

出國報告（出國類別：國際會議）

參加「大中華的移民管理及都市治理：
挑戰與政策回應國際研討會」

服務機關：國立臺北大學社會工作學系

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摘要

隨著全球化及人口移動的議題，臺灣、大陸及香港在經濟及民生方面的關係越趨密切，移民及城市的移動人口成爲重要的討論議題。本次研討會主要著力於「移民」及「城市治理」。隨著全球化及人口移動的議題，臺灣、大陸及香港在經濟及民生方面的關係越趨密切，移民及城市的移動人口成爲重要的討論議題。本次研討會除了討論「國際移民」也論述「異地移民」。整個研討會透過不同的移民論述，發展出移民在不同社會中的關注與論述重點，尤其，在與國際接軌之際，城市治理的論述實無法忽略移動人口的相關福利及政策論述。

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壹、目的

本次參與會議的目的主要在於和會中兩岸三地及歐洲國際學者們針對「移民」及「城市治理」議題進行對話；同時也發表了「**Social Exclusion and Marginal Issues on the Changing Urban City: A Case Study of Keelung**」論文。隨著全球化及人口移動的議題，臺灣、大陸及香港在經濟及民生方面的關係越趨密切，跨國界或跨區域的移民及移動人口已然成為重要的討論議題。本次研討會除了討論「國際移民」也論述「異地移民」。整個研討會透過不同的移民論述，發展出移民議題在不同社會中的關注與論述重點；尤其，在與國際接軌之際，城市治理的論述實無法忽略移動人口的相關福利及政策論述。

貳、過程

本次研討會主要著力於「移民」及「城市治理」。隨著全球化及人口移動的議題，臺灣、大陸及香港在經濟及民生方面的關係越趨密切，移民及城市的移動人口成為重要的討論議題。其中，香港教育學院莫副校長家豪提及，香港在討論「中國大陸內地新移民」未能融入香港主流社會的議題，包括了貧窮、家庭暴力、福利依賴等；尤其這些移民者在香港的生活也產生了融入的困境。報告人張菁芬於本次會議發表「**Social Exclusion and Marginal Issues on the Changing Urban City: A Case Study of Keelung**」論文，主要針對臺灣在城市變遷及轉型的經驗與會中兩岸三地及歐洲國際學者進行對話，對於全球化下的城市發展產生很多的討論與迴響。

國立臺灣大學社會工作學系古允文教授論述有關臺灣民主治理及社會政策發展經驗。古教授提及，臺灣的民主進步是政治發展中一個重要的里程碑。然而，

目前臺灣仍受到多方面的制肘，尤其，全球化及社會發展轉變的壓力，例如人口老化、出生率下降、公共財政及退休金等問題的影響，臺灣刻正面臨著市場失調、家庭發展失衡，政府在回應社會問題時產生了許多政策兩難的困境。

中國社會科學院社會學研究所王春光教授探討有關大陸地方治理與鄉村及郊區民工流動人口的公民權問題。王教授認為大陸行政制度階級較重，其複雜性影響公民權的實踐。加上大陸法規不夠明確，且缺乏監管機制，大陸的地方政府在福利資源分配方面多擁有高度自主權。因此，人民的公民權往往取決於當地政府的執行力，而民工在城市的社會權及地位發展也受制於地方政府。王教授在研討會中提及，「大陸一些城市面臨到外來民工的增加，必然會稀釋當地的社會福利資源，因而導致城市出現福利資源短缺問題。」

整個會議共有 15 位發表者，對於「國際移民」及「異地移民」有許多的討論；尤其，移民如何影響到國家及地方政府的治理及社會政策，的確因移民的類型、家庭及社會回應等，而產生了不同的議題；對接待社會而言，也產生了不同的回應策略。尤其，「新移民」這個詞在各個報告中都被提及，不過意義卻不相同。在臺灣，「新移民」指的是因為結婚而移民到臺灣的中國大陸與東南亞國家的移民者。在香港，這些婚姻移民者則絕大多數都是來自中國大陸，而「新移民」這個詞也用於中國大陸整個家庭移民至香港的民眾。在中國大陸，「新移民」表示著到城市工作的農民工，這些農民工通常是個人先到城市找尋工作，之後再將孩子帶到城市，希望提供孩子更好的就學環境。以上三個移民現象，代表著不同社會的移民挑戰。

參、心得及建議

透過本次會議，對於「移民」論述的在地性，有其不同的社會特質。尤其，對於華人社會下的移動所因應的社會政策，受到經濟、民主化程度及政府對於移民者公民權及社會福利的重視呈現出差異性。尤其，全球化讓人口流動更加方便，國家角色在人口移動議題上充滿了國境管制與移民開放的競合。在移民政策上，這兩個議題卻無法分割討論，社會輿論一方面要開放對於婚姻移民的限制，另一方面卻又不能視國家安全為無物。所以香港的學者強調對於大量中國新移民該如何限制，他們未來的貧窮問題如何處理；中國學者關注農民工到了新的城市要求跨地區的權利（例如學生可以在城市考大學），臺灣則進入另一個階段的討論，在多元文化的社會實踐、新移民之子生活協助中尋找更適合的政策。透過整個研討會討論，擬針對移民及人口移動的議題提出以下幾項建議：

- 一、 應針對「人口」與「移動」在不同社會的意涵進行深入的討論。
- 二、 針對兩岸三地在因應「國際移民」及「異地移民」的社會政策進行比較與論述。
- 三、 結合兩岸三地發展華人研究網絡，定期進行研究與交流。

肆、附錄

一、會議議程

The International Symposium on Managing Migration and Urban Governance in Greater China: Challenges and Policy Responses
cum Launching Ceremony of Inter-University Consortium for Comparative Social Policy in Greater China

co-organized by

*Centre for Greater China Studies, The Hong Kong Institute of Education;
Department of Sociology, Peking University; Centre for China Studies,
National Taiwan University;*

Chinese Academy of Social Sciences, Beijing;

supported by

The Joseph Lau Luen Hung Charitable Trust;

East Asian Social Policy Research Network;

Taiwanese Association of Social Policy;

and Hong Kong Sociological Association.

Date: 16 Apr 2013 (Tue)

Time: 9:30am-6:15pm

Venue: Institute's Reception (Block A, G/F), The HKIEd

Symposium Programme

| Time | Programme Details | Venue |
|---------------|--|--|
| 9:00 – 9:30 | Registration | Institute's Reception (Block A) |
| 9:30 – 10:00 | <u>Opening Ceremony</u> Welcome Remarks by Professor Y.C CHENG, Acting President, The Hong Kong Institute of Education Opening Remarks by Prof. MOK Ka-Ho, Acting Vice President (Research and Development), The Hong Kong Institute of Education <u>Launching Ceremony of Inter-University Consortium for Comparative Social Policy in Greater China</u> Centre for Greater China Studies, The Hong Kong Institute of Education Department of Sociology, Peking University Centre for China Studies, National Taiwan University Institute of Sociology, Chinese Academy of Social Sciences Souvenirs Presentation | |
| 10:00 – 11:45 | <i>Session 1: Urbanization and Migration</i> Moderator: Dr. Shih-Jiun SHI, Graduate Institute of National Development, National Taiwan University Local Governance and Issue of Citizenship Implementation of Rural Floating Population in China –Professor Chunguang WANG, Institute of Sociology, Chinese Academy of Social Sciences | |

| Time | Programme Details | Venue |
|---------------|--|--|
| | <p align="center">Bridging the Gap: Democratic Governance and Its Implication for Social Policy in Taiwan –<i>Professor Yuen-Wen KU, Department of Social Work, National Taiwan University</i></p> <p align="center">Inclusive Migration and Social Policy Responses in a Fragmented World: Is Sustainable Urbanization Possible in China? –<i>Professor Yuegen XIONG, Department of Sociology, Peking University</i></p> <p align="center">Challenges for Hong Kong’s Global City Aspiration: Managing New Migrants from China Mainland and Social Policy Issues–<i>Professor Ka Ho Mok, Centre for Greater China Studies, The Hong Kong Institute of Education</i></p> | |
| 11:45 –13:00 | Lunch Break | |
| 13:00 – 14:45 | <p>Session 2: Managing Migration: Issues and Debates (1) Moderator: Dr. Alice CHOW, Department of Social Sciences, The Hong Kong Institute of Education</p> <p align="center">Cross-‘Border’ Migration under One Country – Two Systems–<i>Dr. Raymond CHAN, Department of Applied Social Sciences, City University of Hong Kong</i></p> <p align="center">Trend in Child Poverty in Hong Kong Immigrant Families–<i>Professor Kee-Lee CHOU, Dr. Kelvin, Chi-Kin Cheung, and Mr. Tony Chuen-Ho Sin, Department of Asian and Policy Studies, The Hong Kong Institute of Education</i></p> <p align="center">Fighting for Labor Rights in the World’s Factory: A Longitudinal Qualitative Study of Grassroots Migrant Rights NGOs in South China–<i>Dr. Alex HE, Department of Asian and Policy Studies, and Mr. HUANG Genghua, Centre for Greater China Studies, The Hong Kong Institute of Education</i></p> <p align="center">Managing Migration in Taiwan: An Analysis from the Police Work Content–<i>Dr. LIN Ying-Chun, Department of Border Police, Central Police University</i></p> | |
| 14:45 – 14:55 | Tea Break | |
| 14:55 – 16:40 | <p>Session 3: Managing Migration: Issues and Debates (2) Moderator: Professor Yuegen XIONG, Department of Sociology, Peking University</p> <p align="center">Reunification by Water and Food: The Other Battle for Lives and Bodies in China’s Hong Kong Policy–<i>Dr. Siu Keung CHEUNG, Centre for Qualitative Social Research, Hong Kong Shue Yan University</i></p> <p align="center">Marginal Course on the Changing Urban City: A Case Study of Keelung –<i>Dr. CHANG Chin-Fen, Department of Social Work, National Taipei University</i></p> <p align="center">Rapid Urbanization and the Aspiration and Challenge of Second Generation Rural-Urban Migrants–<i>Dr. HAN Jialing, Institute of Sociology, Chinese Academy of Social Sciences</i></p> <p align="center">Exploring the Impact of 2009 Health Reform on</p> | <p align="center">Institute’s Reception (Block A)</p> |

| Time | Programme Details | Venue |
|---------------|--|--|
| | Migrants in China -Dr. FANG Lijie, Institute of Sociology, Chinese Academy of Social Sciences | |
| 16:40 – 16:50 | Tea Break | |
| 16:50 – 18:15 | Session 4: Urban Governance and Social Policy Moderator: Professor Yuen-Wen KU, Department of Social Work, National Taiwan University Urbanisation, Migration and Social Administration: to cope with the Challenge from the Migrant Workers in two Chinese Cities– Professor LIN Ka, College of Public Administration, Zhejiang University Challenges in Digital Inclusion and Parenting: A Study of the Correlation between Knowledge and Usage of Internet and Parenting Issues of the New Migrant Parents in Hong Kong– Dr. Yu Cheung WONG, Department of Social Work, The Chinese University of Hong Kong; and Mr. Vincent W.P. LEE, Department of Social Work & Social Administration, The University of Hong Kong Respondent: Managing Migration and Urban Governance: European Perspectives –Dr. Stefan Kuhner, Department of Social Policy and Social Work, University of York | Institute’s Reception (Block A) |

Please refer to attached poster for more details.

