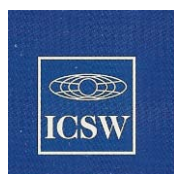


國際社會福利協會中華民國總會代表團出席  
第三十屆國際社會福利協會全球會議  
報告書

縮短全球性與地區性社會、經濟及文化機會之差距

荷蘭 鹿特丹市 2002 年 6 月 24-28 日



國際社會福利協會中華民國總會 編印  
中華民國九十一年九月

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## 壹、前言

### 一、第三十屆國際社會福利協會全球會議之召開

國際社會福利協會(International Council on Social Welfare, 簡稱 ICSW)係國際性非政府組織，於一九二八年成立，會員目前包括有七十個會員國及二十個國際特殊組織；其更是聯合國經濟暨社會委員會(United Nations Economic and Social Council)的顧問，並派有代表在紐約、日內瓦與維也納擔任 FAO, ILO, UNHCR, UNICEF, UNESCO, WHO 等聯合國所屬機構的顧問，其在國際事務上影響深遠。設立宗旨為推動社會福利、宣揚社會正義、及促進社會發展。

該會每兩年舉行全球大會一次，隔年並舉行區域會議。第三十屆國際社會福利全球會議訂於今(二〇〇二)年六月廿四日至廿八日假荷蘭鹿特丹市舉行，邀請各會員國出席並提報論文，計有八十六個國家，七百六十六人與會。

本次國際社會福利會議主題訂為「縮短全球性與地區性社會、經濟及文化機會之差距」( Bridging the gaps: economic, social, and cultural opportunities at global and local levels)，其探討內容有三部份：

#### 1. 差距縮短

由於我們所生存的世界是多元的，包括性別、財富、種族、文化、權力的差異，這些差異會產生社會、經濟、文化的不公正，甚至導致壓力、緊張、焦慮、消極地使得差距更為加深，因此在 21 世紀來臨之始，橫跨差距，縮短差距，使生活在世界上的民眾不會因地域、信仰、種族而有不同的生活水準，為當前重要之課題。

#### 2. 全球性與地區化之均衡發展

其領域包括教育、健康、環境生態、工作、政治、經濟、社會保

險與社會福利等。其服務對象包括家庭、兒童、青年、老人、身心障礙者、及難民等。

### 3. 持續性社區照顧策略

包括新的社區服務方案、新的社區服務輸送系統、其服務對象包括老年、身心障礙者、移民者及單親家庭等。

## 二、國際社會福利協會中華民國總會出席會議之準備

本會自一九七〇年加入成為 ICSW 會員國，迄今已達三十二年之久。本會趙理事長守博更於二〇〇〇年起獲選擔任東北亞區域會議主席，與各會員國維持良好友誼關係及密切資訊交流。本會目前會員包括團體會員九十五個與個人會員二百個，會員在政府部門、學術界與民間機構均扮演重要角色並具社會影響力。不論世界會議或區域會議，本會每年均組團出席，一方面履行會員義務，一方面吸取社福新知並交換經驗。

本會接獲總會本（二〇〇二）年國際會議之邀請後，隨即展開會議準備工作：

1. 發函通知本會所有會員，鼓勵報名出席會議，並彙整參加名單組成中華民國代表團。
2. 發函通知社會福利專家學者與實務工作者，鼓勵提供台灣社會福利論文。本次會議計有楊孝、翁毓秀、張菁芬、羅秀華、吳育仁等教授提出論文五篇於會議中發表與研討。
3. 蒐集社會福利相關單位服務簡介、工作報告，提供大會展示，包括內政部、台北市政府社會福利簡介；勞委會、勞保局勞工福利措施介紹；兒童福利聯盟機構服務簡介；以及觀光局、新聞局相關台灣簡介資料。
4. 撰擬計畫向外交部與內政部申請會議經費補助。
5. 派員出席會前會議：依慣例總會於全球會議前邀集各會員國代表二人，

召開代表委員會議 (Committee of Representative Meeting)，在此會議中決定總會的重要政策、法規的訂定、聽取各區域的工作報告、審議決算與決定新年度的預算等。今年代表委員會議及在六月廿三日假荷蘭 City of Dordrecht 舉行，本會由趙理事長守博與俞馮彤芳女士出席，翁教授毓秀、陳組長琇惠以觀察員身分出席。

6. 召開我國代表團出席會議分工協調會議。

(陳琇惠 整理)

## 貳、出席第三十屆國際社會福利協會全球會議我國代表團名單

團長	趙守博	國際社會福利協會中華民國總會理事長 國際社會福利協會東北亞區域主席 中國廣播公司董事長
副團長	楊孝	東吳大學社會系教授兼文學院院長
	簡春安	東海大學社工系教授
執行秘書	陳琇惠	台灣省政府社會衛生組組長
團員	李麗霞	行政院勞委會勞工福利處科長
	林淑連	彰化縣政府社會局副局長
	吳育仁	中正大學勞工關係學系勞工研究所助理教授
	俞馮彤芳	國際社會福利協會中華民國總會理事 國際社會福利協會東北亞區域財務長
	洪瑞清	行政院勞委會綜合規劃處長
	姚天行	師範大學國語中心教師
	徐麗君	台北市政府社會局專門委員
	黃碧霞	內政部社會司副司長
	陳皎眉	台北市政府社會局局長
	陳小紅	政治大學社會學系教授
	陳鳳月	彰化縣政府社會局社工督導員
	翁毓秀	靜宜大學青少年兒童福利系副教授兼系主任
	孫旻暉	台北市政府社會局局長室秘書
	彭淑華	國立台灣師範大學社教系副教授
	張菁芬	靜宜大學青少年兒童福利系助理教授
	曾姿雯	行政院勞委會研究員
	詹火生	東吳大學社會工作學系客座教授
	楊瑩	國立暨南國際大學社會政策與社會工作學系教授
	劉淑瓊	台大社會系助理教授
	賴月蜜	玄奘大學社會福利學系講師
	羅秀華	東吳大學社工系兼任講師
	羅五湖	勞工保險局承保處經理

（團員依姓氏筆劃排列，全團共計廿六人）

## 參、第三十屆國際社會福利協會全球會議之會前會

### 一、國際社會福利協會會員國代表委員會議（International Council on Social Welfare Meeting of the Committee of Representatives）

（一）時間：二〇〇二年六月廿三日上午 9:00~下午 5:30

（二）地點：Old Town Hall, City of Dordrecht

（三）主席：Quzi Faruque Ahmed, ICSW 總會會長

（四）出席人員：各會員國代表（我國代表為趙理事長守博、俞馮彤芳女士、翁教授毓秀、陳組長琇惠）。

#### （五）會議議程

1. 確定上次會議記錄
2. 確定會議議程
3. 工作報告（總會會長報告、財務長報告、執行長報告、各區域主席報告—中西非、東北亞、東南亞暨太平洋、歐洲、中美洲、南美洲）
4. 會員及會費
5. 2003-2004 全球計畫
6. 2003-2004 全球財務報告
7. 全球會議（兩年一次）
8. 政策協商小組（Policy Discussion Groups）
9. 其他臨時動議

#### （六）會議重點摘錄

1. 在國際社會福利協會會員國代表委員會議召開之前二日，日本代表曾於六月廿一日、廿二日兩日密集邀請我國趙理事長守博、俞財務長彤芳女士暨歐洲地區、中南美洲地區代表等會商，以 ICSW 現任總會會長 Quzi Faruque Ahmed 擔任此職務並不稱職，總會對相關財務處理不甚公平客觀，以及財務支出流向不明等因素，擬發動罷免總會會長

案，經會商一致同意於六月廿三日各會員國代表委員會議時提出，如順利罷免通過，並建議由我國趙理事長守博以東北亞區域代表委員會主席身分，競選 ICSW 總會會長之職務，惟區理事長建議為避免引發不必要之紛爭，並維護 ICSW 之團結，最後先行派有關人士私下向現任總會長 Ahmed 建議其自行辭職，並由 ICSW 前總會長德籍之 Julian Disney 向 Ahmed 轉達，Ahmed 表示同意。至於競選 ICSW 總會長一事，趙理事長表示需再從長計議。

2. 六月廿三日 Corep 會議正式開始之後，即有會員國代表提出為何今年 Exco 會議取消，未事先通知各會員國，致有會員國代表提早前來開會，卻臨時接獲通知取消之情事，對總會工作人員之疏忽，表達強烈不滿之情緒；我國趙理事長亦對總會會務多次提出若干意見及質疑。嗣後，韓國代表提出對總會會長處理總會財務不公及對其擔任總會會長期間對會務處理不甚妥適，提出強烈質疑。隨後日本代表及其他各國代表也紛紛提出質疑，ICSW 總會會長迫於情勢，乃依事先約定隨即口頭提出辭職確定。
3. ICSW 總會會長提出口頭辭職確定之後，由於其請辭係臨時迫於情勢不得不提出，對於總會會長辭職之後，ICSW 會務應如何運作？又引起廣泛而冗長的討論，經一整天的折衝協調，我國代表趙理事長守博並受邀加入協商小組，最後確立已口頭請辭之 ICSW 總會會長暫行代理會長職務至今年年底為止，並作成會議記錄，此階段由總會另成立任務小組，以徵求新會長人選。

（陳琇惠 整理）



## 二、東北亞區域代表委員會議(ICSW North East Asia Regional Committee of Representatives Meeting)

(一) 時間：二〇〇二年六月廿四日上午 9:00~11:30

(二) 地點：Hilton Hotel, The Grand Room

(三) 主席：趙理事長守博（東北亞區域會議主席）

(四) 出席人員：計有日本、韓國、香港、我國等十六餘位代表參加，另韓國代表團十二人以觀察員身分列席該會議。

(五) 會議重點：1.確定會議議程

2.確定上次會議記錄

3.工作報告

(1) 區域工作報告

(2) 區域財務報告

4.各會員國工作報告

(1) 香港工作報告

(2) 韓國工作報告

(3) 日本工作報告

(4) 我國工作報告

5.討論事項

(1) 外勞研究計畫（韓國提出）

(2) 2003 亞太區域會議籌備工作（我國提出）

(六) 會議記錄內容：(全文)

**ICSW North East Asia**  
**Regional Committee of Representatives Meeting**  
**DRAFT MINUTES**

**June 24, 2002, Rotterdam, Netherlands**

Time: 9:00am-11:30am

Venue: The Grand Room, Hilton Hotel

**1. Greetings by the Regional President**

Dr. Shou-Po Chao, the ICSW Regional President, opened the meeting and extended his warm welcome to the Regional Co-Rep members and others in attendance at the meeting. Dr. Chao introduced himself to the group and then invited the attendees to introduce themselves to each other.

In his opening remarks, Dr. Chao recognized the outstanding accomplishments of the member organizations of North East Asia Region and thanked the staff of each country committee in the Region for their continued good work. He also noted that his recent trips to Tokyo and Hong Kong were a big success and very educationeal and thanked the presidents of the ICSW committees of these countries for their hospitality. Further, he congratulated the Korean National Council on Social Welfare on their successful hosting of the 29<sup>th</sup> ICSW Asian and Pacific Regional Conference in Seoul, Korea, last year.

Everyone in attendance at the meeting introduced himself/herself. Dr. Jong-Sam Park of Korea introduced to the meeting of a group Korean delegates, who observed the meeting.

## **2. Approval of the Agenda**

The agenda of the meeting, prepared by the staff of the Taiwan Council of Social Welfare, was approved and the meeting continued.

## **3. Confirmation of the Minutes of the Previous RCR Meeting**

After one correction was made, the minutes of the RCR meeting for the ICSW North East Asia Region held in Seoul, Korean on September 3, 2001, was accepted. The one correction pertained to the spelling of the Hong Kong Council of Social Welfare. The draft minutes circulated at the Rotterdam meeting had shown the Hong Kong Council of Social “Services,” and the error was corrected when it was reminded by the staff of the Council who was in attendance at the meeting.

## **4. Activities Report**

### **4.1 Regional Activities Report**

Dr. Shou-Po Chao had prepared a written report (as Attachment II) on the major accomplishments of his regional presidency from January 2001 to April 2002 and made an oral presentation of the summary of the report. An office was set up in Taipei for the newly created ICSW North East Asia Region, following the ICSW World Conference in Cape Town in the summer of 2000. It was during this World Conference that Dr. Chao was elected the president for the new Region.

### **4.2 Regional Financial Report**

Mrs. Livia Yu, the treasurer for the North East Asia Region, presented a report on the financial status of the Region. She noted that the financial situation for the new Region has been quite sound due mainly to the voluntary financial

contributions of the member countries to the Regional treasury and that as of June 30, 2002, there was a balance of US.\$ 6,366.00 remaining in the Regional treasury. The treasurer added that the Acting World Treasurer for ICSW had handed her a note prior to the Regional co-Rep meeting, indicating that all the outstanding transfers from the ICSW headquarters to the North East Asia Region will be completed in the near future. According to the note, for example, the total of \$ 11,614.44(which represents the outstanding transfer for the year 2000) will be paid to the Regional treasury by August 31, 2002. As pointed out correctly, the Japanese Co-Rep member, however, the North East Asia Region is entitled to only one-third of this amount because the remaining two-thirds will have to be given to the South and Central Asia Region and the South East Asia and the Pacific Region. During the year 2000, all of these three Regions were still parts of the Asia-Pacific Region of ICSW, and the reimbursement from the headquarters for that year will have to be divided evenly into three portions. The note further indicates that:

- One-third of the outstanding transfers for the year 2001 will be paid to the Region by October 30, 2002 and the remaining balance will be paid up by December 31, 2002;
- One-half of the outstanding transfers for the year 2002 will be paid by February 28, 2003, and the remainder will be paid by May 31, 2003;
- Thereafter, payments from the headquarters will resume on a quarterly basis, as required by the relevant Ex-Co rules; and
- In the event of severe cash difficulties, the Finance Committee may authorize extension of any of these deadlines by no more than two months.

Upon listening to the treasurer read the contents of the note, the attendees of the meeting all agreed that what was said in the note was the good news to the

Region. It was also agreed that the treasurer will ask the Acting Treasurer of ICSW to transmit to the Region an official memorandum confirming what is mentioned in the note.

The NEA Regional office appreciated that the Korea National Council on Social Welfare had recently made a donation of \$2,000 to the Regional treasury. She also thanked the Japanese National Council on Social Welfare for their recent contribution of \$5,000 to the Regional treasury. Furthermore, the treasurer mentioned that the Regional Office had taken a cash loan of \$24,000 from the National Council of Social Welfare, Taiwan, R.O.C. to cover various office expenses (including some staff salaries), but the Taiwan Council eventually agreed to forgive the loan and to change it to a donation to the Regional treasury. All attendees at the meeting expressed their gratitude to the Council. Additionally, the Japanese Co-Rep member spoke on behalf of the Japanese National Council on Social Welfare that the Council has decided to make a contribution of \$5,000 to the Regional treasury this year for the purpose of helping to strengthen the Regional activities. Finally, the treasurer agreed to work on a revised budget for the Region, including all the estimated account receivables. In the meantime, the meeting attendees approved the Regional Financial Reports, which had been prepared by Mrs. Yu and circulated to the attendees of the meeting.

#### **4.3. Activities Reports from Member Councils**

Ms. Christine M.S. Fang, Chief Executive of the Hong Kong Council of Social Service, announced that the Council will be involved with two major events in the upcoming year. First, the Council will be joined by the Hong Kong Psychogeriatric Association and the Social Welfare Department of the Hong Kong Special Administrative Region Government to organize the Asia-Pacific Regional

Conference on Prevention of Elderly Suicide, which is scheduled to be held in Hong Kong from May 28 to 30, 2003. Second, the Council and the International Association of Information Technology Innovators in Human Services will jointly sponsor The 7<sup>th</sup> International Conference of Human Services Information Technology Application (HUSITA) in Hong Kong, from August 25 to 28, 2003.

Next, on behalf of the Korean National Council on Social Welfare, Dr. Jong-Sam Park of Korea, the Ex-Co Representative from the North East Asia Region, thanked people who attended the ICSW Regional Conference, which was held in Seoul, Korea last year. The conference was a huge success, according to Dr. Park. He reported that the Korean Social Welfare Council building has been recently completed. It took about 12 years to complete, and Dr. Park commented that the Council did not receive any financial assistance from the Korean government to construct the building. According to Dr. Park, the new Council building is a spectacular structure and has 23 floors above ground and 7 floors underground. He understands that the Council will occupy the fourth through sixth floors.

Additionally, on behalf of the National Council of Social Welfare, Taiwan, R.O.C., Prof. Betty Y. Weng reported that arrangements are being made to hold the 30<sup>th</sup> Asia-Pacific Regional Conference for ICSW in Taiwan. The conference with the theme of “Globalization, Employment and Social Welfare” is going to examine issues of foreign workers. Dr. Chao noted that approximately 350,000 foreign workers are presently residing in Taiwan, and there are numerous issues that are associated with them. Dr. Chao continued by saying that Taiwan was historically strict with migrant workers and was not accepting them, but he opened Taiwan’s job market for foreign workers several years ago, when he was the Minister of Labor Affairs. He also mentioned that the National Council of Social Welfare,

Taiwan, R.O.C. is considering a small-scale conference to discuss migrant-worker problems at the end of this year.

## **5. Discussion Items**

### **5.1 Joint Research Project on Migrant Workers (Proposed by the Korean Council)**

Dr. Chao announced that the Korean National Council on Social Welfare has proposed a research project on migrant workers to be undertaken jointly by the member-country committees in the Region. Dr. Park of the Korean Council mentioned that over 300,000 foreign-born workers are now working in Korea and about 70% of these workers are illegal, creating many problems. Ms. Christine Fang agreed that migrant workers are a problem in Hong Kong but suggested that the countries which are sending migrant workers to other countries should also be included in such a research project as one that is being proposed. The Co-Rep member from Japan spoke on behalf of the Japanese National Committee on Social Welfare that although the Committee does recognize the existence of the problem of migrant workers in Japan, the Council does not have jurisdiction over the problem and, thus, is unable to effectively discuss ways to solve the problem. He added that the Council is not against the idea of conducting the proposed research project, although the Japanese Committee may not be able to play a key role in the project. In Japan, such problems are being addressed mainly by labor experts, he noted. There were more discussions on how the proposed research project can be best handled.

It became apparent to the meeting attendees after a while that the proposed research project on migrant workers is not an ideal one to pursue at this time. Instead, it was agreed that a survey of “what are the most critical issues to each

member country” in the Region will be conducted. It was agreed that such a survey will help identify the issues of interest to all countries in the Region and that future joint research projects should choose their topics from the results of such a survey. Dr. Chao asked each country to send him a list of five topics, which are prioritized in order of importance at the end of August.

## **5.2 The draft proposal for 2003 the 30<sup>th</sup> Asia-Pacific Regional Conference of ICSW in Taiwan**

Dr. Chao made a brief report on the preparation for the 30<sup>th</sup> ICSW Asia-Pacific Regional Conference, which will be held in Taipei in September 2003 with the tentative conference theme “Globalization, Employment and Social Welfare”. Dr. Chao had sent invitation to the Presidents of all the Asia-Pacific Region member councils. He hoped by offering a variety of plenary sessions, symposiums, workshops and social gatherings, the conference would attract participants from all over the Asia-Pacific Region. He will invite distinguished speakers to deliver speech on social development and social welfare. Dr. Chao would like to receive the suggested subthemes and two recommended speakers from each member council before October, 2002.

There had being no other business, the meeting adjourned at 11.30 am.

