

Why the Bilingual Policy Bears Massive Importance for Taiwan

雙語政策為何對台灣至關重要

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Preface 前言

I shall talk about how bilingual education fits into the Bilingual Policy as a whole, and why that policy carries huge importance for Taiwan.

在這個演講中，我將談論雙語教育如何融入整個雙語政策，以及為何該政策對台灣具有巨大的重要性。

The Basic Aims 基本目標

The Bilingual Policy has two basic aims:

1. To **widely and substantially raise English proficiency** among Taiwanese, particularly young people.
2. To **create a bilingual environment** in which English is ubiquitous alongside Chinese in daily life in Taiwan.

兩個基本目標：

提升國人的英語能力，改善台灣的英語環境。

Two purposes of bilingual environment 雙語環境的雙重目的

Creating a **bilingual environment** will serve two purposes:

1. to help Taiwanese improve their English by providing an **immersive learning environment** full of opportunity for seeing, hearing, using and absorbing English; and
2. to make life more convenient and more agreeable for foreign residents and visitors.

雙語環境的創建有雙重目的：

一方面，每個人都有充分的機會看，聽，使用和吸收英語；
另一方面，為外國人提供便利的生活環境。

Many substantial benefits 許多實質性的益處

Achieving these aims is massively important to Taiwan in multiple ways, and ties in closely with many key policy objectives.

I shall briefly summarize the benefits to be gained from elevating levels of English proficiency – many and substantial benefits for Taiwan as a nation, for Taiwan's industries and businesses, and for individuals, especially the young.

I shall focus on why it is so important for Taiwan to have a more foreigner-friendly language environment – an environment in which people who cannot speak Chinese face minimal communication barriers.

First, I'll say a few words about the policy's background and genesis:

Background and genesis 背景和源起

For a long time, it has been evident that English teaching in Taiwan's national education system has not been fit for purpose. Centered on rote learning for exams, it has failed to balance the development of a full set of language skills, with the result that students' **expressive language skills** commonly lag far behind their **receptive language skills**.

長期以來，台灣教育體系中的英語教學顯然不切合所需。英語教學以死記硬背為主，以通過考試為目標，未能與完整的語言能力發展配套。因此，學生的**表達能力**普遍遠遠落後於他們的**接收能力**。

And far too many students get left behind, learning hardly any English or giving up on it completely.

The Plan for Enhancing National English Proficiency 2010-2012

提升國人英語力建設計畫2010-2012

The RDEC (研考會) sought to improve the situation with the Plan for Enhancing National English Proficiency 2010-2012.

This delivered some improvement, but much more was still needed.

Low English proficiency rating 英語能力被評為低

Concern soared in 2017 when Taiwan was ranked 40th out of 80 non-English-speaking countries and territories in the Education First English Proficiency Index (教育優先英語能力指標).

Taiwan was rated as “low proficiency”, well below South Korea and Vietnam in the “medium proficiency” band, as well as below China, Japan and even Indonesia.

The 2018 ranking was even worse, with Taiwan placing 48th out of 88 countries assessed.

在 2018 年 EPI 排名中，台灣在評估的 88 個國家中跌至第 48 。

William Lai and the Blueprint 賴清德與藍圖

It was evident that a major policy initiative was needed to address this low level of English proficiency, which posed **a serious threat to Taiwan's competitiveness in the global economy** while also **undermining Taiwanese people's competitiveness in the globalized job market**.

At this time, William Lai had just been appointed Premier. In 2014, as Tainan mayor, he had launched a 10-year project to promote English as the city's second official language. I welcomed that initiative, and hoped he would introduce something similar for the whole of Taiwan. He did not disappoint. In August 2018, he announced the plan to introduce the bilingual nation policy, and the NDC (國發會) drew up the **Blueprint for Developing Taiwan into a Bilingual Nation by 2030** (**2030雙語國家發展藍圖**).

Bilingual education 雙語教育

Raising the nation's English proficiency must, of course, begin with improving English learning in schools, supported by a language environment outside school that is more conducive to encountering, using and absorbing English.

Since bilingual education was accepted as an optimal means of enhancing English learning in school, this was enshrined in the Blueprint as the core strategy of “comprehensively activating bilingual education” (全面啟動教育體系的雙語化), with bilingual schools accorded a key role in carrying this out.

Bilingual schools 雙語學校

This is a huge subject on its own. Covering it would more than fill the time available today, so I'll have to skip over it in favor of an overview of the whole policy.

I'll just say that, while it will be **hugely challenging** to carry it out effectively, and progress will only be possible **in small, tentative and gradual steps**, there is strong intent to implement it, and it's evident that a substantial proportion of parents wish their children to attend such schools.

當然，需要一步一步前進，無法一步登天。

Specific targets 具體目標

The **Overall Implementation Program for the 2030 Bilingual Nation Policy** sets the specific targets that, by 2030:

at least 90% of junior high and elementary schools should be **teaching English courses entirely in English**, and

one in three schools should be implementing **bilingual teaching in certain subject areas**.

2030 雙語國家政策整體推動方案：

到 2030 年，全國有超過 90%高中以下學校落實英語課採全英語授課，且每 3 所學校有 1 所部分學科領域實施雙語教學。

If these targets can be effectively achieved, the benefits should be substantial.

The benefits 好處

So what are the benefits of becoming a bilingual nation?