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二、發表論文全文

Social Exclusion and Marginal Issues on the Changing Urban City: A Case Study of Keelung

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ABSTRACT

This study concerns Keelung's status as one of the cities which faced marginality in the changing context. The research questions are as follows: (1) To what extent do the distribution of vulnerable groups and the geographic location attribute to the urban city? (2) To what extent have risks of social exclusion aggregations been produced? (3) What socio-economic and governmental contexts cause social exclusion of an urban city? (4) What patterns of regional policy have there been in response to risks of social exclusion?

1. Introduction

Globalization drives the wheels to push many urban and rural areas to change rapidly, not only in the economic development of the region, but also in areas such as transportation and work style, all towards gaining a more competitive edge. However, the change process is also likely to weaken the competitiveness of the original city at a considerable economic level, and also affect the quality of life of its residents who feel 'squeezed', and survival issues ensue.

When Taiwan followed the steps of industrialization and rose to a status of importance in Asia, one of its main urban cities, Keelung, played an integral role in making Taiwan one of "Four Tigers" in the 1970s and 1980s. Keelung, meaning "Rain Harbour", was an early urbanized city and earned its name for its inclement weather and position as an international port. However, this old city has been laid off under global competition, earning the name of 3H for high unemployment, high divorce rates and high suicide rates, and has suffered as Taiwan's "most unhappy city". Although Keelung finally rid itself of its 3H image in 2009, the "Survey of the Well-Being Cities Survey" for the years 2011 and 2012 ranked the city last (see Table 1) (Commonwealth Magazine, 2011 & 2012).

The reason Keelung was chosen for this paper is because it is geographically the northern-most city of Taiwan (Figure 1), and in a case study, Keelung was ranked last in three categories: the worst well-being city, citizens who felt without honour to the city, and citizens who were the most dissatisfied with the city government (TVBS, 2012). In addition, most Keelung citizens wanted to escape from this city. Urban social questions are often related to issues of participation, inclusion and integration of the population in the urban city (Musterd & Murie, 2006:1). The spatial setting has extra and independent effects upon people's opportunities (Burgers & Vranken, 2003). This article tries to focus on the spatial dimensions of urban social exclusion to discuss how far urban cities, such as Keelung, are at risk of social exclusion. One commentator called Keelung a production of "Disaster of Globalization" and citizens

will move away if given the chance.

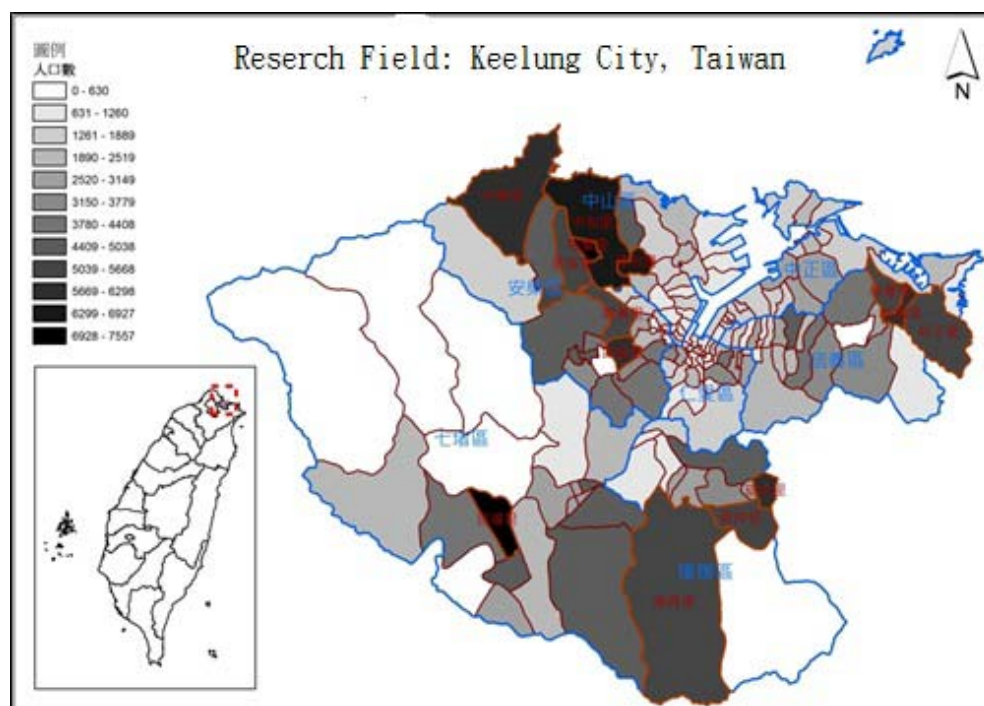


Figure 1 Population of Keelung, 2012

Table 1 Ranking of 「Well-Being Cities Survey」 :2012

| Groups | Cities/counties | Ranking by Groups | | Total Scores |
|----------------------|---------------------|-------------------|--------|--------------|
| | | 2012 | 2011 | |
| Five Main Cities | Taipei City/臺北市 | 1 | 1 | 333.52 |
| | Tainan City/臺南市 | 2 | 3 | 269.08 |
| | Kaohsiung City/高雄市 | 3 | 2 | 249.44 |
| | New Taipei City/新北市 | 4 | 5 | 243.57 |
| | Taichung City/臺中市 | 5 | 4 | 234.48 |
| | Average | | | 266.02 |
| Non-Five Main Cities | Hsinchu City/新竹市 | 1 | 3 | 307.00 |
| | Penghu County /澎湖縣 | 2 | 1 | 306.72 |
| | Yilan County/宜蘭縣 | 3 | 4 | 300.43 |
| | Hsinchu County/新竹縣 | 4 | 9 | 299.33 |
| | Taoyuan County/桃園縣 | 5 | 5 | 286.03 |
| | Miaoli County/苗栗縣 | 6 | 8 | 283.56 |
| | Hualien County/花蓮縣 | 7 | 6 | 283.43 |
| | Chiayi City/嘉義市 | 8 | 2 | 278.10 |
| | Changhua County/彰化縣 | 9 | 10 | 268.63 |
| | Taitung County/臺東縣 | 10 | 13 | 266.49 |
| | Pingtung County/屏東縣 | 11 | 11 | 265.14 |
| | Chiayi County/嘉義縣 | 12 | 7 | 257.68 |
| | Yunlin County/雲林縣 | 13 | 12 | 247.56 |
| | Nantou County/南投縣 | 14 | 14 | 233.65 |
| | Keelung City/基隆市 | 15 | 15 | 205.33 |
| Average | | | 272.60 | |

Note: A result of the statistical information, arrhythmia, Kinmen County, Lienchiang County did not include in this Survey.

Source: Commonwealth Magazine (2012) "2012 Well-Being Cities Survey"

2. Theoretical Framework

Regional-based debates on the inequality of distribution have a long history. At the beginning of the twenty-first century, their importance was enhanced. Cities are widely regarded as more unequal than in the past, and globalization is responsible for causing the most serious spatial inequalities. This is partly due to a number of important economic changes, such as the advanced economies of the Pacific Rim, the restructuring and decline of the manufacturing industry, the growth of service sector employment, flexibility in the new production and consumption processes, and increased competition worldwide. We have moved beyond the full employment and state-based organic rights, and moved to post-Fordism and post-industrialism. The neo-liberal thinking has been dominant in forming the debates of economic development and social policy.

Changes are not only played out in the economy; changes in the nature of marriage and the family, and the demographic structure of cities, are significantly different from 30 or more years ago. At the same time, Taiwan's cities have been changed by a succession of waves of marital migration that reflect a demand for traditional culture of the family line. There is also great volatility in employment and security of employment. Foreign workers in Taiwan reflect the need for and shortage of low-skilled labour forces and care. Academics as well as policymakers have been concerned by this significant series of social and economic changes. Many debates and actions have been raised to combat these on-going trends.

Carrying out the aggregation of vulnerable groups, as well as immigrants, in specific areas are important issues (Dorling & Woodward, 1996:73). Madanipour (1998) and Van Kempen (1997) dealt with space or locality issues as strong influences on whether members can be utilized, their relational resources, and the impact on life changes. Some researchers point out that marriage immigration demonstrates the aggregation of the spatial dimension. As Chang and Huang (2009) discussed, immigrants living in a particular region not only affect the individuals and households in the region. Because of inaccessible services, and the lack of resources, living space, or opportunities for social participation, areas within a geographic location may become alienated as a general.

Wagner (2008) pointed out that events in France in 2005 led to the majority of urban French citizens, especially those lacking the education of their children, tend to be shelved in the mainstream of the economic system, and placed on the edge of the city's shabby premises. In particular, basic needs, such as shopping, services, and transportation, are deprived, which complies with the new underclass (the excluded) as defined by European sociologists.

(1) Concepts: Relative Deprivation and Risk of Exclusion

Social exclusion implies being cut-off from relevant sections of society; these may include being unemployed, being in a position where social networks are weak and the risk of becoming socially isolated; or it may be related to situations in which individuals have lost their connection with important institutions in society (Musterd & Murie, 2006:7).

According to Peter Townsend (1979), the relative deprivation theory states that poverty must be deemed to be excluded from "normal social activities" measured by the deprivation index. In this concept, social exclusion may point to the inability to participate, or perhaps the denial of citizenship (Dean & Melrose, 1996). Therefore, this concept of relative deprivation sees poverty as a multidimensional disadvantage.

For example, poverty may combine poor health, low skills, family disintegration, economic inactivity and other adverse conditions. Mangen (2004: 62) also mentioned some of the true location costs of living in deprived neighbourhoods. A composite deprivation index includes such factors as unemployment, income and low educational attainment.

Taiwan scholars (Wang, 2001; Chang, 2004 and 2005; Lee, 2007; Chang, 2010) have attempted to answer Taiwan's social exclusion phenomenon using the concept's construction and data analysis of Western scholars. However, these documents also question whether the Western social exclusion model can be applied to analyse the phenomenon in the social context of Taiwan.

Based on the context of Taiwan, Chang (2010:39) found that the definition of multi-accomplishing goals in the localized social exclusion issues overlooked survival and social justice issues. When social exclusion involves survival issues, exclusion arises from unjust social interactions, with some disadvantaged people being discriminated against, marginalized, without justification (Chang, 2010:40). Just as the assumption that a civil society should have equal rights and obligations of each member, if subjected to unequal treatment, that is not justice. This is an important value of our civil society, and a concept under exposition of social exclusion.

The social exclusion concept is not simply a single indicator, but is based on groups of architecture. Social exclusion should be considered as to "exclude itself is multiple, staggered, is dynamic and always changing". Social exclusion should be discussed not only at the individual level of issues (Chang, 2010:40); not just some people will be unequally treated or excluded from the experience. Exclusion analysis should discriminate the differences of individuals and groups who have been excluded and present regional differences. "Survival elements" are the starting point in Taiwan to describe exclusion. Hence, Taiwan living in a world pulsating with the experience of social exclusion is defined as:

Injustice response is a phenomenon of exclusion. It involves survival structure and labour structure change. Citizens faced the threat of life. Resources are not sufficient to response needs. This situation creates unfairness in the allocation of resources and the inability to participate social activities (Chang, 2010:41).

Also, Chang (2010) did a case study in Taiwan and found that economics, income and employment are significant issues of the social exclusion phenomenon. At the same time, welfare, education and health service resources faced area differences. When Chang (2010) debated the definition of social exclusion in Taiwan, the "right to life" was stressed as a priority issue. Chang (2010) remarked that spatial contexts may play an important role on the risk of exclusion (ibid.). Vulnerable people suffered more serious "survival crises" when the spatial contexts, such as social resources, networks and opportunities, were taken into account. When these opportunity structures are available to people, they are related to the spheres of combating the risk of exclusion.