( 陳琇惠 整理 )



#### 肆、趙理事長守博拜會各國政要及出席重要會議與活動

本會趙理事長守博除以團長身份率領各團員出席第三十屆國際社會福利協會全球會議之外，並於會前及會後出席重要會議與活動，及由我駐外代表處安排拜會各國政要及建設，其拜會之單位與人員簡述如下：

- (1) 六月廿一日下午六時卅分 與日本、德國及韓國國際社會福利協會出席代表會商出席 COREP 會議相關事宜。
- (2) 六月廿二日下午六時卅分 應邀與歐洲、中南美洲、日本及韓國國際社會福利協會出席代表繼續會商出席 COREP 會議相關事宜。
- (3) 六月廿三日上午九時至下午五時 趙理事長守博出席國際社會福利協會會員國代表委員會議(Committee of Representative Meeting)。
- (4) 六月廿三日下午六時卅分 我駐荷蘭代表施克敏先生會見趙理事長守博及我國代表團員。
- (5) 六月廿四日上午九時至中午十一時卅分 趙理事長守博主持東北亞區域會員國代表委員會議，計有香港、日本及韓國等代表十六位參加，另有韓國代表十二人列席與會。下午二時至五時，趙理事長率團員出席國際社會福利協會第三十屆全球會議之開幕式。
- (6) 六月廿五日上午九時卅分 趙理事長守博接受自由歐洲電台專訪。
- (7) 六月廿六日 趙理事長守博由我駐捷克代表烏元彥陪同拜會捷克勞工暨社會福利部副部長福斯先生交換有關勞工及社會福利問題之意見。
- (8) 六月廿七日 趙理事長守博由駐捷克代表烏元彥陪同會見捷克電視需被關懷之人民基金會執行長博嘉、捷克國會議員卡拉斯及捷克外交部亞太司司長傑士崔柏並餐敘。
- (9) 六月廿八日 趙理事長守博由我國駐匈牙利代表冷若水陪同拜會匈國國會議員歐瑞博士（前總理辦公室主任及政務委員）、匈國社會工作從業人員聯盟秘書長吉斯及匈國社會及家庭事務部國際及歐洲整合同司司長克雷克納博士。

（陳琇惠 整理）

## 伍、會議議程

### 第一天 六月廿四日（星期一）

9:00-12:00 註冊

14:30-15:30 開幕式

Pim de Graaf & Thea Meinema（會議承辦單位代表）

Ivo Opstelten（鹿特丹市市長）

Ronald Bandell（荷蘭國際社會福利協會會長）

Quzi Faruque Ahmed（國際社會福利協會總會會長）

分別致歡迎詞

15:30-16:00 茶敘

16:00-17:30 第一場全體大會

主題：全球化與管理

主講人：Dr. Khaled Menapal（阿富汗外科醫師）

講題：避開子彈與橫跨阻礙—追求新生活的過程

主講人：Dr. Koos Richelle（歐洲聯盟總會會長）

講題：全球化管理：橫跨差距

主講人：Mr. Julian Disney（國際社會福利協會前總會會長）

講題：建設性區域合作

18:00-19:30 歡迎酒會

### 第二天 六月廿五日（星期二）

9:00-10:30 工作坊（Workshop）

主題 1.多元化社會與醫療照護之可近性

2.社區發展與社區本土化

3.長期失業與社會排除

- 4.社區發展-實驗社區
- 5.全球化與非營利組織
- 6.政府角色與公民社會
- 7.失業者社會保險
- 8.移出（入）及整合問題

10:30-11:00 茶敘

11:00-12:30 工作坊（Workshop）

- |                |                 |
|----------------|-----------------|
| 主題 1.青年人工作     | 2.社會救助措施        |
| 3.女性就業         | 4.婦女在社會中角色      |
| 5.支持性家庭政策      | 6.危機家庭之處理       |
| 7.非營利組織與社會發展   | 8.酗酒、藥物及復健      |
| 9.兒童福利         | 10.政府與民間組織新夥伴關係 |
| 11.NGO 與政府合作模式 |                 |

13:30-15:15 分組座談

分組座談 A：危機中的兒童、青少年與家庭

主講人：Jo Hermanns（荷蘭 阿姆斯特丹大學教授）

主講人：David Berns（美國 卡羅萊那州 人群服務部主任）

主講人：Gerrie Smit（南非 Stellenbosch 大學教授）

分組座談 B：移民與多元化

主講人：Nareewan Chintakanond（泰國國際社會福利協會長）

主講人：Barbara John（德國 移民局局長）

分組座談 C：資訊科技與社會發展

主講人：Pierre Dandjinon（荷蘭 ICTD 總裁）

主講人：Kant Kumar（荷蘭 多元機會頻道編輯）

主講人：Johan Wets（荷蘭 2002 年國際人才交流會議主持人）

15:45-16:00 音樂欣賞

16:00-17:30 第二場全體大會

主題：非政府組織與政府在社會發展之角色

主講人：Dr. Els Borst-Eilers (荷蘭 衛生福利暨運動部副部長)

講題：健康社會

主講人：Jurgen Gohde (德國國際社會福利協會主席)

主講人：Siti Zahara Sulaiman (馬來西亞 國家團結暨社會發展部部長)

19:00-23:00 多元文化之夜

### 第三天 六月廿六日 (星期三)

9:00-10:30 工作坊 (Workshop)

- |               |             |
|---------------|-------------|
| 主題 1.女性角色     | 2.身心障礙者就業機會 |
| 3.危機家庭社會支持系統  | 4.讓兒童過正常生活  |
| 5.社區流動        | 6.社會福利工作評鑑  |
| 7.貧窮與社會排除整合策略 | 8.減少犯罪行為    |
| 9.青年人參與       | 10.自我成長     |

10:30-11:00 茶敘

11:00-12:30 工作坊 (Workshop)

- 主題
- 1.有效率高品質之兒童福利
  - 2.九二一震災災民死亡態度、焦慮之研究
  - 3.青年人整合服務方案
  - 4.社區重健
  - 5.社會服務國際化
  - 6.社區管理
  - 7.社區經濟活動

13:30-15:15 分組座談

分組座談 D：公民社會挑戰

主講人：Helmut Anheier（英國 倫敦政經學院教授）

主講人：Olga Suzanska（捷克 志願服務協會總會會長）

分組座談 E：促進社區多元文化之整合

主講人：Maria Miguel Sierra（比利時 反種族歧視協會副會長）

主講人：Meindert Fennema（荷蘭 阿姆斯特丹大學教授）

主講人：Ely Lumdang（菲律賓 社會發展會議召集人）

分組座談 F：地區性、全國性及國際化層次之管理

主講人：Vappu Taipale（荷蘭 衛生與福利發展協會會長）

主講人：Bob Deacon（英國 雪菲大學社會政策教授）

15:45-16:00 音樂欣賞

16:00-17:30 第三場全體大會

主題：財務與發展

主講人：Ruth Jacoby（瑞典 國際合作發展協會會長）

主講人：Alexandre Trepelkov（聯合國 經濟與社會事務部門  
副主任）

主講人：Quzi Faruque Ahmed（國際社會福利協會總會會長）

19:00-22:00 大會晚宴

**第四天 六月廿七日（星期四）**

9:00-10:30 工作坊（Workshop）

主題 1. 老年人社區照顧

2. 健康預防與社區流動

3. 非暴力抗爭

4. 社會行銷

5.終身學習

6.人權角色

7.貧窮消除

10:30-11:00 茶敘

11:00-12:30 工作坊 (Workshop)

主題 1.社會排除

2.貧窮與社會工作

3.社區阻力

4.建構包容社會

5.社會正義與人權

6.社區管理

13:30-15:15 分組座談

分組座談 G：身心障礙者、老年、移民、危機家庭社區照顧

主講人：Tim Blackman (英國 Tesside 大學教授)

主講人：Xiaokang Chen (中國大陸 蘇州衛生研究局主任)

主講人：Alex Ndeezi(烏干達 慢性病暨身心障礙者協會會長)

分組座談 H：活力社區之建立

主講人：Bart-Jan Kroumd (荷蘭 持續性照顧協會會長)

主講人：Peter Brew (荷蘭 國際企業領導人論壇副主任)

主講人：David Halley (荷蘭 受僱者發展協會副會長)

分組座談 I：貧窮、財富與排除—干預的策略

主講人：Arnold Schilder (荷蘭 荷蘭國家銀行總裁)

主講人：Mercy Mahlangu (南非 救世軍秘書長)

主講人：Paul du Plessis (英國 救世軍國際總部秘書長)

15:45-16:00 音樂欣賞

16:00-17:30 第四場全體大會

主持人：Quzi Faruque Ahmed（國際社會福利協會總會會長）

引言人：Faith Innerarity（牙買加 勞工暨社會安全部社會安全司司長）

Micheale Raper（澳洲 社會福利聯盟主席）

17:30-18:00 閉幕式

### 第五天 六月廿八日（星期五） 機構參觀訪問

9:00-17:00 第一組 毒品及遊民

第二組 社區中多元文化社會

第三組 多元文化生活型態

第四組 老年人的社區照顧

第五組 難民及育幼院

第六組 私部門之專業訓練人員

第七組 社區更新計畫

第八組 居家護理與社區照顧

第九組 身心障礙者支持性就業措施

第十組 資訊科技與社會整合

（陳琇惠 整理）

## 陸、重要會議內容摘要

### 一、大會開幕式致詞

主講人：Ronald Bandell( 荷蘭 Dordrecht 市長暨荷蘭國際社會福利協會會長)

時間：2002年6月24日 14:30-15:30

內容摘要：

各位女士、先生，親愛的嘉賓、備受尊崇的演講者們，非常歡迎諸位前來參與 2002 年於荷蘭鹿特丹舉辦之國際社會福利會議，我是荷蘭地區的理事長。

很高興蒞臨本會，尤其是近來歐盟各國的政策限制越來越多，許多前來的貴賓可能會發現要進入歐洲越來越困難，我試著協助大家能獲得荷蘭的簽證，但並未完全成功。過去一年歐盟一直在討論移民政策，911 事件及其影響固然是此種討論的起源，但並非唯一。世界上仍有其他壓力促使我們討論人口流動及移民的主題。我確定我們每個人都感受到此等壓力，以及他們對於我們的社會及工作上的影響。

這是我歡迎各位來到此會議的眾多理由之一。我希望我們能有時間討論我們的工作，以及我們所遇到的新挑戰。我希望能在這樣的場合讓各位瞭解荷蘭的社會政策，以及在這個國家存在的某些差距。即使荷蘭是一個小國家，但不意謂著沒有差距及對立矛盾現象。Pim 及 Thea 已經與大家分享了一些新舊的刻板印象，現在我將向各位解釋一些這個國家存在的差距與矛盾，這些也許對各位而言亦是同樣熟悉的。

荷蘭是一個小國家，當你們在 Schiphol 機場降落時，也許你們已經從空中鳥瞰，並注意到這是一個綠色的國家，因為幾乎每平方公里的土地均被開墾。我們幾乎沒有什麼空地，如果各位想想在 41,526 平方公里的土地上住了 1 千 6 百萬人口，就不會那麼驚訝你們所看到的。平均下來，每平方公里住了 464 位居民，屬於高度人口密集區域。以國際標準來看，我們



城市的規模並不算大。最大的城市阿姆斯特丹有七十五萬人口，然而我們也有如其他大城市般，在城市特定區域有較高的犯罪率、低所得的住戶居住期間。而另一方面，鄉村地區亦經歷人口外移現象，因為缺乏適當的工作機會、社會服務和教育機會。

比較起來，荷蘭算是一個富有的國家，荷蘭為一個具備完善社會安全體系的福利國家。人民具有共同的社會意識，且瞭解到沒有一個人應被摒除於社會福利體系之外。然而，即使建構完整之福利制度，仍有許多人生活在貧窮線以下。這些是無業遊民-例如非法移民、精神病患者及藥物濫用者。這些人很難在我們的體系內立足。我們必須捫心自問的是：我們是要責備這些人無法進入此體系，或是責備這個體系未能更開放的將他們納入？我們的社會凝聚共識是允許到何種程度？有多少是屬於個人的責任，什麼時候我們提供協助及支持，以及我們從何處著手保護這些弱勢者？

荷蘭社會的特色之一是「寬容」(tolerance)。它可以用來解釋我們對於安樂死、墮胎、藥物，甚至移民的政策。這並不意味著我們毫無批判地接受任何事物。相反地，我們嘗試去界定維護生命與尊重個人對於墮胎及安樂死意願之間的極限與法律行動的界線。藥物政策亦使我們廣受其他國家的批評，我們接納一些同樣使用於健康照護系統之成癮藥物之使用或採取替代物質，以避免較嚴重之藥物成癮者生病或犯罪。然而此種寬容並非無限制的，近期此種討論一再被提及。

另外一個與世界各國相似的發展是人口老化。雖然最初老化一直被視為是西方國家的產物，但目前它已是一種全世界共通的現象，也是全世界必須面臨的共通性挑戰。在荷蘭越來越多的趨勢是將「老化」視為一個問題，老年人口越來越多，意味著更多的疾病、更多健康照顧及居家照護成本的投入，相對地，較少勞工參與、收入低，甚至缺乏與社會連結。我們如何創造一個老人依然有貢獻的社會？老人能被視為有價值的資產，是智慧的來源，而非被視為缺乏利益、充滿問題？在此我希望能從各位身上學

到一些，也期望聽聽各位的觀點。

各位女士、各位先生，我希望我已提供一些訊息讓大家瞭解到荷蘭社會的複雜性，以及存在不同群體間之矛盾情形。相信各位在此地停留期間亦能對我國有更多的觀察，在正式會議舉行之之前，我想介紹一些團體給大家，若非他們的支持，這個會議將很難如期呈現在大家面前。

首先我想先謝謝這場會議的三個主要贊助單位，他們是：

- 健康、福利及運動部
- 外交事務部
- 鹿特丹市

另外，其他一些贊助單位 RABO bank, CORDAID, Shell 等亦提供相當多的贊助。我也同樣謝謝 National Programme Committee 的成員，他們的名字及組織名單可以在大會手冊上看到，在此我不一一列舉。

最後，感謝荷蘭 Institute for Care and Welfare 承擔起規劃與接待的工作，如果沒有他們奉獻出時間、心力及金錢，這場研討會將無法召開。

現在我將時間交給國際社會福利協會全球理事長 Qazi Farugue Ahmed，由他來舉行研討會的開幕。

（彭淑華副教授 整理）

## 二、Global Governance: Bridging the Gaps

### 全球化管理：橫跨差距

發表人：Mr. Koos Richelle（歐洲聯盟總會長）

發表場次：第一場全體大會—全球化與管理

時間：2002年6月24日 16:00-17:30

內容摘要：

作者提出現行全球化管理體系下，「橫跨差距」的一些重點，尤其針對全球性的消弭貧窮以及達成「千禧發展目標」等議題說明。為了因應全球化世界裡不均衡的狀態，對下列事實採取一些行動是絕對必要的：

- 貧富差距過大。
- 開發中國家和已開發國家之間，在政治、經濟、貿易、投資上，有權力基礎不均衡的狀態。
- 市場力與政治力的不均衡。
- 整體而言，不均衡存在於經濟利益與社會和環境議題中。

全球化是一個新的議題，存在於我們的工作中、生活上、為達成一定水準的開發及消除貧窮上。全球化現象代表一個新的契機，因為它帶來商機，也使資訊知識流通更進步；另一方面也帶來一些挑戰，影響層面很廣，從全球金融危機到氣候改變等，都可能會受到其他國家的影響。開發中國家因為自我保護的能力較不足而受到更大的全球化衝擊；已開發國家卻也不免受到波及，因為像貧窮和維持開發問題，屬於道德責任議題。全球化也使得我們無法再漠視其他地方發生的事情，因為發生在世界上任一角落的事情都會影響到其他的其他地方，而最危險而無形的貧窮議題就是一排除(exclusion)。

為填補全球化管理上的落差，我們必須將行動排列優先順序。但是在

增強全球化管理系統上，不能將一切交由市場去運作。例如愛滋病或保護地球環境等問題，藉由市場力只會演變成供給不足的情況。因此，為增強全球化管理系統，應有選擇性的行動：

- 全球化管理並不必然意味著全球性的組織，一個好的管理是從家庭做起。
- 我們也無須假設我們必須建構一個新的組織架構。

我們的首要任務在檢視現行的組織架構，使其運作更好，及促使相互更緊密的合作。另外，在增強全球化管理、橫跨差距上，焦點應放在三個重要議題上：責信（accountability）、參與（participation）、主權（ownership）。在責信方面，除增強大眾對國際組織的認識外，私部門的責信可藉由社會責任的實踐達成。捐助者須密切注意其捐助的發展與結果，而開發中國家也必須對捐助其發展的企業、個人及其公民負責。在參與方面，應確保開發中國家在國際舞台上有所參與，在公民社會中也必須允許並鼓勵各種形式的政治參與。至於主權方面，從過去的經驗我們了解到，惟有主權與能力才是開發中國家成功的關鍵。

（賴月蜜整理）

### 三、Youth at risk: from an intervention paradigm to a social support paradigm

#### 危機中的未成年人：從干預模式到社會支持模式

發表人：Jo Hermanns（荷蘭阿姆斯特丹大學教育學教授）

發表場次：分組座談A-危機中的兒童、青少年與家庭

時間：2002年6月25日 13:30-15:15

#### 內容摘要：

作者藉由兩篇文章突顯處於危機中的未成年人：一是新聞事件，兩歲的 Rochelle 目睹四歲的姊姊被父親以殘忍的手法謀殺後被安置在寄養家庭，但因「狀況不佳」而即將被安置在精神病院；一是專業期刊，十七歲的男孩長期在安置機構，病重即將不久於世，而處遇他的專家們正積極為他找尋寄養家庭，該期刊作者強調的重點是，這個男孩在長期所謂的專家處遇下，已經沒有任何的社會網絡、親人或朋友可以照顧他。

藉由兩個案例，作者點出一般我們面對危機中的未成年人往往試圖找尋他們處於危機中的因素及其關聯，希望藉由打破其關聯性的干預方式可以解決問題，為這些案主帶來較好的生活。然而，作者認為：增強這些未成年人及其家庭的社會支持功能才是較佳的處遇模式。其理由如下：

1. 成長中的兒童處於自我約束與適應的模塑階段。
2. 只有累積的危機因素才會干擾未成年人的自我約束及適應。(大多數的孩子至少都會有一、二個危機因素，但不致造成太大的干擾，他們仍然可以正常發展)
3. 累積的危機因素所造成的影響是很廣泛的。
4. 社會支持能夠保護未成年人減低受累積的危機所影響。
5. 在協助危機中的未成年時，假使使用社會支持的機制將會較具有效率。

一般來說，未成年人所呈現的問題包括了行為、心理、學校方面等的偏差，然而危機中的未成年人所呈現的問題並不盡然是這些問題。根據研究，危機因素與問題呈現的相關性甚至不高。然而，當危機因素累積到一定的程度時，則對未成年人的影響鉅增。當一些危機因素累加起來時，不僅會影響到智力與行為問題，而且也可能有非行、精神變態、藥物濫用、酗酒、兒童虐待等問題的產生。

根據社會心理的研究顯示，社會支持包括了情緒支持、資訊支持以及工具性支持等三個主要元素。重要的是，案主的需求能夠被滿足。案主看問題的觀點能夠被了解、被接受，他們的需求被敏感的察覺，那麼他們將感受到被支持。作者並以一個在荷蘭南部的一個兒童及家庭支持方案為例，指出以社會支持的模式進行處遇六至十二個月，結果顯示約百分之八十的家庭能夠自己找到新的運作方式。

傳統上，與危機中的家庭或兒童工作時多以干預的模式介入，問題認定是由專家評估，機構照顧、不同專業之專家及以家庭外處遇的方式進行干預。而社會支持的干預方式是以需求為導向、去機構化、去特殊化，並以社區照顧為基礎。因為，在危機中的家庭和孩子所需要的干預非來自於外界，而是從其家庭內部找到改變的力量。因此，提供人與人之間的社會支持模式，才是協助他們最有效率及專業的方式。

（賴月蜜整理）

#### 四、A healthy society for all

##### 建構一個全民健康的社會

發表人：Dr. Els Borst-Eilers（荷蘭衛生福利暨運動部副部長）

發表場次：第二場全體大會—非政府組織與政府在社會發展之角色

時間：2002年6月25日 16:00-17:30

內容摘要：

本文主要是荷蘭衛生、福利與運動部長介紹該部所執行與社會福利及衛生相關業務及其對經濟發展的影響，與其呼籲各國應加強在公共衛生方面投資經費的演講稿。

作者指出，荷蘭政府長久以來即與國際社會福利協會（ICSW）保持有密切的聯繫，因此他以地主國部會首長的身份，對各國與會之代表致上歡迎之意；同時他指出，荷蘭政府與國際社會福利協會（ICSW）長久以來均保持密切的合作與聯繫。同時他表示，在此次三天的會議期間，透過各國與會代表的意見交流與經驗分享，不僅勢將可縮小各國在經濟、文化與社會方面的隙縫，同時可彌補各國在社會福利與公共衛生方面的差距。

在其演講中，作者以荷蘭現有的「總體經濟與衛生委員會」（The Commission on Macroeconomics and Health）實例指出，國家在公共衛生上的經費投資，不僅是能拯救民眾的生命，同時也能透過民眾健康的增進，帶動經濟的發展。以荷蘭「總體經濟與衛生委員會」為例，該委員會已經決定，在目前一年投資6兆美金的現況下，在 2015-2020年間，其投資的總經費將增至每年66兆美金。聯合國經濟合作與開發組織（OECD）的各會員國在1970年時也曾同意至少要將其0.7%的 GNP用於衛生與醫療照顧部門。只不過在三十年後的今日，我們發現能夠依其原先承諾投資該比率經費的國家非常少。平均來說，聯合國經濟合作與開發組織（OECD）的各會員國這

些年投資在公共衛生的經費佔其GNP的 比率約僅為0.24%。迄今真正信守承諾投資比率達0.7%的 GNP的 國家僅有五國：丹麥、挪威、瑞典、盧森堡、及荷蘭。

另外，根據其估算，荷蘭政府在2015年時若投資66兆美金，此項投資不僅可一年拯救八百萬人，同時，預計還可以有將近360兆美金的直接或間接經濟收益，此項收益約是其投資金額的六倍。

因此作者呼籲各國應增加對公共衛生經費的投資。同時作者提及在去（2001）年歐盟各會員國已經承諾將盡力實踐此項承諾，以達到0.7%的GNP的目標。

不過，作者隨後特別強調，各國要促進經濟發展，單靠在公共衛生或醫療健康服務上的投資是不夠的，其各項與民生相關的社會政策（包括教育方面）均需作相應的配合調整或改進。同時，開發中國家也不能完全以接受救助或經濟援助的角色出現，已發展國家與發展中國家亦非單純的施與受關係，國際間的配合協調與互助，以及積極建構與維持一個全民健康的社會，才是促成國際或全球化經濟普遍發展的原動力。

（詹火生教授 整理）



## 五、Prospects for Improved Social Governance at the Global Level

### 在全球層次上改進社會管理的前景

發表人：Bob Deacon（英國雪菲大學國際社會政策教授）

發表場次：分組座談 F－地區性、全國性及國際化層次的管理

時間：2002年6月26日 13:30-15:15

內容摘要：

本文是由英國雪菲爾大學國際社會政策學系 Deacon 教授發表之文章，全文共分為五小節，第一小節是談全球社會管理的主要議題，第二小節是談在全球社會管理方面扮演主要角色的單位，第三小節是論及若干改革的宣告，第四小節是談對這些改革可能造成的阻礙，第五小節是談未來全球可能的發展，尤其是強調未來國際公民社會的重要性。

在第一小節中，作者所指出的主要議題包括下述四項：

- 1.機構的零碎與競爭；
- 2.為全球公共事物提供的國際財務；
- 3.全球的社會規則；
- 4.全球的社會權。

在第二小節中，作者所指出的主要單位包括：世界銀行(World Bank)、國際貨幣基金(IMF)等單位的理事會或委員會；聯合國部長級高峰會議、國際勞工組織(ILO)、國際衛生組織(WHO)、聯合國教科文組織(UNESCO)、及國際貿易組織(WTO)等。