成為雙語國家有什麼好處？

The benefits of fostering a wider spread and higher levels of English proficiency among Taiwanese are mostly obvious enough, so I will cover these briefly.

I will focus more on the benefits of creating a foreigner-friendly bilingual environment, highlighting why it is so necessary and so much to Taiwan's advantage to do so.

Needs for English Proficiency

英語能力的需求

Enhancing English proficiency 提高英語能力

Enhancing Taiwanese people's English proficiency can bring significant benefits at the international, national, and individual levels.

提高台灣人的英語水平可以在國際、國家和個人層面帶來顯著的好處。

At the international level, Taiwan needs an ample pool of people with sufficiently good English skills to represent it effectively in international diplomacy, international cooperation, and all kinds of international forums and initiatives, as well as on international social media.

在國際層面上，台灣需要大量具有夠好英語能力的人，以便在國際外交、國際合作、各種國際論壇和倡議以及國際社交媒體中有效地代表國家。

Speaking up for Taiwan to the world 為台灣向世界發聲

It is crucial for Taiwanese to make their voices heard worldwide, through international media as well as through international diplomacy.

Using Chinese will reach few other than PRC citizens, whose minds are closed to anything but their government's propaganda about Taiwan. Hence, the need to use English in order to reach a receptive audience. 在國際社交媒體上使用中文只會接觸到非常有限的受眾——主要是中國大陸人，他們的思想已經對任何關於台灣的真相封閉。台灣人只有通過使用英語才能接觸和影響全世界人民的觀點。

This is vital for **promoting a positive image of Taiwan, winning international friendship and support for Taiwan, and countering the tide of fake news and disinformation spread by China's cyber troops.**

有這樣的聲音，對於提升台灣的正面形象，對於贏得國際對台灣的友誼和支持，以及對於對抗中國網軍散佈的假新聞和假訊息非常有幫助。

English as a mighty cyber weapon 英語作為強大的網路武器

The PRC is waging an **information war** against Taiwan, and Taiwan's best weapon for fighting that war is English. The better that Taiwanese can use English to convey positive, support-winning information about Taiwan to the rest of the world, the better Taiwan's chances of winning the information war.

There's an old saying that **the pen is mightier than the sword**. 有句老話，筆勝於劍。
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In today's world, we can likewise say that **the keyboard is mightier than the gun**. 在當今世界，我們同樣可以說：鍵盤勝過槍。

As Ukraine's President Zelenskiy has said, his country will defeat Russia "*by force of arms and our army, **by force of words and our diplomacy***".

Taiwan must depend upon similar strengths to defend against aggression from China.

Need at the national level 國家層面的需要

At the national level, Taiwan needs a sufficient pool of English-competent talent (a) to meet the **staffing needs of foreign investors**, and (b) to meet the **business needs of domestic companies** that are seeking to cooperate with foreign businesses, promote themselves internationally, position in overseas markets, and generally engage with foreign partners and customers.

- (1) 為外資製造廠商、營運總部、研發中心等提供足夠具有良好英語能力的員工；
- (2) 為本地業者在國際上開展業務提供具有良好英語力的人才。

Meeting these needs is vital for Taiwan's competitiveness.

Singapore 新加坡

Singapore exemplifies the advantage of being able to cater to international business with an English-proficient work force and English-rich environment.

The use of English as its common language – one of four official languages alongside Chinese, Malay and Tamil – has played a key part in attracting **investment by more than 7,000 multinational corporations** and drawing in **talent from around the world**, enabling it to become one of the world's leading business nodes and a regional powerhouse for advanced manufacturing technologies.

This has delivered tremendous development achievements, bringing great prosperity and high living standards for Singaporeans. Such are the prizes Taiwan might gain if the Bilingual Policy succeeds in its aims.

Need at the individual level 個人層面的需要

At the individual level, good English proficiency is an important requirement for many of the best jobs and career development opportunities in Taiwan, and is essential for being competitive in the international job market.

在個人層面，良好的英語水平是台灣許多最佳工作和職業發展機會的重要要求，也是在國際就業市場上具有競爭力的必要條件。

In Taiwan, it can be the ticket to a coveted job in an international company, with a much higher salary and more generous benefits than local companies usually offer.

In a 2018 survey of Taiwan's white-collar workers, 98% expressed a preference for working in an international company.

The international talent pool 國際人才庫

For those seeking job opportunities outside Taiwan and China, good English proficiency is an all-but-indispensable qualification.

In order to cultivate their international mobility and join the international talent pool, today's young people must meet four basic requirements: They must possess

為培養自己的國際移動力，加入國際人才庫，今日年輕人須具備四個基本條件：

1. specialist knowledge (專業知識);
2. international perspective and cross-cultural communication ability (國際視野與跨文化的溝通能力);
3. skills in using internet technology (網路科技的技能); and
4. good English proficiency, which is also key to cultivating the other three sets of ability (英語力是培養前三種能力的關鍵).

A fundamental skill 必備的基本技能

As Vice President Lai said when mayor of Tainan:

“In the era of globalization, English has become a fundamental skill.”

「全球化的時代英語成了必備的基本技能」

He also said that:

“English proficiency will become a key ability for Taiwan’s next generation to venture upon the world stage.”

「英語力將成為台灣下一代能否進入世界舞臺的關鍵能力」

Many advantages 英語能力的諸多優勢

As well as opening doors to the best job and career development opportunities, good English skills bring all kinds of other benefits.

