

# 2007 ICSW 東北亞區域會議報告書

## ( 2007 ICSW NEA Region Conference )



主辦單位：韓國社會福祉協會  
( Korea Nation Council on Social Welfare )  
日期：2007 年 10 月 22 日~10 月 24 日  
地點：Paradise Nurimaru APEC House,Busan,Koreal

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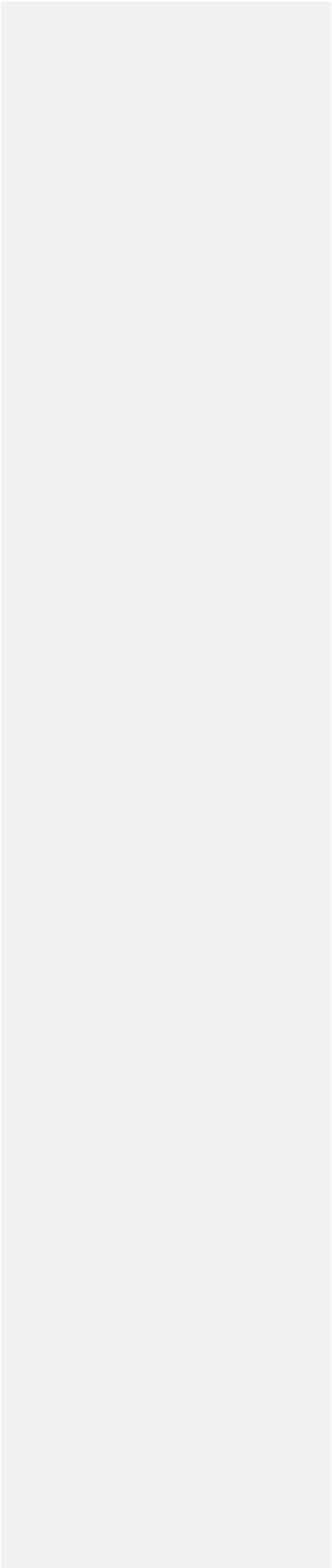
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## 日 程 (Program & Schedule)

	10.22 (Monday)	10.23 (Tuesday)	10.24 (Wednesday)
07:00-08:40		Breakfast(1F Escoffier, Main building)	
08:40		<b>Shuttle bus time(08:40)</b> Shuttle Bus station (Between Main&Annex building)	<b>Shuttle bus time (09:00)</b> Shuttle Bus station
09:20-09:40		Welcome and Opening remarks	Field Visit 1. Busan YWCA Center for North Korean Defectors  2. Social Welfare Agency for the disabled.
09:40-10:10		Keynote Speech(PARK, Jong-Sam) President, NEA Region of ICSW	
10:10-11:00 11:00-11:10		Presentation (Hong-Kong) Q & A	
11:10-11:30		Coffee Break	
11:30-12:20 12:20-12:30		Presentation (Japan) Q & A	
12:30-14:30		Lunch(2F Collavini, Annex building, Paradise hotel) <b>Shuttle bus to hotel (12:50)</b> <b>Shuttle bus to seminar</b>	Lunch & Closing (Down Town)
14:30-15:20 15:20-15:30		Presentation (Taiwan) Q & A	
15:30-15:40	ICSW, NEA Regional Committee of Representatives Meeting <b>(15:00-17:00)</b> <b>2F Miami room,</b> <b>Main building</b>	Coffee Break	
15:40-16:30 16:30-16:40		Presentation (Korea) Q & A	
16:40-17:30		Discussion	
18:00-	Registration <b>2F Capri room</b> <b>Main building</b>	Dinner (Outdoor Buffet)	
18:30-	Welcome Reception <b>2F Capri room</b> <b>Main building</b>		

Venue	Paradise Hotel	Nurimaru APEC House Paradise Hotel	Social Welfare Agency
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## 前 言

韓國、日本、台灣同屬於亞太區域的 ICSW。這東北亞三國的民間社會福利機構領導者在執行 ICSW 亞太地區福利事業的同時，為了能更增強彼此間社會福利資訊的交流與合作，決定每三年一次輪流在日本、韓國及台灣舉辦民間社會福利主管會議，目的在透過三國民間社會福利機構主管人員交流方案 ( Exchange Program )，針對三國共同面臨的社會福利問題，進行學術及實務上的交流，藉由積極的討論福利制度的問題，為政策建言。

從 1996 年在日本舉辦的第一次大會開始，直到第 6 屆大會，每年皆有 20 多名代表參加；自 2002 年第七屆大會開始，擴大為 30 多名參加。會議方式採主辦國先設定主題，其餘各國針對本國的狀況與相關問題進行發表，然後對此深入討論進行提問或是意見交換，在各自運用自身母語並提供翻譯的狀況下，更能充分的理解各國情況與完整的意見交換。截至目前為止 ( 1996-2006 )，11 屆的會議主辦國及主題分別為：

屆數/ 年度	期間	主題	主辦國	參加 人數
1/1996	10.23-10.25	社會保障制度的研究	日本 ( 東京 )	15
2/1997	10.28-10.30	民間社會福利機構在社會變化中的角色和責任	台灣 ( 台北 )	20
3/1998	11.10-11.12	經濟危機下的社會福利	韓國 ( 慶州 )	20
4/1999	10.10-10.12	各國社會福利的挑戰與問題	日本 ( 東京 )	17
5/2000	11.28-12.01	大災難後的重建與復甦	台灣 ( 台北 )	20
6/2001	09.07-09.08	建構民間社會福利服務的基礎	韓國 ( 首爾 )	13
7/2002	08.06-08.09	社會保障和社會福利	日本 ( 東京 )	35
8/2003	12.12-12.13	民間社會福利機構和政府的合作關係	台灣 ( 台北 )	33
9/2004	11.17-11.19	社區和社會福利	韓國 ( 濟州 )	35
10/2005	08.02-08.04	各國社會福利議題與焦點	日本 ( 東京 )	33
11/2006	06.20-06.22	社會福利政策議題與社會正義	台灣 ( 台北 )	33

亞太地區的會員國有已發展國家和發展中國家、貧國和富國，也有福利發展中國家和福

利已發展國家，在多方面出現了嚴重的兩極化現象，因對社會福利、社會開發的了解和理念也出現很大的分歧，無法進行有效的討論。

為了克服這些負面現象，ICSW 的國際總部和亞太區域幾個共同關心此現象的國家，結合在一起組成了基層集團。且以韓國、日本、台灣、香港等東北亞地區的會員國做為基礎成員組織起來，而三會議當中所凝結的共識及交換的意見。與亞太地區機構的發展過程有一定的關係。

在 ICSW 結構的重整與更新過程中，調整出九個區。在此過程中，亞太地區分為東北亞地區 ( North East Asia Region )、中亞地區 ( Central Asia Region )、南亞地區 ( South Asia Region ) 和東南亞地區 ( South East Asia Region ) 等。在重組過程中，東北亞區域的部分會員國 ( 日本、韓國 ) 反對亞太地區的分割，願意與歐洲地區一起成為一個區域，但多數的會員國主張脫離出來，因此東北亞區域正式開始運作。

在東北亞地區比較活躍的 4 個會員國 ( 不含蒙古 ) 早已實現經濟發展，因此該地區中沒有發展中國家的會員國；此外香港以外的三國福利協會以按照結構調整中的思想建立起地區合作關係，成為東北亞區域活動的骨幹。在此基礎上，三國民間的會議與 ICSW 東北亞會議結合。在第 32 屆 ICSW 全球會議時 ( 巴西巴西利亞，2006 )，在東北亞的委員會議上通過了東北亞區域會議代替以往三國民間社會福利主管會議的決議案。因此 2007 年東北亞地區大會由韓國、日本、台灣、香港的代表們在釜山以「多元文化下的議題與挑戰」為主題，共同討論東北亞區域目前嚴重面臨的問題——外籍移住民的社會福利問題——從多元文化 ( multi culture ) 層次進行討論，從而謀求東北亞區域各國的相關社會福利政策與福利服務項目，來解決這些外籍移住民、多元文化家庭所民林道的社會福利問題，為此次大會的重要意義所在。

東北亞區域的會員國對 ICSW 的全球事業政策 ( The Global Programme Policy )，不論在地區層次或是國家層次，尚未有一致的共識，去推行國內或是區域的相關事務；造成此一局面的眾多複雜原因之一為：不同的亞太區的協會組織有不一樣的發展狀況，而唯有在高度經濟發展與擁有現代福利制度的國家間，相關的社會福利議題才能形成交流與合作機制。當然，東北亞區域的一些會員國，在與本國政府機構與非政府機構的合作下，直接或間接參與全球的扶貧、愛滋病、童工與飢餓問題的關切與服務，如韓國與日本分別通過 KOICA 和 JAICA 參與幫助非洲或東南亞貧困的援助政策，且與其他 NGO 共同合作進行倡導行動。由這個層次來看，ICSW 全球的項目，與其說是區域彼此間的層次，不如說是個會員國層次活要展開的典範 ( paradigm )。

今年的主題是從東北亞地區的層次來了解外籍勞動者、多元文化家庭、及政治亡命者 ( 韓

國的新住民 ) 等亞洲人在多元文化下 , 克服貧困、追求幸福的生活過程中會遇到的社會問題 , 東北亞會員國一起攜手起來尋找福利性的解決方案。這意味者 ICSW 國際項目活動中的其中一部分 ( 南北合作 ) 正由此而展開了網絡連結且共同合作 , 尋找可能的解決與執行策略。

## Regional Activity Report

### <Korea National Council on Social Welfare(KNCSW)>

#### 1. Participation of ASEAN+3Countries(Korea-Japan-China) GO-NGO Forum

We entered the GO-NGO FORUM on Social Welfare and Development during 8-9 September 2006, Bangkok in Thailand . It was hosted by Ministry of Social Development and Human Security from Thailand and supported by Japanese Government. The key areas in forum was as below.

- Health. ASEAN priorities include management of infectious diseases such as dengue, cholera, tuberculosis, typhoid fever and HIV/AIDS.
- Social welfare and development. ASEAN priorities include:
  - \* capacity building in the social sector,
  - \* strengthening regional cooperation, and
  - \* the role of the family, community and civil society.
- Culture and Information. ASEAN priorities include enhancing mutual understanding and solidarity among the ASEAN community, further regional development, and effectively project ASEAN within and outside the region.

#### 2. APPLE(Asia-Pacific Happy Children Family Echo)Project

- Disaster Relief Activities and Social Work for the South-East Asia Region

Social welfare professionals in 7 Asian countries including Korea, China, Japan, Philippines, Singapore, Sri Lanka, Thailand have formed 'APPLE(Asia-Pacific Happy Children & Family Echo)Project' in order to cooperate to solve these problems like welfare problems and natural disasters since 2005.

Korea Association of Social Workers(KASW), one of our members had 'APPLE CAMP' since February 2006 in order to take specific actions. Relief corps consisted of more than 30 social workers and 60 youths participated in relief activities at Northern Pakistan, which was severely affected by an earthquake in October 2005. Participants baked thousands of bread "Loti", which is a main meal for Pakistan, serving with tea "Cga-i and also provided personal hygiene and

cultural activities for children at relief camps. This camp and related activities provided an opportunity to think of new challenges in social work interventions at a disaster area.

### 3. **Publishing**

The Korea National Council on Social Welfare has been celebrating its 55th Anniversary in this year.

We published the History of 55 years of KNCSW. It has history and all activities of Korea National Council on Social Welfare.

### 4. **Host of ICSW North East Asia Region Conference**

2007 ICSW North East Asia Region Conference is in held in Busan of Korea during October 22(Mon)~24(Wed). About 45participants from Japan, Taiwan, HongKong and Korea join in the Conference.

We will discuss Cultural Diversity in North East Asia Region including the issues of migrant workers, interracial children and north korean defectors.

### 5. **Opening of the North East Asia Region Website**

On April 25, 2007 we opened its NEA Region website. It has introduce the activities and events of ICSW NEA Region and Members as well as information of NEA Region, ICSW.

## **<Japan National Council of Social Welfare(JNCSW)>**

<Project Report / April 2006-March 2007>

### 1. **Cooperation with ICSW**

#### **(1) The 32nd Global Conference on Social Welfare and other related conferences**

ICSW 32nd Global Conference on Social Welfare was held from July 16 to 20, 2007 in Brasilia, Brazil under the theme of Social Inclusion: Facing Poverty and Social Inequality. About 900 people concerned to social welfare and social development got together from 54 countries. Before and after the global Conference, ICSW-related conferences including Regional CoRep meeting, CoRep meeting and ExCo meeting were held. On behalf of JNC/ICSW, Mr. Chikashi Matsuju participated in those meetings to discuss the world program of 2005-2008, revision of constitution, etc.

#### **(2) ICSW Membership Fee 2006**

JNC/ICSW, together with Ministry of Health, Labor and Welfare, paid its share of ICSW membership fee 2006; US\$16,520.00-, equivalent to 18.8% of total membership fee income of the HQ of ICSW.



## 2. Research & Survey on Social Welfare in Other Countries

From 2002 to 2004, JNC/ICSW conducted research & survey on the situation of foreign workers in the health and social care services in Germany, the Netherlands and the U.K.

In August 2006, the following book was published as the compilation of research & survey for 3 years, and distributed to people in social welfare fields and sold in general.

### Title :

*The Status Quo of Foreign Workers in the Health and Social Care Sector in the U.K., Germany and the Netherlands (in Japanese)*

### Author & Editor :

Dr. Toshio Tatara, Professor of Shukutoku University

Dr. Noriko Tsukada, Professor of Nihon University Graduate School of Business

Dr. Sarah Harper, Director of Oxford Institute of Ageing, University of Oxford

Dr. George Leeson, Assistant Director of Oxford Institute of Ageing, University of Oxford

## 3. International Exchange, Provision of Information, etc. in Social Welfare Field

### (1) Setup of the Website

To open up the website, necessary information was collected and arranged.

The website has been accessible since April 2, 2007.

URL : <http://www.icsw-japan.or.jp/> (Japanese TOP)

<http://www.icsw-japan.or.jp/english/> (English TOP)

### (2) Reception of Overseas Social Welfare Organizations

JNC/ICSW received technical visits from social welfare organizations and organizations associated with social welfare in Korea, Taiwan, Malaysia and Mongol, and provided them information about ICSW, activities of JNC/ICSW, social welfare in Japan, etc.

### (3) ASEAN GO-NGO Forum

At the request of the Ministry of Health, Labor and Welfare, JNC/ICSW dispatched a staff member of Japan International Volunteer Center in Thailand to ASEAN GO-NGO Forum from September 8-9, 2007.

## 4. Management

The meetings of the board of directors, comptrollers, and general assembly were held.

April 2007 to March 2008

1. **Participation to the meeting of German Association for Public and Private Welfare (German Committee of ICSW)**

On September 5, 2007, a meeting of German Committee of ICSW was held in Berlin at the headquarters of German Association for Public and Private Welfare, and Mr. Matsuju, Executive Director of JNC/ICSW) and Dr. Tatara, Director of JNC/ICSW participated in that meeting.

Both Dr. Hans van Ewijk (the Netherlands), ICSW Europe Regional President, and Mr. Christian Rollet, Treasurer of ICSW Global were also invited. All the key staff of German Association for Public and Private Welfare including Mr. Micheael Loher was there.

11 agenda were discussed, and among them, No. 4 "Discussion of France and Japan and suggestion from ICSW Europe Regional President" and No. 5 "Strategic examination on future participation of German Association for Public and Private Welfare to ICSW" were related to ICSW. During the discussion, Dr. Hans van Ewijk expressed his opinion about "Necessity of activation of ICSW in both activity and financial aspects" and JNC/ICSW proposed the following views about the reconstruction of ICSW:

(1) To change the council's main purpose from "social development" to "development of social welfare" and "sharing of information among all members

(2) To simplify the organization of ICSW

(3) To change the membership as full members and associate members only, and to change the fee system as ¥500,000- for a full member and ¥200,000- for an associate member so that many more countries can become members, especially the U.S., Canada, the U.K., etc. can come back.

2. **Preparation of the survey report on the social welfare & social security systems in Korea and Taiwan**

The social welfare and social security systems of Korea and Taiwan are comparatively similar to those of Japan. It is planned to make a survey report on the following themes, and the request of writing manuscript was made toward Dr. Park, NEA Regional President, and Mr. Bai, President of the Council of Social Welfare, Taiwan R.O.C.: (1) The outline of the present systems of social welfare and social security (health, medical care, pension, etc.) in Taiwan, and future challenges (2) The actual situations of the acceptance of foreign workers in Taiwan, and future challenges

3. **Opening of the website** On April 2, 2007, JNC/ICSW opened its own website. It is used to introduce the activities of JNC/ICSW, ICSW NEA Region, ICSW Global as well as to distribute useful domestic and international information on social welfare field to public.
4. Distribution of a survey report "The Status Quo of Foreign Workers in the Health and Social Care Sector in the U.K., Germany and the Netherlands (in Japanese)" written & edited by Dr. Tatara, et al.

Please refer to the attached flier.

## 5. Cooperation to the HCR2007

The 34th International Home Care & Rehabilitation Exhibition organized by two of our full members, i.e., Japan National Council of Social Welfare and the Health and Welfare Information Association, was held on October 3-5, 2007 at Tokyo Big Sight. JNC/ICSW supported this event by arranging lecturers for the international symposium and by advertising it through our website.

(\*) Concerning the activity report from April 2006 to March 2007, please refer to the attached document.

## Publishing

*The Status Quo of Foreign Workers in the Health and Social Care Sector in the U.K., Germany and the Netherlands (in Japanese).*

JNC/ICSW published a new book entitled "The Status quo of Foreign Workers in the Health and Social Care Sector in the U.K., Germany and the Netherlands" (in Japanese). This book is based on the survey conducted in these three countries from 2003 to 2006 with the financial support from Japan Motorcycle Racing Organization. In this book, results of fact-finding about foreign workers in health and social care sectors in these three countries with some concrete cases and comparative studies as well as problems and future challenges about foreign workers in health and social care sectors are included.

On September 9, 2006, Economic Partnership Agreement (EPA) between the Philippines and Japan was concluded, and consequently, Japanese labor market, including nurses and care workers, will be opened partially.

This book will be a useful reference when you discuss how the health care service or medical care service should be in Japan in the future, how to secure the human resources in the health care and medical care sectors, how to treat the issues of foreign workers, etc.

## <The International Council of Social Welfare, Taiwan>

### 1. Participation of the 2007 North East Asia Regional Conference of ICSW

The Conference will be held in Oct 23-24, 2007 in Busan, Korea. Eleven representatives from social welfare organizations in Taiwan will participate in the conference and will present two papers to share the social welfare experiences in Taiwan.

### 2. Two Symposiums planned

#### Symposium I: "Retrospective and Perspective of the Community Social Work in Taiwan"

The symposium was held at Soochow University on June 14, 2007. There were about 150 participants from public and private welfare agencies, academic arena, central and local governments. For the purposes of the establishment of community social work system, eight

informative papers were presented by experienced community social workers and important practical experiences were exchanged.

### **Symposium II: "Community Social Work"**

The symposium is scheduled to be held in the National Taipei University in December, 2007. It will be focused on the localization and internationalization of community social work in Taiwan.

#### **3. Historical Review of Taiwan Council**

Review the historical documents of the ICSW organization since its establishment in 1970. By analyzing the past to generate the future goal of the council.

#### **4. New Home of the Taiwan Council**

New Address: 5F., No.10, Longjiang Rd., Zhongshan District, Taipei City 104, Taiwan (R.O.C.)

#### **5. Election**

A board meeting is scheduled be held on November 15, 2007 to elect the new Board of Committee.

### **<The Hong Kong Council of Social Service(HKCSSW)>**

#### **1. 5th International Conference on Social Work in Health and Mental Health (December 10-14, 2006, Hong Kong Convention and Exhibition Centre)**

The Council, together with 4 local hosts, jointly organized 5th International Conference on Social Work in Health and Mental Health. That was the first time the Conference held in the Asian Region. Over 1,400 participants from over 35 countries participated in the Conference. About 20 were from Japan, 15 from Korea, and over 100 from Taiwan. Around 790 presentations were made by participants.

#### **2. HKCSS 60th Anniversary**

The Hong Kong Council of Social Service has been celebrating its 60th Anniversary in this year. A number of initiatives have been organized or being organized:

1. Caring Company Scheme 5th Award Ceremony
2. Production of a Book on Social Service NGO Development in Hong Kong
3. A Conference held on October 12 to review social service development in Hong Kong. Special effort was made to feature "Social Innovation" and "Civil Society" as strategies to face the mounting challenges to the welfare sector in Hong Kong.
4. A Community Dinner will be held in December, together with our 60th Annual General Meeting.

# Hong Kong

香港流動工人和移民者的問題及解決方案

**摘要:**

**1. 背景**

**2. 流動工人**

**流動工人的問題**

Christian Action為流動工人所做的努力

**3. 中國移民者**

**婦女移民者的問題**

**兒童移民者的問題**

為了婦女和兒童移民者Christian Action所做的努力

**4. 超越國境的學生**

**家長的問題**

**學生的問題**

為了越境學生Christian Action所做的努力

**5. 結論**

**流動工人和移民者的問題及解決方案**

**背景**

香港是東西文化相互接觸并融合在一起的多文化地區。據人口統計調查局(Census and statistic Department)的資料，在 2006 年末，香港人口 為6,864,346 人，其中 94.2%是中國血系的，即出生在中國大陸或者很久以前已經居住在香港的華裔人口。 除此之外，有菲律賓、印尼、英國以及印度移民者等。人口調查局(Census Department)在調查中把人口構成比率排在第 5 位的巴基斯坦、孟加拉國以及斯裏蘭卡移民者綁成了一組。 其後面依次為：泰國、尼泊爾、日本、美國、加拿大等。香港的 404,073 名少數民族中 57.6%(232,781)是從中國大陸過去的。

盡管如此，流動工人中相當一部分來自於中國大陸。香港政府限制中國大陸移民者的數量，即每天不能超過 150 人。移民者一般在香港經歷多種經驗，融入社會、受各種歧視等。 從中國大陸移民到香港的人除了社會適應問題以外，因為教育水平低，在香港只能做 到低技能工作。移民者在找工作或居住地時會經歷多種困難，也會受到社會歧視。流動工人的與其他外籍勞動者相比處於更加惡劣的情況，受到更多的歧視。 從中國過來的很多移居勞動只能得到少額的工資或者在維護合同上的合法權益方面的沒有得到保障。

從中國大陸過來的移民者也在香港面臨類似的問題。據入境管理局(Immigration Department)的統計，從 1997 年香港回歸中國以後 518,000 人以上的大陸居民移居到香港，其中大部分以婦女和兒童為主。 因此香港居民把來自大陸的人視為低級勞動者或者爭奪香港居民的就業機會和福利預算的競爭者。香港人普遍認為中國的教育水平低於香港，因此會歧視移民者。

香港政府為了解決這些問題，曾經做 過很多措施，例如：正等待通過的“反民族歧視法(Anti

Racial Discrimination Legislation) ”；針對兒童各種教育活動；針對少數民族的語言教育；在與雇主發生分歧時爲了幫助流動工人所作出的各種法制措施等。但是，移民者的情況仍然沒有到改善。

## 居住香港的流動工人

據有關統計，香港有 232,781 人外國勞動者，他們來自印尼、菲律賓、斯裏蘭卡、印度、尼泊爾、泰國以及孟加拉國等地。

國內流動工人計劃(The Migrant Domestic Workers Scheme)從 1969 年開始實施，其目的在於鼓勵外國勞動者來香港找工作。隨着香港經濟的繼續增長，爲了彌補勞動力的缺乏，香港政府採取政策，把流動工人利用爲香港家庭的保姆，從而使香港已婚婦女能够安心的從事工作，也給流動工人帶來了工作機會。盡管如此，他們仍然無法把自己的家人帶到香港，也很難更換工作，也沒有權利參加投票。甚至連入境管理局也不把他們視爲真正的香港居民。盡管如此，進入香港的流動工人人數過去幾年來一直呈急劇上升的趨勢。

但是，流動工人仍然有很多要解決的問題。如，雖然香港政府爲了保護他們，把他們納入爲《地區雇用法》的適用人群之內，但仍然有很多問題有待解決。

### 1. 流動工人在工作崗位所經歷的不正當待遇

根據香港僱傭法第 57 章(Employment Ordinance, Chapter 57)，流動工人有權享受最低工資、周別休假、法定休假、年度休假、病假、生育休假以及退休金等待遇。但實際上一部分流動工人連最低工資也沒有得到保障。尤其印尼、斯裏蘭卡、尼泊爾的勞動者的情況更爲嚴重。所謂的“市場行情(market rate)”根據不同國家情況也會有所不同。一般來講，印尼勞動者的每月工資爲\$1600 至 \$2500 左右，斯裏蘭卡勞動者的約爲\$2000，印度勞動者則僅爲\$500。其中很大部分的勞動者在開始工作後 7 個月的期間內無法得到工資。因爲他們要把工資以教育、交通及入境手續費等名義，要直接支付給就業中介公司。尤其印度勞動者只能接受可用于零用錢的小小的金額。但如果通過勞動廳保障自己的權益的話，可以得到工資。

另外，印尼、尼泊爾、印度及斯裏蘭卡的勞動者，每月只能休息兩天，除此之外沒有任何休假日，對他們來說，這已經成爲非常普遍的現象。

### 2. 身體上的暴力及性暴力

流動工人有時還遭到各種暴力。例如，用拳頭毆打、用腳踢等等；性暴力包括使用淫穢的詞語騷擾、摸身體部位、強制要求按摩或者口淫等。

### 3. 有關中介的問題

以印尼爲例，印尼政府要求若雇主沒有印尼護照或僱傭勞動者的期間沒有超過兩年的話，要通過注冊國家的就業中介公司來就業。但是，以菲律賓的勞動者爲例，只要通過菲律賓政府尋找工作，就被要求通過中介公司。

香港政府以法律的形勢已經明確規定中介費用（扣金）的最高限額，即中介公司不得征/徵收第一個月工資的 10%。但現實上，菲律賓的中介公司征收的最多爲 HK\$6000（港幣），印尼公司對新移民者和合同更新者分別征收 HK\$21,000 和 HK\$5000 的中介費。斯裏蘭卡公司一般要求相當於兩個月的工資的中介費。根據香港法律，這些行爲都屬於違法行爲。

### 4. 解決方案

對於 HK\$8000 以下的金額及勞動期間，流動工人有權利要求小額薪酬索賠仲裁處(Minor Employment Adjudication Board, MECAB)的幫助。對於\$8000 以上的金額可向勞動法院(Labor Tribunal)提出抗議。但一般來講，從提出訴訟的那一天起需要 1 到 6 個月的時間，在此期間勞動法院或小額薪酬索賠仲裁處的人員完成案件。

另外，流動工人在結束訴訟之前無法找到工作，而且 爲了延長簽證要交納HK\$165 的扣金。因此流動工人在香港很難採取法律上的措施，因爲這種措施還需要 6 個月的時間，在此期間他們又沒有工作，沒有生活來源。

不僅如此，流動工人無法獲得勞動法院或 MECAB 所提供的翻譯服務，在法律上的這些種種原因使流動工人在訴訟過程中處於劣勢地位。

而且，這種法律程序一般需要很長的時間，因此流動工人不願把自己的問題拿到法院來解決。即使提出訴訟，大部分情況下都以勞動者的敗訴而告終，只能有給雇主予以豁免權的結果。

爲了解決這些問題，香港政府做 出過努力，即教育流動工人和雇主低於最低限工資的非法性，但流動工人的福利條款尚未立法。正因爲如此，基督教勵行會（Christian Action）準備進行“流動工人活動(Domestic Workers Programme)”。

國內支持者和“流動工人活動”

國內支持者和“流動工人活動”不管其民族、宗教和國籍，爲了幫助流動工人不受雇主的剝削、不正當待遇或虐待，維護他們的正當權益而提供福利，做 出很多貢獻。

服務的特點如下：

#### 1.1) 法律專家的諮詢服務

來自印尼、印度以及斯裏蘭卡的諮詢顧問在位於約旦的 drop-in center 爲這些流動工人免費提供諮詢服務。流動工人在這裏能獲得諮詢，還會進行協議。這些過程是在使流動工人免受雇主的剝削和虐待、保護自己、維護合法權益方面非常必要的。從 2006 年 1 月到 12 月我們與流動工人進行了 14,832 件協議，獲得了 56 張機票。還獲得了 HK\$4,662,106。其中印尼勞動者占了絕大多數，爲 82%。

#### 1.2) 法律教育

法律教育是爲了防止對流動工人的剝削而進行的預防性教育服務之一。通過該教育使流動工人提高自身保護意識，更好的解決自己的問題。我們通該教育課程告訴流動工人從香港法律中他們能享受的權利和要履行的責任。在很多情況下，流動工人不懂自己應享受的最低工資、周別休假、年假以及病假等權利。

#### 1.3) 改善社會對流動工人的認識

這是在流動工人諮詢服務中最重要的一部分，它包括以下主要內容：

- 有關流動工人權利的內容載入地方雜誌裏邊，每年參加有知名度的活動，從而更加接近流動工人社會。
- 與印尼領事館等政府機關或其他非政府組織進行合作，使人們意識到駐香港流動工人的困難。
- 邀請願意學習駐香港流動工人情況的大學生，進行相關活動。

#### 1.4) 支持



- 爲了長期進行對流動工人的支持，要與關心流動工人問題的政府機構或團體進行合作。
- 與 香港人權監察團體(Hong Kong Human Right Monitor, HKHRM) 所組織的支持團體進行合作，與地方政府代表一起提出相關問題，爲了防止對流動工人的剝削，增強保護手段。
- 與印尼政府代表進行協議，提供有關駐香港印尼勞動者的信息

## 2) Kwa Wan 服務中心和流動工人庇護所

### 2.1) 庇護所

兩家“希望與新開始之家(House of Hope and New Horizons)”是爲了幫助被剝削的勞動者所建立的一種庇護所。除了希望與新開始之家以外，流動工人沒有可安心呆留的地方。每個庇護所可接納 12 名婦女。兩家庇護所自從 2002 年建立到 2006 年 12 月爲止一共接納了 735 名流動工人。

### 2.2) 針對婦女流動工人的教育與管理

福利中心爲他們提供各種各樣的教育服務，例如，宗教教育、集體商談、培養生活技巧和能力、舉辦健康研討會、工作培訓、藝術和烹飪教育、語言教育、IT 教育以及文化教育、休閒活動等等。這些教育以印尼語或印度語來進行。

Diagram 1. 福利中心統計

年	訪問者	電話	參加人數	活動
2003	2,133	365	1,998	315
2004	3,425	1,059	2,669	382
2005	6,176	2,162	4,779	639
2006	8,831	2,977	6,152	727
總數	20,457	6,563	15,598	2,063

在提供法律諮詢服務的同時，通過福利中心提供各種培訓，使流動工人一方面能夠尋找法律上的解決方案，另一方面在結束法律問題之前可提高技術等方面的知識和能力。

## 來自中國大陸的移民者

香港的低生育率居世界第一，在此方面中國大陸移民者的作用功不可沒。在 1997 年香港回歸中國以後來到香港的大陸人口一共有 518,000 人，僅在 2006 年 54,170 名大陸人在香港獲得了入境許可，在 2007 年後半期已經有 9201 名進入香港。

從 2006 年 6 月到 2007 年 6 月所出生的新生嬰兒中有 68% 是大陸人所生的孩子。雖然這些大陸人中有一半還沒拿到永久居住權，但按照香港基本法(HK Basic Law)，新出生的嬰兒會自動獲得香港居住權(right of abode)。不僅如此，香港政府不管其父母的國籍，一旦決定將居住在香港，有責任給這些孩子提供社會福利服務。

在此計劃中最重要的是婦女和兒童。最近遷移到香港的男性移民者越來越增加。因此女人最少要等 5 年才能在香港居住。在等待的期間這些婦女們居住在深圳等接壤地區，以便容易看見自己的丈夫和家人。

另外，大陸中國女性在香港結婚的香港丈夫大部分是中年的低工資勞動者，例如，卡車司機、工地體力勞動者等，這些人的工資相對較低，也不穩定。

許多大陸女性對香港的生活方式和節奏很難適應，他們的困難主要有如下幾個方面：

#### 1. 找工作困難

在香港不承認他們在中國獲得的工作資格證或經驗，因此很多女性在找工作方面面臨種種困難。尤其公共機構和民間部門都要求起碼具有香港中等教育學歷，因此大陸女性在香港找行政或會計方面的工作尤為困難。即使找到工作也只能拿到遠低於香港居民的工資。在 2006 年移民者的中產階層的每月工資為 HK\$6000，但同期香港居民的每月工資是\$10,000。不盡如此，英語能力也成為大陸婦女在香港找工作的絆腳石。

#### 2. 較低的生活水平

上面我已經提出，移民女性的配偶大部分為中年低級勞動者，例如，配送員或工地體力勞動者等，工資相對較低。因此他們的家人只能住在狹窄的房間裏。他們大部分等 3 到 5 年才能獲得公共住宅。

除此之外，因為移民女性的丈夫大部分中老年人，因此以後的生活要靠女性來解決。這些種種原因使大陸移民女性的生活水平難以提高。

#### 3. 子女教育問題

帶孩子到香港移民的母親們在子女教育方面遭到種種困難。因為他們自己本身的教育水平不高，而且香港學校在學期中間不接受學生。另外，大部分移民母親在英語課等方面很難幫助孩子，也難以送孩子去補習班或其他的業餘活動。

#### 4. 結婚問題

如上所說，大陸女性在香港結婚的丈夫大部分為中老年的低收入階層，其中有的甚至超過 70 多或 80 多歲，而且這些女人大部分以非法的形勢入境。與大陸女性結婚的男人中有人真正希望形成一個家庭，但有些男人只需要贍養自己的僕人。如果後者的話，他們對家庭的和睦不大關心，過了新婚以後會出現種種矛盾，有時發展成巨大的摩擦，甚至行使暴力使女人無法承受，一些婦女還決定分居甚至決定離婚。年齡和想法的差異也加劇現狀。

#### 5. 歧視

從中國大陸過來的移民者都在一定程度上受到社會歧視。尤其，經濟不景氣的時候這種現象更為嚴重，當時最大的困難就是就業上問題。另外，移民者一般受到語言暴力。除此之外，令人感到悲傷的是，以女性移民者為例還要忍受配偶及親戚的歧視。因為他們（丈夫和親戚）認為，移民婦女與香港男人結婚的目的只不過是為了在香港生存，通過結婚找到新的人生而已。

移民者的生活处于恶性循环之中：香港政府对子女养育方面的福利不够充分，因此没有收入的移民者只能在家庭照顾家人，因此他们无法顾及找工作的事情，生活水平就很难得到提高。

相對來說，年齡較小的兒童在英語課等跟上學校課程方面沒有多大的困難。但小學 6 年級的孩子們在適應學校方面感到很多困難。他們不僅在跟上課程方面有困難，而且若遇到素質不高的老師，會受到多種歧視，比如語言上的侮辱等，這給孩子的心理造成傷害，會降低孩子的自信和自尊心。

雖然香港政府為了幫助移民者在 2002 年建立了福利中心，但該中心 2004 年就關門了。對

此政府的主張是綜合家庭服務中心能做到的這一點。但到目前為止，政府的服務還遠遠不足以解決移民者在初期適應過程中的困難。

香港政府曾經還開設了“60 個小時適應課程(60 hour induction programme)”，以便幫助移民兒童順利適應和接受香港的正規教育課程。但其效果方面受到了很多人的批評。

2004 年以後香港政府決定給移民者子女賦予綜合社會保障支援(Comprehensive Social Security Assistance, CSSA)。以一般的成人為例，要等 7 年才能得到 CSSA，因此如果家長在工作崗位遭受不正當待遇的話，移民者家庭的生機受到很大的影響。

香港政府對被列入“等待者名單”的移民者家庭提供公共住宅，這一政策對香港居民也同樣適用。但是在被列入等待者名單的期間無法得到 CSSA 的話，移民者家庭會陷入更殘酷的困境。

CA(Christian Action)已經充分意識到幫助移民婦女及其兒童的必要性，鑒于此在 1996 年開設了針對移民者的各種活動和課程。其目的在於使移民者順利融入香港社會成為構成香港社會的一個組成部分。為了達到這一目標我們提供以下幾個方面的支持。

#### 1. 介紹就業崗位

我們建立中心的目的在於給移民者提供幫助的同時形成雇主的招聘網絡，使得雇主容易找到工人。雇主可以在我們中心登記招聘廣告或者由我們來介紹適當的勞動者。

#### 2. 培養工作能力

我們培訓英語、廣東話、電腦及自動出款機等電器的使用辦法。對成人移民者還教育就業搜索能力。

#### 3. 托兒所

移民母親從星期一到星期五可以利用我們所運營的托兒所，從而會有時間去找更好的工作或為了自己學習工作技巧。這一服務是在專門的社會福利員的指導和監督下進行，由移民者自發運營的。

孩子在托兒所的時間裏可以得到輔導，在老師的幫助下完成作業。

#### 4. 對移民者子女的支援

香港政府所提供的“60 個小時適應課程”還遠遠不足以滿足孩子在跟上學校課程方面的需求。因此我們決定該課程擴大到學習成績最差的學生，從而使孩子能夠跟上學校的學習課程。

#### 5. 提供住宅

就像在移民者和雇主之間起橋梁的作用一樣，在移民者和房主之間也要起同樣的作用，即聯系願意不收押金租房子的房主，使移民者不繳納押金能夠安心的找房子生活。

#### 6. 幫助適應

受商業團體和基金會的支援進行針對移民者的各種適應活動，從而使移民者家庭更加接近香港，更好的融入香港社會。通過這些活動移民婦女能擴大在香港社會的活動範圍，其子女能夠找回自信。

我們已經從 1999 年 8 月到 2007 年 6 月在其他地區為 2,700 名移民者提供幫助，並為 65,000 名移民者開設了很多課程和活動。例如，從 2001 年 5 月到 2007 年 6 月，通過“下課後照顧孩子活動”幫助了 3,200 名移民者子女。這一活動不僅對孩子和母親帶來幫助，也對其整個家

庭帶來了有利的影響。

### **越境學生 (cross-border students, CBS)的独特经历**

大陸婦女爲了與已經住在香港的丈夫一起生活要等待 5 年的時間。在此 5 年的時間裏大陸婦女一般生活在與香港接壤的深圳地區，以便與丈夫更容易見面。

但是由于/於父母親都不是深圳市民，其子女要繳納較爲昂貴的學習費。所以很多家長願意把孩子送到香港的免費教育學校，以便同時準備應對進入香港以後要面臨的香港地方教育系統。

一部分越境學生的父母爲中國大陸人。按照香港基本法，擁有出生在香港的父母的孩子能够受到所有的香港教育，也能得到政府所提供的學校教育服務。

根據教育部(Education Bureau)的統計，從 2005 到 2006 超越國境的孩子數達 4498 人，比 2001~2002 增加了 100%。

超境家庭所經歷的困難有以下幾個

#### **A. 孩子經歷的困難**

##### **i. 適應和跟上學校課程難**

如果孩子在小學 2 年級以後加入香港學校的話，尤其在英語課方面受很多困難。

##### **ii. 參加課餘活動難**

在一般情況下，這些孩子的家離學校較遠，因此在接受課餘課程方面有時間上的局限性。而且大部分的孩子整整一個小時要用在來往家與學校上，下課以後感到特別疲勞，使得他們只想快點兒回家。另外，這些孩子們都是低收入階層的子女，如果呆在學校的時間長了，父母要帶來點心等需要餘額的費用。

##### **iii. 建立人際關係難**

移民者孩子們一般沒時間去參加課餘活動，因此與其他孩子們相處的機會也自然會減少，使得孩子很難建立朋友關係。

##### **iv. 接受家長的幫助和指導難**

因爲不跟父親一起住，母親要充當權威者的角色。這些母親不住在香港，對香港教育體系的了解不多，因此在子女的教育方面無法提供幫助，結果很多孩子失去信心。而且還有很多家長還要靠體罰教導孩子，但這種辦法往往適得其反，使得事情變得更加嚴重。

#### **B. 家長的困難**

##### **i. 缺乏與老師的交流**

之所以發生這種問題，是因爲在香港要與教師見面需要較多的金錢。因此家長無法獲得與教師對話的機會。結果，孩子在教育方面出現問題的時候，家長們很難採取適當的對策辦法。

##### **ii. 家長除了學業方面以外，對適當的養育辦法和道德教育方面的知識也相當缺乏。**

iii. 一般情況下，單親家庭的經濟情況更爲困難。因爲大陸出身的母親在香港很難保持穩定的收入。而且這些家庭因爲不居住在香港無法申請 CSSA。

##### **iv. 在他們家庭結婚生活上的問題和養育問題非常普遍，這會給孩子的成長帶來影響。**

如上所說，這些家庭處於/於很多困難，但到目前爲止無法得到任何福利。香港政府以不居住在境內爲理由對他們毫無關心。結果他們無法獲得任何社會福利，因爲中國和香港政府都

一直推卸責任，從而這些家庭成為了福利的死角。

在 2003 年以後 CA(Christian Action)實施了名為 ‘通過為越境孩子及其父母的教育支援活動 (Through Train-Supportive Service for Cross-border Students and Their Parents)’ 的兒童支援活動。我們在深圳等地還建立的辦公室。

從 2005 年中旬到 2007 年中旬，我們一共幫助了 8,693 名移民者，其中 1/3 為與兒童有關的問題。我們與越境孩子所加入的學校做了緊密地合作，具體活動為：共享移民孩子的事例，提供支援活動手冊，與學校內在親職活動方面進行合作等。

從 2003 年中旬開始進行了旨在提高家長親職能力的各種活動。通過這些活動家長培養了從 table 1 種可以看到的各種親職能力和知識。該教育課程還包括了在香港的生活技巧和社會福利信息等內容。

Table 1: ‘通過為越境孩子及其父母的教育支援活動 (Through Train-Supportive Service for Cross-border Students and Their Parents)’ 的具體項目

號碼	活動名稱	目的	關注點
1.	個別指導學校	幫助孩子適應香港學校的課程。	對每個學校提供個別的指導課程
2.	發展群體	提供幫助，使孩子適當應對在學校的困難，提高孩子的自信。	以新的方式代替個別指導
3.	養育教育	提高家長在引導與教育方面的知識。	
4.	家長支援群體	組成母親交流團體，使母親們有機會互相共享子女的養育問題。通過該活動母親們能夠建立人際關係，他們結束活動甚至移居到香港以後可以仍然保持聯繫，從而獲得一個可靠的心理後盾。	
5.	培訓活動及 CBS 父母	提高婦女在某種方面的技能，從而能夠與丈夫形成同等的關係，更好的融入香港社會。	這裏所說的技能包括：溝通能力、找工作的能力等。
6.	為家長和老師的論壇和研討會	搞活在深圳的活動及會議，使家長不去香港也能與香港學校聯繫、溝通。	
7.	向學校提供專業的支持	使學校了解越境學生所面臨的困難。	學生和社會勞動者

8.	對個別人的面談及事例別商談		越境孩子的父母
9.	家族活動	鞏固家長與孩子之間的關係	
10.	2007 緊急許可計劃	緩解越境學生家庭的危機	
11.	手冊	把我們的服務介紹給學校及越境學生的父母	

我們所提供的服務可以幫助越境孩子及其家庭。但是如果沒有政府的補助金的話以後能否持續下去是很難保證的。儘管如此，我們為了幫助他們還會做出盡可能的努力的。因為如果沒有我們的幫助，他們將會無法收到任何幫助。

## 總結

雖然香港政府採取包容政策允許流動工人和大陸中國人及其子女居住在香港，還為他們提供了幫助。但現在的支援還遠遠不夠。

包括 CA(Christian Action)在內的非政府組織應在此方面起到更多地作用。

## Addressing the Challenges of Migrant Workers and New Arrivals from China

Devi Novianti (Manager of Domestic Helpers and Migrant Workers Programme)

## Background

Hong Kong is known as a melting pot where East meets west. According to the Census and Statistic Department, by end of 2006, Hong Kong had a population of 6,864,346, 94.2% of whom are ethnically Chinese. This includes people who were born in mainland China and those former residents who are of Chinese descent.<sup>1</sup> The rest of the population consists of Filipinos, Indonesians, followed by the British and Indians. The Census Department grouped the Pakistanis, Bangladeshis and Sri Lankans in one group which stands at number five on the list, followed by the Thai, Nepalese, Japanese, American, Canadian and other minority populations.<sup>2</sup> Of the 404,073 ethnic minorities in Hong Kong, 57.6 % (232,781) of them are migrant domestic workers.<sup>3</sup>

Despite this, the vast number of migrant workers comes from mainland China, restricted by the daily

<sup>1</sup> 2006 Population by Census office, Census and Statistic Department, published at [http://www.byccensus2006.gov.hk/FileManager/EN/Content\\_981/a112e.xls](http://www.byccensus2006.gov.hk/FileManager/EN/Content_981/a112e.xls), visited on 20.8.2007.