至於第三小節的改革則作者是將其依國家、區域與全球的層級表列如下：

功能/政策領域	國家層級之管理	區域層級之管理	目前全球層級之安排
經濟穩定	各國中央銀行	歐盟區域之中央銀行	國際貨幣基金/國際協議下的銀行
擴增財源	國家稅收	關稅加上經區域協調後的政府捐款	無；但有一些是聯合國要求的全球專案基金或數種基金之混合
再分配	稅收及所得移轉政策，加上區域之基金	以某些社會指標為基礎的結構方面的基金	無；但有一些基於人道信仰或考量下成立的全球專案基金、債務豁免、及差別價格（藥物）
社會規則（含勞動及社會標準）	國家法律及行政命令或指導通告	歐盟立法及行政命令或指導通告	國際勞工組織、國際衛生組織、等單位之宣言，聯合國宣言及志願組織之施行細則
社會權	法院之判例、消費者憲章、三方管理仲裁組織	歐盟盧森堡法院判例、三方管理仲裁組織	聯合國人權委員會、但無法定的判例，公民社會管理原則

作者在第四小節所提及的對相關改革的阻礙則包括：

- 1.南方國家對北方所提偏好與鬆綁相關的改革宣言的反對態度；
- 2.北方新自由主義者與南方反對者的聯盟；
- 3.（美國）新自由主義力量的持續擴增；
- 4.對國家主權的不斷要求；

5. 跨國間機構管控能力的有限；
6. 激進改革主義合法性普遍偏低；
7. 文化多元的主張。

至於作者對未來發展之建議則有：加強區域間全球化之聯繫及行動、朝向具建設性的區域主義發展；增加聯合國與銀行以外的國際間機構合作與政策協調整合；尊重南方國家的意見，聽取其要求與主張；增加全球的博愛關懷與捐獻、而非僅賴增加稅收；以全球整體考量積極共同攜手合作等。

（詹火生教授 整理）

## 六、Monterrey Consensus on Financing for Development: Looking Ahead 對挹注於發展的財務上的蒙特羅會議共識：展望前瞻

發表人：Alexandre Trepelkov（聯合國經濟暨社會事務部副主任）

發表場次：第三場全體大會—財務與發展

時間：2002年6月26日 16:00-17:30

內容摘要：

本文主要是以介紹聯合國在2002年3月18-22日於墨西哥蒙特羅地區召集超過五十個國家的二百餘位外交部、財政部、與經貿部門首長所召開的全球發展財經高峰會為基礎的演講稿，演講者除說明蒙特羅會議的共識內容重點外，主要是針對未來各國及國際組織該努力的方向與工作重點亦提出建言。

作者指出，立基於全球發展挑戰的多面向特性，蒙特羅會議採用較廣泛的宣傳文宣，其內容包括下述六大相關主題，每一個主題均整合於發展之財務：

- 1.動員國內致力於發展的財政資源；
- 2.動員國際致力於發展的財政資源：包括外國直接的投資及其他私人的流動資源；
- 3.將國際貿易用於發展的發動機；
- 4.特別透過官方的發展協助，加強漸增的國際的、財政的與技術的發展合作；
- 5.向外借貸；以及
- 6.提出制度的議題：加強國際金融、財政與貿易上支持發展的凝聚力與一致性。

在採納蒙特羅會議的共識後，各國開始致力於國內與國際的資源動員，不少國際組織在國際資源的開發上，開始思考較有效的分工，因此，蒙特羅會議的共識對國際財政架構的建構只是一個開始的踏板。

許多針對國際財政發表論述的專家表示蒙特羅會議的共識雖然是一個重要的成就，因其本身並非足以充分自明的目標，所以在許多方面仍有其缺陷。例如，一些專家指出，對某些議題，例如鄉村地區的社會事務、性別議題及婦女教育等，蒙特羅會議共識並未給予足夠的關注；同時，因蒙特羅會議共識並未訂定時間表，因此，此項缺陷也削弱蒙特羅共識的價值。

基上所述，作者文內提出對蒙特羅會議共識後續追蹤工作的建言。其中，尤其強調呼籲各國領袖、相關國際組織，例如ECOSOC、世界銀行（WORLD BANK）、國際貨幣基金（IMF）、世界貿易組織（WTO）、以及聯合國等，尤其應彼此攜手合作，加強互動聯繫，以彌補制度間或機構間的裂隙。其中，較具體且重要的有下述三大項：

- 1.對發展中國家的發展政策與事務具有影響力的全球主要機構，彼此間應保持密切的連結與合作。
- 2.各項心力均應以促成更有效的、及具凝聚力的、同質的發展目標為標的。
- 3.蒙特羅共識已經凸顯在國家層次建構更強而有力的跨部會合作的必要性。

（楊瑩教授 整理）

## 七、Financing for Development: We have got the means, have we got the will?

提供經費補助發展：我們已有了工具，但我們掌握了或得到其意願嗎？

發表人：Qazi Faruque Ahmed（國際社會福利協會總會會長）

發表場次：第三場全體大會—財務與發展

時間：2002年6月26日 16:00-17:30

內容摘要：

作者一開始就指出1990年代可說是聯合國組織各式各樣會議召開結果極豐碩的時期，包括環境與發展會議的1992年Rio高峰會、1995年在哥本哈根召開的社會高峰會、1995年在北京舉行的婦女與發展會議、1995年在開羅召開的人口與發展會議等。

作者指出，這些會議的共同點是透過各國相關部門首長的共同參與開會討論，各國瞭解到在社會與環境上共同的政策上，政府、公民社會、與私人部門三方均扮演重要的角色；這可說是某種形式的全球化發展。

作者表示，各國都瞭解到將經費投資於發展時將可減少貧窮現象、促成初等教育的普及、及改善民眾生活的環境；這方面的經費原本預估在2015年時，一年將達250兆美元；但實際上各國實際上用在這方面的經費大致上均極為有限，並未依照原協議標準去執行，聯合國的各項會議雖一再重申社會與環境政策投資的重要性，但全球經濟的不景氣，導致成效不彰；1997年亞洲的金融風暴與財政危機更使前述情形惡化。

作者進一步指出，這些年貧窮國家向富裕國家購置軍事武器裝備，更惡化了其用於社會發展方面經費的不足問題。為解決發展中或貧窮國家以及全球的財政問題，聯合國在2002年3月18-22日於墨西哥蒙特羅地區召集超過五十個國家的相關部門首長召開了以促進全球經濟或財政發展為主題的

財經高峰會。此會議最大的成就是達成所謂的蒙特羅共識，要求各國要投資固定比率（0.7%）的GNP在衛生醫療照顧部門，但其缺點是對未依約執行的國家欠缺具體的約束或罰則，也未限制富國賣軍備武器給窮國，更未提供執行時間表。同時蒙特羅共識下對窮國的經濟支援是來自世界銀行，但世界銀行不僅行政程序繁瑣，功效不彰，而且其所訂定提供貸款的一些指標亦不盡合理。作者以孟加拉共和國為例進行說明，他指出，世界銀行以該國外幣交換金額為依據，認定該國足以負擔其經濟發展之經費，故否決其請求財務援助之申請，但在否決此案之際，世界銀行卻毫未考慮到該國龐大的貧窮人口數（五千萬人），更遑論此貧民人口數佔全球貧民人數的巨大比率。世界銀行此種援助指標選取的不合理凸顯其決策管理的不當。

因此，作者最後強調聯合國或國際組織的各項會議或可訂定出協議或共識，要求各國參照遵行；但與其耗費精力於研訂規則，不如思考如何將其可用的有限資源更有效率的管理。

（楊瑩教授 整理）

## 八、Social exclusion and the financial system

### 社會排除與金融體系

發表人： Arnold Schilder（荷蘭 荷蘭國家銀行總裁）

發表場次：分組座談 I：貧窮、財富與排除—干預的策略

時間：2002 年 6 月 27 日

內容摘要：

#### 1. 緒論

社會排除（Social exclusion）係指一種情境，在此情境中，人們非出於自願或不被允許加入社會或經濟體系內。在本文，我將首先探討荷蘭有關社會排除的某些面向；其次，我將探討全球金融體系，以及中央銀行與財政部門主管如何預防此種體系的排除現象。

然而在此我們還是先來看看什麼是社會排除？或者它是如何運作的？在西方社會以及發展中國家，社會排除此字眼有不同的意涵。在西方國家，社會排除是指未能進入社會體系內，然而在發展中國家，社會排除是指一群人，如窮人，與改善其情況之機會隔絕。

#### 2. 荷蘭的社會排除

誠如一些資料所顯現，荷蘭是一個富裕的國家，且它有一個公共社會服務之安全網絡。因此，似乎沒有人需要其他任何事物，然而事實上是有些人被排除於網絡之外。根據 2000 年救世軍（Salvation Army）的年度報告，此種現象是頗值得擔心的，無家可歸或有其他未能解決問題而轉向救世軍尋求協助的人口群在過去幾年呈現倍數成長，從 1996 年的 9,000 位至 2000 年底的 16,000 位。

所以接下來的問題是為何社會排除的問題會在這個國家迅速成長？一些研究指出社會地位是很主要的行為驅力。有時當看到別人成功，而自己



稍差時就會覺得無力感，最後會降低其投入生產行列的意願。在歐洲及美國一些研究亦指出失業是不快樂的來源。被排除於就業市場意謂著人力資本的崩盤，人們失去其工作機會與技術專業，而社會排除代表更深一層涵義，當一個人背負這高額負債，以及他的資產萎縮下，他的生心理資本破壞是可見的，有時候，個人所受到身心的傷害，以及回復原有生活功能所花的力氣是遠比欠債的金額數來得多。預防此種現象就變得十分重要。對於荷蘭而言，此意謂著我們正面臨著必須調整的階段。

例如，人們會因為未如期支付或未支付銀行債務而在銀行留下不良記錄，此項紀錄會留在中央金融管理單位，因此其他銀行對這些記錄不良者亦會列入拒絕往來戶，他們也無法取得新的銀行帳戶。當他們被排除於銀行體系之外時，他們生活的機會將會嚴重的受限，因為對西歐社會而言，銀行系統已經變成經濟權之一。

為了協助這些被排除於銀行系統之外的人，救世軍於幾年前請求 De Nederlandsche Bank 可以為這些人提供個人銀行帳戶，使得他們能進入金融服務的系統內，此舉亦獲得銀行全力的支持。去年，該銀行同意讓荷蘭每一個個體均能獲得個人銀行帳戶，此即是避免社會排除的一例。此種防制工作需要三種要素配合，首先，指出此特殊議題；其次，藉由相關的權威者提出具體行動需求；第三，藉由願負起責任之機構執行有效且建設性的行動。

### 3. 社會排除與全球金融系統

金融系統的全球化有一些好處，可促進經濟成長，並減緩貧窮。然而全球化措施亦可能產生一些危機，1977 年，亞洲金融風暴從泰國開始，繼而蔓延至印尼、馬來西亞及韓國。在隨後的幾年，俄羅斯、巴西、土耳其及阿根廷同樣的也面臨金融上的大變動。這些國家有一些相似性，即是他們面臨社會及經濟上的巨大變局。這些引伸出的問題是；是否以及在什麼樣的環境下，資金帳戶的自由權以及國際資金流通的增加對這些發展中國

家是有益，而非有害的？

事實上，貨幣及金融的穩定性對於有效的金融發展與降低貧窮相當重要。穩定的貨幣制度有助於信用評等，以及促進金融介入與嘉惠窮人。假如金融危機產生，窮人將會承擔大部分的負面效應，因為他們較沒有多餘的能力保護自己免於受到通貨膨脹的影響。再者，當危機發生時，窮人的數量將急遽增加。

那麼中央銀行及銀行主管如何協助維持金融的穩定性呢？首先，對於發展中國家及轉型期國家之金融單位提供技術援助，經由協助個別國家來營造一個穩定且有效率的全球金融體系；其次，建立有效的銀行監督系統，包括風險管理十分重要。

雖然今日我所討論的巨視經濟政策、技術援助，以及銀行監督較為抽象，且似乎與被社會排除之個人的需求有一些距離，然而我想要強調的是一個金融穩定的經濟及健全的銀行體制是將窮人社會納入最好的機會之一。假若我們缺乏此種金融穩定度，那麼只有富人能守護他們的經濟利益，而此通常對窮人造成明顯的傷害。

#### 4. 結論

各位女士、各位先生，有許多人很不幸地被社會排除。今天我說明了社會排除可用各種不同的形式，我們最好的方式是預防社會排除的發生，期望這種研討會有助於預防並減低世界各國的社會排除現象。

謝謝！

（彭淑華副教授 整理）

## 柒、社會福利設施參觀訪問--荷蘭阿姆斯特丹的藥癮與遊民服務機構

### 參訪前言

為了兩害取其輕的政策施作，荷蘭政府是以大麻的某種程度合法化，來減輕古柯鹼等毒品對使用者的傷害。而在整體服務體系當中，可以探出荷蘭政府仍然有心導引以大麻替代其他毒品的毒癮者，慢慢回歸常模生活。我們所實地訪問的服務設施和與談的醫療團隊，就是逐漸減輕毒品傷害的體系之一二。

參訪方案規劃者：Quest for Quality, Mrs. Reintje van der Cingel

引導參觀者：Mrs. Simone Aarendonk

時間：民國 91 年 6 月 28 日 8:40-16:00

地點：

### 1.彩虹基金會（The Rainbow Foundation）—Merlijn van Hasselt 先生解說

我們所造訪的服務中心是由基督教會所辦理之藥物使用者服務機構。中心設置在阿姆斯特丹火車站附近的高架橋下，是藥癮者的自由走動中心（drop-in center），方便大麻使用者的自由進出，喝咖啡、用餐、打乒乓球、留宿之外，服務項目尚且包括交換針頭，提供清潔針頭來交換藥癮者用過的針頭，也可以藉此保持街頭不會受到棄用針頭的污染。也著重少數民族服務和藥物使用空間的提空。讓大麻使用者有尊嚴地使用中心場地。

中心服務對象多為無家無根的藥癮患者，社工師在街頭遊說患者到中心來走動並提供多樣物質服務，包括餐點、洗澡、洗衣等，並進一步提供諮商輔導。

### 2.The Jellinek Clinic—Jaap van Ginkel 先生接待

是東南阿姆斯特丹主要的藥物使用者照顧機構，包括藥癮和酒癮治療，以及作為預防活動的總策劃中心。有三個主要服務方案，包括復健

部門、住宅部門以及工作與教育部門。復健部門協助患者的社會融合，而能減低再患率。服務方式是到警政與司法部門，提供罪犯司法處遇前的協助，也造訪監獄內的案主，或由案主依約前來診所。

每次碰面乃針對案主的實際處境和問題進行了解，續而徵詢案主意願以提供適切的照顧或治療服務。我們實地參訪再社會化方案，由工作人員說明評估報告和相關資訊，提出替代性處罰方案並執行之。

住宅方案是與其他藥癮機構合作，提供三位案主一組的公寓住宿服務，案主各有自己的房間，而共用廚房和浴室。住宿支援工作人員每星期造訪數次，探視案主自行生活的能力如何，若評估案主獨立能力夠的話，則轉換到獨立居住公寓。另外，為能轉銜成功，機構提供中途住宿訓練方案。

工作和教育部門提供藥物支援設施的日常活動，包括白天活動、工作調適、工作經驗和工作轉介等。

### **3.與外展醫療團隊聚會研討（A meeting with the Outreach Medical Team）**

由官員與心理師分別從政策與專業實踐層面，討論荷蘭的藥癮對應策略。基本上是以人本和治本的原則與價值出發，希望幫助患者逐步回歸常態生活。

相關參考資料有：

- 1.Progress Report on the Drug Policy of the Netherlands, 1999-2001
- 2.Q & A Drugs: A guide to Dutch policy

（羅秀華 整理）

## 捌、出席第三十屆國際社會福利協會全球會議側記

這次第三十屆國際社會福利協會世界性年會是在荷蘭鹿特丹市舉行，從六月二十四日開始至六月二十八日為止共有五天的會期，雖然這次大會議題在於縮短社會福利資源在世界分配之差距，並建立國與國之間溝通管道，並期待在基層社區和世界層次上，在經濟、社會和文化層面上創造出各種機會，促使世界和基層社區整體的發展。大會在開幕式和第一次，第二次全體會議時，都有針對大會議題的專題演講，在全體會議的專題演講中都認定全球化已是世界必然發展的趨勢，但在缺乏整體規劃和相互制約體系建構必然會造成世界性資源分配的不均衡，無論在世界，國家的層次上，貧富差距必然更形擴大，建構國與國之間溝通和互動管道有其必須性，尤其在建制世界性的準則和規範，並以群體的力量，使世界資源分配均衡，使貧富差距擴大。在大會專題演講亦提出尤其是兒童、少年、婦女在世界資源分配上處於更危險的地位，甚至於有些國家和地區，這些弱勢族群的生存權均受到嚴重的扭曲，必須有立即性的積極作為，才能使這些令人擔憂的現象消除。也在大會專題演講中，提出對於移民或其他少數或弱勢族群，均受到嚴重的歧視和排斥，使其生存權受到扭曲，並使其不具有任何前瞻發展的跡象，這種現象，尤其必須有強而有力，以及是有制裁效率的措施，才能發揮實效。

大會專題演講中，也提出科技的發展，尤其是資訊科技的發展，使得世界性的貧富差距的縮小，使邊陲和核心兩極化的發展型態有了改變的趨勢。但如何使資訊科技的發展落實在每一個地區，甚至於每一個人均能順應資訊社會的來臨，使全球化共存共榮，互尊互信，共享社會資源的理想目標能夠實現，地球永續的發展才能真正的落實。大會專題演講也提出在這種世界性資源要求公平、公正重分配，並合乎社會正義之原則，世界性

組織，各國政府和非政府機構均必須扮演積極的角色，尤其在有效規劃社會發展策略上，更有其積極參與必要性。

就像前幾次大會一樣，對於廣泛的議題，來自差距過大的參與者，不同需求的國家，不同發展層次的地區，這種大會，除了一些準則性的敘述和分析外，大會必然流於各說各的，無法凝聚的形式性會議，要從這種形式會議發探他山之石之功效應是十分困難的。倒是這次大會在最後一次全體會議中和閉幕式有相當不同的作法，容本文最後再與大家分享，倒是一些分組研討的部分，能夠提出一些實體的做法，至少在均衡國內貧富差距上，可以有其積極作為和參考價值的。就像筆者所提出「積極性社會救助體系之規劃」就是一項長期性消滅貧窮的積極性社會救助政策，倒是引起與會者的積極回應，對於社會救助日益擴大，而消耗絕大多數社會福利資源的國家，應有參考價值。在同一組的報告，來自中國大陸的一份報告，將最基本生存權維護的社會福利機制，建構在大陸以縣為基準的運作上，並以該縣最低生活標準，給予生活津貼和補助，使大陸無分都市和鄉村，無分都會和偏遠地區，每一個人均能有最低生活需求的滿足，而認定這是縣市政府最主要之職責，除非特殊性，省級和中央政府不給予任何的支持和資助。生存權的確保是社會正義、社會公平的起端，中國大陸龐大人口，能達到此一功效，也是難能可貴的。台灣地區亦可有此種積極作為，就像在九二一震災發生後，提出震災區居民能獲得當地最低生活需求，每人每月三千元的津貼，應是基本生存權確保的運作模式。

而來自日本的一位男士的報告，則是順應日本高齡化社會快速成長，八十五歲以上高齡人口長期照護需求量的擴大，現有日本老年安養，療養機構必定無法滿足此一需求，社會福利、衛生和勞動三部合一的勞動原理部提出老人長期照護保險制度，說服年齡在四十五歲日本人，參與此一保

險制度，以免高齡時無法得到周全和有效的照顧，此一未雨綢繆積極性保險制度應有其參考價值，他山之石之功效可見。

參與這次世界性大會還有幾件見聞可以納入本文側記之中。本會參與者全住在大會指定旅館之一，五星級的鹿特丹希爾頓飯店，由於全部客滿，於是我與內人被分配到正好是屬於改裝的無障礙浴室，這數十年來參加國際性會議的首次，雖然只有淋浴造成我和內人的不便，但五星級飯店有無障礙浴室設備，可見荷蘭對社會福利的重視。

第二件事有關於荷蘭對於藥物濫用的開放政策，在這次大會的機構參訪之中，在劉淑瓊教授的努力與主辦單位溝通和協調後，配合本國與會代表的日程表，將本國所有參訪機構者均安排在一組之中，一共參觀了三個阿姆斯特丹藥物濫用中途之家的機構，使全團均能依日程表趕赴機場完成剩下的旅程。

