

## Preface

Taiwan along with all other advanced nations of the world is facing the challenge of having fewer children and an aging population. In 2019, Taiwan's total fertility rate dropped to 1.05 children per woman; while the aged population continued to increase. In March 2018, Taiwan officially became an aged society (with its aged population accounting for more than 14% of the total); Taiwan is further projected to become a super-aged society (with its aged population exceeding 20% of the total) by 2025. This aging rate is progressing faster than that in the US, Canada, the UK, and Germany.

The aging of Taiwan's population is due, on the one hand, to advancements in medical care, which has extended the average life expectancy of people here. Therefore, the baby boomers, born after World War II, are successively becoming the elderly population. On the other hand, the changes in Taiwan's society and people's values have led to the phenomenon of late marriages and a single-by-choice life style, reducing women's fertility rates. Taiwan is thus directly facing this dual crisis of fewer children and an aging demographic structure.

The Ministry of the Interior has the most complete demographic database in Taiwan, one that can be used to carry out real-time analysis on population structural changes. With regards to population aging, the aging index in February 2017 exceeded 100 for the first time, reaching 100.18; this was the first time in Taiwan that the elderly population surpassed the younger population. In March 2018, the population of elderly people (those aged 65 or more) in Taiwan reached 14.05%, officially bringing Taiwan into the era of an aged society. As for the phenomenon of fewer children, the total fertility rate in 2010 dropped to 0.90 children per woman, the lowest point in history. Since then, the government of Taiwan has been actively promoting various pronatalist policies. The fertility rate in 2019 was 1.05. According to the National Development Council's "Population Projections for the R.O.C. (Taiwan): 2020–2070", the total population will begin to show negative growth in 2020. The primary cause for this is that the number of births in 2020 has been lower than the number of deaths. The population has thus begun to show a natural decrease; and social increase,

primarily driven by international migration, was affected by the COVID-19 pandemic beginning in 2020. This will result in rarely-seen negative numbers, and an inability to make up for the natural decrease, in the population.

The above-mentioned demographic changes will cause many problems, including the reduction of the labor force, which will affect the competitiveness, taxation, education, and finance of our nation. The Executive Yuan attaches great importance to the population issue. The Ministry of the Interior also, in accordance with the ROC (Republic of China) Population Policy Guidelines, actively cooperates with the Executive Yuan to plan and promote various population policies, including the activities to encourage marriage and childbirth, the housing improvement policies, the personal safety strengthening measures for women, children and elderly people, and the amendment of immigration regulations to attract international talents and increase manpower to reduce the impact of the imbalanced population structure.

The Ministry of the Interior publishes the “Population Policy Data Collection” every year to include chapters on population policy development & evolution, demographic structure change, future population estimates, demographic statistics and population policy-related regulations etc. The Year 2020 edition even compiles in detail the specific measures taken by the Ministry of the Interior in the past five years, serving as a reference for government agencies, academic institutions, and schools for the promoting of relevant businesses. We sincerely invite all of you to get involved and care about the population issues in Taiwan.

This publication collects information from many sources. If there are any mistakes, your kind correction is very much appreciated.

Sincerely,  
Minister



November 2020

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# I. FORWARD

Population is one of the basic elements, which comprises a nation's constitution. Its composition, quality, structure, distribution and migration have ramifications on the development of the nation and the well-being of society. Therefore, many countries are committed to studying population issues, hoping to formulate a population policy that is in line with national goals and the interests of all citizens for promoting sustainable development of the country and enhancing national competitiveness.

Since Taiwan's land area and natural resources are very limited, however, in 1949, due to the government's move to Taiwan, and the effects of the post-war baby boom, coupled with the development of medical technology, the improvement of the health environment and population growth has been extremely rapid, heavy population pressure resulted, leading to overcrowding, intense academic competition, increased crime rates, energy shortages, environmental pollution, inadequate public facilities, transportation disorder and other related issues. These not only affected the country's economic development, but also hindered the improvement of citizens' living standards. Therefore, in order to alleviate the pressure on population growth, the government was to ardently work towards the population policy. The government worked in full cooperation with civic groups and citizens on the implementation of this population policy and family planning, the goal of alleviating population growth was effectively achieved. This performance earned the country first place out of over 120 developed and developing nations in the evaluation of the US Population Crisis Committee in 1987, and again in 1992. Population Action International in 1997 also gave Taiwan joint first place (with full marks), along with Hong Kong, Singapore, South Korea and Tunisia, out of a total of 88 countries assessed, leading to allied states dispatching observers to Taiwan in order to learn from our valuable experience in the implementation of population policy.

Although Taiwan effectively achieved the goal of alleviating population growth, the government re-adjusted the direction of population

policy implementation in response to the future needs of an aging society and sustainable national development in 1992, and also incorporated an immigration policy into its population policy in the hope of achieving such goals as maintaining a reasonable population growth, improving population quality and having a balanced population distribution.

The total fertility rate<sup>1</sup> of women in Taiwan in 1951 was 7.04 children. However, from 1984 onwards, it had fallen to below the maintaining a stable population's replacement rate of 2.1 children. And social changed and changed in the concept of citizens, Taiwan's fertility rate continued to decline. By 2010, the fertility rate fell to a historical low point of 0.90 children, climbing back up again to 1.05 children by 2019. At the same time, due to the improvement of medical care and the extending of average life expectancy, Taiwan has officially entered an aged society in March 2018. On the other hand, owing to the process of globalization, migration between countries has occurred frequently, resulting in immigration problems. Therefore, in order to alleviate the problem of Taiwan's aged population structure, fewer children and the rapid population changes caused by immigration among international countries and maintain Taiwan's competitiveness in globalization, the government of Taiwan must conduct in-depth investigation on current trends and issues and respond as early as possible.

The Executive Yuan on June 14, 2006 amended and approved the implementation of the "Republic of China Population Policy guidelines." Its focal points included population composition, quality, distribution, development, migrations, etc., as well as looking at today's population composition, sex roles, family structure, social resources, economic development, ethnic harmony and environmental protection, in keeping with the principles of human rights and the welfare of the people, the pursuit of the vision of sustainable development and environmental protection, harmonious coexistence with the world, and with the objectives of national development to improve the well-being of our citizens.

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<sup>1</sup> The total fertility rate refers to the number of children that would be born to a woman over her lifetime in a hypothetical generation if she were to pass through the childbearing years bearing children according to a current schedule of age-specific fertility rates.

On March 10, 2008, the Executive Yuan issued the “Population Policy White Paper, proposing 21 policy measures covering 125 specific measures to tackle the issues of the trend towards fewer children, aging population, and increased immigration issues. In addition, to construct more diverse and comprehensive responding measures, the Executive Yuan approved twice amendments to the Population Policy White Paper on April 22, 2011 and July 12, 2013, separately. For the amendment on July 12, 2013, stipulated 18 policy measures, 107 specific measures, and 232 performance indicators, hoping to achieve the three great visions of "Creating a healthy environment for childbearing and child fostering, maintaining a moderate demographic structure", "Promoting family values, allowing the elderly to enjoy a healthy, dignified and energetic life" and "Respecting multiculturalism, creating a happy and harmonious life".

The “Republic of China Population Policy guidelines” was amended and approved by the Executive Yuan on December 7, 2011 to specify eight basic concepts, and 34 policy implications, covering aspects such as reaching a reasonable population composition, improving population quality, protecting labor rights, strengthening the social safety net, implementing sex equality rights, promoting ethnic equality, advancing a reasonable population distribution and protecting immigrant rights and interests, in order to create an environment in which citizens are happy to marry, willing to have children, and able to support them.

According to the announcement made by the Executive Yuan in July of 2013, the planning and preparation of the population policy is the responsibility of the National Development Council (hereinafter referred to as the NDC). In 2014, the NDC invited experts, scholars and relating governmental departments & agencies to jointly review the “ROC (Republic of China) Population Policy Guidelines”. The amendment was approved on December 27, 2014, which mainly incorporated the idea of “Expanding Labor Participation” and “Enhancing Immigration Policy”, to overcome the challenges of the current demographic transition. It is also hoped that under the trend towards fewer children and the aging population,

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the amendment can help the government to propose policies that are more advanced and comprehensive.

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### 1. Implications Of Population Policy

Land, people, and sovereignty are the three basic elements constituting a country, and people in particular are the most important factor of the three. The composition, quality, distribution, development and migration of a country's population not only directly affect socio-economic development and the people's standard of living, but also have a direct bearing on the national development and well-being of its society. The so-called “population policy” refers to a kind of policy and strategy used by a state to solve population and socio-economic problems pertaining to fertility, parenting, education, quality, distribution as well as the maintenance of the ecological environment. Its purpose is to promote public health, advance economic development, and improve social welfare, to bring about a balanced distribution of population and industrial activities and to further ecologically sustainable development. Thus, the formulation of population policies should be in line with the principle of human rights and the welfare of the people, the pursuit of the vision of sustainable development and environmental protection, and in line with national development objectives of enhancing the well being of the citizens' lives.

### 2. Reform Of Organizational Structure

To steer the implementation of population policies, population research and analysis, the Social Affairs Department of the Executive Yuan established the Population Research Committee in 1941. The government moved to Taiwan in 1949, and the Ministry of the Interior (MOI) set up a Temporary Committee on Population Policy in 1966. In 1969, The “Ministry of the Interior Population Policy Committee” was set up according to Article 17 of the Population Policy guidelines published that year, and the “MOI Population Policy Committee Organizational Regulations” were submitted and approved by the Executive Yuan in 1970. In accordance with these regulations, this Ministry assigned the Deputy-minister for Home Affairs to serve concurrently as chairman, the Director

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of the Dept. of Household Registration, MOI to serve as vice chairman, and appointed 15-19 people as members, drawing on business people of relevant agencies as well as scholars and experts for the planning the implementation of population policy matters.

Subsequently, the very fast population growth led to the country facing problems of population pressure. To enhance the decision-making function of the Population Policy Committee, amendments to the “MOI Population Policy Committee Organizational Regulations” were submitted to the Executive Yuan for approval in April 1980 to improve the population policy administrative system as well as the coordination between relevant authorities. After the reorganization of the Population Policy Committee, the minister of this ministry served concurrently as chairman, while the three positions of vice-chairman were served by the heads and deputy heads of the Education Ministry, the Council for Economic Planning and Development, Executive Yuan, and the Department of Health, Executive Yuan, with 15-19 senior personnel of relevant authorities, scholars and experts also being invited to serve as members.

Article 28 of the Basic Code Governing Central Administrative Agencies Organizations provides that the Commission should have the focal points of its purpose determined as if it was classified as a case task force. Hence, the Executive Yuan abolished the organizational rules on August 27, 2004, issued a letter titled “MOI Population Policy Committee Focal Points” on August 30, 2004, and assigned 25 members in accordance with those focal points. The members include the chairman, served concurrently by the Minister of the Interior, 4 vice chairmen positions, filled by heads and deputy heads of the Ministry of Education, the Council for Economic Planning and Development, the Department of Health, Executive Yuan, and the MOI's General Affairs Deputy-minister, with the remaining members being 12 members consisting of scholars and experts, two representatives from the Executive Yuan, one from the Council of Labor Affairs, Executive Yuan, one from the Taipei City government, one from the Kaohsiung City government, and one each from the Ministry of the Interior, the Construction and Planning Agency, the Department of

Social Affairs and the Household Registration Affairs. An executive secretary was also appointed, served by the Director of the Dept. of Household Registration, MOI. The secretary and contracted researchers were appointed from MOI personnel, responsible as aides for committee affairs.

With respect to the three currently most pressing issues of the trend towards fewer children, the aging of the population, and increased immigration, we hope to construct a fair and universal child care system, build improved elderly economic security and care systems, plan the influx of economic and professional personnel, and implement policies providing care and counseling for the immigrant population as well as their employment rights. On January 17, 2007, the “MOI Population Policy Committee Focal Points” letter was issued and amended, increasing the 25 member positions appointed up to 27, with the addition of one person each from the MOI's Children's Bureau and the National Immigration Department.

In line with the recommendations of the CEPD's “Population Projections for R.O.C.: 2008-2056” report published in September 2008, the government must be able to properly cope with the future issues of fewer children and population aging, taking special precautions with respect to human assets and manpower use. Thus, it was necessary to enlist the additional help of scholars and experts from the fields of demography to provide professional advice with reference to the government's policies. On October 24, 2008, the “MOI Population Policy Committee Focal Points” letter was amended and issued which modified the number of focal point members from 27 to 29, and increased the number of scholars and experts from 11 to 13.

However, Taiwan has been facing the challenges of fewer children and more elderly people in recent years, and various sectors of society have repeatedly called on the Commission to improve the status of the population policy to enable integration of resources and effectively respond to these challenges, such as the recommendations made in the Control Yuan's 2010 “Evaluations and Measures the Government Should Have In



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Tackling the Impact of the Trend Towards Fewer Children” project study report that suggested: “...the Executive Yuan should allow appropriate elevation of the status of the Population Policy Committee, lead inter-agency strategies, put forth appropriate contingency measures and multi-purposed supporting policies, fully consider long-term relevant variables as early as possible, and adopt effective strategies to address the social problems brought about by the trend towards fewer children, and maintain Taiwan's economic development and national competitiveness.” In the 21st Meeting of the Presidential Office Monthly Fiscal Report dated June 23, 2011, direction No. 4 given by the president regarding the progress report titled “Specific Countermeasures for the Fewer Childbirth” provides that: “For recommendations concerning population policy organization, a permanent task force can be set up under the Executive Yuan...”

In order to heighten the decision-making status of its population policy, the MOI Population Policy Committee was upgraded to the level of an Executive Yuan permanent task force to determine population planning and policy guidelines for the relevant ministries to develop programs and specific measures on the basis of it. With instructions from the Executive Yuan, the “Executive Yuan Population Policy Committee Focal Points” (draft) was submitted on September 16, 2011. The Executive Yuan then requested that the Population Policy Committee should make further clarifications on relevant matters, such as the establishment and starting points, and report them to the administration on September 29, 2011. For the sake of completeness, relevant agencies were invited for deliberation on November 28, 2011, and resolved to amend the “Executive Yuan Population Policy Committee Focal Points” to be the “Executive Yuan Population Policy Focal Points Report.” The MOI remained responsible as the unit of “Report’s” secretary of the Executive Yuan Population Policy Committee. In order to better link the population policy, it was recommended that the Executive Yuan Population Policy Committee Report be established on July 1, 2012. After hearing the “Changing Trends in Taiwan's Population and Response Measures” report at the Executive Yuan Meeting 3297 on May 3, 2012, the Executive Yuan instructed that: “This Administration's 'Population Policy Committee Report, scheduled



for July 1st, with Vice Premier Jiang Yi-hua as convener, Minister without Portfolio Hsueh, Cheng-tai as deputy convener, hereby considers the status of Taiwan's three main population challenges extremely severe, and requests establishment of immediate effective operations.”

On May 14, 2012, the Executive Yuan approved and promulgated the Executive Yuan Population Policy Committee Report Focal Points, which have been in effect since July 1, 2012. The committee report tasks are: (I) Population Policy Integration and Coordination; (II) Consultation and Supervision of Population Policy Plans and Measures; (III) Commissioning of Population Policy Study and Consultation; (IV) Other Major Issues Related to Population Policy. 21 to 25 committee members were chosen, including one convener to be served concurrently by the Vice Premier, one deputy convener to be served concurrently by a Minister without Portfolio, and the remainder appointed (or commissioned) by the Premier: namely, the Minister of the Interior, the Minister of Foreign Affairs, the Minister of Finance, the Minister of Education, the Minister of Transportation and Communications, the Minister of Health of the Executive Yuan, the personnel chief of the Executive Yuan's GDBAS, the director of the CEPD, the chairman of Council for Economic Planning and Development, Executive Yuan, the chairman of the Council of Labor Affairs, and 9 to 13 scholars and experts or representatives of civic groups and organizations.

To deal with the serious problem of the aging of the nation's population composition, the Executive Yuan upgraded the level of the Population Policy Committee on July 1, 2012, setting up the “Board of Population Policy, Executive Yuan” to guide inter-ministerial policies, propose appropriate response policies, specific programs, target data and other supporting measures, with early consideration of relevant variables, and adopting effective strategies in order to arrive at a comprehensive solution to the social problems brought about by the trend towards fewer children, and to maintain Taiwan's economic development and national competitiveness. Thenceforth, on January 22, 2014, the Executive Yuan instructed the National Development Council (NDC) to establish the

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“Board of Population Policy, Executive Yuan” with responsibility for planning the formulation of population policy, including the revising of Population Policy Platform and the Population Policy White Paper, clerical operations of the Board of Population Policy, Executive Yuan, mapping out a more comprehensive and complete population policy. In this approach, the relevant ministries should not only continue to achieve implementation of the Population Policy White Paper's benchmarks, but at the same time also formulate innovative measures to improve government policies to encourage marriage and childbearing.

In response to the country's demographic trends, consolidating talent training supply and demand issues, organizing, planning and coordinating population and talent policies, and supervising various ministries in their gradual implementing of relevant plans, the Executive Yuan has combined the original "Board of Population Policy" and "Board of Talent Policy" to establish the "Board of Population and Talent Policy, Executive Yuan", and on February 17, 2015 approved and promulgated the “Key points of Setting Up the Board of Population and Talent Policy, Executive Yuan.” Its mandate is: (I) Planning, integration, coordination and consultation of population and talent policy and other major measures, (II) Supervision of population and talent policy planning and measures. (III) Coordinating and promoting other major policies relating to population and talent. A committee was set up according to those key points, consisting of 24 to 29 people, one of whom is the Board Convener, a position served concurrently by the Vice Premier; there is also one Deputy Convener, served concurrently by the Minister of the NDC, and the remaining members, appointed (or recruited) by the Premier, Executive Yuan include the following persons: one to two Executive Yuan Ministers without Portfolio, the Minister of the Interior, the Minister of Foreign Affairs, the Minister of Finance, the Minister of Education, the Minister of Economic Affairs, the Minister of Transportation and Communications, the Minister of Health and Welfare, the Minister of Labor, the Minister of Science and Technology, the Minister of the Overseas Community Affairs Council, the Minister of the Directorate-General of Budget, Accounting and Statistics, Executive Yuan, the Minister of the Directorate-General of Personnel

Administration, Executive Yuan or nine to thirteen experts and scholars or representatives of civic organizations. The first meeting was held on July 28, 2015, and the population and talent policies were discussed and planned together.

Since reviewing population and talent issues together in the same discussion meeting was difficult to demonstrate beneficial results, upon requesting by the Executive Yuan in November 2016, “population policies” and “talent policies” were discussed separately. Population policies were discussed in the "Board of Population Policy, Executive Yuan". In addition, “Immigration Policy Team” and “Fertility Rate Improvement Policy Team” were established under the "Board of Population Policy, Executive Yuan" to carry out: (1) planning, integration, coordination and consultation of population policies and key measures, (2) supervision of population policy related projects and measures, and (3) coordination and promotion of other major population policies. According to the amendment of the “Board of Population Policy Key Point, Executive Yuan” approved on November 15, 2016, there are 17~19 committee members; the Deputy Superintendent (Executive Yuan) is the convener and the Minister of the NDC is the vice convener. The rest of the committee members are assigned by the Premier as follows: one Minister without Portfolio, Minister of the Ministry of the Interior, Minister of the Ministry of Foreign Affairs, Minister of the Ministry of Finance, Minister of the Ministry of Education, Minister of the Ministry of Transportation and Communications, Minister of the Ministry of Health and Welfare, Minister of the Ministry of Labor, Minister of the DGBAS (Directorate-General of Budget, Accounting and Statistics, Executive Yuan), Minister of the DGPA (Directorate-General of Personnel Administration, Executive Yuan), and 5~7 experts, scholars or social group representatives.

The “Board of Talent Policy, Executive Yuan” was newly established on March 20, 2017 to stipulate the “Board of Talent Policy Establishment Guideline, Executive Yuan” Its missions include (1) planning, coordination and consultation of talent policies and key measures, (2) supervision of population policy related projects, measures and

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implementation, and (3) coordination and promotion of other major population policies. The Board is made up of 1 convener and 24~27 committee members; the Minister without Portfolio, Executive Yuan serving concurrently as the Minister of the NDC (National Development Council) will serve as the convener concurrently. Besides the convener is the ex-officio committee member, the rest of the committee members are assigned by the Premier of the Executive Yuan as follows: the Minister of the Interior, the Minister of Foreign Affairs, the Minister of Finance, the Minister of Education, the Minister of Economic Affairs, the Minister of Transportation and Communications, the Minister of Labor, the Chairman of Council of Agriculture, the Executive Yuan, the Minister of Health and Welfare, the Minister of Culture, the Minister of Science and Technology, the Chairman of Financial Supervisory Commission, the Minister of Overseas Community Affairs, the Minister of Directorate-General of Personnel Administration, Executive Yuan, the Chairperson of National Communications Commission, and 8 to 11 experts and scholars or representatives of civic groups and organizations.

In order to discuss the issues of fewer children, recruitment & retention of talents, and immigration due to change of demographic structure from the perspective of Taiwan's overall development, the operation of the Executive Yuan's Board of Population Policy, and the Executive Yuan's Board of Talent Policy, was suspended on November 2, 2017 following instructions from former Premier Lai Ching-Te. In addition, on April 20, 2018, the Executive Yuan Board of Population Policy Establishment Guidelines ceased to be applicable; and the Executive Yuan Board of Talent Policy Establishment Guidelines ceased to be applicable on April 19, 2018. Regarding issues arising due to demographic change, the Executive Yuan instructed the National Development Council to hold a Special Meeting on Talent Cultivation & Recruitment and Immigration Policy. This Meeting was hosted by the Premier of the Executive Yuan. During the Meeting, issues on population, talent recruitment and immigration were discussed, and decisions were made, on which practical solutions could be implemented.

### **3. Population policy reform and milestones in development**

In recent years, because Taiwan has faced a continuing-decline in its total fertility rate, its aging population structure, and in fostering sufficient talent, this has, as a result made it difficult to respond to changes in the international economic environment and structural changes in domestic industry. Combined with the nation's trend toward a lower working population, and the rapid increase of its older population, this has led to the emergence of a “late in, early out” working population phenomenon. This phenomenon arises because an older labor force will tend to leave the labor market early. Moreover, due to the popularization of high-level education, most of the young labor force will tend to enter the labor market late owing to an over-adequate education. The following is a summary of the changes in each level of the population composition and the nation’s corresponding countermeasures.

#### **(I) Before the 90s, the emphasis is on reasonable population distribution and population quality improvement**

In 1941, the Executive Yuan Department of Social Affairs established the Population Policy Research Committee, employing scholars and experts to draw up the “Population Policy Guidelines Draft.” After being amended in the 6th National People’s Representative Assembly, the draft was passed and renamed the “National Conservation Policy Guidelines.” With a total of nine Sections and 21 Articles, the Guidelines provided general principles as well as the advocacy of marriage, complete family structure, promotion of proper reproduction, enhancement of public health, regulation of the sex ratio, adjustment of occupation distribution, counseling of population migration, and support of frontier populations. This document set out the general requirements for a reasonable increase in population, a rise in population quality, and appropriate adjustments in population distribution.

In 1949, the government moved to Taiwan, and in 1953, the then-president Chiang Kai-shek added two articles on the principles of people’s

## II. EVOLUTION OF POPULATION POLICY

livelihood, indicating four specific instructions regarding population problems: (1) balanced quality and quantity; (2) a balanced distribution of the population; (3) the promotion of the population's balanced development and utilization according to the actual distribution of resources; and (4) balanced urban and rural development. In 1959, Mr. Chiang Meng-lin published "Facing Taiwan's Increasingly Urgent Population Issue," inspiring people to realize the importance of population issues. The government fully promoted family planning in 1964.

In 1966, the MOI set up a provisional population policy committee to draft the "Republic of China Population Policy Guidelines"; "Measures for the Implementation of Family Planning in Taiwan," and "Taiwan's Population Adjustment Programs" for submission to the Executive Yuan. In 1968 and 1969, the Executive Yuan announced "Implementation Measures for Taiwan's Family Planning" and the "Republic of China Population Policy Guidelines" announcing the policy objectives of improved population quality, reasonable population growth, and balanced population distribution.

In 1979, President Chiang Ching-kuo indicated "the natural Community increase of population rate after 10 years is expected to fall by 12.5 %, making it necessary to implement prenatal health care." In 1980, the Executive Yuan released the "Policy for Reviving Important Base Developments," further deciding on a policy enforcement that "strengthens the implementation of the population policy, reduces the population growth rate, improves population quality, and balances population distribution. Actively promote population policies and implement family planning, strive to decrease the natural population growth by 12.5% within 10 years. Through legislative enactment, implement prenatal health care and a sound childhood education system, improve people's nutrition, and with education and vocational training, continue to enhance the quality of the labor force. With a comprehensive plan for development, guide the population in the north to move eastward and to the central region." Following these policy guidelines, the Ministry of the Interior actively amended the "Republic of China Population Policy Guidelines" and



drafted the “Strengthening the Implementation of Population Policy” which was approved and implemented by the Executive Yuan in 1983. After years of undergoing promotional efforts, Taiwan’s population growth gradually decreased.

In order to suit economic development prospects and adapt to the future growth and evolution of the population and its structure as well as social and economic development, the population policy guidelines and program content were amended and implemented in 1988 and 1992. In addition, the “Genetic Health Act” was developed in July of 1984 to implement eugenic care, improve population quality, protect the health of mothers and children, and promote family well-being. On July 30, 1994, the Social Welfare Policy Guidelines and its implementation program were announced. These would include the five key elements of employment security, social insurance, welfare services, public housing, and healthcare, aiming to promote balanced economic and social development and establish a social security system. In the same year on August 9, the “National Health Insurance Act” was promulgated to promote the health of citizens.