(2) Aggregation of Spatial Exclusion

In reviewing the literature, the view of the phenomenon of social exclusion includes these observations: it is an emerging social issue, it has an impact on economic and social reconstruction, it is a process that is multi-faceted and diverse, it has grown, and it is space-oriented (Littlewood & Herkommer, 1999:11-19; Wang,

2001).

As the literature reminded us, social exclusion is multi-faceted and will change its course. Kronauer (1997), Burchardt et al., (1999:231), Littlewood and Herkommer (1999:16), Percy-Smith (2000), Wang (2001 & 2004), Chang (2005), and Lee (2007) are for social exclusion of the type proposed as multi-dimensional. The dimensions of social exclusion may include: 1. poverty and economic exclusion; 2. unemployed, or no worker or underemployed persons; 3. exclusion from the labour market; 4. lack of social participation; 5. lack of political participation; 6. lack of cultural participation; 7. lack of institutional participation; and 8. space exclusion. Chang's study (2002) found that to exclude Taiwan society is a diverse and dynamic phenomenon currently showing under the topic of globalization, with significant focus on the areas of the labour market and social alienation. In addition to social exclusion being multi-faceted, cumulative and dynamic, Lee (2007) stressed the "failed policies" of the government as an important factor.

In particular, the phenomenon of social exclusion is as a result of accumulation by the exposition of the theory of capitalism and the labour market. Lash and Urry (1987) stressed the process of post-industrial socialism; while the global process filters through domestic mechanisms, frameworks lead to some socially excluded groups. By the appearance of the elastic labour work process, exclusion is a symbol. Lash and Urry (1994: 145-146) mentioned the rapid expansion of the service class, and the structural downward flow of the working class as resulting in social exclusion of certain populations. As stated in Wilson (1987:61) these groups are excluded and alienated by mainstream groups and mechanisms, and are focussed on the disadvantaged community (social concentration), with a sustained increase of African-Americans living in extreme poverty. Social exclusion groups increase at the same time with the implications of space (Smith, 2005:28). The Joseph Rowntree Foundation (JRF, 1995) pointed out that poverty increases the gap between the rich and the poor widened. As Hamnett (2003: 156) pointed out, there is a strong association between the London housing market and the labour market in status and income.

Smith (2005:194) studied disadvantaged areas of London and found that de-industrialization and the re-configuration of the industrial space impacted western cities; particularly, structural unemployment gradually expanded into poverty, and homeless, and the deprivation phenomenon has been prevalent in metropolitan areas. The findings of Smith (2005) prove Wilson's (1987) conclusion of vulnerable groups concentrating in a specific space. In contrast to Wilson's study (1987), Smith (2005) found that in the 1980s and 1990s in London's vulnerable regions, the local level labour market space differentiation declined in some places, but also rose in others, mainly due to the composition of the local labour force (Smith, 2005:195). In fact, the work has become a mechanism for creating social exclusion (ibid.). Smith's (2005:212) study also found that the lack of education and the labour market disadvantage also sustained continuation from the first generation to the second generation.

Especially, Littlewood and Herkommer (1999:16), and Chang (2004) discussed that the cumulative effect in the area of spatial concentration presented the most obvious impact of social exclusion. Madanipour (1998:76) defined the spatial concept of social exclusion as "institutionalized mode control to enter the area, activities, resources and message". The regional component provides the opportunity to use the resources. Therefore, in some special areas social exclusion is caused by the lack of opportunity in the face of spatial exclusion. Van Kempen (1997) analysed the

particular impact of community members utilising public welfare services as deeply affecting the living area. Especially in disadvantaged neighbourhoods facing multi-dimensional social exclusion, the product cannot be social participation or participation in only a part of the social process (Chang, 2010). Most people turn a blind eye to this type of exclusion, rarely or never entering the area, resulting in the hidden underclass.

In particular, O'Brien and Penna (2008:88) pointed out in a study for the European welfare state that services can be nearly based on sexual orientation, or labour market opportunities on social and cultural status and being present in the social structure. However, some European researchers pointed out that the inequality of space caused exclusion (Madanipour et al, 1998; Marcuse & Van Kempen, 2000), and not alienation in the neighbourhood or lack of public resources. In particular, Musterd et al. (2006) in *Poor Neighbourhood*, a book about 22 neighbourhoods in 11 cities among the EU Member States, mention in the conclusion that neighbourhoods are, indeed, concerned about influential social exclusion, but not all neighbourhood effects will always affect the life chances of residents. Using Quartieri Spagnoli in Naples as an example, Musterd and Murie (2006) noted that this area has a lot of activities and many other things to link it with the outside world, and a good social network, but remains a poor neighbourhood. Space does have an effect, but not all clustered space is defined as socially excluded (Musterd & Murie, 2006:2). As their paper mentions, European neighbourhood effects are not only decided by a single welfare state, the market, or ethnic, environmental (or the built environment) or cultural traditions; the 22 neighbourhoods reflect that some of the above factors interact with each other for greater impact. Therefore, in defining the appearance of disadvantaged neighbourhoods that were excluded, and not just separated by a single location, poor or vulnerable households surfaced as a single definitive mode (Chang, 2011); although households may be in a disadvantaged neighbourhood, they may not belong to the group of no public intervention or alienated to public resources.

(3) Analysis Framework and Data Collection

Concerning the risks of exclusion in the urban city of Keelung, this paper tried to examine the extent of its social exclusion and marginal issues by drawing comparisons with the concept of relative deprivation. The motivation for this study is that, while other cities significantly progressed socially, Keelung faced regressive change. Hence, socio-economic transitions under globalization must be taken into account. Dimensions of the labour market, transition of the population, vulnerable groups on social services, health issues and dropping out from education have been evaluated as possible phenomena of exclusion (see Figure 2).

As we argue the concept of exclusion in reference to Taiwan society, what we are also concerned with is to what extent the Keelung City Council and the central government have responded to the phenomena of exclusion; and to what extent the public responded to the risk of exclusion and the governments' policies. Finally, all citizens living in Keelung care about what the future holds. Hence, a new agenda of whether or not to combine Keelung with neighbouring cities, Taipei City or New Taipei City, are also discussed (see Figure 2).

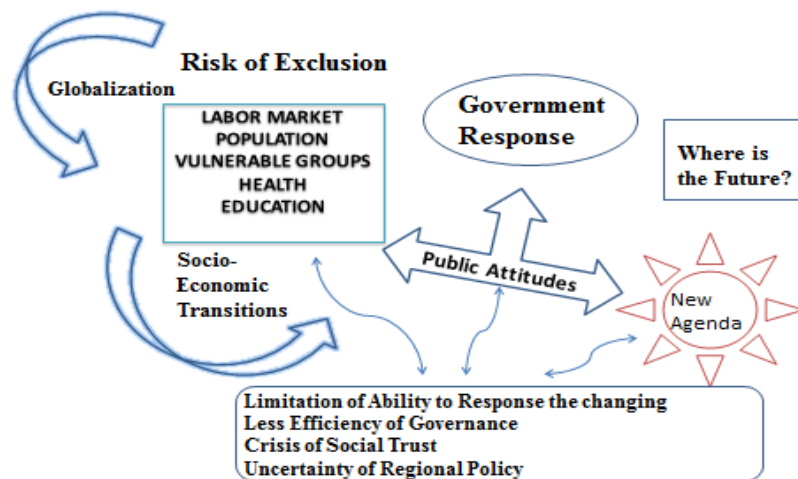


Figure 2 Analysis Framework of Exclusion in Urban City

The author is a Keelung citizen, born and living in the area for over 40 years, during which time the city's transition was observed. Participating in daily life as any normal citizen, the author, as an academic committee member, also recommends and criticizes city council programs and efficiency. Both objective and subjective points of view were considered for this study¹ Official documents were collected, but also nine people were interviewed. The nine people are all Keelung citizens, who have lived in Keelung for over 20 years: three local residents, three civil servants (two are on the City Council and one is a former employer), and three scholars.

3. Analysing Risks of Exclusion

(1) Socio-Economic Transition

This section tries to review from the residents' point of view changes in living space, and then describes the current labour market situation. Finally, income and consumption will be taken into account to determine whether citizens faced living issues compared with neighbouring cities.

A. The Transition of Living Space Compared to 30 Years Ago

Two factors seem critical. One is the early recognition by the government of the irreversibility of economic transformation, which hit urban cities the hardest. The other factor concerning political minds lay in the growing urban protest movement. These two issues also prompted Keelung citizens to confront their feelings of discouragement about the place where they are living.

a. In the eyes of residents' living space

In 1960s, a large number of U.S. aids were imported from Keelung Harbour. The importance of Keelung Harbour was very high at the time (C1).

It's hard to imagine, your grandpa earned a lot of money. (C2)

¹ The limitation of this article is that the issue of housing was not taken into account.

Concerning the amount of container on boards nowadays were less than half of 30 years ago.... a lot of imported goods were sold in here. (C3)

These residents have lived in Keelung for up to three decades; the residents from their description can be sketched out of Keelung's early years of spectacular prosperity, the importance of rail transport and humid climate characteristics. Keelung children of 30 years ago many have read that the maritime or aquatic-related fields were the best options for the future. Most of the young adults at the time worked at the pier or on-board, at the railway, in transportation and other industries. Keelung Harbour was the main window of communication in international trade, but also the stronghold of Taiwan and the international standard.

b. To shift the focus — Keelung Harbour decline

Keelung Harbour was ranked the world's seventh largest international port, many Keelung residents relied on the port for earning salary. However, Kaohsiung Harbour with the Taichung Port in 1970s shared the importance of the Keelung Harbour. Coupled with international trade, this restricted the Keelung hinterland. Although relatively small initially, the industry was changing, and with the relatively high tariffs, imports and exports at Keelung Harbour were severely affected. Customs, docks, the cargo industry were greatly affected, and the importance Keelung Harbour naturally dissolved.

December 6, 2003, containing the last car of wheat, with the warehouse industry exited to Keelung, the Harbour Line glorious mission also came to an end (Huang, 2010).

B. Labour Market

As Mungen (2004: 169-170) mentioned, from the twenty-first century the logic of intervening in the labour market has been progressively informed by lessons of "new economic geography". Trends in small-area activity and unemployment rates may reflect changing social compositions of neighbourhoods, as much as the direct consequences of policy. Here, the attributes of employment regimes, labour force participation rates and unemployment rates will be discussed.

a. The attributes of employment regimes

Keelung was in charge of the international harbour and surrounding fishing ports to provide import/export products abroad and to produce and supply marine products to fish markets in Northern Taipei for over 60 years. Industry and fishery workers were the main attributes of employment in Keelung. Over decades of transition, employment still remained in the industry sector, while 1.02% employed as fishery workers in 1998 decreased to 0.31% (see Table 2).

b. Labour Force Participation Rate and Unemployment Rate

In Taiwan, the unemployment rate was 4.24% in February 2013; at the same time, the labour force participation rate was 58.32%. As Table 3 shows, Keelung's labour market participation rate was not only lower than Taiwan's average, but also lower than the neighbouring cities of Taipei City and New Taipei City. Concerning the unemployment rate, Keelung has a higher unemployment rate than Taiwan's average and the neighbouring cities of Taipei City and New Taipei City.

