-Rong Chang, Keelung City Mayor, September 5<sup>th</sup>, 2012)*

As of June 2012, there were 9,211 new immigrant foreign spouses residing in Keelung City, including 7,003 people from mainland China and 2,208 people from other countries. There were also 4,140 foreign workers, including 905 employed in industry and 3,235 employed in social welfare, accounting for 81.5% of the total. Workers came primarily from Indonesia, the Philippines, Thailand, and Vietnam. In order to put in place life adjustment courses for foreign spouses, enabling them to smoothly integrate into the city, in 2003 Keelung City set up the “Foreign and Mainland Spouses Guidance Affairs Committee,” with the city mayor acting as the committee chair. The committee meets once every six months to monitor the implementation of measures to provide assistance and guidance to new immigrants, bringing together representatives from various public agencies, civil society organizations, as well as scholars and experts, strengthening cooperative links between the city government and civil society organizations. The committee makes recommendations for addressing current weaknesses and integrating resources more effectively, strengthening mechanisms for provision of assistance and

guidance to new immigrants.

With regard to meeting the needs of the new immigrant population, in 2005 Keelung City established a “Foreign Spouses Family Service Center,” putting in place service programs centered on the family that stressed the relationships between the individual, family, and living environment to solve problems. Community service capabilities were enhanced by integrating community service locations and linking various services provided by new immigrants, providing social welfare services at the community level. It is hoped that these measures will enhance the capacity and willingness of new immigrants and their families to fully utilize resources, effectively satisfying the diverse needs of these groups and integrate current assistance and guidance for new immigrants. The measures will help new immigrants to integrate into local society and gain community acceptance, enabling them to live at ease in their communities.

The issue of cross-border human trafficking brought about by globalization is a major issue in immigration policies for countries across the world. In the US Department of State’s 2006 “Trafficking in Persons Report,” Taiwan was placed on the Tier 2 Watch List, together with countries including Argentina, Brazil, Cambodia, and Israel. Seventy-nine countries, including Pakistan, Thailand, Turkey, and Vietnam were placed in Tier 2 ahead of Taiwan. In order to prevent human trafficking and protect the rights of new immigrants, in 2006 the Executive Yuan enacted the “Human Trafficking Prevention Program,” and followed this in 2007 by establishing a cross-departmental coordination committee on the prevention of human trafficking to meet at regular intervals. In 2009, the president promulgated the “Human Trafficking Prevention and Control Act,” the first law of its kind in Taiwan. Beginning in 2010, Taiwan has been included as a first tier country for three consecutive years, displaying its success in preventing human trafficking and delivering real improvements in the human rights situation for new immigrants in Taiwan. In order to meet the needs of victims of human trafficking, Keelung City provides interpretation services, resettlement assistance, extended residency, psychological support, accompanied medical visits, financial and employment assistance, legal advice services, accompanied interrogation, accompanied court appearances, legal support and other legal assistance, evaluation of the safety of repatriation, and help with travel documents.

In addition, in order to strengthen the multicultural awareness of front-line police officers and fully protect victims of domestic violence, the city government has organized

relevant training courses, giving police officers knowledge of laws related to women and children and improving police capacity for dealing with cases and delivering a professional service. The police work in communities, organizations, and schools across the city, promoting public awareness of multiculturalism, assisting the government in implementing policies for new immigrants and increasing crime prevention awareness. Public participation provides channels for foreign and mainland spouses to gain information on how to protect themselves.

Turning to innovative governance measures for new immigrants, aside for arranging training to strengthen the professional expertise of city government employees involved in work with new immigrant families, the city government also organizes annual training for volunteer staff. In addition, the city government has established the “Keelung Daughter-in-law Blog,” providing information about related activities to new immigrants and city residents and raising public awareness of multiculturalism. The blog also provides a channel for two-way communication, helping the development of policies and guidance work for new immigrants, and meeting new immigrant needs.

Looking at Taiwan’s current ethnic multiculturalism policies from an urban governance perspective, the Keelung City mayor points out that due to social disadvantages faced by Aborigines, certain safeguards have been put in place to safeguard their interests.