<sup>2</sup> Ibid no.1

<sup>3</sup> Figures provided by Hong Kong Immigration Department.

quota of 150 new arrivals. The migrants face issues ranging from integration to social discrimination. New arrivals from mainland China in Hong Kong experience problems with adjustment in society and also have a tendency to work in low skilled occupations because of their relatively low level of education. Not only do new arrivals have difficulties accessing employment and housing, they also encounter social discrimination. Furthermore, domestic migrant workers who come to Hong Kong under the special scheme are subject to differential treatment which puts them in a vulnerable position compared to other expatriate employees. In addition to this, many migrant domestic workers are underpaid and do not receive full contractual entitlements,

New migrants from China face similar problems in Hong Kong. According to the Immigration Department, there are more than 518,000 mainland Chinese who have migrated to Hong Kong since the handover in 1997, mostly women and children.<sup>4</sup> Hong Kong people perceive migrants from China to be lower skilled workers, ill-mannered and in competition with the locals for jobs and welfare resources. There is also the perception that Chinese education standards are lower than in Hong Kong. As such, the immigrant from China faces various forms of discrimination from the local people.<sup>5</sup>

The Hong Kong Government has implemented a series of measures to improve the situation of migrants in Hong Kong. This includes the introduction of the Anti Racial Discrimination Legislation - which is still under debate in the Legislative Council; induction courses for children; language classes for ethnic minorities; and avenues for legal redress for migrant workers who might have a dispute with their employer; however the position of migrant workers is still weak. This paper will examine the problems faced by migrant workers and new arrivals from China; the 'cross border students' who are live outside Hong Kong whilst waiting for their one-way entry permit to Hong Kong, and the steps taken by Christian Action to address such problems.

### **Migrant Domestic Workers in Hong Kong.**

As stated, there are 232,781 migrant domestic workers in Hong Kong. They came from Indonesia, the Philippines, Sri Lanka, India, Nepal, Thai and Bangladesh.

The Migrant Domestic Workers Scheme was first introduced in 1969. The objective of this policy was to facilitate expatriates who wanted to come to Hong Kong for employment to bring their domestic workers.<sup>6</sup> However, as the economy of Hong Kong became more prosperous, to meet the labour shortage, the Hong Kong government extended the policy of employing foreign domestic workers to the local families so the women in the family could join the workforce. The foreign domestic workers are admitted to work in Hong Kong do not have the right to bring their family members, change jobs to

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<sup>4</sup> Migrants shaping Hong Kong's new face by Shirley Lau, CNN.Com as published in Lexis Nexus Academic Universe, visited on 20.8.07.

<sup>5</sup> Ibid no. 4

<sup>6</sup> An Examination of the Policy on Foreign Domestic Workers in Hong Kong. Dissertation by Law Man Yiu as partial fulfilment of the requirement of the Degree of Master of Public Administration, Department of Politics and Public Administration, Faculty of Social Sciences, University of Hong Kong 1999.

different categories, vote, they are not even considered to be ordinary residents by the Immigration Department. Despite this, the number of foreign domestic workers has continued to increase rapidly over the years.

The situation of migrant domestic workers is not problem free. Although Hong Kong has provided protection for domestic workers and included them in local employment laws, there are problems which need to be addressed.

#### 1. Injustice and unfair working condition suffered by domestic migrant workers

Under the Employment Ordinance, Chapter 57, migrant domestic workers are entitled to minimum wages, weekly rest days, statutory holidays, annual leave, sick leave, maternity leave and compensation, such as long service and severance payment. However, in reality there are some workers who do not receive the minimum wage, set at \$3xxx. This normally happens to Indonesian, Sri Lankan, Nepalese and Indian workers. The 'market rate' for an Indonesian domestic worker ranges from \$1600 to \$2500 per month, Sri Lankans, around \$2000 and Indians might receive as little as \$500 per month. Many of them also do not receive their salary during the first 7 months as their salary is paid to recruitment agencies to settle incurred costs of training and processing fees. There are also cases where Indian domestic workers do not receive their salary at all except for pocket money. However, most of the time, they do not receive their dues unless they lodge a claim with the Labour Department.

It is also very common for Indonesian, Nepalese, Indian and Sri Lankan migrant domestic workers receive only two rest days per month without any statutory holidays, yet further violations of their contracts.

#### 2. Physical and sexual abuse

Migrant domestic workers also experience physical and sexual abuse by their employers. The physical abuse ranges from being pinched to slapped, kicked and beaten. The sexual abuse ranges from inappropriate suggestive language, to being touched, told to perform massages, oral sex or - rape.

#### 3. Problems with recruitment agency.

For Indonesian domestic workers, the Indonesian government requires them to use registered employment agencies unless they are working for an employer who holds an Indonesian passport or have worked for a minimum two years with the same employer. Pilipino domestic workers, however, are only required to use the employment agency services if the domestic workers are processing their employment from the Philippines.

The Hong Kong government has imposed a maximum agency fee which can be charged. Under the law, an employment agency cannot charge more than 10% of the first month's salary upon successful placement.<sup>7</sup> However in reality, the Filipina agencies charge as much as HK\$6000 and Indonesian agencies charge HK \$21,000 for new comers and \$5000 for renewing contract. Sri Lankan agencies normally charged 2 months' salary. All of this is illegal under Hong Kong law.

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<sup>7</sup> Employment Ordinance Cap 57, sub leg. A. Employment Agency.



#### 4. Accessing remedy.

Domestic workers can lodge their complaint with the Minor Employment Adjudication Board (MECAB) for claims amounting to less than HK\$8000 or with the Labour Tribunal for claims of more than \$8000. On average, it takes about 1 to 6 months for the MDW to conclude their case from the time they lodge their complaint at the Labour Department until it is concluded by the Presiding Officer in either the Labour Tribunal or MECAB.

Unfortunately, domestic workers are not allowed to work while they are waiting for their cases to be concluded. They also have to pay a visa fee of HK\$165 each time it needs to be extended. Therefore, not all MDWs are able to access legal remedy as they need savings to stay in HK without a job for a period of up to 6 months.

In addition to this, while the Labour Tribunal and MECAB provide interpreters during the hearing and trial, there are no interpreters provided to help the MDW to fill out the claim form. Again the lack of legal representation in the Labour Tribunal and MECAB weakens the migrant worker's bargaining power in respect to his employer which influences the amount at which the mutually decided to settle.

Furthermore, due to the length of the procedure, many MDWs settle their cases instead of going to trial which means that employers are rarely prosecuted for errant behavior.

In response to these problems, the HK Government has put more effort into educating migrant workers and employers on the legalities of underpayment. However, there are still no welfare provisions for domestic migrant workers who want to stand as witness criminal proceedings. Therefore, these service gaps are filled by the Christian Action Domestic Workers Programme.

#### **Domestic Helpers and Migrant Workers Program**

The Domestic Helpers and Migrant Workers Programme aims to bring justice to migrant domestic workers (MDW) who have been exploited, unfairly treated or abused by their employers or employment agents, regardless of their race, religion or nationality.

Our services include:

##### 1.1) Paralegal Advice

DMW Client Advisers who come from Indonesia, India and Sri Lanka and provide free paralegal advice to MDWs on a daily basis at our drop-in centre in Jordan. These consultations are essential to enable migrant workers to defend themselves against exploitation, abuse and unfairness. From January until December, 2006, we provided 14,832 consultations to Foreign Domestic Workers and won HK\$4,662,106 for our clients in settlements as well as 56 air tickets. Indonesians make up the largest group, comprising 82% of our clients.

##### 1.2) Paralegal Training

Paralegal Training is an essential part of our preventative work to address the continuing exploitation of migrant workers, enabling the migrant workers' community to be more proactive in addressing the injustices they face. We inform migrant workers about their rights and responsibilities under HK labour

law as they are often not aware of the conditions in their contracts which guarantee them a minimum wage, weekly days off, annual and sick leave.

### 1.3) Community Awareness Raising

This is a vital part of our client advisor's work, which includes:

- Outreach to the migrant workers community through writing about migrant workers' rights in community magazines and attending several high profile events every year.
- Collaborating with the Indonesian Consulate and other NGOs to raise awareness to the plight of migrant workers in Hong Kong.
- Hosting students from universities who would like to study issues affecting migrant workers in Hong Kong.

### 1.4) Advocacy

In order to ensure long term policy change concerning the rights of migrant workers, we believe that it is imperative for us to actively engage with governments and agencies concerned with migrant workers.

This takes the form of:

- Attending an advocacy group organised by Hong Kong Human Rights Monitor to raise issues with local government representatives and suggest increased safeguards to prevent the exploitation of migrant workers.
- Engaging with Indonesian Government representatives to give our input on the situation of Indonesian domestic workers in Hong Kong.

## 2) To Kwa Wan Service Centre and Shelters

### 2.1) Shelter

Our two shelters, *House of Hope* and *New Horizons*, are safe houses for exploited workers, offering a safe refuge for destitute MDW who would otherwise be not able to stay in Hong Kong and pursue their labour cases. Each shelter can accommodate 12 women. From the start of service in 2002 until December 2006, the two facilities have provided shelter for **735 foreign domestic helpers** cumulatively.

### 2.2) Educating and Empowering Women

Our service centre provides skills training in topics such as: religious studies and group counselling, life skills, health workshops, job training, arts & crafts, cooking, language, IT classes, and cultural & recreational activities. Classes are delivered in the clients' different languages such as Indonesian or Hindi.

Diagram 1. Service Centre Statistics

Year	Visitors	Phone	Attendance	No. of Activities
2003	2,133	365	1,998	315
2004	3,425	1,059	2,669	382
2005	6,176	2,162	4,779	639
2006	8,831	2,977	6,152	727

TOTAL	20,457	6,563	15,598	2,063
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With shelter and paralegal provision, combined with the service centre, we are making sure that the migrant workers can seek legal remedy and that they are living in a safe environment which enables them to learn new skills whilst waiting for their cases to be concluded.

#### **New arrivals from China**

New arrivals from China have boosted Hong Kong's population since Hong Kong residents feature the lowest birth rate in the world.<sup>8</sup> There were 518,000 mainland Chinese who migrated to Hong Kong after the handover from the British in 1997. In 2006 alone, there were 54,170 one-way permits issued to mainlanders for entrance to Hong Kong<sup>9</sup> and in the second quarter of 2007 there were already 9201 arrivals.

In addition to the boost new arrivals have given to Hong Kong's population 68 % of babies born from June 2006 to June 2007 were of mainland Chinese parents.<sup>10</sup> More than half of these parents are not HK permanent residents, yet their children who are born in Hong Kong are entitled to right of abode in Hong Kong in accordance with HK Basic Law. Hong Kong is also responsible for the provision of social services and welfare for children born in Hong Kong once the children decided to live in Hong Kong, regardless of their parents' nationality.

Women and children constitute the biggest portion of new arrivals under the scheme, however, in recent years; there has been an increase in the number of male migrants who entered Hong Kong under this scheme. The women must wait for a minimum of 5 years before they are eligible to reside in Hong Kong. During the waiting period, some choose to reside in border areas, such as Shenzhen, so that it will be easier for their spouses to stay with the family.

It is also been ascertained that most of the Hong Kong men married to mainland Chinese women who live in the border areas are middle-age men. They are also low skilled workers, such as lorry drivers and construction workers who earn relatively small and unstable income.

Many of these women experience problems with adjusting to the pace of life in Hong Kong.

These problems include:

1. Problems with seeking employment.

As Hong Kong does not recognize Chinese qualifications, it is very difficult for the women to secure jobs such in administrative or accounting positions since the public and private sectors both require a minimum local secondary education. If they manage to secure a job, they will earn much less than local residents. In 2006, the median monthly income of new arrivals was

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<sup>8</sup> Ibid no. 4

<sup>9</sup> Home Affairs Department and Hong Kong Immigration Department on new arrival from mainland. A quarterly report.

<sup>10</sup> Chinese Migrant Boost Hong Kong Population, Xinhua Financial News 14 August 2007, posted at Lexis Nexis academic universe.

HK\$6000 per month whereas the local worker earned \$10,000 per month.<sup>11</sup> In addition to this, the lack of English skills has also deterred these women from getting a good job in Hong Kong.

2. Problems with obtaining decent living conditions

We also found that the spouses of these newly arrival women are middle-age men who are working in low skilled work, such as, delivery and construction work which are not highly paid. Therefore, many of these families could only afford to live in cubicles instead of self-contained apartments. On average, these families have to wait 3-5 years for the allocation of a public housing flat.

In addition to the above, it is not uncommon that the sole bread-winner will be the newly arrived women because their husbands are approaching retirement age. This makes it even harder for the family to obtain decent living conditions.

3. Problems with children's schooling.

Women who come with children have difficulties in helping their children to access good quality education as they are either in lack of a sound academic foundation themselves or there are no vacant places for mid-year intake at most sought-after schools. Most newly arrival parents can not help their children with English homework and do not have adequate resource to support their kids in extra-curriculum activities.

4. Marital problems.

As stated above, most of the men who choose to marry a mainland woman are middle-aged, engaged as a low-skill manual worker, and most likely only moved to HK in the seventies or eighties as an illegal immigrant. While some of these men have genuine intentions to form a family, some of them only want someone to look after them when they grow old. For the latter, normally they do not put so much effort into building up harmonious relations with their families. After the honey moon period of reunion, quarrels, conflicts, or even violence arises and some women feel that they can not cope with the situation. Some would choose to stay on until the domestic violence finishes and some choose to separate and proceed with divorce. The age gap and the different way of thinking actually make the problem worse.

5. Discriminatory treatment.

It is not uncommon that many new arrivals from China experience social discrimination in their daily life. Such discriminatory actions intensified especially during the economic downturns where job opportunities became scarce in the previous years. They were subjected to verbal abuse. The sad part is that they faced unpleasant treatment by their husband relative because they were seen as a gold miner who married a Hong Kong man as a stepping stone.

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<sup>11</sup> Ibid no. 10 and Hong Kong Statistic published at [http://www.censtatd.gov.hk/hong\\_kong\\_statistics/statistical\\_tables/index.jsp?htmlTableID=151&excelID=&chartID=&tableID=151&ID=&subjectID=1](http://www.censtatd.gov.hk/hong_kong_statistics/statistical_tables/index.jsp?htmlTableID=151&excelID=&chartID=&tableID=151&ID=&subjectID=1) visited on 22.8.07

The above problems create a vicious cycle. As there are inadequate government-funded child care services in Hong Kong, an immigrant who does not have a good income would be forced to stay at home to look after their family and therefore she is not able to improve her standard of living via employment.

While children of a young age have lesser problems, except with English lessons and keeping up with the Hong Kong curriculum, children who are in Primary 6 have more problems in adjusting themselves to the new school. They have difficulties in following the Hong Kong curriculum and some of them have also faced a harsh attitude of the teacher who then made discriminatory comments towards the child, ruining their confidence.

The Hong Kong Government set up service centres especially to help the new arrivals in 2002. However since 2004, the service centre was closed down and the government claimed that the needs could be met in the Integrated Family Service Centres. However, the needs are immense but the public services are far from enough in helping new arrivals to overcome the challenges encountered in their early stage of resettlement.

The Government also launched a 60 hour induction programme for school-age children as a bridging programme to formal schooling in Hong Kong. However, the 60 hour induction programme is always criticized as inadequate in helping the newly arrived children to adapt to the Hong Kong education system.

Since 2004, the Government only makes the newly arrived children eligible for Comprehensive Social Security Assistance (CSSA) Scheme. For adult new arrivals, they have to wait 7 years before they are entitled to CSSA. Therefore, when something happened to the breadwinner that handicaps his/her engagement in a paid job, the family finds it very difficult to sustain their living in Hong Kong.

The Government also provides public housing for the newly arrived family with a 3 year waitlist. The same policy is also applicable to the local people. However, without CSSA entitlements during the waiting period, the newly arrived families are more vulnerable.

Christian Action recognizes the needs of the newly arrival women and children from China. In 1996, we set up the New Arrivals Programme which aims to help the new arrivals to integrate into society and build up community support by:

1. The Job Referral Program.

We have established our centre as a service provider for newly arrived people and we established an Employer Network where they can post an advertisement at our centre. We will then try to find suitable candidates to refer to this employer.

2. The Skill Enhancement Programme.

We offer English Courses, Cantonese Courses, computer courses and electronic cashier training and improve the job searching skills to the newly arrived adult.

3. After School – Child Care Service.

From Monday to Friday we operate a child care service for free to mothers, so that they can find a job or improve themselves in order to get a better job. This service is operated by our

newly arrived women who volunteer their services with the supervision of social workers and program assistance. While the children are in our centre, we help them to do school revision and make sure that they completed their homework before they go home.

4. Newly Arrived Children Supporting Programme.

The 60 hour induction programme which was initiated by the government was not adequate enough to prepare the children to catch up with the Hong Kong syllabus. We therefore decided to extend the programme to the children, especially the weakest children so that they would not fail their study at school.

5. Rent Roll Network

Similar with the Employer Network we have built up our landlord network which is willing to let out flat without any deposit, therefore the new arrived family can live in a decent place without spending too much money for deposit.

6. Providing orientation activities for the newly-arrived families

Sponsored by different commercial organizations or the Community Chest, we are organizing different outings for families, so that they are familiarized with Hong Kong. We hope that these activities could make the women more mobile and help the children in the development of confidence and self image.

Since August 1999 to June 2007, we have helped 2,700 families in different areas and we have organized programmes and services for 65,000 new arrivals (adult and children). From May 2001 to June 2007, we cared for 3,200 children in our After-School Care Project which are very beneficial to the children, the mother and their families as a whole.

**The unique scenario of cross-border students(CBS)**

There is a 5 year wait-list before mainland women can reunite with their husbands in Hong Kong. During this waiting period, these Hong Kong linked families choose to reside in Shenzhen, across the border between the mainland and the Hong Kong Special Administrative Region, as it allows easy access for fathers to see their families.

As both parents are not Shenzhen citizens, their children have to pay high fees to attend school. Therefore, many parents choose to send their children to school in Hong Kong to utilise the free education system and to prepare their children for the local education system.

Some cross-border students are born of mainland parents. Under the Basic Law of Hong Kong, these children of Chinese parents born in Hong Kong are entitled to all Hong Kong benefits. They are also eligible to access education services in schools funded by the Government.

According to figures from the Education Bureau, there were 4498 cross-border students in the school year 2005-06 and an increase of 100% as compared with the period of 2001-02

These cross-border families face immense difficulties including:

A. For the students

- i. Difficulties in following the school curriculum & mode of study.

This is particularly true for the students who enter school in Hong Kong when they are in Primary 2 or above, especially in subjects taught in English.

ii. Unable to participate in extra-curricular activities.

As these students live far away from their schools they have very limited time to enjoy extra-curricular activities. Most of the students have to travel for more than one hour each way. By the end of the school day, they are quite tired and need to rush home. Furthermore, as most of them come from lower income families, staying longer means extra expenses to buy food and snacks for the children.

iii. Weak social networks with schoolmates.

As students do not have time to join the extra-curricular activities, they do not have adequate time to build up friendship with other students in the school. As a result, they are subject to bullying.

iv. Lack parental support and guidance.

Due to the absence of the father, the mother assumes the authoritative role towards the children and their education. Unfortunately, as the mother does not live in Hong Kong, her understanding of the Hong Kong education system is very limited. Therefore, she is not able to give support as is needed by the children. As a result of this many cross-border students are less confident than their local counterparts. Furthermore, many parents still use corporal punishment as a way to discipline their children which in turn, will actually worsen the problems of their children.

B. Problems faced by the parents.

i. Insufficient communication and connection with teachers.

This happens because parents find it is too expensive and too difficult to come to Hong Kong to meet their children's teacher. Therefore, the parents have very little communication with teachers. As a result, the parents will find themselves in a helpless position when dealing with their children's education matters in Hong Kong.

ii. Due to the above, the parents also do not have enough knowledge regarding academic, parenting skills, and moral development of their children;

iii. For those single parent families, financial hardship is common due to mainland mothers' limited capability to maintain a good and stable income. The family is also unable to apply for Comprehensive Social Security Assistance (CSSA) as they do not have a Hong Kong address;

iv. Marital relationship and parenting problems are very common among these broken families which in turn, affect the development of their children.

Despite these problems, no tailor-made services are designed for such children.. The government does not feel that they should take care of someone who lives outside Hong Kong territory. As a result, no formal social services are catered for these students and their families because no resources are allocated by either the Chinese or Hong Kong government.

Since 2003, Christian Action has operated a support programme for the cross-border students, the

*“Through Train-Supportive Service for Cross-border Students and Their Parents.”* We also opened

格式化: 項目符號及編號

an office in Shenzhen and in Sheung Shui area.

Since mid 2005 until mid 2007, we have served 8,693 clients and one third of them are children. We work closely with the schools enrolling cross-border students through direct case referrals, dispatch project newsletters, and collaboration with the parent programme in schools.

Since mid 2003, we have organized different activities aiming to enhance parents' capacity so that they can acquire proper skills and knowledge in the upbringing of their children as shown in table 1. Information regarding the life-style and social services in Hong Kong are also rendered in the programme sessions.

Table 1: Services rendered in the *“Through Train-Supportive Service for Cross-border Students and Their Parents” Project.*

No.	Name of Project	Objective	Remarks
1.	<b>Tutorial School</b>	To help the CBS to keep up with the syllabus in Hong Kong.	This programme was terminated as the school has now provided their own tutorial programme.
2.	<b>Development Group.</b>	To help the CBS to cope with school pressure and to increase their confidence.	This is a new initiative to replace the tutorial program.
3.	<b>Parenting Education.</b>	To improve the knowledge of the CBS parents in educating and helping their children in their development.	
4.	<b>Parent support group.</b>	To build a strong support group for the mother so that they can share their problems in raising the children and we hope that the friendship can continue when the programme ceases or when they move to Hong Kong so that they are not isolated once they moved to Hong Kong.	
5.	<b>Training Activities to the CBS parents.</b>	To equip them with special skills to improve their relationship with their husband and to integrate better into Hong Kong society.	This covers communication skills, job seeking skills, etc.
6.	<b>Forum and seminar for the parents and teacher.</b>	To facilitate a meeting in Shenzhen to improve communication between the school and the parent without having to go to Hong Kong.	



7.	Provide professional assistance to the school.	To improve the school's understanding of the problems faced by the CDS.	Teachers and social workers.
8.	Personal Guidance & case counselling		The family of CBS
9.	Family activities	To improve relationships between parents and children.	
10.	Emergency Grant mid 2007	To help the family CBS in crisis.	
11.	Newsletter	To introduce our services to the school and CBS parents.	

While our services are able to make a difference to cross-border students and their families, however there is no guarantee on the continuation of this programme as there are no government subsidies. We are, however, doing our best in providing services for this group of people because there is no other assistance available to them.

### Conclusion

While Hong Kong Government implement an embracing policies to allow migrant workers, mainland Chinese adult and children to come to Hong Kong. However the support given to them are not adequate enough. It is up to the NGOs like Christian Action to fill in the service gap for these groups of people.

### 了解駐香港南亞移民勞動者（或者流動工人）的現狀— 通過“資產接近法”幫助南亞勞動者恢復自信，加深民族之間的理解與和諧。

Lo Kai Chung （HKSKH Lady MacLehose Centre 組織委員長）

**摘要:** 衆所周知，香港是名副其實的國際城市，社會福利志願服務特別發達，因此每年有大批外國人群爲了找工作來到香港。其實在 680 萬香港人口中很大一部分是以海外移民者構成。尤其南亞移民者較多，例如，上巴基斯坦、印度、尼泊爾等地的移民者已經具有半個世紀的歷史了。在上個世紀香港回歸中國之前移民者的勞動機會比較多，社會地位也相對較高。但在 1997 年結束殖民統治以後，政府對移民勞動者的政策發生了很大的變化，社會上的壓力也開始增大。香港回歸中國後的 10 年來，移民勞動者不僅失去了既有的種種優惠，連能否繼續居住在香港也很難保證了，他們正在面臨很多困難。本報告要探討香港的回歸給南亞移民者的生活所帶來的變化及香港正在面臨的問題。

### 發表順序:

#### (I) 前言

- 介紹演講概要及報告主題

- 居住在香港的移民勞動者
- 移民勞動者（流動工人）的定義

(II) 過去: 香港南亞移民者的歷史

- 南亞移民者來香港的背景
- 上世紀 50 年代以後南亞移民者的生活（就業，教育及家庭背景）
- 對南亞移民者的政府政策，社會壓力：流動工人的獨特地位

(III) 現在: 在 1997 年香港回歸中國以後南亞移民者的困難

- 在 1997 年香港回歸中國以後南亞移民者的生活(就業、教育、日常生活)
- 南亞移民者居住香港的理由
- 對南亞移民者的政府政策和社會壓力：剝奪居住香港的機會

(IV) 未來: 社會整合和恢復自信的問題

- 教訓： 澳大利亞的種族問題和香港的民族和諧
- 需要政府的政策及措施：通過南亞移民者的變化與整合，找回被剝奪的機會

**Realities of Migrant Workers of South Asian Ancestries in Hong Kong An endeavor in applying an Asset-based Approach to build up self-reliance abilities and promote Racial Harmony for South Asian Communities**

MR. Lo Kai Chung (Organizing Officer of HKSKH Lady MacLehose Centre)

**Abstract:**

Hong Kong is considered as an advanced and international city with good social services support. People from various countries come to look for job opportunities. And among its 6.8 million populations, these are a significant number makes a cities of migrants workers in Hong Kong. In fact, South Asian migrant workers (including Pakistani, Indian and Nepalese) have a history of more than half century in Hong Kong. Under the background of colonial governance in last century, those migrants had more opportunities and higher social status to be workers. Nevertheless, the end of the colonial governance in 1997 created a sudden shift of government policies and social impression towards them. Adding to the loss of advantages of their new generation in Hong Kong, they become an opportunity loser of being Hong Kong residents and they were facing many difficulties in the past ten years after Hong Kong returns

to its motherland. This paper is a review on the changes in life of South Asian migrants due to the transformation of sovereignty of Hong Kong and a citation on the unavoidable results the Hong Kong should take in respond to this situation.

**Outline of Presentation:**

(I) Introduction

- Presentation outline and main theme of the paper / views
- The different kinds of oversea workers in Hong Kong
- Definition of Migrant Workers

(II) The Past: The Historical Background of South Asian Migrants in Hong Kong

- Reasons of South Asian migrate to Hong Kong
- The real life of South Asian migrants in Hong Kong since 1950' s (employment, education and their families background)
- Government Policies and Social Impression towards South Asian migrants : A unique status of being workers

(III) The Present: The difficulties South Asian Migrants met after the change of sovereignty transformation of Hong Kong since 1997

- The real life of South Asian migrate in Hong Kong since 1997(employment, education and their daily life)
- Reason of South Asian stay in Hong Kong
- Government Policies and Social Impression towards South Asian migrants: An opportunity loser of being Hong Kong residents.

(IV) Their Future: A matter of social inclusion and building of Self-reliance ability

- Learn from a lesson: Experience from Racial Conflict in Australia and promotion of racial harmony in Hong Kong
- Government Policies and Action needed: Integration and transformation of South Asian residents to be opportunity gainer

Japan

## 日本社會福利現場的 人力確保動向及展望

### ❖❖ 人力缺乏現狀及解決方案 ❖❖

菊 池 繁 信 (社会福祉法人 吹田みどり福社会 理事長)

#### 前言

- ❖ 目前日本社會的人力缺乏問題非常普遍
- ❖ 階層之間的差距成為社會問題
- ❖ 地區、收入、行業之間的差距等
- ❖ 生活意識的變化也起到了很大的作用
- ❖ 受經濟恢復的影響介護人員(護理人員)的缺乏現象更為嚴重
- ❖ 怎樣從社會層面保障介護服務?

## 1. 福利工作的人力缺乏問題

- ❖ 福利事業領域的人力缺乏現象日益嚴重
- ❖ 介護領域尤為嚴重
- ❖ 擔心，在兒童和殘疾人領域是否也會出現 同樣的現象？
- ❖ 其原因如下：

① 低生育率、老齡化的日益嚴重

② 經濟恢復

③ 勞動者意識的變化及工作條件

- ❖ 連事業能否持續下去也很難保證

## 2. 日本低生育率、老齡化趨勢

- ❖ 低生育率的原因

① 未婚率的上升

② 夫妻所願意的子女數和實際出生的子女數之間的差距

- ❖ 低生育的原因和背景
- ❖ 老齡化的現狀及趨勢
- ❖ 老齡化的原因
- ❖ 老齡化的影響
- ❖ 社會勞動力的下降

## 3. 介護人員的素質和人力缺乏問題

- ❖ 介護人員的從業人數嚴重缺乏

① 原因（低生育率、老齡化，經濟恢復，從業人的意識變化等）

② 介護人員工資等經濟上的問題

- ❖ 介護人員的素質問題

① 引進護理保險時相關需求大幅增加

## ②對護理報酬的限制帶來經營上的問題

❖估計，以後情況將會持續惡化

### 4. 對介護人員意識的問卷調查結果

❖据介護勞動穩定中心的調查

對現在工作的滿意度：「工資（21.1%）」「福利（22.4%）」「工作時間，休假日等工作條件（27.1%）」「教育訓練，開發能力（18.9%）」，普遍很低。

❖大阪府社會福利協議會的調查

有 70%對工資表示不滿，有 60%回答對公司不感到歸屬感，被問及為了繼續工作需要什麼條件時，有 90%的人回答說「改善在公司的人際關係」「提高專業能力」重要。

❖工資和工作條件的改善是共同的課題

### 5. 工作環境・勞動條件上的問題

❖工資水平的問題

❖勞動時間及休假等勞動條件的問題

❖休假保障問題

❖對公司的歸屬感問題

❖保障提高工作能力的機會

❖在公司的人際關係問題

❖介護人數的缺乏問題

### 6. 介護人員的工資情況

❖「工資滿意度（21.1%）」

「有 70%對工資表示不滿」

❖一般企業本科畢業生的第一份薪水

第一份薪水(全行業 1~2)，產業別第一份薪水(本科白領)

關於規模別第一份薪水(全行業)，請參考圖表

❖ 大阪介護事業工作人員的第一份薪水

參考行業別第一份薪水(圖表)

❖ 正規工作者的行業別平均年薪(根據 S-BAST)

## 7. 介護人員的壓力

❖ 3D 工作： 「難」「髒」「險」

❖ 介護人員的壓力因素

①在夜班時要擔心是否會出現出發事件

②與工作強度相比工資較低

③休息時間少

④存在人力缺乏問題

⑤因為入住者的突發行為感到不安

❖ 介護人員的成就感

❖ 雇傭管理層面的對應和繼續工作的願望

## 8. 制度上的課題

❖ 制度本身的問題

①遠低於一般水平的工資

②提高工資會增加國民負擔

③根據經營狀態調查，重新檢討介護報酬問題

❖ 制度運營上的問題

①職員人數及分配的問題

②會計基準的問題等

## 9. 制度及支撐制度的國民負擔



- ❖日本國民的負擔
- ❖介護人員的報酬和國民負擔的關係
- ❖高福利高負擔還是低福利地負擔？

國民處於兩難的境地

- ❖日本的財政狀況(國債餘款等)
- ❖公共事業的局限性

## 10. 展望和解決方案

### ❖未來展望

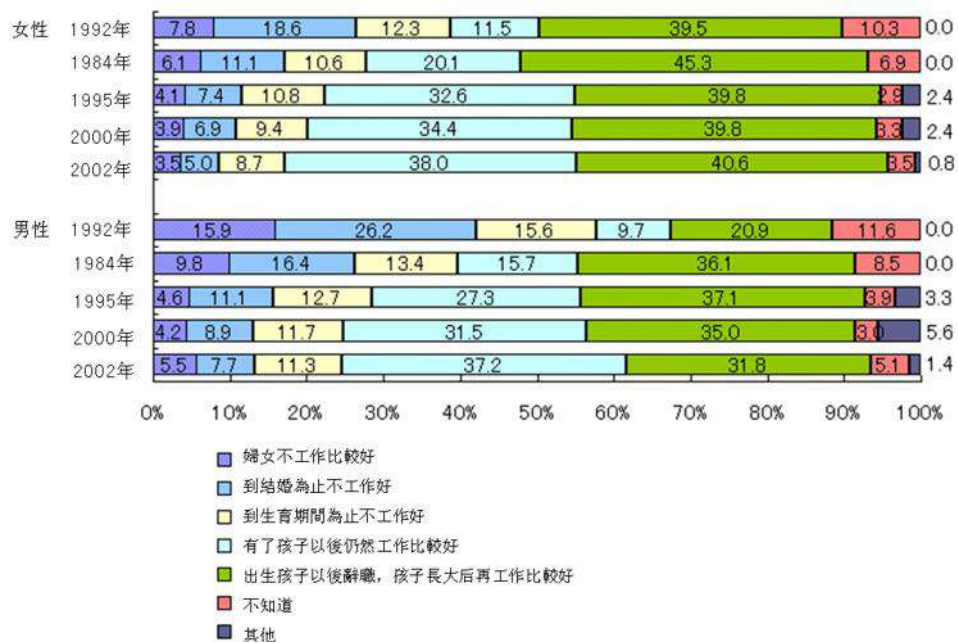
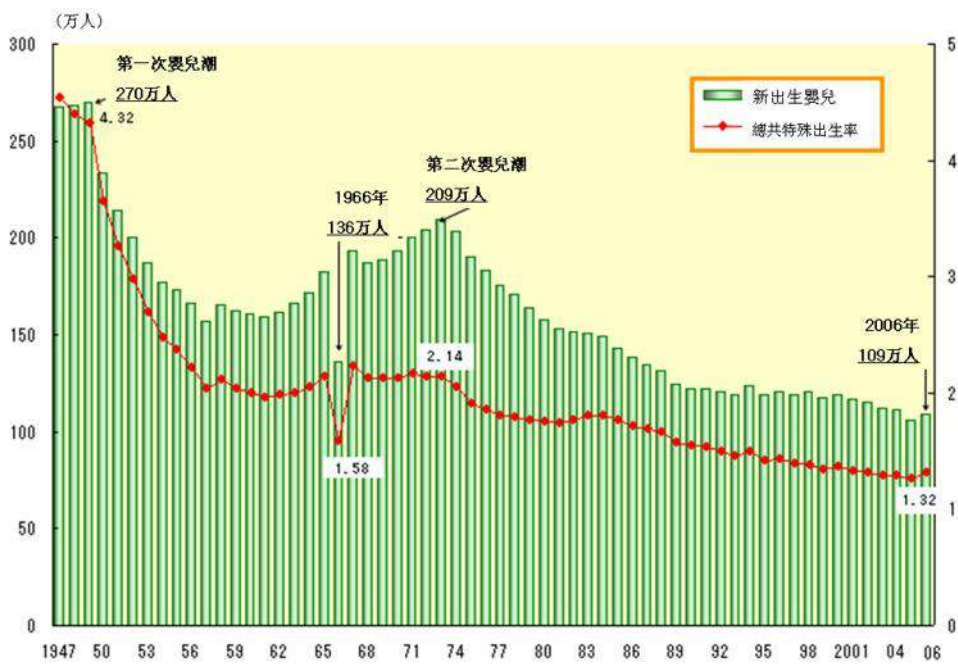
- ①今後還需要 40~60 万人介護人員
- ②低生育率、老齡化將持續下去
- ③國家財政危機很難得到改善
- ④公共事業的局限性

### ❖解決方案

- ①勞動人口的補充(例如, 外籍勞動者等)
- ②重新檢討介護人員的工資水平
- ③通過國民協議, 檢討國民負擔內容
- ④對工作環境和勞動條件進行改善

## 總結

- ❖爲了確保介護人員及福利從事人員, 要先解決歷史性的課題。
- ❖要考慮老齡者介護工作的種種問題
- ❖國民意識的變化和應對不足
- ❖要重新檢討制度及制度運營模式



The trend and future outlook of working people in Japan' s social welfare sector

Workforce shortage and solutions

## **Beginning**

- 1 ) Workforce shortage in Japan' s society
- 2 ) Japanese society becoming more two-tired
- 3 ) Regional disparities, income disparities, job disparities
- 4 ) Changes in a way of thinking
- 5 ) With economic recovery, decrease in home helpers
- 6 ) Home help service needed to be guaranteed

### **1 . Workforce shortage in social welfare sector**

- 1 ) Workforce shortage in social welfare sector
- 2 ) In particular, severe workforce shortage in home help service
- 3 ) Possibility for the shortage expanding to sectors of children and the disabled
- 4 ) Cause
  - ① low birth rate and aging society
  - ② economic recovery
  - ③ changes in a way of thinking and working conditions
- 5 ) Bad impact on the whole business sector