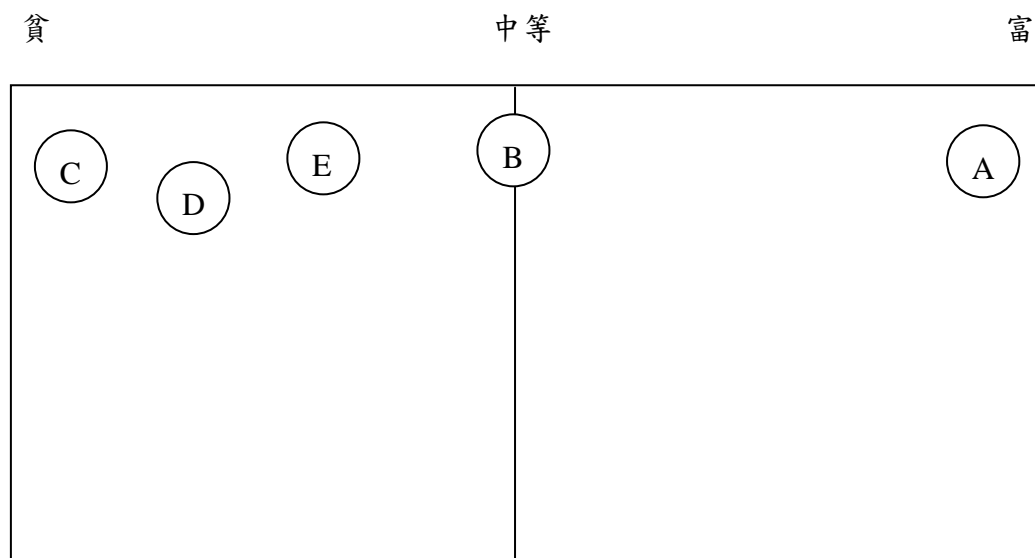
荷蘭對於藥物濫用，完全在於組織性犯罪的部分，並將藥物分成重型的海洛英等，輕型的安非他命、搖頭丸等，而對輕型採用開放式，在一定限量內，可以在咖啡店以平價購買得到，而中途之家亦僅具收容功能，不提供勒戒，甚至於開放自用的輕型藥物，以建立其與機構間之互信關係，這種開放政策，不但不會使荷蘭成為藥物濫用的氾濫國家，反而比臨邊，法國、德國更不嚴重，當然，要將此一政策發探他山之石之功效，那就需要決策者的智慧和決心了。

最後談到本次大會最後一次全體會議和閉幕式，本次會議完全排除貴賓專題演講方式，而採主持人方式和談話性節目與參與會議者互動模式，大會共邀請五位來自各個不同國家，不同地區具有特殊代表性的學者專家

和政府以及非政府機構代表共同參與。第一位來自荷蘭地主國的男性學者專家（A），代表已開發國家。第二位來自非洲的一位女性專業婦女社會福利工作的實務推動者（B），第三位是來自於印度的實務工作推動者（C），第四位來自於中南美洲的女性政府官員（D），任職於勞動與社會安全部，而第五位來自於澳洲的男性學者專家（E）。

而主持人在大會成效，非政府機構角色，婦女地位，女性角色，移民政策，社會福利世界資源分配，以及縮短貧富差距的前瞻等與大會主題有關之議題，是參與最後一次大會的與會者互動，有些議題有不同的反應以及一些爭議，但在縮短貧富差距有效性無效彰顯，婦女地位必須提昇，女性角色功能有其必要性，得到大家共識，以及非政府機構和世界的社會福利團體必須發揮監督功能上，得到全體參與者的認同和支持。

主持人對五位學者專家所提出之問題，主要歸納為兩項，一是五位學者專家代表國在貧富國家的定位，以下圖顯示各國的定位：

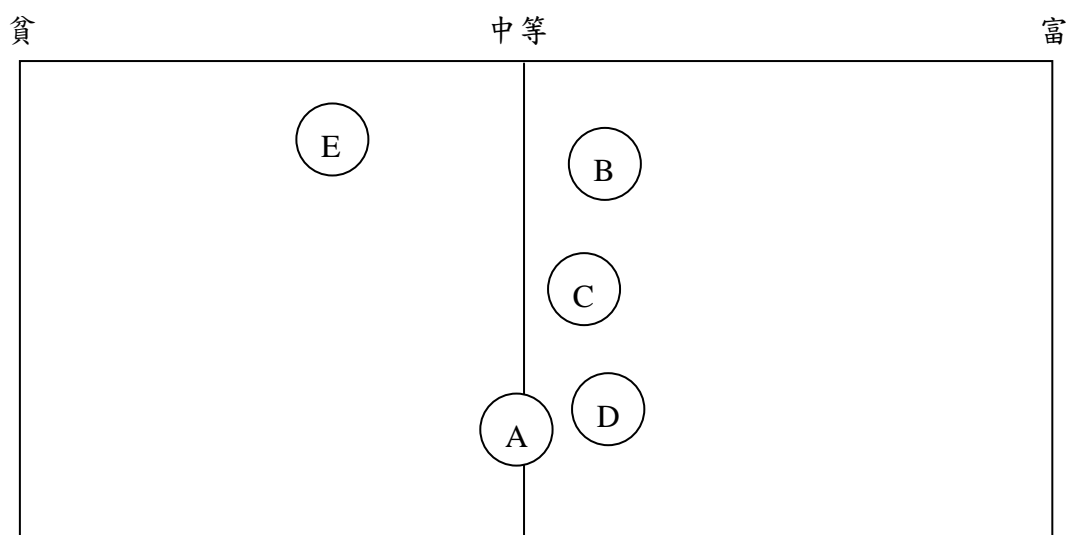


從上圖充分顯示，各國在貧富分配的定位，除荷蘭定位為富國外，印度和中南美洲國家均定位為貧國外，較為質疑的澳洲國家在中線之下，和



非洲國家在中線上，兩位學者專家均有解釋，澳洲是由於社會福利體系不夠周延，國內貧富差距持續擴大，並無積極性作為改善此種發展趨勢。而來自非洲女性實務工作者，信心滿滿認定非洲國家由於婦女自覺運動興起，女性參與程度持續增加，提昇非洲國家發展速率應有相當效果。但主持人詢問與會者對此敘述之反應，大家均以質疑態度相對。

主持人在會議接近尾聲時，以各國現有以及前瞻政策之運作對於縮短貧富差距之有效性定位，以上五位專家學者有以下的不同移位，如下圖：



代表 (A) 荷蘭移至中線，顯示荷蘭現行和前瞻政策的錯誤，使社會福利資源均衡分配成效不彰，貧富差距持續擴大，成為全球化最大不定因素和障礙。澳洲 (E) 完全沒有移位，亦顯示縮短貧富差距未來之有效性的質疑，倒是印度和中南美洲的學者專家表達某程度的有效性，而移至中線以上，而代表非洲國家的學者專家更宣示其信心，非洲未來的希望來自婦女地位的提供和女性整體的參與上。

緊接著的閉幕式除了一些感謝辭以外，並沒有提出二年後世界性大會的舉辦國和地點，不過從側面了解，有南美的巴西和亞太地區馬來西亞爭

取兩年後的主辦權。至於明年亞太地區年會則在台北舉行，我們有宣傳的攤位，亦得到很多的迴響。

（楊孝 院長 撰寫）

## 玖、總結與建議

- 一、整體而言，我國代表團出席第三十屆國際社會福利會議全球會議是相當成功的。(一)發表論文比率為亞洲國家中較高者。此次會議共有八十六個國家、七百六十六人與會，我國代表團計二十四人與會，為亞洲代表團中最多者，其次大會計有發表三五〇篇論文，平均每個國家不到四篇，我國代表團計發表五篇論文，不僅超過平均值，亦為亞洲代表團中最高者。(二)我國展示之資料被索取一空。此為我國準備之社會福利宣導資料（內政部提供）一〇〇份、台北市社福宣導資料一〇〇份、勞工保險局宣導資料一〇〇份、中央健保局宣導資料一〇〇份、新聞局及觀光局台灣宣導品各一〇〇份，在會場展示引起與會者相當興趣，並索取一空，對增進我國與其他國家經驗交流裨有助益。
- 二、我國代表團團長趙理事長守博，身兼國際社會福利協會東北亞區域會議主席，代表東北亞區域各會員國出席國際社會福利協會會員國代表委員會議（International Council on Social Welfare Meeting of the Committee of Representatives），並報告東北亞區域近一年的工作報告，及積極參與國際社會福利協會各項會務運作，增加台灣在國際社會的能見度，並與各會員國建立深厚友誼，值得肯定。
- 三、明（二〇〇三）年國際社會福利協會亞太區域會議，預定在台北市舉行，台灣為主辦國，我們事先準備相關宣導資料，於參加會議時分送亞太區域各會員國代表，邀請其於明年來台灣參加第三十屆國際社會福利協會亞太區域會議。趙理事長並專函邀請各會員國主席以貴賓身分參加亞太會議，為明年會議做好事先邀請及宣導工作。
- 四、我國代表團團長趙理事長守博，除在會議期間與各國代表交換意見之外，

並主持東北亞區會員國代表委員會議，就東北亞區各會員國——香港、韓國、日本等近一年的工作聽取工作報告，以及研商東北亞區社會福利相關議題，如：外勞問題等，並順道赴捷克拜會勞工暨社會福利部副部長交換有關勞工及社會福利問題之意見、拜會捷克需被關懷人民基金會執行長、捷克國會議員卡拉斯、捷克外交部亞太司司長、匈牙利國會議員、匈牙利社會工作從業人員聯盟秘書長、及匈國社會及家庭事務部國際及歐洲整合司司長等，成功地達成國民外交工作。

五、區域合作和全球化已成為社會福利以及其他學科國際會議討論的主要議題，本次大會主題對於縮短全球性及區域性社會、經濟文化之差距，以及應如何在建構社會福利體制、落實社會福利政策方面，更積極推展區域性合作，分享社會福利資源，有很多具體結論與建議。應作為我國推動社會福利政策之參考。

六、國際社會福利協會是世界性社會福利非營利組織，在全球的社會福利領域可說是最具影響力，尤其其與聯合國保持相當密切的關係，不僅參與聯合國許多重要的國際機構之籌設，影響力甚至擴及社會發展的世界高峰會議，其在全球的影響力與日俱增，我國早在該協會占一席之地，日前本會趙理事長守博又擔任東北亞區域會議主席，並經爭取獲得明（二〇〇三）年國際社會福利協會亞太會議之主辦國，在政府全面開展與擴展台灣之能見度之際，積極參與國際社會福利協會全球會議及區域會議之活動，值得肯定與鼓勵，建議政府多予支持與協助。

## 後記

本會此次組團出席第三十屆國際會議能順利且有相當成果，會議報告也能及時順利完成，除團長趙理事長守博與副團長楊孝 院長、簡春安教授的卓越領導外，要特別感謝下列單位與個人的協助：

1. 感謝內政部與外交部的經費支持。內政部補助業務費與註冊費四十二萬元，外交部補助旅費二十萬元。
2. 感謝行政院新聞局、交通部觀光局提供台灣簡介及各種文宣品。
3. 感謝內政部、台北市政府、勞保局、健保局、行政院勞委會提供我國社會福利及社會保險及勞工福利宣導資料。
4. 感謝外交部歐洲司與我國駐荷蘭、匈牙利、捷克等代表處協助安排拜會與接待。
5. 感謝本次代表團員之論文發表、會議記錄及協助各項事務。

（陳琇惠 撰寫）

## 附錄一、我國學者發表之論文摘要（中英文）

## **Active Social Relief policy in Taiwan**

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**Dean of school of Arts and social sciences**

### **I. Low income household and social aids:**

The extent of providing social aid represents the level of democracy and indicates government's efforts in treasuring people and protecting human rights. Our government has always endeavored to fulfill the goal. According to Article 155 of the Constitution: "The country should enforce social insurance program to provide social welfare. The country should provide proper assistance and aid to the elderly, weal and the handicapped, to those people with no capability of daily living and to those people who suffer extraordinary disaster." Thus, it is the government's responsibility and obligation to take care of low-income people and provide assistance to those suffering emergent incidents. The government should assist these people in gaining self-sufficiency. The indigent people are entitled to request necessary protection from the government. It is welfare provided by the government and also a right of such people.

The first of providing social aid is to ascertain the targets needing the aid. Such targets are divided into three categories based upon the minimum standard for living expense. When total revenue of a household is distributed evenly to all person in the household, a person falls below the minimum standard for living expense per month will be deemed as a target.

Looking at the number of low-income households and persons in Taiwan area for the last five years, we find that the increase rates in 1998 are the height, i.e., 10.39% and 8.07%

respectively.

Comparing the number of year-end of 1999 with the same period of the preceding year, there is an increase in number of low-income households and persons by 6.11% and 8.98%.

The percentages of low-income households/persons to total households/persons For the last five years, the percentages of low-income households/persons to total households/persons are between 0.80%-0.89% and 0.53%-0.62% respectively. The range of variation is not significant. The percentages started to increase for 1998 because the standard for definition of low-income households has been revised. In 1999, the percentages increased to be 0.89% and 0.62%.

Our current principle to support the low-income family is to pay them cash. They are divided into family living assistance(including children living assistance),the high school students and above level students living assistance, the old living allowance, living assistance for physically and mentally disabled citizen, children education subsidy and the festival gift etc.In the whole year of 2000,the total life support for the low-income families was NT\$6,732 million, the big part of it was family living assistance, total NT\$2,584 million, occupying 38.38% of the total life support expenditure. Next comes the life subsidy for the disable,NT\$1,963 million, occupying 29.17%.The old allowance is next to this,NT\$1,384 million, occupying 20.55%.Following is the analysis on the life support subsidy of the bigger sum:

#### **1. Family living assistance**

- (1) In the recent five years, the number of the beneficiary of the family living cost in Taiwan-Fuchien Area is tending to increase year by year,481,464 person-time in 1996 to 622,755 person-time in 2000,the growth rate is 29.35% in five years.The subsidy sum increased to NT\$2584 million in 2000 from NT\$1,946 million in 1996,the growth rate is 32.78% in five years.

- (2) On part of the ratio of the beneficiary of the family living assistance to the total number of the beneficiary of the life support of the province(municipality) in 2000,49.95% in Kaohsiung Municipality is the highest and Taiwan Province is the second, with the rate of 37.76% while 45.17% of the subsidy rate in Taipei Municipality is the highest and 37.26% in Taiwan Province is the second.
- (3) On part of the ratio of the beneficiary of the family living assistance to the total number of the beneficiary of the life support of the county(city) in 2000,53.03% in Taitung County is the highest,47.73% in Penghu County the second and 28.15% in Tainan County the last while 50.52% of the subsidy rate in Penghu County is the highest,46.86% in Taitung County the second and 29.88% in Taichung County the last.

## 2. **The high school students and above level students living assistance**

- (1) In the recent five years, the number of the beneficiary of high school students and above level students living cost in Taiwan-Fuchien Area is increasing, from 81,436 person-time in 1996 to 134,300 person-time in 2000,the growth rate is 64.91% in five years. The subsidy sum increased to NT\$574 million in 2000 from NT\$340 million in 1996,the growth rate is 69.02% in five years.
- (2) On part of the ratio of the beneficiary of the said item to the total number of the beneficiary of the life support of the province(city) in 2000,9.12% in Taiwan Province is the highest and Fuchien Province is the second, with rate of 7.76% while 9.41% of the subsidy rate in Taiwan Province is the highest and 8.833% is Kaohsiung Municipality is the second.
- (3) On part of the ratio of the beneficiary of the said item to the total number of the beneficiary of the life support of the county(city) in 2000,12.78% in both Ilan County and Tainan City is the highest,11.70% in Yunlin County the second and 1.22% in Lienchiang County the last while 15.58% of the subsidy rate in Tainan City is the highest,13.07% in Changhua County the second and 1.18% in Lienchiang County the last.



### **3. The old living allowance**

- (1) In the recent five years, the number of the beneficiary of the old living allowance in Taiwan-Fuchien Area has been changing around 232,000 person-times and the life support sum has been NT\$1,400 million or so.
- (2) On part of the ratio of the beneficiary of the said item to the total number of the beneficiary of the life support of the province (city) in 2000, 29.16% in Taipei Municipality is the highest and Fuchien Province is the second, with the rate of 16.63% while about 25.05% of the subsidy rate in Fuchien Province is the highest and 22.74% in Taipei Municipality is the second.
- (3) On part of the ratio of the beneficiary of the said item to the total number of the beneficiary of the life support of the country (city) in 2000, 24.45% in Tsinchu city is the highest, 24.44% in Lienchiang Country the second and 7.21% in Taichung City the last while 35.37% of the subsidy rate in Lienchiang Country is the highest, 31.82% in Hsinchu City the second and 13.35% in Taichung City the last.

### **4. Living assistance for physically and mentally disabled citizen**

- (1) On part of the ratio of the beneficiary said item to the total number of the beneficiary of the life support of the province (municipality) in 2000, 33.57% in Taipei Municipality is the highest and Kaohsiung Municipality is the second, with the rate of 21.14% while 34.13% of the subsidy rate in Kaohsiung Municipality is the highest and 29.32% in Taiwan Province is the second.
- (2) On part of the ratio of the beneficiary of the said item to the total number of the beneficiary of the life support of the country (city) in 2000, 28.61% in Miaoli Country is the highest, 28.18% in Yunlin Country the second and 14.84% in Tainan City the last while 37.26% of the subsidy rate in Yunlin Country is the highest, 34.28% in Chiayi Country the second and 2.08% in Lienchiang Country the last.

## **II. The basic concepts of positive social relief policy in Taiwan:**

1. In designing the active social relief policy in Taiwan, the government has to renew the Social Relief Law to modify the concept of help people to independent themselves. Such as the anti-poverty policies in the 1950 and 1960, the low income people became the low wages labors and promote the economic development manpowers at that time. Manpower is still the basic of economic development in Taiwan, even at the high technology. Active social relief policy should have close link with the vocation at trainings and employment services in Taiwan.
2. Positive social relief policy should also combine the resources of the government and private organizations. The government should only play a policy designer roles and ask the private organization invest their money and manpowers into high technology training centers and building a most effective employment services in order to put all low income people into the work.
3. Positive Social Relief Policy should also change the concept of to help the emergency not to help the poor. To help the poor is the most important policy inside the Social Relief Law. Designing special passion system into the disaster area such as 921 earthquake in 1999. To give monthly payment, such as 3000NT per month, in order to solve the basic daily life problems.
4. Positive social relief policy in long term planning will focus on the young generation of low-income family. To help them through total education planning will be the hope for the future of youth of low-income family. 13 years (6 years in elementary school and 6 years in high school; and one year in kindergarten) compulsory education system is still in the designing period in Taiwan. It should give the low-income youth the priority into 13 years of compulsory education system to give the early start in competing with others.

5. Positive Social Relief Policy should also give low-income families financial support and family financial management to help low-income family into family small investment management to promote financial situation of low-income families. Effective financial arrangement into stable employment. Small business loan or first down payment for buying house or other positive use to promote the financial situation of low-income families. Without positive social relief ;policy of promoting financial situation of low-income family a large amount of social relief money or other financial aids might go to the lottery or other misuse of social relief aids.

### **III.Four Positive Social Relief Policies in Taiwan:**

1. In Taipei city, the city government designed a family account policy for the low-income families in Taiwan. A special fund were established by the city government and by the donation from a private stock company in Taipei. Total of 14,400,000 N.T. inside this special fund. The low-income families of Taipei City in order to enter this positive social policies, the family has to save 2,000N.T. to 4,000N.T. per month. The special fund also give 2,000N.T. or 4,000N.T. into the account of low-income families. A group of investment specialists which assign to each family to help these family in promoting their financial situation and good use of family income.

(1) Small business investment.

(2) High skill training courses.

(3) Children education savings.

For the period of year move than thousand of low-income families will benefit from this positive social relief policy. More money should put in the future to fight against poverty in Taipei as well as in other cities.

2. In KuoHsiang city. The city government also established a positive social relief policy in designing second generation education Investment plans for the low-income families in KuoHsiang city. KuoHsiang has 937 low-income households in 2000. In

2001 there are 5700 low-income households (1.14% of total population in KuoHsiang). This positive social relief policy designed under five basic concepts to the young generation of low-income families:

- (1) Education investment is the best investment to promote young people against poverty.
- (2) Job is the best way to get the steady income and to increase self-confidence and the respects to the young generation of low-income families.
- (3) Good study environment inside low-income families is the greatest help of the other members of low-income families to the young generation.
- (4) Good financial management to promote financial status of low-income families also help the young generation into good studying atmosphere.
- (5) To help the young generation of low-income family to have dream and confidence in promoting financial situation in the future.

KuoHsiang city government, social welfare bureau organized a helping term to the young people of low-income families. Total of 300 young people were selected into this policy are of the funds. According to the own willingness of each young people, they were assigned into two groups. One is education investment group and other is employment arrangement group. Total number of 25 social workers were assigned into two group in helping young people to promote themselves.

The education investment group, each low-income family will gain monthly education investment of total 3000 N.T. for each young people into their special account as the situations for entering university in the future. The city government help to raise the fund from private organizations. A study help system was also designed to help low-income family young people to cope with school grades.

And the employment arrangement group was also helped by the social workers to introduce the job training courses as well as the employment services. City government also

provided basic computer training courses for the young people free of the charges. Special courses such as bar-tenders tourists service were also very popular in younger generation to get steady job for the young people. A set of work shops were organized by the social workers to promote the understanding of total low-income family members and to establish the total support from entirely family members.

3. In Taiwan, world vision and CCF were two most influenced private and professional social welfare organization in dealing with low-income families for the past sixty years in Taiwan. Positive social relief policy should ask these two organizations to play the center and significant roles of against poverty in Taiwan.

The city and country government welfare should ask these two private social organizations involved the direct social relief payment to the low-income families. The social relief aids should not go into the low-income families directly instead the money will go to these two organizations with professional social workers participation the social relief aids should play higher effective role to help the low-income families.