*“Superficial or unbalanced reporting by the media of needs to negative impressions about new immigrants among ordinary citizens, revealing the obstacles to accepting overseas immigrants in Taiwanese society and the need to strengthen multicultural education.”*



*(Chiu-Dong Wang, Civil Affairs Bureau of Taichung City Director, September 7<sup>th</sup>, 2012)*

As of July 2012, there were 48,193 foreign spouses residing in Taichung City, accounting for 10.31% of the total number of foreign spouses the country, the fifth highest overall. Out of this figure, 33,330 individuals came from mainland China and Hong Kong and Macau, accounting for 69.16% of the total. A further 14,863 foreign spouses came from other countries, with Vietnam accounting for the greatest number (8,895 or 18.46% of the total), followed by Indonesia (2,078 or 4.31% of the total). Following the municipal merger and upgrade, the total number of foreign spouses in Taichung City was more than

19,000 greater than the city's Aboriginal population of 29,470, demonstrating that in the future the influence on new immigrants in Taichung City will gradually increase. When compared to Aboriginals who are mostly concentrated in the mountainous Heping district, new immigrants are spread across the city's administrative districts. When providing assistance and welfare to new immigrants, there is often a feeling that resources are not distributed evenly because of the varying geographical distances. Following the municipal merger, the new upgraded municipality faced the challenge of large social and economic differences between different areas, most obviously the large disparity between urban and rural areas. As a result, the effective transmission of information and the convenience of access to resources became key to the adaptation of immigrants to their new environment.

According to a survey report commissioned by the Taichung City government, most new immigrants were not economically supporting their family in their home county as the media often reported. In addition, most new immigrants believed that cross-national marriages were based on mutual love rather than simply the draw of a better life in Taiwan. In addition, the health, learning, and adaptation of the children of new immigrants were reported to be good. It was not generally observed that these children were behind in their studies or unable to adapt. However, the survey did also show that spouses from Southeast Asia and mainland China often felt excluded in many aspects of their lives. Negative views of new immigrants are primarily the result of the media's focus on a minority of negative cases and stereotypes caused by preconceived notions of new immigrants. In many cases, the children of new immigrants are also labeled negatively.

Finding employment is a key need for new immigrants. However, the demands of household chores and looking after children, as well as a possible lack of educational qualifications, discrimination when looking for work, and insufficient legal knowledge all present barriers to finding work. In order to effectively provide care for new immigrant families, the Taichung City government has established separate working groups to provide assistance for foreign and mainland spouses as well as a new immigrants' family network that links together various departments in the city government. Funding for new immigrant policies includes the Foreign Spouse Assistance Fund, central government subsidies, funds from public lotteries run by the central and local governments, and city government funds. Most of this funding is used jointly by local citizens and new immigrants. Programs in place for new immigrants include foreign and mainland spouses



life adaptation guidance class, the foreign spouse family service center program, foreign spouse adult education program, the new immigrants learning center, childcare services program for foreign spouses enrolled in classes, reproductive health care interpretation services for foreign spouses, a maternal and child health and accident prevention program for new immigrants and disadvantaged groups, employment services for foreign and mainland spouses, a pilot program for preventing domestic violence in cross-national marriages, a foreign spouse domestic violence prevention program, foreign spouse family education activities, and a cultural learning international community goodwill mission. The use of these funds and implementation of programs can resolve potential social issues, creating happy families. However, these programs lack new sources of funding and rely on existing manpower to implement, which can compromise the effectiveness of other programs.

Look at new immigrant policy at the national and central level, each level of government has different tasks and uses different organizations. From an urban governance perspective, health, education, employment, and social assistance are best provided by specialist agencies. However, if less technical tasks are also delegated to different agencies, it is likely that work in the area will not be proactive enough. Unifying the delivery of non-technical services will achieve the best results. Looking at policies promoting the rights of new immigrants from an organizational effectiveness standpoint, from 2013, a new dedicated agency (with a staff of four) will be established under the Household Registration Section, responsible for providing services to new immigrants in the city.

For a new immigrant human capital perspective, although the city governance authorities have worked with non-governmental organizations to provide life adaptation guidance as well as literacy and skills training, most of the training is only short-term. To develop human capital, new immigrants also need to attend formal education or training courses. Aside from the current subsidies for immigrant education available to elementary schools and junior high schools, the Taichung City government suggests that new immigrants should also be given the opportunity to enter technical and vocational schools. For individuals who already possess a skill, these schools offer an opportunity to either further develop the skill, or study another specialism to meet the needs of society. In addition, the knowledge, experience, and technical skills gained by new immigrants

can help the government further advance policy measures to provide assistance and guidance to new immigrants, enabling these groups to give something back to society.