### **2 . Low birth rate and aging in Japan**

- 1 ) Cause for low birth rate
  - ① Increase in unmarried people
  - ② Gap between the ideal number of children and the number of babies born
- 2 ) Cause and background of low birth rate
- 3 ) Current status and change of aging
- 4 ) Reason for aging
- 5 ) Influence of aging
- 6 ) Workforce shortage

### **3.Labor shortage in terms of quality and quantity**

- 1 ) Home helpers' shortage in terms of quantity
  - ① cause of shortage ( low birth rate and aging society, economic recovery, changes in a way of thinking )
  - ② low income
- 2 ) Home helpers' shortage in terms of quality
  - ① increase in people using home helper service with insurance
  - ② low income
- 3 ) The possibility of deteriorating condition in the future

### **4 . Results of home helpers' attitude survey**

- 1 ) The survey of center for home help labor stability showing low satisfaction related to work 「 wage

( 21.1% )」 「welfare benefits ( 22.4% )」 「working condition, including working hours and holidays(27.1% )」 「training, man power development ( 18.9% )」

2) The survey of social welfare juridical person in Osaka prefecture showing dissatisfaction with income (70%), lack of belongings (60%), emphasis on better relationship with co-workers and ability development for keeping working (90%)

3) Improvement of working condition

## **5 . Problems in working conditions and environment**

1 ) Low and unstable income

2 ) Working hours and holidays

3 ) Difficulty in taking vacation

4 ) Lack of belongings

5 ) Opportunity of upgrading quality

6 ) Relationship with co-workers

7 ) Labor shortage

## **6 .Home helper' s wage**

1 ) 「 income satisfaction ( 21.1% ) 」

「 income dissatisfaction(70%) 」

2) Starting salary for university graduate employees in companies

starting salary (whole industry 1 ~ 2 ),

starting salary on an industrial basis (office worker )

starting salary on a scale basis (whole industry)

see all charts

3) Starting salary of home helpers in Osaka

see chart on starting salary on a job basis

4) An average annual salary of full-time helpers (based on S－BAST )

## **7. Stress of home helpers**

1 ) 3D Jobs 「 difficult 」 「 dirty 」 「 dangerous 」

2) Stress causes of home helpers

① feeling nervous about what would happen on night work

② low income

③ difficult to take vacations

④ labor shortage

⑤ feeling nervous about tenants' unexpected act

3) Fulfillment and worthiness of home helpers

4) Response to employment management and keeping working intention

## **8 . Problems with the system**

1 ) Problems with the institution

- ① insufficient payment with the current unit price
- ② high burden of people with higher unit price
- ③ review on home help service payment based on the actual business condition
- 2) Problems with institution management
  - ① regular staff and staff disposition
  - ② accounting standards

#### **9. Institution and people's burden on the institution**

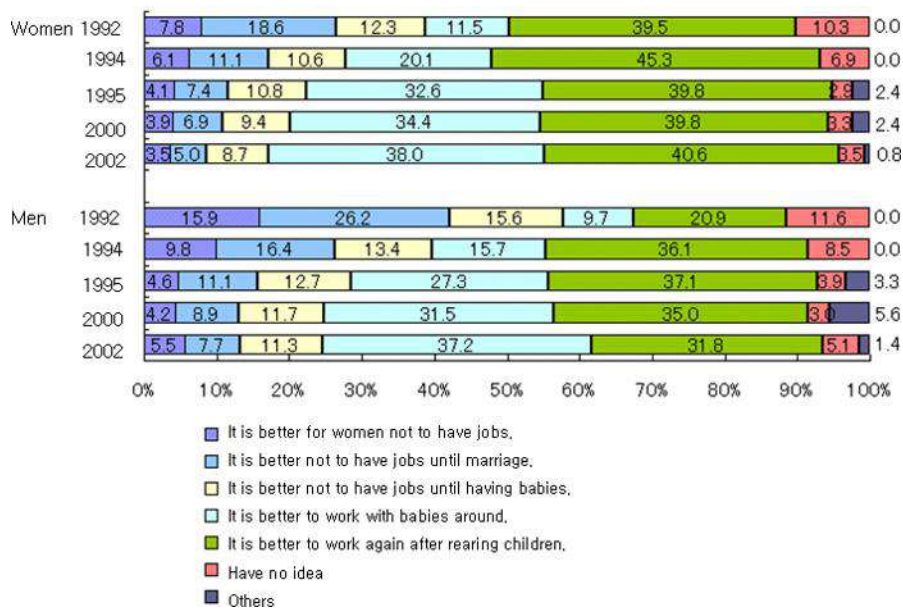
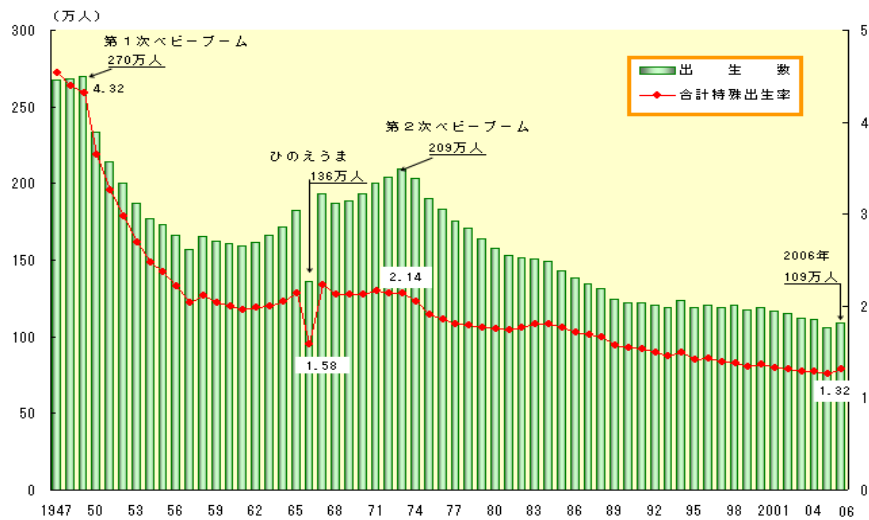
- 1) Japan's International Tax Comparison
- 2) Relations between home helpers' income and people's burden
- 3) People at the crossroads
  - High welfare meaning high burden or low welfare meaning low burden
- 4) Japan's financial condition (the balance of national debt)
- 5) The limits of public enterprise

#### **10. The future outlook and solution**

- 1) The future outlook
  - ① 400,000-600,000 of home helpers needed
  - ② low birth rate
  - ③ government's financial crisis
  - ④ the limits of public enterprise
- 2) Solution
  - ① supplement of labor force( foreign workers)
  - ② review on unit price
  - ③ review on people's burden based on national consensus
  - ④ improvement in working environment and working condition

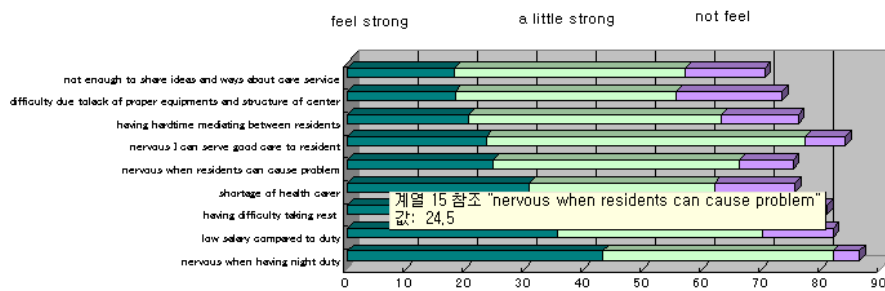
#### **Conclusion**

- 1) Solving historic problems to secure work force in the welfare sector
- 2) Solving problems with aging people's working in the home help service
- 3) Poor response to changes in people's way of thinking
- 4) Review on institution and institution management



stress of senior healthcarer( center for senior healthcarer(2005))  
situations when healthcarer feel stress ratio of whole carer(n/580)

	feel strong	a little strong	not feel
nervous when having night duty	42.9	38.8	4.5
low salary compared to duty	35.3	34.5	11.9
having difficulty taking rest	33.3	33.8	13.6
shortage of health carer	30.5	31.2	13.6
nervous when residents can cause problem	24.5	41.4	9.1
nervous I can serve good care to resident	23.3	53.8	6.7
having hardtime mediating between residents	20.3	42.6	12.9
difficulty due to lack of proper equipments and structure of center	18.1	37.2	17.8
not enough to share ideas and ways about care service	17.9	39.0	13.3

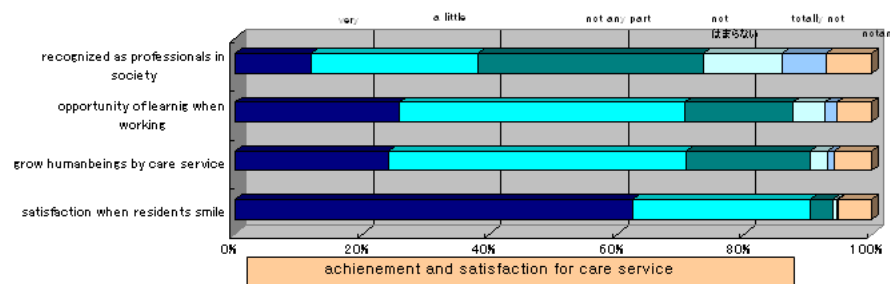


stuations when healthcareer feel stress(graph)

#### achievement and satisfaction for care service

(n = 580)

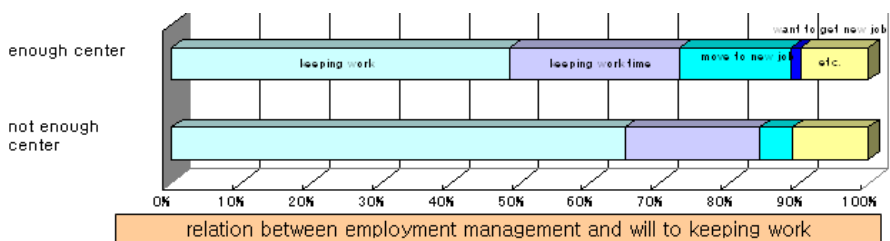
	very	a little	not any part	not	totally not	not answer
satisfaction when residents smile	62.4	27.9	3.6	0.7	0.1	5.3
grow humanbeings by care service	24.1	46.7	19.5	2.8	1.0	5.9
opportunity of learnig when working	25.9	44.8	16.9	5.0	1.9	5.5
recognized as professionals in society	11.9	26.2	35.5	12.4	6.9	7.1



achienement and satisfaction for care service

#### relation between employment management and will to keeping job

	as possible as keeping	for some time keeping	if opportunity move to new job	want to get new job	not answer don't know
employment enough centers	65.1	19.4	4.7	0.0	10.9
management not enough	48.6	24.3	16.0	1.4	9.7



relation between employment management and will to keeping work

# study for duty awareness of senior healthcarer(extract)

(study by senior facility under Osaka social security association(2006))

## satisfaction about employee benefits

(n = 2859)

	dissatisfaction		a little dissat.		satisfaction		very satis.		average	standard deviation
	worker	%	worker	%	worker	%	worker	%		
1 salary	833	30.0	1,033	37.2	842	30.3	72	2.6	2.06	0.84
2 benefit package	455	17.0	859	32.1	1,265	47.3	95	3.6	2.37	0.80
3 vacation	736	26.7	769	27.9	1,064	38.6	187	6.8	2.25	0.93
4 position&role	253	9.6	615	23.4	1,589	60.4	175	6.6	2.64	0.75
5 duty system	617	22.3	1,044	37.8	1,009	36.5	92	3.3	2.21	0.82
6 full or part time	340	12.5	605	22.2	1,476	54.2	300	11.0	2.64	0.84

## conditions for keeping job

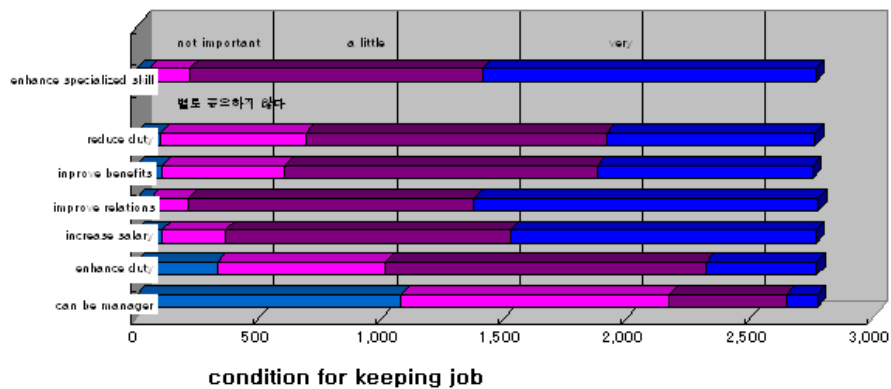
(n = 2859)

	not important		not particular impr.		a little important		very important		average	standard deviation
	worker	%	worker	%	worker	%	worker	%		
can be manager	1,076	38.8	1,093	39.4	477	17.2	125	4.5	1.87	0.85
can get training	331	12.0	684	24.7	1,301	47.0	452	16.3	2.68	0.89
up level of income	104	3.8	259	9.4	1,158	41.9	1,246	45.0	3.28	0.78
improve relation	58	2.1	156	5.6	1,159	41.8	1,402	50.5	3.41	0.69
enhance benefits	105	3.8	500	18.2	1,271	46.2	878	31.9	3.06	0.81
reduce duty per person	99	3.6	591	21.4	1,222	44.2	851	30.8	3.02	0.82
increase skill as senior health carer	51	1.8	169	6.1	1,187	42.9	1,357	49.1	3.39	0.69

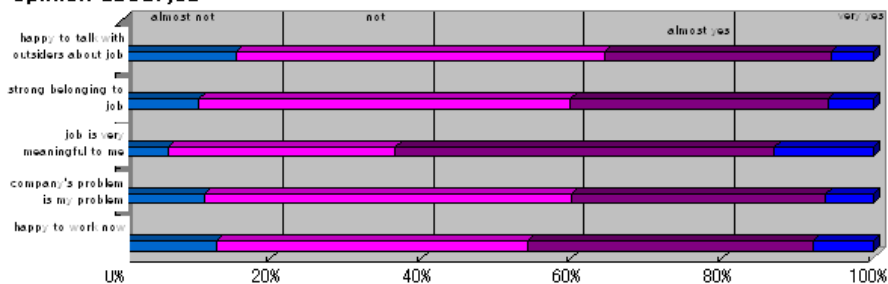
## sence of belonging to workplace

	almost not		not particular		almost yes		very yes		average	standard deviation
	worker	%	worker	%	worker	%	worker	%		
<b>opinion about workplace</b>									2.42	0.54
I'm happy to work now	354	12.7	1,158	41.4	1,062	38.0	224	8.0	2.41	0.81
my company's problem is my problem	309	11.1	1,362	48.8	942	33.8	178	6.4	23.35	0.76
meaning of my job is huge	175	6.3	843	30.2	1,406	50.4	367	13.1	2.70	0.77
I have strong belonging to my workplace	287	10.3	1,369	49.4	950	34.3	167	6.0	2.36	0.75
I'm happy to talk to some one about my workplace	427	15.3	1,364	49.0	835	30.0	159	5.7	2.26	0.78
<b>reason to work current job</b>									2.54	0.53
difficult to quit though want to quip	264	9.5	641	23.0	1,142	41.0	738	26.5	2.85	0.92
quitting means lost lots of things in my life	516	18.5	1,307	46.8	735	26.3	235	8.4	2.25	0.85
my job is necessary for me	128	4.6	482	17.2	1,565	55.9	627	22.4	2.96	0.76
getting new job is difficult if I quit now	379	13.7	979	35.4	90	32.6	507	18.3	2.56	0.94
reason I don't quit is I don't get benefits I enjoy now	788	28.3	1,145	41.1	584	21.0	270	9.7	2.12	0.93

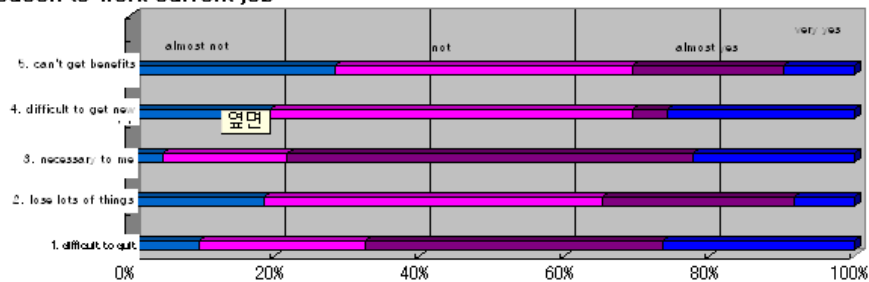




#### opinion about job

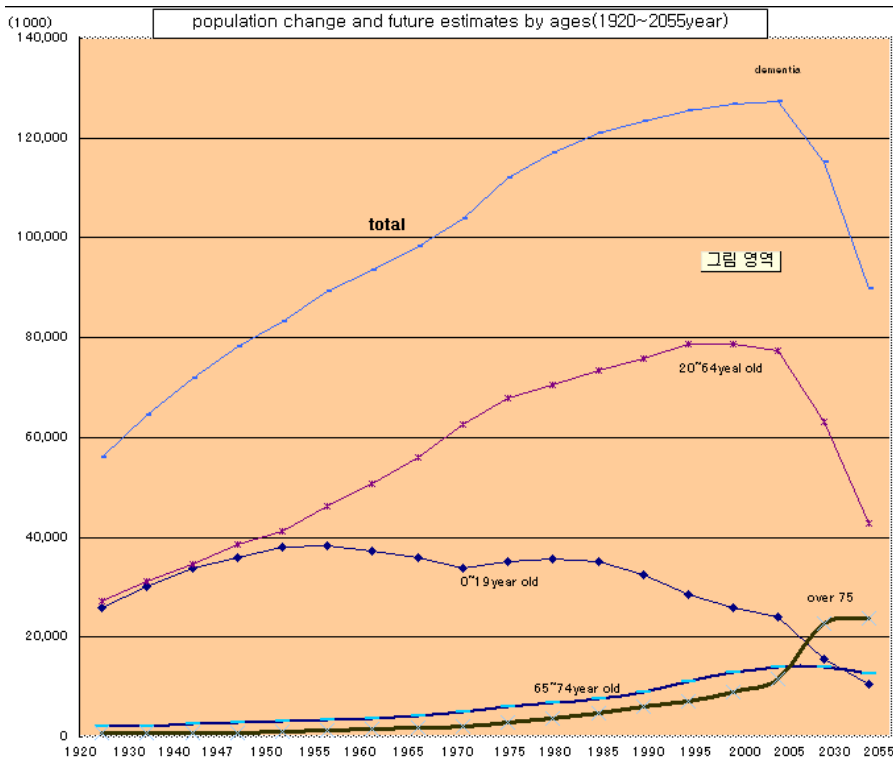


#### reason to work current job



population change and future estimates by ages(4 types)  
(1920~2055년)

year \ age	population (1,000people)				
	0~19year old	20~64year old	65~74year old	over75year old	total
1,920	25,835	27,186	2,209	732	55,962
1,930	30,119	31,267	2,182	881	64,449
1,940	33,746	34,733	2,550	904	71,933
1,947	35,837	38,520	2,880	865	78,102
1,950	37,996	41,090	3,052	1,057	83,195
1,955	38,424	46,104	3,360	1,388	89,276
1,960	37,375	50,694	3,724	1,626	93,419
1,965	36,018	58,076	4,307	1,874	98,275
1,970	33,887	62,502	5,118	2,213	103,720
1,975	35,169	67,859	6,025	2,841	111,894
1,980	35,779	70,562	6,988	3,660	116,989
1,985	35,013	73,526	7,757	4,712	121,008
1,990	32,493	75,897	8,921	5,973	123,284
1,995	28,572	78,607	11,091	7,170	125,440
2,000	25,961	78,731	13,007	8,999	126,698
2,005	24,090	77,524	14,070	11,602	127,286
2,030	15,502	63,052	14,011	22,659	115,224
2,055	10,566	42,901	12,597	23,866	89,930



result of new university graduates' initial salary (graduation in March, 2006: Federation of Economic Organization)  
initial salary by industry (office work of university graduate)

industry	initial salary	index	industry	initial salary	index
grocery	206,411	101.2	average of whole industry	203,960	100.0
fabric, cloth	207,408	99.9	civil engineering & construction	203,094	99.6
paper, pulp	212,107	104.0	wholesale & retail	205,861	100.9
chemistry, rubber	210,191	103.1	finance & communication	160,755	88.6
petroleum, coal	260,500	127.7	transportation & communication	202,579	99.3
metalworking, m.f.	205,390	99.7	electricity & gas	198,201	97.2
machinery	201,787	98.9	service sectors	207,330	101.7
publishing, printing	222,063	108.9	# average of initial salary = 100		
manufacturing	201,701	98.9	average of nonmanufacture	201,562	98.8
average of manufacture	206,289	101.1			

initial salary by scale of company - whole industry -

school	office job of grad student		office job of university grad		office job of college grad		office job of highsch grad		outside job of highsch grad	
	salary(yen)	(%)	salary(yen)	(%)	salary(yen)	(%)	salary(yen)	(%)	salary(yen)	(%)
scale										
over 3000	221,888	100.0	200,885	100.0	168,562	100.0	158,283	100.0	158,888	100.0
1000~2999	221,921	100.0	203,618	101.4	167,273	99.2	157,656	99.6	162,212	102.1
500~999	224,390	101.1	206,666	102.9	171,519	101.6	162,558	102.7	160,111	100.8
300~499	215,923	97.3	203,961	100.6	179,069	106.2	162,417	102.6	159,149	100.2
100~299	228,613	103.0	208,488	103.8	172,475	102.3	162,081	102.4	161,550	101.7
under 100	-	94.7	212,262	105.7	199,050	118.1	174,800	110.5	-	104.9

\*출입월 8000원이상 = 100

level of initial salary - whole industry -

school	office job of grad student		office job of university grad		office job of college grad		office job of highsch grad		outside job of highsch grad	
	salary(yen)	rate of climb	salary(yen)	rate of climb	salary(yen)	rate of climb	salary(yen)	rate of climb	salary(yen)	rate of climb
year										
1995 year	217,179	0.70	198,063	0.60	167,691	0.60	156,074	0.70	158,069	0.60
1996 year	217,983	0.60	198,894	0.60	167,475	0.60	155,740	0.60	157,561	0.70
1997 year	219,349	0.70	200,061	0.70	168,956	0.70	157,090	0.70	159,231	0.80
1998 year	221,048	0.60	201,367	0.50	169,743	0.50	158,038	0.50	160,163	0.60
1999 year	222,024	0.20	201,787	0.20	170,005	0.20	159,331	0.20	161,336	0.20
2000 year	221,891	0.30	201,389	0.20	169,788	0.20	158,866	0.20	159,879	0.20
2001 year	222,264	0.30	202,446	0.20	170,716	0.20	159,297	0.20	160,736	0.20
2002 year	226,344	0.20	204,070	0.10	169,756	0.00	159,072	0.00	161,510	0.10
2003 year	222,146	0.00	202,330	0.10	168,941	0.00	158,399	0.10	160,431	0.00
2004 year	222,448	0.07	203,557	0.15	168,649	0.16	157,938	0.04	159,890	0.00
2005 year	221,824	0.15	203,230	0.20	169,469	0.12	159,337	0.17	160,470	0.10
2006 year	222,050	0.46	203,980	0.36	169,665	0.23	159,222	0.34	160,390	0.35

\*Rate of climb is from the previous year

initial salary by industry

- 'study for salary(2006) by center for seniors under Osaka association of social security workers -

	initial salary		university graduate				전문대 졸업			
	basic salary		average	maximum	minimum	case	average	maximum	minimum	case
nurse	initial salary	204,386	267,500	141,240		107	197,630	353,879	137,610	
	basic salary	182,506	252,300	115,000			175,072	250,000	115,000	
senior healthcare	initial salary	186,315	216,680	141,240		113	179,156	214,620	137,610	
	basic salary	169,970	200,200	115,000			161,678	187,500	115,000	
life counselor	initial salary	191,744	322,822	141,240			180,720	250,000	151,200	
	basic salary	173,433	230,000	115,000		130	163,575	230,000	115,000	
nutritionist	initial salary	185,811	220,000	141,240		93	177,039	232,760	137,610	
	basic salary	172,170	200,000	115,000			164,311	195,550	115,000	
instructor for tech	initial salary	202,945	267,500	162,400		59	191,990	267,500	156,000	
	basic salary	179,172	230,000	115,000			168,396	215,900	115,000	
office worker	initial salary	183,185	211,810	141,240		117	172,876	194,480	137,610	
	basic salary	171,849	200,000	115,000			161,774	187,500	115,000	
driver	initial salary	170,550	191,100	150,000		2	165,150	180,300	150,000	
	basic salary	165,550	191,100	140,000			160,150	180,300	140,000	
night watchman	initial salary	191,100	191,100	191,100		1	180,300	180,300	180,300	
	basic salary	191,100	191,100	191,100			180,300	180,300	180,300	
lavatory repair	initial salary	191,100	191,100	191,100		1	180,300	180,300	180,300	
	basic salary	191,100	191,100	191,100			180,300	180,300	180,300	
cleaner	initial salary	191,100	191,100	191,100		1	180,300	180,300	180,300	
	basic salary	191,100	191,100	191,100			180,300	180,300	180,300	

	initial salary	junior college				high school			
		average	maximum	minimum	case	average	maximum	minimum	case
nurse	initial salary	193,707	267,500	137,610	101	184,032	287,500	142,800	58
	basic salary	172,470	226,000	115,000		160,529	226,000	115,000	
senior healthcare	initial salary	178,523	207,560	137,610	114	167,521	202,950	133,950	89
	basic salary	161,474	187,500	115,000		151,118	187,500	115,000	
life counselor	initial salary	180,666	250,000	151,200	112	169,070	250,000	140,000	80
	basic salary	163,018	230,000	115,000		152,248	230,000	115,000	
nutritionist	initial salary	177,678	224,000	137,610	98	167,185	213,150	142,000	39
	basic salary	163,813	195,550	115,000		154,502	193,150	115,000	
instructor for tech	initial salary	191,222	267,500	164,800	54	178,483	267,500	147,800	38
	basic salary	168,016	206,600	115,000		155,567	198,660	115,000	
office worker	initial salary	172,603	192,500	137,610	113	163,530	248,560	132,000	98
	basic salary	161,920	167,500	115,000		151,680	200,000	115,000	
driver	initial salary	155,150	180,300	150,000	2	159,450	168,900	150,000	2
	basic salary	160,150	180,300	140,000		154,450	168,900	140,000	
night watchman	initial salary	180,300	180,300	180,300	1	168,900	168,900	168,900	1
	basic salary	180,300	180,300	180,300		168,900	168,900	168,900	
lavatory repair	initial salary	180,300	180,300	180,300	1	168,900	168,900	168,900	1
	basic salary	180,300	180,300	180,300		168,900	168,900	168,900	
cleaner	initial salary	180,300	180,300	180,300	1	168,900	168,900	168,900	1
	basic salary	180,300	180,300	180,300		168,900	168,900	168,900	

[※] "average", "maximum", "minimum" mean salary(yen)

research for kind of facilities include nursing, special nursing, care house, day house, helper station and etc  
Office for Home healthcare support and group home

종 업 직	cash salary by industry 2 업 유 모 계					
	age	length of work	regular paid cash	alloted cash	year-end bonus other salary	year asset
total workforce	40.7 age	12.6 year	930.8 1000,000	902.0 1000,000	905.2 1100,000	4,529.2 1010,000
male worker	41.6	15.4	972.1	937.8	1,057.8	5,111.4
female worker	38.7	8.7	233.0	222.5	566.4	3,236.4
senior healthcare(male)	32.1	4.9	227.9	214.7	577.1	3,153.5
senior healthcare(female)	37.0	5.1	204.3	133.3	490.6	2,810.2
home helper(female)	44.1	4.9	193.8	187.3	376.1	2,623.7
specialist of care(female)	45.3	7.7	260.5	251.6	714.9	3,754.1
nurse(female)	35.4	7.0	315.6	279.5	846.3	4,200.3
assistant nurse(female)	42.6	6.3	191.5	178.6	466.3	2,603.5

regular paid is cash salary plus tax based on labor contract and rules.

annual salary is annual salary + allocated cash +12month+year-end bonus

annual salary is annual salary + allocated cash +12month+year-end bonus

index in 2006  
annual salary of full-timer by industry(based on BAST)

	average(2004)			average(2005)			difference from last year	
	object	worker(num)	length of work	annual salary	object	worker(num)	length of work	annual salary(yen)
executive(full time)	63	5.8	1,597	43	8.0	3,413	2	1,816
executive(plural)	22	10.8	8,808	17	11.5	9,726	1	918
director of center	173	8.0	6,727	196	8.3	6,914	0	187
manager for center	189	6.6	5,334	207	7.3	5,752	1	418
doctor	45	7.2	3,092	36	5.5	2,720	-2	-372
nurse(+assistant)	669	4.2	3,494	757	4.7	3,708	1	214
senior healthcare	4,422	3.7	2,783	4,958	4.3	2,751	1	-32
life counselor	348	6.0	3,953	414	6.5	3,514	1	-439
social security worker	258	6.2	3,953	311	6.7	3,814	1	-139
care manager	122	5.2	3,271	133	5.5	3,455	0	184
nutritionist	95	5.3	3,151	97	5.6	2,987	0	-164
cook	428	6.8	2,986	391	7.2	2,992	0	6
office worker	404	5.0	3,271	456	5.4	3,061	0	-210
total average		4.4	3,250		5.0	2,984	1	-266

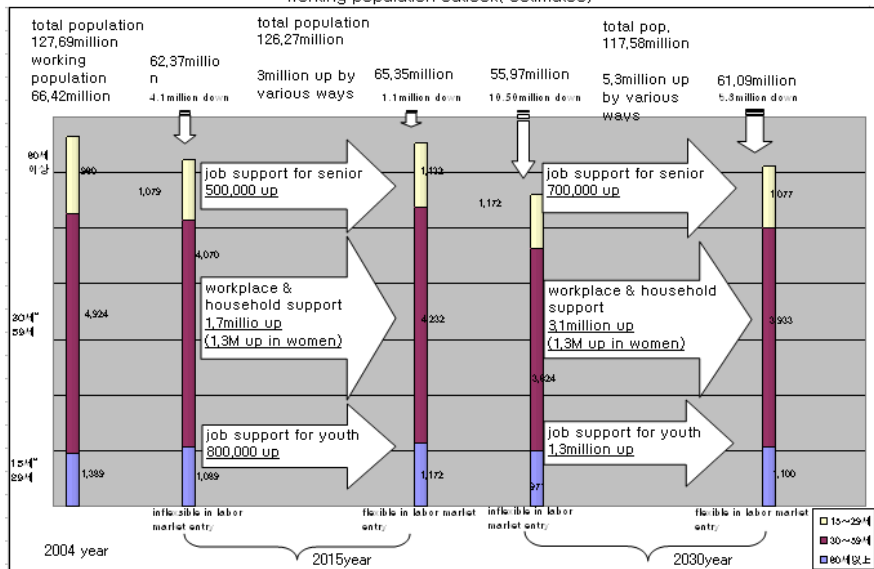
social security facilities for senior except for special nursing home for senior - (1) -

	senior short-term stay			senior day service			senior home support			home stay service		
facility	worker(num)	worklength	salary/year	worker(num)	worklength	salary/year	worker	worklength	salary/year	worker	worklength	salary/year
manager	-	-	-	10	6.0	5,314	-	-	-	-	-	-
nurse(+assistant)	15	4.3	4,100	57	4.2	3,536	-	-	-	-	-	-
보호복지(보호복지)사 포함	96	3.9	3,029	304	3.9	2,562	45	3.2	2,744	-	-	-
life counselor	10	6.5	3,844	75	6.6	3,900	-	-	-	-	-	-
care manager	-	-	-	-	-	-	-	-	-	51	5.3	3,614
total average	-	4.1	3,233	-	4.5	2,882	-	3.2	2,744	-	5.3	3,614

social security facilities for senior except for special nursing home for senior - (2) -

	senior group with dementia			care house			home-care support center			nursing senior home		
facility	worker	worklength	salary/year	worker	worklength	salary/year	worker	worklength	salary/year	worker	worklength	salary/year
manager	-	-	-	31	6.0	5,314	-	-	-	-	-	-
nurse(+assistant)	-	-	-	12	6.8	4,884	-	-	-	20	6.7	3,677
senior healthcare	127	2.2	2,397	256	3.8	2,816	-	-	-	124	4.1	2,767
life counselor	-	-	-	57	4.5	3,154	10	8.0	3,771	21	4.6	2,842
care manager	-	-	-	-	-	-	17	6.5	3,820	-	-	-
nutritionist	-	-	-	21	3.8	2,511	-	-	-	-	-	-
cook	-	-	-	35	4.8	2,881	-	-	-	-	-	-
office worker	-	-	-	21	17.5	2,945	-	-	-	-	-	-
total average	-	4.1	3,253	-	4.5	3,058	-	7.0	3,804	-	4.4	2,902

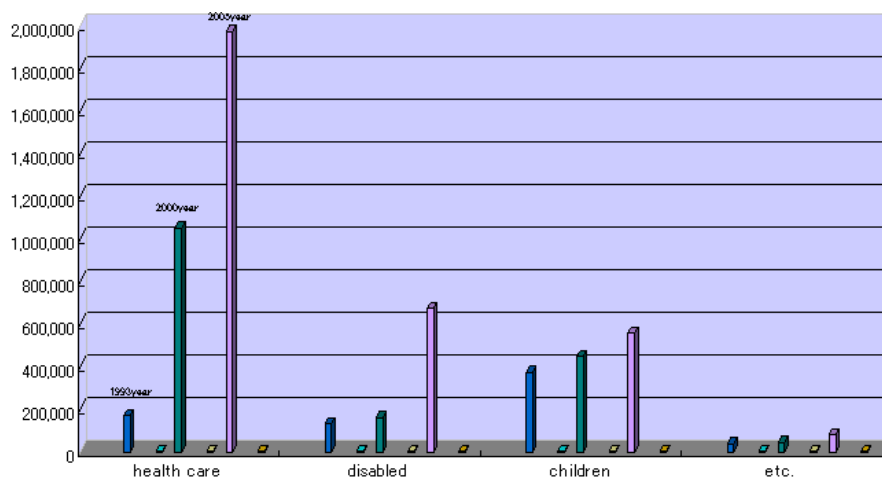
working population outlook( estimates)



Source: in total population, 2004- 'population estimates' of Ministry of Internal Affairs and Communication, 2015&2030- future p in working population, 2004- 'labor research' by Statistical Bureau, 2015&2030- center for employment policy  
(X) 'progress on labor market entry' means more people can work by finding various ways

the number of senior healthcare and social security services(real population)

	1993 (human resource)		2000 (healthcare insurance)		2,005	
	real pop.	index	real pop.	index	real pop.	index
health care	167,898	100	1,048,681	625	1,971,225	1,174
disabled	130,254	100	159,550	122	671,718	516
children	373,892	100	447,013	120	556,008	149
etc.	37,967	100	43,831	115	77,604	204
total	710,011		1,699,075	239	3,276,555	461



#### the number of senior healthcare workers in the future

I the number of senior healthcare (the number of certified senior with severe condition, senior health insurance) Estimates for post-a.01million

			2004year	2008year	2011year	2014year	2024year	2030year
certified senior healthcare	ineffective prevention	A	410	520	580	640	-	-
	effective prevention	B	-	500	540	600	-	-
		C	330	410	450	500	-	-
user for senior healthcare	facility		80	100	100	110	-	-
	home		250	310	350	390	-	-
post-aging population (over 75)			D	1,110	1,290	1,430	1,530	1,980
							1,980	2,100

Source: 'future population' by Sub-association of Advisory Council on the Social Security & Institute of National social  
C is based on A, A.B and not written above is the user rate of 80% from hospitality and family care

#### II the number of workers in senior health insurance project

※based on the number of senior healthcarers, this figure will be up by the level of 1 estimates

	2004year	2008year	2011year	2014year	2024year	2030year
case A	100.2	127.1	141.7	156.4	-	-
case B	facilities 29.8	122.2	132.0	146.6	-	-
case C	homes 0.4	124.6	135.9	150.8	-	-
case D		116.4	129.1	138.1	178.7	189.6

unit : 0.01Million

According to an estimates, the number of senior healthcarers will be 1.4015billion and will be 40,000-55,000 for the next 10 years.

healthcare workers are employee for senior healthcare and homecare service. A total of facilities and homes services  
source: senior healthcare centers and workplaces study(2004)

by working place by age by gender													
job \ age	total	below 29	30-39	40-49	50-59	over 60	percentage	average age		job \ gender	male	female	
total	100.0	39.6	15.7	21.3	19.5	17.3	2.0	0.3	36.5	total	22.2	77.8	
home-help-s	100.0	12.3	4.0	17.7	33.2	30.9	5.6	0.3	44.5	homecare service	8.2	91.8	
dementia	100.0	34.6	17.2	18.9	21.3	20.5	4.2	0.4	38.3	dementia	16.7	83.3	
community life	100.0	44.9	16.8	23.7	16.5	14.1	0.6	0.3	34.7	senior healthcare facility	26.5	73.5	
senior health facility	100.0	51.4	19.6	23.3	14.7	9.8	0.5	0.3	33.0	healthcare insurance facility	28.9	71.1	
healthcare in facility	100.0	34.5	16.3	15.8	21.2	25.2	2.9	0.4	39.0	medical care facility	16.2	83.8	
medical care facility													

senior healthcare centers and workplaces study(2004),

from National Statistical office instead of Ministry of health labour and welfare. The rate of Full-timers

employment rate and turnover rate			
homecare service+senior healthcarer	total	employment rate	turnover rate
	full-timer	28.2	20.2
	part-timer	23.5	16.8
total worker			22.2
	total	employment rate	turnover rate
	male	17.4	17.5
	female	14.2	14.6
	general worker	21.8	21.7
	part-timer	13.4	13.8
		31.0	30.3

competitive rate of valid job offer												
		95year	96year	97year	98year	01year	02year	03year	04year	05year	06year	
total job	include part timers	0.70	0.48	0.47	0.60	0.54	0.54	0.65	0.83	0.95	1.02	
	not include part timer	0.66	0.40	0.38	0.47	0.42	0.41	0.53	0.71	0.84	0.92	
	part timer	1.06	1.08	1.08	1.39	1.29	1.28	1.45	1.32	1.29	1.35	
social security	include part timers	-	-	-	-	0.54	0.59	0.74	0.86	1.08	1.30	
	not include part timer	0.20	0.18	0.25	0.32	0.38	0.43	0.55	0.69	0.91	1.10	
	part timer	-	-	-	-	1.91	1.97	1.61	1.47	1.55	1.79	
relavant job	include part timers	-	-	-	-	-	-	-	1.14	1.47	1.74	
	not include part timer	-	-	-	-	-	-	-	0.69	0.97	1.22	
	part timer	-	-	-	-	-	-	-	2.62	2.86	3.08	
number of senior health carer		-	-	-	548,924	661,568	755,810	884,981	1,002,144	1,124,691		
index of workers in 2002 based on 100		-	-	-	100	121	138	161	183	205		

source: job security statistics(Ministry of Health, Labour and Welfare & senior healthcare centers and workplaces study(National Statistical Office)

## 日本外籍勞動者的現狀及今後課題

久木元 司 (社会福祉法 常盤会 理事長)

### 序言

隨著國際社會的共存體制鞏固，實現交通工具的大量化、高速化，以及信息社會的到來，國家和國家之間的人口流動不斷增加。因此滯留在日本的外國人數無論合法，還是非合法，都逐年增加，最近十幾年以來，在日本，與外國人共同生活已經不再新鮮。

今後日本將快速迎來生育率很低的老齡化社會。這種趨勢將成為嚴重影響“國家根基”的重大問題。為此，作為保持日本經濟活力的方法之一，對接收外籍勞動者的要求日益高漲。另一方面，非法入境和非法滯留外國人的犯罪也日益上升。政府于 2004 年 6 月對出入境管理及難民認證法（簡稱入管法）部分修改，來對非法滯留者的罰則更加严厉。