**(II) In the 2000s, the “Population Policy White Paper” was established in response to the issues of fewer children and an aged population**

Taiwan's total fertility rate dropped to 1.76 children per woman in 1993 and reached 1.24 children in 2003, passing the threshold to become a so-called “ultra-low children country.” In contrast, the elderly Community increase of population d every year and accounted for 9.13% of the total population by 2003. This fewer children and aging population would give rise to labor shortages and issues pertaining to nursing care services for the elderly and the heavy burden carried by the younger population. At the same time, there was a substantial increase in marriage between Taiwanese nationals and people from Mainland China and other countries, resulting in problems regarding these spouses adapting to life in Taiwan and their children’s education. In June 1994, the Executive Yuan announced: “To ease the rapid changes in the structure of Taiwan's population caused by an aging populace and fewer children . . . the MOI should forthwith consult

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relevant authorities and propose effective countermeasures that would encourage people to give birth. In addition, related policy seminars should be held to enhance communication and form a consensus with civilians. It is hoped the MOI can put forward a population policy white paper for Taiwan before the end of March 2005.” Accordingly, in October and November of 2004, the MOI held six public hearings in the Northern, Central, Southern, and Eastern regions to encourage childbirth, during which it invited views of the community in order to reach a consensus which would serve as an important reference point for the government's planning to encourage fertility measures. Information offered by relevant departments was also compiled. In 2005, relevant agencies, experts, scholars, and civil groups deliberated together to draft the “Population Policy White Paper (Draft).”

As the times changed, it was difficult for the population policies of the past to keep up with the needs of the present, and there was an urgent need for updates geared towards the needs of the current population composition, sex roles, family structure, social resources, economic development, ethnic harmony, and ecological and environmental protection needs. In order to have the goals and visions of the population policy meet the requirements of the Taiwan's future development, it was advised that interdepartmental opinions should be integrated. Thus in June 2005, the MOI submitted an application to the Executive Yuan asking for the postponement of the report on the Population Policy White Paper and the establishment of a task force to research the country's population policy and draft the Population Policy White Paper. In September 2005, the Executive Yuan issued the letter “Key Points for the Installation of Population Policy Guidelines and White Paper Task Force,” with ministers without portfolio acting as conveners and the minister of the Ministry of the Interior as deputy convener, and began the research and study of the ROC Population Policy Guidelines and the subsequent development of the “Population Policy White Paper”.

During the period of The Ministry of the Interior and Council for Economic Planning and Development, Executive Yuan drafted the



"Republic of China Population Policy Guidelines", the Social Security Group – Social Security System Improvement of the Taiwan Economic Sustainable Development Conference had made a number of specific suggestions regarding the three major problems of fewer children, aging population, and immigration in 2006. The National Security Council also raised concerns about matters relating to demographic imbalance and coping strategies. Furthermore, all sectors of society repeatedly called on the government to respond to the abovementioned issues. In summary, both government and civil organizations recognized the urgency of the current fewer children, aging population, and immigration issues added to population and social issues. In order to maximize the effectiveness of government resources, the first draft of the "Republic of China Population Policy Guidelines" was made by after several amendments at meetings. The Executive Yuan approved amendments on June 14, 2006, the goal of this amendment" was to report the nation's present and future demographic composition, population quality and distribution, population development, migration, and other policy directions given in five basic concepts and 22 policy implications. The Executive Yuan requested its application by all executive bureaus, departments, and provincial and municipal governments, directing relevant agencies such as the Ministry of the Interior, the Ministry of Education, the Department of Health, and the Council for Economic Planning and Development to research and set forth specific implementation plans for these issues and compose a draft of the country's Population Policy White Paper.

In order to have the "Population Policy White Paper" meet the needs of the government and all sectors of society in both theory and practice, the MOI commissioned National Chengchi University to conduct the "Population Policy White Paper and Plan Implementation Research" in September 2006. The research was divided into four sub-topics: "Countermeasures for Fewer Children Society in Taiwan," "Countermeasures for an Aging Society," "National Immigrant Population Policy Research and Countermeasures," and "Planning and Research of the National Population Policy White Paper." In the course of this research, and taking into account sex mainstreaming, the Council for the Promotion

of Women's Rights of the Executive Yuan was invited to work with the research team. In order to build a consensus, experts, scholars, and non-governmental organizations were invited to participate in three public hearings about the white paper in the Northern, Central, and Southern regions in June 2007, with dialogue between the government and the public to create better policy transparency. The research was successful with the development of 21 policy recommendations and 182 specific measures. Consequently, countermeasures were put forward that addressed the baby bust, aging population, immigration issues, and future demographic trends from a macroscopic viewpoint based on these measures. Several relevant agencies were then asked to discuss and formulate a population policy white paper for submission to the Executive Yuan on March 10, 2008; their draft proposed 21 countermeasures that covered 125 specific measures for the baby boom, aging population, and immigration issues.

### **(III) In 2011, the emphasis is on new residents, immigration issues, amending the Guidelines and the White Paper**

Due to the constant change of the subjective and objective conditions of international politics and economics, the domestic socio-economic environment, and the population composition, the Executive Yuan approved amendments for specific measures and performance indicators of the “Population Policy White Paper” on April 22, 2011, stipulating 21 countermeasures, 114 specific measures, and 233 performance indicators addressing the fewer children, aging population, and immigration issues.

Since Taiwan is facing a changing population composition, population issues present themselves with economic development and demographic transitions, and change with the times. With the rapid aging of the population and a decline of the family as caregiver, the government needs to play a more active role in order to provide or assist more families with dignified and honest care and construct a rigorous system of economic security for the elderly. Secondly, fewer children will affect the educational, labor, and health care systems with a potentially long-lasting impact. Moreover, with a tendency towards globalization and internationalization, trends of demographic diversification are becoming increasingly evident,

especially those of marriages of a non-economic nature. The population is gradually increased by foreign spouses who enter society, a phenomenon, which has created issues such as the problems encountered by new residents and their children as they adapt to life and education in the country. Additionally, to enhance national competitiveness, the government should try to attract senior professionals to move to the country and to open to an immigrant investor's category, creating economic vitality and a harmonious new social force. As the times have changed, it has been difficult for the population policies of the past to keep up with the needs of the present, and there is an urgent need for updates geared towards the needs of today's population composition, sex roles, family structure, social resources, economic development, ethnic harmony, and ecological and environmental protection needs. Thus, on December 7, 2011, the Executive Yuan amended and approved the Republic of China Population Policy Guidelines to specify the following eight basic concepts and 34 policy implications.

To carry out rolling reviews and amendments of the "Population Policy White Paper" and construct more comprehensive and far-reaching population countermeasures, the Ministry of the Interior invited relevant authorities, scholars, experts, civic groups and organizations to solicit their views, and to study and discuss the issues together with the government on a number of occasions in 2011. On September 23, 2011, the "Population Policy White Paper (draft) " amendment was submitted to the Executive Yuan. After a number of review meetings, the administration approved this draft amendment on July 12, 2013, stipulating 18 policy measures, 107 specific measures, and 232 performance indicators.

**(IV) Since 2014, the level was upgraded to the Executive Yuan, and all Ministries and Departments will perform accordingly to the Guidelines**

To cope with today's complex Population Changes, in 2014, the NDC invited scholars and experts and relevant ministries to jointly research, amend and complete the "The ROC Population Policy Guidelines," primarily taking the concepts of "increase of labor force participation" and

“refinement of immigration policies” and including them in the Guidelines. The main focal points of the amendments to the Guidelines are as follows: Firstly, including the “increase of labor force participation” and “refinement of immigration policies” concepts, in the hope that through improving education and employment diversification practices, actively developing and employing the Middle-aged and senior workforce, and thereby creating friendly workplaces, the willingness of citizens to participate in the labor force will be raised. Secondly, increasing diversification in the recruitment of professionals, creating a friendly environment for incoming populations and constructing a support system and domestic links for ROC nationals in foreign countries and overseas Chinese, utilizing overseas human resources in a global distribution, in order to expand the nation's network of professional expertise. Thirdly, the addition of six new policy implications such as timely promotion of education reform and active promotion of senior citizen-oriented industries, to serve as guidelines for the relevant ministries' follow-on promotion policies. Consequently, on December 27, 2014, the Executive Yuan approved amendments enshrining eight major basic concepts and 40 policy implications, enabling the government to adopt a more forward-looking policy planning in the face of the population's trend toward fewer children and the aging of society.

To implement the carrying through of relevant population policy-related measures, to enhance liaison, coordination and cooperation between the Executive Yuan's subordinate agencies and Special Municipalities, Counties (and Cities), and thus make the implementation of the population policy more effective, on May 20, 2015, the Executive Yuan enacted the “Executive Yuan Subordinate Agencies Population Policy Liaison, Coordination and Implementation Guidelines,” which took immediate effect. There are three main areas of focus: one, clearly stipulating the powers and responsibilities of the NDC and the Ministry of the Interior; two, each Special Municipality, County (and City) governments should designate a specific research agency (or unit) as a dedicated agency (or unit), to serve as an inter-bureau or inter-division coordination platform, responsible for coordination of population policy

operations; three, the Executive Yuan subordinate agencies responsible for promoting and implementing population policy, should establish a liaison and notification system with the corresponding operational agencies (or units) of local government to keep abreast of population policy promotion and execution circumstances.

In conjunction with the Implementation Guidelines announced previously, the Ministry of the Interior also reviewed “The MOI Population Policy Advocacy Implementation Plan” and “MOI's Key points of Population Policy Advocacy Assessment and Award” and revised them to “The MOI Population Policy Measures Advocacy Implementation Plan” and “The MOI Population Policy Measure Advocacy Performance Assessment Guidelines” on December 25, 2015. The revision highlighted local government assisted advocacy items on the related measures promoted by the Ministry of the Interior. In addition, the original quantification calculation standards for performance assessment were changed into assessment based on innovation and cross-department/unit collaboration. Hopefully, this will encourage local government to be more creative in promoting a more effective and resource-integrated population policy measure advocacy.

Considering that raising the willingness of our citizens to have children is an important part of our policy to deal with population change, the NDC, in conjunction with the Ministry of Health and Welfare, the Ministry of Education, the Ministry of Labor and other relevant ministries, evaluated the existing child birth and care measures and took into account the survey results of our citizens to present an “Improved Childbirth Environment Program,” which comprised a strategic framework with “children as the main body and family as the center.” By strengthening the collaboration system between family, community, employer, and government, three specific promotion strategies, including "Public Education & Care Popularization", "Balancing Career and Family" and "Supporting Family Birth & Parenting", are proposed to optimize the birth and parenting environment, enhance the willingness of people to give birth, and meet people's demand of creating a friendly birth and parenting

## II. EVOLUTION OF POPULATION POLICY

environment, increasing people's willingness to give birth and the ability to raise children. The Executive Yuan approved the "Birth and Parenting Environment Improving Program (2016-2018)" on January 14, 2016. Later on, the amendment was approved on July 27, 2017, which states that the organizing (supporting) institutes will promote and conduct specific measures according to the task division and implementation table listed in the Program.

The "Population Policy White Paper" was proposed by the Ministry of the Interior in 2008. Since 2014, the NDC was responsible for revising the White Paper. The aforementioned White Paper was expired in 2016. After careful review and assessment by the NDC, it was found that Ministries and Departments of the government continue to promote population-related policies, plans or programs, and the evaluation systems have been implemented to regularly review their effectiveness. In recent years, overlaps with the aforementioned White Paper in terms of contents and assessment system have been found. Considering the fact that the policy background when preparing the aforementioned White Paper, the economic & social environment, the population composition, and other subjective/objective conditions have been changed, the fact that the fundamental idea of the "The ROC Population Policy Guidelines" and the policy content are more rigorous, and the fact that the "Board of Population Policy, Executive Yuan" as well as the project team have been established to promote the coordination systems of related policies, the aforementioned White Paper has completed its short-term mission and will no longer require revision in the future. Starting from 2017, the "The ROC Population Policy Guidelines" has been serving as the highest guiding principle for Ministries and Departments of the government to prepare and promote population policies, ensuring they are well implemented.

In response to the changes in population structure, former Premier Lai Ching-te made a "Sustainable Population" proposal at the Executive Yuan's press conference at the end of 2017. This was one of the main governmental policies to increase Taiwan's total fertility rate to 1.4 per woman by 2030, for a total population in the future not lower than 20



million people. On July 25, 2018, the Executive Yuan approved the Countermeasures Against the Declining Birthrate in Taiwan (2018–2022). The Countermeasures include specific measures such as “Comprehensive care for children aged 0–5”, “family-friendly working environment”, “child health rights and protection”, and “childbirth-friendly supporting measures”. Countermeasure objectives include “improving the fertility rate”, “achieving sex equality (balancing work and family)”, “reducing the burden of childcare for the family”, and “improving the quality of infant care”. The Countermeasures were further amended and approved on June 4, 2019. The amended plan included expanding the supply of public preschools and adjusting the application criteria to become a public preschool, thus helping to solve the problem of fewer children in Taiwan. In order to better connect up early education and to reduce families’ economic burdens in raising children, a portion of the Guidelines was again amended on March 2nd, 2020. Beginning January 1st, 2020, for children aged at least 2 years but less than 3 who continue in (quasi-)public childcare, continued childcare subsidies were offered. In order to better respond to parents’ expectations, on September 10th, 2020, the name was changed to the Countermeasures Against the Declining Birthrate in Taiwan (2018 to 2024). This plan continued to expand affordable education & childcare service, and to enhance economic support for families raising children to further perfect the childcare environment.

In addition, a New Economy Immigration Act (Draft) was proposed in October 2018, helping to recruit foreign qualified talents and labor in order to strengthen industrial development, maintain a reasonable population structure, and improve national competitiveness. The Act was sent to the Legislative Yuan for review in December 2018. Because the deadline passed before the legislators’ term of office had expired, the National Development Council submitted it for review by the Executive Yuan. However, because no consensus was reached by the various sectors of society on the introduction of mid-skilled labor, the Executive Yuan has not sent the draft for review by the Legislative Yuan. To put continued emphasis on obtaining more foreign expert talent, the National Development Council then formulated the Act for the Recruitment and

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Employment of Foreign Professionals. In the future, the National Development Council will move toward amending the Act to expand working conditions, loosen residency and kinship regulations, optimize social security, and extend taxation incentives, which will increase the ability to attract talent.



### III. POPULATION CHANGE

Taiwan's household registration system was established in the period of Japanese colonial rule. Since the implementation of the first population census (in year 1906), the static and dynamic population data have been well comprehended. Therefore, by examining the household registration system and the data of historical population censuses, the population status and change of Taiwan in the 20th century can be analyzed. Before the period of Japanese colonial rule, Taiwan and Mainland China had frequent population exchange. After the period of Japanese colonial rule, people from Mainland China moving to Taiwan were restricted, resulting in Japanese as the major immigration population. After Taiwan Restoration, particularly in the period around year 1949, a large number of people from Mainland China moved to Taiwan, leading to the rapid growth of Taiwan's population. After 1960s, not only the government actively promoted population policies and family plans, but also the changes in the values of people, Taiwan's population growth was gradually slowed down.

Today, almost all modern countries have experienced the process of “demographic transformation”, which is the transformation of population from high birth rate and high death rate to low birth rate and low death rate. Since the death rate always declines first, the decline of death rate then drives the decline of birth rate. There is a time difference between the two, and such time difference usually will bring about a rapid increase in population during the demographic transition. However, when the birth rate begins to decline, this phenomenon of rapid Community increase of population will gradually disappear. When the fertility rate drops to a very low level, the “trend towards fewer children” and the “aging population” will be created.

The transformation of population composition, including the trend towards fewer children and the aging population, the increasing trend of globalization in recent years, and the inevitable to form an immigrant society. All are an important population issue that our society has to face.

## 1. Introduction To Change Of Population

In 1946, the total population of Taiwan was 6,090,860 people. Due to the impact of the post-war baby boom, a rapid rise in fertility, and the 1949 ROC government retreat to Taiwan, which brought large numbers of people to Taiwan, as well as advances in health care, and improvement of citizens' nutrition, the death rate showed continued decline, leading to rapid population growth. From Table 3-1-1, Chart 3-1-1, and Chart 3-1-2, it can be seen that the 1951 number of births was 385,383 children, the population's natural increase rate reached 38.40‰, and the total fertility rate of women also reached 7.04 children, taking the total population to 7,869,247 people, compared with 1946, representing an increase of 1,778,387 people. By 1958, the total population exceeded 10 million, at 10,091,928 people. In 1964, to ease population growth, the government comprehensively promoted family planning<sup>2</sup>, and in 1968 and 1969 it promulgated the “Taiwan Region Family Planning Implementation Measures” and the “Republic of China Population Policy guidelines.” Before 1969, people in the military service or in prison were not included in the calculation of the total population in Taiwan. After the announcement of the "Army, Navy, and Air Force In-Service Military Personnel Household Registration Regulation" in 1969, career soldiers, people who moved out due to military service and people who are in prison were all included in the household registration management, making the population statistics of household registration to be more complete by the end of 1969. In 1983, the Outline was amended and the “Improved Promotion of Population Policy Plan” was amended. In 1983, the Outline was amended and the 'Improved Promotion of Population Policy Plan' was amended.

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<sup>2</sup> Family planning refers to each couple, or couple-to-be, deciding the number of people to be in their family, based on their own wishes, their mental and physical health, their economic foundation, ability to support others, and the needs of society and the nation, and it uses existing medical knowledge and principles, and methods of birth control, to achieve its purpose, so that each child born can be expected, and the parents are prepared for birth, in order to lay the foundation for the normal physical and mental development of the child in the future.

**Table 3-1-1 Crude birth rate, crude death rate, natural increase rate, number of birth and total fertility rate of the population over the years**

Unit: People; ‰

Year	Total population	Number of births	Crude birth rate	Crude death rate	Natural increase rate	Total fertility rate
1951	7,869,247	385,383	49.97	11.57	38.40	7.04
1956	9,390,381	414,036	44.84	8.02	36.82	6.51
1961	11,210,084	422,740	38.33	6.74	31.58	5.59
1966	13,065,473	418,327	32.47	5.46	27.02	4.82
1971	15,073,216	382,797	25.67	4.79	20.88	3.71
1976	16,579,737	425,125	25.92	4.70	21.22	3.09
1981	18,193,955	414,069	22.97	4.84	18.13	2.46
1986	19,509,082	309,230	15.93	4.90	11.03	1.68
1991	20,605,831	321,932	15.70	5.18	10.52	1.72
1996	21,525,433	325,545	15.18	5.71	9.47	1.76
2001	22,405,568	260,354	11.65	5.71	5.94	1.40
2006	22,876,527	204,459	8.96	5.95	3.01	1.12
2010	23,162,123	166,886	7.21	6.30	0.91	0.90
2011	23,224,912	196,627	8.48	6.59	1.88	1.07
2012	23,315,822	229,481	9.86	6.63	3.23	1.27
2013	23,373,517	199,113	8.53	6.68	1.85	1.07
2014	23,433,753	210,383	8.99	7.00	1.98	1.17
2015	23,492,074	213,598	9.10	6.98	2.12	1.18
2016	23,539,816	208,440	8.86	7.33	1.53	1.17
2017	23,571,227	193,844	8.23	7.27	0.96	1.13
2018	23,588,932	181,601	7.70	7.33	0.37	1.06
2019	23,603,121	177,767	7.53	7.47	0.06	1.05

Source: Population Statistics (registered number) over the Years, Dept. of Household Registration, MOI.

Explanation: The data for the total fertility rate (number of occurrences) before 1971 (inclusive) and the rest of the data before 1956 (inclusive) was collected from all cities and counties of Taiwan except Kinmen County and Lienchiang County.

Due to the effective promotion of family planning, population education, population policy advocacy and other measures, and at the same time, the amendment of relevant laws and regulations that indirectly encouraged childbirth, the number of people having children was regulated, and the effective birth rate dropped, so that a rapid decline in the natural increase rate of the population began, which by 1986 saw it fall to 11.03‰, in advance of the original 1989 target for the natural increase rate to fall to 12.5‰; so that the original estimate of breaking the 20 million people mark by 1983, was delayed by six years, finally being reached in 1989, However,

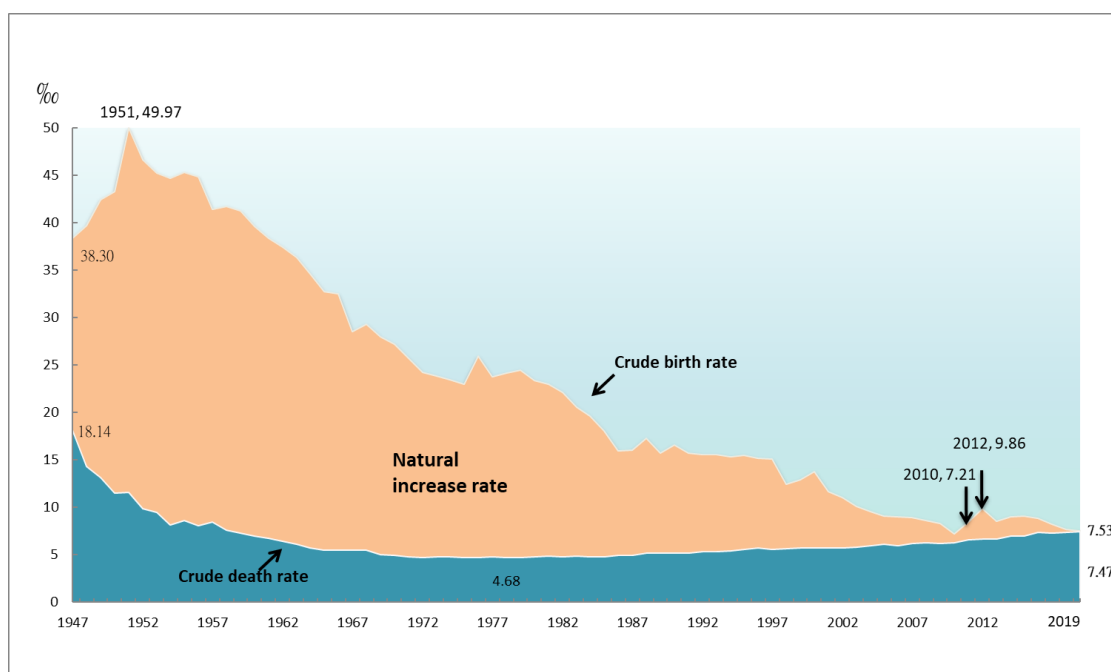
considering the rapid decline in the natural increase rate <sup>3</sup> of population in the future, it may lead to a negative population growth, which in turn would create social issues such as the aging of the population composition, labor shortages, and excessively heavy burdens of dependency; so in 1992, the “Republic of China Population Policy guidelines” and the “Improved Promotion of Population Policy Plan,” were again amended, changing the population growth target from “easing population growth” to “maintaining a reasonable population growth.” However, the population natural increase rate continued to drop to 0.91‰ by 2010. In recent years, due to the promotion of marriage and childbirth by the government, the population natural increase rate fluctuated from 2011 to 2019. The population natural increase rate reached 0.06‰ in 2019, with a total population of 23,603,121 people, which was an increase of 14,189 people compared with the total population of the last year (2018). This is the first time in Taiwan that the population growth rate has dropped to less than 0.6‰, with both a record-low population and population growth rate.

The total fertility rate of Taiwan has dropped year by year after reaching a historical peak of 7.04 people in 1951. In 1984, there were 371,008 births, and the total fertility rate had dropped to 2.06 children. It was the first time that the population replacement level was less 2.1 people. With only 166,886 births in 2010, the total fertility rate dropped further, to 0.9 children. The number of births was 177,767 and the total fertility rate to 1.05 children in 2019 (Chart 3-1-3), still far below the population replacement level, putting Taiwan among the world's ultra-fewer children countries. The rapid decline in Taiwan's birth rate, apart from being due to the effects of industrialization, urbanization and modernization, can also be attributed to the government's active promotion of family planning in the early years.

Compared with countries around the world, Taiwan's crude birth rate in 2019 reached 7.5‰, which is higher than that of South Korea (6‰), lower than that of the US (12‰), the UK/France (11‰) and China (10‰), and the same as that of Japan (7‰).

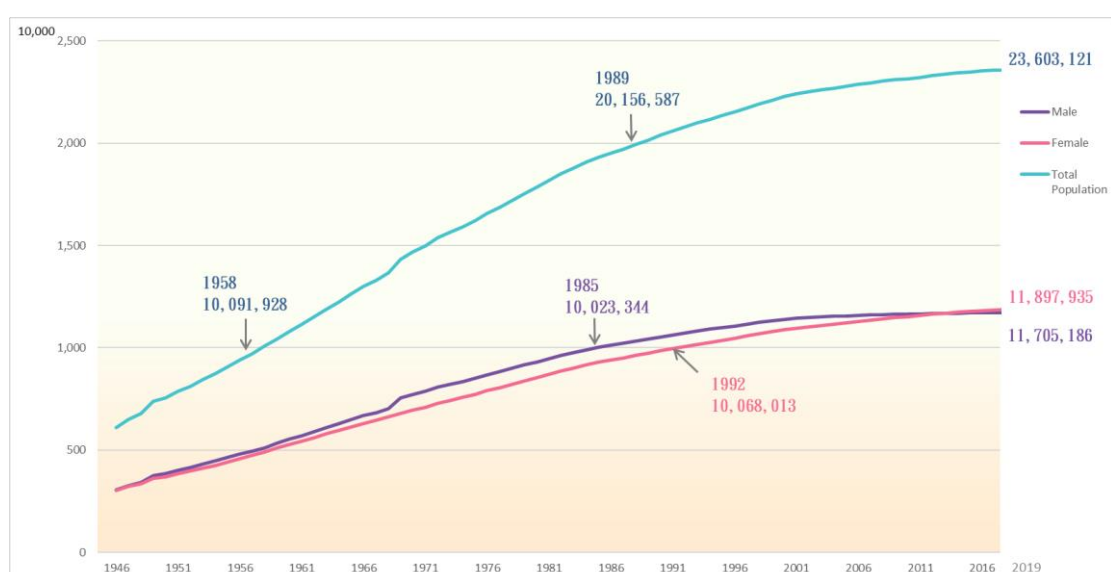
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<sup>3</sup> The natural increase rate is the difference between the crude birth rate and the crude death rate.