Table 2 Transition of Employment in Keelung, 1998-2011

| Year | Employment (thousand Persons) | Industry (%) | Service (%) | Farmer and Fisher etc. |
|------|----------------------------------|-----------------|----------------|---------------------------|
| 1998 | 159 | 31.06 | 67.92 | 1.02 |
| 1999 | 159 | 30.53 | 68.4 | 1.07 |
| 2000 | 163 | 28.33 | 70.31 | 1.36 |
| 2001 | 162 | 27.92 | 71.16 | 0.92 |
| 2002 | 159 | 26.66 | 72.42 | 0.93 |
| 2003 | 164 | 26.35 | 72.99 | 0.66 |
| 2004 | 170 | 28.84 | 70.64 | 0.53 |
| 2005 | 169 | 28.08 | 71.34 | 0.58 |
| 2006 | 170 | 28.62 | 70.91 | 0.47 |
| 2007 | 172 | 29.57 | 69.8 | 0.63 |
| 2008 | 170 | 30.01 | 69.25 | 0.74 |
| 2009 | 167 | 28.57 | 71.09 | 0.34 |
| 2010 | 171 | 29 | 70.61 | 0.39 |
| 2011 | 171 | 30.25 | 69.44 | 0.31 |

Note: Definition of Indicator: Employment (thousand Persons), working with paid work or with unpaid work over 15 hours

Source: DGB (2012) <http://ebas1.ebas.gov.tw/pxweb/Dialog/statfile9.asp>

Table 3 Comparing Labor Statistics, with neighbor cities, 2001-2011

| Item | Area | 2001 | 2005 | 2009 | 2010 | 2011 |
|--|-----------------|-------------|-------------|-------------|-------------|-------------|
| Labor Force (thousand Persons) | Taiwan | 9,832 | 10,371 | 10,917 | 11,070 | 11,200 |
| | Keelung | 171 | 177 | 177 | 181 | 179 |
| | Taipei city | 1,155 | 1,181 | 1,240 | 1,238 | 1,263 |
| | New Taipei City | 1,621 | 1,736 | 1,883 | 1,895 | 1,938 |
| Labor Market Participation Rate (%) | Taiwan | 57.2 | 57.8 | 57.9 | 58.1 | 58.2 |
| | Keelung | 56.2 | 56.1 | 54.6 | 55.6 | 55.2 |
| | Taipei city | 55.5 | 55.5 | 56.5 | 56.3 | 56.5 |
| | New Taipei City | 58.4 | 58.4 | 59.0 | 58.3 | 58.8 |
| Unemployment Rate (%) | Taiwan | 4.6 | 4.1 | 5.9 | 5.2 | 4.4 |
| | Keelung | 5.1 | 4.3 | 5.7 | 5.2 | 4.5 |
| | Taipei city | 3.9 | 3.9 | 5.8 | 5.2 | 4.4 |
| | New Taipei City | 4.9 | 4.1 | 5.9 | 5.2 | 4.4 |

Note: Definition of Labor Force (thousand): Over 15 Years old working people, includes employment and unemployment.

Source: DGB (2012) <http://ebas1.ebas.gov.tw/pxweb/Dialog/statfile9.asp>

C. Income & Consumption

Knowing the income structure and consumption would help researchers understand Keelung citizens' lives. The average household's disposable income in Keelung was always lower than Taiwan's average and the neighbouring cities of Taipei City and New Taipei City from 2002 to 2011 (see Table 4). Comparing the average annual per capita disposable income, Keelung seems not to be the worst one. Nevertheless, in a comparison of savings rates between 21 cities and counties in 2010, Keelung was last (CEPD, 2011:137). Moreover, for the average consumption expenditure per household, Keelung citizens spent 9.7% on

transportation and communications, compared to Taipei City's spend of 8.3% and New Taipei City's of 6.5% (CEPD, 2011:134).

Table 4 Comparing Disposable Income from 2002 to 2011

| Year | The average household disposable income | | | | Average annual per capita disposable income | | | |
|------|---|---------|-------------|-----------------|---|---------|-------------|-----------------|
| | Taiwan | Keelung | Taipei City | New Taipei City | Taiwan | Keelung | Taipei City | New Taipei City |
| 2002 | 875,919 | 722,155 | 1,232,387 | 899,975 | 239,978 | 204,576 | 357,214 | 244,558 |
| 2003 | 881,662 | 726,013 | 1,232,396 | 905,166 | 249,763 | 211,050 | 365,696 | 256,421 |
| 2004 | 891,249 | 868,343 | 1,225,096 | 918,055 | 254,643 | 253,161 | 380,465 | 258,607 |
| 2005 | 894,574 | 875,160 | 1,236,014 | 934,211 | 261,571 | 247,921 | 392,385 | 266,157 |
| 2006 | 913,092 | 782,453 | 1,262,406 | 930,130 | 267,769 | 242,998 | 377,966 | 283,576 |
| 2007 | 923,874 | 851,508 | 1,287,803 | 912,968 | 273,336 | 263,625 | 389,064 | 262,347 |
| 2008 | 913,687 | 816,692 | 1,271,060 | 972,062 | 272,742 | 261,760 | 386,340 | 285,062 |
| 2009 | 887,605 | 863,161 | 1,246,310 | 922,690 | 265,750 | 265,588 | 387,053 | 265,141 |
| 2010 | 889,353 | 860,445 | 1,298,640 | 893,859 | 273,647 | 273,157 | 402,056 | 273,351 |
| 2011 | 907,988 | 845,677 | 1,251,519 | 927,075 | 275,984 | 265,936 | 381,561 | 279,239 |

Source: DGB (2012) <http://ebas1.ebas.gov.tw/pxweb/Dialog/statfile9.asp>

From the perspective of the residents, Keelung Harbour's ups and downs of changes combined many of the early years of construction of industry, railways and housing. Because of disrepair and weather damage, it is difficult to imagine that Keelung was a flourishing commercial hub of activity and a thriving international harbour city. The imminent demise of Keelung Harbour was affected by the rise of alternative ports in other cities, and the continuing downward spiral in the global economy, port operations and business ecosystem. Many local residents moved to other cities. For those who did not, today Keelung Railway Station and bus terminal are packed with commuters going to other cities or counties to work or find jobs.

(2) The Decreasing of Population: Running to Other Cities

The administrative division of Keelung City is divided into seven districts. The uneven distribution of Keelung's population is fairly obvious. Population density and distribution often determine the development of a region that contains the industry or local characteristics. Keelung's population growth was the phenomenon of polarization that varied with the degree of urban development. In-depth analysis of the composition of the population and aging situations shows that Keelung's gradually declined (see Appendix Table B). The volume of each household in Keelung is 2.5 persons, also less than Taiwan's average value. The proportion of the aging population is likely to climb in Keelung, as Table 5 presents the aging index of Keelung City has gradually risen from 44.87% in 2001 to 91.54% in 2012.

(3) Marginalization and Relative Deprivation

A. Social Services Concerning Vulnerable Groups

This section tried to analyse the vulnerable groups to understand to what extent they have been deprived, compared to Taiwan and neighbouring cities. Appendix-Table A presents the Keelung disadvantaged profile of the population, and

shows that the number of Keelung disabled, including aboriginal and new residents, is higher than the national average. The ratio of the number of Keelung people with disabilities since 2007 was higher than the ratio of the national number of people with disabilities. In 2012, Keelung disabilities number ratio was 5.25% and higher than the national average rate of 4.75%. Also, 0.1% of Keelung households suffered severe conditions.

Table 5 Population by Age in Keelung, 2001 至 2012

| Year | Population (Persons) | Composition of Age | | | | | | Ageing Index* (%) |
|------|----------------------|--------------------|-------|---------|-------|---------|-------|-------------------|
| | | 0-14 | | 15-64 | | 65+ | | |
| | | Persons | % | Persons | % | Persons | % | |
| 2001 | 390,966 | 78,924 | 20.19 | 276,626 | 70.75 | 35,416 | 9.06 | 44.87 |
| 2002 | 391,450 | 77,548 | 19.81 | 277,560 | 70.91 | 36,342 | 9.28 | 46.86 |
| 2003 | 392,242 | 75,068 | 19.14 | 280,015 | 71.39 | 37,159 | 9.47 | 49.50 |
| 2004 | 392,337 | 72,962 | 18.60 | 281,270 | 71.69 | 38,105 | 9.71 | 52.23 |
| 2005 | 391,727 | 69,931 | 17.85 | 282,487 | 72.11 | 39,309 | 10.03 | 56.21 |
| 2006 | 390,633 | 67,198 | 17.20 | 283,153 | 72.49 | 40,282 | 10.31 | 59.95 |
| 2007 | 390,397 | 64,533 | 16.53 | 284,717 | 72.93 | 41,147 | 10.54 | 63.76 |
| 2008 | 388,979 | 61,293 | 15.76 | 285,787 | 73.47 | 41,899 | 10.77 | 63.36 |
| 2009 | 388,321 | 58,303 | 15.01 | 287,475 | 74.03 | 42,543 | 10.96 | 72.97 |
| 2010 | 384,134 | 54,388 | 14.16 | 287,400 | 74.82 | 42,346 | 11.02 | 77.86 |
| 2011 | 379,927 | 50,473 | 13.28 | 286,943 | 75.53 | 42,511 | 11.19 | 88.23 |
| 2012 | 377,153 | 47,586 | 12.62 | 286,009 | 75.83 | 43,558 | 11.55 | 91.54 |

Note: The aging index calculated as follows: (elderly population ÷ childhood population) × 100

Source : Ministry of Interior (2013) <http://www.moi.gov.tw/stat/>.

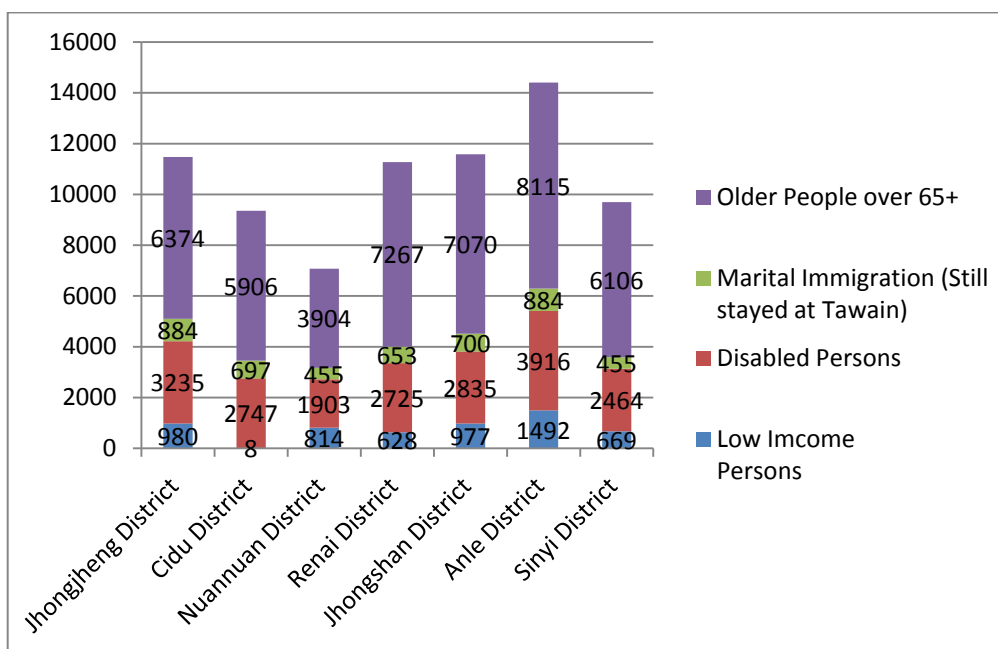


Figure 3 Aggregation of vulnerable Persons in Keelung (by District, 2012)

Source : Ministry of Interior (2013) <http://www.moi.gov.tw/stat/>.