借鑑與此，本文對日本外籍勞動者的現狀和今後課題論述一下。

外籍勞動者雇傭現狀（以 2006 年 6 月為準）

- ①外籍勞動者直接雇傭辦公室：27,323 名
- ②外籍勞動者數：222,929 名 → 去年為 198,380 名
- ③性別比例：男性 53.5% 女性 46.5%
- ④出身地區別：東亞 45%、中南美 29.1%（其中日本裔 90.6%） 東南亞 14.5%
- ※來自東亞地區的外籍勞動者增加，來自中南美的呈減少趨勢。
- ⑤滯留資格別：不受就業限制的“日本人的配偶、永駐權者的配偶、定居者” 18.8%。
- ⑥工種別：生產工程操作員 56.5%，專門・技術・管理人員 19.1%。
- ⑦正規就業率（不受期間的限制，工時不少於一般勞動者的人）：25.3%

※「營業・辦公人員」「專門・技術・管理人員」領域中正規就業率較高，「售貨・

廚師・雜務人員・服務員」、「生產工程操作人員」則較低。

#### 《今後課題》

日本的外籍勞動者分爲日本裔和非日本裔一這兩大類，形成不同的勞動市場。對此，可以肯定的是，外國人在日本國內的就業並不是因經濟循環而出現的一次性現象，而是日本產業的結構性現象。這種性質以後也不會變化。目前外籍勞動者的出身國和日本內各個國家的社區之間聯係起來構築起網絡，外國人通過這些網絡今後將絡繹不絕地流入日本。

與其他外籍勞動者相比，日本裔享受特權，現在無法知道日本的外籍勞動者政策今後如何變化，而有一個問題可以考慮：亞洲各國隨著經濟出現復蘇，像美國那樣對未熟練勞動者的需求日益增加，因此，原本不允許外籍勞動者就業的亞洲各國逐漸放寬就業的限制，或部分地區爲“普通勞動”賦予合法地位。隨著超老齡化社會的到來，需要從事于介護勞動的人員，鑒于此，正在研究讓外籍勞動者們在該領域工作的方案。

在新加坡，爲了幫助婦女參加工作，允許外籍勞動者從事于家政行業和託兒勞動領域。目前，包括菲律賓女性勞動者在內的很多外籍勞動者在該領域工作。而這些方案在日本上爲推動。雖然是不同領域，法務省在 2000 年 3 月公佈了第 2 次出入境管理基本計劃，表示了介護勞動或技能實習領域招聘並擴大外籍勞動者的可能性，目前已與亞洲各國簽訂有關協定。

如果如此大的政策變化今後也繼續下去，那麼，有可能取消給日本裔的優惠。這樣，來自亞洲的外籍勞動者會增加，日本裔在日本定居更會活躍。總之，日本對外籍勞動者的政策在促進過程難免產生“背道而馳的結果”。

外國人非法滯留者的現狀（以 2006 年 1 月 1 日爲准）

① 非法滯留者數：193,745 名 → 從 2005 以來減少 13,554 名（減少 6.5%）

※1993 年(過去最高紀錄)以來一直減少，總共減少 104,901 名（減少 35.1%）

政府自 2004 年從治安政策層次，建立非法滯留者減少到一半的目標，加強控制非法滯留者數量。

② 性別比例：男性 51.9%，女性 48.1%

③ 滯留自個別：「短期滯留」134,374 名(69.4%) 「演出」10,052 名(5.2%)

「留學」7,628 名(3.9%) 「就學」7,307 名(3.8%) 「研修」3,393 名(1.8%)

#### 《今後課題》

入境管理政策的變化在美國、歐洲的部分地區出現，日本也不例外，日本對非法入境者和非法滯留者的政策更加嚴厲。由於經濟不景氣，日本的非法入境者和非法滯留者有所減少，可是並不明顯。加上，從 1997 年左右非法入境者以偷渡等方式而增加。對非法入境者的現狀並不明確，而估計他們從事于小企業或拆除大廈工程等，日本人不願意就業的建設土木領域。很多人知道，有些中介商給這些人介紹偷渡或工作，黑市銀行幫他們給家人匯款。估計非法入境者的實際數字遠遠超過上述的。除了非法入境的勞動者還帶來有很多問題。據警察局表示，目前外國人的犯罪急劇增加。這些非法入境者大部分是短期滯留者或以研修等滯留資格的旅日的外國人。法律禁止過了滯留期間的外國人就業。並且，雇用這些外國人的僱傭單位老闆、中介人等助長非法就業的人予以處罰。



日本對未熟練勞動者就業予以限制成爲導致非法入境者增加的最大原因之一。許多發達國家有一些本國勞動者不願意去就業的產業和職業領域。該領域大部分並非需要高熟練度。經濟發展使國家的勞動力提高熟練度，然而這並不意味著未熟練勞動領域的消失。而本國人不在這些領域就業，加上無法彌補勞動力缺乏，無可奈何之下，除了依靠外籍勞動者以外毫無選擇。

這時，發達國家以對本國勞動者勞動條件帶來的影響、對社會團結帶來難度爲理由，對外籍勞動者會推出各種限制措施。而目前很多專家指出，對這個問題各國尚未推出有效的政策。日本和發展中國家之間存在很大的工資或收入懸殊，雖然當局進行嚴格的入境管理，加強了對用人單位的罰則力度，然而難以阻擋不顧這一壁壘也到發達國家工作的供應壓力。

#### 4. 日本政府的立場

接收外籍勞動者的立場(後生勞動省：關於外籍勞動者問題項目小組)

##### i 對「專業性・技術性領域」

① 促進接收高級人力資源：爲了促進接收高級人力資源，研究修改有關制度。

②「專業性技術性領域」的範圍及條件：追加新的工種考慮「艱難及國民生活帶來的影響及其他情況」而研究各個工種，此外，對現有的工種也根據需要研究條件。

③ 鼓勵留學生在日本就業

##### ii 對「專業性・技術性領域」以外的領域

作爲基本立場，i 不能影響國內勞動者的雇傭機會，ii 明確對低工資結構工種的產業政策，iii 防止因定居而產生社會費用，iv 加強滯留管理。

高度技能者中：應該再度研究關於高度技能者等熟練技能者或介護福祉師等接收持有資格証的人員的方針。這時要考慮在其定義及範圍難以區別於普通技能的勞動者，以免導致無條件的接收。

普通技能的外籍勞動者：堅持今後也不允許接收的基本方針

研修及技能實習制度：現在問題和評價兩方面都被指出。一些人主張應該消除該制度，可是該制度已經站穩腳了，因此還要研究保留方案。這時，需要盡量考慮幾個問題。即，不能給國內勞動市場帶來負面影響，防止導致國內惡劣的就業或定居（嚴格遵守3年之內的期間）等。此外，按照國際技能合作的目的，在需要的範圍內符合產業和企業的要求等，研究一些果斷的政策也將有利于國家（對違反基本法或侵害人權的案件眼裏對待，考慮研修及實習的繼續方案）

日本裔：只是以日本裔爲由享受無條件接收的優惠，是要重新探討的部分，進而對付定居而帶來的諸多問題、對定居支援等問題謀求加強體制和實質性對策。

#### 【不允許就業的滯留資格】

文化活動：日本文化研究人員等，短期直流：觀光客等，留學：大學、大專學生，就學：高中、專門學校等的學生，研修：研修生，家族滯留：就業外國人撫養的配偶及子女。

#### 【能否就業按照指定活動的內容而決定】

個別活動：外交官等的家政人員

【根據身份、地位被接收滯留活動】(活動不受限制，因此可以就業)

永駐權者：法務部長許可永駐的人，日本人的配偶等：日本人的配偶，親生子女，特殊收養子女，永駐權者的配偶等：永駐權者、特殊永駐權者的配偶及在日本出生並繼續滯留的親生子女，定居者：印度支那難民、第三代日本裔、外國配偶陪同的子女。

【被認定就業的就業資格】(其活動被指定)

外交：外國政府的大使及其家人，公用：從事外國政府或國際機構的公務的人員及其家人，教授：大學教授等，藝術：作曲家、畫家等，宗教：外國的宗教團體派遣的宣教師等，報道：外國報道機構的記者，投資、經營：外國企業等的經營人，法律、會計業務：律師、註冊會計師等，醫療：醫生、牙科醫生等，研究：政府有關機構及企業等的研究人員，教育：高中、初中的語言教師，技術：機械工程等技術人員，人文知識、國際業務：翻譯、設計師、企業的語言教師，企業內調動：來自外國辦公室的駐在員，演出：演員、歌手、舞蹈人員、職業運動員，技能：外國料理廚師、航空飛機駕駛人員、珠寶加工人員等。

【topics】

簽訂日本-印度尼西亞經濟關係協定(EPA)；2007年8月20日

發表了護士(400名)・介護福祉士(600名)，總共1000名為上限接收兩年的方針。印度尼西亞是繼菲律賓的第二締結國家，人員規模也跟菲律賓一樣。

條件：護士 i 要持有印尼的護士資格証，並有2年以上的工作經驗，ii 被印尼政府指名后向日本政府通報，iii 在日本政府制定的日子入境，iv 入境后經過半年的日語研修時間才在醫院工作，也需要進修，以上的條件應該都滿足。

條件：介護福祉士 i 要畢業於印尼大學的護士系，與護士一樣，入境后經過半年的日語研修時間才在介護設施工作，也需要進修。

此外，護士3年，介護福祉士4年為上限的滯留期間中，若不取得日本的國家資格証，就要回國。←這些條件與菲律賓的EPA(2006年9月締結)一樣。

5・結語

全球國際勞動力（外籍勞動者）的流動趨勢跟著時間的推移而急劇變化。日本以二戰后從移民者輸出國轉為移民者的接收國。進入1980年代以來，來自亞洲和南美的外籍勞動者急劇增加，受到全國的關注，然而現在這一現象已經普遍。外籍勞動者的滯留時間也比以前長得多。而1990年代以來日本經濟蕭條和亞洲金融危機的發生，給外籍勞動者的未來帶來陰影。1980年代後期提出的積極引進外籍勞動者的主張，面對二戰后達到高峰的失業率而悄然消失了。然而近幾年來經濟逐漸復蘇，引進外籍勞動人員的主張日益高漲。尤其是超老齡社會的到來導致醫療及介護領域缺乏勞動力現象日益嚴重，故對外籍勞動者的期待也不少。

這些課題也涉及到外籍勞動者出身國的利益。例如，國家所需要的精英人才和專家有可能向國外流失。為了減輕外籍勞動者出身國的供應壓力，要建立新的創造雇用體系、考慮一條涵蓋國際合作的方向或ODA、直接投資、技術轉讓的體制，總之，外籍勞動政策應該考慮整個因素的框架下，構思出一個覆蓋框架性的機制。

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## The trend and future tasks of foreign workers in Japan

Japan national council on welfare Dokiwakae  
President Kukimoto chkasa

### 1 ・ Introduction

As the international community is working together peacefully, transportation system becomes large-scale and information society is emerging, every country can easily go to the other countries. As a result, the number of foreigners has been increasing every year regardless of legality or illegality and living together with foreigners has been common in Japan for the past several decades.

Japan will face up to the reality of not only a low birth rate, but an aging society as well. This is a serious issue, rattling the national foundation. Accordingly, one solution to keep Japan's economic vitality is to receive foreign nationals systematically. Meanwhile, because the crime associated with illegal entry and illegal immigrants has been growing, Japan revised Immigration control and Refugee Act to strengthen the punishment towards illegal immigrants.

In this respect, the following is the current situation of foreign workers in Japan and future tasks of Japanese government

### 2. Trend in foreign-worker employment (June, 2006)

- ① Direct employment agency for foreign workers: 27,323
- ② The number of foreign workers: 222,929 → 198,380(last year)
- ③ By gender: men 53.3%    women 46.5%
- ④ By hometown: East Asian 45%    Latin American 29.1% (Japanese-American 90.6%)    Southeast Asian 14.5%  
※ increase in East Asian, decrease in Latin American
- ⑤ By visit requirement: Japanese spouses, spouses of Japanese with permanent residence, settlers (without limit on getting job) 46.8%  
Other people (be able to get a job only in professional and technical sector) 18.8%
- ⑥ By occupation: workers in manufacturing sector 58.5%  
professional ・ technical ・ manageable position 19.1%
- ⑦ Rate of full-time employee(with no limit on period and working same as regular workers): 25.3%  
※ 「sales ・ office job」 「professional ・ technical ・ manageable position」 is high in the rate of full-time employees, while 「selling ・ cooking job ・ receptionist ・ factory worker」 is low.

### <Future Tasks>

There are two different labor markets in Japan which is Japanese ethnics and non-Japanese. Foreigners

to have jobs in Japan are not the temporary phenomenon as a result of business cycle but the structural one in Japanese industry. It will not change in the future. And also the inflow of foreign nationals remains in the form of networking the existing community for foreign workers with each nation's community.

Japanese ethnics are relatively enjoying the privilege as foreign workers. It is not obvious what Japanese labor policy will be like in the future. But, one thing is clear that as demand for unskilled workers is on the rise in Japan due to economic turnaround like the U.S., Asian countries where employment of foreigners is illegal come to ease regulations on foreign employee or some countries begin to legalize simple labor of foreigners. Faced with the super-aging society, Japan needs workforces to take care of seniors. For that, Japanese government is planning to embrace labor forces from overseas in that field. In addition, in an attempt to help housewives to have a job, Singapore has allowed foreign workers (mostly Pilipino) to work in household chores and child rearing. And The Ministry of Justice announced 2<sup>nd</sup> Immigration Control Basic Plan in March, 2000, hinting that it will admit and expand foreign workers when it comes to caring for the elderly and technical and training field, resulting in having agreements with other countries in Asia.

With this trend, chances are that benefits Japanese ethnics enjoy now will disappear. If it happens, foreign workers from Asia will increase and more Japanese ethnics will settle in Japan. Finally, Japan's policy for foreign employees will have unexpected results.

### 3. The present condition of illegal foreign workers (first, January, 2006)

① The number of illegal workers: 193,745 → 13,554 (down 6.5% from 2005)

※ the number of foreign workers has dropped by 104,901 (35.1%) since 1993

② By gender: men 51.9% women 48.1%

③ By visit requirement: 「Short stay」 134,374 (69.4%) 「Entertain」 10,052 (5.2%) 「Studying abroad」 7,628 (3.9%) 「School attendance」 7,307 (3.8%) 「Training visit」 3,393 (1.8%)

#### <Future tasks>

Amid the shift of Immigration Act in the U.S. and some European nations, there is a move in Japan to respond to illegal immigrants and illegal workers strictly. Now in Japan, the number of illegal immigrants and workers has declined modestly, but it is not the continual trend. Furthermore, the number of illegal entrants has been growing since 1997. It is unclear what the actual condition of illegal entrants is, but perhaps they work in medium-sized companies or did construction work - sectors that domestic workers are reluctant to work. Mediators who help illegal entrants come to Japan by stowing away and unlawful banks which illegal workers send money to their families and brokers are already rampant in Japan. In fact, illegal entrants are much higher in Japan than mentioned above. Moreover, people crossing the national boundary are not only illegal workers. It is also crimes related to foreigners rising rapidly, said Police agency. Those are foreigners who stayed the short-term period in Japan or for training, so they cannot stay in Japan after the end of period and training and also cannot get a job legally. What's more, employers and brokers can be punished if they hire those illegal job seekers.

The main reason of increase in illegal entrants is the policy to put limit on accepting unskilled workers. A lot of advanced countries have industrial sectors which domestic workers avoid to work. These kinds of work require not great skill. Even though skilled workers have been increasing based on the economic growth, unskilled workers are still needed. However, in the case that domestic workers tend to be reluctant to work in these fields and there is no way to fill the shortage of labor force, the use of foreign workers is the only solution to tackle this problem.

But developed countries cannot help placing restrictions upon foreign employees due to impacts on working conditions of domestic workers and difficulties of social integration and other reasons. Many experts recognize that there are no policies to resolve that issue. Beyond thorough entry control and strengthening penal regulation, income gap between Japan and developing countries cannot prevent foreign workers from coming to Japan.

#### 4. Japanese government's position

Japan's position to accept foreign workers (Ministry of Health, Labour, Wealth: Project Team for foreign worker issues)

##### i 「 Professional and technical field 」

- ① boost to accept highly qualified worker from abroad: review of necessary system to help facilitate highly qualified workforce
- ② the scope and conditions of 「 professional and technical field 」 : additions to new job series will be reviewed individually with the regard to 「 impacts on industry and people's livelihood 」 and also conditions of the existing job series will be investigated, if need.
- ③ Promote International students to work in Japan

Other field except for Professional and technical field

Basically, i ) domestic worker's opportunity should not be limited, ii ) industrial policy should be clarified towards low-wages and structural job series, iii ) social cost associated with settlement should be prevented, iv ) stay management should be strengthened.

- ① Highly-skilled workers: In the case that foreign workers are highly-skilled workers, skilled workers or senior health care workers who get the certificate, Japan needs to reconsider how to accept them. At that moment, in terms of having difficulties in distinguishing between those workers noted above and simple workers, Japan should pay attention and not accept them unconditionally.
- ② Simple workers: stick to basic concept of not accepting in the future
- ③ The in-service training and On-the-job-training system: Currently, both problems and revaluations are indicated. There is an argument that these systems should be destroyed, but once they are already rooted in as systems, these systems should be reviewed again. But reviewing systems should not have negative effects on domestic labor market, should not lead to getting a job in the vulnerable field and should not allow foreign workers to settle down in Japan.
- ④ Ethnic Japanese: just because of ethnic Japanese, they have been adopted, which should be

checked. And then, the government will consolidate systems such as response to options regarding settlement and settlement support.

**【Stay requirement which cannot allow to get a job】**

Cultural activities: Japanese culture researchers, Short-term stay: tourists, international students: stay of university or college students, Training: trainees, Family stay: spouses and children of foreign workers

**【Work permit on the basis of designated activities】**

Specific activities: housekeepers of diplomats

**【Recognition of stay activities based on social status and position】** (those can get a job with no limitation)

Permanent residents: people who got the permission from the minister of Justice, Japanese spouses, Japanese spouses • real children • special adopted children • spouses of permanent residents: permanent residents • spouses of special permanent residents and real children who have stayed in Japan since they were born in Japan, settlers: Indochina refugees • Third-generation Japanese • children brought by foreign spouses

**【Work permit which recognize getting a job】** (activities will be designated)

Diplomacy: ambassadors of foreign countries and their families, people working in international part: employees working in foreign embassies or international institution and their families, professors: university professors, art: composers • painters, religion: missionaries being dispatched from overseas religious group, report: reporters in foreign media, investment • business: CEOs of foreign companies, legal • accounting work: lawyers • accountants, medical science: doctors • dentists, research: researchers at government research centers and firms, education: languish teachers at middle and high schools, technique: technicians of mechanical engineering, humane studies • international business: interpreters • designers • languish teachers of companies, working at overseas branches of companies: resident workers from abroad offices, entertainment: actors • actress • dancers, professional athletes, function: western dishes cooks • aircraft pilots, jewelry processors

**【topics】**

Japan-Indonesia Economic Partnership Agreement (EPA): 2007/8/20

Japan expressed to accept 1000 foreign workers in all including 400 nurses and 600 senior health care workers within 2 years.

Japan is the second contracting party following Philippine and the scope of people is same.

Conditions: Nurses **i**) should have a nursing certificate and be experienced for more than 2 years, **ii**) should be designated by Indonesian government and then inform the Japanese Government, **iii**) should enter Japan when Japan specifies time, and **iv**) should work at hospitals and get training after learning Japanese for 6 month. These factors should be satisfied.

Conditions: senior health care workers **i**) should graduate from major in nursing at Indonesian university, get the languish training after entering Japan and then work facilities for seniors.

Also if they don't get the national certificate during 3 years for nurses and 4 years for senior health care workers, they should back to their country. These factors are same as EPA with Philippine. (2006/9)

## 5. Conclusion

The movement of international workforces has shifted dramatically based on an era. Japan is not exception. Before and after world war II, Japan changed from migration-producing country to migration-receiving one. In 1980 when foreign workers from Asian countries and South America increased rapidly, drawing public attention. But it is now common and also foreign employees tend to take up long-term residence. Only in 1990s because of economic downturn in Japan in 1990s and the financial crisis, the future of foreign workers has blurred. Acceptance of foreign workers in the late of 1980s disappeared because the unemployment rate was at the highest level then. Currently, however, thanks to Japanese economic recovery, there is an awareness to receive foreign workers into Japan. In particular, super-aging society caused the shortage of workforces in medicine and senior health care. As a result, these industrial sectors expect to fill that shortage with foreign employees.

It is related to the benefits of foreign workers' hometown. For example, their native nation can lose their highly-educated and professional workers to other countries. In this respect, in order to reduce pressure of native countries to supply their labor forces, we need to enhance our employment system considering cooperation with other countries, Official Development Assistance (ODA), direct investment and technology transfer.

# Taiwan

台灣外籍配偶家庭需求及服務現況探討－  
(以台灣世界展望會受助之外籍配偶家庭為例)

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A study on the needs, current situation and services of Taiwan foreign spouses families - Based on World Vision Taiwan's sponsored foreign spousesfamilies

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### 壹、台灣外籍配偶現況概述

外籍配偶」在台灣是指與台籍人士結婚的非本國籍人士。1990 年代以後，台灣外籍配偶人數漸增，台灣主流媒體往往特別對於其中的女性配偶，冠以「新娘」的稱呼，例如：印尼籍者稱為「印尼新娘」，越南籍者稱為「越南新娘」，中華人民共和國籍者則稱為「大陸新娘」，並以「外籍新娘」統稱這個群體。

因「外籍新娘」這個稱呼，容易讓社會大眾將該族群標籤化，因此，台灣官方現都以「外籍配偶」稱呼之，例如：「印尼配偶」、「越南配偶」、「大陸配偶」等，另一方面，台灣部分團體希望以「新移民女性」來替代官方之「外籍配偶」名稱或民間之「外籍新娘」俗稱，例如：嫁來台灣的印尼籍女性，即統稱之為「新移民女性」，不再冠以「外籍新娘」或「外籍配偶」的稱謂。

#### 一) 台灣外籍配偶家庭之現況分析

根據台灣內政部統計處資料顯示，在 2006 年，台灣共有 142,669 對新人登記結婚，較 2005 年增加 1,529 對。其中外籍配偶（不含大陸港澳人士）為 9,524 人，佔 6.7%，較 2005 年略減 4,284 人，大陸與港澳地區的外籍配偶人數為 14,406 人，佔 10.1%，較 2005 年減少 213 人，兩者合占 16.8%，此比例與 2005 年相較下降 3.8%，如與 2003 年之最高峰 31.9% 比較，降幅達 15.1 個百分點(詳見表一)，探究其主要原因為，我國政府為杜絕利用假結婚之名義來台，而真從事不法工作，例如：賣淫，自 2003 年 12 月起即全面施行所謂大陸外籍配偶面談制度與外籍配偶境外訪談措施，從嚴把關，使近 3 年來大陸及外籍配偶結婚登記人數呈現驟減現象(內政部統計處，2007)<sup>12</sup>。

截至 2006 年，台灣之外籍與大陸配偶人數約莫已達 384,000 人，其中，外籍配偶總數(含歸化取得台灣國籍者)佔 34.9%，大陸及港澳地區配偶佔 65.1%(內政部統計處，2007)<sup>13</sup>，顯見在台灣的外籍配偶，以大陸及港澳配偶為主體。

表一 台灣 2003-2006 年登記結婚之外籍配偶與大陸及港澳地區配偶人數

年別	我國總結婚 登記數（對）	外籍配偶人數 (人)	大陸及港澳地區配偶 人數(人)	外籍與大陸配偶所占比率 (%)
2003 年	171,483	19,643	34,991	31.9
2004 年	131,453	20,338	10,972	23.8
2005 年	141,140	13,808	14,619	20.1
2006 年	142,669	9,524	14,406	16.8

資料來源：內政部統計處

#### 二)台灣外籍配偶之困境與需求

##### 案例一

『泰籍媽媽阿音來台，是因為當年公婆替弱智的兒子到泰國選妻，來台後，她負起照顧丈夫、臥病在床婆婆的重責，靠著幫傭一肩挑起七口人的家計，還包括一個重度腦麻的兒子……』<sup>14</sup>

##### 案例二

『越南籍阿蘭，是因為台灣籍丈夫在台娶不到老婆，而到越南「挑選」娶回的妻子。在台產下二子後，台灣籍丈夫及婆婆便開始以不合理對待的方式，不讓阿蘭接近小孩，並扣押其居留證和相關證件，目的是想等阿蘭的居留證過期無法申辦時，將阿蘭遣送回越南……』<sup>15</sup>

由上述兩個案例探討，在跨國婚姻帶來的新移民浪潮下，外籍配偶離開母國進入台灣，因為多數是從低

<sup>12</sup> 內政部統計處，內政統計通報，九十六年第二週，96年1月11日，  
<http://www.moi.gov.tw/stat/index.asp>。

<sup>13</sup> 內政部統計處，內政統計通報，九十六年第二週，96年1月11日，  
<http://www.moi.gov.tw/stat/index.asp>。

<sup>14</sup> 摘自中時電子報，夏念慈、李義、李坤建、陳美文、周麗蘭採訪/周麗蘭整理，2007/02/12。

<sup>15</sup> 筆者專訪 113 婦幼保護專線社工員，專線社工員口述案例摘錄。

開發、經濟較落後的國家而來，在台家中的地位往往不高、易受忽視；加上容易被冠上「買賣婚姻」的污名，使得外籍配偶在台生活不易，容易產生生活適應上的問題。

在東吳大學社會工作學系李淑容副教授所發表之『外籍配偶與大陸配偶面臨的主要問題』文獻中指出，當外籍配偶來台，對其生活所造成的問題與困難可歸納如下：

#### (一) 生活適應問題

外籍配偶離鄉背井來到台灣這個陌生的環境，因為成長背景、生活習慣及方式上的不同，在文化衝擊下，一時之間往往調適不及、無所適從，許多生活適應上的問題將隨之產生(江亮演、陳燕禎、黃稚淳，2004)<sup>16</sup>。

#### (二) 社會支持網絡薄弱問題

外籍配偶的行為模式與價值觀不同於台灣社會，初來台灣不易與社區居民建立良好的互動關係，也很難與主流社會打成一片；加上離開母國後，非常容易就此中斷與娘家及過去支持系統的關係；另一方面，在台家人擔心他們與外界接觸太多，自我意識提高，遂刻意限制其對外聯繫，將他們生活侷限在家庭內；此外，若外籍配偶伴隨著有語言溝通能力上的限制，更讓其無法獲得更多的生活資訊及社會資源，導致其社會支持網絡薄弱。

#### (三) 子女教養問題

外籍配偶對於台灣語言、文化及學校的教育方式多半不太了解，因此，對於子女的課業上常無法提供指導或協助；加上嫁入的夫家如果是社經地位較低或弱勢家庭，則他們孩子的家庭教育和學校教育便將成為相對弱勢(莫黎黎、賴佩玲，2004)<sup>17</sup>。另外，在子女的教養觀念上，因為文化、價值觀的不同，外籍配偶也易因與丈夫或公婆的意見不合而產生衝突，形成家庭關係危機。

#### (四) 就業權益問題

礙於我國法令規定，無工作證或身分證者，在台灣就不能工作。外籍配偶初來台時，因為工作證、身分證尚未取得，工作機會自然受限，就算外籍配偶已領有工作證或身份證，因國人對其缺乏信任感，多數外籍配偶謀職易遭拒絕，能順利就業者實屬不易(邱汝娜、林維言，2004)<sup>18</sup>。

#### (五) 社會歧視問題

因為「買賣婚姻」和外籍配偶多半是來自經濟發展落後國家的刻板印象，使得社會大眾對於外籍配偶易帶有社會歧視，甚至有些外籍配偶的先生，更帶有一種『你是我用錢買來的，我可以任意對待你』的態度，不僅對其外籍配偶只著重傳宗接代與操持勞務的工具性功能，更對其有一些精神或肢體暴力上的傷害(詳見案例二阿蘭的例子)。

#### (六) 家庭暴力問題

在台灣，外籍配偶大多數為女性，在以父系為主體的台灣社會，因為與丈夫的婚姻感情薄弱，家上婆家親友並不友善、言語溝通有障礙等因素，外籍配偶易遭受到家庭暴力的威脅。筆者於訪談 113 婦幼保護專線社工員時，專線社工員透露，外籍配偶遭受到家庭暴力的比例不在少數，專線每天平均會接獲數十通外籍配偶因婚姻暴力而求助或諮詢的電話，凸顯了外籍配偶家庭暴力問題的迫切性。

### 三) 台灣外籍配偶子女之問題與需求

#### (一) 學習問題及課業輔導需求

隨著外籍配偶來台人數增加，相對的，外籍配偶子女人數也愈增多。由我國教育部統計處統計資料顯示，92

<sup>16</sup> 江亮演、陳燕禎、黃稚淳，2004。大陸與外籍配偶生活適應之探討。社區發展，第 105 期，頁 66-89。

<sup>17</sup> 莫黎黎、賴佩玲，2004。臺灣社會「少子化」與外籍配偶子女的問題初探。社區發展，第 105 期，頁 55-64。

<sup>18</sup> 邱汝娜、林維言，2004。邁向多元與包容的社會－談現階段外籍與大陸配偶的照顧與輔導措施。社區發展，第 105 期，頁 6-19。

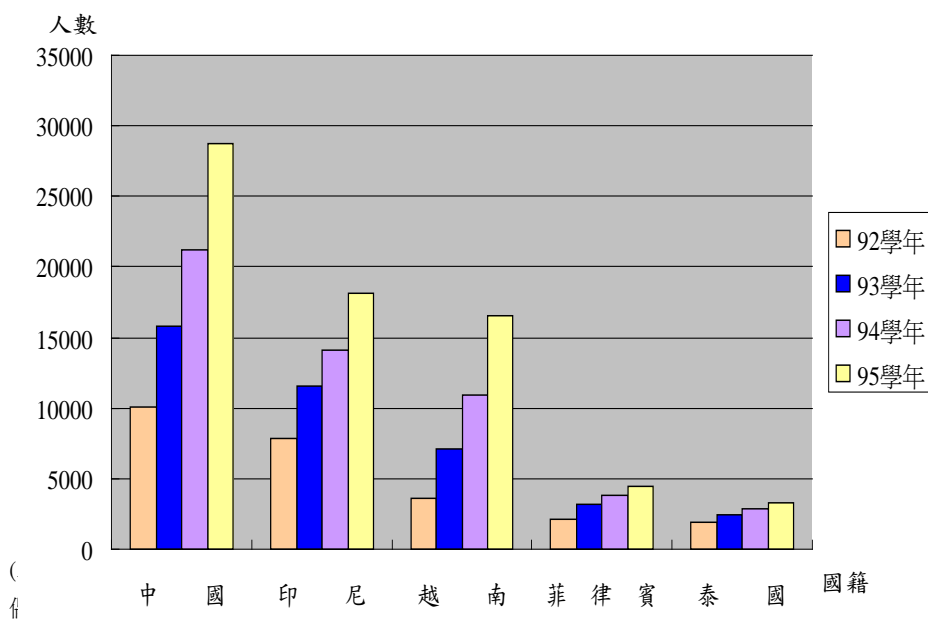
學年~95 學年，台灣外籍配偶子女就讀於國中、小學人數呈現逐年上升之趨勢(詳見表二、圖一)<sup>19</sup>。

然而，外籍配偶家庭，大部分為低社經家庭，父母常因經濟弱勢需外出工作，無法督促子女的課業學習；加上外籍配偶語言、文化上的限制，當外籍配偶子女課業有疑惑時，容易無法給予子女適切的指導，使外籍配偶子女課業易跟不上同儕，因此，課後輔導的提供，對外籍配偶子女而言，是一極為重要的需求。

表二 就讀國中、小學之外籍配偶子女人數

學生人數	92 學年		93 學年		94 學年		95 學年	
	國小	國中	國小	國中	國小	國中	國小	國中
	26,627	3,413	40,907	5,504	53,277	6,924	70,797	9,369
合計	30,040		46,411		60,201		80,166	
父母一方來自國家之學生數								
大陸及港澳人士	10,087		15,764		21,181		28,776	
印尼	7,839		11,525		14,143		18,107	
越南	3,567		7,141		10,940		16,584	
菲律賓	2,143		3,185		3,801		4,500	
泰國	1,859		2,447		2,858		3,257	

資料來源：教育部統計處



資料來源：教育部統計處

外籍配偶子女產生負面印象，導致外籍配偶子女在課業學習、人際關係上遭受同儕排擠或歧視，甚至對於自己來自何處？自己是誰？為何被會是混血兒？等問題產生混淆，自我認同感逐漸消失，甚至最後不接納自己，也不接受身為外籍配偶的父母。

曾有記者報導過這樣一則故事：『一位「新台灣之子」(外籍配偶所生之子女)因為皮膚黑，看起來像來台

<sup>19</sup> 教育部統計處，就讀國中小學之外籍配偶子女人數，  
[http://www.edu.tw/EDU\\_WEB/Web/STATISTICS/index.php](http://www.edu.tw/EDU_WEB/Web/STATISTICS/index.php)。

打工的泰勞，有同學笑他是「外籍女傭與老闆的私生子」。結果，他不僅遷怒母親的膚色，還差點得憂鬱症。」<sup>20</sup>由此可知，外籍配偶子女自我認同感的建立，也就更顯需要與重要。

### （三）親子溝通問題及相關親子課程需求

外籍配偶子女在成長過程中，因為其外籍父母的低社經地位、文化差異、生活習慣不同、家中地位不受尊重等等因素，容易對其外籍父母產生負面情緒，加上當外籍父母與其子女兩者間，因著語言不通、文化差異無法教育、規範子女時，外籍配偶子女會認為自己講什麼、做什麼，外籍父母都不會懂，也不需要懂，因此，就沒有必要讓其知道，進而導致親子間溝通橋樑中斷，產生親子問題，此時，親子溝通課程的提供就極為必要。

## 貳、台灣世界展望會目前對其受助之外籍配偶家庭服務現況與走向

### 一) 台灣世界展望會服務族群的演進

台灣世界展望會自 1964 年成立迄今，隨著台灣社會的經濟脈動，走過了一段艱辛的歲月，無論是艱苦的 60 年代、經濟起飛的 80 年代，或是社會問題凸顯的現代，始終以專業化的腳步和方向，提供最即時、最適切的服务。

60 年代台灣世界展望會成立之初，透過海外人士的愛心捐助，對台灣育幼院、兒童之家、癲瘋病院、山地醫療診所提供協助；80 年代，由台灣資助人接手，開始深入離島及偏遠山區，服務原住民，幫助「貧窮中最貧窮」的弱勢兒童及其家庭；90 年代，台灣世界展望會加入了國際世界展望會全球關懷與救援的行列，隨著「資助兒童計畫」、「發展型計畫」的實施，服務觸角更遍及台灣沿海地區、農村地區、一般社區和清寒的兒童及家庭，傳遞物質及心靈的幫助。

近年來，隨著社會變遷與經濟環境的變化，伴隨著多重且複雜的家庭問題與多元化教育體制的改變，國內貧困兒童面臨更多層面的需要和困難。例如：離婚率提高以及家庭功能式微而衍生之隔代教養、單親兒童問題；高失業率以及社會結構變遷、社會支援系統不足，所導致的家庭暴力、兒童虐待與經濟困境問題；以及外籍配偶家庭兒童發展與環境適應問題等，在在影響兒童的成長。因此，台灣世界展望會除了傳統經濟型救濟的扶助之外，對於受虐兒童、受虐婦女、單親家庭和其子女、外籍配偶家庭和其子女、高風險家庭和其子女，更發展多元化之兒童保護工作，全力投入兒童少年保護服務，更積極推動兒童保護倡導與兒童受虐或疏忽之防治工作，希望為國內兒童、青少年打造一個安全的成長環境，使其能健康的長大，免於驚慌恐懼。

### 二)、台灣世界展望會受助之案童父母一方為外籍概況

台灣世界展望會在全台各地共設有 5 個辦事處、33 個中心、14 個工作站，有 37,552 名受助童。其中，受助童父母一方為外籍有 672 名，佔全體受助童的 1.79%，其中又以中區為最多，北區最少（請參照表三）。台灣世界展望會受助之外籍配偶子女，有超過 94% 母親為外籍，而父親為外籍僅佔 2%；普遍而言，台灣世界展望會資助的外籍配偶家庭，社經地位普遍不高，高達 98.83% 的家庭收入低於台灣世界展望會的經濟評估指標『0』<sup>21</sup>；有近半數的外籍配偶家庭，父親的健康狀況為一般，身心障礙和重大疾病佔 24%，比較值得注意的有 20% 父親是已死亡，在以父系為主體的台灣社會，會使得身為外籍配偶的母親，面臨較多的婆媳關係衝突；在就學狀況方面，53.13% 的台灣世界展望會受助外籍配偶家庭子女為未就學，其次依序分別為小學(30.51%)、國中(10.27%)、幼稚園+托兒所(4.76%)、高職+五專(1.19%)、大學(0.15%)（請參照圖二~圖五）。

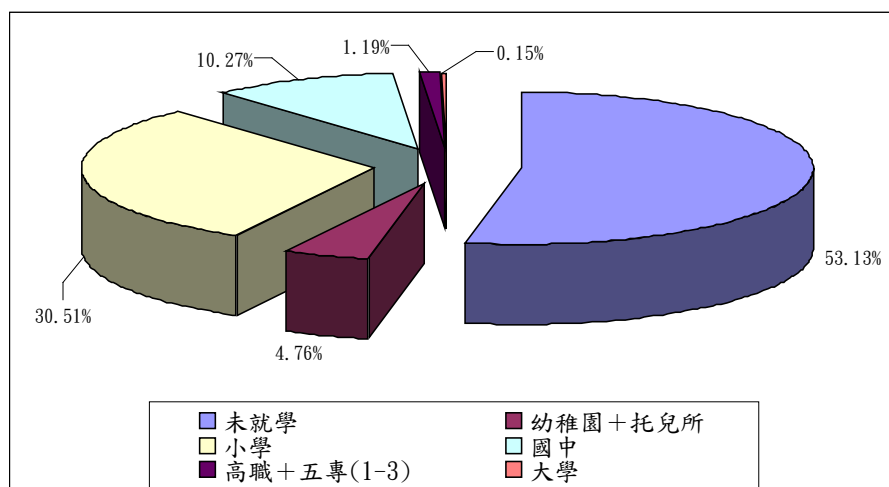
表三 台灣世界展望會各區受助童父母一方為外籍數及比例

<sup>20</sup> 摘自中時電子報，夏念慈、李義、李坤建、陳美文、周麗蘭採訪/周麗蘭整理，2007/02/12。

<sup>21</sup> 經濟評估指標為台灣世界展望會製訂的開案與結案標準，經由公式計算出受助案家的經濟收入，與社工評估指標結合，以判別開、結案。

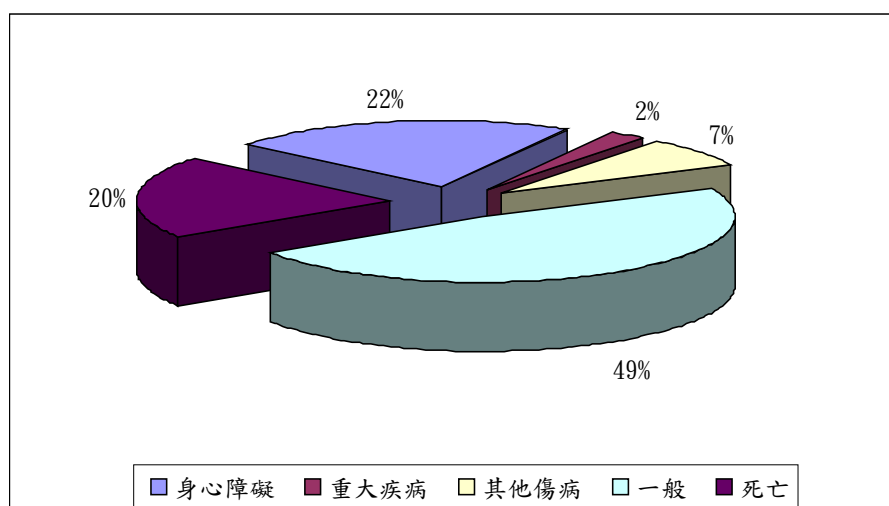
區	數量	比例
北區	32	5%
中區	294	43%
西區	45	7%
東區	34	5%
南區	267	40%
合計	672	100%