**Chart 3-1-1 Crude birth rate, crude death rate and natural increase rate of the population over the years**

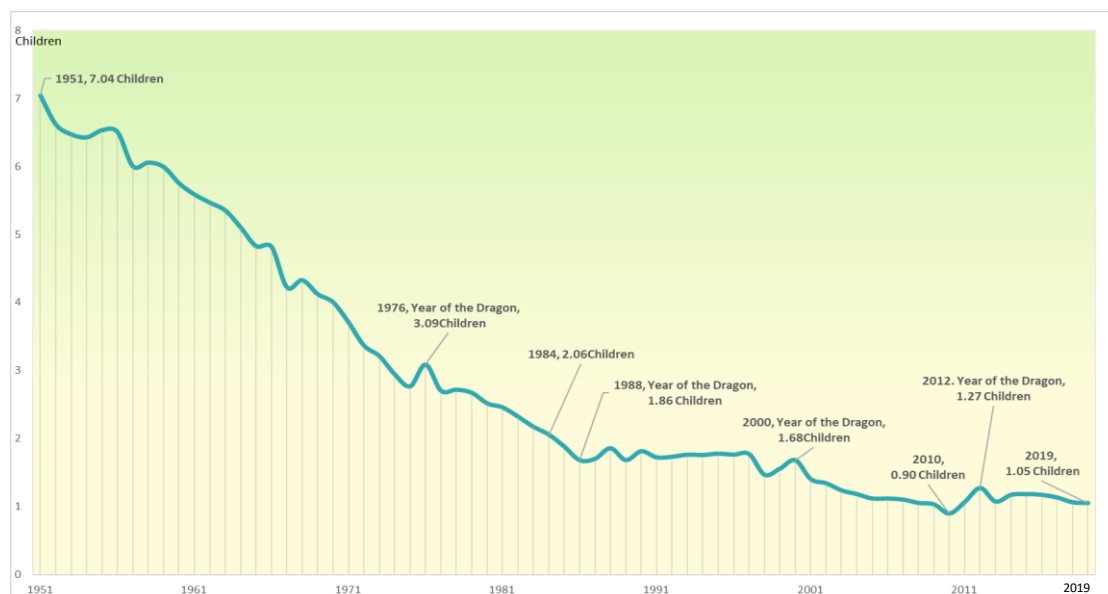
Source: Population Statistics over the Years, Dept. of Household Registration, MOI.



**Chart 3-1-2 Population statistics over the years**

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

### III. POPULATION CHANGE



**Chart 3-1-3 Total fertility rate over the years**

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

Observing the population change of different regions and cities/counties in Taiwan in 2019, the population in the Kinmen/Matsu area showed the largest increase of 6.17%. The population in the northern Taiwan was increased by 3.29%, with Taoyuan City showing the largest population increase of 12.60% and social increase of 8.29%, ranking it the first among counties and cities in Taiwan. On the other hand, the population in eastern Taiwan, including Taitung County and Hualian County, showed a decline. Except for Taichung City, the population in the central region of Taiwan also declined. As for the counties and cities in southern Taiwan, except for Penghu County, the remaining 5 counties and cities showed a decrease in population (Table 3-1-2).

With regards to the number of babies born in the counties and cities of Taiwan, 123,514 births in Taiwan's six major cities ranked first, accounting for 70.55% of the total births. Among the six major cities, New Taipei City had the most births of 27,965 babies, followed by 22,493 babies in Taipei City and 21,209 babies in Taichung. Among different cities and counties, Lianjiang County had the highest fertility rate of 1.63 people, followed by 1.35 people in Changhua County, and 1.33 people in Taoyuan City, all of them are higher than the national average of 1.05 people. Miaoli County showed the lowest fertility rate of 0.83 people, followed by 0.85

people in Keelung County and 0.87 people in Pingtung County, all of them are lower than the national average (Table 3-1-3).

**Table 3-1-2 Population and total increase rate, natural increase rate and community increase rate for each city and county of 2019**

Unit: People; %

County / City & Region	Registered Population	Total Increase Rate	Natural Increase Rate	Community Increase Rate
Total	23,603,121	0.60	0.06	0.54
North Region	10,748,581	3.29	1.51	1.78
New Taipei City	4,018,696	5.73	0.83	4.91
Taipei City	2,645,041	-8.86	1.30	-10.15
Taoyuan City	2,249,037	12.60	4.31	8.29
Keelung City	368,893	-3.42	-2.88	-0.54
Hsinchu City	448,803	7.08	2.52	4.56
Yilan County	454,178	-2.29	-1.97	-0.33
Hsinchu County	563,933	12.35	1.20	11.15
Central Region	5,808,940	-0.81	-0.17	-0.64
Taichung City	2,815,261	4.05	1.38	2.66
Miaoli County	545,459	-6.22	-3.63	-2.59
Changhua County	1,272,802	-3.94	1.44	-5.37
Nantou County	494,112	-5.89	-3.52	-2.37
Yunlin County	681,306	-6.90	-4.34	-2.56
South Region	6,349,298	-2.14	-1.97	-0.17
Tainan City	1,880,906	-1.55	-1.93	0.37
Kaohsiung City	2,773,198	-0.12	-0.86	0.74
Chiayi City	267,690	-3.48	-1.22	-2.26
Chiayi County	503,113	-7.83	-5.15	-2.68
Pingtung County	819,184	-7.57	-4.41	-3.15
Penghu County	105,207	7.32	0.42	6.90
East Region	543,028	-7.11	-3.27	-3.83
Taitung County	216,781	-9.81	-4.26	-5.56
Hualien County	326,247	-5.26	-2.60	-2.66
Kinmen and Matsu Regions	153,274	6.17	3.28	2.88
Kinmen County	140,185	6.53	2.97	3.56
Lienchiang County	13,089	2.52	6.73	-4.21

Source: Statistics notification, Department of Statistics, MOI.

**Table 3-1-3 Number of births, crude birth rate and total fertility rate for each city and county of 2019**

Unit: People; ‰

County / City	Number of births	Crude Birth Rate	Total Fertility Rate
Total	175,074	7.4	1.05
New Taipei City	27,965	7	0.97
Taipei City	20,986	7.9	1.09
Taoyuan City	22,493	10.1	1.33
Taichung City	21,209	7.5	1.01
Tainan City	11,711	6.2	0.88
Kaohsiung City	19,150	6.9	0.99
Yilan County	3,053	6.7	1.01
Hsinchu County	4,422	7.9	1.13
Miaoli County	3,050	5.6	0.83
Changhua County	12,249	9.6	1.35
Nantou County	3,135	6.3	0.98
Yunlin County	4,194	6.1	0.97
Chiayi County	2,937	5.8	0.93
Pingtung County	4,706	5.7	0.87
Taitung County	1,467	6.7	1.07
Hualien County	2,411	7.4	1.14
Penghu County	988	9.4	1.31
Keelung City	2,062	5.6	0.85
Hsinchu City	3,871	8.7	1.20
Chiayi City	1,676	6.3	0.91
Kinmen County	1,194	8.5	1.12
Lienchiang County	145	11.1	1.63

Source: Dept. of Household Registration, MOI, annual counties/cities & national statistical data.

Explanation: The data in this Table are sorted according to the date of occurrence.

## 2. Population Composition <sup>4</sup>

### (I) Age composition

The age of a nation, whether young or old, can be illustrated from the proportion of its young able-bodied population, which directly affects the nation's economic mode and vitality. It is shown in Table 3-2-1-1 and Chart 3-2-1-1 that the children's population (from age 0 to 14) from 1986

<sup>4</sup> Population composition refers to the group elements constituting a country or region's population & its distribution circumstances, including urban and rural residence, household, gender, age, marital status, race, language, religion, education, industry, occupation, national income and social class, etc.



to 2019 decreased from 29.01% to 12.75% and this decreasing trend has been observed every year. During the same period of time, the proportion of the elderly population (those aged 65 or more) increased from 5.28% to 15.28% due to the increase of the national average life expectancy. Similarly, the proportion of young able-bodied population (from age 15 to 64) during the same period of time rose from 65.71% to 71.96%, while the dependency ratio<sup>5</sup> dropped significantly, from 52.18 to 38.96. It is evident that the current age structure is dominated by the young able-bodied population, which means the population composition is still young. The young able-bodied population imposes a less dependent burden on the dependent population<sup>6</sup>.

**Table 3-2-1-1 Year-end age structure, dependency ratio and aging index for three stages of the population**

Unit: %

End of year (month)	Age structure percentage			Dependency ratio	Child dependency ratio	Old age dependency ratio	Aging index
	0-14	15-64	65+				
1986	29.01	65.71	5.28	52.18	44.14	8.04	18.21
1991	26.34	67.13	6.53	48.96	39.23	9.73	24.79
1996	23.15	68.99	7.86	44.94	33.55	11.39	33.95
2001	20.81	70.39	8.81	42.07	29.56	12.51	42.33
2006	18.12	71.88	10.00	39.12	25.21	13.91	55.17
2011	15.08	74.04	10.89	35.07	20.37	14.70	72.20
2012	14.63	74.22	11.15	34.74	19.72	15.03	76.21
2013	14.32	74.15	11.53	34.85	19.31	15.55	80.51
2014	13.99	74.03	11.99	35.08	18.89	16.19	85.70
2015	13.57	73.92	12.51	35.28	18.36	16.92	92.18
2016	13.35	73.46	13.20	36.13	18.17	17.96	98.86
2017	13.12	73.02	13.86	36.95	17.96	18.99	105.70
2018	12.92	72.52	14.56	37.89	17.82	20.07	112.64
2019	12.75	71.96	15.28	38.96	17.72	21.24	119.82

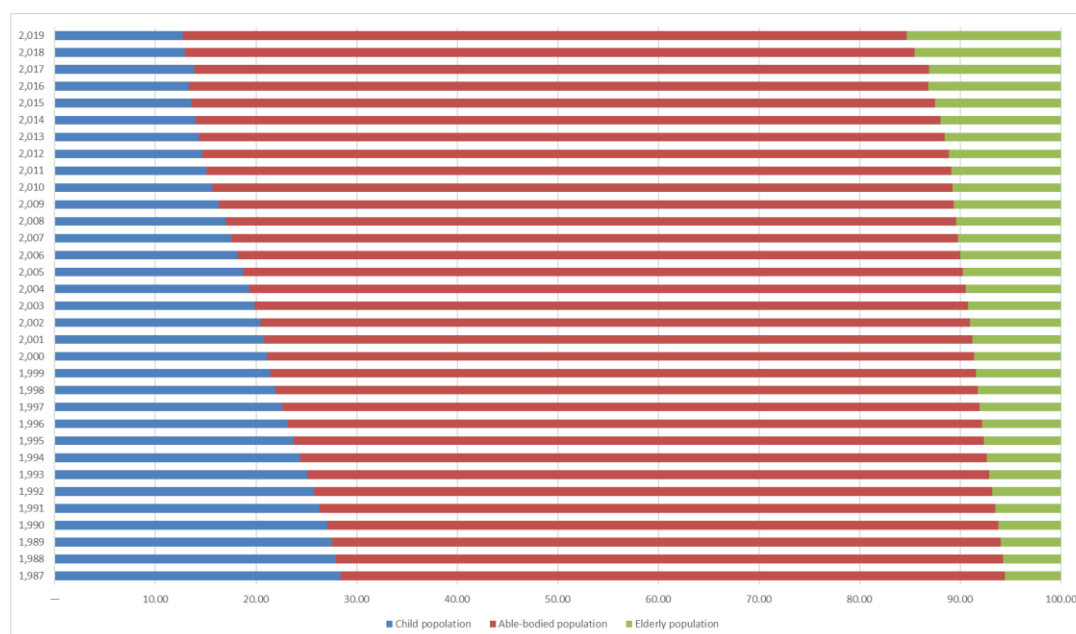
Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

The continuous decline in fertility rate has led to a slowdown in Taiwan's population growth, resulting in dramatic changes for the age structure of Taiwan's population. The imbalanced population composition and aging population have already caused severe impacts on Taiwan at all levels. The advances in medical and health technology have pushed up the

<sup>5</sup> Dependency ratio refers to the ratio of the dependent population to the working-age population.

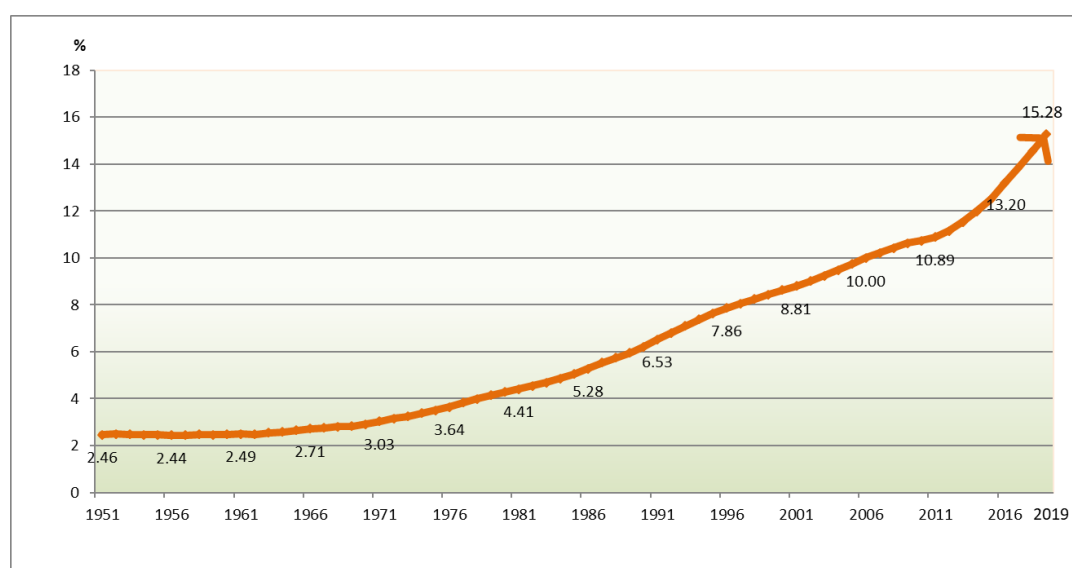
<sup>6</sup> Dependent population refers to the child population and the elderly population.

national average life expectancy, expanding the size of the elderly population. According to the definition of the World Health Organization, when the elderly population (with age 65 years or more) accounts for 7% of the total population, it is called an “aging society.” When the proportion of the elderly reaches 14%, it is an “aged society;” at 20%, a “super-aged society.” By the end of 1949, the elderly population in Taiwan was only 184,622 people, accounting for 2.50% of the total population. In 1993, the proportion of elderly population 65 years old or more in Taiwan reached more than 7% of the total population, and Taiwan thus became an aging society. In March, 2018, the elderly population accounted for 14.05% of the total population; Taiwan had officially become an aging society. Due to the impact of the post-war baby boom generation creating an elderly population aged more than 65, the elderly population in Taiwan has been increasing rapidly since 2011. By the end of February 2017, the elderly population exceeded the young population for the first time. This was also the first time that the aging index exceeded 100. At the end of 2019, the aging index reached 119.82; by the end of 2019, the elderly population of those aged more than 65 reached 15.28% (Table 3-2-1-1 and Chart 3-2-1-2). With the prolonged natural aging process and the extended average life expectancy of people in Taiwan, not only has the number of elderly people aged 65 or more increased significantly, but also the proportion of “aged elderly people” (ages from 75 to 84) and the proportion of “super aged elderly people” (aged 85 or more) have increased as well.



**Chart 3-2-1-1 Year-end age rate percentages for three stages of the population**

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.



Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

**Chart 3-2-1-2 Elderly proportion in the total population over the years**

According to the “Population Projections for the R.O.C. (Taiwan): 2020–2070” reported by the NDC, Taiwan is expected to become a super-aged society (over 20% of the total population) in 2025. This transition from an aged society (2018) to a super-aged society will take only 7 years, which is shorter than in Japan (11 years), the US (15 years), France (28

### III. POPULATION CHANGE

years), and the UK (49 years), and similar to Korea (7 years), and Singapore (7 years) (Chart 3-2-1-2).

**Chart 3-2-1-2 Comparison of Speeds at which Different Countries Are Aging**

Country	Year in which given proportion of population aged 65 or more accounted for specific structure			Time to change (years)	
	Aging society (7%)	Aged society (14%)	Super-aged society (20%)	7%→14%	14%→20%
R.O.C.	1993	2018	2025*	25	7*
Japan	1970	1994	2005	24	11
South Korea	1999	2018**	2025*	19*	7*
Singapore	1999	2021*	2028*	22*	7*
Hong Kong <sup>1)</sup>	1984	2013	2022*	29	9*
US	1942	2013	2028*	71	15*
Canada	1945	2010	2024*	65	14*
UK	1929	1976	2025*	47	49*
Germany	1932	1972	2008	40	36
France	1864	1991	2019*	127	28*
Norway	1885	1977	2029*	92	52*
Sweden	1887	1972	2020*	85	48*
Netherlands	1940	2005	2022*	65	17*
Finland	1957	1995	2016	38	21
Austria	1929	1970	2024*	41	54*
Italy	1927	1988	2007	61	19
Spain	1947	1992	2022*	45	30*
Australia	1939	2011	2034*	72	23*

Explanation: \* denotes medium projection; \*\* indicates preliminary value; other, unmarked values are actual.

Source: National Development Council, "Population Projections for the R.O.C. (Taiwan): 2020–2070".

Note: 1) Special Administrative Region.

Population aging will have an impact on political, economic and social levels; for example, reduction in population size will involve reduction in the number of local government councilors; as the burden of caring and upbringing on young adults are increasing, the fertility rate will be less likely to improve; labor shortage will bring impact on national competitiveness and taxation; early childhood education, senior people as well as other industries will face the challenges of recession or transformation; senior-friendly environment and economic security crisis of the elderly people will be put to the test.

Therefore, there are several issues worthy of government attention, such as facing the sharp decline in the labor force, how to best use senior citizen and expatriate manpower to fill the labor gap; creating a favorable environment for marriage and childbearing, in order to improve peoples' desire to get married and have children, and thus increase the fertility rate; coping with the aging of the working population, improving office environments, improving working conditions and welfare; paying more consideration to various aspects of support for the elderly, to ensure vitality and dignity in aging; paying concern to the digital divide caused by the urban-rural gap, making sure that the policies and information pertaining to the rights of the elderly can be effectively conveyed to them; various government services should be made more convenient, to ensure the rights and interests of the elderly.

Compared with countries around the world, Taiwan's elderly population by the end of 2019 accounted for 15.28% of the total population in Taiwan, which is higher than the world average of 9% and the average of 8% for middle-income countries, but lower than the average of 18% for high-income countries. When compared with major countries in the world, this value is lower than that in Japan (29%) and France (21%), since both of these countries have become a “super-aged society.” The percentage of elderly population in Taiwan is also lower than that in the UK (19%) and the US (16%), since both of these countries are regarded as an “aged society.” However, it is higher than that in Singapore (14%) and China (13%), and close to that in South Korea (16%).

To benchmark with other countries in the world, the dependency ratio of Taiwan in 2019 was 38.96, which is lower than the world average, at 54.48, high-income countries, at 53.63, and middle-income countries, at 51.33. Compared with other major countries, the dependency ratio of Taiwan is lower than that of Japan (69.49), France (63.93), the UK (58.73) and the US (51.52); and is similar to that of South Korea (38.89). The dependency ratio of Taiwan is currently at a relatively lower level among the major countries in the world. However, due to the increase of the elderly population, the dependency ratio will increase rapidly in the future.

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The aging index of Taiwan in 2019 was 119.82, which is higher than that of the world average (35.48), low-income countries (30.34), and high-income countries (112.12). To benchmark with major countries around the world, Taiwan's aging index is lower than that of Japan (241.67) and Germany (157.14), but higher than that of the UK (105.56), the US (88.89) and China (76.47). Taiwan's aging index is affected by both the trend towards fewer children and the increase of its elderly population, which will increase rapidly in the future. (Table 3-2-1-3)

The old-age-dependency ratio<sup>7</sup> in Taiwan in 2019 was 21.24, which is lower than that of 49.15 in Japan, 34.38 in Germany, 30.16 in the UK, and 24.24 in the US, but higher than 19.72 in Singapore, and 18.57 in China. Taiwan's old-age-dependency ratio is affected by the increase of its elderly population, and is expected to rise rapidly in the future.

**Table 3-2-1-3 Worldwide Comparison of Dependency Ratio, Aging Index, and Old-age Dependency Ratio**

Country	Dependency ratio	Aging index	Old-age dependency ratio
Entire world	54.48	35.48	13.94
High-income countries	53.63	111.12	27.97
Middle-income countries	51.33	30.34	11.76
R.O.C.	38.96	119.82	21.24
Canada	51.52	112.50	27.27
US	51.52	88.89	24.24
UK	58.73	105.56	30.16
France	63.93	116.67	34.43
Germany	56.25	157.14	34.38
Mainland China Area	42.86	76.47	18.57
Japan	69.49	241.67	49.15
South Korea	38.89	133.33	22.22
Malaysia	42.86	30.43	10.00
Philippines	53.85	16.67	7.69
Singapore	40.85	93.33	19.72
Australia	53.85	84.21	24.62
New Zealand	53.85	84.21	24.62

Sources: 2019 Population Statistics, Dept. of Household Registration, M.O.I.; World, high-income and middle-income countries: <https://www.worldbank.org/> website (data updated July 27, 2020); Canada, US, UK, France, Germany, Mainland China Area, Japan,

<sup>7</sup> The old-age dependency ratio is the proportion of the elderly (aged 65 or more) population to the working age population (15 to 64) multiplied by 100.

South Korea, Malaysia, Philippines, Singapore, Australia, and New Zealand: U.S. Population Reference Bureau website (data updated July 24, 2020).

Explanation: Values in this table are estimates.

With regards to the child population by city or county, the highest ratio was in Hsinchu City at 17.09%, followed by Hsinchu County at 16.22%, with Taoyuan City third at 14.88%, all three are higher than the national average of 12.75%. The high child populations of these three suggests a connection with more job opportunities, providing high maternity incentives and childcare subsidies that attract the young and able-bodied population to settle in these areas to give birth to and raise children; Kinmen County's 9.17% was the lowest, with Chiayi County next at 9.24%, and Penghu County / Keelung City was third-lowest, at 10.35%, all were lower than the national average. With regards to the young, able-bodied population, Kinmen County's 77.17% was the highest, with Lienchiang County next at 76.19% and New Taipei City was third at 73.50%, all were higher than the national average of 71.96%; while Taipei City's 68.49% was the lowest, Yunlin County's 70.21% was next lowest, with Hsinchu City third-lowest at 70.37%; all were lower than the national average. As for the elderly population, Chiayi County's 19.68% was the highest, followed by Yunlin County at 18.52%, with Taipei City third at 18.07%, all higher than the national average of 15.28%; they appear related to the outward migration of the young, able-bodied population; Lienchiang County was the lowest at 12.04%, followed by Taoyuan City at 12.11%, with Hsinchu City's 12.54% the third-lowest; all were lower than the national average.

By analyzing the aging index of various counties and cities, the counties and cities with aging index below 100 are listed as follows in the order of increasing aging index in 4 counties (cities): 73.35 for Hsinchu City, 77.69 for Hsinchu County, 81.40 for Taoyuan City, and 90.43 for Taichung City. The counties and cities with an aging index higher than 150 are listed as follows in the order of decreasing aging index in 6 counties (cities): 213.05 for Chiayi County, 166.16 for Nantou County, 164.31 for



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Yunlin County, 163.81 for Pingtung County, 159.84 for Keelung City and 159.40 for Penghu County (Table 3-2-1-3).

By analyzing the dependency ratio of various counties and cities, Taipei City 46.01% was the highest, followed by Yunlin County at 42.42%, with Hsinchu City third at 42.11%, all three higher than the average of 38.96%. Kinmen County's 29.59% was the lowest, Lienchiang County next at 31.24%, with New Taipei City's 36.05% the third lowest, all lower than the average. (Table 3-2-1-4).

Taipei City's children and elderly population is higher than the national average, and the country's lowest proportion of able-bodied population, and dependency burden is the heaviest in Taiwan. The proportion of the young able-bodied population in Yunlin County is the nation's second-lowest, and the proportion of the elderly population in the county is the second-highest, its dependency burden is second to Taipei City. The proportion of Hsinchu City's children population is the country's highest, and the proportion of able-bodied population is the country's third-lowest, its dependency burden is next-highest after Yunlin County.

As the able-bodied populations of Kinmen and Lienchiang counties account for the country's first and second-highest, and the proportions of children and elderly population are low, the dependency burdens are the country's first and second-lightest. As New Taipei City's young, able-bodied population accounted for the third-highest proportion in the country, and young and elderly proportions of population were below average, so the dependency burden for New Taipei City was third-lightest among other counties and cities in the country.