Being proficient in English is tremendously advantageous, and often essential, for international travel, for using the Internet, and for tapping into the vast store of human knowledge recorded in English.

精通英語對於國際旅行，使用網路，以及利用以英語記錄的大量人類知識來說非常有利，而且是不可或缺的。

On the Internet, where English is by far the dominant language of two-way information flow and international communication, good English proficiency maximizes ability to connect with, speak to, and exchange ideas with people worldwide, as well as to mine the richest seams of information.

English dominant on the Internet 英語在互聯網上占主導地位

Last year, an analysis of **the Internet's top ten million websites** found that 60.6% of their content is in English, far ahead of the 8% of Russian in 2nd place, 3.9% of Turkish in 3rd, and 3.8% of Spanish in 4th, with Chinese contributing only 1.4% in 10th.

在全球排名前一千萬的網站中，超過 60% 使用英語作為內容語言。

世界排名前一千萬網站的內容語言：

英語 60.6%

俄語 8%

土耳其語 3.9%

西班牙語 3.8%

中文 1.4%

Love without borders 在無邊界的世界中尋找愛情

In almost every imaginable way, gaining English proficiency brings a better, more successful, more satisfying life, enabling enjoyment of the riches of many cultures, and opening the door to international friendships and even romance.

With reasonable competence in English, anyone anywhere can expand their romantic horizons almost without limit, gaining access to a vast global dating pool in which to seek love and a partner in life.

英文對個人尋找真愛也具有重要價值，只要英語夠好，就有機會在世界各地找到真愛♥，找到伴侶👫。

Cerebral benefits 大腦益處

What's more, those who learn and use English can enjoy a tremendous array of physiological, psychological, cognitive and other benefits that derive from being bilingual or multilingual.

Physiologically, studies have found that bilinguals and multilinguals have bigger brains with a higher density of grey matter, conferring superior cognitive and learning abilities, including enhanced capacity for memory retention, reasoning, task flexibility, and problem solving.

使用雙語或多語者大腦灰質的密度較高；增強了認知能力和學習能力；更擅長記憶維持、推理、靈活處理疑難任務和解決問題。

Health benefits 健康益處

Being bilingual can even delay the onset of Alzheimer's disease and dementia symptoms by several years.

具有雙語能力甚至可延緩阿茲海默症和癡呆症的發作數年。

A Canadian study found that bilinguals showed symptoms of Alzheimer's some four to five years after monolinguals with the same disease pathology.

Also, a study of 600 stroke survivors in India discovered that cognitive recovery was twice as likely for bilinguals as for monolinguals.

Psychological benefits 心理上的好處

There are also significant psychological benefits:

Learning a foreign language produces an anchoring, stabilizing **sense of purpose**.

學習外語可以給我們一種目標感，有助於正向的心理和心理穩定。

Using a foreign language produces an uplifting **sense of achievement**, releasing the feel-good neurotransmitter dopamine into our brains.

使用外語時帶來的成就感，觸發我們的大腦釋放神經傳遞物質多巴胺。

This dopamine spike elevates our mood and enhances our mental well-being. It can also heighten our alertness, strengthen our focus, stimulate our creativity, and even sharpen our long-term memory.

這種多巴胺激增有助提升我們的情緒，提高我們的警覺，加強我們的注意力，激發我們的創造力，甚至增強我們的長期記憶。

Why Need a Foreign-Friendly Language Environment?

為什麼需要對外友善的語言環境？

Foreigner-friendly bilingual environment 對外國人友好的雙語環境

Now I will focus on **why** the government needs to cater to foreigners by creating a Chinese + English bilingual environment in Taiwan, **who** are the foreigners targeted, and **how** Taiwan can expect to benefit.

為什麼需要？

對象是誰？

有什麼益處？

Who are the targeted foreigners? 對象是哪類外國人？

What foreigners does Taiwan need to attract with a friendly language environment?

A foreigner-friendly language environment means, of course, an environment in which the prevalence of English, the global lingua franca, serves to meet all the basic needs of foreign residents and visitors.

There are four main categories of targeted foreigners: (1) business people, (2) professional talent, (3) students, and (4) tourists.

台灣需要營造雙語環境來吸引和滿足四大類外國人，他們都會以不同的方式對台灣的發展做出重要貢獻：

（1）商人，（2）外國專業人才，（3）學生，（4）觀光客。

Attracting entrepreneurs 吸引企業家

Since it's self-evident why Taiwan wishes to attract foreign business people, including investors and those who come to negotiate business deals, attend conferences, visit product exhibitions, and so on, I don't need to say more about them.

I shall just say a few words about entrepreneurs.

Migrant entrepreneurs can make outstanding contributions to a host economy.

America, for example, has gained enormously from entrepreneurs who moved to it from other countries.