Looking at current policy for new immigrants in Taiwan, although safeguarding of the rights of new immigrants has been gradually strengthened, there is still a gap with the expectations of immigrants. During a meeting with President Ma Ying-jeou, immigrant groups expressed hope that the government would abolish unreasonable interviews on arrival and other procedures that make life difficult for new immigrants. It is worth reflecting that Taiwanese emphasize that new immigrants should understand, adapt to, and integrate into Taiwanese society. They often fail to take into account the cultural characteristics and experiences of these groups and lack concern for their culture and life experiences. Superficial or unbalanced reporting by the media of needs to negative impressions about new immigrants among ordinary citizens, revealing the a lack of multicultural understanding or perspective among Taiwanese citizens as well as obstacles to accepting overseas immigrants in Taiwanese society and the need to strengthen multicultural education. Only by accepting multicultural education, helping citizens to develop multicultural values and awareness, can Taiwan build a harmonious society that is both open and diverse.

*“A degree of cultural sensitivity is needed when providing services to new immigrants. The city government authorities must take full advantage of new immigrants’ existing cultural strengths, promoting national cultural heritage through a process of culture empowerment.”*



*(Nai-Chien Chang, Social Affairs Bureau of Kaohsiung City Director-General, September 10<sup>th</sup>, 2012)*

According to figures from the Kaohsiung City Civil Affairs Bureau, as of July 2012, there were 45,298 foreign and mainland spouses living in the Kaohsiung area. Of these, there were 27,509 spouses from mainland China (making up 60% of the total), and 17,789 foreign spouses from other countries (making up 40% of the total). New immigrants made up 1.63 of the total city population of 2,775,734. Since the thirty-eight administrative districts that make up greater Kaohsiung City cover a large area and vary significantly between urban and rural areas, the Kaohsiung City government has to take into account

the geography, family structure, and community network of each area, as well as the possibility of delivering services and existing behavior of new immigrant families in service use. On the basis, the city government has established four new immigrant family service centers, located in Qianjin, Fengshan, Gangshan, and Qishan. These services bring together different resources available to immigrants and are window for service delivery, forming a key hub for provision of assistance and guidance to foreign and mainland spouses living in the Kaohsiung area. These service centers also join seventeen foreign spouse community service stations established by civil society organizations.

Service centers for foreign and mainland spouses must take into account cultural differences. In other words, a degree of cultural sensitivity is needed when providing services to new immigrants. The city government authorities must take full advantage of new immigrants' existing cultural strengths. Foreign and mainland spouses that have adapted better are typically more resilient and have stronger personalities, enabling them to win the support and assistance of family members and make full use of services and resources provided by various organizations. Due to this, they are able to develop self-acceptance, feel that they are growing as a person, and find their own goals in life, while also developing friendly relationships with others. In addition, new immigrant family service centers and foreign spouse community service stations have actively promoted digital learning courses. Digital learning can help narrow the gap between urban and rural areas. Courses on skills such as word processing and the internet give new immigrants necessary skills for the job market, while internet telephone services such as Skype provide a convenient way to communicate with friends and relatives in their home country, giving new immigrants access to a world of information available online as well as a feeling of success and achievement from their learning.

Prejudice or discrimination shown by city residents towards new immigrants reveals problems of racial integration. Therefore, effectively integrating different cultures in the community is an urgent challenge for the governance of new immigrants. Counseling on adaptation for foreign spouses generally focuses on cultural adaptation, emphasizing the slow adjustment of new immigrants to life in a new society. In comparison, Taiwanese families tend to have little knowledge or understanding of the culture and lifestyles of new immigrants, and in some cases show discrimination or prejudice towards them, creating an unequal relationship. Kaohsiung City hopes to become a friendly city for

new immigrants, and is actively promoting multicultural learning for local residents, for example by encouraging learning of the foreign spouse's native language, strengthening ties and integration in new immigrant families. Kaohsiung City has organized a number of activities for community members and new immigrant families to jointly participate in, including the "We are Family, Coming to Kaohsiung" new immigrant film festival, "Caring for New Immigrants Children's Drama," as well as inviting the Vietnam Company Ea Sola Dance Company to perform "Drought and Rain" and inviting Vietnamese women to attend the performance wearing their national costume (ao dai). Through this type of culture empowerment, new immigrants were able to participate fully in the event, developing a new cultural asset. At the same time, other city residents were invited to attend with an attitude of respecting diversity. In order to promote equal social participation for new immigrants, working groups on women's participation organized by the districts that make up Kaohsiung City have gradually increased the participation of new immigrants. These new members expressed the various needs of new immigrants, whether they be learning needs or simple everyday needs, as well as defending their own rights.