**Table 3-2-1-4 Age structure and dependency ratio at 3-stages for each city and county at the end of 2019**

Unit: %

County / City	Percentages of age structure			Dependency ratio	Aging index
	0-14	15-64	65+		
Total	12.75	71.96	15.28	38.96	119.82
New Taipei City	12.10	73.50	14.40	36.05	118.97
Taipei City	13.44	68.49	18.07	46.01	134.44
Taoyuan City	14.88	73.01	12.11	36.96	81.40
Taichung City	14.23	72.90	12.87	37.17	90.43

Tainan City	12.10	72.17	15.73	38.56	130.09
Kaohsiung City	11.84	72.35	15.81	38.22	133.50
Yilan County	11.81	71.64	16.55	39.58	140.17
Hsinchu County	16.22	71.18	12.60	40.48	77.69
Miaoli County	12.27	71.16	16.57	40.53	135.04
Changhua County	12.81	71.23	15.97	40.40	124.66
Nantou County	10.75	71.39	17.86	40.08	166.16
Yunlin County	11.27	70.21	18.52	42.42	164.31
Chiayi County	09.24	71.09	19.68	40.68	213.05
Pingtung County	10.52	72.26	17.23	38.40	163.81
Taitung County	11.59	71.69	16.72	39.48	144.21
Hualien County	11.87	71.50	16.63	39.86	140.16
Penghu County	10.35	73.14	16.50	36.72	159.40
Keelung City	10.35	73.11	16.54	36.77	159.84
Hsinchu City	17.09	70.37	12.54	42.11	73.35
Chiayi City	13.44	71.08	15.49	40.69	115.26
Kinmen County	09.17	77.17	13.66	29.59	148.93
Lienchiang County	11.77	76.19	12.04	31.24	102.34

Source: 2019 Population Statistics, Dept. of Household Registration, MOI

## (II) Sex Composition

At the end of 2019, the household registration population of Taiwan was 23,603,121 people, with male population of 11,705,186 people, accounting for 49.59%, and female population of 11,897,935 people, accounting for 50.41%. Before 2013, Taiwan showed more males than females. The sex ratio<sup>8</sup> has been decreasing from 105.53 in 1997 to less than 100 in 2013 for the first time, reaching a sex ratio of 99.96, meaning that there were slightly more female than male. In 2019, the sex ratio reached 98.38, which was due to the fact that male death rate was relatively higher, and the increasing immigration of female from China or other countries as foreign spouse in recent years, resulting in a rapid decrease in sex ratio. In the past few years, the sex ratio continued to decline year by year, maintaining the trend of more female than male. (Table 3-2-2-1)

**Table 3-2-2-1 Taiwan's population and sex ratio**

Unit: people; Female=100

Year	Population			Sex ratio
	Total	Male	Female	
1986	19,509,082	10,114,710	9,394,372	107.67
1991	20,605,831	10,640,276	9,965,555	106.77
1997	21,742,815	11,163,764	10,579,051	105.53

<sup>8</sup> This is the number of males to every 100 females.

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Year	Population			Sex ratio
	Total	Male	Female	
2001	22,405,568	11,441,651	10,963,917	104.36
2006	22,876,527	11,591,707	11,284,820	102.72
2007	22,958,360	11,608,767	11,349,593	102.28
2008	23,037,031	11,626,351	11,410,680	101.89
2009	23,119,772	11,636,734	11,483,038	101.34
2010	23,162,123	11,635,225	11,526,898	100.94
2011	23,224,912	11,645,674	11,579,238	100.57
2012	23,315,822	11,673,319	11,642,503	100.26
2013	23,373,517	11,684,674	11,688,843	99.96
2014	23,433,753	11,697,971	11,735,782	99.68
2015	23,492,074	11,712,047	11,780,027	99.42
2016	23,539,816	11,719,270	11,820,546	99.14
2017	23,571,227	11,719,580	11,851,647	98.89
2018	23,588,932	11,712,913	11,876,019	98.63
2019	23,603,121	11,705,186	11,897,935	98.38

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

By observing the sex ratio for elderly population (those aged 65 or more), it is found that sex ratio appears less than 100 as early as 2005 and continues to decline year by year. It reached 84.05 in 2019, which suggests that the male population was about 84.0% of the female population (Table 3-2-2-2).

**Table 3-2-2-2 Sex ratio for elderly population (those aged 65 or more)**

Unit: people; Female=100

Year-end	Population			Sex ratio
	Total	Male	Female	
2001	1,973,357	1,026,591	946,766	108.43
2002	2,031,300	1,045,154	986,146	105.98
2003	2,087,734	1,063,368	1,024,366	103.81
2004	2,150,475	1,083,496	1,066,979	101.55
2005	2,216,804	1,105,422	1,111,382	99.46
2006	2,287,029	1,129,910	1,157,119	97.65
2007	2,343,092	1,146,064	1,197,028	95.74
2008	2,402,220	1,165,347	1,236,873	94.22
2009	2,457,648	1,183,124	1,274,524	92.83
2010	2,487,893	1,188,511	1,299,382	91.47
2011	2,528,249	1,198,548	1,329,701	90.14
2012	2,600,152	1,224,369	1,375,783	88.99
2013	2,694,406	1,261,259	1,433,147	88.01
2014	2,808,690	1,307,173	1,501,517	87.06
2015	2,938,579	1,361,140	1,577,439	86.29

2016	3,106,105	1,432,398	1,673,707	85.58
2017	3,268,013	1,501,711	1,766,302	85.02
2018	3,433,517	1,572,719	1,860,798	84.52
2019	3,607,127	1,647,251	1,959,876	84.05

Source: 2019 Population Statistics, Dept. of Household Registration, MOI

In addition, by observing the sex ratios for the different regions and counties/cities, the north region and south region of Taiwan only had 95.92 and 99.73, which was less than 100, suggesting that there are more females than males. As for the rest of the regions in Taiwan, the sex ratios were over 100. If we view the sex ratios for different cities and counties, the highest was Lienchiang County at 134.81, followed by Chiayi County at 108.01, with Yunlin County the third-highest at 107.41. Moreover, the sex ratio was 90.98 for Taipei City, 94.12 for Chiayi City, 95.55 for New Taipei City, 96.72 for Taichung City, 97.24 for Hsinchu City, 97.61 for Kaohsiung City, 98.52 for Taoyuan City, 99.34 for Tainan City, 99.76 for Kinmen County, and 99.67 for Keelung City. All of them were less than 100, indicating that there were more females than males. (Table 3-2-2-3)

**Table 3-2-2-3 Year-end of 2019 Sex ratio by county or city**

Unit: people; Female=100

Region and County / City	Population			Sex ratio
	Total	Male	Female	
Total	23,603,121	11,705,186	11,897,935	98.38
North Region	10,748,581	5,262,281	5,486,300	95.92
New Taipei City	4,018,696	1,963,658	2,055,038	95.55
Taipei City	2,645,041	1,260,049	1,384,992	90.98
Taoyuan City	2,249,037	1,116,111	1,132,926	98.52
Keelung City	368,893	184,139	184,754	99.67
Hsinchu City	448,803	221,265	227,538	97.24
Yilan County	454,178	229,222	224,956	101.90
Hsinchu County	563,933	287,837	276,096	104.25
Central Region	5,808,940	2,918,429	2,890,511	100.97
Taichung City	2,815,261	1,384,164	1,431,097	96.72
Miaoli County	545,459	281,290	264,169	106.48
Changhua County	1,272,802	647,449	625,353	103.53
Nantou County	494,112	252,705	241,407	104.68
Yunlin County	681,306	352,821	328,485	107.41
South Region	6,349,298	3,170,322	3,178,976	99.73
Tainan City	1,880,906	937,342	943,564	99.34
Kaohsiung City	2,773,198	1,369,850	1,403,348	97.61

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Chiayi City	267,690	129,794	137,896	94.12
Chiayi County	503,113	261,238	241,875	108.01
Pingtung County	819,184	417,815	401,369	104.10
Penghu County	105,207	54,283	50,924	106.60
East Region	543,028	276,643	266,385	103.85
Taitung County	216,781	111,570	105,211	106.04
Hualien County	326,247	165,073	161,174	102.42
Kinmen and Matsu Regions	153,274	77,511	75,763	102.31
Kinmen County	140,185	70,010	70,175	99.76
Lienchiang County	13,089	7,501	5,588	134.23

Source: 2019 Population Statistics, Dept. of Household Registration, MOI

### (III) Marriage Composition

In Taiwan's social structure, marriage and childbearing are still highly correlated. The people of Taiwan typically consider the concept of giving birth to a child in a marriage "legitimate" and "appropriate". Therefore, in the course of life, most people in Taiwan have the idea of "getting married first, and then having children", and the probability of non-marriage birth is less. For this reason, the relationship between marriage, maternity and family is still inseparable. Family is the most basic unit of society. All personal survival, personality development, future generation reproduction, cultural teaching and social system are created based on the foundation of family. According to Taiwan's current status, marriage is the key to family system. Therefore, stable marriage and family are the basis of social stability.

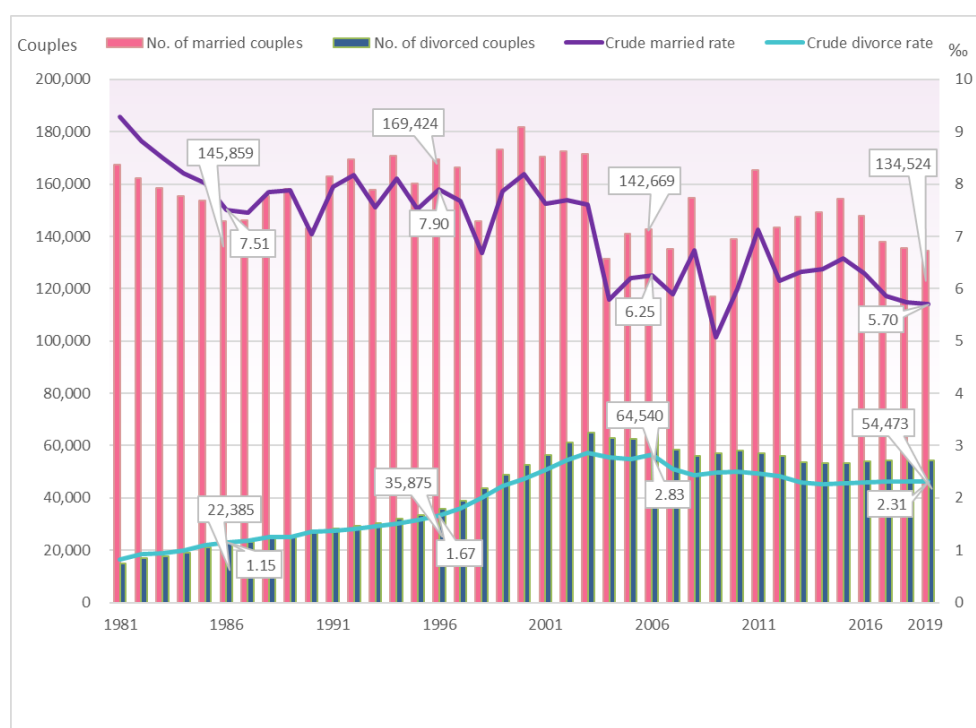
According to Chart 3-2-3-1, the number of marriage couples and marriage rate<sup>9</sup> in 1996 were 169,424 pairs and 7.90 ‰, respectively, which fell to 142,669 pairs and 6.25‰ in 2006, and which in 2019 were 134,524 couples and 5.70‰. The number of divorced couples and divorce rate<sup>10</sup> in 1996 were 35,875 pairs and 1.67 ‰, respectively, which increased to

<sup>9</sup> The crude marriage rate refers to the annual number of couples marrying as a percentage of the total population of a country or region.

<sup>10</sup> The crude divorce rate refers to the annual number of couples divorcing as a percentage of the total population of a country or region.

64,540 pairs and 2.83‰ in 2006, and which in 2019 were 54,473 pairs and 2.31‰.

Looking at divorcees in 2019 in terms of their years of marriage, those married for less than five years accounted the greatest part, at 34.62%, while those married for 5 to 9 years were second, accounting for 21.99%. For those married for more than 10 years, the number of divorces decreases as the number of years of marriage increases.



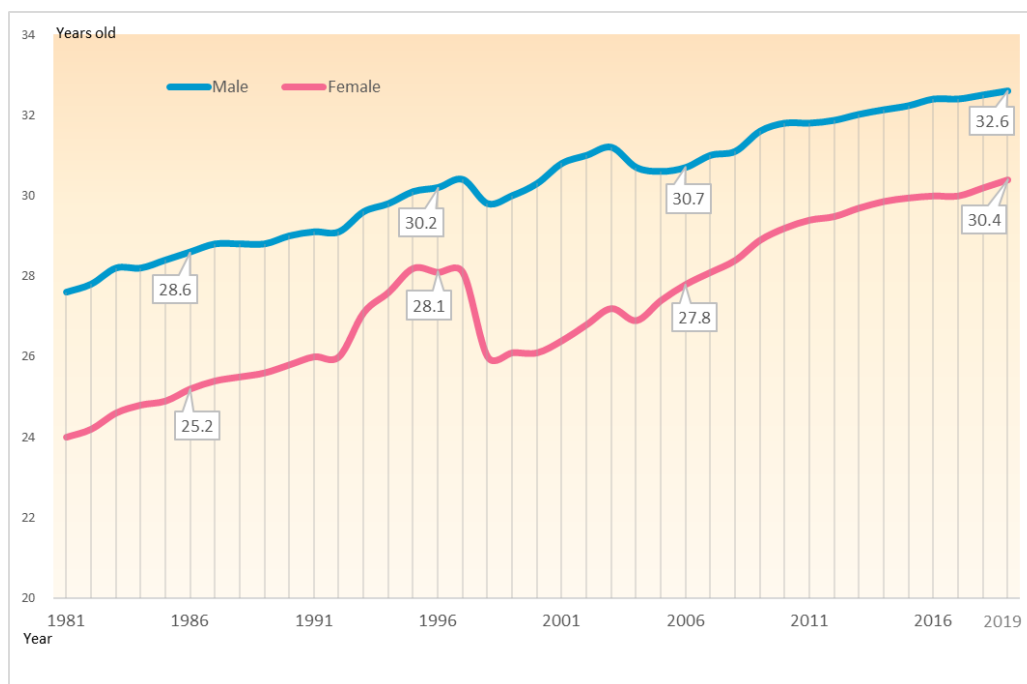
**Chart 3-2-3-1 Marriage and divorce numbers and trends for males and females over the years**

Source: Population Statistics (registered number) over the Years, Dept. of Household Registration, MOI.

Due to the rapid development of Taiwan's industry and commerce and improvement of female education level, its society and population composition has changed rapidly. Personal outlooks and values have been subject to more influence from Western culture, which has led to significant changes in the peoples' attitudes and behavior towards marriage, birth and the family. These changes also have had a huge impact on the country's socio-economic development. According to Chart 3-2-3-2, the average age of first marriage for males in 2006 was 30.7 years, which was

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increased to 32.6 years in 2019. For the same period, the average age of first marriage for females increased from 27.8 years to 30.4 years, showing that people in Taiwan are getting married late. Late marriage inevitably will lead to late childbearing, and shorten the fertility period for females, which in turn affecting the number and quality of births.

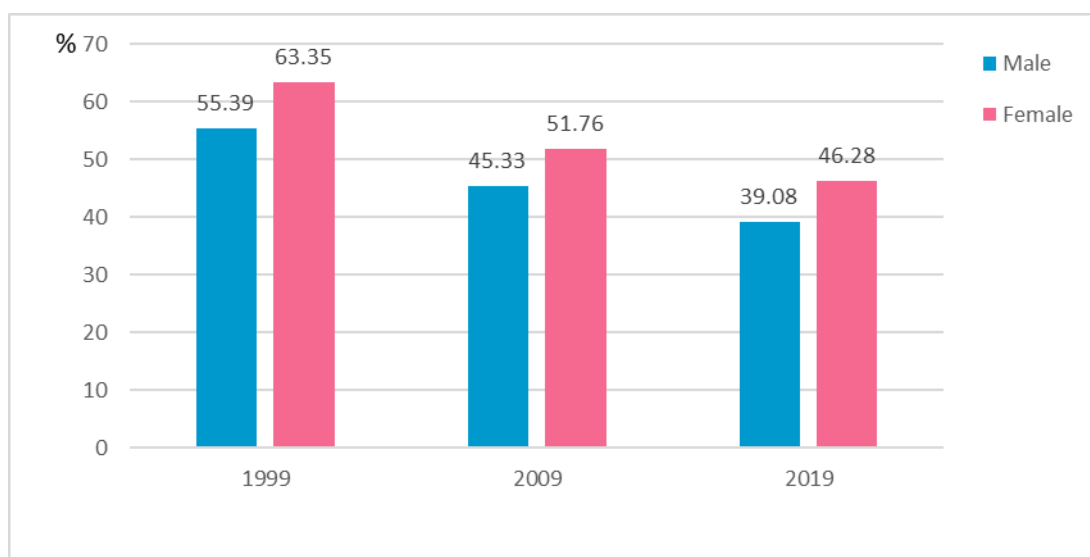


**Chart 3-2-3-2 Average age of First Marriage for Males and Females over the Years**

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.  
(occurred number)

According to Chart 3-2-3-3, in 1999, the marriage rate for males and females aged from 20 to 49 in Taiwan was 55.39% and 63.35% respectively, which then dropped to 45.33% and 51.76%, respectively in 2009. In 2019, the marriage rate further declined 39.08% and 46.28% for males and females respectively. The marriage rate for males and females in Taiwan has decreased to less than 50%, which is worth our attention.





**Chart 3-2-3-3 The marriage rate for males and females aged from 20 to 49 in Taiwan**

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

Since the idea of "giving birth after marriage" is deeply affecting our society, and the course of life for people in Taiwan is still based mostly on the idea of "getting married first, and then having children", as a result, the rate of marriage was declined significantly, leading to decrease in fertility rate. In addition, the divorce rate in Taiwan still remains high; therefore, we should strengthen the promotion of population & family education, consolidate the consensus of our citizens, and re-establish marriage & family values to build a harmonious and stable family.

Looking the marriage rate by city or county, Taoyuan City was highest at 6.26‰, followed by Taichung City at 6.06‰, with New Taipei City third at 5.97‰, the above cities all were higher than the average of 5.67‰; while Chiayi County was lowest at 4.69‰, followed by Kinmen County at 4.72‰, with Yunlin County third-lowest at 4.97‰, these counties (cities) were all lower than the average. (Table 3-2-3-1)

Looking at the divorce rate by cities and counties, the highest was Hualien County, at 2.88‰, followed by Penghu County at 2.69‰, with Taoyuan City third-highest at 2.68‰; the above counties and city were all higher than the national average of 2.30‰; while the lowest divorce rates were in Kinmen County, at 1.68‰, with Changhua County next at 1.90‰,

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and Taipei City third-lowest, at 2.05‰; these counties (cities) were all lower than average. (Table 3-2-3-1)

**Table 3-2-3-1 2019 Marriage and divorce/marriage termination numbers and marriage and divorce rates for the population of each city and county**

Unit: couple; ‰

County /City	Marriages		Divorces/ marriage termination	
	No. of marriage couples	Crude marriage rate	No. of divorced couples	Crude divorce rate
Total	133,741	5.67	54,346	2.30
New Taipei City	23,934	5.97	9,666	2.41
Taipei City	14,737	5.55	5,443	2.05
Taoyuan City	13,995	6.26	5,983	2.68
Taichung City	17,015	6.06	6,599	2.35
Tainan City	10,303	5.47	4,020	2.14
Kaohsiung City	15,287	5.51	6,399	2.31
Yilan County	2,549	5.61	1,000	2.20
Hsinchu County	3,328	5.94	1,315	2.35
Miaoli County	2,872	5.25	1,354	2.47
Changhua County	6,652	5.22	2,418	1.90
Nantou County	2,555	5.16	1,104	2.23
Yunlin County	3,399	4.97	1,407	2.06
Chiayi County	2,371	4.69	1,072	2.12
Pingtung County	4,263	5.18	1,961	2.38
Taitung County	1,207	5.54	562	2.58
Hualien County	1,950	5.96	942	2.88
Penghu County	611	5.83	282	2.69
Keelung City	2,012	5.44	933	2.52
Hsinchu City	2,595	5.80	1,004	2.24
Chiayi City	1,378	5.14	613	2.29
Kinmen County	659	4.72	235	1.68
Lienchiang County	69	5.28	34	2.60

Source: 2019 Population Statistics, Dept. of Household Registration, MOI. (Occurred number)

In recent years, with changes in the social composition of our country, economic boom and development, development trends of globalization, and the cross-border population movements in the Asian region, the marriage structure has also moved in the direction of “transnational marriages,” and which have become a common yet special social phenomenon. For the registered marriages in 2019, there were 113,308 couples in which both males and females are citizens of Taiwan, accounting for 84.23%. There were 21,216 couples in which their spouses

are foreigners or are from Mainland China, Hong Kong and Macao, accounting for 15.77%. Among them, there were 15,268 females, accounting for 71.96%, which was higher than that of males, which was 5,948, accounting for 28.04%. This suggests that foreign spouses in Taiwan are mainly females. However, the gap has been reducing year by year.

From long-term observation, the proportion of foreign marriage couples, that is Taiwan citizen with spouse from foreign countries, Mainland China, Hong Kong or Macao, to total marriage couples reached a peak of 31.86% in 2003, which suggests that on average, there will be one foreign marriage couple in every 3 marriage couples. Moreover, since the Ministry of the Interior started to implement the Mainland China spouse interview system in 2003 and the Ministry of Foreign Affairs began to strengthen the measures of foreign spouse interview in 2005, a declining trend for foreign spouses or spouses from Mainland China, Hong Kong or Macao was resulted since 2004 despite some fluctuations. The proportion of foreign marriage couples reached 15.77% in 2019 (Table 3-2-3-2).

**Table 3-2-3-2 Marriage Status for Citizens in Taiwan over the Years**

Unit: No. of Couples; people; %

Year	Total No. of couples	ROC citizens		By nationality (region)						Non-ROC nationals spouse	
		No. of couples	Percent age points	Total		Mainland Chinese, HK & Macao		Foreign nationals		Male	Female
				No. of couples	Percent age points	No. of couples	Percent age points	No. of couples	Percent age points		
2003	171,483	116,849	68.14	54,634	31.86	34,991	20.40	19,643	11.45	6,001	48,633
2004	131,453	100,143	76.18	31,310	23.82	10,972	8.35	20,338	15.47	3,176	28,134
2005	141,140	112,713	79.86	28,427	20.14	14,619	10.36	13,808	9.78	3,139	25,288
2006	142,669	118,739	83.23	23,930	16.77	14,406	10.10	9,524	6.68	3,214	20,716
2007	135,041	110,341	81.71	24,700	18.29	15,146	11.22	9,554	7.07	3,141	21,599
2008	154,866	133,137	85.97	21,729	14.03	12,772	8.25	8,957	5.78	3,516	18,213
2009	117,099	95,185	81.29	21,914	18.71	13,294	11.35	8,620	7.36	3,673	18,241
2010	138,819	117,318	84.51	21,501	15.49	13,332	9.60	8,169	5.88	3,792	17,709
2011	165,327	143,811	86.99	21,516	13.01	13,463	8.14	8,053	4.87	4,090	17,426
2012	143,384	122,784	85.63	20,600	14.37	12,713	8.87	7,887	5.50	4,337	16,263
2013	147,636	128,144	86.80	19,492	13.20	11,542	7.82	7,950	5.38	4,190	15,302
2014	149,287	129,586	86.80	19,701	13.20	10,986	7.36	8,715	5.84	4,521	15,180
2015	154,346	134,358	87.05	19,988	12.95	10,455	6.77	9,533	6.18	4,686	15,302
2016	147,861	127,502	86.23	20,359	13.77	9,813	6.64	10,546	7.13	4,917	15,442
2017	138,034	116,937	84.72	21,097	15.28	8,950	6.48	12,147	8.80	5,304	15,793
2018	135,403	114,795	84.78	20,608	15.22	8,216	6.07	12,392	9.15	5,385	15,223
2019	134,524	113,308	84.23	21,216	15.77	8,329	6.19	12,887	9.58	5,948	15,268

Source: Dept. of Household Registration, MOI.

Explanation: Data on this table is calculated according to date of registration.

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For the divorces in 2019, there were 44,630 couples in which both husband and wife are citizens of R.O.C. The husband or wife was originally from foreign nationals, the mainland China, Hong Kong and Macao were 9,716 couples, among them, the husband or wife was originally from the mainland China, Hong Kong and Macao were 5,227 couples, while 3,789 couples of husband or wife was from Southeast Asia countries. (Table 3-2-3-3)

**Table 3-2-3-3 No. of divorce couples over 10 Years**

Unit: No. of Couples

Year	Total No. of divorce couples	Both husbands and wives were originally R.O.C. nationality	The husband or wife was originally from foreign nationals, the mainland Chinese, Hong Kong and Macao	The husband or wife was originally from the mainland Chinese, Hong Kong and Macao	The husband or wife was originally from Southeast Asia countries
2009	57,223	44,097	13,126	7,746	4,654
2010	58,037	42,827	15,210	9,729	4,711
2011	57,077	42,865	14,212	8,749	4,732
2012	55,835	42,512	13,323	8,195	4,401
2013	53,599	41,482	12,117	7,270	4,141
2014	53,144	41,567	11,577	6,966	3,867
2015	53,448	42,367	11,081	6,517	3,914
2016	53,850	43,070	10,780	6,295	3,810
2017	54,439	43,655	10,784	6,068	4,037
2018	54,402	44,027	10,375	5,802	3,905
2019	54,346	44,630	9,716	5,227	3,789

Source: Statistics notification, Department of Statistics, MOI.

Explanation: Data on this table is calculated according to date of registration.

Looking at the number ratio of foreign spouses in each county or city, the highest was Lienchiang County, at 26.09%, followed by Kinmen County at 23.61%, with Yunlin County third-highest at 18.78%; the above counties and city were all higher than the national average of 15.77%; while the lowest number of foreign spouses were in Penghu County, at 10.63%, with Hualien County next at 11.17%, and Taitung County third-lowest, at 11.24%. (Table 3-2-3-4)

On May 24, 2019, the “Act for Implementation of J.Y. Interpretation No. 748” was officially implemented, allowing the household administration authorities in Taiwan to accept the application of “marriage registration” as the corresponding cancellation and abolition processes for same-sex couples. Since the implementation of this Law up to the end of

September 2020, there have been 4,725 couples registered for marriage; among which 1,462 couples are males and 3,263 couples are females, while 366 couples registered for marriage termination; among which 117 couples are males and 249 couples are females.

As for the number of same-sex couples registered for marriage in different cities and counties, New Taipei City has the most couples, accounting for 19.85%, followed by Taipei City, accounting for 15.62% and Kaohsiung City, accounting for 13.06%. Lienchiang County have the least couples, accounting for 0.04%, followed by Kinmen County (Table 3-2-3-5), accounting for 0.23%, and Penghu County, accounting for 0.30%.