Concentrating on Keelung city and comparing districts with vulnerable groups, Anle District accounted for the highest population ratio of physical and mental disorders (see Figure 3 and Appendix 2). Second, concerning the marital immigration

of the population, Jhongjheng District and Anle District occupied the highest proportion (see Figure 3 and Appendix-Table B). Anle District also has the most people aged 65 and over, as well as the highest number of low-income citizens. However, viewing the current status of Keelung for the special needs of residents, as well as cross-cultural population groups, there still are no specific services according to the needs of these groups and regional distribution characteristics.

B. Crime: Higher the Average

As the literature reminded us, the disadvantaged areas may suffer more from crime under transition. This section tried to examine domestic violence, crime by different ages, and focused on sexual abuse against children and adolescents. Concerning the Domestic Violence Prevention Act, amended in 2007 and 2009, reported cases of domestic violence in Keelung increased from 1,408 to 2,298 from 2009 to 2011(see Appendix-Table A).

Table 6 Trends of Crime situations in Taiwan and Keelung, 2002-2012

| | | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---------|---------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Crime Rate(1) | Taiwan | 826.82 | 703.19 | 781.11 | 913.25 | 1005.6 4 | 1162.5 4 | 1181.6 3 | 1136.7 0 | 1166.4 2 | 1125.2 6 |
| | Keelung | 869.1 | 798.02 | 1229.1 9 | 1313.1 6 | 1112.2 8 | 1254.5 0 | 1172.9 9 | 1062.4 0 | 1295.8 7 | 1403.8 1 |
| Under age 12 Crime rate (2) | Taiwan | 12.2 | 11.62 | 10.74 | 11.45 | 14.23 | 15.9 | 15.8 | 15.76 | 17.1 | 20.12 |
| | Keelung | 35.94 | 42.34 | 33.46 | 60.84 | 62.04 | 32.68 | 30.34 | 32.31 | 49.19 | 37.0 |
| age 12-under 18 Crime rate (2) | Taiwan | 804.45 | 640.04 | 546.09 | 492.77 | 533.01 | 560.15 | 581.6 | 556.35 | 579.31 | 704.07 |
| | Keelung | 1531.48 | 975.89 | 994.04 | 751.86 | 758.22 | 720.0 | 473.54 | 732.07 | 817.3 | 903.75 |
| age 18-under 24 Crime rate | Taiwan | 1190.96 | 1016.2 6 | 1010.7 5 | 1101.7 9 | 1201.2 5 | 1386.4 5 | 1365.4 3 | 1319.2 7 | 1320.7 8 | 1379.2 8 |
| | Keelung | 1419.95 | 1182.4 6 | 1418.7 6 | 1491.0 1 | 1190.0 1 | 1229.7 0 | 1081.9 5 | 1068.7 4 | 1343.6 6 | 1739.0 8 |
| Adult Crime rate | Taiwan | 976.01 | 829.54 | 954.88 | 1138.0 3 | 1244.5 1 | 1433.4 3 | 1448.6 2 | 1381.0 3 | 1408.1 2 | 1319.3 8 |
| | Keelung | 900.4 | 891.03 | 1488.1 9 | 1613.0 9 | 1345.5 8 | 1540.1 9 | 1457.8 8 | 1260.0 8 | 1525.6 4 | 1604.2 7 |

Note: Definition:

1. Crime: The number of suspects per 100,000 population.

Formula: Population (the number of suspects / year) * 100,000

2. Children of Offenders: The number of suspects per 100,000 children.

3. Juvenile Delinquency population rate: The number of suspects per 100,000 juvenile population.

Source : Ministry of Interior (2013) <http://www.moi.gov.tw/stat/>.

Table 7 Child and Youth Sexually Exploited, 2010

| Year | (per ten thousand persons) | | | |
|------|-----------------------------------|----------------|--------------------|------------------------|
| | Taiwan | Keelung | Taipei City | New Taipei City |
| 2006 | 1.19 | 1.05 | 2.42 | 1.65 |
| 2007 | 1.15 | 0.24 | 2.6 | 1.5 |
| 2008 | 0.89 | 0.63 | 1.72 | 0.82 |
| 2009 | 0.87 | 0.39 | 1.23 | 1.19 |
| 2010 | 1.23 | 0.41 | 1.98 | 1.26 |
| 2011 | 0.97 | 2.03 | 1.12 | 1.14 |

Note: Indicator: Average per ten thousand under age 18 in cases of children and Youth Sexual Transaction seized persons.

Definition: Per ten thousand under age 18 suffered the number of endogenous trading cases were seized in a certain period.

Formula: (children and Youth Sexual Transaction cases / population under age 18) * 10,000

Source : Ministry of Interior (2013)

Comparing Keelung with the national body, both the general crime rate and the rates within different age groups are all higher than the national average value. As Table 6 shows, the crime rate rose considerably between 2002 and 2012. Concerning child and youth sexual trading cases, per 10,000 persons in Keelung, 2.03 under the age of 18 were sexually exploited, higher than the average of 0.97 of all Taiwan regions. Keelung is also higher than that of neighbouring cities (see Table 7). Per 10,000 people under age of 18, the number of child and juvenile abuse cases in Keelung was 52.75, higher than the Taiwan average of 39.03 (see Table 8). Keelung was also highest when compared with the neighbouring cities of Taipei City and New Taipei City.

Table 8 Child and Youth Abuse Exploited,2010
(per ten thousand persons)

| Year | Taiwan | Keelung | Taipei City | New Taipei City |
|------|--------|---------|-------------|-----------------|
| 2006 | 19.55 | 16.96 | 6.14 | 25.42 |
| 2007 | 26.88 | 14.99 | 19.32 | 26.88 |
| 2008 | 27.78 | 28.22 | 20.45 | 20.88 |
| 2009 | 27.9 | 31.68 | 17.82 | 21.36 |
| 2010 | 39.29 | 36.66 | 36.53 | 27.57 |
| 2011 | 39.03 | 52.75 | 32.12 | 28.11 |

Note: Indicators: average per ten thousand under18 age on youth sexual transaction cases.

Definition: average per ten thousand under18 age, of children or juveniles, the number of people in a certain period of endogenous sex trade cases seized.

Formula: (of children and youth sexual transaction cases / unde r age 18) * 10,000

Source : Ministry of Interior (2013)

C. Health Risks

This section tried to analyse health conditions from the objective and subjective sides. The objective side concerns health and medical services in terms of the infant mortality rate, statutory infectious diseases and public health expenditure. The subjective indicator is the suicide rate. Unfortunately, for both objective and subjective indicators, Keelung suffered the worst. Concerning the infant mortality rate, it has been decreasing in Taiwan since 2002, but Keelung's still remained higher than the national average. Statutory infectious diseases are also higher than the national average (see Table 9).

Table 9 Compared Public Health in Taiwan and Keelung, 2002-2011

| Year | Infant mortality Rate | | Statutory infectious Diseases (per 100,000) | | Public Health By Area Public Expenditure (%) | |
|------|-----------------------|---------|--|---------|--|---------|
| | Taiwan | Keelung | Taiwan | Keelung | Taiwan | Keelung |
| 2002 | 5.4 | 5.8 | 138.33 | 157.72 | 2.14 | 1.87 |
| 2003 | 4.9 | 3.3 | 102.01 | 136.79 | 2.15 | 1.98 |
| 2004 | 5.3 | 5 | 128.45 | 164.42 | 1.95 | 1.51 |
| 2005 | 5 | 5.3 | 124.52 | 139.02 | 1.92 | 1.59 |
| 2006 | 4.6 | 5.9 | 133.05 | 180.48 | 1.96 | 1.67 |
| 2007 | 4.7 | 4.4 | 126.52 | 156.46 | 1.92 | 1.73 |
| 2008 | 4.6 | 6.2 | 126.72 | 149.09 | 1.81 | 1.75 |
| 2009 | 4.1 | 3.5 | 129.42 | 125.82 | 1.74 | 1.34 |
| 2010 | 4.2 | 6.1 | 131.81 | 137.22 | 1.76 | 1.53 |
| 2011 | 4.2 | 7.6 | 129.42 | 144.49 | 1.71 | 1.77 |

Source: DGB (2013) <http://ebas1.ebas.gov.tw/pxweb/Dialog/statfile9.asp>

Concerning the suicide rate, Keelung city was ranked for having the highest, compared with other cities/counties in Taiwan (see Table 10). Viewing the above situation, we propose that Keelung city council spend more on basic health prevention for all citizens. However, Table 9 seems to state that public health expenditure is only 1.77% of the city council's total expenditure.

Table 10 Ranking of Suicide Rate by Top 5 and Neighbor Cities, 2010

| | Ranking | Suicide Rate |
|-------------------------|---------|--------------|
| Total | | 16.8 |
| Chiayi County | 1 | 24.6 |
| Keelung City | 2 | 23.8 |
| Taitung County | 3 | 23.7 |
| Hualien County | 4 | 23.2 |
| Pingtung County | 5 | 22.0 |
| Neighbour Cities | | |
| Taipei City | 20 | 12.6 |
| New Taipei City | 11 | 17.2 |

Source: Department of Health, Executive Yuan (2013)
<http://www.doh.gov.tw>

D. Education

This section showed that Keelung has more population at the level of illiterate and self-educated than Taipei City and New Taipei City (see Table 11). Also, 36.8% of the total population in Taiwan have attained college level and above, while Keelung only had 33.8% of its population at the same level.

Since some families live in financially-strained circumstances, combined with high with high unemployment, child-rearing issues become a major burden (Shieh, 2008). The dropout rate from compulsory education in Keelung was also higher than the Taiwan average. The worse situation was at the junior high school level, whereby Keelung suffered an 0.82% dropout rate compared to Taiwan's rate of 0.53%. If we examine the public expenditure on education (see Appendix-Table C), the rate is relatively lower than the national average.