The city should respect the values and individual characteristics of all new immigrants. Empowerment of new immigrants has already become an important aspect of the city's human capital policy. Kaohsiung City has organized activities including the "Southeast Asia Elementary School" and a summer camp for the children of new immigrants, allowing them to learn and experience their parents' culture, strengthening the family identity of new immigrants, promoting respect for the cultural heritage of new immigrants among family members and affirmation from all three generations of the family. In addition, aside from helping new immigrants gain occupational certificates and providing more diverse employment opportunities and channels, the city government has also invited immigrants to get involved in the development of new businesses, using the culinary culture of South East Asia to raise public awareness of multiculturalism. Furthermore, the city government has trained new immigrants to become lecturers on multiculturalism, entering community schools to increase multicultural awareness and promote multicultural thinking. In terms of utilizing the bilingual skills of new immigrants, new immigrants have worked as interpreters for new immigrant family service centers and domestic violence prevention centers, as well as compiling the "The

Sisters of the Southeast Asia” multilingual publication and participating in the production of multilingual radio stations, passing on the culture of their home country.

Innovative policy measures for new immigrants adopted by Kaohsiung City include:

1. Developing a new immigrant “social welfare map,” using the internet to give new immigrants information on access to services and locations near their home, giving them easy access to help to meet their everyday needs and strengthen families.
2. Establishing and improving the Kaohsiung City Government Social Affairs Bureau’s service website for foreign and mainland spouses, offering information on services available to foreign and mainland spouses across different government organizations.
3. Developing new immigrant family service centers as multicultural learning centers and centers for the promotion of community integration in the city.
4. Utilizing existing local businesses to develop unique businesses owned by foreign spouses, showcasing the soft power of foreign spouses and making Kaohsiung City into a friendly, multicultural city.
5. Guide the development of businesses established by foreign spouses (including social enterprises), this includes:
  - (1) Organizing the “Southeast Asian Mothers’ Magic Kitchen,” selling food from Southeast Asia at regular intervals and increasing awareness of the region’s culture.
  - (2) Developing “Cooking House” as a place to experience the diverse culture of new immigrants, as well as a center for training for female immigrants and the development of the new immigrant social welfare sector.
  - (3) Integrating the cultures of new immigrants with existing culture, developing agricultural products such as “Indonesian Chili Sauce,” “Jiayin Sisters’ Farm,” and “Jiaxian Rice,” as well as an afternoon snack of red bean cake and coffee.
  - (4) Bringing together traditional skills to develop a female immigrant beauty industry, helping female immigrants to gain occupational licenses, and promoting new immigrant empowerment, education, and community integration.

*“If new immigrants are unable to identify with local society, they will not want to actively integrate. Therefore, the government policy objective of reducing the gap between new immigrants and the local population will face obstacles.”*

*(Chih-Fen Su, Yunlin County Magistrate, September 18<sup>th</sup>, 2012)*



Taiwan began recruiting foreign workers in the 1990s, offering the island a large pool of cheap foreign labor. Currently, there are more than 10,000 foreign workers in Yunlin, helping to meet labor needs in sectors such as caregiving, household help, fishing, manufacturing, and construction. Yunlin County is primarily an agricultural area, and the family lineage tradition remains strong. To ensure continuation of the family line, many local men have married foreign spouses. In June 2012, the number of foreign and mainland spouses had already reached 14,235, accounting for 2% of the county's total population of 711,867. The majority of these spouses are from mainland China and Southeast Asia. New immigrant policies adopted by the Yunlin County government include a “Foreign Spouse One-stop Service Window,” offering localized consultation and referral services. Townships in the coastal area of the country have established the “New Immigrant Roving Service Bus,” assisting new immigrants where they are. Establishing a “Foreign Spouse Service Center” and “Community Care Station,” organizing foreign spouse family visits, social support and care services, establishing a “Psychological Counseling Station,” provide healthcare advice, hygiene awareness, and healthcare subsidies. Local police stations have established “Personal Safety Protection Stations,” offering new immigrants a channel to report domestic violence and providing a referral service for any special cases.

New immigrants face linguistic and cultural estrangement, and find it difficult to integrate into local society in a short period. In addition, foreign works in Taiwan work in low-level jobs, while many foreign spouses were introduced by brokers, meaning that they are often labeled as “commodities.” Since this stereotype is hard to combat, new immigrants' sense of identity is often belittled and local residents are unable to empathize with them, meaning that new immigrants often form their own circles and do not interact with other local residents. The challenge of breaking down the segregation of new immigrants is a major challenge for urban governance.