I've compiled a list of giant U.S. corporations founded or cofounded by people from outside the U.S.:

Immigrants' entrepreneurship 移民創業佼佼者

Examples of major U.S. companies founded or co-founded by people from outside the U.S.:

- **Intel** 英特爾 (Andrew Grove from Hungary)
- **Google** 穀歌 (Sergey Brin from Russia)
- **Tesla** 特斯拉 (Elon Musk from South Africa)
- **Yahoo** 雅虎 (Jerry Yang from Taiwan)
- **YouTube** (Steve Chen from Taiwan)
- **Instagram** (Mike Krieger from Brazil)
- **eBay** (Pierre Omidyar from France)
- **PayPal** (Max Levchin from Ukraine)
- **Pfizer** 輝瑞 (Charles Pfizer from Germany)
- **Sun Microsystems** 昇陽電腦 (Vinod Khosla from India, Andy Bechtolsheim from Germany)

Foreign professionals 外國專業人才

The second category of foreigners whom Taiwan needs to cater to with a more language-friendly environment are “foreign professionals”, as targeted by the Act for the Recruitment and Employment of Foreign Professionals (“the Foreign Professionals Act”), which was promulgated in November 2017, came into effect in February 2018, and was bolstered by amendment last year.

外國專業人才延攬及僱用法

Why need to attract foreign professionals?

為什麼需要吸引外國專業人才？

Is there really a need to attract foreign professionals to come and work in Taiwan?
Yes, there certainly is – a very great need indeed! As the NDC explained:

*“At present, Taiwan is facing a demographic shift due to a decline in the working-age population. Coupled with the fierce competition for international talent, and the lack of incentives to attract foreign professionals, this has caused our country’s brain drain and talent shortages to become increasingly serious. Therefore, **strengthening the recruitment of foreign professionals, and creating a friendly living environment for them**, are at the center of government policy for raising our country’s competitiveness.”*

目前台灣面臨人口結構轉變，工作年齡人口下降，加以國際人才競逐激烈、誘因不足等，造成人才外流及短缺問題日趨嚴重。因此，加強延攬外國專業人才，**打造友善的生活環境**，以提升國家競爭力，乃當務之急。

Talent shortage and brain drain 人才短缺及外流

Taiwan's talent shortage stems primarily from shrinkage of the working-age population, a result of having one of the world's lowest birth rates.

This situation has been made worse by a serious brain drain, with many of Taiwan's best and brightest being lured abroad by higher pay and better career prospects in China and elsewhere.

台灣的出生率極低，世界最低之一，導致勞動適齡人口逐年減少。

與此同時，嚴重的人才流失正加劇這種情況。

Talent shortage and brain drain 人才短缺及外流

But attracting foreigners to fill the talent shortage is far from easy. Many countries, including Taiwan's main economic rivals, have similar needs, creating intense competition to attract and retain the cream of the international work force.

儘管吸引國際人才的競爭持續加劇，但台灣在吸引這些人才並留住他們方面遠遠落後於其他國家。

Hence, as the NDC emphasized, creating a friendly living environment for foreign talent is a vital part of what needs to be done to attract them.

Creating a friendly living environment requires, above all, creating a bilingual environment.

營造友善的生活環境首先需要營造雙語環境。

Enriching the talent pool 豐富人才庫

Attracting foreign talent to Taiwan is not just a means of filling shortages of local talent. It can also add something extra to the talent pool, something that can be a difference maker to what Taiwan's businesses and industries can achieve.

When the draft of the Foreign Professionals Act was deliberated in the Legislative Yuan, one of its strongest advocates was legislator Karen Yu (余宛如). In an interview for *BusinessNext*, she stressed that “**every single industry would benefit from foreign talent.**” Citing her experience as an entrepreneur, she suggested that foreign talent is often a crucial ingredient for success.

余立委強調：「每個產業都會受益於外國人才」而「外來人才往往是成功的關鍵因素」。

Taiwan's semiconductor industry 台灣半導體業

There is an urgent need for attracting foreign talent across all sectors of industry, though it's particularly great in high-tech manufacturing industries.

Taiwan's flagship semiconductor industry exemplifies this need.

A couple of years ago, TSMC Chairman Mark Liu (劉德音) remarked that the biggest problem in Taiwan's semiconductor industry is the shortage of talent.

兩年前，台積電董事長劉德音指出，台灣半導體業目前最大問題是缺才。

Last September, this was echoed by Edward Chang (張翼), Dean of the International College of Semiconductor Technology at NYCU, who said that “Taiwan is competing with the world”, and with every country now active in developing semiconductor technology, it can hardly be enough to rely solely on domestic talent.

2021年9月，陽明交大半導體產業國際學院張翼院長表示，「台灣是在和全世界競爭」，現在各國都在發展半導體，單憑本土人才遠遠不夠。

Emerging tech fields 新興技術領域

Taiwan also stands to benefit hugely if it can attract elite foreign talent in emerging fields of technology, such as the Internet of Things (IoT), artificial intelligence (AI), virtual and augmented reality (VR and AR), quantum technology, blockchain technology, electric vehicles, autonomous vehicles, drones, fintech, and 5G mobile communications.

看看高潛力新興技術領域，如物聯網（IoT）、人工智慧（AI）、虛擬和擴增實境（VR和AR）、量子技術、區塊鏈、電動汽車、自動駕駛汽車、無人機、金融科技和5G移動通信。

Although Taiwan largely meets the requirements for achieving a frontline position in these fields, it is lacking in one key aspect: **its talent pool, while high in quality, is simply too small**, and needs to be supplemented by bringing in foreign talent.

雖然台灣基本上具備在這些領域進入前段班的條件，但缺乏一個關鍵因素：本地人才素質雖高，但實在太少了，需要引進外國人才來補充。

If Taiwan can attract the right kinds of foreign talent to come to work here, its chances of becoming one of the leaders in emerging technology industries will be greatly enhanced.