## 台灣積極性社會救助體制之規劃

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### 摘 要

由於這次在荷蘭鹿特丹舉行的國際社會福利協會第三十屆世界性年會大會主題在於縮短世界性社會福利資源分配的差距，台灣的社會福利體制雖然未能完備，但已有相當社會福利政策和措施，可作為社會福利資源虧乏的已開發中和未開發國家的參考，以作他山之石之效。因此作為本人向大會提出分組研究會的主題。經大會通過後，就在年會第二天，第二場分組研討會發表。

論文除了介紹台灣現有社會救助政策，社會救助人口以及正式運作社會救助措施，論文也介紹台灣社會救助政策，早在安康和少康計畫時代，已有積極性救助的理念，消滅貧窮，減少低收入人口才是社會救助理想之目標，給魚不如教釣魚技術，對低收入戶更有利。

論文更分析最近幾年世界性經濟衰退，台灣經濟體質之變異，產業向大陸移動，而有空洞化之趨勢，而使失業率提昇，低收入人口有增加之趨勢，社會救助體制的需求有擴充之趨勢，成為社會福利變大負擔，因此積極性社會救助體制更有必要性。論文一共提出三項積極性措施，就是以社會資源，成為低收入戶積極投資和理財計畫，也就是以相對基金的方式，協助低收入戶和中低收入戶，每月節省一定金額的金錢，作積極性投資和理財，使其具有脫離貧窮的動機，第二種積極性社會救助是針對低收入戶和中低收入戶子女教育投資規劃，輔導這些第二代使其具有脫離貧窮的動機，這種長期社會救助規劃措施，具有脫貧的長期效應。第三是要求政府以公投民營方式，將社會救助業務委託民間專業社會福利機構如世界展望會，中華兒童及扶幼基金會作積極性規劃策略，三管齊下，必須發揮積極性消滅貧窮之效。亦可作為其他國家參考。

## 積極性社會救助體系之規劃

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雖然我們國家頒布的社會救助法，在總則第一條就有「為照顧低收入及救助遭受急難或災害者，並協助其自立，特制定本法」的條文，「協助其自立」就是一種積極性社會救助的規劃模式，甚至在實際運作「消滅貧窮」的具體計劃、小康計劃、安康計劃，均以自強戶稱低收入戶，其要求低收入自立自強的理念應是十分明確的，但深入檢測社會救助法整體條文，從第二條將社會救助分生活扶助、醫療補助，急難救助及災害救助，以致其他條文的主管機構，專責人員，低收入的標準，甚至於停止社會救助之作為，均未能將社會救助法中協助其自立作明確的設計和規劃，以至於社會救助法通過後，社會救助之人數並沒有隨著社會救助的自立自強輔導策略而遞減，反而隨著經濟發展速率，產業結構之變異，失業率的提昇，職業災害之增加和自然及人為災害的增加，家庭結構之變異和家庭功能之衰退，低收入人口反而有逐年增加的趨勢，尤其像面臨九二一震災，經濟成長率成為負數，失業率創造新高，貧富差距持續擴大的型態下，低收入人數迅速增加，社會救助成為政府社會福利重大的負擔，就是以內政部統計處統計自民國八十四年底到民國八十八年底的資料，台灣低收入戶數和人數最近幾年來均有增加，從表一資料顯示，台灣地區、台北市、高雄市自八十四年底至八十八年底總戶數，總人口數，低收入戶數及比率如表一所示。

表一、台灣地區、台北市、高雄市總戶數、總人口數、低收入戶及人數、低收入戶數及比率之統計資料（民國84年底至88年底）

年底別及第區別	總戶數	總人口數	低收入戶數	百分率	低收入人數	百分率
84 年度	5819155	21357431	48299	0.83	115330	0.54
85 年度	6021783	21525433	49379	0.82	116237	0.54
86 年度	6204343	21742815	49635	0.80	115236	0.53
87 年度	6368768	21928591	54780	0.86	124993	0.57
88 年度	6532466	22092387	58139	0.89	136973	0.62

台北市 88 年底	879156	2641312	8704	0.99	19810	0.75
高雄市 88 年底	485011	1475505	6111	1.26	18591	0.95

從表一資料充分顯示，台灣地區低收入戶從民國八十四年的四八二九九戶增加到八十八年底為五八一三九戶，五年來增加已達一萬戶，而百分率也從百分之 0.83 增加至百分之 0.89，低收入戶總人數也從民國八十四年的一一五三三〇人增加到一三六九七三人，增加近兩萬兩千人之多，比率也從百分之 0.54 增加至百分之 0.62，而在大都會地區的台北市、高雄市，低收入戶數和低受辱人數要比其他縣市更多，在八十八年底，台北市低收入戶為八七〇四戶，比例為百分之 0.99，低收入人數為一九八一〇人，比率為百分之 0.75。高雄市低收入戶數為六一一一戶，佔百分之一.二六，低收入人數為八五九一人，佔百分之 0.95。一總積極性社會救助體系必須有效建構，否則低收入戶和人數不斷擴充，社會救助負擔愈重，必定會對其他社會福利措施發生排擠作用，更影響社會整體和經濟發展。

表二 台閩地區辦理社會救助低收入戶生活扶助

年底別 及地區別	總 計				家庭生活補助			
	人次	結構比	金額 (千元)	結構比	人次	結構比	金額 (千元)	結構比
84 年	1692461	100.00	2,885,079	100.00	467715	100.00	2,104,068	72.93
85 年	1780016	100.00	3,064,355	100.00	481464	100.00	1,946,120	63.51
86 年	1826089	100.00	3,250,097	100.00	542086	100.00	2,060,297	63.20
87 年	1659441	100.00	3,440,883	100.00	533151	100.00	2,150,341	62.48
88 年	1864651	100.00	3,703,544	100.00	570654	100.00	2,340,027	63.18
台北市	873208	100.00	964,043	100.00	35533	100.00	373,954	38.79.
高雄市	116910	100.00	271,018	100.00	88430	100.00	183,976	67.88



表三 台閩地區辦理社會救助低收入戶生活扶助

年底別 及地區別	總 計				家庭生活補助			
	人次	結構比	金額 (千元)	結構比	人次	結構比	金額 (千元)	結構比
84年	692	0.04	4,880	0.17	972242	57.45	558,379	19.35
85年	81426	4.58	339,537	11.08	962854	54.09	594,339	19.40
86年	85023	4.56	356,971	10.95	925125	50.66	805,830	18.58
87年	103221	6.22	433,049	12.58	763456	46.01	617,435	17.94
88年	118272	6.34	499,525	13.49	923984	49.55	593,067	16.01
台北市	1624	0.17	35,425	3.67	913379	93.85	455,010	47.20
高雄市	16641	14.23	66,564	24.56	228	0.20	4,755	1.75

就是以社會救助最重要之低收入戶社會扶助，內政部統計處八十四年之統計，共有一六九二四六一人次，而至八十八年則有一八六四六五七人數，增加了二十萬人次之多，而金額八十四年為二八八五〇七九千元，到八十八年則有三七〇三五四四千元，增加近八十多億元之多，而佔百分之六十以上的家庭生活補助為二三四〇〇二七千元，與八十四年比較，增加四十四億支出。台北市在八十八年底收入生活補助共有九七三二〇八人數，支出為九六四〇四三千元，高雄市共有一一六九一〇人次，共有二七一〇一八千元，充份顯示社會救助中家庭生活扶助成為社會福利一大的負擔。

根據內政部八十九年底的資料：社會救助，係秉持「主動關懷，尊重需求，協助自立」的原則，結合民間社會之公益資源，使貧窮、孤苦無依或生活陷入急困者獲得妥適之照顧，以保障國民基本生活水準。據統計，截至八十九年底止，我國收入戶計有六六、四六七戶，一五六、一三四人次，約占全國總人口的千分之七。(如表四)

為配合台灣省政府功能業務與組織調整，社會救助法部分條文有關台灣省或台灣省政府主管或執行之應予修正，並已於去(八十九)年六月十四日修正公布，俾據以賡續辦理各項社會救助工作。而現行各及對低收入戶採行之服務措施，包括提供社會

生活補助費、產婦及嬰兒營養補助、配住或租賃平價住宅、輔構或承租國宅、日用品平價供應、老人生活津貼、身心障礙者生活補助、兒童生活補助、就學生活補助等助。令為提昇低收入者之工作能力，並輔以職業訓練、就業服務、創業輔導、以工代賑等積極性之服務，近其自力更生並改善生活環境。此外，也持續辦理災害救助、急難救助、醫療補助、由民收容輔導等工作助民眾解決生活急困及滿足基本生活之需求。至於歷年各項救助措施之補助情形表如下：

表四 歷年社會救助補助情形 單位：新台幣（千元）

年底別	家庭生活補助	醫療補助	急難救助	災害救助
八十七年	二、一五〇、三四一	一六九、〇一三	二三五、二八四	二一二、五四一
八十八年	二、三四〇、〇二七	一〇二、五二五	二三四、五五七	二九、九六二、七六七
八十九年	二、五八四、〇二六	九六、九四七	二三九、四八六	六二九、四五五

資料來源：內政統計月報——中華民國九十年二月

而在現行社會救助體系中，較為積極性的社會救助為就學生活補助，以工代賑、和子女教育補助，以支出金額而言，在八十八年，就學生活補助為四九九五二五千元，占百分之一三、四九，以工代賑為五九三〇六七，百分之一六、〇一，子女教育補助為八一九七八千元，百分之二、二一，台北市就學生活補助為三五四二五千元，占百分之三、六七，以工代賑為四五五〇一〇元，佔百分之四七、二〇，子女教育補助為六四六七九千元，佔百分之六、七一，但高雄市以工代賃為四七五五千元，佔百分之一、七五，就學生活補助佔百分之二四、五六為六六五六四千元。子女教育補助為一三三六一千元，佔百分之四、九三。顯示各地方政府對社會救助重點工作各有不同。有建立全國性積極性社會救助體系的必要性，方能明確落實社會救助法中「協助其自立」的立法宗旨。

尤其低收入認定標準和低收入認證的調查，部但必須花費龐大的人力和財力資源，尤其認證調查精確性亦受到質疑，甚至於在低收入戶在認證調查後被取消低收入家庭生活補助時，時常有低收入戶委託各級民意代表對直轄市和縣市政府社政機關施壓，甚至於受人情關說而有不公平、非正義的情事，不但增加社會救助支出，亦與立

法要旨協助其自立之本義相違背，甚至於有人認定社會救助為其權益，為持續得到家庭生活扶助，以工代賑或其他刑式補助，反而停滯低收入戶向上提昇，並成為社會永久的負擔，增加社會救助的支出，成為社會福利體制的空洞，就是以最精確所得稅資料作為低收入戶查證的依據，仍有退漏稅和兩年稅負資料的差距，造成不公平和非正義社會救助給付的事實，仍需要徹底加以解決的。

而八十九年度內政部主要社會救助措施如下：

#### 一、生活扶助

生活扶助係針對家庭總收入平均分配全家人口，每人每月在最低生活費標準以下者(通稱為「低收入戶」)提供持續性的經濟協助，為社會救助工作重要的一環。根據內政部統計處編印之「中華民國八十三閩地區低收入戶生活狀況調查報告」，低收入戶主要致貧原因，依序為「年邁體衰」、「負擔家計者死亡」、「無工作能力人口眾多」、「久病不愈」以及「身心障礙」；而低收入戶對社會救助服務措施的需求重要依序為「每月家庭生活費補助」、「老人額外生活津貼」、「全民健康保險保險費補助」、「就學子女學費補助」以及「身心障礙者額外生活津貼補助」，顯示低收入戶在接受政府社會救助的需求上，多以持續性、經常性的經濟助益為主，由此可知生活扶助相關措施之重要性。

#### (一) 工作內容

生活扶助以現金給付為原則，目前我國提供低收入戶的現金給付主要包括家庭生活補助費、就活補助費、中低收入老人生活津貼，身心障礙者生活補助費及兒童生活補助費等項目，另可依需要委託適當之社會福利機構、社會救助機構或其他家庭予以安置。

1. 各項給付扶助措施：社會救助法第十一條第一項規定，生活扶助以現金給付為原則，至九十年度最低生活費標準台灣省為每人每月新台幣八、二七六元，臺北市為一二、九七七元、高雄市九、八一四元，xx 省為五、九 00 元。

此外，社會救助法第十二條規定，對於低收入戶中之老人、懷孕滿六個月之孕婦，以及身心障礙者，主管機關得依其原領取現金給付之金額增加百分之二十

至四十之補助。惟為避免救助過於優渥，影響工作意願，反而不利其自立與脫離貧窮，亦於社會救助法第八條中明文規定該法或其他法令每人每月所領取政府核發之救助金額，不得超過當年政府公告之基本工資（目一五、八四〇元）

2. 輔導自立措施：社會救助最積極的目的是希望促成低收入戶自立，藉由救助資源與機會的提供，助其脫離救助措施的依賴，而最重要的方法就是鼓勵低收入戶就業與就學。社會救助法第十五條規定，入戶中有工作能力者，直轄市、縣（市）主管機關應協助其接受職業訓練，就業服務，創業或以工代賑等方式輔助其自立。政府多依此規定積極辦理以工代賑、洽貸資金、輔導承墾、租、承領土地或市場攤位從事各項行業之經營，避免有工作能力之低收入戶過分依賴社會救助。此外，低收入戶參加職業訓練期間，尚可申領發給生活補助費，以予予低收入戶於參加職業期間，無法維持家庭生活的困擾，免除其後顧之憂，積極鼓勵低收入戶學習一技之長，提昇力資本。

此外，為鼓勵低收入戶子女繼續就學，避免過早投入勞動市場，政府除了提供學雜費減免外，特別對低收入戶戶內為領取生活補助費之高中職 以上在學學生提供就學生活補助費每人四千元，以鼓勵其繼續就學，以便日後取得較佳的就業機會，助其早日脫離窮困。

截至八十九年十二月三十一日，低收入戶戶數為六六、四六七戶，約占全國總戶數千分之九點八人數為一五六、一三四人次（約占全國總人口數千分之七）；有關八十九年一月起至十二月底止，辦理之主要生活扶助情形如表六：

補助項目	補助人次	補助金額（新台幣：元）
家庭生活補助	六二二、七五五	二、五八四、〇二六、六七四
就業生活補助	一三四、三〇〇	五七三、八七七、四六二
以工代賑	四七二、八五二	五九三、七〇四、九九〇
子女教育補助	一三、八四六	二四、三三二、五五〇
節日慰問	二六三、三八二	二〇二、三二七、四四三

## 二、醫療補助

根據統計，低收入戶主要致貧原因重要度中，年邁體衰、久病不癒、身心障礙即在前五名之列，低級一般民眾如因金錢問題無法就醫，得不到妥適的醫療與照顧，將造成疾病的惡性循環，更顯示醫療補助收入戶的迫切性。

按社會救助法第十八條、第十九條規定，現行之醫療補助提供低收入戶參加全民健康保險所需之外，對於低收入戶傷病患者、換嚴重傷病所須於全民健康保險不給付之醫療費用非其本人或撫養義務人負擔者，亦予以補助，以補強全民健康保險醫療給付不足之部分。

## 三、急難救助

急難救助的目的，在針對遭逢一時急難之民眾，及時給予救助，得以度過難關，迅速恢復生活的救助措施。社會救助法第二十一條規定：戶內人口死亡無力殮葬、戶內人受意外傷害致生活限於困境負家庭主要生計者、罹患重病、失業、失蹤、入營服役、入獄服刑或其他原因，無法工作致生活限於困境者，得檢同有關證明，向戶及所在主管機關申請急難救助。同法第二十二條：流落外地，缺乏車資返鄉者，各地主管機關得依其申請酌予補助。

## 四、遊民收容輔導措施

遊民或無家可歸者長久以來即存在於人類社會，但隨著時代的變遷及地區差異因素，遊民產生的原因、性質亦有所不同，如同早其因戰亂、飢荒之因素轉變為晚近因經濟發展快速產生之失業型遊民，自八〇年代以來，西方工業先進國家失業率節節上升，亦陸續造成遊民問題，而台灣地區部分，依據行政院研究發展考員會八十四年編印之「遊民問題之調查分析」顯示，遊民產生之原因依序為家庭解主或無家可依、家庭關良、意外事故或職業傷害、失業、個人適應問題等因素，惟近來由於失業率攀升，因失業問題所形成短期中年型遊民之人數亦有較以往提高之趨勢。

遊民業務於民國八十年由警政單位移由社政單位主管，其輔導管理歲以警政取締

方式調整為社政輔導方向，項型遊民收容輔導採「緊急服務、過度服務及穩定服務」之三層服務階段，其始於尊重當事人基本人權考量地域差異性之前提下，提供適切的服務輔導措施，以協助遊民生活重建與適應。

### 1.收容安置服務

目前直轄市及縣（市）政府多設有專人承辦遊民收容輔導業務，除協尋家屬、親友外家可歸、遊蕩街頭或不願接受機構安置之遊民，亦機動提供臨時性之安置場所，如貨櫃屋底作為其臨時、短期避寒棲身之所。至遊民收容所之設置，除台北市兩所，本部及高雄市各一外，各直轄市及縣（市）政府亦可視其需求，轉借遊民治本部中區老人之家附設遊民收容所他社會福利及醫療衛生等相關機構予以收容安置。

### 2.生活維護措施

為維護遊民基本生活安全，政府及相關機構除提供其安置場所外，亦廣結民間團體之力量，街頭外展服務，其運用社會福利機構或志願服務團體等社會資源，提供遊民基本生活維護，供應熱食、沐浴、禦寒、理髮、乾淨衣物、睡袋、衛生保健等服務。為鼓勵地方政府辦理遊民輔導業務，本部近年皆編列相關預算補助直轄市及縣（市）政府辦理遊民業務。

### 3.促進自立措施

對於具工作能力與意願之遊民，與勞工主管機關協調提供職業訓練，提昇遊民自我價值或評估遊民之特性協調相關單位提供就業機會，如藉以工代賑方式培養遊民工作習慣，或提商服務、運用社會工作之專業與其心理輔導與支持等服務，以提昇遊民自立能力並回歸家主流。

### ※其工作成果

截至八十九年十二月三十一日止，直轄市、縣（市）政府協助遊民機構收容之人數計二六一人，八十九年一月起至十二月底止，協助返家人數計四二二人次，協助就醫人數計二一三人次。另本部八十八年下半年及八十九年度計補助十一個縣（市）政

府（含本部中區老人之家）辦理外展服務、遊民收容輔導研習計劃、遊民收容輔導研討會、收至遊民與醫療補助等計劃，補助金計新台幣六、三九〇、三二〇元。社會救助工作為內政部社會福利之重點工作，但為使社會救助能發揮成效，充分發揮社會救助法「協助其自立」的立法精神，建構積極性社會救助體系有其必要性。

積極性社會救助體系之建治必須依據以下幾個準則，才能確實落實社會救助法協助其自立的立法準則：

1. 中央政府社會福利決策機關必須從速修法，將社會救助法協助其自立立法要旨作明確條文的制定，就像過去小康和安康計劃以消滅貧窮惟推展計劃之重點工作，貫徹執行。社會救助法成為積極性、發展性和投資性社會救助法。
2. 積極性社會救助體系之建制必須徹底改變社會救助，甚至於整個社會福利是政府的職責，或認定社會福利是政府的一項德政，一項向民眾訴求的選舉承諾，為了實現競選承諾，在全國經濟蕭條、高失業率，負經濟成長，政府財務窘境，百業不振的型態，仍要編列數百億的老人生活津貼值得商榷。或民眾認定社會救助，社會福利是本身一項權利，一日接受救助一生就接受救助，一天享受社會福利就一生享受社會福利，社會救助是自助助人助，社會福利除享受權利亦必須負擔責任，社會保險更是具有風險分散，責任分擔的特質，有了這種正確的認知，包括政府和全體社會大眾，積極性社會救助體系才有建制的可能性。
3. 積極性社會救助體系之建制必須充分結合現有政府和民間的資源，甚至於充分認知以社會福利尤其是社會救助體系而言，政府的資源無論是人力和財力資源均有其限制，而民間的人力和財力資源才是無限的，尤其，積極性社會救助體系必須有專業社會工作人員的專業支持和協助，更需要建制完整已深入整個台灣地區民間社會工作專業機構的參與。
4. 積極性社會救助體系之建制必須在短期和長程改變低收入戶家庭份子的就業型態，災害救助、急難救助、生活扶助、以工代賑僅是社會救助體系之中救急的作為，積極性社會救助體系必須徹底改變傳統社會福利思想之中「救急不救窮」的觀念，極積性社會救助體系就是在於「救窮」，亦即是協助低收入自立，脫離貧窮，消滅貧窮，極積性社會救助體系與就業安全體制的職業訓練和就業服務充分結合，除非

這些低收入戶的家庭成員年齡已在六十五歲以上已達實際退休年齡，任何接受災害救助、急難救助、生活扶助，以工代賑的低收入者，在救急期間結束後，必須接受專業輔導進入救窮階段，接受社會救助者再享受社會救助權利時，有責任參與職業訓練工作，創造另一就業階段，改變低收入家庭就業型態，並在職業訓練期間結速後，接受就業服務機關之輔導充分就業，以增加家庭收入，改變低收入戶的收入結構，脫離貧窮，也脫離社會救助體系。

而以長程計畫而言，就是在於低收入戶子女教育培育計畫，除就學生活補助或子女教育補助外，更要積極協助子女作為教育輔導措施，以專業社會工作人員並結合志願工作者，從國小、國中、高中，一直到大學學業為止，成為低收入戶徹底脫離貧窮，更積極成為自立自主並能回饋社會一般社會的家庭，積極性社會救助體制有救窮計畫才能徹底改變依賴政府生活補助，以及依賴租放性以工代賑的消極心態。

基於以上四項準則，我國社會救助法必須作徹底的修法，將「協助其自立」必須明確條文化，增加低收入戶者有責任接受職業訓練之條文，而在職業訓練後，亦必須有強制就業的條文。以達到協助其自主脫離貧窮的救窮的最終目標，自然政府就業安全體制，必須有效配合建制設適合於低收入戶者不同年齡層的職業訓練，以及最適當的就業體制。