**Table 3-2-3-4 2018 Number of Marriage Registration for Taiwan  
Citizen marries Non-Citizen (sorted according to  
various regions in Taiwan)**

Unit: No. of Couples; people; %

Region	Total No. of marriage couples	Foreign nationals and Mainland Chinese, HK & Macao		By nationality (region)					
				Mainland Chinese, HK & Macao			Foreign nationals		
		Number of people	Ratio	Total	Mainland Chinese	HK & Macao	Total	Southeast Asia	Other
Total	134,524	21,216	15.77	8,329	6,698	1,631	12,887	9,007	3,880
North Region	63,508	10,774	16.96	4,459	3,487	972	6,315	4,034	2,281
New Taipei City	24,062	4,176	17.36	1,745	1,345	400	2,431	1,555	876
Taipei City	14,834	2,700	18.20	1,282	1,004	278	1,418	576	842
Taoyuan City	14,073	2,299	16.34	853	668	185	1,446	1,129	317
Keelung City	2,018	356	17.64	154	122	32	202	144	58
Hsinchu City	2,616	348	13.30	117	103	14	231	165	66
Yilan County	2,559	388	15.16	153	123	30	235	186	49
Hsinchu County	3,346	507	15.15	155	122	33	352	279	73
Central Region	32,690	4,904	15.00	1,756	1,479	277	3,148	2,450	698
Taichung City	17,103	2,338	13.67	862	703	159	1,476	1,045	431
Miaoli County	2,886	520	18.02	196	172	24	324	274	50

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Changhua County	6,707	998	14.88	326	281	45	672	550	122
Nantou County	2,571	405	15.75	147	127	20	258	210	48
Yunlin County	3,423	643	18.78	225	196	29	418	371	47
South Region	34,419	4,988	14.49	1,822	1,479	343	3,166	2,335	831
Tainan City	10,377	1,421	13.69	485	380	105	936	703	233
Kaohsiung City	15,335	2,235	14.57	866	710	156	1,369	931	438
Chiayi City	1,382	202	14.62	75	60	15	127	91	36
Chiayi County	2,397	420	17.52	126	109	17	294	255	39
Pingtung County	4,307	644	14.95	244	197	47	400	317	83
Penghu County	621	66	10.63	26	23	3	40	38	2
East Region	3,173	375	11.82	175	144	31	200	149	51
Taitung County	1,201	135	11.24	69	57	12	66	52	14
Hualien County	1,972	240	12.17	106	87	19	134	97	37
Kinmen and Matsu Regions	734	175	23.84	117	109	8	58	39	19
Kinmen County	665	157	23.61	104	96	8	53	35	18
Lienchiang County	69	18	26.09	13	13	0	5	4	1

Source: Dept. of Household Registration, MOI

Explanation: Data on this table is calculated according to date of registration.

**Table 3-2-3-5 Number of same-sex couples registered for marriage and marriage termination by the end of September 2020 in different cities and counties**

Unit : couple ; %

City/County	Same-sex marriage				Same-sex marriage termination			
	Number of couples	Percentage	Male	Female	Number of couples	Percentage	Male	Female
Total	4,725	100.00	1,462	3,263	366	100.00	117	249
New Taipei City	938	19.85	323	615	60	16.39	20	40
Taipei City	738	15.62	294	444	34	9.29	11	23
Taoyuan City	483	10.22	135	348	40	10.93	13	27
Taichung City	573	12.13	153	420	36	9.84	12	24
Tainan City	316	6.69	81	235	22	6.01	6	16
Kaohsiung City	617	13.06	211	406	55	15.03	17	38
Yilan County	88	1.86	18	70	8	2.19	1	7

Hsinchu County	114	2.41	28	86	4	1.09	2	2
Miaoli County	84	1.78	21	63	8	2.19	2	6
Changhua County	83	1.76	26	57	5	1.37	1	4
Nantou County	48	1.02	12	36	5	1.37	2	3
Yunlin County	47	0.99	8	39	6	1.64	3	3
Chiayi County	40	0.85	8	32	12	3.28	3	9
Pingtung County	154	3.26	42	112	28	7.65	10	18
Taitung County	38	0.80	14	24	6	1.64	2	4
Hualien County	121	2.56	26	95	10	2.73	2	8
Penghu County	14	0.30	2	12	3	0.82	0	3
Keelung City	69	1.46	21	48	8	2.19	4	4
Hsinchu City	109	2.31	25	84	9	2.46	2	7
Chiayi City	38	0.80	9	29	5	1.37	2	3
Kinmen County	11	0.23	4	7	2	0.55	2	0
Lianjiang County	2	0.04	1	1	0	0	0	0

Source: Dept. of Household Registration, MOI

#### (IV) Ethnic Composition

“Ethnicity” is a term used in political science and sociology. What is meant by “ethnic group” according to the definition of social scientists is a group who consider themselves, or are considered by others to constitute a unique community on account of their common origin, or common ancestry, culture or language. This definition includes both objective and subjective criteria: the objective criteria is that these people are thought to have a common culture or a common ancestral source; and the subjective criteria is that a group consider themselves to constitute a distinct ethnic group, and their community has also received such recognition by other people. This involves a social process of subjective mutual recognition of whether or not the other party constitutes an ethnic group, which is ethnic identity<sup>11</sup>. Taiwan's concept of ethnicity involves many factors, which are extremely sensitive and complex.

Fu-chang Wang (2004), on the basis of ethnic identity theory, analyzed the imagined ethnic origins and differences of groups within Taiwan, and through a historical perspective and observation of social

<sup>11</sup> Fu-chang Wang, 'Ethnic Imagination in Contemporary Taiwan' (Socio Publishing Co., Taipei, 2003), Page 10.

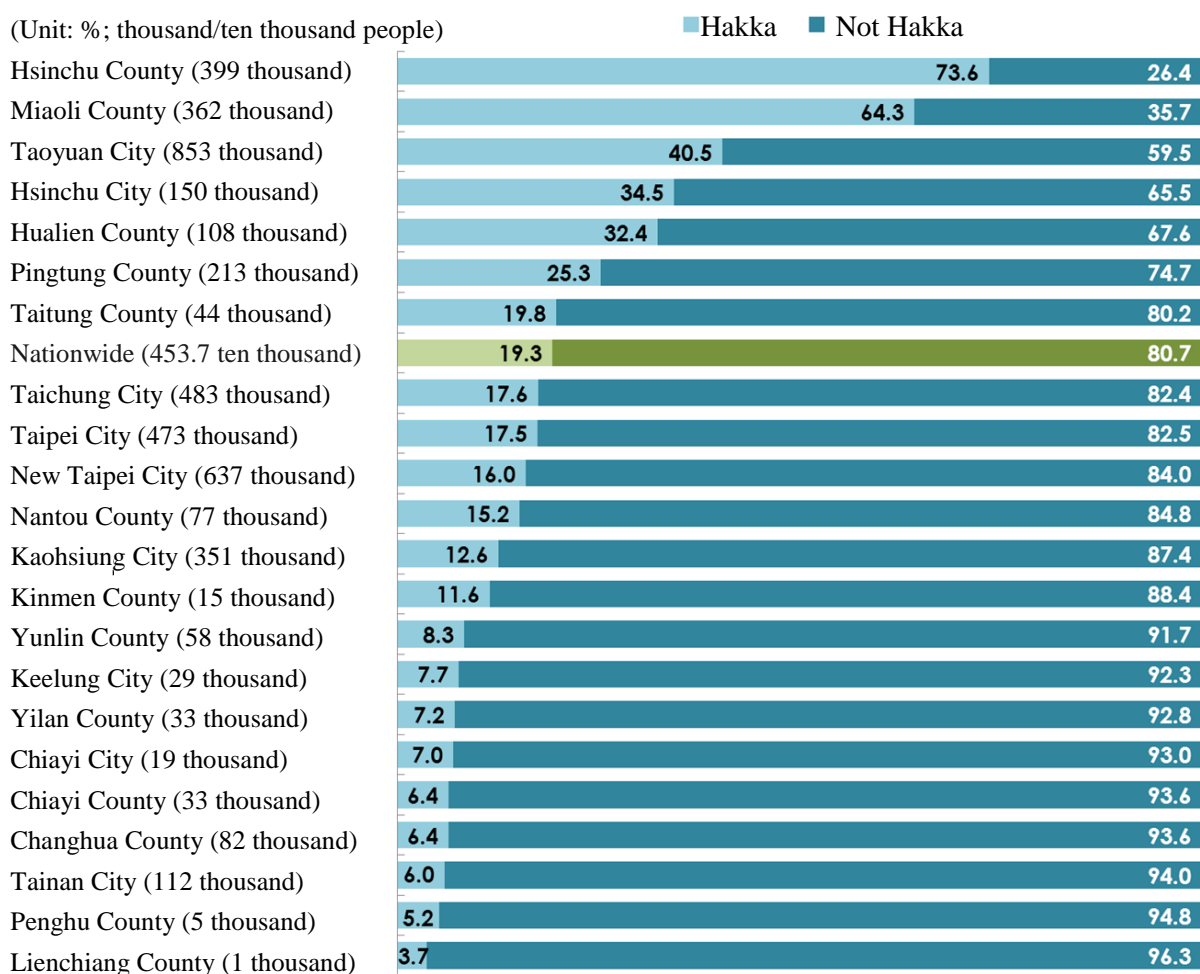


structure, divided Taiwan's ethnic groups into the four groups namely, Taiwan aborigines, Hakka, Hokkien Taiwanese, and mainland Chinese, considering Taiwan's four classifications to be composed of three large ethnic groups in relative mutual antagonism. The nation's ethnicity can be roughly divided into the Han Chinese ethnic group, Indigenous ethnic groups, and overseas expatriates living in the country, and the Han Chinese can be further roughly divided into Hokkien, Hakka, Mainland Chinese and others.

Referring to the "2016 Taiwan Hakka Population and Language Basic Information Survey" conducted by the Hakka Affairs Council and from the distribution of the "single self-identity" group, most of the people are "Hoklo Taiwanese", which accounted for 69.0% of the total population, approximately 16,201,000 people; followed by "Hakka People", which accounted for 16.2% of the total population, approximately 3,815,000 people; "People from Mainland China", which accounted for 5.5% of the total population, approximately 1,296,000 people; and "Indigenous People", which accounted for 2.7% of the total population, approximately 635,000 people (The estimation values and statistics may subject to discrepancies. According to the statistics of the Ministry of the Interior, the registered indigenous population in 2016 is 553,228 people).

According to the definition of Hakka in the Hakka Basic Act, "people who have Hakka blood or Hakka origin, and those who identify themselves as Hakka," the total Hakka population estimated is 4.537 million people, accounting for 19.3% of the total population in Taiwan. With regard to the proportion of Hakka population in different counties and cities, Hsinchu County has 73.6%, Miaoli County has 64.3%, Taoyuan City has 40.5%, Hsinchu City has 34.5% and Hualien County has 32.4%. Among them, nearly two-thirds of the population in Hsinchu County and Miaoli County are Hakka people, and the proportion of Hakka population in the rest of the three counties and cities is more than 30%. The remaining counties and cities with reasonably high Hakka population are as follows in the order of decreasing Hakka population: 25.3% for Pingtung County, 19.8% for Taitung County, 17.6% for Taichung City, 17.5% for Taipei City, 16.0%

for New Taipei City, 15.2% for Nantou County, and 12.6% for Kaohsiung City (Chart 3-2-4-1).



Source: Hakka Affairs Council “2016 Taiwan Hakka Population and Language Basic Information Survey”

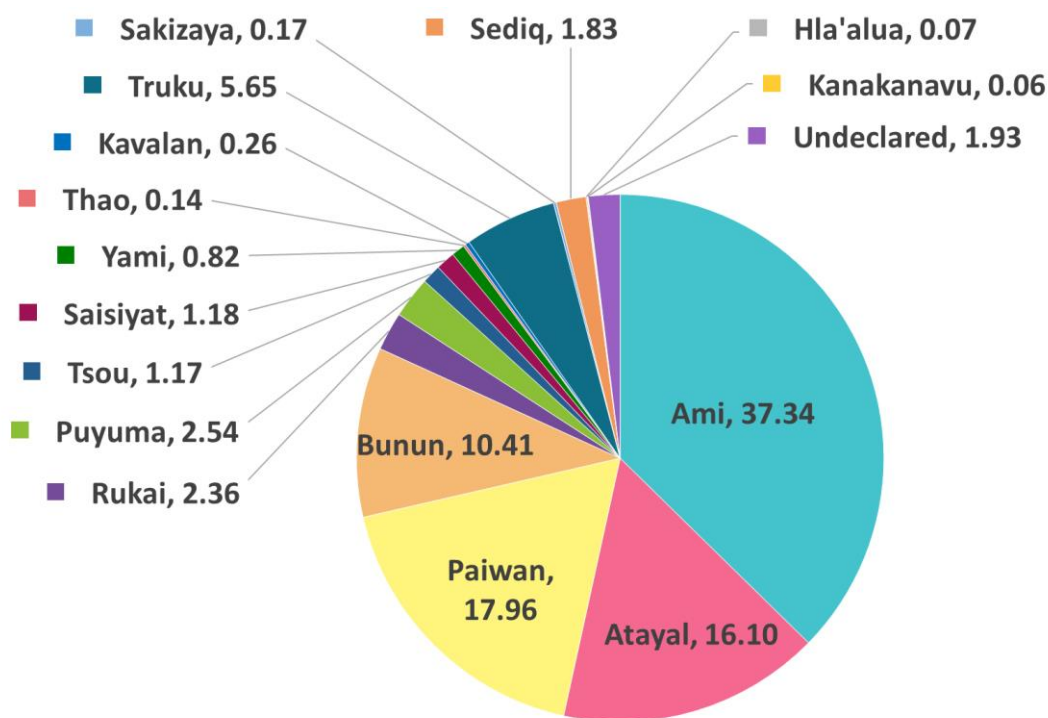
**Chart 3-2-4-1 Hakka population in different cities and counties estimated based on the definition stated in the Hakka Basic Act**

Currently, there are 16 indigenous groups (tribes) recognized by the government. Each indigenous group has its own culture, language, customs and social structure. In 2019, the total population of the indigenous people was 571,427, accounting for 2.4% of the total population.

The Ami's total population, at 213,368 people, accounted for 37.34% of the total indigenous population, and was the largest indigenous ethnic group; The ratio of other ethnic groups to the total population of the indigenous people were Atayal (16.10%), Paiwan (17.96%), Bunun

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(10.41%), Rukai (2.36%), Puyuma (2.54%), Tsou (1.17%), Saisiyat (1.18%), Yami (0.82%), Thao (0.14%), Kavalan (0.26%), Truku (5.65%), Sakizaya (0.17%), Sediq (1.83%), Hla'alua (0.07%) and Kanakanavu (0.06%), for which the undeclared accounted for 1.93% (Chart 3-2-4-2).



**Chart 3-2-4-2 Population Ratio of each indigenous ethnic group**

Source: Population Statistics over the Months, Dept. of Household Registration, MOI.

With regard to the distribution of indigenous people in various counties and cities, Hualien County has the highest indigenous population of 93,289 people, accounting for 16.33% of the total indigenous population followed by Taitung County with indigenous population of 78,695 people, accounting for 13.77%, and Taoyuan City with indigenous population of 75,872 people, accounting for 13.28%. The above three county and city together accounted for 43% of the total indigenous population. On the other hand, the proportions of indigenous population in Lienchiang County and Penghu County were all less than 0.20%; among all the cities and counties, Taitung County has the highest proportion of indigenous population, reaching 36.30%, followed Hualien County with 28.59% and Pingtung County with 7.33% (Table 3-2-4).

**Table 3-2-4 Indigenous population and ratio by County or City in 2019**

Unit: People; %

County/city	Indigenous population	Population ratio of county or city	Ratio of indigenous population
Total	571,427	2.42	100.00
New Taipei City	56,592	1.41	9.90
Taipei City	16,996	0.64	2.97
Taoyuan City	75,872	3.37	13.28
Taichung City	35,297	1.25	6.18
Tainan City	8,201	0.44	1.44
Kaohsiung City	35,200	1.27	6.16
Yilan County	17,424	3.84	3.05
Hsinchu County	21,851	3.87	3.82
Miaoli County	11,410	2.09	2.00
Changhua County	5,941	0.47	1.04
Nantou County	29,284	5.93	5.12
Yunlin County	2,573	0.38	0.45
Chiayi County	5,899	1.17	1.03
Pingtung County	60,087	7.33	10.52
Taitung County	78,695	36.30	13.77
Hualien County	93,289	28.59	16.33
Penghu County	608	0.58	0.11
Keelung City	9,435	2.56	1.65
Hsinchu City	4,289	0.96	0.75
Chiayi City	1,123	0.42	0.20
Kinmen County	1,137	0.81	0.20
Lienchiang County	224	1.71	0.04

Source: Statistics notification, Department of Statistics, MOI.

**(V) Educational Composition**

By the year-end of 2019, Taiwan's registered population of people aged 15 years or more numbered about 20.59 million people, 87.25% of the total population. Those with tertiary education of junior college level, university degree level or above accounted for 46.47%; the biggest proportion, while senior high school and vocational school graduates accounted for 29.99%, followed by junior high school graduates, ranking third at 11.67%. Of these groups, tertiary education has seen the biggest increases over the past 10 years, at 10.60 %, among them, the increase of 8.59 percentage points in university enrollments, the ratios of junior college and senior high school and vocational school graduates have been decreasing every year. (Table 3-2-5-1)

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Due to the implementation of twelve-year compulsory education and the promotion of higher education, the standard of our citizens' education has increased over the years. The population of the 15 years old or more illiterates rate fell from 2.09% in the end of 2009 to 1.04% in the end of 2019. At the elementary school education level, this fell from 14.78% in the end of 2009 to 10.60% by the end of 2018; while the proportion of the population educated at junior college and above has been increasing year by year; over the same period, it rose from 35.87% to 46.47%, demonstrating that in recent years the nations' standard of education has risen (Table 3-2-5-1).

**Table 3-2-5-1 Educational composition of the over-15 year-old population of Taiwan**

Unit: %

Year's end	Sum- total	Literate									Illiterate
		Total	Tertiary educated				Senior High school (vocational school) (Incl. 3 year pre- tertiary)	Junior high school	Elementary school	Self- taught	
			Sub-total	Graduate Institute	University or College	Junior college					
Year end of 2009	100.00	97.91	35.87	4.42	19.29	12.15	32.84	14.04	14.78	0.39	2.09
Year end of 2010	100.00	98.04	37.05	4.73	20.38	11.94	32.56	13.74	14.33	0.37	1.96
Year end of 2011	100.00	98.17	38.18	5.14	21.27	11.77	32.32	13.44	13.87	0.35	1.83
Year end of 2012	100.00	98.29	39.45	5.52	22.27	11.66	31.86	13.24	13.41	0.33	1.71
Year end of 2013	100.00	98.39	40.70	5.84	23.32	11.54	31.43	12.95	12.99	0.31	1.61
Year end of 2014	100.00	98.50	41.75	6.14	24.16	11.45	31.15	12.73	12.58	0.30	1.50
Year end of 2015	100.00	98.60	42.68	6.40	24.92	11.36	30.92	12.53	12.18	0.28	1.40
Year end of 2016	100.00	98.70	43.64	6.68	25.67	11.30	30.79	12.24	11.77	0.26	1.30
Year end of 2017	100.00	98.79	44.55	6.94	26.38	11.23	30.56	12.08	11.36	0.24	1.21
Year end of 2018	100.00	98.87	45.52	7.21	27.14	11.17	30.30	11.85	10.98	0.23	1.13
Year end of 2019	100.00	98.96	46.47	7.49	27.88	11.10	29.99	11.67	10.60	0.21	1.04
Increase or decrease percentage points compared with the year-end of 2009	-	1.04	10.60	3.07	8.59	-1.06	-2.85	-2.37	-4.18	-0.17	-1.04

Source: Statistics notification, Department of Statistics, MOI.

Explanation: This refers to two and three year and two years in addition to five-year junior colleges.

By the end of 2019, for the population of the 15 years old or more, there were 20,370,000 literate people in Taiwan, a literacy rate of 98.96%, demonstrating a continuing increase year on year. If further examination is made of the higher education (junior college level, university degree level and above) population composition, at the end of 2019, Taiwan's tertiary graduate population numbered 9,570,000 people, an average annual growth rate of 3.27% over the past 10 years. Looking at sex, the average annual rate of increase of the population in higher education has been greater for women than for men over the past 10 years, at 3.53%, compared to 3.03% for men. As for the level of education, university graduates accounted for the majority, at 60.00%, or 5.74 million people, and junior college graduates accounted for 23.88%, or 2.29 million people, with graduate institute graduates ranking third at 1.54 million, accounting for 16.12%. (Table 3-2-5-2)

**Table 3-2-5-2 The educational level of the nation's tertiary-educated population over the years**

Unit: 1,000 People

Year's end	Total			Graduate Institute		University or College				Junior College (note)		
	Total	Male	Female	Male	Female	Male	Female	Male	Female	Total	Male	Female
Year end of 2009	6,938	3,634	3,304	855	544	311	3,732	1,874	1,858	2,351	1,216	1,135
Year end of 2010	7,239	3,781	3,458	925	584	341	3,981	1,991	1,990	2,333	1,206	1,127
Year end of 2011	7,531	3,926	3,605	1,014	636	379	4,195	2,090	2,104	2,322	1,200	1,122
Year end of 2012	7,852	4,082	3,770	1,099	685	414	4,433	2,200	2,233	2,320	1,197	1,123
Year end of 2013	8,151	4,226	3,925	1,169	725	445	4,670	2,311	2,359	2,312	1,191	1,120
Year end of 2014	8,415	4,352	4,063	1,237	762	475	4,870	2,402	2,468	2,308	1,187	1,120
Year end of 2015	8,666	4,471	4,195	1,300	797	503	5,059	2,490	2,569	2,307	1,184	1,123
Year end of 2016	8,902	4,583	4,319	1,362	831	531	5,236	2,571	2,665	2,304	1,181	1,123
Year end of 2017	9,124	4,687	4,436	1,422	864	558	5,403	2,647	2,756	2,299	1,177	1,122
Year end of 2018	9,350	4,794	4,556	1,481	896	585	5,575	2,726	2,849	2,294	1,172	1,122
Year end of 2019	9,570	4,897	4,673	1,543	929	614	5,742	2,803	2,940	2,285	1,165	1,120
Increase or decrease from the year-end of 2009 (%)	37.95	34.77	41.44	80.47	70.82	97.34	53.87	49.56	58.22	-2.80	-4.15	-1.35
Average increase over the	3.27	3.03	3.53	6.08	5.50	7.03	4.40	4.11	4.69	-0.28	-0.42	-0.14

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past 10  
years (%)

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Source: Statistics notification, Department of Statistics, MOI.

Explanation: This refers to two and three year and two years in addition to five-year junior colleges.

Looking at higher educational levels (junior college level, university degree or above) in each city or county, Taipei City was highest, at 62.85%, followed by Hsinchu City at 55.71%, with Chiayi City third at 50.24%; all were higher than the average value of 46.47%. Taitung County was lowest, at 31.75%, followed by Chiayi County at 32.30%, Yunlin County was third at 33.98%; and all were lower than the average value. Looking at the illiteracy rates of each city and county, Taipei City was lowest, at 0.42%, followed by Kinmen County at 0.44%, Hsinchu County was third at 0.52%; all were lower than the average value of 1.04%; also, Yunlin County's 2.62% was the highest, followed by Changhua County at 2.44%, with Chiayi County the third highest at 2.36%; all were higher than the average value (Table 3-2-5-3).



**Table 3-2-5-3 Year-end of 2019 with age 15 years old or more  
population of each county and city by junior college  
level, university degree level and above and illiteracy**

Unit: People; %

Region	Total	Junior college level, university degree level and above		Number of people of illiteracy	Rate of illiteracy
		Number of people	Rate		
Total	20,592,770	9,570,359	46.47	215,194	1.04
New Taipei City	3,532,443	1,681,061	47.59	23,488	0.66
Taipei City	2,289,541	1,434,392	62.65	9,528	0.42
Taoyuan City	1,914,465	906,465	47.35	15,401	0.80
Taichung City	2,414,687	1,167,159	48.34	20,109	0.83
Tainan City	1,653,410	741,431	44.84	19,660	1.19
Kaohsiung City	2,444,771	1,113,398	45.54	31,881	1.30
Yilan County	400,551	155,433	38.80	5,510	1.38
Hsinchu County	472,477	234,863	49.71	2,476	0.52
Miaoli County	478,533	189,841	39.67	2,773	0.58
Changhua County	1,109,781	433,823	39.09	27,114	2.44
Nantou County	440,999	159,026	36.06	4,168	0.95
Yunlin County	604,524	205,414	33.98	15,847	2.62
Chiayi County	456,644	147,502	32.30	10,756	2.36
Pingtung County	733,035	259,927	35.46	12,571	1.71
Taitung County	191,654	60,855	31.75	2,294	1.20
Hualien County	287,531	110,480	38.42	1,734	0.60
Penghu County	94,314	36,458	38.66	923	0.98
Keelung City	330,722	139,614	42.21	3,279	0.99
Hsinchu City	372,090	207,297	55.71	2,447	0.66
Chiayi City	231,722	116,412	50.24	2,403	1.04
Kinmen County	127,327	63,904	50.19	561	0.44
Lienchiang County	11,549	5,604	48.52	271	2.35

Source: 2019 Population Statistics, Dept. of Household Registration, MOI.

To benchmark with countries around the world, Taiwan's higher education rate for a population in the age of 25-64 reached 52% by the year-end of 2019, which is higher than the average value of 37% for OECD countries. Compared to other major countries, lower than that of Canada (58%), and similar to Japan (52%), the rest of the countries show value, which is lower than that of Taiwan. (Table 3-2-5-4)

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**Table 3-2-5-4 Higher Education Rate of Population from ages 25 - 64 in major countries**

Unit: %

Country	Year-end of year	Higher education rate of population from ages 25 -64
R.O.C.	2018	51
	2019	52
Average of OECD	2018	37
Canada	2018	58
Japan	2018	52
Israel	2018	50
South Korea	2018	50
US	2018	48
Ireland	2018	46
UK	2018	46
Australia	2018	46
Finland	2018	44
Sweden	2018	44
Switzerland	2018	44
Iceland	2018	44
Norway	2018	43
Belgium	2018	42
New Zealand	2018	39
The Netherlands	2018	38
Spain	2018	37
Denmark	2018	37
France	2018	36
Austria	2018	33
Poland	2018	31
Germany	2018	29
Chile	2017	26
Portugal	2018	25
Czech Republic	2018	24

Source: Statistics notification, Department of Statistics, MOI.