New immigrants leave their homes for Taiwan primarily for employment opportunities. Two main employment challenges for new immigrants can be identified: (1) Gender discrimination: female immigrants primarily work in marginal jobs. In addition, the combined problems of discrimination because of nationality, responsibility for caring for the family, and employment discrimination means they face many difficulties in the labor market; (2) New immigrant homesickness and other psychological problems: aside from holding down physically demanding jobs, foreign workers also have to adapt to a different living environment. Foreign workers face psychological pressures from cultural differences, the language barrier, different lifestyle and culinary habits, as well as depression and homesickness. At present, government authorities have not identified a suitable channel for managing the demands of foreign workers, leading to social problems such as workers absconding from their jobs.

Since new immigrants feel that they have not been completely accepted into society, they are unable to identify fully with Taiwan. If foreign spouses are not treated well by their husband's family, their dream of a stable family life is shattered, and they will not be able to identify with the local community. In addition, when foreign workers encounter unequal treatment and exploitation, they will generate a negative impression of Taiwan and will find it hard to integrate into the local culture. If new immigrants are unable to identify with local society, they will not want to integrate. Therefore, the government policy objective of reducing the gap between new immigrants and the local population will face obstacles. In recent years, the Yunlin County government has made strenuous efforts to eliminate discrimination against new immigrants and protect foreign workers from suffering illegal treatment and exploitation. However, the success of these measures will still depend on the empathy of Taiwanese families and employers if they are to increase feelings of identity with Taiwan and their place of residence.

At present, the government has made some progress in meeting the demands of immigrants. However, there are still many challenges and inadequacies in the current implementation of government policy. Challenges include how to respond to the need of new immigrants for language and job training, helping immigrants adapt to their new lives, and helping them enter the job market. Language learning requires a long period of gradual accumulation. Reducing the setbacks encountered in language learning and speeding up the process is a vital challenge. In addition, giving new immigrants guidance

on participation on employment training and job matching to that they can quickly enter the job market is another major challenge. For most new immigrants, support offered by their new family for their job is inadequate. New immigrants and their Taiwanese families need to have the determination to overcome psychological barriers and recognize the determination of the government to provide assistance. In recent years, the government has put forward a number of programs for improvement, including reducing the period it takes new immigrants to gain citizenship, relaxing financial requirements, and liberalizing work restrictions. These changes have already produced a large improvement in the situation of new immigrants. From the perspective of local governments, even though the NIA has established service stations for new immigrants in each city and county to provide assistance and guidance to new immigrants, their function is mostly to deal with visa issues and issue certification. For this reason, they take on the role of investigating illegal (undocumented) work by immigrants. In terms of providing actual guidance and assistance to immigrants, there is still a great deal of scope for improvements. The role of the NIA service stations should not be reduced to investigating illegal working, but should properly be focused on providing assistance and guidance to new immigrants. New immigrant service stations run by the central government should make effective use of public resources, and provide proper guidance and care visits to new immigrants. The service stations should work to change stereotypes of new immigrants as “absconders” or “illegal workers” and eliminate racial exclusion, allowing Taiwan to build a multicultural and tolerant society.

*“Opening up recognition of higher education qualifications to attract professional talent is critical to the economic growth and sustainable social development of cities. This task is now a critical issue in Taiwan’s new immigrant policy.”*

*(Lung-Bin Hau, Taipei City Mayor, October 4<sup>th</sup>, 2012)*



As an international city, finding a way for immigrants from different countries to live comfortably in Taipei and collectively build the city’s future is a critical policy direction for the city. The population of new immigrants in Taipei City is 44,040, including 32,001 spouses from mainland China and 12,039 other foreign spouses. In addition, 13,371 new immigrants have already attained citizenship, giving a total new immigrant population



in excess of 50,000. Calculating based on four persons in a family, as many as 220,000 city residents have family relations with new immigrants, accounting for 8% of the city's population. Furthermore, there are also a further 40,000 foreign workers in Taipei City. Together, these groups make up an important part of the city.