如果能吸引到合適的外國人才，台灣成為新興科技產業翹楚的機會將大增。

Urgent need for foreign talent in defense sector

國防領域亟需延攬外國人才

Taiwan has a pressing need to recruit foreign talent not only for the high-tech manufacturing industries that drive its economic growth, but also for its national defense industries.

In August last year, the Ministry of National Defense expressed concern that a talent shortage was impeding the progress of vital projects for developing key defense equipment, and announced a proposal to recruit suitably qualified foreign experts to make up for this deficiency. Those targeted would need to have appropriate doctoral degrees and at least five years of relevant work experience.

去年八月，國防部公佈「外國特定專業人才具有國防領域特殊專長草案」，該部及相關產業有意延攬曾經或現任職於其他國家或台灣國防航空、船艦產業領域，具有關鍵專業技術，除取得國內外大學相關系所博士以上學位外，具5年以上相關工作經驗的外國人才。

Better English environment = stronger national defense

改善英語環境 = 加強國防

Since the world has only a limited supply of people with the required qualifications, and many countries are competing to utilize their expertise, Taiwan will need to offer highly attractive conditions to have a chance of recruiting them.

由於需要填補的職位需具有博士學位和至少五年相關工作經驗，而招聘此類人才全球競爭激烈，台灣需要提供極優渥的條件才能吸引他們。

Luring such talent to Taiwan will not be easy, even by offering competitively attractive pay and benefits.

A more foreigner-friendly language environment for them and their family members can make Taiwan considerably more attractive to them.

對外國人更友善的語言環境可以使台灣對他們及其家人更具吸引力。

Cultural and creative industries 文化創意產業

Cultural and creative industries can also benefit greatly from attracting foreign talent.

The input of foreign ideas, with interaction between local and foreign creatives, can inspire, fertilize and catalyze creativity, and can enhance the international appeal of local creative output.

外國創意的輸入，本地和外國創意者之間的互動，可以啟發、豐富和激盪創意，增強本地創意產品的國際吸引力。

Source of soft power 軟實力的來源

International success in cultural and creative industries not only earns big profits and generates high-quality jobs in the producing country, but also is a highly effective way of exerting **soft power** internationally - raising a country's international profile, winning it international friends, strengthening its international connections, and enhancing its international influence.

一個國家的文創產業在國際上成功，除賺取巨額利潤，給人民創造良好的就業機會，也能有效地發揮軟實力。

This kind of soft power has been a major source of American and British influence for many decades, and we've all seen the benefits that South Korea has gained from the spreading international popularity of its K-pop artists and TV dramas.

Foreign-born Nobel laureates 國外出生的諾貝爾獎得主

Furthermore, attracting foreign talent can significantly strengthen a host country's capabilities in science, technology, and R&D.

It's notable how many Nobel laureates in physics, chemistry, medicine, and economics were not originally from the countries where they conducted their prize-winning work.

Statistics compiled by the World Economic Forum show that, out of 281 Nobel Prizes in those fields awarded for work in US institutions between 1969 and 2020, 87 went to laureates born outside the US.

During the same period, the UK had a similar percentage of foreign-born laureates, at 15 out of 45, while Switzerland had 8 foreign-born versus 7 native-born laureates.

Attracting foreign talent: comparison with Singapore

吸引外國人才：與新加坡的比較

When the Foreign Professionals Act was passed in 2017, there were fewer than 32,000 foreign professionals working in Taiwan, while **Singapore had more than six times as many** working under its E Pass for foreign professionals, managers and executives.

Since then, the government's drive to attract foreign talent, aided by the incentives in the Foreign Professionals Act, has increased Taiwan's contingent of foreign professionals to 43,000 (as of November 2021).

The government has set the target of increasing that number to **100,000 by 2030**.

2017年：在台工作的外國白領專業人士不到32,000人；新加坡則有 189,900 名外國專業及管理人員持高級工作證（E Pass）在新加坡工作。

2021 年 11 月：台灣的外國專業人才已增加到 43,000 人。

2030年目標：台灣的外國專業人才增加到 100,000 人。

Need to add 400,000 immigrants to the work force by 2030 到2030年，須淨增加40萬外籍人力

NDC projections for manpower supply and demand indicate that Taiwan will experience **a shortage of 400,000 workers by 2030.**

To alleviate this shortage, the government has set the targets of (1) recruiting an additional 60,000 foreign professionals, including 20,000 foreign special professionals; (2) encouraging 140,000 migrant workers to gain qualification as mid-level skilled workers; and (3) bringing 200,000 foreign and “overseas compatriot” students into the work force.

為滿足產業人力需求，2030年將出現40萬人缺口。

為維持台灣經濟成長動能，2021年至2030年須淨增加40萬外籍人力。

移民對象目標：外國專業人才6萬人；僑外生20萬人；外國技術人力14萬人。

The benefits of attracting foreign students

吸引外國學生的好處

Alongside the very great economic and social benefits that Taiwan can gain from attracting foreign talent, there are also great benefits to be gained from attracting foreign students.

吸引國際人才台灣不僅可以獲得巨大的經濟和社會效益，吸引外國學生進入其教育體系同樣也可獲巨大效益。

Attracting foreign students to fill lack of local students

吸引外國學生以彌補本國學生的不足

Taiwan's universities are facing a crisis of enrollment caused by the demographic time bomb of the country's very low birth rate.