資料來源：台灣世界展望會國內事工管理系統



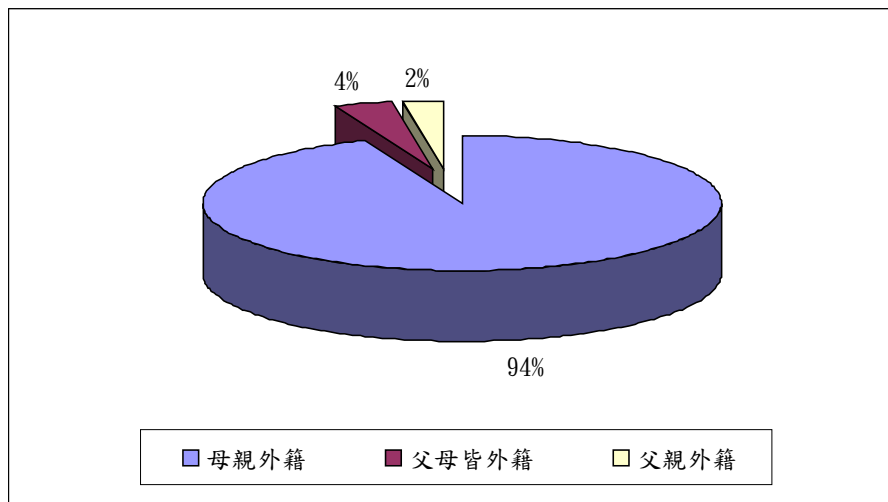
圖二 台灣世界展望會受助之外籍配偶家庭兒童就學狀況

資料來源：台灣世界展望會國內事工管理系統



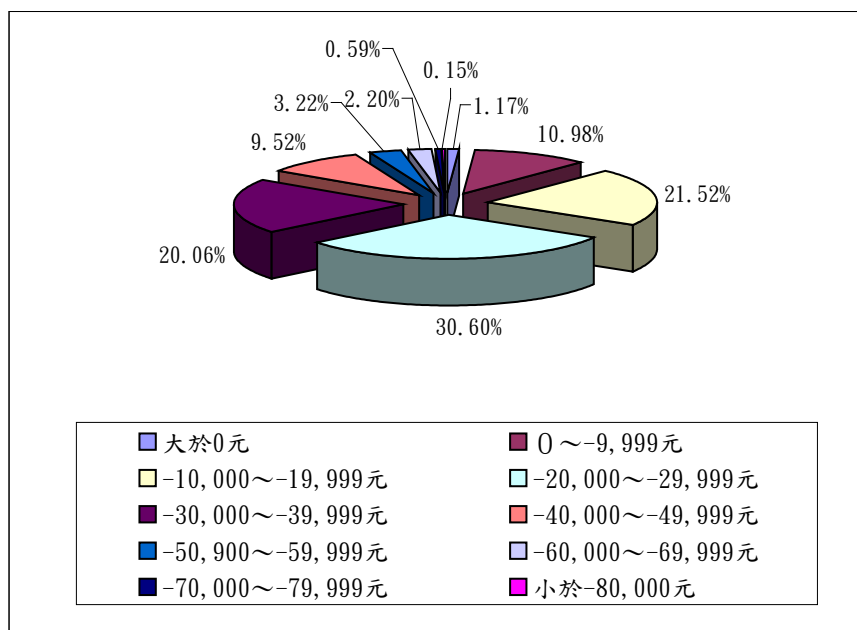
圖三 台灣世界展望會受助之外籍配偶家庭父親健康狀況

資料來源：台灣世界展望會國內事工管理系統



圖四 台灣世界展望會受助之外籍配偶家庭父母親為外籍比例

資料來源：台灣世界展望會國內事工管理系統



圖五 台灣世界展望會受助之外籍配偶家庭經濟狀況

資料來源：台灣世界展望會國內事工管理系統

### 三) 台灣世界展望會受助之外籍配偶家庭案例分享

#### 案例一

小瑛(案主)現年 22 歲，就讀某公立大學 4 年級，成為台灣世界展望會的受助童已 9 年。案主的父親已過世，生前的職業是軍人，經友人介紹娶小案父 20 歲泰國籍的案母為妻，案父在世時對案母和案主極好，當因病入院自知將不久於世，即將案主、案母托付給案父好友 G 先生一家代為照顧。案母當初來台時，因為並非用合法身分入境(以他人名字申請)，所以一直無法取得身分證，後因案父已過世，礙於法規無法依親案主，必須每 6 年回泰國換身分證以在台換取居留證。案主和案母現與案父好友 G 先生一家同住，相處和睦，案母無工作。筆者家訪案母與案主時，案母表示，初來台時，因為語言隔閡，加上飲食習慣不同(案母嗜辣)，生活適應上極為辛苦，幸而案父待其極好，案父過世後，案父好友 G 先生一家人也很友善、親切的照應，生活適應上就漸入佳境，目前口語溝通、外出採買、飲食起居皆已無礙。案母又說明，案主從小就乖巧聽話，功課一直名列前茅，時常拿獎助學金，是案母的寶貝也是最大的安慰和驕傲。案母最後表示，台灣世界展望會對其最大的幫助，就是提供案主求學時的助學金和交通住宿補助金<sup>22</sup>，幫助案主順利完成國小、國中、高中學業，也讓案主現在可以安心的在大學中求學。

#### 案例二

小龍(案主)現年 9 歲，就讀國小 3 年級，成為台灣世界展望會的受助童已 2 年。案父因公跌倒撞傷頭部過世，案父與案母係經由介紹認識，案父到印尼娶回的新娘。案父過世後，案母因健康問題和語言問題並無工作。目前案母帶著案主租屋，月租 3000 元/月，靠政府補助金過生活。案房東人很好，案母幫忙案房東煮三餐，案房東讓其搭伙，同時案房東也會協助接送案主上下課(案房東有一子和案主唸同校)。筆者家訪案母與案主時，案母表示，剛來台時，生活不太適應，言語溝通上也有困難，現已稍好。唯案母朋友不多，支持系統較薄弱，加上案祖父母和案親戚自案父過世後，對案母全無支持且充滿敵意與鄙視。案母對筆者說，案父的死亡撫卹金及保險金，都由案祖父母取得，案母完全沒拿到。案母有案主的監護權，也已拿到我國的身分證並加入全民健康保險。案主現年就讀國小三年級，不甚喜歡唸書，課業成績並不理想，案母也無能力教導，幸而案主與案母互動良好，案主尚乖巧懂事。案母向筆者表示，目前最大的困難為經濟問題與案主教育問題，幸而台灣世界展望會提供助學金幫助案主就學，但不曾想到要帶案主回印尼定居，為了讓案主受到較完善的教育，案母較願意留在台灣而非印尼。

#### 案例三

小連(案主)現年 11 歲，就讀國小 5 年級，成為台灣世界展望會的受助童已 2 年。案父為拉電線工人，如果天天都有工作，月入有三萬，但只要是雨天就無法工作，所以，收入不穩定。案主有 2 個妹妹，案主和案大妹在就學，案二妹現年 4 歲，尚未就學，因此案家經濟負擔沉重。案父經其友人介紹在越南認識案母，案母教育程度頗高，會聽說讀寫中文及一點英文，因此當案母嫁來台時，與人溝通上並無問題。案母在越南時即從事代書工作，因和案父彼此談的來開始交往，案父母交往期間，案父曾多次往返台越，案母也曾來台見過案父親戚，因案母懂法律，最後案母順利自辦來台手續與案父在台結婚，也很快就順利入籍，案母在台生活適應上良好。案父母同年齡，案母嫁給案父時已 30 多歲，因為彼此是自由戀愛，所以案母與案父溝通良好，案母自身的態度也很健康和正向，除此之外，案母也較其他外籍配偶有能力與案主的老師配合指導案主課業，在與案主的互動上也良好，案家主要問題與需求是經濟問題。筆者訪談案母時，案母向筆者表示感謝台灣世界展望會對案主提供助學金和親子方案活動讓案家參與。

#### 四) 台灣世界展望會受助之外籍配偶家庭需求及現有服務分析

綜合台灣世界展望會統計資料和訪視案例分析，台灣世界展望會之受助外籍配偶家庭的需求有：

<sup>22</sup> 台灣世界展望會的「資助兒童計畫」，在每學年開學季前，都會針對近四萬名受助兒童及社區內經濟弱勢家庭的學子發放助學金，大學/大專 10,000 元，高中/職 5,000 元，國中/國小 2,500 元，同時也會針對在外地求學的受助兒童視實際景況加發住宿補助金或交通補助費。



#### (一) 經濟需求

台灣世界展望會受助兒童以低社經貧困家庭為主體，由統計分析資料顯示(請見圖五)，台灣世界展望會資助的外籍配偶家庭，高達 98.83% 的家庭收入低於台灣世界展望會的經濟評估指標『0』，顯見經濟需求為台灣世界展望會受助之外籍配偶家庭需求之一。

#### (二) 子女課業輔導需求

台灣世界展望會父母之一方為外籍的受助童中，有 30.51% 和 10.27% 分別就讀於國小和國中(請見圖二)，正處於基本國教階段，然而，這些受助童的外籍父母多為低社經地位，教育程度普遍不高，加上這些兒童的父母，容易伴隨著有語言溝通障礙或文化差異隔閡問題，對於子女的教育上協助有限。美國研究報告也指出<sup>23</sup>，少數族群、女性、或是身心障礙的兒童和青少年，因為種族、性別等因素，會增加其「教育劣勢」(Educational Disadvantage)，造成學業成績低下、甚至中輟、休(退)學。

#### (三) 親子、夫妻、婆媳關係維繫需求

台灣世界展望會受助之外籍配偶家庭中，以母親為外籍居多(請見圖四)，加上有 24% 的外籍配偶家庭，父親的健康狀況為身心障礙和患有重大疾病，甚至有高達 20% 的受助童父親是已死亡，在以父系為主的台灣社會中，台灣世界展望會受助童的外籍母親在家中往往地位不高，備受冷落(見案例二)；加上文化差異和語言隔閡，在子女教養、夫妻互動和公婆侍奉上，容易因認知、觀念上的不同，進而產生衝突，造成親子、夫妻甚至是婆媳關係的緊張。

#### (四) 生活適應需求

因為國情的不同，外籍配偶初來台時，容易產生文化衝突(culture shock)，極需有語言(中文)、文化(台灣文化)、和社會適應等相關課程的提供，幫助其更迅速融入台灣社會，適應在台生活<sup>24</sup>。

#### (五) 居留身份取得

受限於我國的移民法規，外籍配偶在取得我國居留證或身分證常耗時許久，限制頗多，甚至無法順利入籍<sup>25</sup>。  
\* 台灣世界展望會對受助兒童(包含父母是外籍配偶)提供的服務內容有：

#### (一) 助學行動(助學金/交通住宿補助金)

為幫助弱勢貧童能順利上學，台灣世界展望會每年在 2 月、9 月開學季之前，針對台灣世界展望會所有受助兒童及社區高中職以上之清寒學子發放助學金，並提供家庭景況特別困難的學子全額學費補助，並視實際需求提供貧童住宿補助、交通費補助等，讓經濟弱勢家庭的孩子能免於失學之虞。

#### (二) 課業輔導 / 育樂教室

台灣世界展望會在全省偏遠、貧困地區，為弱勢孩子舉辦各類週間、週末課業輔導，幫助缺乏教育支持、資源的弱勢經濟家庭的兒童提升課業競爭力、建立自信心。目前台灣世界展望會在全台 400 多個地點設有課輔教室，共計超過 450 個班級，有 1300 多名課輔志工投入，不僅激發孩子的學習潛能，更讓孩子感受到更多的愛心與關心。

#### (三) 醫療衛生專案

台灣世界展望會的醫療衛生專案，除幫助家中經濟窘困未納入健保的受助兒童加入全民健保、獲取足夠的醫療服務之外，並針對緊急醫療之需要提供醫療補助費用(包括營養品/復健器材提供、就醫交通費、生活補助費、兒童健保費用補助等)；同時也透過各區專業志工的定期巡迴義診及不定期與當地醫療院所之合作，加強當地的口腔醫療、視力保健服務、衛生教育與全民健保政策的宣導，更幫助受助兒童免費配鏡，為孩童

<sup>23</sup> Wodarski, J. S., & Thyer, B. A. (Eds) (1998). *Handbook of empirical social work practice : Social problems and practice issues*. New York : John Wiley & Sons, Inc.

<sup>24</sup> 詳見台灣世界展望會受助之外籍配偶家庭案例分享之案例一和案例二。

<sup>25</sup> 詳見台灣世界展望會受助之外籍配偶家庭案例分享之案例一。

的健康把關，使其能順利成長。

#### (四) 生命品格教育

台灣世界展望會十分重視受助兒童的心靈、品格發展，尤其在現代價值與道德嚴重衝突的社會，兒童自我概念的建立就更形重要。台灣世界展望會費時一年，自行編制生命教材，教材所詮釋的核心價值，是採基督教信仰的觀點為出發點，內容設計上採系統性、螺旋式課程設計，共有 15 章節，有學理依據且結構嚴謹，前一課程之內涵，亦會出現在之後的課程學習重點當中，透過和社區教會合作，結合課業輔導方案，提供受助兒童生命品格教育，讓兒童看見自己的獨特價值，認識生命的意義，進而學會珍惜自己，也懂得尊重生命，強化兒童人格健全發展。

#### (五) 家庭教育

台灣世界展望會透過國內各界愛心人士與企業的支持與合作，並結合社區教會、社區活動中心、學校等，舉辦多樣親職教育、親子活動，讓孩子擁有適當學習及遊戲空間，增進外籍父母親職能力，促進親子關係，降低親子緊張與衝突，同時也讓孩子獲得整全的發展。

#### (六) 守護急難家庭

對長期在貧困中掙扎、求生存的弱勢家庭來說，當毫無預警的急難意外來臨時，無疑是極大的打擊和挑戰。為幫助經濟弱勢家庭在發生急難變故的第一時間，能獲得及時的救助，台灣世界展望會透過「飢餓三十」國內緊急救援行動，關懷發生急難、醫療、意外等特殊事件的經濟弱勢家庭，給予各項經費補助及生活扶助，急難救助補助項目有：火災、喪葬、疾病、自殺、車禍…等意外特殊事件。

#### (七) 個案管理服務

透過社工員個案管理專業，持續的對台灣世界展望會受助兒童和其家庭進行關懷訪視，並適時提供相關所需資源，或進行社會資源的媒合或轉介，陪伴弱勢家庭一同順利渡過艱難、走出生活困境。

### 叁、台灣世界展望會對其受助之外籍配偶家庭未來展望

#### 一) 持續提供經濟、教育、醫療、關懷訪視服務

對於現有的受助外籍配偶家庭及兒童，台灣世界展望會將持續依其實際需求，提供助學補助金、交通住宿補助金、課業輔導、生命品格教育、親職教育、親子活動、貧童健保補助、個案管理、急難救助等相關服務，協助其渡過生活困境。

#### 二) 建立外籍配偶家庭受助兒童自信心與自我認同

Manning & Baruth (1995)<sup>26</sup>指出，有「教育劣勢」(Educational Disadvantage)的兒童或青少年，也可能伴隨低自我認同、低成就、缺乏動機、或接觸毒品的現象或行為。台灣世界展望會擔心受助外籍配偶家庭兒童，因為自己的父或母是外籍，而產生自卑感，覺得不如人，經由透過生命品格教育、家庭訪視關懷、親子等活動的舉辦，助兒童建立自信心與自我認同感，未來仍應多辦理相關自我認同、生涯規劃、成長團體等相關課程。

#### 三) 倡導外籍配偶和外籍配偶子女的社會地位

很多人誤解外籍配偶都是用金錢交易而來的，加上台灣世界展望會的外籍配偶大多數來自東南亞經濟發展落後地區，例如：越南、泰國、印尼等國家，使有些社會大眾或其家人，對外籍配偶和外籍配偶子女帶有社會歧視，更對其有一些精神、言語或肢體暴力傷害，使外籍配偶和外籍配偶子女在生活適應困難之餘，更受到心理的深層傷害。台灣世界展望會經過數十年經營，在社會上具有良好的信譽，也積極投入弱勢貧困兒童的倡導工作，雖然，台灣世界展望會目前資助的兒童父母之一方為外籍僅佔 1.79%，然而，隨著外籍配偶和其子女越來越多的問題與迫切的需求，台灣世界展望會未來也應多積極投入外籍配偶和外籍配偶子女議題的倡導工作。

<sup>26</sup> Manning, M. L., & Baruth, L. G. (1995). *Students at risk*. Boston: Allyn & Bacon.

## **A study on the needs, current situation and services of Taiwan foreign spouses families**

Emily Chen / World Vision Taiwan Specialist

### **Paper Outline:**

1. Current situation of Taiwan foreign spouses
  - 1) Current situation Analysis of Taiwan foreign spouses
  - 2) Difficulties and needs of Taiwan foreign spouses
  - 3) Children problem and needs of Taiwan foreign spouses
2. World Vision Taiwan's support and direction towards Taiwan foreign spouses
  - 1) Progress of World Vision Taiwan's sponsored foreign families
  - 2) Current situation of World Vision Taiwan's sponsored foreign spouses families' children
  - 3) Cases of World Vision Taiwan's sponsored foreign spouses families
  - 4) World Vision Taiwan's support needs and analysis to foreign spouses families
3. World Vision Taiwan's plan to support foreign spouses families
  - 1) Continuous financial, educational, medical supports and door to door interview
  - 2) Establishment of confidence and self-identification in children of foreign spouses families
  - 3) Rise in social status of foreign spouses and children

### **Chart Outline:**

#### **Chart**

Chart 1. the ratio of foreign spouses' children who go to school by countries

Chart 2. child's school admission in foreign spouses family

Chart 3. father's health condition in foreign spouses family

Chart 4 foreign parents in foreign spouses family

Chart 5 financial conditions in foreign spouses family

#### **Table**

Table 1. the number of marriage registration of foreign spouses during 2003-2006

Table 2. the number of schoolchildren of elementary and middle school

Table 3. the number and ratio of World Vision Taiwan sponsored foreign spouses families by regional group

### **1. Current situation of Taiwan foreign spouses**

"Taiwan foreign spouses" in the report mean non-Taiwanese citizens who are married to Taiwanese citizens. Since the number of Taiwan foreign spouses has been increasing in 1990s, major Medias started to call foreign spouses, especially female as "Indonesian bride" from Indonesia, "Vietnamese bride" from Vietnam, "Continental bride" from People's Republic of China and named all of the foreign spouses in all as

“foreigner bride.”

But the name of “foreigner bride” might give the prejudice to the public, so Taiwan decided to change it into “foreigner spouse” which is “Indonesian spouse”, “Vietnamese spouse”, “Continental spouse.”

Some of Taiwanese groups, however, hope to replace it with the new title of “new immigrant women.” For example, if Indonesian women get married to Taiwanese man, we should call her “new immigrant women” regardless of her nationality.

#### 1) Current situation analysis of Taiwan foreign spouses

According to documents of Taiwan National Statistical Office, in 2006 the number of marriage registration in Taiwan was 142,669, up 1,529 from 2005. Among them, the number of foreign spouses except Chinese, Hong Kong and Macao citizens stood at 9,524, accounting for about 6.7%, down 4,284 from 2005. And the number of foreign spouse in china, Hong Kong and Macao posted 14,406, representing 10.1% which is 213 drop compared with 2005.

In case of all of foreign spouses putting all together including China, Hong Kong, Macao, the figure accounted for 16.8%, 3.8% decline from 2005 and down from 15.1% compared to 31.9% in 2003. (Table 1) The reason of sharp drop from 2003 to 2006 is that from December, 2003, Taiwanese government implemented measures to crack down illegal activities by foreign spouses such as marriage with intention of prostitution. In this process, the government had Chinese spouses interview and enabled foreign spouses to visit their country. As a result, for the 3 years, a report of marriage has fallen rapidly. (2007 Taiwan National Statistical Office)

Until 2006, the number of foreign spouses reached nearly 384,000. 34.5% of them are foreign spouses except for China, Hong Kong and Macao that represented 65.1%, showing most of foreign spouses have been coming from the 3 regions. (2007 Taiwan National Statistical Office) <sup>27</sup>

Table 1. the number of marriage registration of foreign spouses during 2003-2006

year	the total number of marriage registration (couple)	Foreign spouses (person)	the number of spouses in China, Hong Kong and Macao(person)	ratio of foreigner and Chinese spouses( % )
2003	171,483	19,643	34,991	31.9
2004	131,453	20,338	10,972	23.8
2005	141,140	13,808	14,619	20.1
2006	142,669	9,524	14,406	16.8

Source: Taiwan national statistical office

#### 2) Difficulties and needs of Taiwan foreign spouses

##### Case 1.

Ain(柯寅) is a case that her in-law went to Thailand in person to look for a daughter in-law for their weak son. They ended up bringing Ain to Taiwan. Ain has to take care of her husband and his sick mother and even make

<sup>27</sup> Taiwan National statistical Office, National statistical Office report , 1996 year 2nd , 11<sup>th</sup> January, 1996 <http://www.moi.gov.tw/stat/index.asp>

money for supporting them financially. Moreover, she has to look after her son with mental retardation.<sup>28</sup>

#### Case 2.

Aran(阿蘭) is a case that with difficulties to find his wife in Taiwan, a Taiwanese man went to Vietnam and selected her. But after she has 2 children, things are changed. Her husband and mother-in-law prevented Aran from being with her children and seized resident document, because they planned to send her back home with some problems to register residential extension.<sup>29</sup>

As the two cases show, most of the foreign spouses are stemming from less-developed countries, having lower position in household and being denied. And also because there is a perception in Taiwanese society that those women were sold for money, those women are having a hard time to adjust the society.

The following is major problems faced by foreign and Chinese spouses suggested by an associate professor Lee su rung(李燧) in Donggo University.

##### (1) Problems with adjusting society

In case of foreign spouses who moved Taiwan, they undergo cultural shock and have difficulties in adjusting to Taiwanese society because there are differences in term of social background and life habit. (Chang rang yeon, Chun yeon cheon, Hwang zoo chun, 2004)<sup>30</sup>

##### (2) Lack of social support network

Having different life styles and values, foreign spouses cannot make friends in Taiwan society and keep in touch with their family in their countries. Furthermore, their husbands and their parents are afraid that their wives and daughters-in law might improve self-consciousness and then block them from contacting outside. In addition, with the lack of social support network, those spouses cannot receive necessary advices and supports.

##### (3) Problems with bringing up children

Foreign spouses do not know Chinese, Taiwanese culture and school method, so they cannot help their children in their school works. And also if the foreign spouses family is in a lower class, parents might have a hard time in home and school education. (Mo leelee, Lie pei ring 2004)<sup>31</sup> In addition, because there are gaps in cultures and traditional values, the foreign spouses are likely to get involved in troubles with parents-in law and their husbands when it comes to children education, which can be the cause of family troubles.

##### (4) Problems with seeking employment

Under the Taiwanese law, anyone cannot get a job without the work permit or identification card. Foreign spouses, however, tend to come to Taiwan without the work permit or identification card, facing a lot of regulations in searching a job. Even though the spouses get the work permit or ID card, they might not find a job because many employers do not trust them and refuse to work with them. (Chu ru rui, Lin wei yeon 2004)<sup>32</sup>

##### (5) Social discrimination

Most of the foreign spouses came from the poor nations and many Taiwanese have a preconception that those

<sup>28</sup> Jungsijeonja daily newspaper, Chanench, Ree, Reekunzen, Chun meiwon, Jeowoo Lee Ran Interview, 2007/02/12.

<sup>29</sup> Recording the interview with a employee in 113 women service call center

<sup>30</sup> Chang rang yeon, Chun yeon chun, Hwang zoo chun (foreign spouses) in 2004

<sup>31</sup> Mo leelee, Lie pei ring 2004, research for “decrease in children and foreign spouses’ children in Taiwanese society and regional development”, 105<sup>th</sup> 55-64P

<sup>32</sup> Chu ru rui, Lin wei yeon 2004. “For the diverse society- how to deal with the foreigners and foreign spouses in Taiwan

spouses were sold for money. Even some husbands thought that because they bought their wives with their asset, they treated them as a tool to have a baby for them. Moreover, those husbands sometimes pinched, slapped and kicked their wives.

(6) Domestic violence

Taiwan is still a male-dominated society and most of the foreign spouses are women. That's why domestic violence has been happening frequently in Taiwan. Due to lack of sharing feeling with their husbands, hostile attitude of their in-laws towards them and language problem, foreign brides are subject to violence. For more specific information, I interviewed an employee of 113 Women Support Call Center. She said that everyday tens of foreign brides have been calling to get advices in relation to domestic violence, which shows it is a serious problem.

3) Problems with children of foreign spouse family

(1) Education problems

As foreign spouses families are increasing, their children are increasing too. Taiwan Education Ministry estimated that during 1992~1995, the number of schoolchildren of elementary, middle school has gone up increasingly. (Table 2 and Chart 1)<sup>33</sup>

But with the bad economic condition, both mother and father of foreign spouses' families have to work. So those parents have no time to help their children even when their kids want to ask something to them. As a result, children of foreign spouses families easily lag behind the other students. That's why After-school extracurricular classes are really needed.

Table 2. the number of schoolchildren of elementary and middle school

The number of students	1992		1993		1994		1995	
	elementary	middle	elementary	middle	elementary	middle	elementary	Middle
	26,627	3,413	40,907	5,504	53,277	6,924	70,797	9,369
total	30,040		46,411		60,201		80,166	
by one parent' s nationality among both								
China,Hongkong ,Macao	10,087		15,764		21,181		28,776	
Indonesia	7,839		11,525		14,143		18,107	
Vietnam	3,567		7,141		10,940		16,584	
Philippine	2,143		3,185		3,801		4,500	
Thailand	1,859		2,447		2,858		3,257	

Source: Statistical department of Educational Ministry

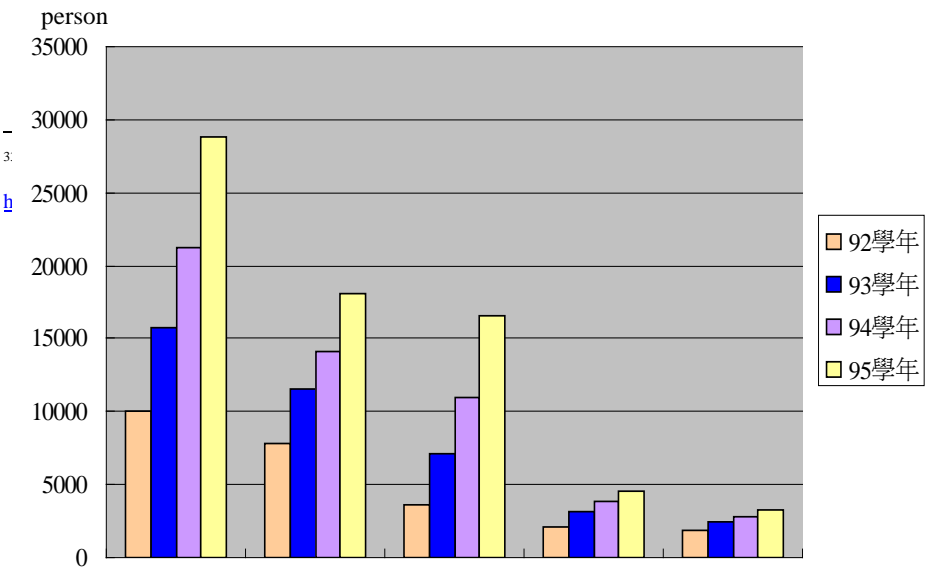


Chart 1.

the ratio of foreign spouses' children going to school by the Chart 1. the ratio of foreign spouses' children who go to school by countries

Source: Statistical department of Educational Ministry

#### (2) Identity problem of children of foreign spouses

Recently negative news coverage related to foreign spouses has been reported in Taiwan. For example, a foreign bride who abused children killed her husband, got money and back to her country. Or foreign spouses tend to fall behind in terms of learning ability and have no knowledge of culture. It can spread the negative image of foreign spouses and have great effects on their children's learning and relationship. As a result, those children face the discriminatory treatment in society, have a hard time to find their identity and suffer from psychological pain, winding up not to recognizing themselves and their foreign parents.

There was once an article. A Taiwanese child with foreign mother had dark skin like worker from Thailand. One day, a classmate peaked on him, saying, "Are you illegitimate child born between owner and foreign worker?" Because of that, he underwent a great pain and even suffered from depression. This cases show us the importance of identity problem.<sup>34</sup>

#### (3) Communication problem between children and parents and the need of relevant program

When growing up, children of foreign spouses families come to recognize low social status of their parents. Moreover, they've been aware differences in culture and life habit with their foreign mother of father and then raise the negative awareness about their foreign parents. In addition, they consider foreign parent as not understanding their meaning due to languish problem and disrespect and ignore them. Finally there is no connection between parents and children. Therefore support programs are needed to communicate them each other.

## 2. World Vision Taiwan's support and direction towards foreign spouses families

### 1) Progress of World Vision Taiwan's sponsored foreign families

World Vision Taiwan has been making every effort to provide services to people in desperately needed since it was founded in 1964. From 1960s when everyone was in poverty to 1980s when the economy developed at a rapid pace until now, World Vision Taiwan has been trying to deliver professionalized services.

In the early of the foundation in 1960s, the agency aided kindergartens, hospitals and doctors in remote areas. In 1980s, it started to help people in small islands, rural areas and families and children in the extreme poverty. In 1990s, it joined International World Vision and extended its activities into countries all over the world. And as Children Aid Initiative and Development Initiative were established, World Vision Taiwan provided families and children in farm villages and poor conditions with more material and psychological supports.

With lots of changes in social and economy environment, more complex and various family problems occur. The alternation to education system made children face more problems. Besides, the rise in divorce rate, weakening

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<sup>34</sup> Jungsijeonja daily newspaper, Cha nencheo, Leeii, Lee kunchen, Chun meiwon, Jeu leeran interviews, 2007/02/12

family function, taking care of grandparents and single parents are becoming common and also increases in unemployment rate, changes in social structure and shortage of social support services cause domestic violence and children abuse. Moreover, children of foreign spouses families are not able to adjust to the society, having a negative impact on their growth. Accordingly, beyond the existing economic aids, World Vision Taiwan starts to back up children having abuse, children of single parents and foreign spouses and families in serious crisis like divorce. In particular, it focuses on protecting children and teenagers. World vision Taiwan hopes to establish a society in which every children and teenagers can be raised safe and healthy.

2) Current situation of World Vision Taiwan’s sponsored foreign spouses families’ children

World Vision Taiwan are operating 5 offices, 33 centers and 14 worksites, helping 37,552 children in total. Among them, children with only one foreign parent of both parents is 672, accounting for 1.79%. By regional groups, central area has the highest while northern part has the lowest. (Table 3)

94% of World Vision Taiwan’s sponsored foreign spouses families’ children have foreign mother, while only 2% have foreign father. Especially in the income level, 98.83% of those families are lower than “0” , a economic basis of World Vision Taiwan. Fathers in one half of households are healthy, but 24% of them are having physical, mental disorder. The more shocking is that 20% of them are already dead. In the male-centered Taiwan society, the fact that husband died tended to cause conflicts with their in-law. When it comes to school attendance, 53.13% of children of foreign spouses families aided by World Vision Taiwan are not attending school with 30.51% in elementary school, 10.27% in middle school, 4.76% in day nursery and kindergarten, 1.19% in vocational high-school and college and 0.15% in university. (Table 2-5)

Table 3. the number and ratio of World Vision Taiwan sponsored foreign spouses families by regional group

Source:  
system of

region	number	Ratio
North	32	5%
Center	294	43%
West	45	7%
East	34	5%
South	267	40%
total	672	100%

Domestic operation  
World Vision Taiwan



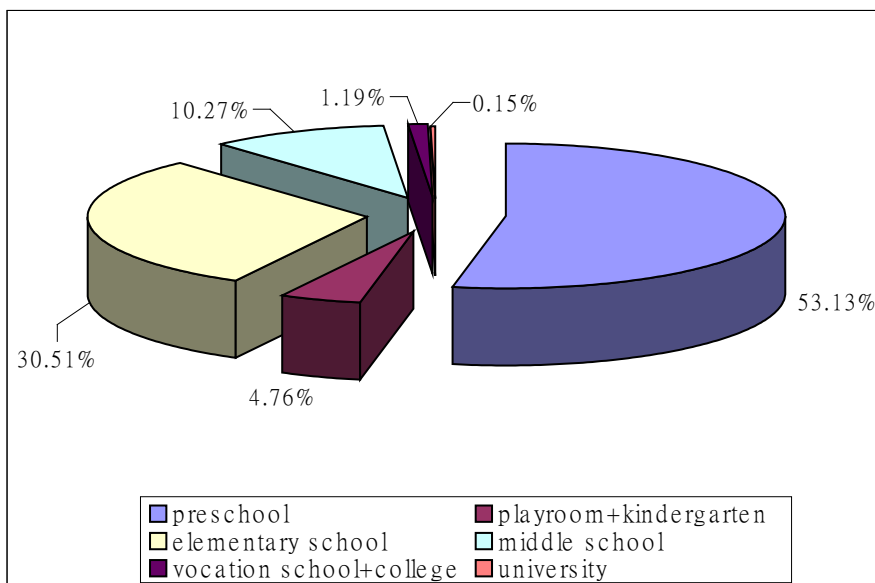


Chart 2 child' s school admission in foreign spouse family

Reference: World Vision Taiwan domestic business management system

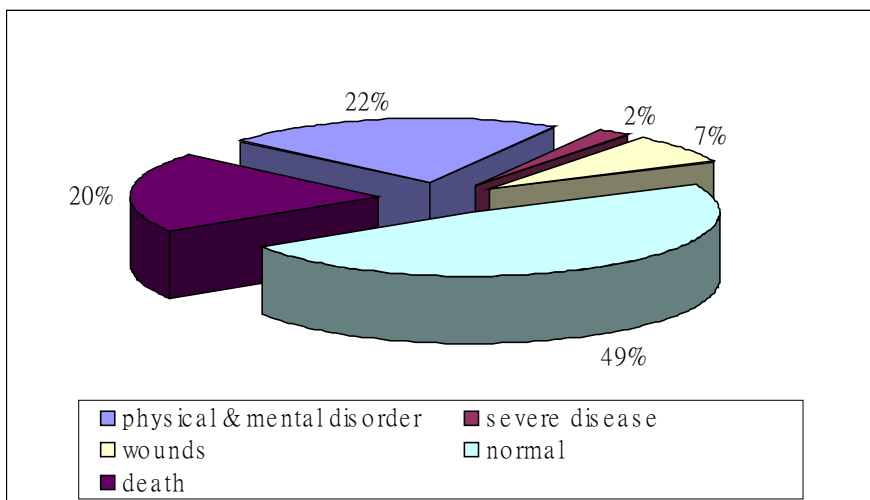


Chart 3

father' s health condition in foreign spouse family

Reference: World Vision Taiwan domestic business management system

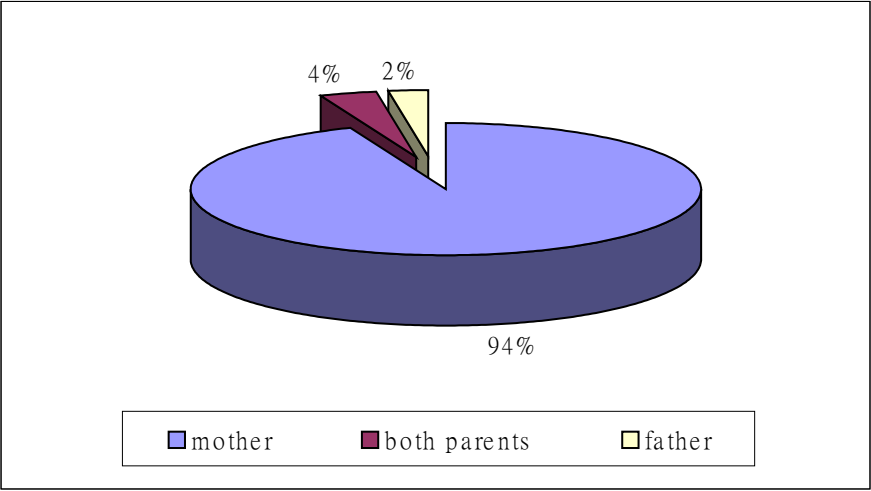


Chart 4 foreign parents in foreign spouse family  
Reference: World Vision Taiwan domestic business management system

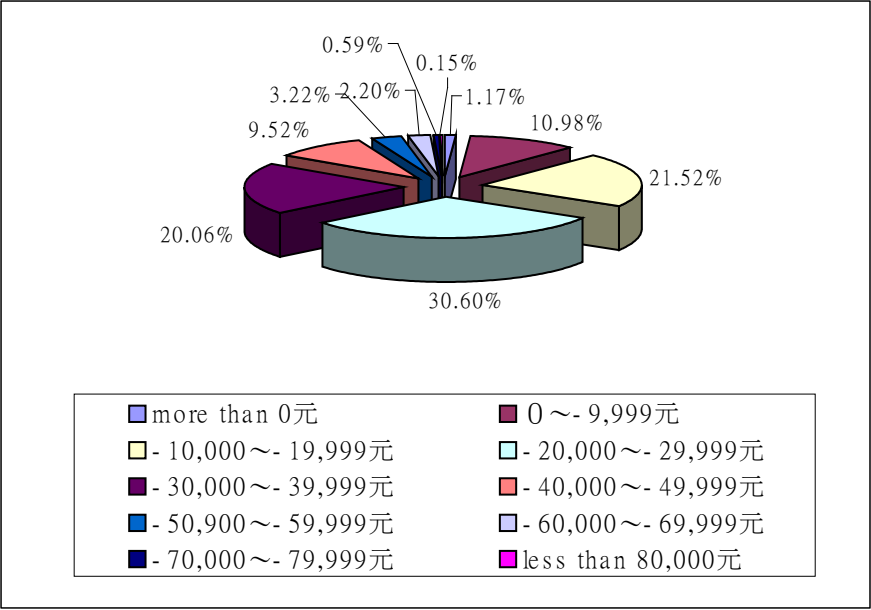


Chart 5 financial conditions in foreign spouse family  
Reference: World Vision Taiwan domestic business management system

3) Cases of World Vision Taiwan’s sponsored foreign spouses families  
Case 1

Shaoing(小瑛), 22 years old, senior in Sero university, has been supported by World Vision Taiwan for nine years. Her father who already passed away was a career soldier, and married a Thai woman who is her mother, 20 years younger than him. He took care of his family sincerely and asked his friend G to look after his wife and daughter after he died. Shaoing’s mother hasn’t been qualified to get a legal identification because she came

with other's identification. What even worse is with her father's death, there are no people to guarantee her identification. In this context, every six year, her mother should come back to her hometown to get the Thai identification and transfer it to a residence card in Taiwan. Now Shaoing's family lives in G's house under his protection. In interview Shaoing's mother said that when she came first in Taiwan it was difficult for her to overcome all the differences in language, foods, and life patterns but with great help from her husband and G's family now she is totally comfortable living here in Taiwan. Moreover she can enjoy simple conversation in Taiwanese. She also added that she is proud of diligent and brilliant her daughter, and gave her special thanks to World Vision Taiwan providing scholarship to her daughter to finish graduate school.<sup>35</sup>

#### Case 2

Shaorung(小龍) is a nine year old elementary school boy who has been supported for two years by World Vision Taiwan. Industrial disaster killed his father and his Indonesian mother can not work because of her poor health condition and language problem. Now these two live in a small room costing 3000 yuan a month, and totally depend on their life with government subsidies. Fortunately their landlord helps them. Shaorung's mother sets a table for her landlord and he goes to see Shaorung off and comes to meet him because his son and Shaorung are in the same school. In interview Shaorung's mother said that when she came first in Taiwan she had lots of difficulties in communication which gets better now but also worried about loneliness that she doesn't have many friends here. What is worse is a toughness of her husband's family against her. Especially, after her husband died, his parents took away all subsidies and insurance money related to his death. She, getting Shaorung's custody, has Taiwan identification and carries national health insurance. She also expressed her worries of not helping her son to study despite of his poor grade, and emphasized the most urgent problem to her is finance and education. She never forgot to deliver her thanks to the organization to provide grants to her son. She plans to stay in Taiwan for Shaorung's education.

#### Case 3

Shaoren(小蓮) is a 11-year fifth grade elementary school student and has been supported by World Vision Taiwan for two years. Shaoren's father is a cable expert, which means he could earn at least 30,000 yuan a month if there is enough work, but it depends on the weather so probability to get enough monthly payment to live is uncertain. Shaoren has two little sisters. First one is in the elementary school and second one is four years old. But financial problem still pressures Shaoren's parents. They met in Vietnam by their friends. With high education, Shaoren's mother had no problems to speak and read Chinese when she came to Taiwan. She can speak English a little. When they dated, to meet Shaoren's mother who worked as a scrivener, Shaoren's father visited Vietnam many times and she also visited Taiwan several times to meet his parents and relatives. With much knowledge in law, she smoothly handled all legal procedures to live in Taiwan and easily obtained Taiwanese identification after marriage. At that time they are over 30. Long time dating brings no problems to them in terms of communication and emotional expression. Her good health condition and education background help teachers to teach her children and make her easy to communicate with them. One problem she bears now is a financial issue. In interview, she expressed her thanks to World Vision Taiwan to offer various activities they can do with their children and provide subsidies to them.