## (VI) Industrial<sup>12</sup> Composition

Due to industrial and commercial development, the nation's economic model has evolved from a predominantly agricultural lifestyle to a commercial and industrial-based production model, and in recent years also because of computer, electronics, telecommunications, biochemical and financial services industries accounted for the vast majority of the job market, most economic models have been converted to service-based production models. In agriculture, forestry, fishing and animal husbandry there has been a rapid decrease in the proportion of the population from 1999's 8.25% to 4.86% by 2019, while the proportion of the population employed in the service sector rose from 54.54 % in 1999 to 59.55% by 2019; and the industrial proportion of the population rose to 42.09% in 1989, after which it dropped to 35.58% by 2019 (Table 3-2-6-1 and Chart 3-2-6).

Industrial categories can be subdivided into the five categories of mining and quarrying, manufacturing, electricity and fuel supply industry, water supply and pollution treatment, and the construction engineering industry and other industries; service industries can be further subdivided into 13 categories, such as the wholesale and retail industries; transportation and storage industries; accommodation & catering industries (food and beverage service industry); publishing, audiovisual production, communication, IT and communication and broadcasting industries; finance and insurance industries; real estate industry; professional, scientific and technical industries; support services industry, public administration and national defense, compulsory social security ; educational industry; medical health and social services work; arts, entertainment and recreation services and other services and so on.

<sup>12</sup> According the ROC standard definition of industry, 'the word trade' refers to a category of economic activity; also according the MOI Dept. of Household Registration 100-year Review, trade refers a category of individual economic activity engaged in, including the production of various tangible goods and the provision of services. The Population Census Methods published by the United Nations defines trade as an economic activity sector, which a worker belongs to.

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**Chart 3-2-6 Industrial change with age 15 years old or more employed population**

Source: Human Resources Annual Survey Report, Directorate General of Budget, Accounting and Statistics (DGBAS), Executive Yuan.

Explanation: Statistics of 1999, 2009 and 2019, adopt the Republic of China's seventh, eighth and tenth revision of industry standard classifications.

**Table 3-2-6-1 Population and Industry of Those Employed Aged 15+**

Unit: 1,000 People; %

Year	Agriculture, Forestry, Fishing and Animal Husbandry		(Heavy) Industry		Service Industry	
	No. of People	Percentage	No. of People	Percentage	No. of People	Percentage
1989	1,066	12.90	3,476	42.09	3,717	45.01
1994	976	10.92	3,506	39.22	4,456	49.46
1998	774	8.25	3,492	37.21	5,118	54.54
2004	642	6.56	3,514	35.90	5,631	57.54
2009	543	5.28	3,684	35.85	6,051	58.87
2011	542	5.06	3,892	36.34	6,275	58.60
2012	544	5.01	3,935	36.23	6,381	58.75
2013	544	4.96	3,965	36.16	6,458	58.89
2014	548	4.95	4,004	36.14	6,526	58.91
2015	555	4.95	4,035	36.03	6,609	59.02
2016	557	4.95	4,043	35.88	6,667	59.17
2017	557	4.90	4,063	35.79	6,732	59.31
2018	561	4.90	4,083	35.71	6,790	59.38
2019	559	4.86	4,092	35.58	6,849	59.55

Source: Directorate General of Budget, Accounting and Statistics (DGBAS),  
Executive Yuan, “Yearbook of Manpower Survey Statistics” .

Explanation: Statistics for 1989, 1994, 1999, 2001–2011, 2012–2016 and 2017 to the present, adopt the Republic of China’s sixth, seventh, eighth, ninth and tenth revision of industry standard classifications.

Looking at each city and county from the point of view of industry in 2019, the proportion of the population engaged in agriculture, forestry, fishing and animal husbandry was highest in Chiayi County at 21.45%, followed by Yunlin County at 19.64%, and Taitung County was third at 18.77%; all were significantly higher than the national overall average value of 4.86%. Taipei City was the lowest, at 0.13%, Hsinchu City was second-lowest at 0.61%, New Taipei City was third-lowest at 0.74%; all were significantly lower than that average value. And with respect to the size of the population engaged in industrial work, Hsinchu County's 49.41% was the highest, followed by Changhua County at 47.22%, with Miaoli County third at 46.43%; all these were significantly higher than the national average value of 35.58%. Also, Taipei City's 18.25% was lowest, Taitung County's 18.34% was second lowest, and Penghu County was third lowest at 21.35%; all were much lower than the average value. And with respect to the proportion of the population engaged in the service industry, Taipei City's 81.62% was highest, followed by Keelung City at 71.73%, with Penghu City third at 71.22%; all were much higher than the national average value of 59.55%. Also, Changhua County was lowest, at 43.70%, followed by Yunlin County at 45.90%, with Chiayi County third lowest at 45.94%; all here were much lower than the national average (Table 3-2-6-2).

**Table 3-2-6-2 2018 Average Industry Ratios for Employed People**

Unit: %

County City	Total	Agriculture, Forestry, Fishing and Animal Husbandry	Industry						Service Industry													
			Total	Mining and quarrying industries	Manufacturing industry	Electricity and fuel supply industries	Water supply and pollution treatment industries	Construction engineering industry	Total	Wholesale and retail industries	Storage and transportation industries	Accommodation and catering industries	Publishing, audiovisual production, communication, IT and communication and broadcasting industries	Finance and Insurance industries	Real estate industry	Professional, scientific and technical services	Support service industry	Public administration and national defense, compulsory social security	Educational services	Medical health and social services work	Arts, entertainment and recreation industries	Other service industries
Total	100.00	4.86	35.58	0.04	26.66	0.27	0.73	7.89	59.55	16.65	3.91	7.37	2.28	3.77	0.94	3.27	2.59	3.20	5.71	4.01	1.00	4.84
New Taipei City	100.00	0.74	34.01	0.00	24.54	0.20	0.73	8.53	65.25	19.01	4.58	7.81	3.44	4.85	1.06	4.34	3.37	2.81	4.70	3.35	1.07	4.86
Taipei City	100.00	0.13	18.25	0.00	12.62	0.99	0.50	4.13	81.62	21.76	3.97	6.83	6.70	8.76	1.39	7.36	3.15	4.17	7.91	4.54	1.08	4.01
Taoyuan City	100.00	0.95	44.23	0.03	36.11	0.06	0.88	7.15	54.82	14.71	6.32	7.02	1.48	2.77	1.09	2.72	2.85	2.11	5.11	3.08	0.92	4.63
Keelung City	100.00	0.84	27.43	-	17.01	0.42	0.53	9.46	71.73	17.41	9.62	8.44	3.04	4.88	1.07	3.74	3.53	4.19	5.69	3.83	1.25	5.03
Hsinchu City	100.00	0.61	43.97	0.05	35.74	0.04	0.58	7.56	55.42	14.98	2.31	6.17	1.66	2.63	0.82	5.06	2.56	2.76	7.24	3.19	1.09	4.94
Yilan County	100.00	4.96	30.81	0.11	18.69	0.11	0.66	11.24	64.22	17.19	4.22	10.40	1.44	2.69	1.31	2.01	2.34	4.29	6.24	4.79	1.61	5.69
Hsinchu County	100.00	2.59	49.41	0.06	40.61	0.03	0.72	7.99	48.00	11.81	3.05	6.01	0.87	1.91	1.02	3.95	2.63	2.08	6.24	3.22	0.77	4.45
Taichung City	100.00	3.11	40.77	0.03	32.04	0.18	0.91	7.61	56.12	15.91	3.40	7.28	1.59	3.10	1.18	2.95	2.59	2.39	5.64	4.15	0.91	5.04
Miaoli County	100.00	5.95	46.43	0.26	35.81	0.06	1.02	9.27	47.62	12.75	3.02	6.66	0.99	1.79	0.61	1.87	1.85	3.56	4.66	3.86	1.31	4.69
Changhua County	100.00	9.08	47.22	0.01	39.78	0.03	0.37	7.04	43.70	13.38	2.64	4.87	0.75	2.30	0.36	1.68	1.23	2.76	5.24	3.49	0.55	4.45
Nantou County	100.00	18.62	27.04	0.19	17.47	0.06	0.72	8.59	54.35	14.76	2.60	8.92	1.19	2.19	0.59	1.84	1.76	4.18	5.54	4.05	1.31	5.41
Yunlin County	100.00	19.64	34.46	0.02	23.12	0.09	1.04	10.20	45.90	14.53	2.14	5.38	0.87	1.71	0.29	1.43	1.02	3.30	5.81	4.33	0.66	4.41
Tainan City	100.00	6.96	41.58	0.01	33.56	0.08	0.64	7.29	51.46	15.05	2.44	7.60	1.05	2.83	0.59	2.06	2.11	2.88	5.29	3.81	0.89	4.87
Kaohsiung City	100.00	3.25	36.47	0.02	27.06	0.35	0.73	8.31	60.28	17.12	4.43	7.65	1.61	3.32	0.96	2.25	2.97	3.04	5.98	4.51	1.01	5.45

Chiayi City	100.00	2.11	26.77	0.06	19.21	0.96	0.61	5.93	71.11	19.74	3.02	8.40	1.58	3.48	1.08	3.88	1.86	4.80	10.02	7.16	1.29	4.80
Chiayi County	100.00	21.45	32.61	-	22.31	0.06	0.81	9.43	45.94	14.94	2.11	6.80	0.78	1.83	0.35	1.11	1.38	3.47	4.10	3.50	0.64	4.93
Pingtung County	100.00	17.31	31.32	0.16	18.71	0.24	0.62	11.58	51.37	13.55	3.03	8.31	0.75	2.26	0.66	1.60	1.56	3.93	4.96	5.01	1.24	4.51
Penghu County	100.00	7.43	21.35	-	6.46	1.47	1.52	11.90	71.22	17.08	3.95	10.07	1.26	1.85	0.42	1.57	2.87	14.95	6.68	5.13	1.11	4.27
Taitung County	100.00	18.77	18.34	0.12	5.31	0.10	0.79	12.03	62.89	16.92	3.38	10.43	0.89	1.84	0.29	1.24	1.68	8.03	5.86	5.79	1.05	5.48
Hualien County	100.00	7.83	23.74	0.13	10.37	0.39	1.55	11.31	68.43	14.74	4.17	11.71	1.32	2.39	1.06	1.83	2.55	6.63	6.17	7.08	1.52	7.25

Source: 2019 Human Resources Annual Survey Report, Directorate General of Budget, Accounting and Statistics (DGBAS), Executive Yuan. The scope of statistics only covers the Taiwan region.



#### (VII) Labor Force <sup>13</sup>Composition

With regard to labor force, the average labor force in Taiwan in 2019 was 11,946,000 people, an increase of 72,000 people or 0.60% compared with 2018. As for the labor market, the average number of employment in 2019 was 11,500,000 people, an increase of 66,000 or 0.58% compared with 2018, while the unemployment rate was 3.73%, a decreased by 0.02% compared with 2018. Observing the data in the past 10 years, as the population increases, the labor force in 2019 was increased by 1,029,000 people as compared with 10,917,000 people in 2009 (Table 3-2-7-1, Chart 3-2-7-1).

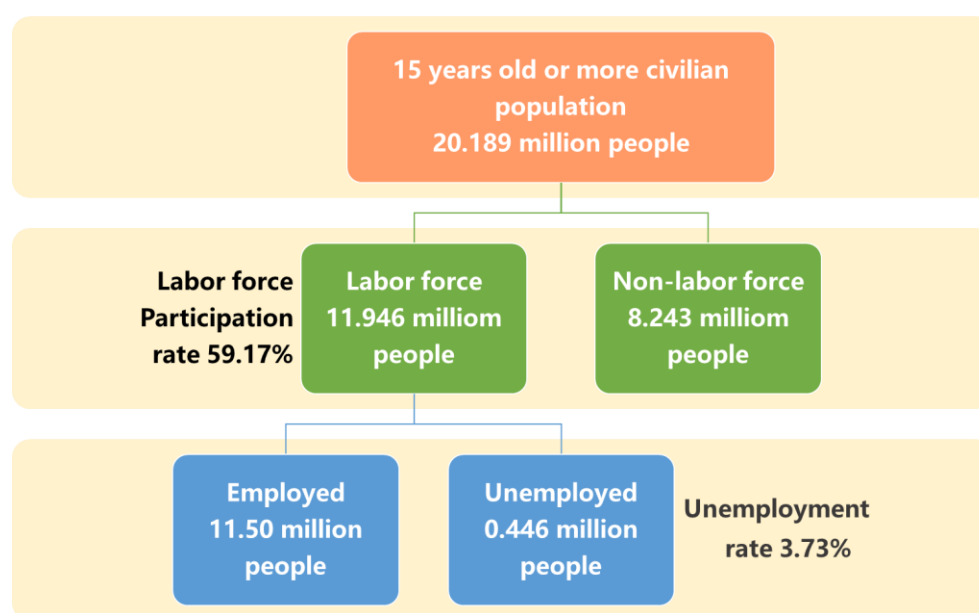
**Table 3-2-7-1 Overview of Human Resources**

Unit: 1,000 People

Average	15 years old or more civilian population	Labor force	Employed	Unemployed	Non-labor force	Labor force participation rate (%)	Unemployment rate (%)
2009	18,855	10,917	10,279	639	7,937	57.90	5.85
2010	19,062	11,070	10,493	577	7,992	58.07	5.21
2011	19,253	11,200	10,709	491	8,053	58.17	4.39
2012	19,436	11,341	10,860	481	8,096	58.35	4.24
2013	19,587	11,445	10,967	478	8,142	58.43	4.18
2014	19,705	11,535	11,079	457	8,170	58.54	3.96
2015	19,842	11,638	11,198	440	8,204	58.65	3.78
2016	19,962	11,727	11,267	460	8,235	58.75	3.92
2017	20,049	11,795	11,352	443	8,254	58.83	3.76
2018	20,129	11,874	11,434	440	8,254	58.99	3.71
2019	20,189	11,946	11,500	446	8,243	59.17	3.73

Source: Human Resources Survey, DGBAS, Executive Yuan

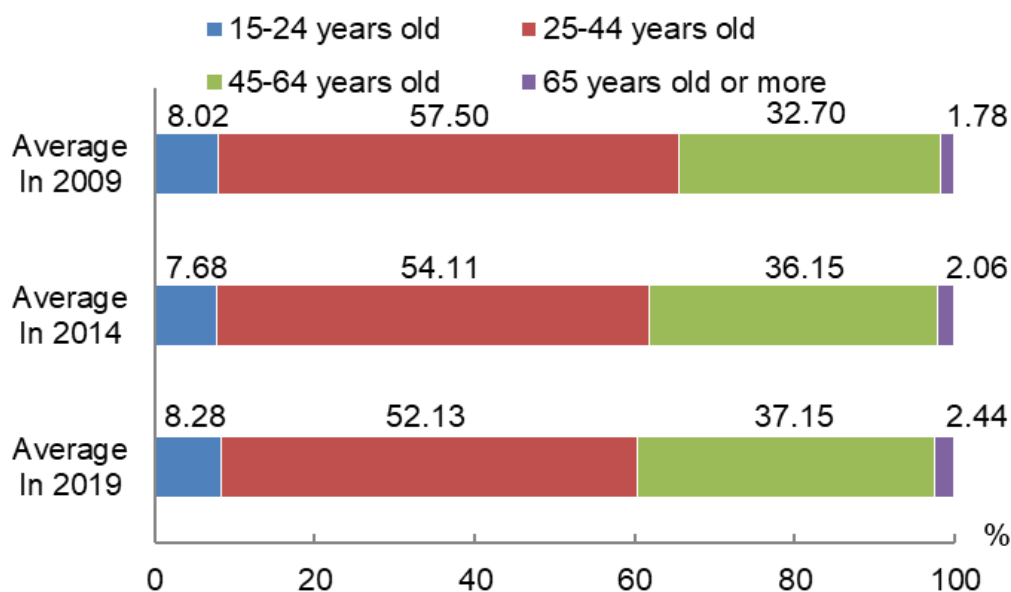
- <sup>13</sup>(1) The labor force refers to the civilian population **15 years old or more** who are able to work during the standard periods of the data, and it includes both employed and unemployed.
- (2) Employed refers to workers who engaged in remunerated work during the standard periods of the data-including those **15 years old or more** who are engaged in remunerated work, and those who are their dependents and engaged in unpaid work for more than 15 hours per week.
- (3) Unemployed refers to those unemployed people **15 years old or more** during the standard periods of the data who meet the following conditions: ① they have no work; ② they are able to work at any time; ③ they are presently looking for work, or have found work but not yet seen the results of it. Additionally, it includes those who are expecting to resume work, those who have been appointed a position but have not begun work or not received remuneration yet.
- (4) Non-labor force refers to the civilian population **15 years old or more** during the standard periods of the data, who do not belong to the labor force, including those in pursuit of education, engaged in domestic work, the elderly, the mentally or physically handicapped, those who would like to work but have yet to find work and can at any time begin work and those who for other reasons are waiting to begin work or have not yet found work.



**Chart 3-2-7-1 2019 Overview of Manpower Resources**

Source: Human Resources Survey, DGBAS, Executive Yuan, drawn by the Dept. of Household Registration.

By sorting the data according to the age structure, although the main labor force is the same as that 10 years ago which is young adults (25 to 44 years old), the proportion of middle-to-high aged labor force (45-64 years old) is increased from 32.70% to 37.15% due to the overall demographic transformation, an increase of 4.45 percent (Chart 3-2-7-2).



**Chart 3-2-7-2 Labor force age compositions**

Source: General Overview of Labor Trends, Ministry of Labor

In 2019, the average Labor force participation rate<sup>14</sup> was 59.17%, a rise of 0.18 percentage point comparing with that of previous year. The rising tendency has been lasted for consecutive 10 years. The female average Labor force participation rate was 51.39%, while that for males was 67.34%, representing an increase of 0.25 and 0.10 percentage point respectively for female and male as compared with that of previous year. Looking at the data for the past 20 years, the females' Labor force participation rate rose due to the rise in the education level, the increase of job opportunities in the services industry, and the relevant maternal protection measures implemented by the government. The Labor force participation rate rose from 46.03% in 1999 to 51.39% in 2019, up by a total of 5.36 percentage points, demonstrating a gradually rising trend. Ever since the Labor force participation rate was increased to 50.19%, exceeding 50% for the first time after 2012, the Labor force participation rate in 2019 was increased by 51.39%. Owing to the impact of the extension of males' pursuit of further studies and the earlier retirement age, the Labor force participation rate was dropped from 69.93% in 1999 to 66.40% in 2009. In recent years, the number was remained in the range of 66%~67%. In the

<sup>14</sup> This refers to the proportion of the civilian population (those aged 15 or more), which is part of the labor force.

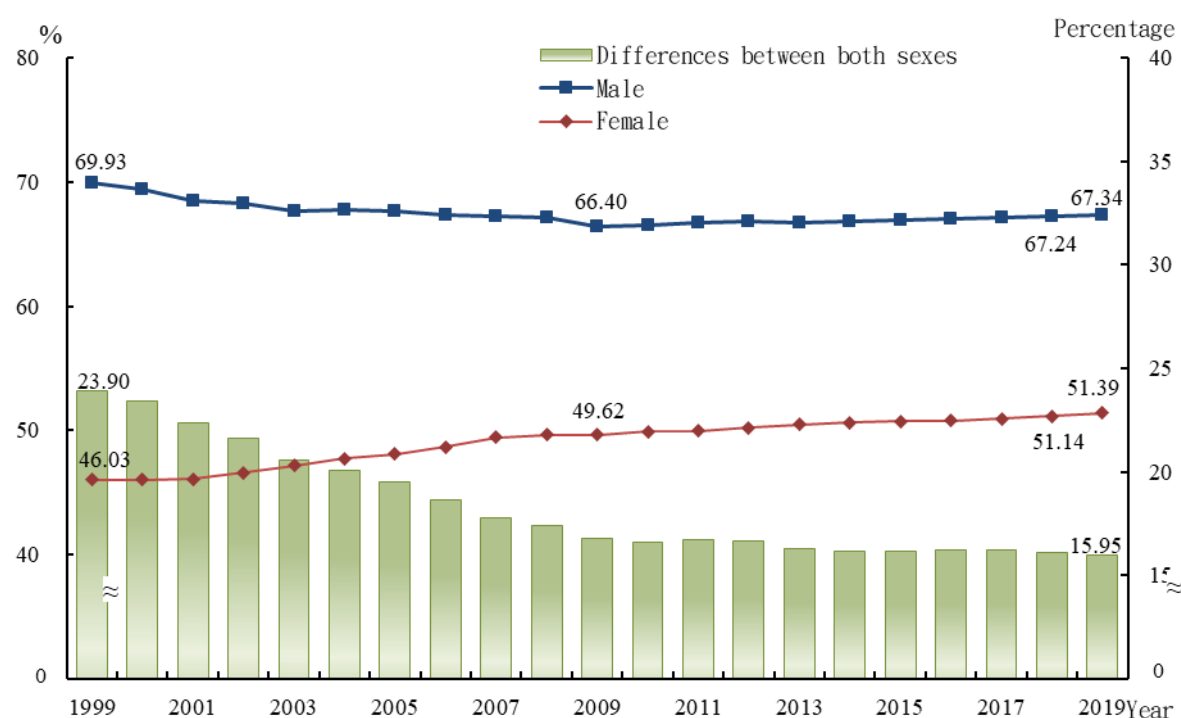
long run, the sex gap in terms Labor force participation rate has become smaller. (Table 3-2-7-2) (Chart 3-2-7-3)

**Table 3-2-7-2 Labor force participation rate by sex and age**

Unit: %

year	Total	Sex		Age Group			
		Male	Female	15-24 years old	25-44 years old	45-64 years old	65 years old or more
2009	57.90	66.40	49.62	28.62	84.19	60.25	8.05
2010	58.07	66.51	49.89	28.78	84.72	60.31	8.09
2011	58.17	66.67	49.97	28.56	85.56	60.36	7.93
2012	58.35	66.83	50.19	29.08	86.33	60.48	8.10
2013	58.43	66.74	50.46	29.58	86.64	60.73	8.34
2014	58.54	66.78	50.64	29.36	86.85	61.65	8.68
2015	58.65	66.91	50.74	30.24	87.40	61.89	8.78
2016	58.75	67.05	50.80	31.37	87.82	62.42	8.61
2017	58.83	67.13	50.92	32.68	88.26	62.82	8.58
2018	58.99	67.24	51.14	34.34	88.85	63.21	8.43
2019	59.17	67.34	51.39	36.09	89.50	63.49	8.32

Source: Human Resources Survey, DGBAS, Executive Yuan



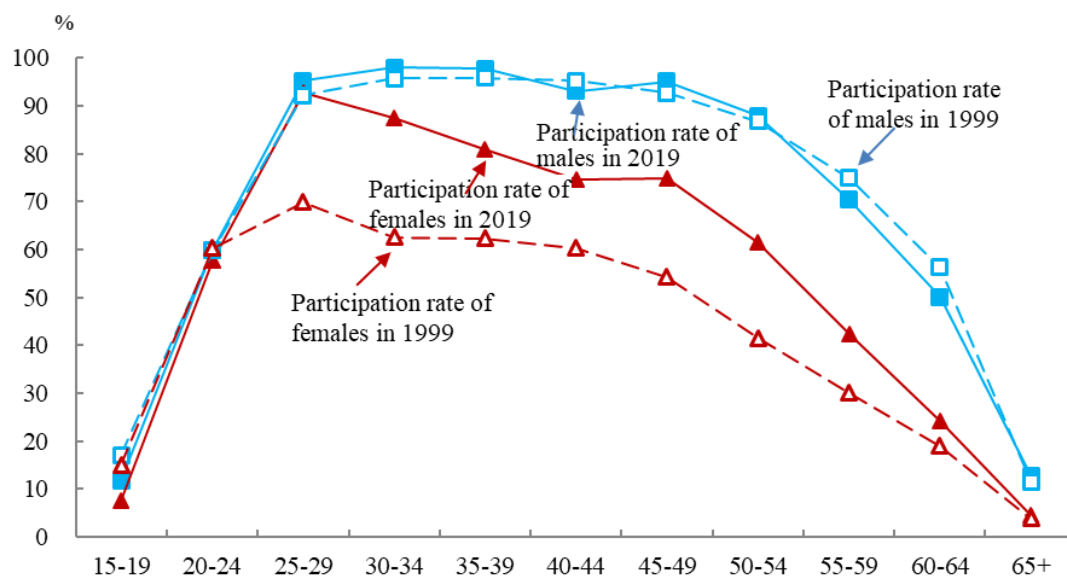
**Chart 3-2-7-3 Labor force participation rate of Both Sexes over the Past 20 Years**

Source: Human resources survey ad hoc sex analysis, Directorate General of Budget, Planning and Statistics (DGBAS), Executive Yuan.

### III. POPULATION CHANGE

Looking at age groups, the male and female labor force participation rate for 15 to 24 year olds in 2019 was 37.25% and 34.87%, respectively, both of which were rather low, mainly due to the higher schooling rate in the age group. Beginning at 30 years of age, the sex differences in the labor force participation rate demonstrate a progressive discrepancy, gradually widening with age. In this, the female labor force participation rate for 30 to 34 year olds was 87.59%, lower than the 98.03% for males by 10.44%; the female labor force participation rate for 55 to 59 year-olds was 42.43%, also lower than the male participation rate of 70.41%, with the difference having widened to 27.98 percentage points, evidence that there is still space for development of female human resources.