台灣的大學正面臨著超低出生率造成的招生危機。

With the number of local high school leavers continuously shrinking, many universities and university departments are struggling to enroll enough students. Attracting foreign students is an important means of making up for the lack of local students.

吸引外生是本地大學彌補本地生不足的重要手段。

Plummeting school-age population 學齡人口銳減

Considering that Taiwan's **population aged under 15** – the future catchment of Taiwan's universities and future pool of Taiwan's manpower – has fallen by more than one-third within a single generation, from **4.662 million in 2001** to just **2.93 million in 2021**, this situation is only going to get worse, and the need for attracting foreign students will become greater and greater.

台灣 15 歲以下人口在一代之間減少了三分之一以上，從 2001 年的 466.2 萬降至 2021 年的僅 293 萬。

Source of future talent 未來人才的來源

In addition to filling empty places at universities, attracting foreign students can also provide a precious source of future talent for all parts of Taiwan's economy.

吸引外國學生也可以為台灣提供未來寶貴人才的來源。

Other countries with aging or aged populations recognize this, and place high priority on luring students from around the world to study in their universities.

To be more attractive to international students, many universities in non-English-speaking countries offer English-taught courses. 為提高對國際學生的吸引力，許多非英語系國家的大學都提供英語授課的課程。

Foreign students as a source of high-value manpower

外國學生成為高價值人才的來源

Attracting foreign students is an ideal way of augmenting local human resources by bringing them into the work force after they graduate.

Coming to the country as young adults, they will be able to: 年輕時期來台，他們能夠：

- ✓ Speedily acculturate (迅速適應本地文化)
- ✓ Soon acquire at least basic local-language proficiency (很快就能掌握基本的本地語言能力)
- ✓ Gain understanding of how the local society works (了解本地社會的運作)

They will thus be able to adapt to the local work environment and integrate into the local society much better than people recruited at an older age. 適應本地工作環境，融入社會，會比年長來台的人容易許多。

Student immigration targets 學生移民目標

As I have mentioned, in the immigration targets for filling manpower shortages, the government aims, by 2030, to bring as many as 200,000 international students into the work force after they complete their studies in Taiwan.

This includes 170,000 obtaining bachelor's degrees or above, 10,000 obtaining associate degrees, 10,000 completing Overseas Youth Vocational Training School (which from this year will be converted into 2-year associate degree programs), and 10,000 completing short-term study programs.

吸引及留用僑外生的目標：

學士以上17萬人；副學士1萬人；海青班1萬人；短期研習生1萬人。

Internationalizing higher education 高等教育國際化

Local students also can benefit from having foreign classmates, enabling them to:

有國際同學能幫助本地學生：

- ✓ Broaden their minds and horizons 開拓視野
- ✓ Gain a better understanding of the world 更加了解世界
- ✓ Acquire a more international perspective 培養更國際化的思維
- ✓ Tap opportunities for language, cultural and intellectual exchange 打開語言、文化和知識交流機會

Internationalization of higher education 高等教育國際化

Internationalization of higher education is a strong and rising trend worldwide, and is generally recognized by educators to have the benefits of:

- (1) improving the quality of teaching and learning (提升教學品質)
- (2) boosting capacity for R&D (增強研發能力)
- (3) enhancing international reputation, ranking, and competitiveness (提升國際聲譽、排名和競爭力)
- (4) preparing students to live and work in a globalized world (為學生在全球化世界中生活和工作做好準備).

Goal to triple international student enrollment

國際學生入學率增加三倍的目標

In line with the immigration policy mapped out by the NDC, the Ministry of Education has launched a plan for tripling the enrollment of international students in local universities, increasing their number from 14,000 at present to **42,000 in 2030**.

配合國發會規劃的移民政策，教育部推出了擴大招收僑外生計畫，預計招生人數將從2021年的1萬4000人，至2030年能增至4萬2000人，成長比例達3倍。

The ultimate goal is to retain these students to work in Taiwan after they graduate.

最終目標是促進學子留台就業。

More English-taught courses in universities

增加大學英語授課課程

The Bilingual Policy's Overall Implementation Program places emphasis on **speeding up the bilingualization of higher education** (加速推動高等教育雙語化).

This essentially involves increasing the use of **English as a medium of instruction** (全英語授課 : **EMI**).

The Ministry of Education has assessed that Taiwan already possesses favorable conditions for expanding EMI courses, which currently constitute 4.5% of all higher education courses nationwide. According to the ministry, close to **19% of all full-time faculty, numbering 7,000 teachers, have demonstrated the ability to use EMI.**

教育部：目前已有接近 19%、近 7000 名專任教師曾開設全英語授課課程，全國大專校院的全英語授課課程約占全部課程的 4.5%。要進一步擴大全英語授課已有一定基礎。

More English-taught courses in universities 增加大學英語授課課程

Introducing more EMI courses can achieve the double benefit of enhancing local students' English ability while at the same time making Taiwan's universities more attractive to international students.