4) World Vision Taiwan's support demand and analysis to foreign spouse families

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<sup>35</sup> Child support initiative of World Vision Taiwan provides subsidies to universities for 10,000 yuan, to high schools for 5,000 yuan, to elementary and middle schools for 2,500 yuan to help 40,000 supported children and kids in poverty.

The organization's statistics and interviews deduce several parts in need to support.

(1) Financial support

Parents of children subsidized by World Vision Taiwan have many difficulty in making a living. According to the statistics (refer to chart 5) 98.83% of the foreign spouse families supported by the World Vision Taiwan are lower than "0" from Economic Assessment Index (EAI) in World Vision Taiwan, which means financial backup is the most urgent matter in the family support to solve.

(2) Educational support to Children

Among the children subsidized by the organization, 30.51% are in elementary school, and 10.27% are in middle school.( refer to chart 2) Normally parents of those kids have tons of difficulties in educating their children in terms of low social status and education level, linguistic and cultural difference. One research<sup>36</sup> from the U.S. stated that children and teenagers who come from minority races, who are women, and who suffer from physical disorder are highly likely to have low grade or to take years off or quit their school due to educational disadvantage which is derived from race and gender.

(3) Relationship support between parents and children, and couples

The families supported by World Vision Taiwan have usually foreign mother. (refer to chart 4) 24% of the families have fathers who suffered from mental or physical disorder or fatal diseases, and 20% of them have dead fathers. In Taiwan, a male-centered society, foreign women have been treated so harshly. ( refer to case 2) Furthermore, cultural and linguistic difference trigger some conflicts in kids' education, communication between couples, and serving elderly, leading much severe troubles in family.

(4) Adaptation support

Different life pattern and culture make foreigners easily be exposed to culture shock. Proper adaptation education of language (Chinese), culture (Taiwanese culture) for foreigners is needed to adapt themselves to Taiwan society and enjoy their life in here.<sup>37</sup>

(5) Resident card obtaining support

Various regulations of Taiwanese immigration law cost too much time for foreign spouses to obtain resident card or identification, and too much limitation has laid on change of nationality.<sup>38</sup>

\* World Vision Taiwan's children supports are following:

(1) Education support (grants/ transportation and accommodation subsidies)

To improve educational circumstances, every February and September World Vision Taiwan provides grants to middle and high school students from children supported by the organization or kids in poverty. The students in poverty have been given all-expense scholarship, and also received transportation and accommodation subsidies to study hard without any disturbance.

(2) Supplementary lesson and arts education

World Vision Taiwan runs supplementary classes in weekend for kids living in rural areas and poverty to increase self satisfaction and confidence when they study. The organization runs supplementary classes in 400 areas in Taiwan and employs nearly 1300 teachers for 450 classes to foster a love of learning in children and to feel being

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<sup>36</sup> Wodarski, J.S., & Thyer, B.A (Eds) (1998). Handbook of empirical social work practice: Social problems and practice issues. New York: John Wiley & Sons, Inc.

<sup>37</sup> Refer to foreign spouse family support case 2 and 3

<sup>38</sup> Refer to foreign spouse family support case 1

loved.

### (3) Medicare support

World Vision Taiwan has encouraged poor families to have national health insurance and to learn how to deal with emergency situations for their kids. The organization also supports nutrition medicine, recycle products, transportation fee, living expenses, and insurance cost. Moreover professional volunteers regularly offer home visit, and provide oral and ophthalmic services with the help of hospitals, and promote health education and government health policy, and organize better environment for kid to grow in good condition.

### (4) Life and personality education

World Vision Taiwan puts its importance in growth of kid's emotion and spirit. Especially, today society, conflicting in values and ethic ideologies, needs the education more than ever. Under the circumstance, the organization started to produce its own life education text book for a year, which consists of 15 chapters and verses based on Christian values. You can repeat what you learned before because it is well organized. With the help of local churches World Vision Taiwan teaches "life and personality education" to the supported children, which will be conducive to respect and love themselves.

### (5) Home education

With the cooperation of companies and individuals, local churches and communities, and schools, World Vision Taiwan provides kids with places to learn and play, and offers a chance for parents to learn ways to be a desirable role model for their children by operating many programs such as "education to be good parents" and "activities with parents." By doing so, complications can be minimized and build more strong parent-child relationship.

### (6) Extremely poor family support

Unexpected emergency situation comes to a big chaos to extremely poor families. World Vision Taiwan promoted a program named "hunger 30," which is for dispatching task force team for emergency, and has supported poor families in emergency including conflagrations, mourning, diseases, suicides, and traffic accidents.

### (7) Case management and support

Continuous door to door interview of World Vision Taiwan towards supported families contributes each family to overcome hardness by offering proper assistance.

## 3. World Vision Taiwan's plan to support foreign spouse families

### 1) Continuous financial, educational, medical supports and door to door interview

Continuous education support (grants, transportation and accommodation subsidies), supplementary lesson, life and personality education, "education to be good parents," "activities with parents," health insurance subsidies, case management and support, emergency case support should be given to the supported families by the organization to conquer difficulties living in Taiwan.

### 2) Establishment of confidence and self-identification in children from foreign spouse families

Manning & Baruth (1995) pointed out that kids and teenagers in educational disadvantages show unstable self identification and get easily addicted. Preventing them to be confused by their identity, World Vision Taiwan has strengthened their identification and enhanced their confidence through programs like "life and personality education," house visit, and "activities with parents". Those activities are expected to be continued.

### 3) Rise in social status of foreign spouse and children

Most people consider foreign spouses as an object to be sold for money. Especially most of them come from

developing countries in Southeast Asia such as Vietnam, Thailand, Indonesia, and are being ignored and discriminated by neighbors and families. They are also suffered from linguistic and physical violations and have difficulty in adapting themselves a new circumstance, Taiwan.

World Vision Taiwan is well known for its passionate long term activities, and plans to expand its range of activities even though current supports for the foreign spouse family account for 1.79% of total supports. The organization will call into activity more proactively with detailed case studies of the victims, and play a pivotal role in altering people' s stigma and drawing more attention to them.

Footnote 9

Child support initiative of World Vision Taiwan provides subsidies to universities for 10,000 yuan, to high schools for 5,000 yuan, to elementary and middle schools for 2,500 yuan to help 40,000 supported children and kids in poverty.

Footnote 10

Wodarski, J.S., & Thyer, B.A. (Eds) (1998). Handbook of empirical social work practice: Social problems and practice issues. New York: John Wiley & Sons, Inc.

Footnote 11

Refer to foreign spouse family support case 2 and 3

Footnote 12

Refer to foreign spouse family support case 1

Footnote 13

Manning, M.L., & Baruth, L.G. (1995). Students at risk. Boston: Allyn & Bacon.

## 跨國婚姻的挑戰與契機 台灣報告

湯靜蓮 (財團法人天主教善牧社會福利基金會  
執行長)















## 〈復原力是什麼〉

天主教善牧基金會編印 96.10

為什麼有些人本身條件不佳、命運乖舛，卻依然能克服困境，散發出令人炫目的光芒？

如我們所熟知的劉俠女士，因類風濕關節炎，帶著渾身的傷痛，仍積極的投身公益；

又如日本的殘障作家乙武洋匡，一出生即被判定為原因不明的「先天性四肢截斷」，像他這樣一個四肢不全的輪椅青年，對生命依然樂觀，並充分運用有限的條件，盡情享受生命的不完美。

而為什麼又有些人身處在不良的環境中，卻仍能從自覺當中力求扭轉人生，展現正向的生命力？

如二次世界大戰時，13 歲的猶太籍少女安妮，為了躲避納粹的迫害，和他的家人躲在狹小的加蓋房舍中長達 2 年，食物及其他供應物都靠他人提供。安妮在這樣的環境中，仍然發展良好，直到她死於集中營之中。我們稱這種在困境中仍可以挺立向上的力量為「復原力」。

### 1. 復原力是什麼？

復原力＝韌性：是一個人面對各種情況時，無論處境有多艱困，都能堅持下去的一種能力！這種潛在的能力包含抗拒逆境與正向建構未來的能力。

### 2. 每個人都有「復原力」嗎？

是的。每個人心中都有一顆韌性的種子，即使身處黑暗的逆境之中，只待陽光照耀，這顆韌性的種子就會萌芽成長，綻開美麗的花朵，挺身迎向光明。所以復原力是一個人逆境中所產生最可貴的力量，而且是可以培養激發出來的。

### 3. 如何培養復原力？

復原力可從五個方面來培養與激發：

#### 1) 發展社會支持網路：

「無條件的接納」是培養復原力最基本、也是最重要的因素，而扮演無條件接納的角色者，可能是一位朋友、家人、親戚或周圍的老師與社區的人士。如果週遭有這麼一個人在痛苦或快樂時，能與你一起承擔與分享，並願意支持與接納你，那你的內在的復原力將會發展的更好。

#### 2) 發現生命的意義：

就是能看出生命的正面、美好的一面。我們可從很多方面去發現生命的意義：如宗教信仰、接觸大自然、聆聽智慧之語、幫助他人等。雖然生命並不完美，人生的路上險阻重重，所以當面臨困境時，我們為

何不學習積極並正向的面對挫折，將生命中的阻力轉化成助力，甚至去帶給旁人希望。

3) 技能：

這個領域包括學習種種社交技巧、解決問題的能力、以及某些有用的專門技術。發展這樣的技能是相當重要的，有許多人就是運用所擁有的技能度過危機的。

4) 自尊、正面的自我看法：

每個人都是獨特且值得被尊重的，所以，請試著去發掘自己寶貴的優點與正面的特質。

5) 幽默感：

從簡單的玩笑到面對不幸仍然可以保持微笑的幽默感，是相當難能可貴的，若在面臨困難時還有這樣的心境，常常能一笑置之的，內心必然是自由自在、富有活力的。

（欲知詳情，請上網查詢” Resilience”）

**<快樂，好久不見（example 1）>**

善牧宜蘭中心

『老師，我有事想跟你商量……我老公來了』話筒另一端的沈默，傳來著僅 剩嘟嘟的回音，也拉扯著情緒的思維線，快速的回撥，換來的卻是一連串的責 備的男聲，這是第一次，善牧宜蘭中心和阿緣家的接觸。

常常與阿緣聊著嫁到台灣的這段日子，眼淚就在眼眶裡打轉。必須負擔台灣和越南家庭的經濟壓力，對一個曾經是老師，現在卻在台灣無法順利就業的阿緣而言，是一件很苦悶的事。

阿緣的先生帶著阿緣和孩子回到一個最陌生卻也是最熟悉的故鄉-宜蘭。或許是因為長期的求職不順，造成情緒的不穩定，也因為自卑而不與外界接觸下，心中那股懷才不遇只能向內發洩愛孩子的父親，卻也是責打老婆的老公。

在多次與這個家庭接觸下，偶爾阿緣先生願意讓我們與阿緣聊聊天，但這一切必須受到阿緣先生情緒狀況來決定，雖然後來接觸可以較為頻繁，但是還是常會看到阿緣臉上憂鬱的表情，因為先生的責備依舊不斷，而這樣的狀況似乎一直無法有好的突破。

直到一次偶然的機會，邀請阿緣的先生，到中心擔任志工----塗塗刷刷、敲敲打打，將原先不好的教室環境，裝修成小朋友的遊戲天堂。我們及外籍媽媽對阿緣先生的讚嘆與感謝，以及孩子的笑容，融化了原先的冷漠，也拉近彼此的距離，更增加了他對自我的肯定，爾後時常可以看到他的身影在中心裡敲敲打打，又創造一個新穎的學習角落。

在和先生工作一段時間，我們建議讓阿緣除了到中心上課之外，也能夠到中心來擔任志工，原先在越南是老師的阿緣本身能力很好，也願意學習，先是協助當保母志工，加上阿緣的中文能力進步很快，開始協助翻譯之後，也嘗試讓她當中文班的助理講師、兒童團體的客串講師一介紹越南文化。看阿緣在講台上專業的形象與台風，知道她回到了屬於自己的舞台，真是替她高興！也許是重新找到了生活的重心，現在一週的上班時間，時常可以看到兩夫妻一起到中心當志工，讓他們的能力都可以發揮在最適當的位置。現在，『老師，我…。』這語氣是那麼的輕鬆自在，已經和我當初接觸的阿緣，不一樣了！阿緣常說，「因為善牧，讓她找到了好久不見的快樂」。

**<在台灣認識的外籍配偶，也是恩愛夫妻（example 2）>**

善牧宜蘭中心

阿玲和很多嫁到台灣的外籍配偶不一樣，因為她和先生在台灣認識，進而談戀愛後才嫁到台灣。先前她在台灣當過兩、三年的外籍勞工，因為朋友的關係，認識了她現在的先生，他們兩個認識一年多之後，他問她要不要嫁給他，雖然認識的時間不長，但是她知道他是真心的喜歡她，所以考慮幾天後就答應他，等她工作結束後就嫁到台灣。

阿玲之前的先生很喜歡喝酒應酬，但是知道她不喜歡之後便開始慢慢的改變，尤其是在她懷孕之後，

他不外面和朋友喝酒，也因為這樣，她認識了很多他的朋友。此外，他也常常會帶她和小孩出去玩，如果出去要開車，為了他們的安全，他就會不喝酒，為他們的家改變許多。

因為家中的大姑有做生意，為了要幫忙她的小吃攤，所以阿玲必須學騎機車。雖然騎機車對她來說不困難，但是筆試才是外籍的配偶最困難的部分，因此在考照班開班的時候，她先生問說要不要去報名，但是因為那時候孩子還小，需要有人照顧，而且公公婆婆的年紀大了，沒辦法幫忙帶孩子，她的先生居然一口允諾會擔起照顧的責任，她雖然有點不放心，但是因為學騎機車是一件很重要的事情，所以她還是報名上課，不過因為她去上課，現在只要她忙，小孩如果需要喝牛奶，先生都會幫她泡，也會幫忙餵小孩，真的讓她覺得當初的決定不是錯的，因為他是一個真正疼惜她的好男人。

阿玲的先生知道善牧宜蘭中心有新的中文班後，認為她不再需要工作了，只要專心上課和把孩子帶大，而且如果中心有一些和外籍配偶相關的活動，都會鼓勵她去參加。此外，中心也安排她接受電視採訪及參加研討會和其他人分享她的生活經驗。雖然有些人會不喜歡讓別人知道自己家中的太太是外籍配偶，但是在阿玲先生的眼中，她從國外來，應該珍惜她，以及給她更多的照顧。她很愛先生和孩子，希望他們的家庭可以永遠如此的快樂。

#### **協助阿鳳爭取在台居留並照顧重病女（example 3） 善牧跨國婚姻家服中心**

阿鳳於 2001 年嫁至台灣，她的先生在 5 年的婚姻生活中常對她施以暴力，不僅未負擔家用，更在金錢上對她予取予求。她原以依親合法居留於台灣，並持有有效之中華民國外僑居留証，不料於 2006 年 9 月，因數名外勞在其經營之雜貨店內賭博而被牽連，她的居留証被收回並令立即回國，因當時有孕在身及本身未曾參與賭博，她委請律師答辯於女兒出生後數日離境，並旋以觀光簽證再入境；唯觀光簽證於本年 11 月到期，將面臨無法合法居留在台灣照顧女兒的問題。

她的女兒出生時臍帶先行掉落，致使腦部嚴重缺氧，迄今仍為昏迷狀態，無法自行正常呼吸及活動，需仰賴呼吸器及人工灌食。依據醫師診斷，她的女兒患有重度缺氧缺血性腦病變、新生兒痙攣、呼吸衰竭、肺炎及胃食道逆流等病狀。現已進行氣切手術，及轉至小兒呼吸照護醫院長期照護，醫師評估阿鳳的女兒預後不佳，恐無法恢復意識，需長期安養照護。因她的女兒身體之嚴重缺陷，她的先生覺得麻煩，不願擔負為人父的責任，於今年 6 月 14 日暴力脅迫阿玲離婚，並自動放棄擔任她女兒監護權人之責，因而由她獨立監護、撫養及照顧女兒及支付女兒日後龐大的醫療費用。

對於上述的困境，本會跨國婚姻家服中心社工員評估後認為取得合法居留才屬上策，遂去函外交部及內政部請求以專案方式處理阿鳳證件問題，惟雖經多方嘗試仍無法得到協助，社工員只有請求善牧協助解決阿鳳的難題，最後透過溝通才得以核發居留簽證。此案例引發一些省思：阿鳳靠婚姻關係做國際、地位流動，但不管婚齡多久，維持婚姻的主權仍操控在臺灣的配偶手上。正如阿鳳說：若沒有遇到善牧，不知後果將如何？

## **Challenges and Opportunities of International Marriages Taiwan Report**

Tang Jing-Lian (Good Shepherd Social Welfare Services CEO)

### **1. International Marriages are common in Taiwan as well as in the world.**

- Foreign brides are increasing in other countries including the U.S.
- Usually brides move to more developed countries.

#### **1) Current status of International marriages in Taiwan**

- (1) The number of foreign spouses including spouses from mainland):



393,630(1987.1-2007.7)

(2) The number of children from international marriages :

23,903(aged 0-2, accounting for 11.6% in 2006)

(3) Children's school attendance: over 80,000 in 2006

primary school 4%

junior high school 1%

New residents- They leave their own countries and settle down in new countries.

2) A process of adaptation when new immigrants move into a new culture:

- Cultural shock

Normal response to a new environment:

- Homesickness
- Avoiding public places and feeling sick
- Insomnia
- Depression
- Helplessness
- Concentration deficiency
- Loss of the sense of humor
- Irritation
- Fatigue

## 2. Understanding on international marriages

- Coexistence of two cultures
- Experience in the process of family development
- Additional experience in adaptation to other cultures

1) Demands and challenges of international marriages

(1) adaptation to life and culture

(2) economy/employment

(3) family relations

(4) residence certificate

(5) difficulties of being parents

(6) establishment of a support system

2) New residents began to get attention in 2002-2003:

(1) Findings from Mahae hospital showed that 95% of premature babies were born to mothers from new resident families.

(2) More than half of the students in remote villages are children from new residents, facing language problems.

- Mothers from new resident families are ignored by their children and families.

- New residents began to get attention in 2002-2003:

(3) Foreign spouses were found suffering from severe domestic violence and having sex under promise of marriage at the 4 shelters run by Seonmok fundraising club.

- Seonmok held a dinner party for foreign spouses and their families' happiness in South, North, Center areas.

- 2003.4.6 Seonmok held a public hearing for foreign spouses, producing attention from government and various circles.
- 2003.5.7 Ministry of home affairs established and executed i¥measures for protecting foreign spouses and spouses from mainland.
- 2004.1 Ministry of home affairs established i¥ a fundraising club for protecting foreign spouses and spouses from mainland and enhanced protecting service for foreign spouses to get the attention of each government and private organizations.

### 3. Concern on personal securities of foreign spouses:

- 2006.11 The administration announced i¥ action plan against human trafficking. Working together with each government, it established whole preventive measures and mechanism.
  - 2007.1.2. i¥immigration office and a department for immigration affairs' were established to support protection. It surveyed the living conditions of spouses from foreign countries and mainland, visited their houses and cracked down on having sex under promise of marriage.
  - Seonmok hosted i¥ a discussion meeting against human trafficking' and sent people three times to i¥protection and prevention of human trafficking victims' seminar in the Philippines in particular, Southeast Asia)
- 1) Mass media, universities, companies and religious organizations are doing activities for foreign spouses.
  - 2) Various support
    - (1) Doing prevention and social activities
    - (2) Central and local governments operate hot line service foreign spouses.
    - (3) Ministry of education offer such excellent programs as i¥language education for the children of new resident families, i¥activities with parents, i¥being good parents
    - (4) Making public service posters
    - (5) Volunteering for foreigners (foreign spouses-teachers-interpreter)
    - (6) Organizing sister agencies
  - 3) Seonmok expands its activities and services to outer areas.
  - 4) Added to 4 shelters, Seonmok established service centers for foreign spouses in 7 areas and provided services to foreign spouses and their families.
  - 5) Foreign spouses can get equal treatment with the citizens when they face domestic violence, according to the statute i¥ committee against domestic violence and sexual violence
- EX) livelihood assistance, lawsuit support
- Our support and service:
    - Family-centered service: Supporting international marriage families with resilience.
    - Emphasizing strong points about individuals, families, and relatives, instead of pointing improvements.
    - Improving resilience of international marriage families with positive approach.  
(for more details about resilience, please refer to the Internet: resilience)
  - Practical efforts:
    - Securing and training service people with cultural senses
    - Respecting individual gaps
    - Doing family-centered service

- Real activities:
  - new residents' own program: chajeoncho club, international mother choir
  - women supporting organization
  - new resident family meeting
  - children from international marriages recognizing organization
  - fostering friendship among children
  - encouraging conversation between husbands and wives
  - nursery, kindergarten and schools offer program 'activities with parents' and 'being good parents'

#### 4. Result of their efforts:

- 1) learning-growth
- 2) a sense of shame- a sense of confidence- a sense of achievement
  - basic assistant teacher
- 3) Chinese intermediate – vocational - providing help
  - advanced training interpretation
  - New resident families are studying together
  - Promoting friendship among new resident families
  - Studying and growth of children from new resident families
  - positive effects on foreign spouses
  - Changes of fathers from new residents
  - Seonmok cooperates with media
  - Seonmok and Taeshin work together to cultivate qualified individuals
  - Seonmok cooperates with enterprises
  - Seonmok and Kuktae work together

#### 5. Various services for international marriages families

- 1) Various support:
  - (1) supporting foreign spouses' adaptation to life in Taiwan
  - (2) Supporting residence, education, jobs, personal security, medical treatment, child-rearing, transportation, lawsuit
- 2) Observation
  - (1) Service people with cultural senses
  - (2) Creating an academic atmosphere through meetings and workshops
  - (3) Self-development programs
    - challenges-opportunities
  - (4) the fruits of efforts
    - crises-turning point
    - problems-potentials

making the world better place with full of challenges and various cultures coexisting. This conference gave big helps to international marriage families. Thank Korea National Council on Social Welfare and the Council of Social Welfare, Taiwan.

<What Is Resilien> Edited by Catholic Goodwill Fundraising Committee October 1996

How can human beings overcome difficulties and severe conditions, master one's destiny, and shine? Now famous Liu Sha endures pains from rheumatic troubles in order to devote herself to public good. Japanese disabled author, Otodake Hirokata was born with no limbs and the reason is not identified. Despite his physical disability, he maintains an optimistic attitude toward life. With his wheelchair, he fully enjoys his life.

How can people set their goals in life and show positive influences despite terrible conditions?

During the Second World War, a 13-year-old Jewish girl Anne had to spend two years in a cramped attic to avoid German soldiers. She had to depend on other people for foods and commodities. Anne, however, successfully overcame this condition and her positive attitude continued until she died in a concentration camp.

We call this positive power that helps overcome hardships "Resilience."

1. What is resilience?

Resilience=attitude: This is the ability of human beings to endure hardships in any circumstances. This potential ability includes the competency to overcome hardships and proactively open up the future.

2. Does everyone have resilience?

Yes. All human beings have a potential. People use this potential to overcome hardships. With a little motif, the potential is realized like a sun ray on seeds. The seed grows and sprouts and finally a flower blossoms. Therefore, resilience is a sacred power that human beings can use in adversity. Resilience is the ability people can improve and work on.

3. How does the resilience grow?

Resilience can grow and be encouraged in five ways.

1) Improve social support network.

"Unconditional acceptance" is the fundamental to grow the resilience. Unconditional acceptance can be realized by friends, family, relatives, teachers, and local leaders. Whenever you are sad or happy, the resilience inside you will be much developed if there is a support from your surroundings.

2) Set your life goal.

People can have a positive attitude toward life by setting goals. We can discover the goal of individual's life in many ways. For example, religion, interaction with nature, and wisdom can help us discover goals. Helping others is another way to discover goals. Even if our lives are not perfect with many obstacles, positive attitude can help overcome the obstacles. Positive attitude can change obstacles into hope for others.

3) Skills and ability

Skills are very helpful for building resilience. In this perspective, skills include social networking and problem solving ability as well as learning professional skills. Acquiring skills is very important and many people are using their skills to overcome setbacks.

4) Respect yourself with positive capacity.

All human beings have a right to be respected for their distinctive traits. Therefore, everyone should develop one's good quality and positive capacity.

5) Have a sense of humor.

A sense of humor is very helpful in misfortunes and setbacks. If you keep smiling, it will relieve pain a lot. People with a sense of humor harness inner strengths and rebound more.

(If you want more detailed information, search "resilience" on the web.)

<Surprising Happiness (Case 1)>

Goodwill Ilan Center

“Sister, I have something to discuss with you. My husband is back.”

Soon the phone was hung up. We couldn't wait and called her. A man picked up the phone with a reproachful voice. This was the first contact between Goodwill Ilan Center and the Awian's family.

Whenever Awian was talking about how she got married, her tears ran on her face. She had to support her family in Taiwan and Vietnam while the former teacher could not find a job in Taiwan.

Awian's husband decided to go back to his hometown Illan with his wife and children. He could not find a job easily either for a long time which made him mentally instable. He also had inferiority complex and did not make any social network. He did not express his feelings or emotions. He was a loving husband and father while he insulted and used violence against his wife.

During several meetings with this family, we persuaded the husband to consult with us. However, all the meeting or consultation was decided by him, especially by his mood. Despite several meetings with Awian, her depression did not disappear because her husband did not stop insulting and beating her. The progress seemed bleak.

One day, we arranged a voluntary work for her husband at the center. He worked hard, painting a classroom and hammering some nails. Finally, he changed the messy classroom into a great and safe place for children. Foreigner parents and our center thanked him a lot with all the praises for his work. Besides, children's smile relieved his complexes. His cold heart melted away by children's warm heart and they could be close with each other. His self-respect for himself was built. And this all positive results encouraged him to visit the center often and fix things to provide good facility for children.

While the husband was working, we encouraged Awian to come to the center for training and volunteer work. As a former teacher in Vietnam, she has a good education background. Because she showed a desire for education, we arranged volunteer job of babysitting for her. Later, her Chinese improved a lot soon and she could even interpret short conversations. We supported her to teach basic Chinese. Also, she is teaching children at a children protection center to introduce Vietnamese culture. Awian is now working as a professional teacher and this is a very good result of our support and help.

Her family now is happy and stabilized. Recently we see the couple often at the center doing some volunteering works. They are now realizing their potentials and doing the best they can. Awian is no longer a shy woman. She is a powerful and pleasant woman now. “This center gave me a surprising happiness,” said Awian.

#### <Happy couple (Case 2)>

Goodwill Ilan Center

Aring, unlike many other foreign brides, met her husband in Taiwan and got married. 2~3 years after working in Taiwan, she was set up by her friend. She and her now husband had dated for one year and then he asked her to marry him.

They hadn't dated for long, but Aring knew that her now husband really liked her, accepting his proposal after careful consideration. Finally the two got married.

Aring's husband used to like drinking, but he knew that she didn't like it so he started changing his behavior. For example, when she was expecting a baby, he never went out for drinks. Instead he invited his friends to his place so Aring got to know his friends. Besides, he always took Aring and their kid outside. When they went out, he was the one who drove a car, so he hardly drank for the safety of his family. In short, he's changed his way of living for his family in many ways.

Aring's sister-in-law owned her business so she had to learn how to drive a motorcycle to help her with the business (snack stand). It wasn't difficult to get the motorcycle license, but the written test was tough since she was a

foreigner so her husband asked her to take some classes. Back then, their baby was very young and needed someone to take care of. Their parents-in-law were too old to babysit so her husband promised to take care of their kid. Aring felt a little worried but getting the license was more urgent so she registered for the class. While she was taking the class, her husband fed their baby making milk by himself whenever it was time to feed the baby. Aring thought that it was a wonderful choice to marry him. He was very nice and devoted to her, taking a good care of her and their baby.

When her husband heard that there were new Chinese classes in Goodwill Ilan Center, he recommended her to stop working and focus on taking care of their baby and taking the classes. Also, he encouraged her to participate in any event held by the Center related to foreign spouses. The center arranged a TV interview with Aring and she took part in seminars to share with other people their life. There were some men who were afraid that people would know their wives were foreigners. But for Aring's husband, it was different. He thinks that he should care for his wife because his wife came from a different country and different culture. Aring loves her husband and her baby. I wish this family happiness.

#### **<Apung, getting residency card to take care of her baby with our help (Case 3) >**

Goodwill International Marriage Service Center

Apung got married in 2001 and came to Taiwan. For about five years of marriage, she's been a victim of domestic violence. Her husband didn't take care of his family and relied on her financially. As Apung's relatives invited her to Taiwan, she was in Taiwan legally, holding permanent residency card. In September 2006, some foreign workers gambled in her store and she was believed to be involved in it so her residency card was taken and she faced deportation. But at the moment she was pregnant and wasn't really involved in gambling. She appointed a lawyer so it turned out that she had to leave the country and then come back with a tourist visa, a couple of days after giving birth in Taiwan. The problem is that the tourist visa expires in Nov. so she can't stay in Taiwan legally to take care of her baby.

Apung's daughter is unconscious, having suffered from lack of oxygen as her umbilical cord was taken out earlier when she was born. She has difficulty in breathing and moving, depending on a respirator and tube for food. Doctors said that she is suffering a severe oxygen deficiency, a kind of brain disease caused by a deficiency of blood, newborn spasm, trouble in breathing, pneumonia, and sickness in the stomach and esophagus. She underwent airway incision and was taken to children's hospital specializing in respiratory organs for good care. The doctor in charge said that her prognosis is not good and she might not recover consciousness so long term treatment could be needed. Apung's husband thought it is annoying that their daughter has a physical defect. He avoided responsibility as a father and threatened his wife, Apung, with violence to get divorced on June 14, giving up a right to raise their baby. Therefore, Apung has to take care of the baby by herself and also bear the expensive costs of medical treatment.

The staff in International Marriage Service Center decided that getting a permanent residency card is the best way in this case so they sent some documents to the Foreign Ministry and Government Administration and Home Affairs Ministry, asking them to address this problem as a special case. They did put themselves out there but it didn't work out. Finally they asked Goodwill Center for help and Apung got her permanent residency card.

Through this example, we can feel that even if marriage lasts long, maintaining that marriage always depends on the one from Taiwan, not the foreigner. Apung said, "If I hadn't met Goodwill Center to get help, my life would have been miserable."

Korea

## 新土民的現狀及社會福利的課題

Han-Yinyoung (梨花女子大學社會福利研究院教授)

截至 2007 年 2 月，在韓國境內居住的新土民人數已經超過一萬，而且呈現快速的增長之勢。到上世紀 90 年代之前，新土民人數每年僅為 10 多人，但隨着 90 年代以後社會主義國家的瓦解給北韓帶來體制危機，而且還出現洪水等自然災害，北韓居民忍受不了嚴重的飢餓，開始大量脫離北韓進入韓國境內。據統計，從 2002 年起，進入韓國境內的新土民人數每年達到一千名以上。

脫離北韓，進入韓國的人以前往往被稱為“歸順勇士”、“歸順者”、“脫北者”、“越南者”、“北韓脫離居民”等。但 1997 年制定的《關於保護北韓脫離居民及支持定居法律》把稱呼統一為“北韓脫離居民”，意思是放棄北韓的地址、家屬、配偶、工作崗位，脫離北韓以後尚未得到外國國籍的人士。

但韓國統一部為了消除“脫北者”所帶有的負面形象並為他們樹立良好形象，從 2005 年起鼓勵使用“新土民”這一新詞語。“新土民”是通過 17,000 名國民參與而選用的，意思為：在新的土地上重新開始新生活的人，還含有韓國政府和國民對他們的一片好意，希望能夠幫助他們順利定居和適應韓國。

隨着北韓的經濟情況日益嚴重，脫離北韓的人士日益增加，韓國政府意識到積極展開有關政策、建立支持體系、引導國民參與的必要性。

因為韓國與北韓的社會體制完全不同，在很多情況下，新土民在適應上經歷嚴重困難。但無論從福利方面還是社會整合方面，我們有必要幫助他們盡快適應韓國社會。德國的統一過程正好給我們帶來重要啓示。1989 年 1 月柏林牆被推倒後大量東德居民開始進入西德，對此，西德政府 1990 年 7 月制定《緊急收容法》，並為他們提供有系統的綜合支援服務。例如，為了幫助他們盡快適應西德社會，西德政府提供住宿、收入、年金、醫療保險、災害補助等方面的種種優惠和服務。不僅如此，西德政府資助民間團體，與他們建立良好的合作體系，從而使民間團體在支持與幫助東德移民者方面起到積極的作用。另外，西德政府樹立新的交流



與合作概念，使西德居民和東德移民者之間產生認同感。比如，民間團體鼓勵東德移民者參與“市民大學”，增加與當地居民相互見面的機會。參與“市民大學”的居民利用晚上時間互相談論移民歷史、動機、現狀、在德國的生活等方面的內容，從而擴大交流，增進了解。

因此，筆者認為我們有必要正確認識新土民的困難和需求以及政府和民間團體的支援情況，從而謀求更加完善的福利方案，使新土民能够更快更容易的適應韓國社會。

## I. 新土民的現狀

### 1. 入境規模

在 90 年代初期進入韓國境內的北韓居民僅為 10 名左右，主要以軍人、間諜為主，從 90 年代中期開始逐漸增加，每年為數十到數百名，但從 2002 年開始呈現快速增加的趨勢，每年有一千名以上脫北者連續進入韓國境內，截至 2007 年 2 月還達到了一萬多名。尤其在 2007 年 1 月到 2 月進入境內的脫北者達到 382 名，比 2006 年增加 37%，比 2005 年增加了 133%。入境人數受到滯留國家的情況和入境環境等的影響，但脫離北韓的人大部分希望到韓國生活，正在等待獲得許可進入韓國的脫北者日益增加，考慮到這一點，估計到 2007 年末入境人士可能達到 2,500~3,000 名。

### 2. 入境現狀

#### 1) 年齡別及性別

新土民主要以 20~30 歲的年輕人為主，其原因在于新土民的入境類型從個別人士的入境轉變為整體家族或青少年的入境。使脫北者決定帶着所有家屬一起到韓國原因有：隨着中國等滯留地增加限制，脫北者在人身安全上感到威脅；北韓居民接觸韓國信息的機會增多；韓國政府為了已入境的新土民的北韓家屬能够遷移到韓國提供經濟支援；專門處理入境事情的中介集團日益增加。

另外，由于一家人一起入境，在入境者中女性所占的比重也增加到 1/2(55%)以上。

#### 2) 出身地別

據 2002 年北韓移民中心的統計，新土民的 76.9%來自咸鏡道地區，因為該地區與中國接壤，可通過中國延邊的朝鮮族親戚比較容易接觸韓國信息，也容易試圖逃脫。

#### 3) 職業別

據 2006 年北韓移民中心的統計，大部分新土民在北韓的職位為體力勞動者、農民、砍伐工等低收入階層，從此可以想到，為幫助他們在韓國順利適應，要盡快進行多種職業培訓，否則他們很難適應韓國社會，從而會成為新的社會問題。

韓國政府也已經充分認識到這一點，從 2000 年起大力實施《就業保護制度》，為了新土民的適應與生存建立了政策體系，并通過與民間團體的合作為他們提供了各種職業培訓。

### 3. 新土民的定居及生活現狀

#### 1) 新土民的定居現狀

新土民的 60%居住在首爾和京畿道，50%的新土民從事於製造業等單純的體力勞動。

## 2) 就業及生活現狀

據脫北居民支援委員會從 2001 年 5 月中旬到 7 月初針對居住在韓國的 553 名脫北居民進行的社會適應情況調查，在就業方面，有 27.5%的人尚未找到工作，正規工作者占 25.1%，學生占 16.5%，臨時工為 15.6%，家庭主婦為 7.3%，個體戶為 7.2%。另外，在韓國定居的脫北居民一個月的平均工資為 98 萬韓幣，考慮到韓國工人的平均工資為 171 萬韓幣(勞動部, 2001)，脫北居民的工資水平僅為韓國工人的工資水平的 57%左右，相當低下。在住宿方面，有 78.4%的新土民主在政府所提供的租賃房間，可見，新土民在住宿方面還相當依賴于政府。但是已經有 6.5%的新土民自己擁有房子，有 11.2%的人自己租房間生活等新土民的住宿模式也開始出現了多樣化的趨勢。

## 3) 社會及職業現狀

在社會，文化及生活方面，218 名脫北居民被問及‘在工作與生活中讓您最困難的問題是什麼？’的時候，有 22.4%的人的回答說‘韓國國民的偏見和歧視最讓人傷心’，可見，對脫北居民來說融合于韓國人、韓國社會是最困難的事情。

另外，脫北居民被問及‘您認為，在統一以後可能出現的最大的問題是什麼？’的時候，有 28.3%的人回答說：文化及思維方式的差異可能成為最大的問題，另外有 25%的人認為經濟水平的差距可能成為問題。

# II. 與新土民相關的主要 ISSUE

## 1. 在精神方面的 ISSUE

### 1) 創傷後應激障礙

據有關新土民的創傷後應激障礙的跟踪調查結果(JeonWootaik, 2006)，在他們所經歷的創傷中與家人有關的創傷引起了最大的影響。調查從 2001 年開始針對定居在韓國 200 名新土民進行，為了調查他們是否患有 PTSD(posttraumatic stressdisorder,以下稱為 PTSD)，首先在脫出北韓的過程中所經歷的創傷進行了第一次調查。結果發現，PTSD 的發病原因中與家人有關的創傷起到最重要的影響。但以後 3 年的跟踪調查發現，新土民患有 full PTSD 的利率從 27.2% 下降到了 4.0%，呈現了典型的 full PTSD 發病現象。在一般的情況下，一開始經歷創傷的時候 full PTSD 的發病率極高，但過 5 年以後大部分病症隨着時間的推移自然消失。從此可見，新土民的 PTSD 患有率雖然稍微高於一般群體，但與經歷戰爭或大規模屠殺的群體相比還是較低。據跟踪調查結果，在 3 年以後仍然患有 full PTSD 的新土民人數僅為 2 名而已，但是，PTSD 除了剛受到創傷時以外，有時在過長時間以後才會發病，因此應該對新土民的精神健康繼續予以關注(Jeon-Wootaik 外, 2006)。

有的新土民在北韓的時候親眼目睹過公開死刑場面(87.37%)，有的親眼目睹親戚好友因飢餓死亡(81.31%)，有的因為飢餓(38.58%)或寒冷(28.06%)感到過生命危險。新土民被問及‘感到

生命危險的主要原因是什麼？」的時候，有 83.42%的人回答說：因為擔心被中國公安發現感到過危險感。另外有 36.18%的人因為親朋好友的背叛，受到過精神創傷，有 2.56%的人在脫北的過程中受到嚴重的性侮辱，有 2.53%的人甚至遭到強姦。

移民者和難民能否順利適應新環境在很大程度上取決於他們的身心健康，因此我們很有必要對新土民的精神狀況予以關注。

## 2) 不安情緒

新土民一般感到多種復雜的情緒，如不安、失望、憂鬱、希望、期待等。因為他們從奉行集體主義的社會主義國家遷移到以個人為主的資本主義國家，在此過程中經歷了精神和思想方面衝突，產生極大的混亂。他們一般對留在北韓的家屬感到罪責，另外，來到韓國以後因為沒有家人感到嚴重的孤獨。他們離開北韓的時候放棄已有的社會地位和經濟手段，在韓國的地位不如在北韓的地位，因此自我滿足感會大幅度下降。

## 3) 安全要求

新土民是冒着生命危險，還放棄所有經濟手段來到韓國的，因此他們對安全問題特別敏感。雖然能獲得韓國政府的合法身分，但因為經濟上的原因和北韓政府的威協仍然處於不安狀態。而且他們的競爭力比較低下，在此情況下還要加入激烈的競爭，這會使他們對未來感到極大的不安。

這種在安全上的不安情緒往往使他們變得自私和狡猾，對政府和地方社會以及民間團體的依賴度較高，另外，還非常怯於在媒體上暴露自己的身分。

## 2. 在經濟上的 ISSUE

### 1) 生計問題

據統計，居住在韓國的 1/2 以上的脫北者在生活上沒有特別的困難，但有 30%的人、尤其在 1994 年以後進入韓國社會的脫北者的半數以上感到生計上的困難。雖然在經濟危機以後韓國的失業率也大幅度增加，有 100 萬以上的人處於失業狀態，據統計，居住在韓國的 1/2 以上的脫北者在生活上沒有特別的困難，但有 30%的人、尤其在 1994 年以後進入韓國社會的脫北者的半數以上感到生計上的困難。雖然在經濟危機以後韓國的失業率也大幅增加，有 100 萬以上的人處於失業狀態，但其比率還只不過 5~6%左右，從此可以看到，脫北者的失業率還是相當高。很多脫北者正在依靠政府的支援、教堂等宗教團體的幫助以及偶爾有的講課來維持生活。但無論如何，他們無法永遠靠着這些幫助來生存的。因此為了脫北者的生存與生活，需要制定根本性的對策方案。