在各項積極社會救助措施中，以台北市社會局所附屬之家庭發展帳戶專案最具特色：

#### 一、家庭發展帳戶試辦性專案之內容及特色

##### （一）、專業之概念：

採用的是「財產形成」的概念，參與者皆為自願性之參與者，且須於專案參與期間穩定就業、定期儲蓄。鼓勵「儲蓄」突破過去以「所得」為基礎的社會扶助政策，進而走向以「投資」、「發展」及「財產形成」的社會扶助策略是專案重要精神之一。在政策實作上，一對一的相對提撥提供了參與之誘因（參與者每月自存二仟至四仟元：專案則再相對存款二仟至四仟元），且除了鼓勵參與主加強儲蓄之外，更可加速財產之



形成與累積，以作為離開公共扶助之準備。而專案中除了強調個人、政府責任外，企業亦本著取之社會，用之社會的精神，協助經濟弱勢朋友脫離生活困境，以善盡企業為社會公民之責任。

## （二）、專業之目標：

為協助本市低收入戶經濟自立，規劃脫貧政策，並特別成立「台北市家庭發展帳戶」專案，由寶來證券集團捐助一千四百四十萬元支付參與者相對提撥的經費，且成立「台北市家庭發展帳戶專案共同基金」，鼓勵具工作能力之本市低收入戶穩定就業，定期儲蓄，並運用於高等教育、小本創業及首度購屋等用途，於「助人自助」的精神下，協助低所得者快速有效累積資產，進而達到經濟自立，脫離貧窮。

## （三）、實施期間：

專案實施期間為八十九年七月一日至九十二年六月三十日止，為期三年。

## （四）、實施方法：

1. 協助「台北市家庭發展帳戶」參與者定期儲蓄，並了解就業情形，轉介相關資源協助穩定就業。
2. 結合民間資源，辦理教育訓練課程，提供參與者相關知能資訊以完成方案高等教育、小本創業及首次購屋等目標。

鼓勵具工作能力之低收入戶穩定就業，定期儲蓄，並運用於教育、創業及購屋等用途，於「助人自助」的精神下，協助低所得者快速有效累積資產。

3. 專案實施對象：台北市列冊之低收入戶；在「台北市家庭發展帳號」專案期間具工作能力者。

## （五）、專業的特色：

1. 專案認為貧窮的問題不能單就收入來衡量，財產的不均造成貧窮不易脫離；另就扶助效果來看，「財產形成」可避免長期福利依賴，及減少社會成本之支出；再者為「財產形成」不是取代社會救助系統之扶助，而是提供另一種新的工作方法之選擇。
2. 另強調福利使用者的權利義務及個人責任，透過「助人自助」的做法，協助經濟弱

勢者脫離貧窮。專案實際操作的元素有三，一為配合款；二為教育訓練課程；三為個人諮商。因有教育訓練課程及個人諮商兩個元素，故扶助效果不同於以往之協助。

3. 專案的經費來自民間，自寶來證券集團員工共同捐贈新台幣一仟四百四十四萬元協助專案的推動，另一對一的相對提撥款也因有民間的參與與注入，而使得專案有了不同之意義，更建構了新的公、私部門之合作模式。

台北市政府社會局致力於積極性低所得家庭政策，以建構生存權、健康權、住宅權、受教權、工作權以及財產形成權的全方位社會權架構，並達至低所得者的「安貧、抗貧、脫貧」之目的。

台灣在過去三十年來的經濟發展獲得亞洲四小龍的美稱，也改善了人們的生活水準。然而，如此傲人的經濟奇蹟並非人人平均享有，仍有一些人生活在經濟社會的底層，無法滿足其家庭成員的生活需要與發展機會，很符合一九七〇年代美國學者 Will and Vatte 所提出的「富裕中的貧窮」之矛盾現象。

以「財產」為基礎的福利政策是期望透過建立「個人發展帳戶」的方式，以政府、家庭及就業三向經濟來源協助低收入戶快速累積財富，脫離貧窮，打破兩帶貧窮的惡性循環。根據他的理念，企業發展協會（CFED）乃再一九九七年開始在全美十三個地區推動為期四年的美國之夢示範方案（ADD），協助當地經濟弱勢的個人和社區累積財產。目前初步的報告顯示，參與的低收入戶不但存錢，而且累積的財富正在加速積聚中，也有存款人已開始其第一次有目的的提撥存款，投資於其人生目標設定的計劃。雖然該計劃的長期影響效果尚未顯現，但存款人參與率、存款率、提撥率逐漸的提高，初步的計劃效果令人印象深刻。

參考美國的經驗，對照台灣目前的社會救助實施效果的限制與影響，協助低收入戶脫離貧窮是一個積極而統整的工作。另外一項積極性社會救助模式在高雄運作中，亦即是高雄市社會局所規劃之第二代希望工程脫貧方案。

一、一九七〇年代，我當社工員時，低收入戶生活輔導是我們社工員的主要工作，但

二〇〇〇年代我擔任社政主管時我發現我的社會工作同仁已經將個案工作主力用於兒童保護甚至家報受虐婦女保護工作上，這樣的角色任務轉換無形中造成社會救助業務缺乏社工人力的投入，又回到社工專業制度建立前消極性經濟扶助層面。但專業社會工作的興起乃在於對貧窮的協助，在進入二十一世紀的世代中，我們有必要再重新檢討我們的社會救助工作專業的運用。高雄市政府於八十九年十二月四日提出低收入戶低二代希望工程推動計劃，期待突破現今對低收入戶消急救住的做法並重新檢討專業社會工作者在經濟弱勢民眾增權方面的可能作為。

## 二、低收入戶第二代希望工程方案

(一) 計劃背景：本市在八十九年底低收入戶有六九三七戶、一六〇四四人，佔全市總戶術語總人口數之一、三九% 及一、〇八%。在九十年一月完成低收入戶總清查後，至五月底計有低收入戶五七〇〇戶、一二八〇九人，佔全市總戶術語總人口數之一、一四% 及〇、八六%。其中就讀高中職以上之學生共一二二三人，這些低收入戶中受較高教育人口為改變低收入戶家庭的潛在人力，我們期許對他們的協助能跳脫傳統救助的迷思與模式，並能以權人生涯為規劃協助他們早日脫離貧窮。研擬七大脫貧方案，期逐步執行脫貧目標。

### (二) 七大脫貧方案說明

1. **教育脫貧** 教育資源不足係低收入戶主要致貧原因之一，未能增強低收入戶青少年社會競爭力，並藉以脫離貧窮，本專案企圖以提供更多教育資源切入，來協助本市低收入戶第二代掙脫貧窮循環。
2. **就業脫貧** 提供低收入戶第二代成員工讀、就業及技能訓練機會，一方面藉以改善低收入戶家庭經濟狀況，協助脫離貧窮；另一方面，提供參與成員相關職場之適當經驗，同時可藉由本項福利工程之參與，提昇參與方案之民間單位其企業形象。
3. **環境脫貧** 針對低收入戶第二代子女讀書及生活環境設施，提供基本水準之學習環境，期待在良好的環境背景下，提高讀書效率、提昇就讀理想學校機會，增強社會競爭力，進而脫離貧窮。
4. **身心脫貧** 低收入者多屬弱勢低社經社會底層，相較於中上階層，有較高比例較易遭受生理及心理疾病侵襲，因此進一步強化低收入戶第二代青少年生心靈

免疫力，有其必要，藉以避免因受身心疾病侵襲，在陷貧窮循環。

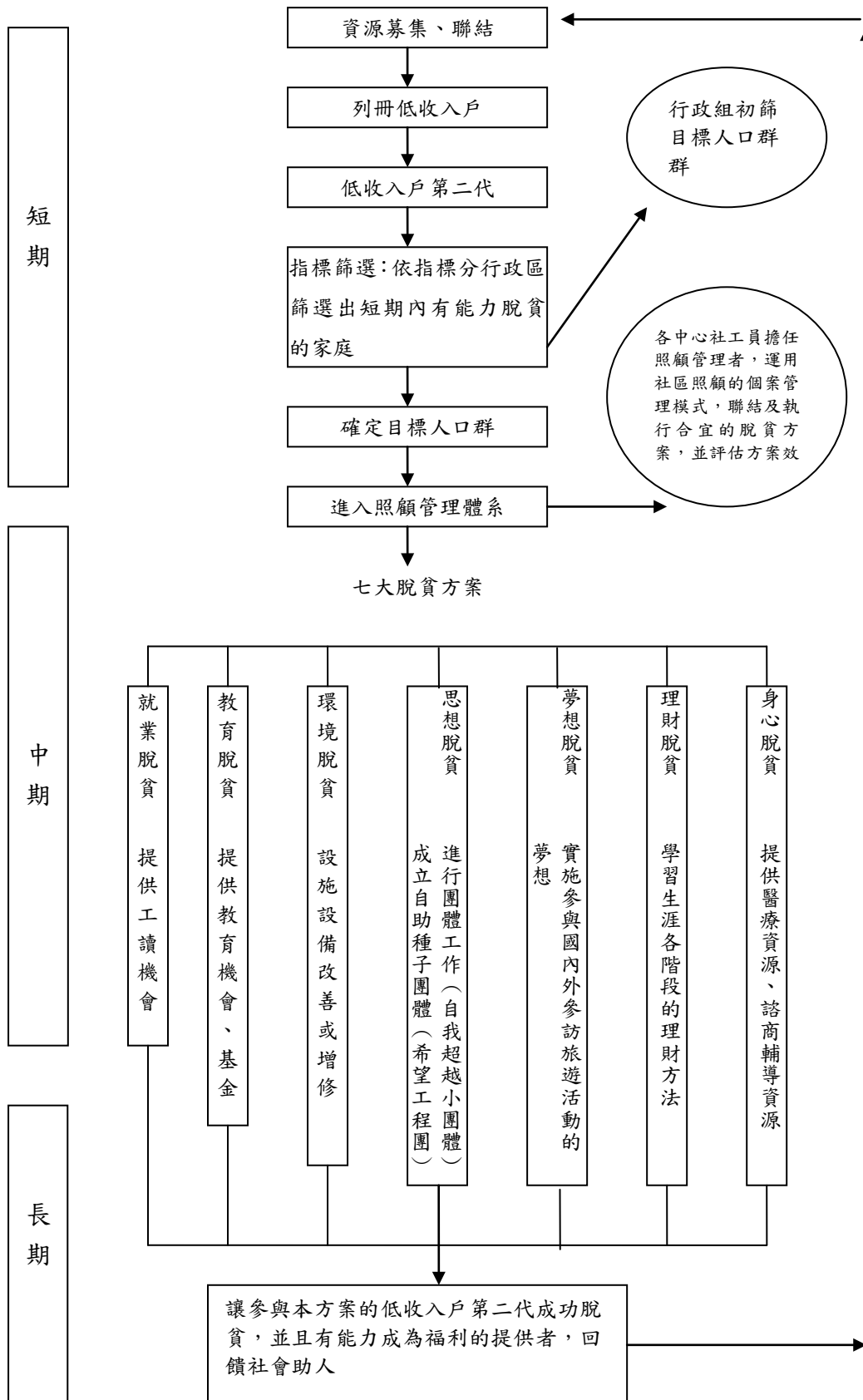
5. **理財脫貧** 以協助低收入家庭在有限財富下，規劃適當投資理財為標的；同時，灌輸低收入戶第二代正確的理財觀念，作為協助脫離貧窮途徑之一。
6. **夢想脫貧** 相對於一般家庭輕而易舉事項，例如國內、外旅遊，就低收入戶家庭而言卻常是屬於遙不可及之夢想，因此，如何幫助他們得以美夢成真且能築夢踏實，並對未來人生充滿「希望」而有動力再願努力以赴。
7. **思想脫貧** 消滅貧窮、對抗貧窮工作是人類社會永遠的戰役，本府工作團隊將以長期眼光和規劃來協助低收入戶第二代脫離貧窮，因此將透過一系列宣導活動辦理，倡導（advocacy）新思維、新觀念，並協助充權（empowerment），其將本市社會救助工作從思想上再作一個新改變。

而方案執行情形如下：

- （一） **方案規劃** 為了解需求以作為方案推對規劃參考，透過列冊低收入戶資料，採隨機抽樣方法分別邀請低收入戶第二代青少年參加座談會，另外並採用問卷調查法寄發三〇〇份需求調查問卷方式進行需求蒐集資料，經回收資料交叉分析，依結果擬定方案執行內容、執行策略即決定資源募集，再根據執行策略規劃短、中、長期達成目標及設定各項執行策略評估指標。
- （二） **專案小組籌組、運作及工作架構與分工** 考量服務目標對象屬性與專業需求因素，有關推動專案小組，特別設於社工室，由社工室主任、社工督導、社工室及各區青少年中心社工員等專業社會工作人力進行方案各項工作推動，並設定為目標人口的個管工作人員，專案小組運作並藉由每週進行一次專案小組會議，檢視各項方案執行情形，掌握並評估執行績效，同時修正運作方式及執行方向，另外並聘專家學者作為服務推動諮詢角色。工作架構與分工圖（如圖一）

圖一 高雄市低收入戶第二代希望工作架構及分工圖

錯誤!



資料來源：高雄市政府社會局（2001）

(三) **資源整合及募集** 有關方案資源募集，採工、私協力方式，以政府民間簽約結盟模式進行，共同推動本項脫貧工程。同時藉由資源募集整合美項脫貧策略相關社會資源。八十九年十二月四日辦理簽約結盟以迄，七大脫貧策略目前並分別募集包括有：教育基金、獎學金、工讀機會、電腦訓練券、國內外旅遊、課輔教育、課桌椅、書籍折扣...等資源。目前運用情形則已有三十位教育基金、十位獎學金、三十位工讀、十位電腦訓練、六位擔任課輔老師、六十位參加課輔活動、九十五位參加夢想起飛—旅遊活動、十五組課桌椅、三次三十餘人成長團體。

(四) **焦點對象篩選** 方案初期以少量個案試驗方式進行，第一階段先以篩選各項活動參與及目前組成之希望工程團成員為主，進一步再一個行政區篩選有意願簽署承諾書成員為對象，希望藉由志工進行家訪，了解個別需求，再由各青少年中心社工員擔任照顧管理者角色，運用社區照顧管理模式，連結及執行合宜脫貧方案，同時評估方案效能。

(五) **方案執行**

1. 成立自治團體—希望工程團：自治互助理念與方式為方案規劃中心精神之一，因此高雄市低收入戶第二代希望工程方案從規劃開始即由低收入戶第二代青少年參與其中，運作一段期間後，位更進一步落實自助戶助精神，並藉由組織方式更有效運作，於是由成員自發並經由工作人員協助，由參與本項工程方案之低收入戶低收入戶高中職以上學生，於九十年八月八日正式成立「高雄市希望工程團」自治組織，該組織並設置有團長、副團長、執行秘書、聯絡組、文宣組、活動組、總務組、器材組、公關組等，目前成員二十五名。希望藉由工程團組織運作實際由成員親自參與希望工程專案各項方案從規劃到執行。
2. 就業脫貧：提供第二代低收入戶青少年工讀機會以協助改善家庭經濟弱勢，以提昇人際互動能力是為方案規劃達成目的之一，自八十九年十月份方案規劃開始藉由企業、廠商疾馳善團體等資源結合，陸續以提供三十餘位工讀媒合成功案例，經由工作治療方式，從價值觀念澄清，進而協助脫離貧窮。
3. 就業教育脫貧：九十年六月份起，藉由民間文教基金會提供講師授課費用，由低收入戶第二代大專以上學生擔任講師，運用本身所學專長分別在社會局所屬楠梓青少年婦女服務中心、三民東區綜合社會福利服務中心、青少年福利服務

中心前鎮分部及文教基金會本身，開設有低收入戶國中、小學生各項課輔才藝班，除協助大專以上低收入戶第二代學生得以所學回饋同樣弱勢成員，而透過個管系統間送六十餘位國中、小學生亦得以在暑假期間獲得課業、才藝學習機會，增強低收入戶第二代之事能力。

#### 4. 教育脫貧：

- (1) 工讀時數折抵電腦教育訓練券模式：採電腦工司工讀約計訓練價值金額半數時數，換取提供免費電腦訓練機會方式，以協助低收入戶第二代青少年取得學習技藝機會及增強技能，方案推動以來已有十名第二代低收入戶成員取得訓練。
- (2) 教育基金：篩選列冊低收入戶第二代就讀國一學生，藉由募得成長基金會每月每人定期定額投資三〇〇〇員方式做為就讀大專院校教育基金，以培養社會工作競增力，目前已募得三十個名額。

#### 5. 身心脫貧：

- (1) 成長團體：自八十九年十一月起陸續開辦自我超越、潛能開發成長團體，自九十年七月底止共辦理四梯次三十餘人次，協助低收入戶青少年自我成長、認識自我家庭，增強脫貧抗貧意願，達到身心脫貧的目標。
  - (2) 親子互動活動：結合慈善團體共同提供物力、財力、人力，辦理親子互動活動，紓解低收入戶家戶平日沉重經濟及工作壓力，同時藉由活動協助低收入戶子女家長情感交流與分享，進一步激發親子感情連結，極佳戶抗貧能量。
6. 夢想脫貧：協助實現夢想，擴展視野及視界，九十年七月並藉由社會福利基金會全額補助，辦理一百個低收入戶第二代希望工程團成員帶領高中職以上低收入戶青少年參與活動。

而積極性社會救助體系之建構，不僅社會的資源充分參與，但民間資源更有無限發展之空間。積極性社會救助體系，應有民間專業機構之參與，如世界展望會，中華兒童及家庭救助基金會。

世界展望會為台灣地區原住民，無論是在原住民原居地區或是遷移至大都會或都會地區，均有完整的輔導體系，尤其是世界展望會基督教宗教色彩與絕大多數原住民

宗教信仰相同，深得原住民信任和信賴，直轄市各縣市政府的社政單位，尤其是偏遠的山地鄉或是都會地區邊陲地帶，實在應該與世界展望會簽約，將原住民低收入戶的輔導工作完全交由世界展望會全面負責，這種政府支援所有社會救助費用，而低收入戶輔導工作完全由民間負責的公設民營、公家監督，民間執行的方式，尤其在像世界展望會已有完整社會工作人員專業體制的型態下最為恰當。世界展望會不僅在台灣地區擁有聲望，甚至已有世界性的知名度，將原住民低收入戶輔導工作交由世界展望會全權執行，應有其可行性，其方向亦具正確性。

世界展望會在接受政府全權委託後，應該將接受社會救助低收入戶列冊管理，除由社會工作人員持續查察外，由民間經營可免除民意代表關說，確保其客觀性、正確性和權威性。並在低收入戶在接受急難救助、災害救助和生活扶助以及其他形式的社會救助的同時，由世界展望會社會工作專業人員替原住民低收入戶家庭做好其家庭生涯規劃，包括低收入戶成人們的職業訓練計劃，未成年子女教育輔導計劃，協助低收入戶改變其家庭就業型態，以及提昇家庭經濟水準，以達到脫離貧困，協助其自立救窮的最終目標，而未成年子女教育投資，更是低收入戶脫離貧困的必要手段，世界展望會在政府社會救助經費的支援下，對低收入戶子女教育輔導，由國小、國中、高中以至大學畢業後，輔導其就業為止，將協助其自立和救窮工作徹底的解決。如政府能充分授權，結合民間和政府資料，應是積極性社會救助體制最理想的規劃模式，必能使原住民無論在原住民原居地或是遷移至都市之原住民均能完全脫離貧窮成為自立自強的一般家庭，永遠脫離貧窮不再成為社會救助依賴人口。

在台灣另有民間的專業社會福利機構，專門以低收入戶家庭為其主要協助、扶助和輔導的對象，那就是中華兒童及家庭扶助基金會（簡稱 CCF），在過去數十年來已是台灣地區最主要、最專業和極具社會公信力的社會福利機構，中華兒童及家庭扶助基金會不僅有完整的基金會體制，台北市、高雄市兩個直轄市，以及台灣地區各主要縣市中華兒童及家庭扶助基金會均設有各地家庭扶助中心，並在直轄市及各縣家庭扶助中心分別成立扶幼委員會，以整合招地區內的社會資源，尤其中華兒童及家庭扶助資金會在國家通過社會工作師法前早就貫徹實施專業社會工作人員體制強化對兒童和少年輔導工作，尤其是教育生涯規劃更是該基金會各地家庭扶助中心的主體工作，



這種專業的民間社會福利機構如在社會救助法中，由政府充分授權直轄市及各縣市，成為積極性社會救助體系公設民營的主體建構、並以合約方式，將社會救助業務中家庭生活扶助，就學生活扶助以及子女教育補助完全委託各地家庭中心經辦，則必能發揮社會救助積極性之效應，除建冊列管作為深入調查之功效外，家庭生活扶助之效能亦能擴充，尤其是子女教育生涯規劃更是該基金會主體之工作，如能將教育生涯擴充至大學程度，將低收入戶子女教育規劃提昇至大學以上，其效能必能倍增，而社會救助更具積極性和投資性，也更能落實到完全救窮協助其自立的宗旨上。

# Research On Death Attitude, Death Anxiety, Depression Condition And Coping Behaviors—Using Single Parents Who Lost Their Spouses In 921 Earthquakes As Example

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## **ABSTRACT**

### **INTRODUCTION**

The 921 earthquakes was the most devastating disaster of the 20<sup>th</sup> century in Taiwan. The earthquakes took about 2,500 people's lives; about 140 children lost both their parents and about 120 single parents who lost their spouses in the earthquakes. These single parents need to face the painful sense of loss and sorrow all by themselves and care for their children at the same time. In addition to the psychological readjustment, the single parents have to take up the financial burden, to take care of children, to find a job, and maybe even need to find a place to live in. The death attitude, death anxiety, depression condition and coping behaviors of these single parents deserve our attention.

### **Research Problems**

1. To understand the death attitude, death anxiety, depression condition and coping

behaviors of single parents.