引入更多 EMI 課程，可在提升本地學生英語能力的同時，也讓台灣對國際學生更具吸引力。

More English-taught courses in universities

增加大學英語授課課程

On the benefits of EMI courses for attracting foreign students, the Implementation Program states that:

*Faced with Taiwan's severely low birth rate and intense global competition in higher education, universities need to **step up their bilingualization** and substantially raise their level of internationalization, **to have better conditions for being able to expand their enrollment of international students** and compete to recruit international first-class teaching and research talent.*

面對嚴峻的少子化與激烈的全球高等教育競爭，大學需要加速雙語化，大幅提升國際化程度，才能有條件擴大招收國際生與延攬國際一流教研人才。

Attracting foreign tourists 吸引外國遊客

Tourism is a highly important industry, a major sector of the economy, a substantial creator of employment and prosperity, particularly in parts of the country lacking other industries.

Moreover, attracting international tourists not only generates substantial economic benefits, but can also contribute hugely to raising a country's international recognition and prestige, winning it favor and friends around the world.

Hence, “creating a friendly bilingual tourism environment” (營造友善雙語觀光環境) is one of the core strategies in the Bilingual Nation Blueprint

Before the Covid-19 pandemic, promotion of Taiwan as an international tourist destination had helped lift visitor arrivals to an all-time high of 11.9 million in 2019. But given Taiwan's rich tourism resources, that is far below what ought to be achievable.

Impact of language barrier 語言障礙的影響

Why hasn't Taiwan had more success in attracting international tourists?

One main reason is the language environment, with the lack of English service proficiency, and the paucity of quality English information, presenting a substantial language barrier for non-Chinese-speaking visitors.

Enjoyment of visiting a foreign country can be greatly reduced by the frustration and inconvenience of a communication barrier.

What's more, foreigners who have struggled with a language barrier when visiting Taiwan are less likely to want to come again, less likely to take away a positive impression of Taiwan, and less likely to influence others to want to visit Taiwan.

Comparison with Singapore 台灣與新加坡比較

Compare Taiwan with Singapore: Tiny Singapore, with a quarter of Taiwan's population, just one-fiftieth (1-50th) of Taiwan's area, and – I believe – far inferior scenic, cultural, recreational, and other attractions for international tourists, still manages to attract far more foreign visitors each year than Taiwan (19 million in 2019 versus Taiwan's 11.9 million).

How can that be explained? Well, the one aspect in which Singapore has a real advantage over Taiwan is its English environment, and that, it would seem, is enough to make all the difference.

When the world returns to pre-Covid normality, or enters a post-Covid “new normal”, there is sure to be an explosion of pent-up demand for international travel and tourism. Taiwan will hope to tap into that surging demand to provide a shot in the arm for its tourism industry, which has been hit harder than any other sector by the impact of Covid. A better English environment will be greatly helpful to this.

Key role of the Bilingual Policy Development Center

雙語政策發展中心的關鍵作用

The Bilingual Policy involves an extremely broad range of measures to be carried out across government agencies at both central and local levels, as set out in the Blueprint and further detailed in the Overall Implementation Program.

It is vitally necessary to have a dedicated entity that is suitably empowered, funded and equipped to promote and coordinate the implementation of the policy, and the entity proposed for this function is the Bilingual Policy Development Center.

The draft act for the Center's establishment was approved by the Executive Yuan last September and is now being deliberated by the Legislative Yuan. I hope its passage can be expedited, since the Center has a vital role to play, and needs to be up and running as soon as possible.

希望立法院盡快通過本法，讓該中心盡快建立運作，發揮作用。

Support for the policy 支持雙語國家政策的聲音

Although some voices in Taiwan have questioned the appropriateness, justification or feasibility of the Bilingual Policy, most commentary has been approving and supportive.

The ECCT (歐洲在臺商務協會) and AmCham (臺灣美國商會) have both warmly welcomed the policy.

The ECCT observed that “*improving English language proficiency in Taiwan would increase Taiwan’s attractiveness to investors, entrepreneurs and talented individuals, which would help to boost the economy, create jobs and move Taiwan up the value chain.*”

AmCham stressed the need for Taiwan to “*become a bilingual nation as quickly as possible*” since its lagging level of English proficiency “*makes it harder to do international business with Taiwan.*”

Liberty Times Editorial 自由時報社論

Last year, the *Liberty Times* published an editorial expressing fulsome approval of the policy.

One of the points it made was that “*in small and medium-sized economies such as the Netherlands, Singapore, Ireland, Israel and the UAE, where English is widely spoken, it has been a major attractor for overseas investors*”, and that consequently “*these countries have thrived in international business and their economies have performed well.*”

「荷蘭、新加坡、愛爾蘭、以色列、杜拜等國家都是中小型經濟體，不過他們的英語普及率高，成為吸引外資亮點，因而國際通商及經濟表現出色。」

Misguided opposition 毫無根據的的反對

Yet in spite of the policy's manifest necessity and benefits, there have lately been objections to it by people misguidedly claiming that, by improving English proficiency, the policy will somehow adversely affect the use of Hakka, Hoklo, and other native languages.

Seeking to rouse opposition to the policy under such slogans as “put native languages first” (「本土語優先」), even absurdly suggesting that a more English-proficient population “*would erode Taiwan's identity as a sovereign state, and sever people's homeland roots*”, they have been lobbying legislators to block the establishment of the Bilingual Policy Development Center.

False assertions 錯誤的斷言

With all due respect, their assertions are completely baseless. The Bilingual Policy aims to **optimize opportunities for Taiwanese to learn English**, which need not at all diminish opportunities to learn any other language, or any number of other languages.