### 2) 就業問題

爲了分析脫北者的就業問題，針對 153 名新土民保護警察進行了調查。他們被問及‘妨礙新土民就業的問題是什麼’時，有 85.2% 的 115 名警察回答說，脫北者自身的問題使他們難以找到工作。但有 14.8% 的 20 名警察認爲社會上的種種原因妨礙新土民的就業，從此可見，連讓韓國人感到不公平的社會偏見較爲嚴重。回答說脫北者自身的問題造成就業困難的人中有 45.2% 的人認爲脫北者較爲低下的工作能力是造成就業困難的罪魁禍首。有 19.1% 的 22 名警察回答說，因爲他們不願意就業而沒有就業，這是一個值得令人關心的結果，因此對他們不願意就業的原因還需要進行調查與分析。

那麼，影響雇用脫北者的因素有哪些？爲了分析其原因對脫北者分性別、年齡、學歷、入境途徑、宗教、學歷進行了調查，結果發現，學歷越高被雇用的比率也越高，但除了學歷以外其它因素沒有產生特別的影響，從此可見，韓國人認爲，學歷越高適應能力也越高，越適合於韓國勞動市場，尤其接受技術等專業培訓的人更適合於雇用。

### 3. 年齡別 ISSUE

#### 1) 青少年

很多新土民兒童和青少年因爲飢餓和營養不足擁有成長發育上的問題，在脫出北韓和流浪的過程中遭到很多心理傷害，另外，來韓國以後因爲教育課程的不同在學習方面感到很大的困難，輟學率極高，在學率僅爲 38% 左右。這些問題是僅靠個人的努力是很難克服的。

據調查(HanMangil,1999)，新土民青少年即使調低一兩年級進入學校，但是因爲不懂國語（韓國語）、英語、電腦、歷史等的基本知識，而且教育風格與北韓完全不同，因此在適應方面感到很大的困難。新土民青少年對韓國學校的自由氣氛比較滿意，但對於個人主義和以高考爲主的競爭氣氛具有比較負面的看法。

### 4. 關於文化衝突的 ISSUE

#### 1) 家人之間的衝突

定居韓國的過程中讓新土民最感到欣慰的還是莫過於家人的支持。但隨着新土民婚姻類型和家庭模式的多樣化，家人之間的摩擦也呈現出日益復雜的趨勢。親子之間的糾紛是在韓國家庭中也可以經常看到的非常普遍的現象，但是因爲種種原因其糾紛的模式與韓國有所不同，例如，北韓父系社會的特性比較大，新土民父母對韓國的青少年文化普遍具有負面的印象，但與父母相反，新土民青少年很快接受年輕文化，因此常常與父母發生矛盾。

另外，因爲北韓的教育制度爲免費義務教育制，而且在北韓可以獲得免費醫療保障，因此在養育方面的負擔比較輕鬆，來到韓國以後，新土民家長對韓國社會的激烈的教育熱感到困惑，在經濟上感到很大的負擔。

另外，韓國社會的女性地位比較高，這還會成為新土民夫妻的新的糾紛原因。

## 2) 在地方社會上的衝突

很多新土民表示，在韓國因為別人的冷落、偏見、同情、好奇心感到困難。

## 3) 在公司生活上的衝突

新土民一般很難找到穩定的正規工作，即使找到工作，也因為種種原因使他們難以適應公司，比如語言（韓國語）、電腦知識、英語等工作能力的不足；勞動強度和勞動規律上的差距；互相毫無關心充滿競爭的韓國公司文化；溝通方式的差異等。(Jo-Jeonga 外, 2006)

# III. 新土民支援體系

## 1. 政府

### 1) 定居支援現狀

政府的定居支援可分為入境初期、設施保護、居住地保護、事後支援的階段。入境初期階段按照以下幾個順序來進行：申請保護對象（在駐海外大使館申請）→通報（統一部）→臨時保護措施及事實調查（統一部、國情院）→決定保護（統一部、國情院）。在第二個階段 - 設施保護階段，脫北者生活在大成公社或HANA 院。首先在大成公社對脫北者的身分和脫北動機進行行政方面的調查，然後把他們送到 HANA 院。他們進入 HANA 院以後接受心理諮詢、生活指導、社會適應教育、基礎職業培訓等各種基礎性的教育。HANA 院為他們提供獲得韓國身分證、獲得定居支援金（定居金，勞動補助金）、加入醫療保險和生活保護對象所需的和有關學歷認證的基礎資料，還會為他們介紹適當的房屋。在之後的居住地保護階段以及事後支援階段，提供兩年的人身安全保護支援，教育支援以及生計支援等。不僅如此，還會通過與基金會、民間團體的合作實施更加多樣化的活動。

### 2) 新土民定居支援政策

定居金是在初期階段為了幫助新土民的定居所提供的最起碼的補助金。但對患有身心障礙，疾病或單親兒童還會提供另外的定居補貼、職業培訓、還有有關資格證書和就業的定居鼓勵金。

在住宅方面，新土民一加入韓國社會由大韓住宅公社或地方政府為他們提供永久性或公共租賃公寓。至于居住地，新土民可以提出自己所要居住的地方，如果該地區沒有空公寓，新土民可以選擇第二個居住地。如果要就業或學習等原因不得不遷移的話，可以更換公寓，但其前提是在原地居住的時間要超過一年，遷移到較遠的地方，例如，要改變道、市、郡等。更換次數限制為一次。

另外，政府通過多種方式幫助新土民的就業，例如，勞動部下屬的各地方勞動廳與地方勞動辦公室的僱傭穩定中心（全國有 46 個）爲了新土民開設了就業支援窗口，還指定就業擔當者來專門爲他們進行就業指導，給他們介紹職業培訓機構或介紹適當的工作崗位。

雇用新土民的公司按照就業保護制度的規定可獲得政府的工資補助金，金額工資的 1/2(在 70 萬韓幣以內)左右，期間爲兩年。爲了新土民的就業穩定，在一年內補助金的發放限額爲 50 萬韓幣，但從一年到兩年，其限額上升爲 70 萬韓幣。

在教育方面，爲了偏入大學（不經過高考，直接進入正規大學 2 年級或 3 年級的入學制度），應在居住地保護期間（5 年）內或獲得入學資格（考上成人考試等）以後 5 年內進入大學才能獲得支援，年齡限于 35 歲以下。但是，終生教育設施和培訓學校，如產業大學、專科、技術大學、通信大學等，不管年齡，只要在居住地保護期間內入學就能獲得支援。終生教育設施的學歷可按照終生教育法獲得承認，培訓學校的學歷也可按照有關學歷承認的相關法律獲得承認。

在社會保障方面，按照國民基礎生活保障法，只要符合支援對象條件，可獲得生活費等補助金。以前新土民與一般生活保護對象相比，享有了上一等級的待遇，但從 2005 年以後只得到與一般生活保護對象一樣的補助金，但是如果其家庭只由沒有勞動能力的人構成，可以仍然保持上一等級待遇。定居過一年以後，跟一般生活保護對象一樣，只有參加自立培訓活動才能得到補助金。有經濟困難的新土民（包括其家人）可按照《醫療工資法》所制定的〈收入承認額（可看爲收入的資金）基準〉納入到醫療保險第一等受領者，在診斷及治療方面（以特殊診療爲除外）可以享受醫療優惠。在〈收入承認額〉裏邊不包括定居補助金，因此新土民獲得定居補助金的同時，也可以享受醫療優惠待遇。但是如果擁有汽車（以殘疾人用、生計用爲除外），可包括在資產裏面，導致收入承認額的增加，從而很可能被剝奪受領生計補助金和醫療補助金的資格。

## 2. 民間支援

在民間層面，以 1999 年 11 月 3 日構成脫北居民支援民間團體協議會爲開始，正在有很多民間與宗教團體展開保護和支援活動。

### 1) 民間支援機構

決定新土民能否成功定居和適應的重要因素可包括：通過就業實現自立；謀求心理穩定，激發生活熱情；克服社會的偏見和歧視；通過職業培訓提高工作能力；韓國國民以寬容的態度予以對待；解決新土民每一個人的個別問題。但是爲了解決上述問題需要較長的時間，而且還需要按照每一個情況實施不同的處理辦法。要做到這些具體的事情，僅靠政府的制度性支援是遠遠不夠的，在這裏民間團體起到很大的作用。在此方面，有一個機構不得不談，就是地方社會福祉管，地方社會福祉管爲新土民提供政府很難做到的具體和基本的生活支援。該機構除了一般的定居支援服務以外（爲新的新土民保留以前的事例、有關定居的基礎性支

援、社會適應支援、兒童和青少年教育、信息化教育等），還提供更加專業化的服務，例如，就業及心理諮詢等，為此具備了專業人員，增加了更多的支援項目。

地方社會福祉管是建立在全國 16 個地區的統一部下屬的脫北居民支援地方協議會，與地方的保護但當官（人身安全、居住地、就業）連接，從 2005 年開始實行新土民定居支援業務。

支援新土民的民間團體約有 60 個，由脫北居民支持會（<http://www.dongposarang.or.kr/>）來統一管理。民間團體把部門分為：地方支援部門、兒童青少年部門、定居支援部門、海外支援部門，在不同領域工作的機關之間形成了交流網絡。

## 2) 新土民支援社會福利事業

### (1) 背景

地方社會福祉管是具有代表性的新土民定居支援福利機構。地方社會福祉管基于一定的設施和專業人才，提供人力、物力支援來解決地方居民的福利需求，提供綜合性社會福利。作為受政府委託從事福利工作的民間機構，對社區居民的問題和需求最為敏感。

新土民的出現給地方社會福祉管帶來了增加新的福利事業項目的必要性。地方社會福祉管決定從事新土民支援事業的背景如下：

第一、大部分新土民居住在離福利管較近的租賃公寓，因此容易提供支援。

第二、地方社會福祉管與居民的互動性比較強，按照他們的要求與特性（對象別或問題別）提供支援，因此地方社會福祉管能夠很容易、正確的了解新土民的需求

第三、地方社會福祉管具有多種社會福利支援項目，有助於新土民的適應于定居。

因為上述的原因，地方社會福祉管與其他機構相比，對新土民可以提供更加及時有效的服務。

### (2) 機關現狀

以地方社會為主進行新土民定居支援是從 2000 年開始的，其中最具有代表性的機構就是地方社會福祉管。地方社會福祉管把新土民定居支援事業作為個別的一個領域，專門為此撥出預算，還安排專門的擔當者來提供支援。

### (3) 新土民支援社會福利項目

地方福利管所進行的社會福利項目主要分 5 個類型，有關新土民的事業也是如此。按照其 5 個類型，新土民福利項目可分為以下 5 個類型：家庭功能強化事業、地方社會保護事業、

地方居民組織化事業、自立事業、教育文化事業。按照支援領域也可分為以下幾個：初期定居支援及事例管理、精神健康支援及心理諮詢、社會適應項目、針對兒童青少年和大學生的教育事業、就業支援項目、地方社會整合及意識改善項目、地方社會網絡建設項目、針對某種對象的特性化事業。

#### IV. 今後服務走向

##### 1. 加強文化教育

新土民在適應韓國社會的過程中所經歷的種種問題是可以通過韓國與新土民之間的互相交流和文化教育還是可以預防和解決的。為了和他們和睦相處，首先我們應該改變對他們的認識，把他們視為要尊重的文化行動主體，而不是要融合在韓國社會的對象。(Jo-Jeonga 外, 2006)。

我們不應把他們視為社會弱勢群體或少數群體，應該把他們視為以後開創新統一時代的合作伙伴。

##### 1) 針對福利員進行北韓文化教育

針對從事于新土民定居支援活動的人員進行有關北韓文化的教育，使他們更加深入的了解北韓的社會、文化、思想等。

##### 2) 針對一般國民的教育

要加深新土民與韓國居民之間的了解，僅靠針對新土民的社會適應教育是很有局限的。因此以後還要針對地方社會居民進行有關新土民的文化的教育，使他們更加容易接受新土民為新的鄰居。

##### 2. 政策支援的多樣化

##### 1) 自立支援政策

對新土民來說，經濟問題和自立能力是能否適應韓國社會的最關鍵的因素，因此應該對他們提供職業培訓及就業介紹等服務，同時也要幫助他們適應工作。為此要充分考慮學歷和經驗，進行不同的職業培訓。

##### 2) 社會適應教育

新土民入境以後在 HANA 院接受 6 個月的適應培訓，因為培訓期間太短，他們進入韓國社會以後感到很多困難。為此，統一部提供 307 小時的社會適應項目，例如，參觀文化古迹、體驗購買經驗、參加社會公益活動等。但這些活動也只能起到小小的作用。因此還是需要設計更加有系統有效率的培訓項目。例如，給他們機會拜訪韓國一般家庭，體驗一下韓國的生活模式；為新土民製作生活指導書;建立專門的信息網站等。



### 3) 完善居住地保護擔當官制度

到目前為止，居住地保護擔當官的主要業務為政策性支援，但是為了解決家庭、文化、社會生活上的具體問題還要提供社會性支援。為此，按照新土民家戶數量，要適當安排居住地保護擔當官。另外，為使他們的業務不停留在單純的行政服務。

### 4) 政策支援項目的多樣化及系統化

最近入境的新土民類型從家族、女性、兒童到青少年等日益呈現多樣化的趨勢，隨之他們的要求也日益呈現多樣化，例如職業培訓、健康、地方信息、人際關係、學業、就業等等。而且，因為他們在中國滯留過 1~3 年，因此有關醫療和法律方面的問題較多。為了給新土民提供穩定的支援，需要由地方社會來起到積極的作用。因此各地方社會福祉管的項目開發顯得尤為重要。

對新土民來說，定居後 3 年是最為困難的時期，因此在定居後 4~5 年還是需要繼續予以關注并加以管理，在這裏，各地方社會福祉管可以起到主導作用。除了開發多樣的支援項目以外，為了防止工作重複，地方社會福祉管之間要建立網絡，互相交流，共享信息，從而對工作進行適當的調整。

### 5) 青少年社會適應教育的改善

按照新土民青少年的年齡、性別、需求要進行差別化的教育。HANA 院的的教育分為學業教育和社會適應教育兩種，其中比較注重學業教育，但學業教育是出院以後也可以進行的，因此應該把教育重點放在社會適應教育上(Lee-Younggyo,2006)。

另外，居住在學校附近的宿舍或租賃房間，與居住在新土民密集地相比，會讓他們有更多的機會與韓國學生交流。

為了新土民青少年新建特性化學校也固然重要，但還有一個好的辦法是，把現在很多新土民青少年讀書的代案學校(正規以外的學校)承認為特性化學校并予以支持。(Lee-Younggyo, 2006)

這些特性化學校將會起到以下幾個重要作用：①補充新土民青少年的學歷缺陷，幫助他們加入正規學校 ②為了難以進入正規學校的青少年提供可替代的代案教育服務 ③為了在適應上感到困難的學生提供再培訓機會。特性化學校應該以帶有高熱情的民間團體為主，政府提供設施與運營支持。。

## 3. 為新土民的精神健康提供社會福利

新土民在進入韓國之前要經過脫北、滯留在中國和俄羅斯等第 3 國家的經歷，在此過程中遭到很多人權上的侵害，如飢餓、暴力、賣淫，人身買賣、性暴力、逮捕、拘留，送還後拷問等，他們在此過程中感到極大的不安心理，受到精神上的創傷，有的人換上創傷後應激障礙。加上，來到韓國以後還要經歷精神上的衝擊，例如，來韓國之前所抱有的期待和現實的差異、失去原有的地位所帶來的悲感，自卑心理，適應困難所帶來的不安情緒等，使本來

脆弱的新土民的精神受到巨大的衝擊。尤其單身來到韓國的成人或青少年的精神衝擊和孤立感更為嚴重，還會發展成精神障礙。精神保健社會福利領域和臨床社會事業領域應對他們的精神狀態予以關注，基于研究結果建立精神衛生服務體系。

另外，為了新土民家庭的穩定與和睦要提供相關的活動項目。

### **Status of North Korean Refugees and Social Welfare Challenges**

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As of February 2007, the number of North Korean defectors in South Korea exceeded 10,000 and is still increasing. Before the 1990s, about 10 refugees came to South Korea annually. After the 1990s, however, North Korean regime was in turmoil by the collapse of socialism and natural disasters such as floods caused food shortage in the North. These triggered the dramatic increase of the number of people fleeing the North. Since 2002, more than 1,000 North Koreans have been entering South Korea every year.

Different terms are in official and unofficial use in South Korean language to refer to this group of refugees such as submitted soldiers, submitted people, fleer, people from the North, and citizens fled the North. In the South Korean government's "Law on Protection and Resettlement Support for Dislocated North Koreans", the government officially referred the group as North Korean defectors which meant people whose address, family and occupation are in the DPRK and fled without obtaining nationality of any other country.

In 2005, the South Korean Ministry of Unification, with the survey of total 17,000 citizens, recommended to use saeteomin (새터민, "people in a new place" or "people new to a place") instead of talbukja ("person(s) fleeing or having fled the North"), a term contains negative connotation. By using this new term, the Ministry is pursuing the positive and future-oriented impression.

In this regard, NK's economic crisis and followed increase of defectors made the SK government to formulate resettlement support programs and policies while getting more social and cultural attention.

Refugees who have experience in both North and South Korean regimes will show different internal and external responses living in SK. Their social adaptation matters to not only their welfare also social integration of NK and SK citizens. Germany, once a separated country like Korea, showed many things to consider. In January 1989, the Berlin Wall was destroyed and many East Germans moved to the western Germany. The western German government established "Emergency Resettlement Law" to support the easterners comprehensively and systematically. For the easterners' adaptation, the western government provided accommodation, income support, pension benefits, health insurance and protection, public protection, and public relief services. The government funded private organizations to operate resettlement and adaptation programs, ultimately identifying the roles of government and private organizations and harmonizing both. The western government introduced the exchange and partnership

system between eastern refugees and westerners to help easterners assimilate themselves into the society. For example, private organizations encouraged refugees to participate in the programs of neighboring universities in order to help them meet westerners naturally. With this movement, course-takers at universities could use school facilities to have conversations with easterners about easterners' history, status, and difference in the new society.

Therefore, this paper studies the North Korean refugees' difficulties, the South Korean government's responses, and private organizations support to provide a social welfare system for refugees' adaptation to the society.

## **I. Status of Refugees**

### **1. Number of Entrants**

Until the early 1990s, total less than 10 soldiers, surrendered spies, and others entered South Korea annually and the number increased to tens or hundreds after the mid 1990s and more than a thousand since 2002. With this gradual increase, the number of defectors who settled in SK reached 10,000 in February 2007. Especially, in January and February 2007, total 382 arrived in SK, 37% increase from 2006 and 133% increase from 2005. Most of the refugees want to enter SK even though their entrance will be decided by SK's accommodation condition and many variables. The number of refugees waiting for entrance to SK is increasing and 2,500~3,000 refugees' entrance to SK is expected until late 2007.

### **2. Entrance**

#### **1) Age and Gender**

NK refugees are usually in their 20s or 30s. Their entrance is changing from individual-based entrance to family-based one with more young generations. The increase in the entrance of family is caused by stricter regulations at temporary places of residence such as China, increase in inflow of information on SK, economic support from resettled refugees in SK, increased activities of brokers and brokerages. Women refugees are easily seen (55%) in family-based refugees.

#### **2) Hometown**

According to the NK refugees support center's 2002 survey, 76.9% of the refugees came from Hamkyung province near the Chinese border. This is because NK is geographically close to China and especially, many Koreans in China are living in Yeonbyeon and they can provide much information on SK to their relatives in NK easily.

#### **3) Occupation**

According to the NK refugees support center's 2006 survey, most of the refugees used to be the working poor such as laborers, farmers and woodcutters. To integrate this group into SK society, dynamic and various vocational training is needed. Otherwise, they cannot adapt to the society and cause serious social problems. Of course, the government established institutional foundation for refugees' economic

self-sufficiency and self-support with Employment Protection System in 2000. The government also seeks cooperation with private organization to expand vocational training and employment support programs.

### **3. Resettlement and Life in SK**

#### **1) Resettlement Status**

About 60% of refugees are living in Seoul and nearby areas. 50% are working in manufacturing sector as manual workers.

#### **2) Occupation and Life in SK**

Dongposarang, a refugees sponsor organization, conducted a survey about refugees' adaptation to the society on 553 refugees from mid-February 2001 to July 2001. On the economic and occupational aspect, 27.5% were unemployed, followed by 25.1% of full-time workers, 16.5% of students, 15.6% of temporary workers, 7.3% of housewives, and 7.2% of self-employed. Employed refugees' average monthly income was 980,000won, only 57% of the lowest income 1,710,000won regulated by the Ministry of Labor in 2001.

On the question of their housing, 78.4% answered that they are living in permanent rent houses, showing that they are highly dependent on governmental support on housing. However, the housing of refugees has varied forms. Homeowners were accounting 6.5% and 11.2% rented house on monthly or yearly basis.

#### **3) Social and Workplace Issues**

On the social and cultural aspect, most of the refugees had difficulties in assimilating into the SK society. 22.4%, or 218 people said "S.Koreans' prejudice and discrimination is the most difficult issue" replying on the question of "What is the most difficult issue in the workplace?"

And they expected that the biggest difficulty after the unification would be difference in culture and ideology (28.3%) and economic difference (25%).

## **II. Refugee-related Issues**

### **1. Mental Problems**

#### **1) PTSD (post-traumatic stress disorder)**

A three-year-long study on refugees' PTSD (Wootack Jeon, 2006) was conducted based on two steps. First, the study on PTSD and traumatic experience during the course of fleeing was conducted with 200 refugees as respondents living in SK in 2001. Among many kinds of traumas, family-related traumas are important contributors to PTSD prevalence. Second, the follow-up survey was to trace the respondents' PTSD attack. The researchers found out that full PTSD among the respondents decreased from 27.2% to 4.0%. Like usual PTSD, refugees' prevalence rate of PTSD usually topped right after the traumatic experience and disappeared in five years. This result has slightly higher figure than usual PTSD

prevalence, but much lower than PTSD after war or holocaust. This has proved that even though the delayed full PTSD affected only two people after three years of fleeing, traumatic experiences during fleeing or living in NK can bring about PTSD even after long years. The continuous care of refugees' mental health is needed.

Many of the refugees experienced horrible traumas. 87.37% of refugees saw other people executed, and 81.31% saw their families die of hunger. 38.58% experienced food shortage and 28.06% felt their lives were threatened by severe cold. 83.42% of refugees who felt their lives were threatened said so because they might get caught by Chinese authority. 38.58% said because of food and water shortage. 36.18% experienced betrayal from trusted people or friends. Some people experienced severe sexual insult and rape, 2.56% and 2.53% respectively.

Refugees' mental health is an important factor for successful life in the new place of residence. The support for mental and psychological health, therefore, bears significant meaning.

### **2) Instability**

Many refugees have some kind of instability such as anxiety, disappointment, bipolar symptoms, and expectations. These symptoms have some contributing factors. First, their previous society was based on totalitarian and collective system, which is opposite to individual and capitalistic society in SK. While they are adapting to the new society, there might be some psychological conflicts of emotions, ideas, perceptions, and impulses. Also, a sense of alienation in that separated family members are still living in NK and feeling guilty aggravates the instability. Refugees do not have social and economic status as they did in NK any longer and they lose confidence and self-satisfaction.

### **3) Desire for Safety**

Because refugees usually have no socio-economic status and run a risk while fleeing, they have desire for safety to adapt to the new society. They are provided with legal identity and financial support from the SK government, but they feel their safety is threatened due to difficulty in livelihood and NK government's threat. Their future livelihood and economic status are not firmly established in the SK's competitive economy despite SK government's support.

Their desire for safety can be represented as opportunism and selfishness. Also, they tend to depend on the central government, local governments, and private organizations while minimizing their exposure to media.

## **2. Economic Issue**

### **1) Difficulty in Livelihood**

More than half of the refugees in SK have no serious difficulty in livelihood, but 30% of them have some problems. Especially, refugees who entered after 1994 mostly have difficulty to make basic livelihood. Unemployment rate in SK rose dramatically after the financial crisis and still more than one million are unemployed. But the average unemployment rate is 5~6%, much lower than average unemployment rate among refugees.

Entire refugees in economic difficulty are now getting support from governmental support and sponsor from religious organizations. Some refugees have irregular income by giving lectures sometimes. However, the support from religious organizations has some obligations and limits and the permanent support is not expected. Therefore, fundamental and systemic solution to this problem is needed for stable life of refugees.

## **2) Employment**

To analyze the employment status of refugees, this paper asked the policemen who guard the refugees why the employment is difficult. Among 135 respondents, 85.2% or 115 policemen said the individual limits and capabilities are the obstacles of employment in SK. However, the answers showed some social prejudices in SK were also another obstacle, according to 14.8% or 20.

Among the policemen who answered refugee's individual lack of capability is the cause of unemployment, 45.2% said vocational inability. 19.2% or 22 policemen answered that some refugees themselves do not want to work. The reason for refugees not wanting to be employed should be studied further.

To see what kinds of factors affect employment, a study was conducted the relations between gender, age, entrance route, education, and religion, but no connection to the employment was detected, other than education. In terms of education, many S.Koreans said they would hire N.Koreans with high educational background. Higher education seems to be the advantage for refugees to be employed in SK labor market with higher level of adaptation to the society. Especially refugees with specialized education have specific and professional skills and they seem to be considered suitable for employment.

## **3. Issues in Different Ages**

### **1) Juveniles**

Refugee children and juveniles in SK have problems that need help from others. They suffer from famine and mal-nutrition and finally problems in physical growth. They get hurt emotionally and psychologically in the course of fleeing. Educational difference brings about huge problems to them. Many refugee juveniles drop out of school and only 38% go to school.

According to the study done by Mangil Han (1999), refugee juveniles entered SK schools lowering their grade by 1-2 years, but they lack the knowledge and experience in Korean, English, Computer, and Korean history. They do not have enough perceptions on Korean educational practices and have difficulties in adaptation. Most of them showed positive response to freer SK school atmosphere, but competitive and individual atmosphere were despised by them.

## **4. Cultural Conflict**

### **1) Conflict between Family Members**

To resettle and adapt to SK society, family plays an important role. However, refugees' family members and marital status have varied forms now and conflicts between family members do too.

Conflicts between refugee parents and children are caused by similar reason as in SK family, but refugee fathers tend to have more power in the family. Also, parents have negative view on SK juvenile culture while their children adapt to the culture fast.

In NK, the family used to have less burden on education with the help of governmental free education and free health care. So they feel much burden on their children's education economically and psychologically.

Women's higher status in SK is another conflict factor for refugee couple because they are accustomed to patriarchic family.

## **2) Conflicts in Community**

Refugees said their adaptation to SK society is hard because of prejudice, indifference, sympathy, and curiosity from SK communities.

## **3) Conflicts in employment and workplace**

Regular jobs are not easy to get for refugees, however, even after they are employed, they have conflicts due to language problems, lack of capability in English and computer. Different labor regulations and work time are causing conflicts too. Indifference and competition in SK workplace and different communication tools are contributing to conflicts as well.

# **III. Support for North Korean Refugees**

## **1. Government**

### **1) The Current Resettlement Support**

The South Korean government provides North Korean refugees with resettlement support with four phases: new arrival, facility, residency, and further support. When the refugees first enter South Korea, they ask the Embassy for protection, the Ministry of Unification is informed, and the Ministry and National Intelligence Service (NIS) examine them, and finally decide whether to protect them. The next support is provided when the refugees are in Daesung Gongsu, a government agency responsible for national security in South Korea, and Hanawon, a resettlement facility sponsored by the government. In Daesung Gongsu, the refugees are interviewed to find out their identity and their motivation for seeking residency in the South. After that, they are taken to Hanawon where they are given basic job training and other training aimed at easing resettlement in the South. Also, the agencies provide basic information about NK refugees so that they can get their identification cards, receive government grants for resettlement, and be designated as Recipient of Livelihood Program and eligible for medical care. Moreover, the agency can introduce residences to them. For the residency and further support, the government looks after the refugees for two years, addresses difficulties that local governments have. Also, the government helps them get transferred and get educated at school, checks their resettlement

process, and provides support when they have trouble in living. In addition, with the organized societies for support and private organizations, the government operates lots of support projects.

## **2) Resettlement Support Policy**

The resettlement funds are provided to induce resettlement as a minimum fund, and the extra funds are offered to those who are disabled or have diseases and to children having single mothers or fathers. Also, encouragement funds related to job training and working after getting certificate are provided.

As soon as NK refugees are incorporated into our society, permanent and public rent apartments built by the Korea National Housing Corporation and local governments are first introduced to them. Their preferred locations are always taken into consideration, but if the supply of the apartment is short, their second preferred location is picked out. When they move out to different cities because of job or school, they are allowed to exchange housing, just once in case the province, city, and county are different after one year of living here.

The government gives support to the refugees to get a job in many ways. Under the Ministry of Labor, Job Center (46 across the country) of each local labor administration and office opens job support windows for the refugees and appoints a person in charge of employment protection, so the Center introduces vocational training with job consultation and workplaces. Also, with the protection of employment, employers hiring the refugees can be given a half of incomes (within 700,000won) for two years, so employed refugees can enjoy job security. In order to induce companies to hire the refugees for a long term, the Center gives around 500,000won to the companies for the first one year and near 700,000won for the second one year.

Regarding education, the refugees under 35 can get support when they go to or get transferred to college such as junior vocational college, polytechnic college, or open college, but only if they do it during residency support period (five years) or within five years after they acquire certain certificate (passing the qualification examination for college entrance). However, the support is extended to lifelong education facilities where refugees' school career is approved under the Lifelong Education Law, and other education training facilities running education courses which can be approved. In this case, age doesn't matter. The refugees should be enrolled during the residency support period.

About social security, whoever has difficulty can be designated as a beneficiary for the cost of living allowance, depending on the conditions and standards under the National Basic Livelihood Security Act. They can partly benefit in five years after moving into, too. They were given more money than Recipient of Livelihood Program (one class higher) before, but since 2005 they've been given the same amount. Only families with no working ability can get more money but, one year after moving into, they should engage in self-support projects to get the cost of living allowance just like the Recipient of Livelihood Program. The refugees having trouble in living can be designated as the first class beneficiary for medical care like check-ups or medical treatments (except for special treatments) by the income standards set by the Health Care Law. The resettlement funds are excluded from their incomes so although they're receiving the funds, they can still get medical benefits. However, their cars (not for the disabled or those



who need for a means of living) are included in their incomes so they might not be eligible for the cost of living allowance or the medical care.

## **2. Private Organization**

The private organizations council for Resettlement Support for Dislocated North Koreans was established on Nov. 3, 1999 and private organizations and religious communities have been making every effort to protect and support them in and out of the country.

### **1) Private Organization**

The major factors for the refugees' resettlement and adaptation to South Korean society are following: economic independence by getting a job; wills to live through psychological stability; overcoming the prejudices and discrimination; nurturing abilities by various educations; improving awareness of the refugees within the South; addressing personal problems. Because those factors are complicated and resettlement and adaptation take a lot of time, different support in different situations is needed. Such resettlement support inside the government institution will not be possible without private organizations. Also, community-oriented welfare facilities help the refugees address all problems and meet their needs in case there's lack of government support. The facilities pile up the cases for new comers being incorporated into the society and operate projects to help them with resettlement. Also, the facilities provide basic support, education for juveniles, computer education, job consultation, and psychological consultation. In short, resettlement support programs are being operated in various forms.

The community-oriented welfare facilities belong to the local council for Resettlement Support for Dislocated North Koreans set in 16 areas around the country under the Ministry of Unification, and are connected with the people in charge to share information about residence and jobs. As organizations to conduct resettlement projects, starting in 2005, the facilities cooperate with various institutions. There are approximately 60 private organizations for resettlement support, of which Dongposarang is responsible for the whole resettlement support efforts. The private organizations have four sections: local welfare, juvenile, resettlement support, and foreign countries. Each section has a close network with one another.

### **2) Resettlement Support Welfare Program**

#### **(1) The background to resettlement support**

Community-oriented welfare facilities are the most typical welfare facilities operating resettlement support projects for NK refugees.

The facilities operate comprehensive welfare projects, tackling community's problems and meeting residents' welfare needs, with proper system and material and human resources. Being commissioned into private organization by the government, the facilities are the most responsive to the problems of residents and refugees. An increase in the refugees has drawn changes in the facilities' programs. The background to resettlement support for them is following.

First, accessibility is great as most NK migrants live in rent apartments where the facilities are located.

Second, sensitive approach to them is possible as the facilities operate special program where the migrants' characteristics are considered and their wants are responded.

Third, the facilities have a variety of welfare programs to provide help the migrants with resettlement and adaptation so applying the programs to them is relatively easy.

Because of these characteristics of the facilities, immediate and effective response to the migrants is possible.

## **(2) About the facilities**

Since 2000, resettlement support projects for the refugees have been operated centering on local community, and community-oriented welfare facilities are good examples. In Daegu and Gwangju, there are local support organizations where social workers are mostly working. The facilities have a separate project for the refugees and appoint full or half responsible workers. Also, they allocate a separate budget for the project to do their business.

## **(3) Welfare program for the refugees**

The welfare program being carried out by community-oriented welfare facilities is divided into five sections. Same things in the projects for the refugees. The five refugee programs are enhancing functions of families, protecting local communities, organizing local residents, promoting independence, and improving education and cultures. More programs for the refugees are first resettlement support and piling up the cases, mental health support and psychological consultation, adaptation programs, education for children, juveniles, and college students, job consultation, community integration and awareness improvements, community network and infrastructure establishments, and customized projects.

# **IV. Proposal for Resettlement and Adaptation for North Korean Refugees**

## **1. Strengthening Education to Understand the South Korean Culture**

The refugees face social and cultural difficulties while resettling in the South, but these problems can be prevented or addressed through mutual understanding education between them and people in the South. We should understand and respect their cultural characteristics, see them as the subject not as the object to integrate, and promote mutual understanding between them and South Koreans in order for the refugees to be incorporated into SK society in a sound manner. (Junga Jo, 2006)

The North Korean migrants should be also viewed as someone who will lead social integration attempts after the unification of South and North Korea, not as minorities or the underprivileged. This kind of common sense is necessary.

### **1) Enhancing Education for Social Workers to Understand the North Culture**

We need education courses for those who provide resettlement support for the migrants and programs and services so that special workers better understand the North Korean cultures and system of ideology.

### **2) Promoting Awareness and Understanding about Dislocated North Koreans among People in the South**

Education for local citizens to embrace NK refugees who are living or will live here as neighbors

should come with adaptation education for them and these kinds of programs should be available for all citizens living with them in the same neighborhood, so people in the South and North understand each other better.

## **2. Resettlement Support Diversification**

### **1) Self-support Policy for Economic Stability**

Given that economic stability and self-support are the most important in adapting to new environments, employment services and support for adaptation to workplace are needed.

For this, vocational training considering the refugees' school career and degrees should be provided.

Also, plans for adaptation to workplace should be built so they can keep their jobs.

### **2) Practical Adaptation Education to Better Understand the South Society**

NK refugees take a 6-month or less education course after entering South Korea. Such a short course makes them have fear and anxiety in adjusting to the new society. Consequently, the Ministry of Unification operates a 307-hour adaptation program through which they can have cultural experience, purchasing experience, and volunteer activities, but we need more organized and efficient education programs for them to resettle down here. For instance, guidebooks or websites to give information can be helpful and they can visit the South Korean families to experience real life.

### **3) Supplementing Residence Protection**

The work of residence protection is sort of policy support, but social support is also required to address ordinary problems that the migrants might face while living in such different cultures. Therefore, the appropriate number of people responsible for residence protection should be allocated. Also, they should provide education to understand NK migrants and cooperate with private organizations in local communities to offer whatever resources they need.

### **4) Diversified and Organized Resettlement Support Programs**

The type of NK migrants recently entering South Korea is various: families, women, kids, and teenagers. Accordingly, their needs are various, too: vocational training, health care, information about their regions, social relationship, school, or jobs. Because most of them spend 1~3 years in China after escaping North Korea, they face medical or legal problems so stable support should be consistent. In this respect, the programs by community-based welfare facilities play an important role in providing services to the migrants. In other words, the first three years after being incorporated into a new region are said to be the toughest period, so the care system should continue at least for 4~5 years after they move into new society. The community-oriented welfare facilities play a pivotal role in this regard. Various programs should be established and information should be shared among welfare facilities in different communities through network so programs are not scattered or duplicated. Also, consultation and conciliation are needed.

### **5) Adaptation Education for Juveniles**

Adaptation education for juveniles should be different by ages, sexes, and their needs. The education in

Hanawon is divided into school education and society adaptation education. The agency should put more emphasis on the latter because North Korean juveniles can get school education after leaving there. (Yonggyo Lee, 2006) They also can live in the school dormitory or rent apartment rather than densely populated areas with the migrants so that they get along with other students.

Customized schools for the juveniles are needed and a lot of alternative schools which they go to should be seen as customized schools and be given support. (Yonggyo Lee, 2006) These kinds of customized schools should ①help NK juveniles be incorporated into South Korean institutions through supplementary education and adaptation support, ②run alternative education programs for those having trouble in being incorporated into the institutions, ③provide re-education for those already incorporated into the society but having difficulties adapting. The schools should have private organizations with specialty and passion as the main body and the government should help the schools maintain the equipment and run themselves.

### **3. Microscopic Intervention in Welfare for Mental Health and Emotional Stability**

NK migrants entering South Korea is exposed to severe inhuman situations while escaping North Korea and staying in the third countries such as China or Russia. They starve to death, face forced labor, human trafficking, violence, sexual violence, and prostitution, and suffer from fear about arrest and detention. They also experience trauma from torture and persecution after being arrested and repatriated and live with the trauma syndrome. Moreover, they have a shock after arriving in South Korea. They feel the difference between their expectations about SK society before coming and the reality, loss of self-respect from a socialist state, and a sense of alienation and inferiority, and have fear caused by trouble adapting to SK society. All the difficulties have a bad influence on their mental health. Some single adults and juveniles might suffer mental disorder if the shock and a sense of isolation are so huge. Therefore, the Mental Health Welfare Agencies and Clinical Social Work should pay more attention to basic research on them and make mental health service delivery systems based on that research.

The programs to strengthen the family relationship are also required as there are more and more different types of NK refugee families.