2. To explore whether personal factors will make any difference in single parents' death attitude, death anxiety, depression condition and coping behaviors.
3. To explore whether environmental factors will make any difference in single parents' death attitude, death anxiety, depression condition and coping behaviors.
4. To explore the relationships between the environmental factors and death attitude, death anxiety, depression condition and coping behaviors.
5. To explore the relationships between coping behaviors and death attitude, death anxiety, and depression condition.

### **Research Hypotheses**

Research hypotheses for problems 2 through 5 are as follow:

1. The personal factors will make significant difference in death attitude, death anxiety, depression condition and coping behaviors.
2. The environmental factors will make significant difference in death attitude, death anxiety, depression condition and coping behaviors.
3. The environmental factors are significant related to death attitude, death anxiety, depression condition and coping behaviors.
4. The relationships between death attitude, death anxiety, and depression condition and coping behaviors are significant.

### **Research tools**

Death Attitude Profile

Death Anxiety Scale

Zung's Depression Scale

Coping Behavior Scale

### **DATA ANALYSIS**

The independent variables in this research were personal factors and environmental

factors. Personal factors include sex, age, education, income, religion, occupation and number of years being married; the environmental factors contain residential damage, number of death in the family, marital relationship, discussion about the death, discussion about the earthquakes and social support. The dependent variables are death attitude, death anxiety, depression condition and coping behaviors.

In death attitude, the single parents' "Neutral death acceptance" has the highest mean, "Fear of death/dying" the second, and the lowest mean is "Approach-oriented death acceptance".

Compare the death anxiety score of single parents' to the other researches, we found that the means score of single parents are much lower than other research subjects, with the exception of Huang's (1997) study on the elderly people. The death experience of spouses may help to lower people's death anxiety.

The average depression scores of single parents are lower than depression scores of outpatients but higher than that of a normal person, which means most of the single parents, may not require medical attention, but some interventions are needed in order to prevent the depression condition from getting worse.

For coping behaviors, most of the single parents used positive coping behaviors and seldom using negative way of coping and chose the rational and cognitive way of coping behaviors. The above analysis answers the research problem 1.

#### DIFFERENTIAL ANALYSIS OF PERSONAL FACTORS TO DEATH ATTITUDE, DEATH ANXIETY, DEPRESSION CONDITION AND COPING BEHAVIORS

Personal factors may not be important variables in understanding the dependent variables. Number of years being married has significant impact on depression condition. And, religion and occupation are having significant impact on coping behaviors. No other personal factors, which are significantly affecting the dependent variables. In other words, we have to turn down most part of the hypothesis 1.

## DIFFERENTIAL ANALYSIS OF ENVIRONMENTAL FACTORS TO DEATH ATTITUDE, DEATH ANXIETY, DEPRESSION CONDITION AND COPING BEHAVIORS

There are only three environmental factors make significant difference to death attitude, death anxiety and coping behaviors. These three factors are: social support to “Fear of death/dying” ( $F=6.086$ ,  $p<.01$ ), “Approach-oriented death acceptance” ( $F=5.678$ ,  $p<.01$ ) and “Neutral death acceptance” ( $F=3.994$ ,  $p<.05$ ); death in the family to depression condition ( $F=4.573$ ,  $p<.05$ ) and residential damage to coping behaviors ( $F=2.776$ ,  $p<.05$ ). In other words, only part of the environmental factors makes significant difference to dependent variables, which means we have to turn down most part of the hypothesis 2.

## THE CORRELATION BETWEEN THE ENVIRONMENTAL FACTORS AND DEATH ATTITUDE, DEATH ANXIETY, DEPRESSION CONDITION AND COPING BEHAVIORS

Social support is significantly positively correlated to “Approach-oriented death acceptance” ( $r=.282$ ,  $p<.05$ ) and coping behaviors ( $r=.249$ ,  $p<.05$ ); death in the family is significantly positively correlated to “Avoidance-oriented death acceptance” ( $r=.306$ ,  $p<.05$ ) and depression condition ( $r=.380$ ,  $p<.01$ ). Discussion of death in family ( $r=-.320$ ,  $p<.05$ ) and discussion of 921 earthquakes ( $r=-.320$ ,  $p<.05$ ) are significantly negatively correlated to death anxiety

From the above, we conclude that parts of the environmental factors are correlated to parts of dependent variables. Hypothesis 3 has not been supported completely.

## THE CORRELATION BETWEEN DEATH ATTITUDE, DEATH ANXIETY, DEPRESSION CONDITION AND COPING BEHAVIORS

The relationship between “Avoidance-oriented death acceptance” and depression condition is significantly positive ( $r=.409$ ,  $p<.01$ ). The rest of the relationships are not significant. As to the relationships between death anxiety, depression condition and coping

behaviors, the relationships are very weak. The relationship between death anxiety, depression condition and coping behaviors is not significant at all. Therefore, we conclude that hypothesis 4 is almost being turned down completely.

### **CONCLUSION**

1. Single parents who lost their spouses in 921 earthquakes, their death attitude death anxiety, depression condition and coping behaviors are similar to other researches.
2. Personal factors have almost made no difference to dependent variables.
3. Only some of the environmental factors make significant difference to dependent variables.
4. Only some of the environmental factors significantly correlated to dependent variables.
5. The correlations between dependent variables are very low.

### **RECOMMENDATIONS**

1. For single parents who lost their spouses in natural disasters:
  - (1) To locate the single parents whose depression condition is higher than normal people and refer the ones with depression scores are over 60 points to psychiatric clinic.
  - (2) Providing counseling services to those single parents whose depression scores are higher than normal people.
  - (3) From number of death in the family to locate single parents with high depression scores.
  - (4) Provide services to families with death.
  - (5) Design individual or group counseling sessions for high depression score single parents to lower their depression scores.
  - (6) Encourage single parents to discuss about the death and the natural disaster in the family to decrease the death anxiety.
  - (7) To establish social support system to provide social support to single parents.

## 2. For future research

### (1) Research subjects

To create a comparison group and to increase the number of research subjects.

### (2) Research variables

If the researcher intends to understand different aspects of death, Death Attitude Profile is recommended; if the researcher intends to measure the different degree about death anxiety, Death Anxiety Scale is suggested.

### (3) Research time period

Future research may design to collect the data on several different time periods in order to understand the trend.

### (4) Research method and design

Questionnaire survey method may be designed to go with in-depth interview in order to collect some important qualitative data.

### (5) Research contents and direction

Future research could focus on the social work intervention model to assist single parents to establish positive death attitude, lower the death anxiety and depression condition and develop positive and effective coping behaviors to set up their future life goals.

## 死亡態度、死亡焦慮、憂鬱狀況與因應行為相關研究

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### 摘 要

本研究的主要目的有三：一、了解 921 災後喪偶單親之死亡態度、死亡焦慮、憂鬱狀況與因應行為；二、建立本土的資料；三、相關研究資料以做為處遇人員發展方案的重要參考。研究對象是南投縣與台中縣在震災中喪偶的單親。研究之自變項包括：性別、年齡、教育水準、收入、職業、宗教信仰、結婚年數等等。環境變項包括：家人受災狀況、房屋受災狀況、震災前之婚姻關係、家中討論死亡狀況、家中討論震災狀況及社會支持情形等等。依變項為死亡態度、死亡焦慮、憂鬱狀況與因應行為。除了探討自變項、環境變項與依變項的關係外，依變項間的關係也一併探討。

量化研究中的個別問卷調查是本研究收集資料的方法。問卷包括五個部份：基本資料、死亡態度量表、死亡焦慮量表、憂鬱量表和因應行為量表等。資料處理經單因子變異數分析與相關係數分析後，結果與發現如下：

- 一、災後單親的死亡態度、死亡焦慮、憂鬱狀況與因應行為與其他研究十分相似。
- 二、有三個自變項顯著影響依變項。1.結婚年數影響憂鬱狀況；2.宗教信仰與職業影響因應行為。
- 三、只有部份的環境因素顯著影響依變項。1.社會支持情形顯著影響死亡態度；



2.家中死亡人數顯著影響憂鬱狀況；3.房屋受災狀況顯著影響因應行為。

四、部份環境因素與依變項呈顯著相關。1.社會支持情形與死亡態度之“趨近導向的死亡接受”次量表和因應行為均呈顯著相關；2.家人死亡人數與死亡態度中的“逃離導向的死亡接受”和憂鬱狀況呈顯著相關；家中討論家人死亡的次數及家中討論 921 震災的次數與死亡焦慮呈顯著相關。

五、死亡態度、死亡焦慮、憂鬱狀況和因應行為間的關係十分薄弱，但是，死亡態度量表中的“逃離導向的死亡接受”與憂鬱狀況呈顯著相關。

六、基本資料與環境因素不能預測死亡態度、死亡焦慮、憂鬱狀況和因應行為。

根據以上發現，提出處遇和服務方案的具體建議，希望對喪偶單親有所助益，同時，對未來可能研究方向也提出建議。

## **Community Learning To Promote Local Governance In Wensan District Of Taipei**

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### **ABSTRACT**

The main goal of the action research discussed here is to promote local people accountable for public affairs. The learning project used as the strategy for local governance was started in September 1999 by Wensan Community University (WCU) and co-designed with community leaders in Wensan District of Taipei City. The key issue taken as the first tool was to transform a 74-year-old building to be a district civil hall with local participation. Then the 56 learners of the workshop made a group decision to form the Wensan Neovista Association (WNVA) to keep the learning and action momentum. The WNVA has worked closely with the WCU to implement the subsequent learning programs via multiple strategies, including the regular courses, issue workshops, study groups, and independent fieldwork done by learners in their own community. Those learning efforts are directed to the goals of community autonomy and governance.

The principles of learning include: 1) to establish the partnership with various public

and civic groups; 2) to co-design the learning programs with the local leaders and professionals; 3) learning by doing, to cope with the real issues in the living community; 4) to encourage the residents in the community to be the core learners; and 5) to empower people as the owners of their communities. One of the important efforts was to plan a neighborhood center bottom-up and to formalize a new community organization simultaneously. The other efforts to take a few were the community safety promotion, the conservation of the hundred-year-old camphor tree, the promotion of the trash and leftover recycling, the protection of the local streams, the country development, and the health promotion for the community in general. The progress of the learning sequence is beneficial for the community governance.

### **Community Governance**

“The term *governance* refers to politics that is conducted within relatively structured settings, bound for the most part by rules. The rules ... may be informal understandings among the participants.” (Hult & Walcott, 1990:27) “Governance issues mainly concern decisions about overall organizational missions, major activities, rights to participate in decision making, and general relations with the environment. ” (Hult & Walcott, 1990:10). “Governance structures specify who is entitled or required to participate, how the participants may interact, and what constitutes a decision” (Hult & Walcott, 1990:9; Yu, 2000:2). Yu (2000:2) emphasized that although the governance has not been delegated formally, it could function well in the common actions supported by common goals. It is the political managerial process on coordination and continuing interaction (Yu, 2000:5). And further, the good governance refers to maximize the public interests through political managerial process. The nature of good governance is the collaboration between government and citizens (Yu, 2000:8). And the process of good governance is the process of returning political power to citizens (Yu, 2000:11).

Here the governance refers to people in the community who are actively participating in decision-making on public affairs. Box (1998:xi) presumed the community governance

model on the bureaucrat could not alone deal with the community problems; therefore, the involvement of local people was necessary. Ideally citizens are the owner of local community, they are accountable for daily-living issues. The important tasks are the promotion of the consciousness, actions taking, decision-making and implementation of those decisions.

The practical experience I have participated during past three years was the action research on community learning to promote the self-governance of local people. The research field was in Wensan District of Taipei, which is located in southern bound of the Taipei City with population 252,178, and 37 neighborhoods within (Wensan District Office, 1994). The physical environment of the District is mountainous with abundant historical and ecological resources. The land use is Mainly the residential in function with majority of middle-class residents. This research set the goal on promoting people in governance through community empowering in the form of community learning with the courses on managing the collective life with professional assistances.

### **Problem Description**

The long history of community development in Taiwan presented much progress in social, economical, and political life. However, the community has been disregarded in public policy on the viewpoint of local democracy. Accompanying the political and social change, some people gradually got the insight of public life in concern, and to take the lifelong learning as the mechanism for conscientization of community power. However, the general public kept apathy in learning and public affairs. This is the key issue in Taiwan that the government is dominant in determining public issues. When the involvement of local people in political life is getting mature; nevertheless, people have been responding slowly in the required participation.

In addition, the community development policy in Taiwan was launched in 1965 as

part of the National Welfare Policy. The central government had regulated the so-called “community development associations” to play the roles of empowering people to be autonomous. However those associations have not been able to run independently under the special political atmosphere of the martial law before 1987. Citizens are not familiar with collective decision-making power. Even though the government opened free associations after 1987, there had been not much learning in civil affairs and lowered the possibilities for participation.

The 1993 movement of the modification on formal education (Wu, 2000) worked on the goal of adult learning toward civil society. And the community empowering was the core strategies to direct the learning. Nevertheless, the identification of the learning institute as “Community University”, I presumed it was the significant reason people timid in participating.

The ten courses, which had not succeeded in the first semester of 1999, the first year of the Community University in Wensan District as the first in Taiwan, were related to community life and work. This was the alarm for the continuity of promoting civil society, which was the goal set for WCU. How to select the right strategies on promoting people on public affairs management was the key challenge.

Table 1: The Ten courses in 1999 with high % of vacancy

Courses	Vacancy	Students (%)	Total
I am a volunteer	16(80.0)	4(20.0)	20
Workshop –field work	18(78.3)	5(21.7)	23
About Workshop	21(91.3)	2(8.7)	23
Mass media and community life	28(93.3)	2(6.7)	30
People and environment	30(83.3)	6(16.7)	36
Community walkway	31(86.1)	5(13.9)	36

Mutual help in community	32(88.9)	4(11.1)	36
Environmental monitoring	32(88.9)	4(11.1)	36
Environmental protection	34(94.4)	2(5.6)	36
Sustainable community	35(97.2)	1(2.8)	36

## **To Implement the Learning Programs**

Our actions started in September 1999.

Action research is the method used in this project. I, acted as researcher, participated in the project implementation as an equal member in the WNVA with profession background in social work. Besides, those actors have included other professionals, bureaucrats, community leaders, local people and city council representatives. The process of planning-implementation-evaluation has been going on for three years. The actors built the consensus on promoting public decisions by local people, and the community was learning to be autonomous.

The important strategies have launched by the adult learning institution of WCU, which set the goals to train people members of civil society, which refers to the third parties working on multiple functions in life issues without the interruptions from the bureaucratic structure of government and entrepreneur.

The first significant course was the Local Leadership Training Workshop, which summoned the community leaders surrounded the neighborhoods of the WCU. 60 people were the basic group to promote the WNVA. And the sequential issue-directed courses were the concrete factors to build the consensus among members. The learning – organizing - planning sequence is the key guidance in the project I acted on.

### **I. Prelude: A civil hall planned in the Leadership Workshop**

We, who were the senior professionals and group of enthusiastic instructors in Wensan Community University, had discussed the strategies of learning implementation over and

over again, and held some forums with local leaders to cope with the problems of approaching people to learn how to be good citizens. One of the key strategies used to improve the learning effectiveness was to invite local people to co-design the learning program together. At least five meetings were held to plan the courses, and generate the cooperation among District Office, community planners, neighborhood and community associations' league and heads. Community leaders were responsible for inviting local people to participate, and bureaucrat for learning places' provision and policy guide, and professionals in community planning for planning aids in the Civil Hall re-planned. The on-going discussion of working team was the other key factor to form the learning pattern. There were 71 learners registered and 56 of them finally got the certificate of completion. The result was quite different from the previous experience with high percentage of vacancy in courses.

I named this course as "Wensan Workshop" and took it as the mechanism to empower community autonomously. The workshop was held during 24 Dec. 1999 to 28 Jan. 2000, three hours a week. The key task was to transform a 74-year-old building to be a district civil hall with local participation. The old building was located in an elementary school right next to the Wensan District Office of City Government. The original usage of the building was the living quarter of the school principal, and vacant for twenty more years. The old style architecture deserved the value of rehabilitation and the door image of the District. The time of redesigning was just right to be involved the learning.

The working team of implementing the workshop was a strong one and devoted to the whole project equally. The methods used included vision game, site walks, group designing, programming, K. J. method, combined to present the participatory outcome in hall designing and new association organized .

The end results of the workshop concerned firm consensus, included to plan the civil hall as the first stop when people came to Wensan, provide outsider the comprehensive

information in touring, sight-seeing, and introducing the local history. Since Kuanyin tea has been the local product, to plant tea trees and design the sitting place for tea drinking was the core design. In addition, the local arts exhibition and historical display would be the important functions in the civil hall. Otherwise, to promote the civil square in front of District Office building was the key planning item too, people expect the openness and provide people walk freely and relaxingly. And the Ginmei Stream nearby was the other site for learners to form the vision in many aspects of daily living for leisure, education, environment protection, calamity prevention, and sporting spaces.

At the end of the workshop the first prioritized task was the formation of Wensan Neovista Association (WNVA) to continue the follow-ups and monitor the progress of Hall reconstructing. And gradually involved various issues worth the local governance in exercise.

## **II. The formation of the autonomous Wensan Neovista Association**

There were 56 learners together to fully discuss the formation of the WNVA for keeping the group learning momentum. Before legalization, the group members kept the strong momentum in public issues and strengthen the organizational foundation. The WNVA was legalized on 20 April 20, 2001 with 71 individuals and 7 groups in membership, and has worked as the umbrella in the district. The core group of 20 in board meets regularly to discuss the action plans intensively.

The development of the WNVA is in growth of membership and the organizational structure. Majority of the core members are leaders in their own neighborhoods. The main function of WNVA is to unite them to share experiences each other. We set up five divisions in WNVA on public space planning, village development, health improvement, the federation of local streams protection, and the learning program design. The main tactics was to do experiment in one neighborhood, and then to widen the learning efforts to the neighbor communities. Two real experiences were the leftover recycling and health

promotion. The leftover recycling has been first experimenting in Zhinan last year, and extended to other four communities with governmental money support in this year. The health promotion efforts first have done in Minshin during the past two years, and then extended to other neighbor communities in this year too with financial support from public sectors.

WNVA is the self-governance body in Wensan. With the tactics of adult learning we establish the firm ground for the community organization.

### **III. Sequential Learning : Community learning as empowering strategies**

The goals set for learning were: 1) to raise the consciousness of we-feeling in the community, 2) to work with civil groups on the betterment of daily living issues, 3) to upgrade the local leadership, and 4) to organize the umbrella association of local neighborhoods. And the key characteristics of learning are: learning by doing, teamwork approach, teacher-student partnership (co-learning), participatory approach, on-site practice and social resources integration.

As the learning continued, those subsequent programs were identified as courses, workshops, study groups, and independent fieldwork. After learners have taken the basic courses and learning-by-doing workshops, they were encouraged to organize study groups on real tasks, i.e. oral history taking, promoting leadership skills, and improving healthy community. Further, the fieldwork type of learning was to provide opportunities for leaders exercising the knowledge and skills learned, working on specific issues with instructors' assistance.

#### **1. Basic courses**

To review community work related courses during September 2000 to December 2001. The average number of learners in each course was 42, much more than the story before.



However, the contents of courses were more in practice than ever planned.

Table 2: Basic Courses during Jan. 2000

Courses	When	Students	Notes
Video for work recording	Sept.-Dec. 2000	20	
Living in Taipei	17Oct.-15.Dec.2000	150	Three courses
Wensan walk around (I)	Sept.-Dec. 2000	42	
Wensan walk around (II)	Sept.-Dec. 2000	37	
Community newsletter	Sept.-Dec. 2000	15	
Vision Workshop	Sept.-Dec. 2000	10	
Wensan walk around (I)	Jan.-June. 2001	37	
Wensan walk around (II)	Jan.-June. 2001	39	
Wensan walk around (I)	Sept.-Dec.2001	38	
Wensan walk around (II)	Sept.-Dec.2001	39	
Planting in Minshin	Sept.-Dec.2001	38	

## 2. The Issues-oriented workshops

The workshops were designed to deal with real issues via working together with foci on problem exploring, vision setting, program planning and decision-making techniques. Those implemented workshops were Leadership Workshop, calamity prevention, action for contending a theatre for children, community safety guard, etc.