Table 11 Level of Education by Taiwan and Keelung, 2010

| Item | Illiterate & Self-educated | | Primary School | | Junior High | | Senior High | | Vocational | | Colleague & Above | |
|-----------------|----------------------------|------------|----------------|-------------|--------------|-------------|--------------|-------------|--------------|-------------|-------------------|-------------|
| | 1000 persons | % | 1000 persons | % | 1000 persons | % | 1000 persons | % | 1000 persons | % | 1000 persons | % |
| Taiwan Area | 618 | 3.2 | 2,887 | 15.1 | 2,455 | 12.9 | 1,862 | 9.8 | 4,233 | 22.2 | 7,006 | 36.8 |
| Keelung | 9 | 2.9 | 47 | 14.6 | 43 | 13.3 | 34 | 10.5 | 81 | 25.0 | 110 | 33.8 |
| Taipei City | 22 | 1.0 | 127 | 5.8 | 146 | 6.6 | 257 | 11.7 | 308 | 14.0 | 1,341 | 60.9 |
| New Taipei City | 66 | 2.0 | 492 | 15.1 | 434 | 13.4 | 358 | 11 | 697 | 21.5 | 1,202 | 37.0 |

Source: CEPD (2011)

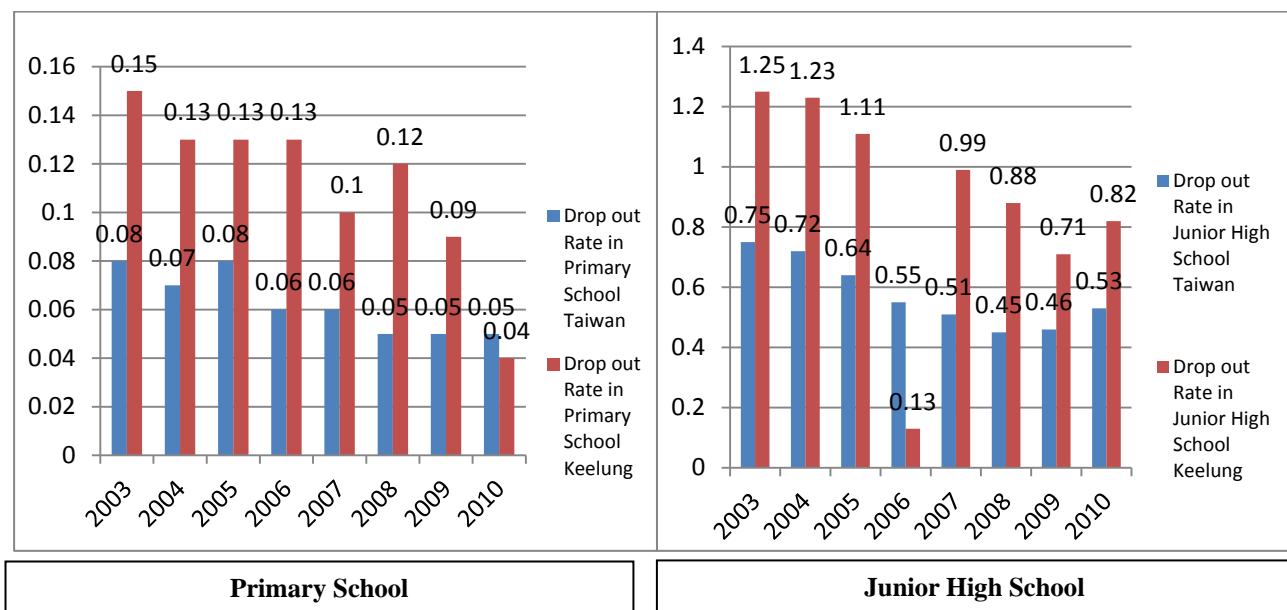


Figure 4 Drop out From Compulsory School, 2003-2010

Source: DGB (2013) <http://ebas1.ebas.gov.tw/pxweb/Dialog/statfile9.asp>

4. Government Response

Concerning the above phenomena, Keelung's economic development is uncertain in the face of less employment opportunities, more vulnerable social groups, higher crime rates and dropout rates of compulsory education, and the highest suicide rate. Keelung faced multi-dimensional risks of exclusion. It is important to examine how far the Keelung city council has responded to the current risks of exclusion, before we justify the level of risks on the issue of exclusion.

(1) Public Expenditure

Concerning public expenditure, the Taiwan area is 37,697 NT\$ per capita, 61,968 NT\$ in Taipei City, 26,068 NT\$ in New Taipei City and 45,077 NT\$ in Keelung. Keelung citizens seems not share to less public expenditure to face the public service. Also, the city public expenditure spent less on the items of Economic Development; Education, Science and Culture, Social Welfare, Community Development and Environmental Protection, and spent more on General Administration and Police Administration, compared to the Taiwan average (see Appendix-Table C). Concerning the higher crime rate in Keelung, it spent more on Police Administration; in contrast, when citizens expect higher economic development and more protection for the higher rate of vulnerable groups, the Keelung City Council spent less on those items of expenditure than the national average.

(2) Administrative Efficiency

In terms of service demand, due to changes in the regional and environmental context, the needs of population groups will indeed change; however, effective service delivery will help to meet the demand. Keelung City Council put more professions on social welfare than the national average, 8.05% of the city population in Keelung, to serve the higher needs of vulnerable groups (see Table 12). Keelung's public expenditure for General Administration was also more than other fields (see

Appendix-Table C). The 2012 Commonwealth magazine “Well-Being Cities Survey” shows that the Keelung government’s administrative efficiency ranks last (see Figure 5), which implies that it had failed to have a clear grasp of the demand of the welfare group, regional welfare qualities, and also failed to quickly reform real problems.

Table 12 Social Welfare Professions Compared Taiwan and Keelung, 2002-2011

| Year | Social Welfare Professions (Persons) | | Social Welfare Professions by total Area Population (%) | |
|------|---|---------|--|---------|
| | Taiwan | Keelung | Taiwan | Keelung |
| 2002 | 12,127 | 209 | 5.4 | 5.34 |
| 2003 | 12,783 | 210 | 5.67 | 5.35 |
| 2004 | 12,785 | 210 | 5.65 | 5.35 |
| 2005 | 12,483 | 210 | 5.5 | 5.36 |
| 2006 | 13,064 | 210 | 5.73 | 5.38 |
| 2007 | 13,322 | 238 | 5.83 | 6.1 |
| 2008 | 13,904 | 252 | 6.06 | 6.48 |
| 2009 | 13,792 | 293 | 5.99 | 7.55 |
| 2010 | 13,552 | 293 | 5.88 | 7.63 |
| 2011 | 14,617 | 306 | 6.32 | 8.05 |

Source: DGB (2013) <http://ebas1.ebas.gov.tw/pxweb/Dialog/statfile9.asp>

6. Public Attitudes in Response to the Current Conditions

This section tried to evaluate from subjective indicators how far citizens have responded to the current situation and Keelung City Council. The Keelung people not only have the lowest well-being rate (see Table 13), but also want to escape from the city and relocate (Commonwealth Magazine, 2011 & 2012). Keelung’s performance in education, the environment and job opportunities are all evaluated negatively, with only 32% willing to continue to settle. After the merger of Five-Main urban cities, only 2% of the people indicated that they will be more competitive, and over 55% asserted that they would not. With the quality of life better in 25 counties, Keelung was plunged into crisis (Commonwealth Magazine, 2010). Moreover, after the Five-Urban period, Keelung was not competitive for over half of the five assertions, and had fallen to the rank of the fastest marginalized crisis city (Commonwealth Magazine, 2010, 2011 & 2012).

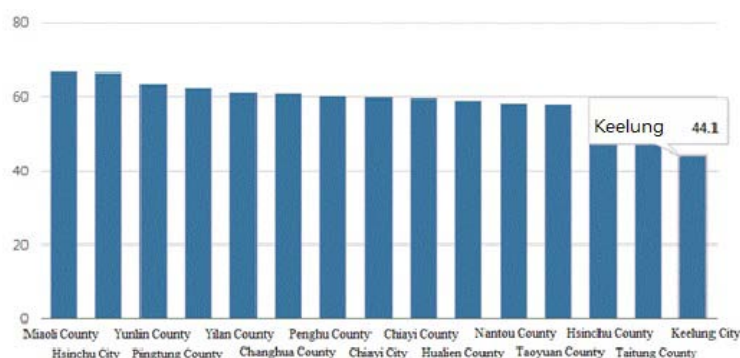


Figure 5 Administrative Efficiency of Local Government, 2012

Source: Commonwealth (2012)

Table 13 Public Opinions on Well-Beings, 2012

| Ranking | City/County | Well-Beings (%) | Ranking | City/County | Well-Beings (%) |
|---------|-------------------|-----------------|-----------|---------------------|-----------------|
| 1 | Yilan County | 91.9 | 12 | Taichung City | 81.3 |
| 2 | Kinmen County | 91.6 | 13 | Kaohsiung City | 81.3 |
| 3 | Tainan City | 90.2 | 14 | Taitung County | 80.7 |
| 4 | Lienchiang County | 89.7 | 15 | Hsinchu City | 80.6 |
| 4 | Penghu County | 89.7 | 16 | Pingtung County | 80.4 |
| 6 | Hualien County | 89.4 | 17 | Chiayi City | 79.5 |
| 7 | Miaoli County | 88.0 | 18 | Nantou County | 78.4 |
| 8 | Taoyuan County | 84.1 | 19 | Yunlin County | 74.0 |
| 9 | Hsinchu County | 83.6 | 20 | New Taipei City | 72.6 |
| 10 | Chiayi County | 83.0 | 21 | Taipei City | 68.5 |
| 11 | Changhua County | 81.7 | 22 | Keelung City | 52.5 |

Source: Commonwealth (2012)

A similar survey was conducted by TVBS² to compare policy satisfaction of 21 county magistrates and city mayors. As Table 14 shows, the survey results found that in terms of the sense of honour in the city, satisfaction with the county magistrates and city mayors' policies, urban progress, honour of living in the city/county and happiness with life, Keelung was ranked last. Keelung city earned the minimum for sense of honour in the city. Of the county, only about 31% of the citizens were proud to live in Keelung and only 12% were satisfied with the county magistrates and city mayor's policies.

5. New Agenda : To Combine or not to Combine

Keelung is at a place of special historical significance, natural landscape and cultural characteristics, but also because of its specificity, seems to be incorporated into "Taipei City or New Taipei City", which is inappropriate. With the issue of merger, the residents look forward to more resources and convenient transportation, such as converting the Keelung railway transport to a rapid transit system. The Central Government tried to integrate regional development; the Executive Yuan passed the "National Land and Spatial Development Strategic Plan" (2010) to focus on territorial integration and separate Taiwan into seven regions. Concerning the future and transition, the Keelung City Council tried to promote "Improving Keelung City Government to Design a Territorial Plan" (2011), and "Expand and Change Keelung Harbour District" (2010). However, a commentator (Commonwealth Magazine, 2010) mentioned that if the state does not assume the role and tasks of the reallocation of resource regulation, all non-Five counties and cities may become "globalization disaster areas", and the biggest hit will be Keelung (Commonwealth Magazine, 2010). Nowadays, Keelung is sitting on the dilemma of "do we only passively look forward to the benefits of the merge?" or "why can we not take the initiative to think and do more for Keelung?" Hence, there are two issues:

² Sampling size is 17,265 covered 21 counties of the Taiwan people over the age of 20. Total of at the 95% confidence level. Sampling error of $\pm 3.1 \sim 3.5\%$.

combination and redevelopment?