## 韓國結婚移民者的現狀及支援項目

김범수(평택대학교교수)

### I. 前言

目前韓國社會在急劇走向多人種・多文化社會。據法務部出入境資料顯示，截至 2007 年 8 月 24 日，住在韓國的外國人數過了 100 萬名大關了。之前一天增加的外國人數（入境外國人數減以出境外國人數）2,087 名加以既有的外國人數，達到了“1,000,254 名”，歷史上首次進入駐韓外國人數 100 萬名的多文化時代了。該數字裏除了旅客、研修人員以外，還含非法滯留者，占韓國居民註冊人口（4913 萬名）的 2%。其中長期滯留者（註冊外國人）為 72.4967 萬名，其餘屬於只能滯留 90 天之內的短期滯留者。

從出身國籍看，中國人為 44 萬 1,334 名居多，其次是美國人為 11 萬 7,938 名(12%)，越南人為 6 萬 4,464 名(6%)。中國人中含有 15 萬以上的朝鮮族。

據法務部統計顯示，目前在韓外國人呈現據增趨勢。旅韓外國人從 1997 年只有 38 萬多名發展到 2005 年的 75 萬名規模，今年終於迎來了外國人 100 萬名<sup>1)</sup>時代。在韓外國人數在十年的時間裏增加到 2.5 倍的規模。尤其是這樣的趨勢最近明顯突出，該數據從去年 7 月底（86 萬名）在一年的時間裏約增加了 15%。結婚移民者從 2002 年的 3 萬 4,710 名增加到 10 萬 4,749 名，5 年裏增加到 3 倍。尤其是這樣的趨勢最近明顯突出，該數據從去年 7 月底（86 萬名）在一年的時間裏約增加了 15%。結婚移民者從 2002 年的 3 萬 4,710 名增加到 10 萬 4,749 名，5 年裏增加到 3 倍。在此期間取得居留證的人由 6,022 名增加到 1 萬 5,567 名，呈現 2.5 倍的增加率。其中具有居留證（通常兩年）或永駐資格<sup>2)</sup>的外國人為 12 萬 9,000 名，其中包括結婚移民者在內的。

而最近聯合國職責韓國人傾向於過渡的純血主義，並認為韓國的制度和習慣應該跟着時代的潮流而變化([www.joins.com](http://www.joins.com) 2007. 8.25)。

本論文通過觀察近來進入多人種多文化社會的韓國急劇增加的結婚移民者現狀，並對以中央政府和地方政府的結婚移民者支援項目為主予以分析。

### II. 韓國結婚移民者的現狀

#### 1. 結婚移民者

韓國的結婚移民者如<表 2-1>所示，2001 年結婚總人數約為 32 萬對，其中跨國結婚為 1 萬 5 千 2 百對，占結婚總人數的 4.8%。然而 2005 年結婚總人數約為 31 萬 6 千對，其中跨國結婚為 4 萬 3 千對，占結婚總人數的 13.6%。跨國結婚從 2001 年以來一直呈現急劇增加的趨勢。2001 年在結婚總人數中跨國結婚所占的比例只占 4.8%，而 2002 年占 5.2%，2003 年占 8.4%，2004 年占 11.4%，2005 年占 13.6%等，其比率呈現不斷增加勢頭。

〈表 2-1〉年度別結婚移民者趨向

區分	2001 年	2002 年	2003 年	2004 年	2005 年
全體結婚人數	320,063	306,573	304,932	310,944	316,375
跨國結婚人數	全體	15,234	15,913	25,658	35,447
	女性	10,006	11,017	19,214	25,594
	男性	5,228	4,896	6,444	9,853
跨國結婚比率(%)	4.8	5.2	8.4	11.4	13.6

資料來源：統計廳(2006)

尤其跨國結婚大部分是韓國男性和外籍女性之間的結婚為主的。據〈表 2-1〉所示，2005 年跨國結婚約有 4 萬 3 千對中，韓國男性和外籍女性之間的結婚約為 3 萬 1 千對，占 72.3%，而韓國女性和外籍男性之間的結婚約為 1 萬 2 千對，占 27.7%。韓國男性和外籍女性結婚時，其家族大部分在韓國滯留，而韓國女性和外籍男性結婚時，通常不滯留在韓國，據統計廳調查顯示，2005 年滯留在國內的結婚移民者中，女性結婚移民者占 88.8%，男性結婚移民者占 11.2%（統計廳，2006 年）。因此，談起結婚移民者，以嫁給韓國男性的外籍女性為主。

〈表 2-2〉根據不同結婚移民者出身國的滯留現狀(2005.12)

〈表 2-2〉根據不同結婚移民者出身國的滯留現狀(2005.12)

(單位: 對, %)

出 身 國	人 員 數(%)	出 身 國(%)	人 員 數(%)
朝鮮族	27,717 (41.6)	泰 國	1,447 (2.2)
中 國	13,401 (20.1)	蒙 古	1,270 (1.9)
越 南	7,426 (11.1)	俄羅斯	923 (1.4)
日 本	7,145 (10.7)	烏茲別克斯坦	896 (1.4)
菲律賓	3,811 (5.7)	其 他*	2,623 (3.9)

資料來源: 法務部(2006 年)

據〈表 2-2〉所示的結婚移民者出身國家分布，以 2005 年 12 月為準，中國人最多，占 61.7%(包括朝鮮族在內)，其次依序為越南人占 11.1%，日本人占 10.7%，菲律賓人占 5.7%。到目前為止，在國內滯留的女性結婚移民者中日本人的比率較大，這是 80 年代初因某一宗教團體舉行日本女性和韓國男性之間的結婚劇增而引起的結果（法務部，2006 年）。

<表 2-3> 不同國籍女性嫁給農林漁業從事者(男性)人數

<表 2-3> 不同國籍女性嫁給農林漁業從事者(男性)人數

(單位: 對, %)

區分	越南	中國	菲律賓	其他	全體
2004	560(30.9)	879(48.5)	195(10.7)	180(9.9)	1,814(100.0)
2005	1,535(53.2)	984(34.1)	198(6.9)	168(5.8)	2,885(100.0)

資料來源：女性家族部(2005)

然而，最近與從事於農林漁業的韓國男性結婚的移民女性大部分是中國和東南亞人，其中東南亞人的比率大幅度增加。根據<表

2-2>顯示，2004 年與從事於農林漁業的韓國男性結婚的移民女性中，中國人居多，占 48.5%，排行第二是越南，占 30.9%，排行第三是菲律賓，占 10.7%，其他國籍的女性僅占 10%。在 2005 年，越南女性的比率最多，占 53.2%，排行第二是中國，占 34.1%，排行第三是菲律賓，占 6.9%。由此可見，最近與韓國男性結婚的外籍女性大部分來自中國、越南，和菲律賓（Choi-Hyunmi, 2006 年）。

### III. 中央政府的結婚移民者福利服務現狀

中央政府的結婚移民者福利服務現狀如下。

適應韓國及定居支援	<ul style="list-style-type: none"> <li>- 為結婚移民預定者定居韓國進行預備教育及提供信息</li> <li>- 建立結婚移民者家族支援中心</li> <li>- 根據不同出身國家開發不同的韓語教材，構築網頁、制造媒體資料</li> <li>- 開發了解文化項目</li> <li>- 將女性結婚移民者活用為名譽公務員、社會福利士</li> <li>- 通過韓語教育機構和 EBS 進行韓語教育</li> <li>- 和韓國人家庭締結姊妹關係的項目(Host Program)</li> <li>- 剛入境者和志工者間諮詢(Mentoring)制度</li> </ul>
女性結婚移民者人權保護	<ul style="list-style-type: none"> <li>- 建立女性結婚移民者的熱線“1366”中心</li> <li>- 擴充外籍女性專用避風港</li> <li>- 提供免費法律支援服務</li> </ul>
多文化家族子女教育支援	<ul style="list-style-type: none"> <li>- 反映多文化教育因素</li> <li>- 開設針對多文化家族子女的“課後輔導”項目</li> <li>- 通過學校網站提供教育資料</li> <li>- 鼓勵加強與教師及同輩群體交流</li> <li>- 支援為學習雙重語言的項目</li> </ul>
創造多文化家族的穩定生活	<ul style="list-style-type: none"> <li>- 保障多文化家族的基礎生活</li> </ul>

環境	<ul style="list-style-type: none"> <li>- 母性保護指南發刊</li> <li>- 將“產婦和嬰幼兒補充營養項目”納入到示範項目</li> <li>- 向低收入家庭支援嬰幼兒養育費</li> <li>- 通過雇用穩定中心提供就業諮詢</li> <li>- 培養教育和社會福利領域的人才及就業聯系</li> <li>- 提供健康檢查服務</li> <li>- 實施上門保健項目</li> </ul>
建立推行體系	<ul style="list-style-type: none"> <li>- 展開全國實況調查</li> <li>- 指定及支援結婚移民者家族支援中心</li> <li>- 建立針對女性結婚移民者的志工活動基礎設施</li> <li>- 培養翻譯及教育人才</li> <li>- 建立跨政府部門的總括推行體系</li> </ul>

<表 3-2> 中央行政部門的結婚移民者支援項目

負責部門		支援項目
主管	協助	
女性家族部	法務部、文化觀光部、保健福祉部、行政自治部、農林部、信息通信部	保護跨國結婚當事者、進行了解語言文化教育、支援多文化家族生活定居、支援家庭暴力受害者、改善社會對跨國結婚的認識、支援多文化家族之間建立網絡、發刊“母性保護指南”、建立結婚移民者支援中心
保健福祉部	女性家族部 地方政府	在推行免費健康調查和福利諮詢等項目中提供生計・醫療支援及生活信息，計劃發刊為結婚移民者的生活指南小冊、向低收入家庭派月子保姆、向貧困戶混血人提供生計・醫療・居住支援、發刊投健康保險指南外文小冊子
法務部	女性家族部 警察廳	防止拐賣性跨國結婚、緩解滯留資格的不穩定情況 、就算離婚的夫妻，也為了和子女見面，離婚後向其賦予兩年以上的永駐資格，只要有居留資格，就允許自由地就業，放寬結婚移民者永駐權申請條件
勞動部	女性家族部	介紹就業及支援培訓
教育人力資源部	女性家族部 保健福祉部 地方政府	支援子女適應學校生活、在教育課程和教科書反映多文化教育因素，并排除種族歧視因素，加強針對多文化教育的教師力量，計劃建立教師和混血學生之間 1:1 的導師制度，計劃對家裏需要學習指導的事項編成電腦動影像後發送給家庭
教育人力	女性家族部、 EBS	計劃運行韓語及文化教育項目



資源部		
信息通信部		屬下的韓國信息文化振興院正在以多文化家族女性為對象開發應用IT的韓語、韓國文化教材
文化觀光部	地方政府	“外籍勞動者文化指南小冊”發刊、支援韓語講座開設及運營、主辦為移民女性子女的韓國文化體驗活動、支援多文化慶典來為形成文化的多樣性和自我認同做出貢獻
農林部	女性家族部、地方政府	農村的跨國結婚移民者支援項目、向農漁村出產農家派遣保姆
女性家族部	地方政府、市民團體	對市·郡·區的民間單位指定并支援結婚移民者家族支援中心，支援向女性結婚移民者提供信息以及形成社區（2006 年開設 51 家）、鼓勵參與志願工作者活動
行政自治部	地方政府	向在國內居住及長期滯留外國人賦予了地方選舉的參政權，為了讓外國人在教育及社會福利方面受到與內國人一樣的優惠改善有關政策

從中央政府層次，圍繞結婚移民者支援項目，為了各部門之間的合作和相互調解，通過貧富差距・歧視改善委員會致力於調節各部門的政策。此外，對市·郡·區的民間團體指定為結婚移民者家族支援中心并予以支援，建立包括志願工作在內的人力培養支援計劃。

政府的結婚移民者支援政策分為三個階段。作為第一個階段，政府於 2005 年 8 月 16 日發表了緩解結婚移民者滯留不安問題的對策。其核心內容是：支援穩定滯留、提供生活信息、進行韓語·了解韓國文化教育、加強家族關係及支援家庭暴力受害者、保障基礎生活、進行就業所需的教育·培訓及介紹工作崗位等支援。當年 9 月，政府修改《出入境管理法施行令》來放寬了具有居住(F2)滯留資格的結婚移民者取得永駐權有關限制，并未經另外的許可手續也可以自由地就業等，改善了制度第二階段是生活穩定對策。2005 年 11 月 25 日，政府發表了建立結婚移民者家族的社會適應支援體系、子女養育支援等生活穩定對策。第三階段對策的工作重點放在結婚移民者的社會整合支援上。2006 年 4 月 26 日，政府確定并發表了“混血人及移住者的社會整合基本方向”和“女性結婚移民者家人的社會整合支援對策。①防止非法性的結婚介紹及保護跨國結婚當事者，②對家庭暴力受害者加強穩定的滯留支援，③支援盡早適應韓國社會及定居，④支援子女適應學校生活，⑤創造女性結婚移民者家族穩定的生活環境，⑥改善社會對多文化的認識及進行業務負責人教育，⑦建立推行體系等提出了 7 項政策課題。

政府把 7 項政策課題細分為 26 個單項課題，為此，除了主管部門女性家族部以外，還有保健福祉部、法務部、農林部、教育人力資源部、行政自治部、文化觀光部等有關部門出面，從結婚到生活、生育子女・保育・教育的環節上，建立了涵蓋結婚移民者和其家族、鄰居們的“社會整合”過程的一系列政策體系<詳見表 3-3>。

在 2006 年，政府在全國範圍內建立了 26 家“結婚移民者家族支援中心”。結婚移民者家族支援中心進行結婚移民者在適應韓國社會所需的韓語、文化教育和諮詢，通過舉辦“結婚移民者家族夏營”、“結婚移民者丈夫們的聚會”、“地球村飲食紀行”等豐富多彩的活動來扮演保護多文化家庭的角色，到 2006 年 12 月為止，約有 9 萬多名結婚移民者和其家族參與了相關活動。政府在 2007 年還增設了 17 家“結婚移民者家族支援中心”。政府還計劃將在 2008 年把該中心增設到 80 家。由此可見，政府在結婚移民者的政策上，爲了消除其家人的歧視，體現一個多文化社會做出不懈努力。

<表 3-3> 現有的結婚移民者整合政策：7 項政策課題和 26 個單項課題

1. 防止非法性的結婚介紹及保護跨國結婚當事者
① 嚴厲打擊婚介公司的非法行爲
② 促進建立爲管理跨國結婚中介行業的法律法規
③ 研究人身拐賣等中介行爲的管理方案
④ 研究駐外公館安排負責女性、人權主管的方案
⑤ 研究頒發結婚簽證文件・手續的標準化以及引進事先簽證面談制度
⑥ 通過外交渠道建立國家間合作體系
⑦ 向結婚當事者提供跨國結婚的有關信息
2. 對家庭暴力受害者加強穩定的滯留支援
① 收緊配偶的身分保證解除申請條件
② 放寬對破壞婚姻追究責任事由的舉證責任
③ 離婚以後簡易歸化申請時放寬舉證條件
④ 向事實婚父母所生的子女和外籍母親賦予國籍或永駐權
⑤ 建立家庭暴力受害者支援體系以及予以保護
3. 支援盡早適應韓國社會及定居
① 建立適應韓國生活所需的信息提供系統
② 支援適應韓國生活及定居
4. 支援子女適應學校生活
① <b>建立多文化教育體系</b> 、加強學校對結婚移民者子女的支援功能、加強教師的力量、預防被同學們排除的現像
② 提供福利及諮詢服務
5. 創造女性結婚移民者家族穩定的生活環境
① 保障基礎生活及支援加強健康
② 支援生育及養育子女
③ 職業諮詢及支援公共服務部門的就業
6. 改善社會對多文化的認識及進行業務負責人教育
① 推廣政府政策及爲提高國民意識進行宣傳
② 社區裏創造和諧的多文化氣氛
③ 進行公務員教育
④ 對社會福利、醫療保健服務從事者進行教育

#### 7. 建立推行體系

- ① 結婚移民者家族實況調查
- ② 啓動結婚移民者家族支援中心
- ③ 建立志願工作活動基礎設施，以及培養翻譯、諮詢、教育人員
- ④ 建立跨政府部門的推行體系和中央與地方政府之間的政策網絡

資料來源：總統顧問貧富差距・歧視改善委員會(2006: 58)

### IV. 地方政府的結婚移民者福利服務現狀

<表 4-1> 地方政府的結婚移民者服務現狀 (服務提供地方政府的比率)

<表 4-1> 地方政府的結婚移民者服務現狀 (服務提供地方政府的比率)

適應韓國生活 及了解文化	<ul style="list-style-type: none"> <li>- 韓文・韓語教育(74.0%)</li> <li>- 學習韓國菜(44.6%)</li> <li>- 參觀文化遺產(22.3%)</li> <li>- 體驗傳統文化(茶道、傳統遊戲、傳統樂器、農樂、傳統婚禮等)(34.7%)</li> <li>- 生活禮節教育(24.0%)</li> <li>- 適應日常生活(6.6%)</li> </ul>
加強家族關係	<ul style="list-style-type: none"> <li>- 家族諮詢(4.5%)</li> <li>- 夫妻關係教育 (夫婦營)(8.7%)</li> <li>- 家族關係教育(婆媳關係教育、父母角色教育、子女教育、家族營)(25.6%)</li> </ul>
形成社會連網 支援	<ul style="list-style-type: none"> <li>- Mentoring ( “結為娘家父母關係” ), 為女性團體結緣(5.4%)</li> <li>- 移住女性團體支援(2.5%)</li> </ul>
支援回娘家	訪問老家支援(2.1%)
加強女性福利	<ul style="list-style-type: none"> <li>- 懷孕、生育、健康教育(1.7%)</li> <li>- 健康檢查(2.5%)</li> <li>- 派月子保姆、家政保姆(0.8%)</li> <li>- 心理治療(音樂治療、美術治療、笑治療、園藝治療等)(4.5%)</li> </ul>
諮詢	一般諮詢(6.2%)、法律諮詢(1.7%)
就業技術教育 及 介紹就業崗位	<ul style="list-style-type: none"> <li>- 就業技術教育(做麵包和餅乾、按摩等))(6.2%)</li> <li>- 就業介紹 (課後英語老師、教移住女性的韓語老師等)(2.5%)</li> </ul>
一般教育	<ul style="list-style-type: none"> <li>- 電腦教育(12.8%)</li> <li>- 教養興趣教育(唱歌教室、工藝、染色、園藝、插花等)(14.0%)</li> <li>- 其他教育(培養文化旅游講解員、生活經濟、法律常識等)(3.3%)</li> <li>- 以子女為對象的教育(語言教育等)(12.8%)</li> </ul>
慰安活動	特長表續、團結大會、組織野游、生活宴會、體育大會(12.0%)
文化交流	風物展覽交流(3.3%), 料理交流(2.9%)
其他	暴力受害者避風港、緊急生計支援、居住環境改善、結婚典禮、宗教生活、

提供教育參加人子女的保育服務、實況調查等(12.0%)
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資料來源：各地方政府的網站，2007. 7.

## V. 結語

以上是韓國結婚移民者的現狀和支援政策的分析。

2007 年 4 月 27 日「在韓外國人待遇基本法」通過了國會本會議，使韓國的結婚移民者家族支援政策獲得最令人矚目的成就。因此，政府爲了建立一般國民和在韓外國人能够相互了解和尊重的社會環境，將積極促進有體系的外國人政策。

爲了制定該法，政府在過去幾年裏盡快采取措施，2006 年制定了結婚移民者政策來建立其支援政策的基本體系。目前當務之急是積極研究如何執行該制度，并如何修改和彌補不完善的制度來創造一個沒有歧視的社會。

2006 年 12 月，政府在國務調整室的主導下，發表了關於結婚移民者家族支援的 8 項對策，概括其核心內容如下。

其一，分享關於結婚移民者家族適應社會支援對策的信息，來提供正確的政策指南，并最大限度的提高有關服務水平。此外，定期進行市、郡、區的統計和實況調查來掌握政策所需的基礎資料。

其二，研究在地方政府裏爲結婚移民者確保組織、人力、預算的執行方案。尤其是擴大農村地區的結婚移民者支援設施等，尋找缺乏的支援設施的擴大方案。

其三，需要結婚移民者支援政策的單純化和集中。目前根據政策的對象或其需要，不同部門負責分散而重複性主管結婚移民業務。爲此，需要重新進行政策性的分類。

其四，必須改變國民對結婚移民者的認識，爲了政府政策的推廣，要加大教育和宣傳的力度。此外，韓國人也爲了適應多文化社會自覺做出努力（Seol-Donghoon, 祥見 2006: 309-311）。

上面是對由女性家族部的研究報告所提出的 8 個項目予以摘要的。其間，韓國社會在未制定結婚移民者基本法的情況下推行結婚移民者的支援工作。然而，隨着 2007 年 4 月制定「在韓外國人待遇基本法」，那些結婚移民者在受到韓國社會的制度性支援下，享受有關服務。從這一點看，該法的意義深遠。在制定「在韓外國人待遇基本法」的同時，有關結婚移民者支援方面我提出三個爭論點。

首先，結婚移民者家族支援中心應該從多樣的層面搞活。2007 年已增設了 17 家結婚移民者家族支援中心，目前總共 38 家中心啓動着，2008 年將增加到 80 家。而結婚移民者家族支援中心的數字并非重要，更重要的是其中心的設施、專業人員、支援金、項目等四個方面上一層樓，給結婚移民者們提供豐富多彩的量身定做服務。

第二，必須形成能够了解結婚移民者，尤其是了解和教育今天的主題—多文化家族的社會條件。韓國長期以來處于單一民族社會。因此，非常不習慣與外國人、多文化家族協調生活，和睦相處。所以，建立制度固然重要，然而更需要的是建立對廣大老百姓進行社會教育系統，使他們能和多人種、多文化家族和睦相處。

第三，要培養為結婚移民者工作的專業人才<sup>3)</sup>。結婚移民者們是一直生活在不同文化的環境而移民到韓國的人。有鑒於此，只有為他們開發豐富多彩的有關多文化的課程，並培養專業人才，才能獲得一定的效果。

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## The status of foreign immigrants married to Koreans and support

김범수(평택대학교 교수)

### I . Introduction

Korea is undergoing significant changes to become multi racial and multi cultural society. According to the statistics on Exit Entry on National Aliens conducted by the Department of Justice, August 24th, 2007 marked the day when the number of foreigners in Korea was over 1 million. Adding 2,087, an increase in staying foreigners for the last day,(entry foreigners minus exit foreigners) to the exiting foreigners, South Korea was home to 1,000,254 foreigners, over 1 million for the first time in history. It means the nation entered into multi cultural society. The number also included travelers, trainees, and illegal immigrants, accounting for 2% of 49.13 million Korean population registered as residents. Among 1,000,254, long stay foreigners (registered foreigners) account for 724,967, while the rest are short stay foreigners who are allowed for just 90 days of stay.

Broken down into nationalities, chinese are 441,334, or 44%, the largest share, followed by the US, 117,938, or 12%, and Vietnam, 64,464, or 6%. Chinese includes 150,000 of Korean decent.

The statistics of the MOJ showed that foreign nationals in Korea is rapidly increasing. Foreign nationals, who stood at a mere 380,000 in 1997, surpassed 740,000 in 2005, finally reaching 1 million<sup>4)</sup> this year, 2.5 times higher compared from 10 years ago. The trend is noticeable recently that the number went up by about 15% in a year from the end of July last year when it stood at 860,000. Immigrants married to Koreans increased 3 times from 34,710 in 2002 to 104,749 this year. In the same period, permanent residents<sup>2)</sup> rose from 6,022 to 15,567, recording 2.5 times increase. Among them,

129,000 are residents for a period of 2 years and permanent residents, which include immigrants married to Korean.

Meanwhile, UN noted that it is inevitable for Korea to transform its out-of-date policies and practices, citing Korea's "pure-blood nationalism."([www.joins.com](http://www.joins.com) 2007. 8.25)

This paper reviews the status of an increasing number of foreigners married to Koreans in a society entering multi-racial, multi-cultural one, and focuses on the support projects by the central and regional governments.

## II . Status of foreign immigrants married to Koreans in Korea

### 1. foreign immigrants married to Koreans

Foreign immigrants married to Koreans in Korea were 320,000 in 2001 as shown in <table 2-1>. Among them, the international marriage accounted for 15,200, or 4.8% of all marriages. Total marriages in 2005, however, stood at around 316,000, and about 43,000 of them, or 13.6%, were international marriages. The inter-racial marriage has been on a rapid increase since 2001. Inter-racial marriage accounted for a mere 4.8% of all in 2001, before undergoing a steady growth, marking 5.2% in 2002, 8.4% in 2003, 11.4% in 2004, and 13.6% in 2005.

<Table 2-1> yearly trend of foreign immigrants married to Koreans

		2001	2002	2003	2004	2005
total marriages		320,063	306,573	304,932	310,944	316,375
inter-natio-nal marriages	total	15,234	15,913	25,658	35,447	43,121
	female	10,006	11,017	19,214	25,594	31,180
	male	5,228	4,896	6,444	9,853	11,941
percentage(%)		4.8	5.2	8.4	11.4	13.6

by National Statistics Office(2006)

In particular, most of the internationally married immigrants are Korean male married women. As it is shown in <Table 2-1>, out of 43,000 international marriages in 2005, Korean male married women accounted for about 31,000, or 72.3%, while Korean female married men were 12,000, or 27.7%. In case of Korean male married women, their family members mostly stayed in Korea, but it was not the case for Korean female married men. A study by the NSO (2006) showed that 88.8% of immigrants married to Koreans in 2005 were female, and 11.2% were male. Therefore, when immigrants married to Korean are discussed, the focus is on female immigrants married to Korean males.

<Table 2-2> Status of female immigrants married to Korean male according to their nationality(' 05.12)

<Table 2-2> Status of female immigrants married to Korean male according to their nationality(' 05.12)

(unit : cases, %)

nationality	cases(%)	nationality(%)	cases(%)
Korean chinese	27,717 (41.6)	Thailand	1,447 (2.2)

China	13,401 (20.1)	Mongol	1,270 (1.9)
Vietnam	7,426 (11.1)	Russia	923 (1.4)
Japan	7,145 (10.7)	Uzbekistan	896 (1.4)
The Philippines	3,811 (5.7)	others*	2,623 (3.9)

by the MOJ (2006)

<Table 2-2> is about the Status of female immigrants married to Korean male according to their nationality. It shows that Chinese including Korean chinese were at 61.7%, the largest followed by 11.1% of Vietnamese, 10.7% of Japanese, and 5.7% of Philippians. Japanese female immigrants in Korea are relatively high. It is attributable to a religious group encouraging the marriage between Japanese females and Korean males in the early 1980's. (The MOJ, 2006).

<Table 2-3> Marriages of female immigrants to Korean males in the field of agriculture, forestry and fishery according to nationality

<Table 2-3> Marriages of female immigrants to Korean males in the field of agriculture, forestry and fishery according to nationality

(unit: cases, %)

	Vietnam	China	The Philippines	others	total
2004	560(30.9)	879(48.5)	195(10.7)	180(9.9)	1,814(100.0)
2005	1,535(53.2)	984(34.1)	198(6.9)	168(5.8)	2,885(100.0)

by the Ministry of Gender Equality and Family(2005)

Most female immigrants recently married to Korean males in the field of agriculture, forestry and fishery are from China and Southeast Asia. The portion of females from Southeast Asia is on a rapid increase. <Table 2-3> showed that in 2004, among female immigrants recently married to Korean males in the field of agriculture, forestry and fishery, chinese accounted for 48.5%, the largest, followed by 30.9% of Vietnamese, and 10.7% of Philippians. Females from the other countries are a mere 10%. In 2005, the percentage of Vietnamese females is 53.2%, the largest, followed by 34.1% of chinese and 6.9% of Vietnamese. Therefore, most of female immigrants married to Korean male come from China, Vietnam, and the Philippines. (Choi Hyun-Mi, 2006).

### III. Current Status of central government's support system for Korean married immigrants

The current status of central government's support system for Korean married immigrants is as following.

support for adaptation and settling down	<ul style="list-style-type: none"> <li>- provide prospective immigrants married to Koreans with education information to successfully settle down in Korea</li> <li>- establish family support system for immigrants married to Koreans</li> <li>- develop Korean language material, homepage and media material for each country</li> <li>- develop culture understanding programs</li> </ul>
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	<ul style="list-style-type: none"> <li>- make use of women immigrants as honorary public officials and social workers</li> <li>- provide Korean language education with the help of EBS and Korean education organizations</li> <li>- Host Program to connect Korean families with immigrants</li> <li>- voluntary mentoring service for newly migrated people</li> </ul>
human rights protection for female immigrants	<ul style="list-style-type: none"> <li>- set up a hotline center '1366' for women immigrants</li> <li>- build up shelters exclusive to women immigrants</li> <li>- offer free legal service</li> </ul>
education support for descendants of multi-cultural family	<ul style="list-style-type: none"> <li>- multi-cultural education taken into account</li> <li>- open after-school education program for descendants of multi-cultural family</li> <li>- post education material on school homepage</li> <li>- support to facilitate exchange between teachers and peer groups</li> <li>- support programs for bilingual education</li> </ul>
safe environment creation for multi-cultural family	<ul style="list-style-type: none"> <li>- guarantee basic life standard for multi-cultural family</li> <li>- publish mother protection guide</li> <li>- include 'nutrition support for pregnant women and infants' in the pilot project</li> <li>- provide allowance for low income family to raise child</li> <li>- vocational consultation through employment safety center</li> <li>- cultivate personnel in the field of education and social welfare and connect them to job opportunities</li> <li>- offer medical check-ups</li> <li>- visit homes for better hygiene</li> </ul>
system establishment to proceed the work	<ul style="list-style-type: none"> <li>- national survey</li> <li>- establish immigrant family support center</li> <li>- build voluntary work infrastructure women immigrants</li> <li>- provide translation service and nurture education personnel</li> <li>- establish a cross governmental system to take charge of the work</li> <li>- build networks between central and local governments</li> </ul>

<Table 3-2> Support Project of Central Administrative Departments for Immigrants Married to Koreans

department in charge	support project
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main	support	
MOGEF	MOJ, MOCT, MOHW, MOGAHA, MAF, MIC	<ul style="list-style-type: none"> <li>-protect international married couples</li> <li>-provide education for language and culture</li> <li>-support multi-cultural family to settle down</li> <li>-support for victims to domestic violence</li> <li>-raise awareness</li> <li>-build network among multi-cultural families</li> <li>-publish mother protection guide</li> <li>-establish immigrant family support center</li> </ul>
Ministry of Health and Welfare	MOGEF, local governments	<ul style="list-style-type: none"> <li>-free medical check-up and social welfare counseling under way</li> <li>-provide medical and livelihood support and offer daily life information</li> <li>-plan to publish life guide book for immigrants married to Koreans</li> <li>-send helpers to low income family female for baby delivering</li> <li>-medical, livelihood, and shelter support for descendants of immigrants married to Koreans in low income family</li> <li>-create pamphlets in foreign languages guiding the access to health care system</li> </ul>
MOJ	MOGEF, police station	<ul style="list-style-type: none"> <li>-prevent inter-racial marriages of human trafficking</li> <li>-ease the uncertainty about qualifications to be residents</li> <li>-grant over 2 year stay to divorcees so that they can meet their children after divorce</li> <li>-allow for free employment only if they qualify for residents</li> <li>-lighten conditions for permanent resident application by immigrants married to Koreans</li> </ul>
MOLAB	MOGEF	<ul style="list-style-type: none"> <li>-vocational training and recommend job opportunities</li> </ul>
MOE	MOGEF, MOHW, local governments	<ul style="list-style-type: none"> <li>-support children for adaptation to school</li> <li>-add multi-culture aspect to textbook and the course</li> <li>-correct racial discrimination in the textbooks</li> <li>-strengthen teachers capacity for multi-cultural education</li> <li>-plan for 1:1 guardianship between teacher and half-Korean students</li> <li>-make necessary materiel or computer videos for education at home</li> </ul>
MOE	MOGEF, EBS	<ul style="list-style-type: none"> <li>plan to provide education on Korean language and culture</li> </ul>
MIC		Korea Agency for Digital Opportunity & Promotion, an affiliated organization, is developing material on Korean language and culture for women from multi-culture family, making use of IT.
MCT	local governments	<ul style="list-style-type: none"> <li>-publish "migrant workers culture guide book"</li> <li>-create Korean language classes and provide support</li> </ul>

		-organize events such as "Korean culture experience" for children of migrant women and support various multi-culture events, contributing to pluralism and self-reliance
MAF	MOGEF, local governments	-support marriage between those in rural areas in Korea and immigrants -support helpers for women in rural area for baby delivering
MOGEF	local governments, citizen's organizations	-designate family support center in city, county, and district level -provide information for women immigrants and support for community creation (51 communities created in 2006) -encourage voluntary work
MOGAHA	local governments	- grant domestic residents and long stay residents the right to vote in local area -improve policies so that immigrants could enjoy equal rights on education and social services

The central government is trying to coordinate policies among local governments through the committee on income disparity remedy for discrimination in order to promote inter departmental cooperation in support project. It also designates private organization in city, county and district level as immigrants' family support centers, establishing support plans to nurture personnel including volunteers.

The government established Korean married immigrants support measure in three phases. It made the first announcement in August 16th, 2005 about measures to tackle concerns over long stay for Korean married immigrants. In the measures, the government announced it would provide safe residency support, livelihood information, and education on Korean language and culture, promote family relationship, support victims to domestic violence, provide basic livelihood, vocational training and offer job opportunities. In September, the authorities revised the action plan for immigration law, lightening the permanent residency qualifications for Korean married immigrants with F-2 visa and allowing for free employment without additional permission procedure.

The second phase is measure for safe livelihood. The government established support system in November 25th, 2005 for immigrant family adaptation to society and announced safe livelihood measures including child rearing support.

Third phase of the program focuses on the support for social integration for Korean married immigrants. The government completed and announced in April 26th, 2006 'basic direction for social integration of immigrants and their children' and 'support method for social integration of women immigrants and their families.' It suggested 7 policy challenges; ① prevent illegal mediation of marriage and protect internationally married couples, ② strengthen support system for victims to domestic violence, ③ support for early adaption to Korean society and settling down, ④ support for children to adapt to school life, ⑤ create a safe livelihood environment for women immigrants married to Koreans, ⑥ raise awareness of multi-culture and education officials in charge of the work, ⑦ establish a system to push for the project. The 7 policies break down to 26 specific challenges against

which all related departments including MOGEF, MOHW, MOJ, MAF, MOE, MOGAHA, and MOCT came out to build policy system for social integration among Korean married immigrants and their neighbors, encompassing marriage, adaptation, child delivering, rearing and education. <reference Table 3-3 >

The government set up 21 'Korean married immigrants family support centers' across the nation for the year in 2006. The center is to provide counseling for Korean married immigrants to settle in Korea and necessary services such as language and culture. The centers play a major role in connecting multi-cultural families through Korean married immigrants family summer camps, meetings of immigrant women's husbands, and world food trip, where about 90,000 family members participated as of December, 2006. The government established an additional 17 centers in 2007, totaling 38 centers. It also plans to expand centers to 80 in 2008. As such, government policies toward Korean married immigrants are evidence that shows government's active role and efforts to ease racial discrimination toward the families and embody multi-cultural society.

<Table 3-3> current policy for Korean married immigrants social integration : 7 policy measures and 26 unit challenges

1. prevent illegal marriage and protect internationally married couples
① crackdown on illegal mediation of marriage and illegal activities
② push for the passage of law to manage mediation business for international marriage
③ consider the possible management method for human trafficking and mediation business
④ consider dispatching workers for female and human rights to the related government organizations
⑤ consider policies to standardize marriage documentation and procedures and introduce in advance interview for documents
⑥ establish inter-national partnership through diplomatic channels
⑦ provide information on international marriage for stakeholders
2. strengthen support for safe residency for victims to domestic violence
① reinforce application qualifications for cancelling personal reference of spouse
② ease the burden of proving imputation for marriage failure
③ lighten qualifications when applying for temporary naturalization after divorce
④ grant nationality or permanent residency for children or parents of married couple
⑤ establish support and protection system for victims to domestic violence
3. support early adaption to Korean society and settle down
① build up database necessary for adaptation
② support for early adaption to Korean society and settling
4. support children to adapt to school
① establish multi cultural education system, step up support system for children of immigrants, reinforce teacher's ability for teaching those children and prevent children from being alienated by peer groups
② offer consultation and counseling services

5. create a safe living environment for Korean married immigrants family
① guarantee basic livelihood and health care service
② support child delivering and rearing
③ support vocational training and help place immigrants to public sector
6. raise awareness of Korean married immigrants and educate official in charge of the work
① promotion to inform people of government policies and raise awareness
② create a multi-culture friendly environment in local society
③ launch education on public servants
④ education for workers in the field of social welfare and health care
7. establish a system to take charge of the work
① conduct a survey on the status of Korean married immigrants
② run Korean married immigrants family support centers
③ establish voluntary work infrastructure and nurture personnel on interpretations, counselling and education
④ establish cross governmental system and partnership between central and local governments
by the committee on income disparity remedy for discrimination to advise the president (2006: 58).

#### IV. current status of local government' s social services for Korean married immigrants

<Table 4-1> status of local government' s social services for Korean married immigrants (percentage of local governments offering social services)

Adaptation and understanding culture	<ul style="list-style-type: none"> <li>- Education of Korean language, or Hangeul (74.0%)</li> <li>- Lectures on Korean food (44.6%)</li> <li>- make visits to cultural ruins and heritages (22.3%)</li> <li>- experience traditional culture (tea ceremony, traditional playing, traditional musical instruments, farm music and traditional wedding) (34.7%)</li> <li>- Etiquettes and manners training (24.0%)</li> <li>- Adaptation to daily life in Korea (6.6%)</li> </ul>
Improve family relationship	<ul style="list-style-type: none"> <li>- Family counseling (4.5%)</li> <li>- Education on conjugal relations (conjugal camp) (8.7%)</li> <li>- Education on family relationship (education on the relationship between mother in law and daughter in law, parenting and children and family camp) (25.6%)</li> </ul>
Support for social connection	<ul style="list-style-type: none"> <li>- Mentoring (ex. Making a parent-child relationship for immigrants)</li> <li>- Make ties with women' s organization (5.4%)</li> <li>- support for women immigrants (2.5%)</li> </ul>
Offer homeland visit	<ul style="list-style-type: none"> <li>- Support for homeland visit (2.1%)</li> </ul>
Promote women' s	<ul style="list-style-type: none"> <li>- Education on conceiving, delivering a baby and health (1.7%)</li> </ul>

welfare	<ul style="list-style-type: none"> <li>- Medical check-up (2.5%)</li> <li>- dispatch helpers for house chores after delivering a baby (0.8%)</li> <li>- Mental treatment (music, art, laughing, and gardening therapy etc.)(4.5%)</li> </ul>
Counseling	<ul style="list-style-type: none"> <li>- Casual counseling (6.2%), legal counseling (1.7%)</li> </ul>
Vocational training and job opportunities	<ul style="list-style-type: none"> <li>- Vocational training (bakery, massage and etc.)(6.2%)</li> <li>-Offer job opportunities (recommend English teachers after school, Korean teachers for women immigrants) (2.5%)</li> </ul>
common education	<ul style="list-style-type: none"> <li>- Computer education (12.8%)</li> <li>- Education on culture and hobby (singing, craftwork, dye, gardening, flower arrangement and etc.)(14.0%)</li> <li>- Other education (nurturing curators on culture and tourism, life and economy, general information on law) (3.3%)</li> <li>- Education for children (language and etc) (12.8%)</li> </ul>
Consolation events	<ul style="list-style-type: none"> <li>- Amusements, membership training, picnic, birthday party, and field day (12.0%)</li> </ul>
Culture exchange	<ul style="list-style-type: none"> <li>- Exchange of things Korean (foreign) (3.3%), food exchange (2.9%)</li> </ul>
other	<ul style="list-style-type: none"> <li>- Shelter for victim to violence, immediate support for livelihood, wedding ceremony, religion practicing, education participants, children rearing service, survey conducting and etc. (12.0%)</li> </ul>

reference to local governments homepage, 2007. 7.

## V. Conclusion

We have reviewed the current status of Korean married immigrants in Korea and government policies toward them. The most noticeable achievement of the support policies was that Basic Law For Foreigner In Korea Passed In Parliament in April 27th, 2007. Accordingly, the government will actively push for the systematic policy on foreigners in order to nurture an environment where Koreans and foreigners in Korea understand and respect each other.

Until the law was passed, the government has been quick to the current situation for the past several years, establishing policies for the Korean married immigrants in 2006 as the foundation. There are still much to be done, however. It should work out how to implement the policies, add revision and complementation to them for a society without discrimination.

The government had the Office for Government Policy Coordination come up with 8 measures toward Korean married immigrants in December 2006. The abstract is as following.

First, maximize the private sector social service/ policy information provision by sharing information regarding Korean married immigrants family support system and conduct a regular statistics and survey in city, county and district level to build up policy database.

Second, work out action plan on organization, personnel and financing for Korean married immigrants and in particular expand rural area support system by expanding Korean married immigrants family support centers in rural area and complementing poor support system.

Third, Streamline the existing support policies for Korean married immigrants and focus is required since different departments's works are scattered and overlapping due to the need and current targets of the policy. Therefore, the policies should be sorted out and streamlined.

Fourth, raise awareness of Korean married immigrants among Korean people and step up promotion and education to the completion of the government policy. Voluntary participation and efforts by Koreans to fit into multi-cultural society are needed. (Seol Dong-Hoon, 2006:309-311)

Above are the abstracts of 8 articles presented by the MOGEF study. Policies toward Korean married immigrants in Korea have taken place without the basic law for them. The enactment of the Basic Law For Foreigner In Korea in April, 2007, however, enabled Korean married immigrants to be covered by the systematic support. In that regard, the law is meaningful. Three points at issue regarding the enactment of the law are as follows.

First, Korean married immigrants family support centers should be facilitated in various aspects. 17 centers were added in 2007 to total 38. It is expected to expand to 80 centers in 2008. What matters is not the number but various immigrant-specific service provision by upgrading facility, professionals, grant, and programs.

Second, social environment should be created where people understand Korean married immigrants and their families and the necessary education is provided. Korea has long been under mono ethnicity influence, making it harder for them to live together in harmony with foreigners and multi-cultural families. In that sense, more important than policy approach is the preliminary education system to help them live together in harmony.

Third, professionals<sup>3)</sup> should be nurtured for Korean married immigrants. The immigrants had lived in foreign country and culture, before migrating to Korea. Therefore, various materials should be developed to educate them and professionals on that matter should be nurtured. Though this, we can achieve the initial goal.

# Participants List