Table 3: Community participatory workshops

Workshops ( Time )	Collaborative units	Content of courses	Learners
1. Leadership workshop (24 Dec.1999- 28 Jan. 2000)	District government, Community planners, Community leaders, Community	1. To transform an old house to be civil hall 2. To take district office and surrounding as the site	56

	empowering society	3. To walk on site, vision game, visits, program planning, etc.	
2. Civil hall management (21 Sept.- 26 Oct. 2000)	WNVA, District government, Church, Community planners	1. To form the image of civil hall 2. To discuss the alternative ways in project managing 3. How to form the managing team?	20
3. Program designing (8 Jan.-26 Feb. 2000)	Self-help group of Vision workshops	Learning on vision formation, community empowering, resources utilization, etc.	68
4. Mushin organizing (28 Jan.2000-17 June2000)	WNVA, Mushin neighborhood, Council representatives, City government	1. To present a bottom-up plan on public building planning 2. To form the civil group 3. Learning workshop	36 with 1,010 signatures to require government to offer public activity spaces
5. Calamity prevention in Shinya Community (20 April -11 June 2000)	NTU, Building and planning Department, WCU, WNVA, Shinya Community	Know better where I live, environmental monitoring, strategies on calamity prevention and organizing, workshop presentation, site visit	38 complete course 90 participants age from 5 <sup>th</sup> grade to 84 years old
6. Calamity prevention	NTU, Building and	Know better where I live,	40

in Minshin Community (20 Oct.-17 Dec. 2000)	planning Department, WCU, WNVA, Minshin Community	environmental monitoring, strategies on calamity prevention and organizing, workshop presentation	
7. Health promotion via community (14 April. -17 Oct. 2000)	Wensan Health Division, WNVA, Minshin community	1. How to eat well 2. How to do the right exercises 3. Activity designed	72
8. Trash management (24 March – 28 April.2000)	District Office, Taiwan Watch Association, Green Citizen Action League, The co-op of Recycling, Muchu Incinerator	1. How to deal with the trash and related problems ? 2. Trash and leftover recycling 3. To visit the incinerator 4. How to monitor our living environment ?	42
9. Close to nature (31 Oct. -18. Nov. 2000)	Zhinan Community, Natural Walkway Association, Peicheng Junior High School, Zhinan Elementary School& PTA	Speeches, tour guide on ecology, Know well about the Ginmei stream	50 more
10. Eco-engineering on Ginmei Stream (15 Sept. –11 Oct. 2000)	WNVA, 8 neighborhoods	Speeches, public hearing, site tour, talk on stream's future, Action plan, cultural performance	30 1400 more signatures
11. Safety promotion in Chinchin Community (11 Oct. –15 Nov.	WNVA, 4 neighborhoods, Police department, elementary schools	Search for the dangerous places, build up the reporting system and connect households,	30

2000)		Patrol by community	
12.Wensan oral history taking (28 April –30. June 2001)	WNVA, Ancestral temple and clan of Chang, Liao and Chan, Universities in Wensan District	The culture and history of Ginmei Stream and Mucha old neighborhood, field study, writing on oral history taking, plan on interview senior citizens	32

### 3. The study groups

Following the learning in workshops, learners kept developing study groups to continue the efforts they could devote to the real tasks. Some groups were as shown in Table 4.

Table 4: The Study Groups

Courses	Learners
Community Empowering via Video tapes	06
The group study on The Fifth Discipline	10
Ginmei Stream's eco-study	30
Ginmei Stream's oral history	14
Wensan's local culture	32

### 4. The Community fieldwork

This was the way of independent study registered by learners to do the program planning and implementation in their own communities with professional guidance from WCU. The seminar held on 29 December 2001 with 16 papers presented by 22 learners. Issues concerned were across the important tasks in the District.

### 5. Social actions

The tactics of social actions were taken frequently across different learning programs.

To name a few, 1) to conserve the hundred-year-old camphor trees; 2) to protect the local streams in natural ways; 3) to contend the Mushin Neighborhood Center; 4) to protest the recycling plant for abandoned soil, and 5) to ask the department of Defense to offer public space for community uses.

## 6. About Learners

The total courses concerning community growth in the first seven semesters (September 1998 to December 2001) of the WCU were 37 in number. Learners were 616 in total (Table 5). With the 24 credits as the minimum requirement for completing the community growth program, there were eleven learners taking 10 or more credits already. However, there were 475 learners taken 3 or less credits. The explanation for the statistics was core learners who devoted more in learning, and when courses were held in neighborhoods, residents took the courses close to their homes.

Table 5: Learners won credits

Credits completed	Number of Learners	%
22	1	0.16
19	1	0.16
11-15	4	0.6
10	5	0.8
9	9	1.5
8	10	1.6
7	5	0.8
6	64	10.4
5	11	1.8
4	31	5.0
3	174	28.2
2	131	21.3

1	170	27.6
	616	100.0

#### **IV. Participatory planning on local immediate living issues**

“Keep it forward” is the guide to promote the local autonomy via community learning. The first issue we worked on was to transform an old principal’s living quarter to be the District Civil Hall. Community leaders were invited to form a coherent group. Coming next is the various issues to work on and learn how to manage the living tasks within. The issues-oriented learning workshops were: 1) to plan a neighborhood center in Mushin Community by local people and formalize a new community group simultaneously; 2) to design a trash and leftover recycling workshop, to forward the goal of terminating the incinerator’s operation for protecting local people’s health; 3) to promote community safety against the calamity of earthquake, flood, etc.; 4) to improve the village development of Maokun tea farm in Zhinan; and 5) to promote the good health in general community.

#### **Learning to Governance**

How do the learning programs correlate with “local governance”? Two guiding rules are identified here. One was to co-design and implement the learning courses with local neighborhoods on the daily issues they faced, “learning by doing” was the principle to help neighborhoods tackle the public issues collectively, and the fellows of WNVA jointed the learning process to give the needed support in labor, knowledge, skills and affection. “People in the situation” could learn and cope with problems simultaneously and naturally.

The Mushin experience (Luo, 2001) was the typical one, which was initiated by residents as learners of the WCU to get insight on how citizens should be, and a vacant lot in the central neighborhood bring their concerns together. The original plan done by government on the utilization of the vacant lot was a traditional marketplace. When the learners tried to figure out what was going on the vacant lot, the ground-breaking had been launched. The learners thought that residents in the neighborhood should have rights to

express their needs in utilizing the public space to improve their quality of living. What their needs identified were leisure space, caring for the disadvantaged, public library, study rooms, and some space for adult learning. The old style of marketplace was no longer the residents' need. When the issue was initiated and discussed openly on 28 January 2000 the end course of leadership workshop with the presence of district Head.

The actions have been implemented via sequential learning, and accompanying the formation of Mushin Community Association. In summary, the Mushin experience carried three main goals, one was to plan the public-own vacant lot bottom up, the second to organize the community association, and the third the learning program itself to empower local people in governing. The learning sequence then was on planning a neighborhood center by local people and formalizing a new community organization simultaneously.

The other rule was to league neighborhoods together and to perceive the district as a whole. The representative group in governance was the WNVA formed by community leaders as the adult learners in WCU. Several actions included the conservation of the hundred-year-old camphor trees, and the protection of the local Ginmei stream in its right way.

The WNVA has functioned with ample and energetic dynamics in promoting public affairs. In the past three years those fellows in the WNVA met regularly several times a week, though we followed the division-of-labor principle, and formed five divisions of Ginmei stream protection league, the farm village development, the health promotion, physical environment planning, and community growth learning. The fellows in the WNVA took part in the actions altogether. The operation of WNVA has been perceived as a strong governance body to face with the daily living issues and public policy by government, political representatives and local people. One of the examples was the city government planned to build an abandoned soil recycling plant on certain neighborhood without noticing local people on purpose. One of the Council representatives came to WNVA to call on a

public hearing for resisting the hidden agenda of public sectors on soil recycling. The Hearing was held on a Saturday afternoon with hundreds of local residents participated within a neighborhood with 1,399 households and 4,182 residents. And the government gave up the plan of soil recycling finally. The neighborhood could protect the land in its natural way.

### **A concrete activity**

The principles of the community learning discussed here were:

- i. To establish the partnership with various public and civic groups;
- ii. To co-design the learning programs with the local leaders and professionals;
- iii. Learning by doing, to cope with the real issues in the living community;
- iv. To encourage the residents in the community to be the core learners; and
- v. To empower people as the owners of their community.

Here I took the trash and leftover recycling as the concrete activity to discuss the action implementation. The task on trash recycling is one of the key issues in practice. The main goal of the recycling workshop was to discuss openly how the existence of incinerator influenced the quality of physical environment, especially on the harm dioxin brought to people's health.

After the workshop on community trash management, the Zhinan group, part of the learners, strived for the government money to establish the autonomous leftover recycling system with WNVA' help. Learning is the main tactics to implement the project. In addition, the WNVA helped Zhinan to acquire US\$85,000 more public money to work on the village landscaping and resources integration, at the same time, to organize the farmers' group to be autonomous.

The exercise of the principles of community learning was discussed as follows:



## **1. To establish the collaboration with various public and civic groups**

In the Zhinan experience, the Department of Agriculture in Central Government, the Bureau of Economic Development, the Bureau of Environment Protection, and the District Office of Taipei Municipal Government all shared the responsibility of program implementation and worked with the community closely.

The Wensan Community University was responsible for organizing the learning courses, and I worked as the coordinator in-between school and community. The WNVA played the role as the collective power of the District to provide the right time assistance. In addition, the Green League on environment protection, the Natural Walkway Association, local religious groups and the schools in neighborhood were partners in the learning and action sequence.

## **2. To co-design the learning programs with local leaders and professionals**

The function of co-designing learning programs was to improve the community autonomy via participation. After the lead workshop on restructuring the District Civil Hall, the trash management workshop was one of the workshops consequently. Mr. Chang, the chairperson of Zhinan Community, was one of the learners. His growth in managing public affairs is tremendous. Before learning he was shy in expressing himself and kept the insight that government should take the responsibility of public affairs, as perceived by majority of the citizens in Taiwan. Mr. Chang and the community board members took part in several learning programs and gradually formed the perception that people had the duty to direct the way of living in their own community. Chang has been highly loyalty in WNVA. And Zhinan is a successful example in community learning to promote local governance.

Some professionals joined as actors too. I worked as organizer with social work background, a community planner with architecture training, the WNVA leader is an activist in environmental protection movement, the director of Community University is the key member in educational improvement movement, and some mastered in planning and

recycling techniques.

### **3. Learning by doing, to cope with the living issues in the community**

In participatory planning on village development and the autonomous leftover recycling system, learning programs ran closely with the progress of actions. Courses, workshops, study groups, seminars, and some other forms of group discussions and decision-making skills were the tactics in implementing the whole project.

Worth to mention is the local leader of Mr. Chang brought the success of autonomous leftover experiment to the neighbor communities of Minshin, Shinchu, Mushin, Paoyi, and present the sequential actions toward the umbrella association of WNVA in the district base. Chang attempted to reach the goal of zero-trash, and finally closed down the incinerator in the district and to protect the eco-environment for the long-term goal.

### **4. To encourages the residents in the community to be the core learners**

Majority of the area of Zhinan is mountainous, majority of the residents live at foot of the hill. Village people were invited in learning and expected to form a farmers' group, and implement the leftover recycling courses and actions in utilizing the farmland to process the collected leftover. Then, the organic fertilizer transformed from the recycling system is beneficial for the agricultural product. Residents as learners upgraded the intimacy with the place they live.

The alternative approaches for learning were to start the courses and gatherings in the various housing projects individually. The residents could joint the immediate meeting in their own villages or condominium. The professionals or community leaders were the instructors in directing residents to work on leftover recycling or on village improvement in landscaping and local resources investigation and unification. In other words, the learners were jointing in their own community with the instructors came to them. This kind of walk-out or out-reach learning design attract more local people together to be concern with local affairs positively.

## **5. To empower people as owners of their communities**

Learning pushed local people to understand the place they live, to form the consensus on what they should do in collective power, and to explore if public sector would not provide money support subsequently, what can they do or how to sustain? Mr. Chang, the Zhinan group, and the WNVA work closely to go on planning on autonomous recycling system, eco-guide and explication, the historiography, and the sustainable community in economic living. In detail, one was to encourage the senior citizens to tell the story on village developing longitude in time span, the young groups were responsible for oral history taking and write it out. This was the important for residents traditionally or moving-in to know where they lived, and to respect senior citizens in their living. Secondly, the eco-guide and explication was the other important task in the living place. Especially in Zhinan Village. From the economic point of view, people in the village were in need of employment chances, when local people were trained to be the eco-guide, some of the village people could take the jobs as eco-guides, otherwise, they could know more about homeland and how to sustain their hometown as the way they want it.

## **The Wensan Vision**

It is necessary to build up the self-governance mechanism in living communities. At the present time the unemployment rate in Taiwan is going up, if people can self-determinate the destiny, one strategy discussed is the co-op farm. The project combines the environment protection via leftover recycling, the agricultural product cultivating with fertilizer from processed recycling, an educational garden for preschool children and elementary students in natural way, and various cultural activities open for all who are interested in sharing and learning.

When the WNVA is getting strong in autonomous organizational operation, WCU learners are the core members in governing their own community. I, an action researcher, a

social worker, a community organizer, am grateful in perceiving the progress of WNVA governance.

## **Thesis Discussion**

I present issues concerned, and invite more discussion on:

1. How to implement community learning program to empower people in managing public affairs ?
2. What are the values of community governance in progressing democracy in various countries ?

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## 社區學習促進社區自主--文山經驗

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本文是作者三年來參與台北市文山地區社區學習促進社區自主的行動研究。作者於 1999 年 9 月間開始參與團隊企劃社區學習方案。藉由文山公民會館的公私部門合作規劃過程之後，成立文山新願景促進會（簡稱新願景），之後文山社區大學與新願景合力推出系列學習活動，包括講座、工作坊、讀書會以及社區工作專題等靈活的學習方式，以文山或各社區發展協會為學員基礎，藉由生活課題融入實作課程，提供社區人在學習中同時對應生活挑戰。同時，也不斷地協助進行社區組織工作，共同規劃生活遠景。

學習原則包括有：建立公私部門的夥伴關係，與地方領袖和專業者共同設計學習方案，做中學來面對社區實際生活課題，鼓勵社區民眾做為核心學員，以及充權居民當家做主等。諸多學習方案中包括有木新社區的成立同時爭取永安藝文館的居民版規劃，社區防災工作坊，百年老樟的保樹運動，社區垃圾管理工作坊，自主性廚餘堆肥專案，爭取生態工法整治景美溪，規劃指南山城新風貌以及社區健康營造等。

三年的學習歷程之後，可以在新願景成員分別在所歸屬社區中獨當一面地推展社區生活方案，並且在工作的質地與參與的居民學員數量中，肯定類此的學習策略可以作為促進社區自主的有效模式。

## The Challenge of Income Maintenance Policy under Economic Globalization: A Case Study of Taiwan<sup>1</sup>

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The aim of this presentation is mainly to analyze the challenge to income maintenance policy of economic globalization<sup>2</sup>. Hence, there are two main themes to be discussed:

1. What forms of social exclusion are emerging in the economic processes associated with economic globalization?
2. How can government respond to these different forms of social exclusion and the transition of an income maintenance policy under the impact of economic globalization?

This presentation starts by examining the growth in the unemployment rate, social

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<sup>2</sup> The degree of dependence on foreign trade in Taiwan, revealing the degree of economic globalization, was nearly 80% in 1999, compared with 20% for the U.S., nearly 50% for Germany and 40% for the U.K.

exclusion and poverty under a global economy. Second, the focus turns to analyzing the income maintenance system. The third section concentrates on the policy response. Finally, the presentation concludes by considering the prospect of Taiwan's income maintenance policy and learns lessons from Taiwan's experience.

### **Economic Globalization, Income Insecurity and Social Exclusion**

Empirical studies (Esping-Anderson, 1996; Deacon, 1997; U.N. ESCAPD, 2000) indicate that economic globalization has created new poverty and increased social inequality. The inequality within nations is mainly manifested in the labour market. Unemployment and job insecurity under economic globalization show some forms of exclusion, especially in qualifying to enter the social security system (Lu, 2002:11-12). As Ku (2001) & Wong (2002) have found, unemployment and job insecurity are growing and link closely with poverty in Taiwan. For example, although Taiwan's unemployment rate is lower than in other East Asian countries (especially Japan, South Korea and Singapore) (Chang, 2001), the newest statistics show that at the end of 2001, Taiwan's unemployment rate had grown to over 5%. Combined with the period 1996-1999, when unemployment was higher, male unemployment is more serious than female.

### **Income Maintenance System**

Taiwan employs means-tested and wage-related schemes to help citizens with insecure incomes. Income provision can be classified into (i) means-tested safety-net social assistance schemes and (ii) wage-related social insurance programmes. The main theme of income maintenance is to reduce deprivation, prevent income insecurity and repay contributions to the social assistance programme and social insurance schemes. Both involve different income security objectives and imply different social perceptions of its users. The prime purpose of social assistance in the means-tested category was to act as a safety-net for selected poor people. The pessimistic objective of this kind of income maintenance system is to assist citizens to relieve inevitable poverty. Social assistance in

Taiwan<sup>3</sup> can only provide for those who have no income and no family members to support them.

However, the incoming national pension seems designed for the relief of poverty in general. The growing concept of citizenship reinforces the view that pensions should be provided as a universal benefit. However, it seems certain that occupationally based social insurance schemes will continue to reward the work force and will have some of the function of mitigating income insecurity in general, under the objective of improving economic development in the face of a global economy.

Significantly, forms of income security provision in Taiwan represent different combinations of functions. Taiwan has income security systems based more on employment and less on citizenship as the key criterion for participation in a social insurance scheme. Social insurance schemes in Taiwan have traditionally been work-based and available selectively to specific occupational groups; selective social insurance provisions were determined by which occupational group a citizen belonged to.

By contrast, Wang & Chan<sup>4</sup> (1996) find that the group of households which contain only older people have the lowest proportion of secure incomes and relies most on income from others. Moreover, individual transfers here are the highest compared with the transfers from government (social assistance; allowance for old people ... etc.) and from enterprises (social insurance, private insurance ... etc.).

Therefore, we infer that the family is an important source of income support for citizens, not only because older people can be supported by their children, but also because children's help is an important factor in deciding whether to pay for social assistance, when older people's income is means-tested. However, once the above income maintenance system is confronted with the growing unemployment rate and social exclusion under globalization, the state will have to decide how to adapt the income security system to

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<sup>3</sup> The data for Taiwan has shown that older people can only get income assistance when no family member is available to support them.

<sup>4</sup> An empirical analysis such as Wang & Chan (1996) make of the data from the *Survey of Family Income Expenditure in the Taiwan Area in 1994* shows where different kinds of household draw their income.



respond to the impact of economic globalization. In these conditions, Taiwanese government needs to rethink its income maintenance policy and reformist tendency to raise its capacity to compete internationally.

### **Policy Response**

Globalization and international competition affect the construction of social security systems and the approach of income maintenance policies. Government faced a dilemma in the financial crisis of protecting civil society. Its final decision to adopt a welfare strategy of “economy first, welfare second” has frustrated the formation of a welfare system. In protecting low-income households, although social assistance is one of the main means of income support, the strict means-test investigating households excludes older citizens from the income maintenance provision while protection from the family declines.

Under the pressure of economic globalization, strengthening the income maintenance system involves increasing expenditure ( UN.ESCAP, 2000:22 ) . Governments have tried to keep welfare expenditure down and sought ways to resolve the financial crisis in the period of economic globalization. To advocates of the contemporary income maintenance reforms in Taiwan, a high level of public expenditure seems to hamstring economic competition in the international market. The global economy is forcing governments to reconsider income maintenance policy and provision to see what is compatible with international competitiveness.

Consequently, it seems difficult for Taiwan not to be deeply affected by changes in the global economy. The pressure of globalization has limited the capability of the government to reform income maintenance. Taiwanese government faces the dilemma whether to construct a blueprint for welfare or strengthen the country’s international competitiveness.

## 經濟全球化對所得維持政策的衝擊：台灣的個案研究

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### 摘 要

本報告旨在著眼於分析台灣全球化經濟發展趨勢產生社會排除效應；並探研在經濟全球化之下，所得維持政策如何回應經濟全球化的衝擊與所引發的效應。本研究之分析議題包括：（1）在經濟全球化過程中，什麼樣形式的社會排除現象被引發？（2）政府的所得維持政策如何回應不同形式的社會排除效應及社會政策的轉變。本報告首先檢視在全球化經濟下產生失業率增加、社會排除及貧窮現象的日增；第二，分析台灣的所得維持制度；第三，分析政府的政策回應及最後，解析台灣的所得維持政策並探討台灣經驗可學習之處。

### 經濟全球化、所得不安全及社會排除

全球化趨勢及國際競爭壓力，在在影響著社會福利體制的建構及政府社會安全政策取向。實證研究（Deacon, 1997; UN.ESCAP, 2000）指出，全球化已產生了新貧戶且貧富差距亦有拉大的情況，加大社會不平等及社會排除的現象。經濟全球化趨勢衝擊著不同政治意識型態的社會，使得臺灣為在經濟全球化取得一席的競爭力，不得不

再去反思其社會安全政策，並思考改革之可能方向。

社會排除觀點的提出與現代社會安全制度的特性有關，也與社會經濟結構的變動有關（古允文，1997：52）。尤其是當前社會安全制度多採與就業相關的體系

（employment-related system）；亦即透過參與勞動市場而家入社會安全之中。此種社會安全體系多預設透過就業所得的薪資應足以維持自己及依賴者所需之資源。然而，在經濟全球化之下，社會經濟環境的變動及國際勞動人口流動的情況下，失業問題惡化且國與國之間在全球經濟競爭過程產生的社會排除效應，使得一般具工作能力者乃至白領勞動者，皆面臨就業危機。

## 所得維持制度

反觀臺灣之所得維持制度，於 1990 年代開始，政府亦在多重壓力下不得不思考改革方針，以規劃一個既具國際競爭力又得以保障人民生活水平之福利體制。因之，在全球化經濟的衝擊下，使得臺灣在討論社會安全改革的議題時，不得不考量其整體社會在全球化經濟的競爭力及全球化產生的社會排除效應。事實上，當這些社會越參與全球化活動，其所得維持政策的規劃就不僅只於考量整體國內的需求，更因應國際的規範與要求。

因之，在所得維持方案上，首先考量如何減少匱乏現象；同時，針對某些特殊風險 (risk) 予以規範以提出給付予全體人口類群以預防此匱乏及經濟不安全現象的產生。最後，基於所得給付分配的原則下考量其貢獻報酬 (reward)，此方式的所得維持措施以回饋並鼓勵人們貢獻其心力以維持生活水平 (living standard)。

## 政策回應

在全球性經濟不景氣時產生了更多的貧窮及喪失薪資的勞動者。社會福利的需求因之提高，尤其是安全網 (safety nets) 的保障措施的保障。然而，所得維持制度的加強將可能需要額外的公共支出；政府的預算亦在高壓力下提供相關的福利資源，以解決政府財務部門之問題 (UN.ESCAP, 2000:22)。在與全球經濟整合之際，強化社會福利保障措施下所隱含的財政意含將對政府產生挑戰 (UN.ESCAP, 2000:22)。