Table 14 Survey on the satisfaction of the county magistrates and city Mayors policy, Urban Progress, Honour of Living City/County, Happiness, 2012

| City/County | The satisfaction of the county magistrates and city mayors policy | | Urban Progress | | Honor of Living City/County | | Happiness | |
|------------------------|---|---------|----------------|---------|-----------------------------|---------|-----------|---------|
| | (%) | Ranking | (%) | Ranking | (%) | Ranking | (%) | Ranking |
| Tainan City | 74 | 1 | 61 | 2 | 74 | 3 | 56 | 5 |
| Hualien County | 70 | 2 | 59 | 3 | 74 | 3 | 61 | 2 |
| Kaohsiung City | 67 | 3 | 59 | 3 | 71 | 5 | 53 | 7 |
| Changhua County | 60 | 4 | 49 | 10 | 65 | 7 | 52 | 9 |
| Chiayi City | 60 | 4 | 49 | 10 | 58 | 16 | 50 | 12 |
| Chiayi County | 59 | 6 | 43 | 13 | 59 | 14 | 49 | 13 |
| Yilan County | 58 | 7 | 53 | 6 | 76 | 2 | 60 | 3 |
| Pingtung County | 57 | 8 | 43 | 13 | 64 | 8 | 51 | 10 |
| Miaoli County | 55 | 9 | 62 | 1 | 58 | 16 | 55 | 6 |
| Taitung County | 55 | 9 | 53 | 6 | 64 | 8 | 51 | 10 |
| Kinmen County | 51 | 11 | 58 | 5 | 77 | 1 | 69 | 1 |
| Yunlin County | 49 | 12 | 39 | 16 | 55 | 19 | 45 | 18 |
| Hsinchu County | 48 | 13 | 52 | 9 | 62 | 12 | 53 | 7 |
| Taoyuan County | 44 | 14 | 53 | 6 | 62 | 12 | 48 | 15 |
| New Taipei City | 44 | 14 | 46 | 12 | 50 | 20 | 41 | 20 |
| Hsinchu City | 43 | 16 | 42 | 15 | 63 | 11 | 49 | 13 |
| Penghu County | 40 | 17 | 37 | 17 | 68 | 6 | 59 | 4 |
| Taichung City | 36 | 18 | 37 | 17 | 64 | 8 | 47 | 16 |
| Taipei City | 32 | 19 | 32 | 19 | 56 | 18 | 42 | 19 |
| Nantou County | 24 | 20 | 29 | 20 | 59 | 14 | 46 | 17 |
| Keelung City | 12 | 21 | 18 | 21 | 31 | 21 | 39 | 21 |

Source: TVBS Polling Centre (2012)

Currently, there are five strategies on the table to discuss regarding whether or not to proceed with combining with Taipei City and New Taipei City (see Table 15). These five strategies, viewed from Keelung's perspective, are all based on consideration of the city and area development in general. Territorial economic development is the main concern. Second, those strategies concerning combining all employment and transportation expectations can be improved. Third, resource relocation and public funds must also be considered. Finally, the latent issue is that local political leadership will be impacted under combination.

However, if the thinking is only one-sided to merge more resources to contribute to regional transportation improvement, social welfare, the disadvantaged, or the family, it will be difficult to improve the Keelung administrative level. Because of the vulnerable edges in a development context of the presentation of a series of changes, single aspects require a larger budget and funding will not reach the most vulnerable in the population. Pervasive discrimination has been recorded in many local sources. Even with the Keelung City Council disbanded, this may not be reflected in local area

statistics and source relocation, since securing good employment is also associated with spatial mobility.

Table 15 Choice of Keelung's Future

| Choice of the Future | Strength for the future | Weak for the future |
|---|--|--|
| 1.Three cities combined together | <ol style="list-style-type: none"> 1. Good for designing hole economic development 2. To share resources and cooperation 3. Taipei City will have two harbors and one airport and the situation is good for international competition. 4. 4.To implement territorial-based governance | <ol style="list-style-type: none"> 1. Increasing administrative loading for becoming Big city 2. Keelung citizens might shall less public expenditure, concerning New Taipei city's condition 3. Keelung might be ignored when doing resources relocation 4. 4. Lower down Keelung's administrative level from "city" to "district" |
| 2.Combined with Taipei City | <ol style="list-style-type: none"> 1. Decreasing dependence on debt from 9.86 to 9.23% 2. To resolve transportation issue and to integrate MRT 3. To increase values of industrial Districts and share area resources 4. Taipei City will have two harbors and one airport and the situation is good for international competition. 5. To extent tourist industry and design with Taipei city | <ol style="list-style-type: none"> 1. ShiZhie District of New Taipei separate the geographic combination with Taipei city might affect area development and whole design of development. 2. Some part of urban design of Taipei thinking might not available to Keelung's special geographic and environmental conditions. 3. Lower down Keelung's administrative level from "city" to "district" |
| 3.Combined with New Taipei City | <ol style="list-style-type: none"> 1. Good for designing green industrial development 2. Design the development of two harbours together | <ol style="list-style-type: none"> 1. Increasing administrative loading 2. Keelung citizens might shall less public expenditure, concerning New Taipei city's condition 3. Keelung might be ignored when doing resources relocation 4. Lower down Keelung's administrative level from "city" to "district" |
| 4.Being Big Keelung | <ol style="list-style-type: none"> 1. With Historical and geographic view, combined with 6 Neighbour towns and come back to the original Big Keelung can develop specific city to link local and global issues. 2. To become area-based economy to share resources and redesign | <ol style="list-style-type: none"> 1. Concerning public expenditure will become burden 2. resources relocation might be less than before from Keelung's view |

| Choice of the Future | Strength for the future | Weak for the future |
|----------------------------|--|--|
| | North and Northeast Coast for green industries. | |
| 5.Maintain as Usual | <ol style="list-style-type: none"> 1. With the name can maintain the oldest city at North Taiwan 2. Low housing might be good for citizens to stay in Keelung and work in Taipei 3. Owing to specific geography, Keelung called “Taiwan Throat” and with militarily status. 4. Easy to manage public affairs | <ol style="list-style-type: none"> 1. Not good for citizens to employment 2. Need to negotiate with central government and get the power on “governing city and harbour” in city level 3. The shortage of public funds affects city development 4. No efficient plan to guide area development |

Source: Keelung City Government (2013) <http://www.klcc.gov.tw/merge/>

6. Findings and Conclusion

Taiwan has gone through different stages of liberalization in the past few decades, bringing favourable changes to the country’s economy. The greater scale of regeneration, growing pressures on public budgets, and the expansion of strategies to compete in the Taiwan new urban order have encouraged cities to embrace new funding and administrative cultures (Mangen, 2004). Keelung is also facing up to the challenges of globalization. Those issues all push old governmental mechanisms with dated historical traditions to face the challenge of globalization and transition. Under competition with natural international harbours, Keelung was once ranked the seventh international harbour in the world, with 100 years of tradition. The feedback from the citizens was not becoming competitive with wonderful international trading experiences to look forward to, but decreasing economic development, high unemployment, high suicide and crime rates, higher student dropouts, some citizens remaining as vulnerable groups, and more citizens relocating. Keelung City Council tried to make public expenditures to invest in the above issues; however, several years of surveys show that Keelung citizens are dissatisfied with the city’s public policy and administrative efficiency, and did not trust how far the local government could take them to a positive future. As this article reaches its conclusion, here are three arguments to find the limited capability of urban government, such as in the case of Keelung, to respond to the risks of exclusion.

(1) Marginalization and Relative Deprivation

Serious analysis of urban exclusion should include greater social and economic dimensions concerning the issues surrounding the growth of disadvantaged neighbourhoods. This study found that exclusion based on economics, income and employment is a topic of great concern; at the same time, social welfare resources, educational resources, and medical resources, including the promotion of long-term care, are all faced with the challenge of regional resources. As Chang (2010) demonstrated, the spatial dimension correlates with lower economic development and an uncertain urban plan, an inactive labour market with a higher unemployment rate, more vulnerable people associated with less living resources, and a higher crime rate. These are some of the true costs of living in deprived neighbourhoods as a composite deprivation index, which included such factors as unemployment, income and low educational attainment, indicated (Mangen, 2004: 62). A higher crime rate,

unemployment and lack of job opportunities in the local area all wasted social resources and burdened the system.

Discussing the issues of social exclusion and the “right to life” should be a priority and encompass regional exclusion of the disadvantaged, in sufficient living space, and people suffering from “survival crisis”. The social system in response to the demand for services should be considered through the design of a system to overcome the exclusion of region-oriented genera. Indeed, by the above findings, spatial location co-existed with social resources, social relationship, and survival issues. There is no single determination of whether increasing budgets and funding, or merging with neighbouring cities can help the most vulnerable in the population.

(2) Less Efficiency of Governance to Respond to Risks

Issues of governance have been a prominent element in urban renewal. This arose from the change state-market-community nexus that called into question the effectiveness of central and local governments to manage risks associated with new socio-economic conditions (Castells, 1989). Even Keelung is characterized by the strength of its community cooperation; often working in partnership with the voluntary sector, the city government invested on an area plan and spent public expenditure on some vulnerable groups. However, the city governmental mechanisms with old traditions still have some kinship relations and local factions to maintain the administrative team. These phenomena all affect citizens who believe the city government has the capability to improve their life under “common good”.

(3) Crisis of Social Trust

Viewing the public opinions, the deeper issue is social trust. Whether discussing well-being, the sense of honour in the city, the satisfaction of the county magistrates and the city mayor’s policy, urban progress, honour of living in the city/county and happiness of life, the city phenomena, the higher crime rate and suicide rate, the citizens’ opinions demonstrated unhappiness, less connection with the city, and dissatisfaction with the administrative team. Moreover, some chose to move out of Keelung, and some chose to merge with the neighbouring city with the expectation that life may be better than their current situation. Clearly, Keelung city government is facing a crisis of social trust.

Turning to uncertainty of regional policy, both central and local governments tried to design 10-year plans or to integrate resources to encourage urban and regional development. However, government initiatives lack “social dialogue” with citizens and communities. These conditions also create less social trust in society. Hence, irrespective of their relative ranking in deprivation, the increasing stipulations of matched funding have served to underscore local fiscal incapacities to maximize revitalization.