Anyone of even moderate intelligence ought to be fully capable of learning a set of languages consisting of

- (1) Mandarin Chinese, as the common language that enables all citizens of this country to communicate with each other;
- (2) English, as the global lingua franca that enables international communication; and
- (3) their particular heritage language – whether Hoklo, Hakka, an indigenous language, or a new immigrant language – as the language that gives them a special connection to their subnational group and cultural heritage.

A world of multilinguals 世界各地的多語言人士

Millions of people in other countries grow up learning and using a similar set of languages. Why belittle Taiwanese by suggesting they're less capable of doing so?

For example, in India, which recognizes Hindi and English as its primary official languages, also recognizes the official status of 21 other languages, and has at least 30 languages spoken by more than a million native speakers, schoolchildren routinely learn and use multiple languages, including English. Most educated Indians are trilingual, being competent users of English and Hindi as well as the local language of their home community.

If misconceived opposition undermines or hinders the Bilingual Policy, it will do nothing but harm to Taiwan and Taiwanese, aiding only those hostile to Taiwan. It must be hoped that such agitation falls only upon deaf ears.

A key part, but not the whole, of language policy

語言政策的關鍵部分，但不是全部

If opposition to the Bilingual Policy is based on the non-inclusion of heritage languages, then it needs to be understood that **it is only one part of the government's overall language policy**. It's a key part, but not the whole, nor anywhere near so, and far from excluding anything else.

In sum, **the government's language policy is to create the best achievable conditions for fostering bilinguality in Chinese and English while also providing ample support for sustaining ALL heritage languages.**

政府的語言政策是為培養中文和英文的雙語能力創造最佳條件，同時也為所有母語提供充分的支持。

The status of English in the government's language policy clearly accords with the wishes of the majority of Taiwanese, especially what they wish for their children. The eagerness of parents to place their children in bilingual schools is the strongest possible testament to those wishes.

Conclusion

A difficult but essential aim 一個困難但極其重要的目標

Of course, it will be extremely difficult for Taiwan to become a fully bilingual nation. It will be tremendously hard to attain a level of English proficiency comparable to Singapore. Perhaps it will not be possible at all.

當然，台灣要成為一個真正的雙語國家將非常困難。要達到與新加坡相當的廣泛英語能力，也許根本不可能。

But at least Taiwan has to do the best it can to make progress toward that goal. Every step of progress will bring enough benefit to make the effort highly worthwhile. It is an effort that Taiwan simply cannot afford to neglect.

但是至少台灣必須盡其所能，朝著這一目標前進。進步的每一步都將帶來足夠的利益，使這項工作非常值得，完全不容忽視。

Virtuous circle 良性循環

As Taiwan gains a more and more foreigner-friendly bilingual environment, it will be able to attract more and more foreign investors and entrepreneurs, foreign professionals and talent, foreign students, and foreign tourists, giving local people more and more opportunities to interact with foreigners and get practice using English as a real-life communication tool.

This will help foster local English proficiency and further enhance the bilingual environment, thus feeding into a virtuous circle.

Summary of gains 益處匯總

As this process continues, Taiwan will be increasingly able to:

- **Exert its soft power**
- **Raise its international stature and prestige**
- 發揮軟實力
- 提升國際地位和聲望

Summary of gains 益處匯總

- Participate in international cooperation
- Strengthen its international competitiveness
- 參與國際舞台
- 增強國際競爭力

Summary of gains 益處匯總

- Tap into the benefits of globalization
- Bolster its national security
- 充分利用全球化的好處
- 加強國家安全

Summary of gains 益處匯總

- **Boost its economic and social development**
- **Enhance its people's job opportunities, choices of path in life, and hopes for the future**
- **促進經濟社會發展**
- **改善國民的工作機會，生涯的選擇以及對未來的希望**

Summation 總結

If the Bilingual Policy is carried out with sufficient commitment, it promises to deliver massive benefits for Taiwan and its people.

It can enable Taiwan to achieve the many advantages of internationalization, to optimally tap into the benefits of globalization, and to play a full role in the vital initiatives of internationalism.

只要雙語國家政策以足夠的決心執行，可望會為台灣及其人民帶來巨大利益。

可以使台灣獲得國際化的諸多優勢，以最佳方式利用全球化的好處，並使台灣成為國際舞台重要倡議的積極參與者。

Summation 總結

For individual Taiwanese, and above all for Taiwan's younger people and future generations, it can open up new prospects for a better, more fulfilling, more prosperous life.

Even if it is only partially successful, it should still be well worth whatever effort and resources are put into it.

對於個人，尤其是台灣的年輕人和後代，它可以為更美好、更滿意、更繁榮的生活開闢新的前景。

即使只是部分成功，仍然值得投入大量的努力和資源。

Summation 總結

Given the breadth and magnitude of its beneficial effects, it is hard to conceive of any policy that could serve Taiwan and its people to a greater extent.

The policy deserves to receive the fullest support from all sections of society, and the fullest effort from all agencies of government, to bring it to its fullest fruition.

論到其有益影響的廣度和規模，很難想像有什麼政策可以更有效地為台灣及其人民的利益服務。

這項政策應該得到社會各界，以及政府各部門的全力支持，以實現最大的成果。

The End

Thank you for your attention!