The new immigrant population in Taipei City is primarily made up of foreign spouses. The main challenges faced by foreign spouses include unstable marriages after brief courtships, weak social support networks, trouble adapting to the new environment, a lack of knowledge on reproductive healthcare, and a lack of information on medical services, domestic violence, and difficulty raising children. According to a 2011 survey commissioned by the city government, new immigrants had the greatest need for information on social welfare and employment, at 62.8% and 39.4% respectively. This was followed by health care (23.9%), language (16.2%), and life adaptation (9.0%). In order to strengthen horizontal integration between agencies and solicit ideas from scholars and experts, in 2003 Taipei City established a cross-departmental working group, and on March 28, 2007 announced the "Guidelines for Establishing the Taipei City New Immigrant Care and Guidance Advisory Committee," setting up the "New Immigrant Care and Guidance Advisory Committee." The committee has representatives from fourteen government agencies as well as scholars and experts, discussing and monitoring performance on issues surrounding new immigrants as well as allocating work to different agencies according to their area of responsibility. In addition, three new immigrant representatives have been invited to join the committee, ensuring that the committee's work closely reflects the needs of new immigrants. In response to new immigrant employment needs, the Bureau of Labor Affairs has set training courses centered on "professional skills" and "workplace adaptation" to strengthen employability, as well as offering customized employment services, dedicated job-match services for foreign and mainland spouses, and accompaniment to job interviews. In 2011, the employment rate of new immigrants reached 37.5%. In addition, case experience is discussed and shared each year, while successful job-match cases are also followed up, providing a comprehensive job match service for new immigrants.

A lack of mutual understanding and respect arising from cultural differences often leads to conflict and communication difficulties. For example, when Vietnamese speak to the older generation, they hold their arms to their chest as a sign of respect. However,

this action in Taiwan is seen as rude. Visiting the family of a deceased person in Vietnam is considered a good deed in Vietnam, but is a taboo among the older generation in Taiwan. More understanding of the customs of different cultures is needed to ensure Taiwanese people and new immigrants can coexist harmoniously. In terms of promoting multiculturalism, the same approach should be taken for both new immigrants and foreign workers. Applying the principles of “legal protection and humanitarianism,” starting in 2002 the Taipei City established a foreign workers cultural center, the first, and to date only, center of its kind in Taiwan. The aim of the center is to provide a place for leisure, education and training, and fellowship for hardworking foreign workers.

For the future, the Taipei City government hopes to increase the social participation of new immigrants. A large number of new immigrants are already working as interpreters providing multilingual services, and Taipei City is actively seeking new platforms for new immigrant participation. For example, Taipei City recruited more than one hundred new immigrant volunteers for the 2010 Taipei International Flora Exposition. Their enthusiasm for the job and language abilities gave visitors to the Expo a richer and more diverse experience. In the future, Taipei City will continue to bid for the rights to host international events and competitions, and invite new immigrants to get involved. In addition, new immigrants were recruited to act as volunteers for the 2012 Tomb Sweeping Festival burial services, allowing many Taiwanese people a chance to experience their warmth and vitality. It is especially worth pointing out that a naturalized new immigrant in Taipei City has become neighborhood chief, gaining a strong reputation for her service to the community. Taipei City hopes that more new immigrants will be encouraged to participate in community work, bringing a diverse and plentiful range of attributes to this grassroots work.

The development of service provision to new immigrants varies according to local conditions. Special innovative services provided to new immigrants in Taipei City include: (1) Village and neighborhood chief visits through the “Lucky Bag Home Delivery” project. To mark important life events such entering the country for marriage or having children, the village or neighborhood chief pays a visit to the family to help establish a social support network and overcome any difficulties in adjusting to the new environment; (2) District office community and cultural services sections are solely responsible for new immigrant affairs, providing services to new immigrants at the

grassroots level and ensuring new immigrants are included in community activities, including community patrols, festivals, and park maintenance. Aside from increasing new immigrants' identification with their local area, these measures also give the community a more diverse outlook and experiences; (3) In the future, Taipei City will strive for further improvements to learning materials for new immigrants, customer management, local delivery, self-empowerment, and social participation.

From a local government perspective, the three main issues of concern to new immigrants in Taiwan are as follows: (1) Difference in the period required to obtain citizenship for foreign and mainland spouses; for the vast majority of new immigrants, obtaining citizenship is extremely important. At present, there is a two-year gap in the time needed to obtain citizenship for mainland spouses (six years) and foreign spouses (four years). The requirements for citizenship are also not exactly the same. A majority of local governments have made representations to the central government to address this discrepancy in policy towards new immigrants; (2) Recognition of the higher education qualifications of new immigrants. At present, recognition of the higher educational qualifications of new immigrants in Taiwan is limited, restricting the willingness of new immigrants with advanced qualifications to enter the local labor market or related industries. Opening up recognition of higher education qualifications to attract professional talent is critical to the economic growth and sustainable social development of cities. This task is now a critical issue in Taiwan's new immigrant policy.