Observing the female labor force data in the past 20 years, besides the age group in-between 15 and 24, which showed a decline in the female labor force, the rest of the age groups showed an increasing trend in the labor force; particularly for the age group in-between 30 to 34 and 25 to 29, which showed an increase of 25.01% and 22.81%, respectively. For the age group in-between 45 to 49, the increase in the female labor force reached 20.50%. Over the same period, male labor force participation rates fell for all age groups except for the 25 to 29 year-old group, which saw an increase of 3.10 percentage points, which is the highest, 45 to 49 year-old group increased 2.42%, which is the second-high. The fall in labor force participation for the 15 to 24 year-old and 55 to 64 year-old age groups were more pronounced, mainly due to the impact of the extension of the years spent in school life and to early retirement. (Chart 3-2-7-4)



**Chart 3-2-7-4 Labor force participation rates for the two sexes by age group**

Source: Human resources survey ad hoc sex analysis, Directorate General of Budget, Accounting and Statistics (DGBAS), Executive Yuan.

Looking at labor force and labor force participation rates from the point of view of each city and county, Tainan City's 63.1% was the highest, followed by Nantou County at 62.3%, with Pingtung County third at 61.9%, all higher than the average value of 59.17%; while Penghu County's 52.1% was lowest, with Hualien County next at 56.9%, and Taoyung City third at 57.2%, all lower than the average. (Table 3-2-7-3)

To benchmark with major countries around the world, Taiwan's labor force participation rate is lower than that of Singapore (68.0%), Korea (63.3%), the US (63.1%), Japan (62.1%), and Hong Kong (60.6%). The deviation is within 1.4~8.8 percentage points. (Table 3-2-7-4)

### III. POPULATION CHANGE

**Table 3-2-7-3 2019 Labor force and labor force participation rates in each city and county**

Unit: 1,000 People, %

County / City	Labor Force		Male		Female	
	No. of People	Participation rate	No. of People	Participation rate	No. of People	Participation rate
<b>Total</b>	<b>11,946</b>	<b>59.17</b>	<b>6,631</b>	<b>67.34</b>	<b>5,315</b>	<b>51.39</b>
New Taipei City	2,070	59.2	1,136	67.5	934	51.6
Taipei City	1,336	58.3	707	65.6	629	51.7
Taoyuan City	1,074	57.2	591	64.7	483	50.2
Keelung City	188	57.5	108	66.7	81	48.5
Hsinchu City	216	58.8	119	67.3	96	50.9
Yilan County	242	61.4	138	70.7	104	52.2
Hsinchu County	284	61.0	159	67.9	124	54.0
Taichung City	1,384	58.1	760	66.2	624	50.7
Miaoli County	276	58.5	157	65.3	119	51.4
Changhua County	648	59.0	375	67.8	273	50.0
Nantou County	271	62.3	156	71.1	115	53.3
Yunlin County	358	59.9	213	69.6	145	49.7
Tainan City	1,030	63.1	571	71.3	459	55.2
Kaohsiung City	1,401	58.2	772	66.2	629	50.8
Chiayi City	136	59.5	74	67.8	62	51.9
Chiayi County	274	60.5	163	69.9	111	50.6
Pingtung County	444	61.9	256	71.6	188	52.2
Penghu County	46	52.1	27	61.7	19	42.8
Taitung County	111	59.4	63	67.3	48	51.6
Hualien County	158	56.9	87	63.9	71	50.2

Source: 2019 Human Resources Annual Survey Report, Directorate General of Budget, Accounting and Statistics (DGBAS), Executive Yuan. The scope of statistics only covers the Taiwan region.

**Table 3-2-7-4 Labor force and labor force participation rates in major countries**

Unit: %

Year	R.O.C.	Korea	Singapoer <sup>1</sup>	H.K.	Japan	US <sup>2</sup>	Canda	France	Germance	Italy	UK <sup>2</sup>
2009	57.9	61.0	65.4	60.8	59.9	65.4	67.1	56.4	59.5	48.5	63.1
2010	58.1	61.1	66.2	59.6	59.6	64.7	66.9	56.4	59.5	48.2	62.7
2011	58.2	61.3	66.1	60.1	59.3	64.1	66.7	56.2	60.1	48.1	62.6
2012	58.4	61.6	66.6	60.5	59.1	63.7	66.5	56.4	60.1	49.1	62.8
2013	58.4	61.7	66.7	61.2	59.3	63.2	66.5	56.4	60.3	48.8	63.0
2014	58.5	62.7	67.0	61.1	59.4	62.9	66.0	56.1	60.4	49.1	62.9
2015	58.7	62.8	68.3	61.1	59.6	62.7	65.8	56.1	60.2	49.0	63.2
2016	58.8	62.9	68.0	61.1	60.0	62.8	65.7	55.9	61.0	49.5	63.1
2017	58.8	63.2	67.7	61.1	60.5	62.9	65.8	55.7	61.2	49.8	63.3
2018	59.0	63.1	67.7	61.2	61.5	62.9	65.4	55.8	61.3	49.9	63.3
2019	59.2	63.3	68.0	60.6	62.1	63.1	65.7	55.3	61.9	49.9	63.5

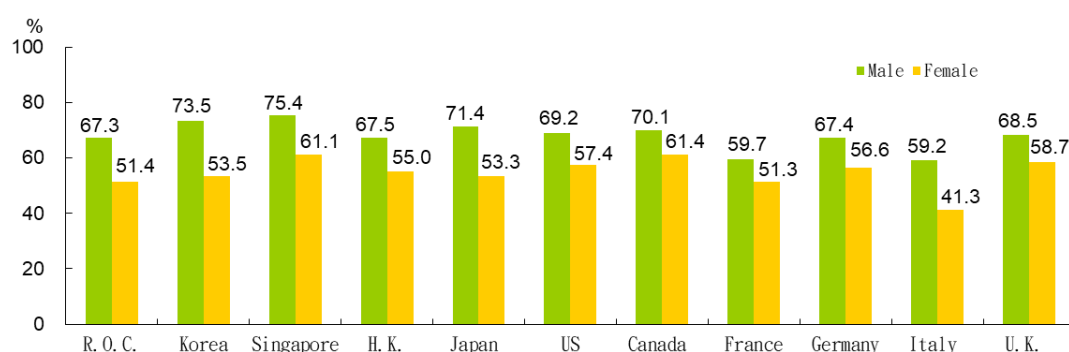
Source: Statistics of International Labor, Ministry of Labor

Note: 1. The labor force participation rate of Singapore for residents is made in June of each year.

2. The labor force participation rate of the US and the UK is over 16 years old.



Observed by gender, the male labor force participation rates in different countries are very similar, ranging from 60% to 70%. Among them, Singapore has the highest male labor force participation rate of 75.4%, followed by South Korea (73.5%), while Italy has the lowest male labor force participation rate of 59.2%, followed by France (59.7%). As for the female labor force participation rate in various countries, except for Italy which had a participation rate of 41.3%, the rest of the countries had the participation rate in-between 50% and 60%. The female labor force participation rate in Taiwan was 51.4%. Compared with other countries in Asia, the value is lower than that in Japan (53.3%), South Korea (53.5%), and Singapore (61.1%). (Chart 3-2-7-5)



**Chart 3-2-7-5 Labor force and labor force participation rates in major countries of both sexes in 2019**

Source: Statistics of International Labor, Ministry of Labor

### (VIII) Composition of Newborn Baby

On a world-wide basis, sex ratios at birth generally stay around 104 to 106. Due to the influence of traditional Chinese patriarchal values about “having a son to carry on the family line,” the sex ratio at birth in Taiwan is slightly higher, ranging in between 105 and 107. Owing to advances in medical technology, parents are able to determine the sex of the fetus from chorionic villus sampling and amniocentesis, and selectively cause an abortion in order to get their desired number of children as well as desired sexes, resulting in a gradual rise in sex ratios at birth. In 1991, the sex ratio at birth reached 110.4. After that point, it declined slightly, but rose again in 2004, reaching 110.7. In 2018, the sex ratio fell to a minimum at 106.9, but then rose again in 2019 to 107.8.

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Comparing the sex ratios at birth for mothers with different ages, it is found that the higher the age of the mother, the higher the sex ratio at birth. The sex ratios at birth for mothers with ages under 30 years old are mostly in between 105 and 109. In early years, the sex ratios at birth for mothers with ages above 30 years old are greater than 110, while in the past 10 years, the sex ratios at birth for mothers with ages above 30 years old are less than 110 (except for the age group of 45~49). (Table 3-2-8-1)

**Table 3-2-8-1 Sex ratio at birth according to mothers' age**

Unit: Female =100

Year	Mother's Age at Childbirth							
	Total	15~19	20~24	25~29	30~34	35~39	40~44	45~49
1987	108.4	109.0	107.7	107.5	111.4	112.6	113.1	118.9
1991	110.4	106.5	108.4	109.6	113.3	124.1	115.4	105.4
1996	108.8	106.8	107.9	108.5	110.0	110.1	112.2	117.6
1991	108.7	104.9	107.8	107.5	110.0	114.9	110.5	98.8
2004	110.7	108.7	110.0	109.5	112.2	113.1	112.5	113.7
2006	109.6	112.8	106.8	108.8	110.3	113.8	118.1	109.8
2007	109.7	106.1	109.3	109.2	110.3	110.7	109.9	129.5
2008	109.7	107.0	109.4	110.1	109.2	109.5	115.4	124.5
2009	108.4	106.8	106.3	108.6	108.9	107.9	111.7	125.5
2010	109.0	108.9	104.5	108.4	109.1	112.8	110.2	119.4
2011	107.9	111.4	106.1	108.5	107.9	108.2	102.8	85.9
2012	107.4	109.1	107.7	107.6	107.1	107.7	106.6	89.3
2013	107.8	113.1	107.7	108.0	106.8	109.1	110.9	94.6
2014	107.0	111.2	103.9	108.1	107.2	105.8	108.2	134.6
2015	108.3	109.2	106.3	107.9	108.2	109.5	109.6	139.4
2016	107.6	112.1	108.7	107.0	107.6	107.7	106.7	124.8
2017	107.6	105.5	107.6	108.7	107.2	107.1	108.0	123.1
2018	106.9	118.0	106.6	106.1	106.8	107.2	107.7	113.4
2019	107.8	110.2	106.8	107.2	107.4	109.6	104.7	111.6

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

Explanation: Figures prior to 1990 do not include Kinmen and Matsu regions. The data on this table is calculated according to date of occurrence.

Comparing sex ratios at birth for different birth orders, it is found that the higher the birth order, the higher the sex ratio at birth. In the past 10 years, the sex ratios at birth for first-borns have mostly been between 106 and 108; sex ratios at birth for second-borns have been between 107 and 109; and sex ratios at birth for third-borns have mostly been over 110. In 2019, the third-child sex ratio declined to 106.3. However, this still

deviated from a structural gender balance. The fourth-child sex ratio, in addition, reached 114.7, showing an increase from the previous year, a significant decline from 2010, but still deviating from structural gender balance. (Table 3-2-8-2)

In responding to the imbalanced sex structure of babies, which may lead to the possibility of some people unable to find spouses in the future, causing social problems, the Ministry of Health and Welfare will continue to implement quarterly census for the maternity examination clinics through the health bureau of municipalities, counties (cities), monitor and regulate the sex ratios at birth for hospitals, and audit local medical clinics which perform abortion operations. In addition, it is hoped that through positive initiatives of innovative activities, the message of “Girls and boys are as good, they are all treasures of parents” can be delivered to the grandparents of the “old generation”, parents of the “current generation”, and children the “new generation”, improving sex discrimination, strengthening sex equality, and making every effort to improve the sex imbalanced problem. However, some measures still need further examination.

**Table 3-2-8-2 Sex ratio at birth by order of children born**

Unit: Female =100

Year	Number of Children Born					
	Total	1	2	3	4	5+
1987	108.4	107.2	108.2	110.2	113.7	109.8
1991	110.4	107.4	108.5	118.2	129.5	124.4
1996	108.8	107.9	107.0	112.4	120.5	122.3
2001	108.7	106.9	105.8	120.8	135.0	121.2
2006	109.6	107.2	108.2	126.4	136.6	113.3
2007	109.7	107.9	108.9	123.4	120.0	112.2
2008	109.7	108.6	108.4	120.3	121.9	112.0
2009	108.4	106.7	107.6	122.9	125.6	101.8
2010	109.0	106.4	109.6	119.3	129.1	112.8
2011	107.9	106.8	108.1	112.2	115.0	118.8
2012	107.4	106.8	107.1	112.4	113.0	101.0
2013	107.8	107.6	106.8	114.4	107.8	94.9
2014	107.0	106.6	106.6	111.2	109.6	102.9
2015	108.3	107.2	108.4	114.1	107.3	116.9
2016	107.6	106.5	107.8	113.0	113.7	103.2

### III. POPULATION CHANGE

2017	107.6	106.8	108.2	108.8	112.0	104.9
2018	106.9	105.4	108.3	109.5	108.9	111.8
2019	107.8	106.8	109.1	106.3	114.7	112.2

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

Explanation: Figures prior to 1990 do not include Kinmen and Matsu regions. The data on this table is calculated according to date of occurrence.

Looking at the sex ratio by cities and counties, the highest was Lienchiang County at 121.21, followed by Taitung County at 114.66, with Hualien County third-highest at 112.23; the above counties and cities were all higher than the national average of 107.84; while Kinmen County's 99.83 was the lowest, followed by Pingtung County's 104.20, with Nantou County's 104.64 the third-lowest; these counties or cities were all lower than average. (Table 3-2-8-3)

By observing the number of babies born in 2019 for mothers with different numbers of births, first-borns accounted for the largest proportion, namely, 51.45%, followed by second-borns, accounting for 36.66%. First-borns and second-borns together summed to 88.11%. In the past 10 years, the proportion of first- and second-borns to the total number of babies born has stayed at approximately 90%, leaving about 10% for the third-borns or higher birth numbers. (Table 3-2-8-4)

**Table 3-2-8-3 2019 Number of children born and Sex ratio by county or city**

Unit: people; female=100		
County /City	Number of children born	Baby's sex ratio
<b>Total/Total average</b>	177,767	107.84
New Taipei City	28,387	106.57
Taipei City	21,468	107.06
Taoyuan City	22,841	108.96
Taichung City	21,602	108.92
Tainan City	11,841	107.26
Kaohsiung City	19,447	106.73
Yilan County	3,096	104.76
Hsinchu County	4,452	109.51
Miaoli County	3,077	112.21
Changhua County	12,408	108.92
Nantou County	3,174	104.64

Yunlin County	4,251	111.70
Chiayi County	2,966	108.14
Pingtung County	4,764	104.20
Taitung County	1,494	114.66
Hualien County	2,430	112.23
Penghu County	988	105.83
Keelung City	2,084	111.79
Hsinchu City	3,918	107.96
Chiayi City	1,722	108.73
Kinmen County	1,211	99.83
Lienchiang County	146	121.21

Source: Statistical Yearbook of Interior, Department of Statistics, MOI

Explanation: Data on this table is calculated according to date of registration.

**Table 3-2-8-4 The Composition of number of births by mothers' live-birth order**

Unit: %

Year	Total	1 - 2 births			3 births and above			
		Total	1 birth	2 births	Total	3 births	4 births	5 births and above
2009	100.00	90.18	53.66	36.52	9.82	7.86	1.42	0.54
2010	100.00	89.22	53.08	36.14	10.78	8.55	1.61	0.62
2011	100.00	90.24	52.40	37.83	9.76	7.87	1.40	0.49
2012	100.00	89.97	53.11	36.86	10.03	8.15	1.38	0.49
2013	100.00	89.60	53.48	36.11	10.40	8.38	1.51	0.51
2014	100.00	89.75	51.67	38.08	10.25	8.25	1.49	0.50
2015	100.00	89.33	51.29	38.04	10.67	8.55	1.57	0.55
2016	100.00	88.72	50.89	37.83	11.28	8.94	1.70	0.66
2017	100.00	88.34	50.52	37.82	11.66	9.15	1.81	0.69
2018	100.00	88.02	51.02	37.01	11.98	9.39	1.89	0.70
2019	100.00	88.11	51.45	36.66	11.89	9.20	1.94	0.75

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

Explanation: The data on this table is calculated according to the date of occurrence.

By observing the age of mothers for babies born in 2019 is mostly 30-34 years old, accounting for 35.97%, followed by 35-39 years old, accounting for 25.46%, with 25-29 years old the third highest, accounting for 23.19%. The average age of mothers giving birth to babies in 2019 was 32.12 years old, an increase of 0.09 years compared with that in 2018, an increase of 1.5 years compared with the age of mothers (30.62 years old) in 2010, showing an increasing trend year by year. (Table 3-2-8-5)

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**Table 3-2-8-5 The Composition of number of births by mothers' age**

Unit: %; age

Year	Total	Less than 20	20-24	25-29	30-34	35-39	40-44	45 and above	Average
2009	192,133	1.64	11.07	35.06	37.82	12.60	1.74	0.06	30.21
2010	166,473	1.69	10.40	31.33	39.34	14.97	2.18	0.08	30.62
2011	198,348	1.44	8.93	30.35	41.54	15.50	2.18	0.07	30.88
2012	234,599	1.33	8.47	28.86	42.30	16.66	2.30	0.07	31.08
2013	194,939	1.53	8.62	26.01	41.89	19.05	2.78	0.11	31.36
2014	211,399	1.44	7.96	25.14	42.43	20.08	2.84	0.12	31.54
2015	213,093	1.49	8.13	24.09	41.39	21.64	3.16	0.11	31.67
2016	207,600	1.43	8.12	23.51	39.85	23.25	3.65	0.17	31.85
2017	194,616	1.40	8.32	23.39	37.85	24.64	4.20	0.19	31.97
2018	180,656	1.34	8.62	23.40	36.52	25.14	4.74	0.24	32.03
2019	175,074	1.33	8.58	23.19	35.97	25.46	5.22	0.26	32.12

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

Explanation: The data on this table is calculated according to the date of occurrence.

By observing the age of mothers for first born children in 2019 is mostly 30-34 years old, accounting for 35.57%, followed by 25-29 years old, accounting for 27.93%, with 35-39 years old the third highest, accounting for 19.19%. In the past 10 years, for the top 3 age groups, except the age group of 25-29 had a drop of 11.71 percentage points, the age group of 30-34 and 35-39 had an increase of 0.89 and 10.91 percentage points, respectively. The mothers for first born children had an average age of 31.01 years old in 2019, an increase of 0.11 years compared with that in 2018, and an increase of 1.73 years compared with the age of mothers (29.28 years old) in 2009. (Table 3-2-8-6)

**Table 3-2-8-6 The Composition of number of births of 1st birth by mothers' age**

Unit: %; age

Year	Total	Less than 20	20-24	25-29	30-34	35-39	40-44	45 and above	1st birth by mothers' average age	Average age of 1st marriage for females
2009	100.00	2.62	13.68	39.64	34.68	8.28	1.06	0.04	29.28	28.90
2010	100.00	2.70	13.36	35.98	36.37	10.25	1.28	0.06	29.61	29.20
2011	100.00	2.34	11.63	35.00	38.82	10.81	1.33	0.06	29.92	29.40
2012	100.00	2.16	11.02	33.86	39.79	11.71	1.41	0.05	30.11	29.49
2013	100.00	2.47	11.20	30.53	40.40	13.46	1.84	0.10	30.35	29.70
2014	100.00	2.42	10.60	29.64	40.94	14.53	1.77	0.10	30.51	29.86

2015	100.00	2.51	10.84	29.15	39.71	15.67	2.02	0.10	30.58	29.95
2016	100.00	2.39	10.87	28.44	38.76	17.08	2.31	0.15	30.74	30.04
2017	100.00	2.35	11.10	28.54	36.73	18.33	2.78	0.16	30.83	30.03
2018	100.00	2.25	11.47	28.14	35.89	18.86	3.18	0.22	30.90	30.17
2018	100.00	2.18	11.26	27.93	35.57	19.19	3.56	0.27	31.01	30.41
Increase of decrease from the year of 2009 (%)	-	-0.44	-2.41	-11.71	0.89	10.91	2.50	0.23	1.73	1.51

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

Explanation: The data on this table is calculated according to the date of occurrence.

Due to the improvement of the educational level for people in Taiwan, nearly 58% of the mothers in 2019 were university graduates or above, 24% of the mothers were graduated from high school, and 10% of the mothers were graduated from junior college. By comparing education level and age, most mothers were graduated from university or above and in the age of 30-34, accounting for 25.21%, followed by those with age of 35-39, accounting for 15.29%, and those with age of 25-29, accounting for 13.51%. (Table 3-2-8-7)

**Table 3-2-8-7 Number of births by mothers' age and education**

Unit: %

Education level Age	Total	University, college or above	Junior college	Senior high school	Junior high school	Elementary school or less
Total	100.00	58.11	8.22	23.57	8.80	1.30
Less than 20	1.33	-	-	0.32	0.96	0.06
20-24	8.58	1.35	0.52	4.52	2.04	0.15
25-29	23.19	13.51	1.26	6.35	1.87	0.20
30-34	35.97	25.21	2.30	6.05	2.01	0.40
35-39	25.46	15.29	3.15	5.04	1.58	0.41
40-44	5.22	2.62	0.95	1.22	0.33	0.09
45 and above	0.26	0.14	0.04	0.07	0.01	0.01

Source: Statistics notification, Department of Statistics, MOI.

Explanation: The data on this table is calculated according to the date of occurrence.

By observing the among the babies born in 2019, 166,426 babies were born by mothers with Taiwan citizenship, accounting for 93.62%, 4,497 were born by mothers from Mainland China, Hong Kong and Macao, accounting for 2.53%, and 6,844 babies were born by mothers with foreign nationality, accounting for 3.85%. (Table 3-2-8-8)



**Table 3-2-8-8 Number of births by mothers' original nationality**

Unit: People; %

Year	Number of births			Mother's nationality (region)							
				R.O.C. mothers		Total		Mainland China, H. K. and Macao regions		Foreign nationals	
	Total	Male	Female	No. of People	Percentage	No. of People	Percentage	No. of People	Percentage	No. of People	Percentage
1998	271,450	141,462	129,988	257,546	94.88	13,904	5.12	—	—	—	—
1999	283,661	148,042	135,619	266,505	93.95	17,156	6.05	—	—	—	—
2000	305,312	159,727	145,585	282,073	92.39	23,239	7.61	—	—	—	—
2001	260,354	135,596	124,758	232,608	89.34	27,746	10.66	—	—	—	—
2002	247,530	129,537	117,993	216,697	87.54	30,833	12.46	—	—	—	—
2003	227,070	118,984	108,086	196,722	86.63	30,348	13.37	—	—	—	—
2004	216,419	113,639	102,780	187,753	86.75	28,666	13.25	11,260	5.18	17,460	8.07
2005	205,854	107,378	98,476	179,345	87.12	26,509	12.88	10,022	4.87	16,487	8.01
2006	204,459	106,936	97,523	180,556	88.31	23,903	11.69	10,423	5.10	13,480	6.59
2007	204,414	106,898	97,516	183,509	89.77	20,905	10.23	10,117	4.95	10,788	5.28
2008	198,733	103,937	94,796	179,647	90.40	19,086	9.60	9,834	4.95	9,252	4.66
2009	191,310	99,492	91,818	174,698	91.32	16,612	8.68	8,871	4.64	7,741	4.05
2010	166,886	87,213	79,673	152,363	91.30	14,523	8.70	8,185	4.90	6,338	3.80
2011	196,627	101,943	94,684	181,230	92.17	15,397	7.83	8,937	4.55	6,460	3.29
2012	229,481	118,848	110,633	212,186	92.46	17,295	7.54	10,056	4.38	7,239	3.15
2013	199,113	103,120	95,993	185,194	93.01	13,919	6.99	8,035	4.04	5,884	2.96
2014	210,383	108,817	101,566	196,545	93.42	13,838	6.58	8,151	3.87	5,687	2.70
2015	213,598	111,041	102,557	200,345	93.80	13,253	6.20	7,340	3.44	5,913	2.77
2016	208,440	108,133	100,307	195,557	93.82	12,883	6.18	6,940	3.33	5,943	2.85
2017	193,844	100,477	93,367	182,066	93.92	11,778	6.08	5,753	2.97	6,025	3.11
2018	181,601	93,876	87,725	170,433	93.85	11,168	6.15	4,827	2.66	6,341	3.49
2019	177,767	92,237	85,530	166,426	93.62	11,341	6.38	4,497	2.53	6,844	3.85

Source: Population Statistics over the Years, Dept. of Household Registration, MOI.

Explanation: Data on this table is calculated according to date of registration, no statistics exist prior to 1997. Prior to 2004, those whose mothers originated from Mainland China, Hong Kong or Macao, and those foreign nationals who had registered domicile here, were included in ROC statistics.

## 3. Average life expectancy at birth<sup>15</sup> (average life expectancy)

In 2019, the national average life expectancy at birth (average life expectancy) was 80.86 years (77.69 years for male, and 84.23 years for female); an increase of 0.17 years compared with that in 2018 (an increase of 0.14 years for male and 0.18 years for female), reaching a record high. Looking at the long-term trend of the citizen's average life expectancy, that for the entire population and for males has decreased in 2014 and 2016,

<sup>15</sup> Average life expectancy refers to the assumed age a newly born child can be expected to live to, subject to risk of death experienced applicable to a given period for each year of an age group, that is, after reaching a given age, the average number of years remaining which the person can be expected to survive, and is called "average life expectancy at a given age," or a "given age's expected life." Average life expectancy at birth is called "average life expectancy." This document's data uses average life expectancy at birth. Average life expectancy at birth is arrived at through converting a given year's death rate to probability of death rate, then dividing the probability of surviving with average life expectancy.

**Table 3-3-1 Citizens' average life expectancy over the years**

Unit: age

Source: Simplified Life Expectancy Table over the Years, Department of Statistics, MOI.