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| Appendix 1 | | Table A Related Population and Vulnerable Groups : Taiwan and Keelung | | | | | | | | | | |
|---|-----|---|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| | | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 |
| No. of Household, Taiwan | No. | 6,925,019 | 7,047,168 | 7,179,943 | 7,292,879 | 7,394,758 | 7,512,449 | 7,655,772 | 7,805,834 | 7,937,024 | 8,057,761 | 8,186,432 |
| Population, Taiwan (persons) | No. | 22,520,776 | 22,604,550 | 22,689,122 | 22,770,383 | 22,876,527 | 22,958,360 | 23,037,031 | 23,119,772 | 23,162,123 | 23,224,912 | 23,315,822 |
| Volnme of Household, Taiwan | No. | 3.25 | 3.21 | 3.16 | 3.12 | 3.09 | 3.06 | 3.01 | 2.96 | 2.92 | 2.88 | 2.85 |
| No. of Household, Keelung | No. | 134,470 | 136,642 | 138,572 | 140,026 | 140,816 | 142,640 | 144,212 | 146,136 | 147,187 | 147,971 | 148,805 |
| Population, Keelung (persons) | No. | 391,450 | 392,242 | 392,337 | 391,727 | 390,633 | 390,397 | 388,979 | 388,321 | 384,134 | 379,927 | 377,153 |
| Volnme of Household, Keelung | No. | 2.91 | 2.87 | 2.83 | 2.80 | 2.77 | 2.74 | 2.70 | 2.66 | 2.61 | 2.57 | 2.53 |
| Low Income, Taiwan (Household, %) | No. | 70,417 | 76,406 | 82,783 | 84,823 | 89,900 | 90,682 | 93,032 | 105,265 | 112,200 | 128,237 | 145,887 |
| | % | 1.0% | 1.1% | 1.2% | 1.2% | 1.2% | 1.2% | 1.2% | 1.3% | 1.4% | 1.6% | 1.78 |
| Low Income, Taiwan (Person, %) | No. | 171,200 | 187,875 | 204,216 | 211,292 | 218,166 | 220,990 | 223,697 | 256,342 | 273,361 | 314,282 | 357,437 |
| | % | 0.8% | 0.8% | 0.9% | 0.9% | 1.0% | 1.0% | 1.0% | 1.1% | 1.2% | 1.4% | 1.53 |
| Low Income, Keelung (Household, %) | No. | 943 | 1,043 | 1,138 | 1,151 | 1,316 | 1,330 | 1,272 | 1,385 | 1,443 | 1,947 | 3,165 |
| | % | 0.7% | 0.8% | 0.8% | 0.8% | 0.9% | 0.9% | 0.9% | 0.9% | 1.0% | 1.3% | 2.13 |
| Low Income, Keelung (Person, %) | No. | 1,818 | 2,246 | 2,404 | 2,552 | 2,990 | 3,348 | 3,247 | 3,538 | 3,743 | 5,163 | 5,568 |
| | % | 0.5% | 0.6% | 0.6% | 0.7% | 0.8% | 0.9% | 0.8% | 0.9% | 1.0% | 1.4% | 1.48 |
| Indigenous, Taiwan (Person, %) | No. | 433,689 | 444,823 | 454,951 | 464,961 | 474,919 | 484,174 | 494,107 | 504,531 | 512,701 | 519,984 | 527,250 |
| | % | 1.9% | 2.0% | 2.0% | 2.0% | 2.1% | 2.1% | 2.1% | 2.2% | 2.2% | 2.2% | 2.26% |
| Indigenous, Keelung (Person, %) | No. | 7,064 | 7,317 | 8,466 | 7,677 | 7,873 | 8,186 | 8,515 | 8,631 | 8,686 | 8,718 | 8,830 |
| | % | 1.8% | 1.9% | 1.9% | 2.0% | 2.0% | 2.1% | 2.2% | 2.2% | 2.3% | 2.3% | 2.34% |
| Disabled, Taiwan (Person, %) | No. | 831,266 | 861,030 | 908,719 | 937,944 | 981,015 | 1,020,760 | 1,040,585 | 1,071,073 | 1,076,293 | 1,100,436 | 1,104,849 |
| | % | 3.7% | 3.8% | 4.0% | 4.1% | 4.3% | 4.4% | 4.5% | 4.6% | 4.6% | 4.7% | 4.75 |
| Disabled, Keelung (Person, %) | No. | 13,517 | 14,514 | 15,475 | 16,234 | 16,987 | 17,586 | 18,220 | 18,992 | 19,508 | 20,000 | 19,825 |
| | % | 3.5% | 3.7% | 3.9% | 4.1% | 4.3% | 4.5% | 4.7% | 4.9% | 5.0% | 5.26% | 5.25% |
| elderly people living alone, Taiwan (Person, %) | No. | 49,111 | 48,637 | 48,171 | 47,469 | 48,561 | 48,666 | 47,943 | 49,399 | 47,256 | 47,255 | -- |
| | % | 0.2% | 0.2% | 0.2% | 0.2% | 0.2% | 0.2% | 0.2% | 0.2% | 0.2% | 0.2% | -- |
| elderly people living alone, Keelung (Person, %) | No. | 748 | 643 | 584 | 483 | 497 | 524 | 495 | 447 | 432 | 415 | -- |
| | % | 0.2% | 0.2% | 0.1% | 0.1% | 0.1% | 0.1% | 0.1% | 0.1% | 0.1% | 0.1% | -- |
| Marital Immigration, Taiwan (Person, %) | No. | -- | -- | 336,483 | 364,596 | 383,204 | 399,038 | 413,421 | 429,495 | 444,216 | 459,390 | 473,144 |
| | % | | | 1.5% | 1.6% | 1.7% | 1.7% | 1.8% | 1.9% | 1.9% | 1.9% | 2.0% |
| Marital Immigration, Keelung (Person, %) | No. | -- | -- | 7,069 | 7,574 | 7,857 | 8,122 | 8,328 | 8,686 | 8,979 | 9,127 | 9,326 |
| | % | | | 1.8% | 1.9% | 2.0% | 2.1% | 2.1% | 2.2% | 2.3% | 2.4% | 2.5% |
| Special Circumstance family, Keelung (Household, %) | No. | -- | -- | -- | -- | 67 | 105 | 107 | 189 | 140 | 181 | 197 |
| | % | | | | | | 0.1% | 0.1% | 0.1% | 0.1% | 0.1% | 0.1% |
| Domestic Violence reported, Taiwan (Number) | No. | -- | -- | -- | 66,080 | 70,842 | 76,755 | 84,195 | 94,927 | 112,798 | 117,162 | 134,250 |
| Domestic Violence reported, Keelung (Number) | No. | -- | -- | -- | 969 | 1,169 | 1,574 | 1,422 | 1,408 | 1,839 | 2,132 | 2,298 |

Source: DGB (2013) <http://ebas1.ebas.gov.tw/pxweb/Dialog/staffile9.asp>

Appendix

Table B General Condition and Vulnerable Groups in 2012, by Keelung District

| Area | Area (Km ²) | No. of Household | Population(Persons) | | | Sex Ratio Female =100 | Volnme of Household (Persons/ Household) | Population Density (Persons per km ²) | Low Income Households | | | Low Income Persons | | | Disabled Persons | | | Marital Immigration (Still stayed at Tawain) | | | Older People over 65+ |
|---------------------|-------------------------|------------------|---------------------|--------|--------|-----------------------|--|---|-----------------------|------|--------|--------------------|------|--------|------------------|-----------|------------|--|-------|-------|-----------------------|
| | | | Total | Male | Female | | | | Total | Male | Female | Total | Male | Female | Total | Foreigner | Mainlander | Total | | | |
| Keelung City | 132.7589 | 148,805 | 377153 | 189951 | 187202 | 101.468 | 2.5345 | 2840.9 | 3165 | 1662 | 1503 | 5568 | 2682 | 2886 | 19825 | 11148 | 8677 | 4,881 | 1,279 | 3,602 | 44,742 |
| Jhongheng District | 10.2118 | 22,263 | 54,020 | 27,687 | 26,333 | 105.142 | 2.4264 | 5,290 | 548 | 358 | 190 | 980 | 481 | 499 | 3,235 | 1,845 | 1,390 | 884 | 208 | 676 | 6,374 |
| Cidu District | 56.2659 | 20,438 | 54,217 | 27,491 | 26,726 | 102.862 | 2.6528 | 963.59 | 8 | 4 | 4 | 8 | 4 | 4 | 2,747 | 1,602 | 1,145 | 697 | 238 | 459 | 5,906 |
| Nuannuan District | 22.8283 | 14,724 | 37,851 | 19,195 | 18,656 | 102.889 | 2.5707 | 1,658.1 | 299 | 152 | 147 | 814 | 408 | 406 | 1,903 | 1,046 | 857 | 455 | 131 | 324 | 3,904 |
| Renai District | 4.2335 | 19,666 | 47,741 | 23,516 | 24,225 | 97.0733 | 2.4276 | 11,277 | 301 | 173 | 128 | 628 | 310 | 318 | 2,725 | 1,530 | 1,195 | 653 | 364 | 497 | 7,267 |
| Jhongshan District | 10.5238 | 19,285 | 49,794 | 25,437 | 24,357 | 104.434 | 2.582 | 4,731.6 | 332 | 167 | 165 | 977 | 468 | 509 | 2,835 | 1,565 | 1,270 | 700 | 428 | 510 | 7,070 |
| Anle District | 18.025 | 31,942 | 82,285 | 41,051 | 41,234 | 99.5562 | 2.5761 | 4,565 | 1405 | 662 | 743 | 1492 | 709 | 783 | 3,916 | 2,201 | 1,715 | 884 | 221 | 663 | 8,115 |
| Sinyi District | 10.6706 | 20,487 | 51,245 | 25,574 | 25,671 | 99.6221 | 2.5013 | 4,802.4 | 272 | 146 | 126 | 669 | 302 | 367 | 2,464 | 1,359 | 1,105 | 455 | 131 | 324 | 6,106 |

Source: DGB (2013) <http://ebas1.ebas.gov.tw/pxweb/Dialog/statfile9.asp>

Appendix

Table C Government Expenditure by different Sectors, Compared Taiwan & Keelung

| Year | General Administration | | Economic Development | | Education, Science and Culture | | Social Welfare Expenditure | | Community Development and Environmental protection | | Retirement and pension | | Police administration | | Obligations | | Assistance & aids | | Others | |
|------|------------------------|---------|----------------------|---------|--------------------------------|---------|----------------------------|---------|--|---------|------------------------|---------|-----------------------|---------|-------------|---------|-------------------|---------|--------|---------|
| | Taiwan | Keelung | Taiwan | Keelung | Taiwan | Keelung | Taiwan | Keelung | Taiwan | Keelung | Taiwan | Keelung | Taiwan | Keelung | Taiwan | Keelung | Taiwan | Keelung | Taiwan | Keelung |
| 2002 | 9.78 | 16.96 | 16.57 | 16.35 | 37.9 | 26.9 | 10.86 | 14.1 | 4.65 | 3.88 | 6.3 | 7.8 | 10.13 | 10.1 | 2.69 | 0.34 | 0.13 | - | 0.97 | 3.6 |
| 2003 | 9.02 | 15.04 | 16.25 | 17.43 | 38.1 | 28.9 | 10.59 | 11.9 | 6 | 4.09 | 6.37 | 10.1 | 10.56 | 11.05 | 2.04 | 0.72 | 0.11 | - | 0.96 | 0.8 |
| 2004 | 8.98 | 15.11 | 17.81 | 21.5 | 36 | 26.8 | 10.44 | 10.6 | 5.8 | 4.13 | 7.26 | 10.4 | 10.07 | 10.54 | 1.68 | 0.27 | 0.87 | - | 1.05 | 0.74 |
| 2005 | 9.37 | 14.6 | 18.52 | 20.75 | 35.1 | 27.2 | 11.43 | 11.4 | 4.79 | 4.03 | 7.52 | 10.7 | 9.9 | 10.26 | 1.98 | 0.33 | 0.23 | - | 1.15 | 0.74 |
| 2006 | 9.94 | 15.12 | 16.38 | 17.93 | 36.1 | 28.2 | 11.69 | 12 | 4.81 | 5.58 | 7.9 | 9.27 | 10.17 | 10.78 | 1.81 | 0.47 | 0.12 | - | 1.04 | 0.7 |
| 2007 | 9.73 | 14.6 | 15.05 | 13.13 | 36.6 | 29.8 | 11.91 | 12.8 | 4.66 | 6.11 | 8.3 | 10.1 | 10.08 | 11.23 | 2.07 | 0.91 | 0.09 | - | 1.49 | 1.37 |
| 2008 | 9.43 | 14.48 | 17.21 | 13.78 | 35.2 | 29.2 | 11.82 | 13.6 | 5.29 | 5.47 | 7.91 | 10.1 | 9.66 | 11.3 | 2.16 | 1.2 | 0.09 | - | 1.26 | 0.91 |
| 2009 | 8.92 | 12.96 | 18.73 | 29.04 | 34.8 | 24.7 | 12.3 | 10.4 | 5.18 | 4.8 | 7.73 | 7.7 | 9.25 | 9.15 | 1.47 | 0.55 | 0.07 | - | 1.51 | 0.69 |
| 2010 | 9.38 | 14.97 | 17.7 | 16.04 | 35.4 | 29.5 | 13.48 | 13.1 | 5.36 | 4.56 | 7 | 9.46 | 9.35 | 10.93 | 1.11 | 0.43 | 0.09 | - | 1.13 | 1.02 |

Note: Economic Development; Education, Science and Culture; Social Welfare Expenditure; Community Development and Environmental protection, and spend more on General Administration and Police administration

Source: DGB (2013) <http://ebas1.ebas.gov.tw/pxweb/Dialog/staffile9.asp>