Year-old

Year	Female	Average	Male
2009	82.34	79.01	76.03
2010	82.55	79.18	76.13
2011	82.63	79.15	75.96
2012	82.82	79.51	76.43
2013	83.36	80.02	76.91
2014	83.19	79.84	76.72
2015	83.62	80.20	77.01
2016	83.42	80.00	76.81
2017	83.70	80.39	77.28
2018	84.05	80.69	77.55
2019	84.23	80.86	77.69

Female

Average

Male

Year

2009 2010 2011 2012 2013 2014 2015 2016 2017 2018 2019

#### Chart 3-3-1 Development outline of citizen's average life expectancy

Looking specifically at special municipalities, Taipei City's 83.86 years was highest of average life expectancy, the rest are New Taipei City, Taoyuan City, Taichung City, Tainan City and Kaohsiung City. Men are the highest in Taipei City at 81.19 years old, and Kaohsiung City is the lowest at 76.48 years old; women are also the highest in Taipei City at 86.50 years old and Kaohsiung City at 82.82 years old. In the six special municipalities, the average life expectancy for all, male and female shows a decreasing trend from north to south of Taiwan.

Looking at the various counties and cities, the average life expectancy of 81.43 years in Hsinchu City (78.47 years for males, 84.48 for females) was the highest, while Taitung County's 76.33 was the lowest (72.39 years for males, 81.16 years for females). Analysis shows that the average life expectancy of the eastern counties and cities is lower than that in the western counties and cities. Especially, Taitung County's average life expectancy differed by 4 years from that of the national average life expectancy; reasons may be related to the inconvenience of transportation in eastern Taiwan as compared to the west, as well as the relative insufficiency of medical resources, cultural lifestyle factors, and so on, all contributing to a comparatively higher standardized mortality ratio in eastern counties and cities. However, the difference in life expectancy between Taitung County and the population as a whole has shortened by 0.75 years as compared with that of 10 years ago. Compared with the data for 2018, the average life expectancies of all counties and cities increased, with Taitung County showing the biggest increase, at 0.53 years. (See Table 3-3-2 for details.)

**Table 3-3-2 Comparison of average life expectancy of each county /city**

Unit: year-old

Region	2019			2018			Increase or decrease value		
	Average (1)	Male (2)	Female (3)	Average (4)	Male (5)	Female (6)	Average (7) = (1) - (4)	Male (8) = (2) - (5)	Female (9) = (3) - (6)
Total Special municipalities	80.86	77.69	84.23	80.69	77.55	84.05	0.17	0.14	0.18

Region	2019			2018			Increase or decrease value		
	Average (1)	Male (2)	Female (3)	Average (4)	Male (5)	Female (6)	Average (7) = (1) - (4)	Male (8) = (2) - (5)	Female (9) = (3) - (6)
New Taipei City	81.52	78.51	84.57	81.37	78.33	84.47	0.14	0.17	0.10
Taipei City	83.86	81.19	86.50	83.63	80.93	86.29	0.23	0.26	0.20
Taoyuan City	81.09	78.14	84.24	80.82	77.86	83.98	0.27	0.28	0.26
Taichung City	80.83	77.84	83.94	80.57	77.61	83.60	0.27	0.23	0.34
Tainan City	80.23	77.16	83.52	79.85	76.79	83.15	0.38	0.37	0.37
Kaohsiung City	79.56	76.48	82.82	79.28	76.13	82.62	0.28	0.35	0.20
Yilan County	79.82	76.53	83.54	79.77	76.57	83.39	0.05	-0.04	0.16
Hsinchu County	80.77	77.87	84.10	80.45	77.41	84.00	0.32	0.46	0.10
Miaoli County	79.45	76.16	83.39	79.22	76.09	82.94	0.23	0.07	0.45
Changhua County	80.31	76.95	84.13	80.03	76.63	83.91	0.29	0.32	0.22
Nantou County	79.07	75.86	82.78	78.73	75.47	82.53	0.33	0.39	0.25
Yunlin County	78.74	75.09	83.22	78.46	74.80	82.93	0.29	0.29	0.29
Chiayi County	79.30	75.91	83.39	78.85	75.35	83.12	0.45	0.57	0.26
Pingtung County	77.59	74.24	81.50	77.11	73.70	81.11	0.48	0.54	0.39
Taitung County	76.33	72.39	81.16	75.79	72.05	80.38	0.53	0.34	0.78
Hualien County	77.06	73.06	81.91	76.59	72.62	81.37	0.48	0.44	0.54
Penghu County	80.75	77.68	84.26	80.49	77.24	84.26	0.26	0.44	-0.01
Keelung City	80.00	76.85	83.46	79.97	76.89	83.29	0.03	-0.04	0.16
Hsinchu City	81.43	78.47	84.48	81.10	78.20	84.10	0.33	0.27	0.39
Chiayi City	80.59	77.51	83.64	80.20	76.90	83.49	0.39	0.60	0.15

Source: 2019 Simplified Life Expectancy Table Key Point Analysis, Department of Statistics, MOI

- Explanation:
1. National average life expectancy: Adopting the relevant year's numerical value to calculate by compilation of basic population.
  2. Average life expectancy for Special Municipalities and Counties or Cities: calculated by adopting a three year population merging method; 2019's average life expectancy is compiled using the combined three years population data from 2017-2019; 2018's average life expectancy is compiled using the combined three years population data from 2016 -2018.
  3. Some counties or cities have lower populations but greater death rate fluctuations, which cause greater changes in the range of average life expectancy; users are advised to quote with discretion.

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4. As to the effect of population migration on fluctuations in life expectancy, in Kinmen County this is relatively large, while the number of people in Lienchiang County is too small, hence they have not been compiled separately.
5. After actual calculations, the figures of this table were rounded up or down to the second point, thus there is increase of decrease decimal point discrepancy for some statistics.

Compared with the data worldwide, since the average life expectancy of countries varies depending on the year of data, the release period and the calculation method, the basis for comparison may encounter certain deviation. This report refers to the United Nations: World Mortality 2019 Data Booklet and the latest statistics from various countries. The average life expectancy of major countries is shown in Table 3-3-3. In general, countries with high average life expectancy for men include Switzerland, Japan, Australia, Singapore, Swedish, and Italy, while countries with high average life expectancy for women include Japan, Spain, South Korea, Singapore, Switzerland, France, and Italy.

Compared with the latest global average life expectancy, the average life expectancy in Taiwan was 7.5 years and 9.2 years longer for males and females respectively, suggesting that the average life expectancy in Taiwan is higher than the global average. (see Table 3-3-3 for detail).

**Table 3-3-3 Average life expectancy at birth for major countries**

Unit: year-old

Country		Male	Female	Country		Male	Female
Global#		70.2	75.0	Europe	Spain*	80.9	86.2
Asia	<b>R.O.C.*</b>	<b>77.7</b>	<b>84.2</b>		Switzerland*	81.9	85.6
	Japan	81.5	87.7		Austria	79.2	83.9
	Singapore*	81.4	85.7		Germany	78.9	83.7
	South Korea	79.9	86.0		Greece	79.8	84.7
	Malaysia*	72.2	77.3		UK	79.6	83.0
	China	74.8	79.2		Italy	81.3	85.5
	Indonesia*	69.4	73.3		France	79.7	85.5
					Norway*	81.2	84.7
Amer	USA	76.3	81.4		Swedish*	81.3	84.7
	Brazil	72.2	79.6				

	Canada*	80.4	84.4		The Netherlands*	80.5	83.6
Africa	Egypt	69.7	74.3	Ocean.	Australia	81.5	85.4
	South Africa*	61.5	67.7		New Zealand*	80.0	83.5

Source: United Nations: "World Mortality 2019 Data Booklet"

\* Refers to each country's most updated data (updated on June 30, 2020).

Explanation: According to the "World Mortality 2019 Data Booklet", the life expectancy for males and females in Hong Kong was 82.0 and 87.7 years old, respectively, making it the region with the highest life expectancy in the world; however, because Hong Kong is not a country, it is not included in this table's comparisons.

The data on citizens' average life expectancy can be summed up in four principal conclusions:

- (I) The average life expectancy for Taiwan citizens in 2019 was 80.86 years old, reaching a record high. The standardized death rate on the other hand reached a record low.

With the increase in national health care expenditure and the improvement of the medical care environment, the standardized death rate issued by the Ministry of Health and Welfare (calculated according to the WHO's 2000 world standard population age structure adjustment) is decreased from 466.7 people per 100,000 population in 2009 to 408.2 people in 2019. The citizen's average life expectancy was increased from 79.01 years in 2009 to 80.86 years in 2019. The average life expectancy for male and female is 77.69 and 84.23 years old, respectively, both of which reaching a record high.

- (II) The average life expectancy for each region varies depending on the degree of urban development

The average life expectancy for counties and cities in Taiwan shows regional differences. In general, the average life expectancy for counties and cities in the northern region is higher than that in the central region, which is higher than that in the southern region. Moreover, the average life expectancy for counties and cities in the western region is higher than that in the eastern region. Due to the fact that the western region of Taiwan has a good public transportation network, sufficient medical resources, and different living lifestyles, the standardized mortality rate is relatively low while the average life

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expectancy is relatively high. However, the gap between the two has narrowed compared to the gap of 10 years ago.

(III) The average life expectancy in Taiwan is higher than the global average life expectancy

The average life expectancy in 2019 was 80.86 years. Comparing with other Asian countries, no matter for male or female, this number is lower than that in Japan, Singapore and South Korea, but higher than that in China, Malaysia, and the Indonesia. The latest global average life expectancy published by the United Nations in 2020, for male and female is 70.2 and 75.0 years old, the average life expectancy in Taiwan is higher than the global average life expectancy.

(IV) The average life expectancy of people in Taiwan has been improving, leading to the issue of an “aging society” and requiring special attention

According to M.O.I. statistics, by the end of December 2019, the elderly population accounted for 15.28% of Taiwan’s total population, meaning Taiwan is moving toward becoming a super-aged society. With increases in average life expectancy of people in Taiwan, the continuously rising population aging index has created problems in elderly care as well as related issues such as economic security, long-term home services, medical institutions, friendly living environments, and transportation convenience. The government is already planning and continuously rolling out measures to meet the possible needs of the elderly, including rental and managing services, building an accessible environment, fire safety, home safety, heating, food delivery, pick-up and escort services, housing for old age, etc. These measures are helping the elderly to not only live longer, but also to live comfortably, conveniently, and safely, thus improving their quality of life.



## 4. Average Age of Death

The average age of death refers to the chronological age of death of those who died during a given year. The method of calculation used is an average age of the time, which is calculated by a weighted average added to the relevant age group. Currently, internationally, the average age of life expectancy is used as a measure of a country's socio-economic environment, and an important indicator of the country's degree of development, while the average age of death represents the particular characteristics of those who died that year of age. In 2019, the average age of death was 73.49 for both sexes, while the average age of death for men was 71.53 years, and 76.96 years for women.

The average age of death for the citizens in 2009 was 69.97 years, which had increased to 73.76 by 2019, while the average age of death for men in 2009 was 68.09, which had increased to 71.53 by 2019, the average age of death for women in 2009 was 72.97 years, which had increased to 76.96 years by 2019, which sufficiently demonstrates that the age of death is extending upwards. (Table 3-4-1)

**Table 3-4-1 Citizens' average age of death**

Unit: year-old

Year	Citizens	Male	Female
2009	69.97	68.09	72.97
2010	70.70	68.75	73.77
2011	71.01	69.04	74.14
2012	71.39	69.50	74.32
2013	71.84	69.93	74.76
2014	72.27	70.32	75.21
2015	72.50	70.50	75.52
2016	72.92	70.84	76.03
2017	73.34	71.21	76.43
2018	73.49	71.41	76.49
2019	73.76	71.53	76.96

Source: Statistical Yearbook of Interior, Department of Statistics, MOI

By observing the counties and cities, Taipei City's 76.91 years was highest, followed by Penghu County at 75.80 years, with Chiayi County

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third at 75.34 years; all were higher than the average value of 73.76 years. While Taitung County's 71.46 years was lowest, with Hualien County next at 72.09 years, and Taoyuan City third at 72.30 years; all were lower than the average value. (Table 3-4-2)

**Table 3-4-2 2019 Average age of death in each city and county**

Unit: year-old

County /City	Citizens	Male	Female
Total	73.76	71.53	76.96
New Taipei City	72.35	70.50	75.08
Taipei City	76.91	75.48	78.73
Taoyuan City	72.30	70.78	74.72
Taichung City	72.78	71.06	75.28
Tainan City	74.64	71.94	78.29
Kaohsiung City	72.62	70.72	75.36
Yilan County	74.73	71.84	78.86
Hsinchu County	74.02	71.53	77.66
Miaoli County	74.93	72.13	79.19
Changhua County	75.06	71.93	79.34
Nantou County	73.92	71.03	78.07
Yunlin County	75.05	71.47	79.81
Chiayi County	75.34	72.18	79.55
Pingtung County	72.91	70.40	76.66
Taitung County	71.46	68.87	75.71
Hualien County	72.09	70.06	75.46
Penghu County	75.80	72.25	80.42
Keelung City	73.21	71.18	76.12
Hsinchu City	73.56	71.47	76.51
Chiayi City	74.91	73.01	77.39
Kinmen County	73.97	69.70	80.04
Lienchiang County	72.77	70.00	80.03

Source: Statistical Yearbook of Interior, Department of Statistics, MOI.

## 5. Population Distribution

### (I) Demographic Movements

Population migration reflects the allocation of resources among regions and the scale of development of the city itself. Factors that affect population migration include employment opportunities, convenience of software and hardware of public infrastructure, housing development and social welfare. With regard to the population migration from 2009 to 2019, based on the actual population migration data<sup>16</sup>, most of the migration is due to population move out (in)<sup>17</sup>, followed by those who changed their addresses in the same towns/cities, and those who moved in from abroad and applied initial household registration. In recent years, the actual migration population showed a downward trend, it was reduced from 1,895,124 people in 2009 to 1,653,166 people in 2019, with this the migration rate<sup>18</sup> dropped from 82.12 ‰ to 70.06‰. Within the 10-year period, the migration rate had decreased by 12.06‰. However, from 2018 to 2019, the migration rate increased by 0.59‰.

Taking a different view on the international migration situation, Taiwan completely overhauled the national identity card in 2006. In the same year, the number of immigrants from foreign countries increased by 22,575, and the international net migration rate reached 1.66‰. In November 2008, amendments to the Enforcement Rules of the Nationality Act relaxed property restrictions on spousal naturalized property; and the Act Governing Relations between the People of the Taiwan Area and the Mainland Area, which was amended in August 2009, shortened the residence period required for settling in Taiwan for spouses from Mainland China, Hong Kong and Macao to 6 years, taking retrospective effect. By

<sup>16</sup> Actual population migration data includes move-out, moved in from abroad, initial household registration and changed addresses in the same towns/cities.

<sup>17</sup> Population move out includes moving out to other counties/cities, to other towns of the same counties/cities, and to other countries; population move in includes moving in from other counties/cities, from other towns of the same counties/cities, and from other countries as well as initial household registration.

<sup>18</sup> Actual migration rate refers to the actual migration per 1,000 population.

### III. POPULATION CHANGE

the beginning of 2009, the number of registered households had increased by 23,316, and the net international migration rate had reached 1.55‰. Since 2010, it fell back to 0.94‰; after that, there was a continuing downward trend, to a minimum of 0.38‰ in 2015. In 2019, 55,488 people immigrated from foreign countries and applied for initial household registration; while 42,364 people emigrated to foreign countries. These amounted to an increase of 3.15% and a decrease of 4.77%, respectively, as compared with the 2018 data. Net international migration was 13,124 people, equivalent to a migration rate of 0.56‰, or 0.17‰ higher than in 2018 (Table 3-5-1-1).

**Table 3-5-1-1 Overview of Community increase of population over the years**

Unit: People; ‰

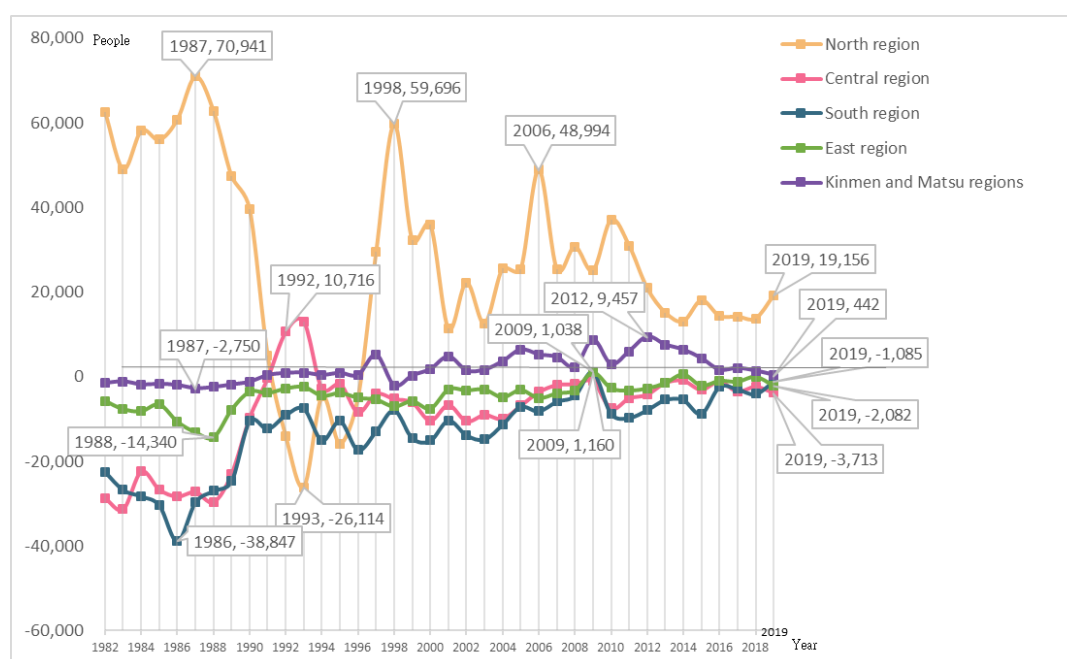
Year	Actual migration population	Actual migration rate	Moved in	From foreign countries, and initially registered household	Moved out	From foreign countries	Address change in township, city or district	International net migration	International net migration rate	Community increase	Natural increase	Total increase
2006	2,217,248	97.15	1,414,340	80,239	1,376,816	42,247	760,193	37,992	1.66	37,524	68,620	106,144
2007	1,853,539	80.88	1,173,040	82,428	1,154,510	63,150	616,601	19,278	0.84	18,530	63,303	81,833
2008	1,885,275	81.98	1,196,407	74,841	1,172,845	50,529	637,589	24,312	1.06	23,562	55,109	78,671
2009	1,895,124	82.12	1,198,561	98,333	1,163,548	62,579	633,243	35,754	1.55	35,013	47,728	82,741
2010	1,889,559	81.65	1,213,899	77,074	1,192,662	55,213	619,823	21,861	0.94	21,237	21,114	42,351
2011	1,760,317	75.90	1,128,449	71,198	1,109,372	51,523	579,747	19,675	0.85	19,077	43,712	62,789
2012	1,743,385	74.92	1,118,006	66,593	1,102,326	50,250	574,466	16,343	0.70	15,680	75,230	90,910
2013	1,676,657	71.82	1,079,702	62,009	1,065,212	47,224	549,436	14,785	0.63	14,490	43,205	57,695
2014	1,717,771	73.40	1,073,783	57,930	1,060,001	44,170	599,840	13,760	0.59	13,782	46,454	60,236
2015	1,704,419	72.64	1,004,108	54,934	995,527	45,947	653,958	8,987	0.38	8,581	49,740	58,321
2016	1,638,767	69.69	964,536	56,888	952,829	44,807	629,050	12,081	0.51	11,707	36,035	47,742
2017	1,606,988	68.22	948,049	52,488	939,240	43,270	615,260	9,218	0.39	8,809	22,602	31,411
2018	1,666,027	70.65	984,815	53,794	975,927	44,485	636,306	9,309	0.39	8,888	8,817	17,705
2019	1,653,166	70.06	972,043	55,488	959,325	42,364	638,353	13,124	0.56	12,718	1,471	14,189
Increase or decrease from 2018 (%)	-0.77	①-0.59	-1.30	3.15	-1.70	-4.77	0.32	②3,815	0.17	②3,830	②-7,346	②-3,516

Source: MOI statistics notification, Department of Statistics, MOI

Explanation: ① refers to an increase or decrease of thousand points. ② refers to the number of increase or decrease.

The tendency of demographic migration towards the North region reached a peak in 1987; then, the community increase was 70,941 people, after which this gradually eased off. From 1992 to 1996, an outward migration phenomenon was evident, and by 2019, the community increase figure was 19,156 people. The Central region reached a peak in net outward migration in 1983, at 31,281 people, after which the figure decreased until

1990, and the trend became flat; in 1992 and 1993 there was instead a demographic influx phenomenon; but by 2019, the net outward migration was 3,713 people. In the South region, the net outward migration reached a peak of 38,847 people in 1986, falling thereafter until 1990, when trend flattened; in 2019, the net outward migration was 1,085 people. The East region has shown a continuous flattening trend; in 2009 and in 2014 there were demographic influxes, while in 2019 the net outward migration was 2,082 people. Kinmen and Matsu region's net outward migration reached a peak of 2,750 people in 1987, and after 1991, although there was an ebb and flow, the rate of influx showed a slowing trend, with the net influx reaching a peak of 9,457 in 2012. The rate somewhat slowed after this, with a net influx of 442 in 2019. (Table 3-5-1-2, Chart 3-5-1)



**Chart 3-5-1 Population society increasing trend in the 4 major areas and the Kinmen/Matsu region**

Source: Interior Statistics Report, Department of Statistics, MOI.

**Table 3-5-1-2 Community increase of population figures for the four main regions, & Kinmen and Matsu regions**

Unit: People

Region Year	North Region	Central Region	South Region	East Region	Kinmen and Matsu regions
1987	70,941	-27,184	-29,616	-13,168	-2,750
1988	62,804	-29,584	-26,943	-14,340	-2,463

### III. POPULATION CHANGE

1989	47,403	-22,911	-24,657	-7,785	-1,871
1990	39,558	-9,625	-10,435	-3,522	-1,207
1991	4,911	-269	-12,302	-3,807	345
1992	-14,129	10,716	-9,012	-2,746	846
1993	-26,114	13,107	-7,510	-2,352	951
1994	-4,743	-2,764	-15,010	-4,474	377
1995	-15,942	-1,588	-10,438	-3,810	866
1996	-4,900	-8,334	-17,269	-4,952	401
1997	29,512	-4,018	-12,892	-5,387	5,165
1998	59,696	-5,184	-7,883	-7,042	-2,081
1999	32,230	-6,019	-14,475	-5,748	260
2000	36,053	-10,313	-15,067	-7,521	1,779
2001	11,335	-6,633	-10,314	-2,970	4,771
2002	22,262	-10,450	-13,775	-3,182	1,459
2003	12,536	-8,944	-14,768	-2,980	1,661
2004	25,608	-9,887	-11,252	-4,849	3,625
2005	25,323	-6,776	-7,075	-3,089	6,422
2006	48,994	-3,585	-8,105	-5,029	5,249
2007	25,502	-1,862	-5,832	-3,895	4,617
2008	30,726	-1,683	-4,500	-3,190	2,210
2009	25,084	-1,026	1,160	1,038	8,757
2010	37,083	-7,460	-8,678	-2,671	2,963
2011	31,014	-5,029	-9,669	-3,233	5,994
2012	20,944	-4,153	-7,834	-2,734	9,457
2013	15,167	-1,380	-5,433	-1,457	7,593
2014	13,079	-846	-5,421	589	6,381
2015	18,036	-2,998	-8,751	-2,066	4,360
2016	14,352	-987	-2,374	-926	1,642
2017	14,208	-3,422	-2,893	-1,123	2,039
2018	13,763	-2,278	-4,053	41	1,415
2019	19,156	-3,713	-1,085	-2,082	442

Source: Interior Statistics Report, Department of Statistics, MOI.

Note: North region refers to New Taipei City, Taipei City, Taoyuan City, Keelung City, Hsinchu City, Yilan County and Hsinchu County; Central region refers to Taichung City, Miaoli County, Changhua County, Nantou County and Yunlin County; south region refers to Tainan City, Kaohsiung City, Chiayi City, Chiayi County, Pingtung County and Penghu County; east region refers to Taitung County and Hualien County; Kinmen and Matsu regions refer to Kinmen County and Lienchiang County.

**Table 3-5-1-3 Community increase of population circumstances  
over the past 7 years by county or city, and region**

Unit: People

County / City / Region	2013	2014	2015	2016	2017	2018	2019	Accumulated for 7 years
<b>Total</b>	<b>14,490</b>	<b>13,782</b>	<b>8,581</b>	<b>11,707</b>	<b>8,809</b>	<b>8,888</b>	<b>12,718</b>	<b>78,975</b>
<b>North Region</b>	<b>15,167</b>	<b>13,079</b>	<b>18,036</b>	<b>14,352</b>	<b>14,208</b>	<b>13,763</b>	<b>19,156</b>	<b>107,761</b>
New Taipei City	455	-4,780	-10,312	-2,511	-605	4,030	19,664	5,941
Taipei City	2,959	3,952	-9,386	-19,116	-20,022	-19,632	-26,973	-88,218
Taoyuan City	8,077	8,799	36,668	30,834	29,518	23,110	18,522	155,528
Keelung City	-1,574	-1,032	-582	387	24	-452	-198	-3,427
Hsinchu City	778	543	-335	1,395	2,169	3,126	2,039	9,715
Yilan County	-103	569	-364	-317	-252	-538	-148	-1,153
Hsinchu County	4,575	5,028	2,347	3,680	3,376	4,119	6,250	29,375
<b>Central Region</b>	<b>-1,380</b>	<b>-846</b>	<b>-2,998</b>	<b>-987</b>	<b>-3,422</b>	<b>-2,278</b>	<b>-3,713</b>	<b>-15,624</b>
Taichung City	7,351	7,948	14,367	14,060	12,397	11,268	7,482	74,873

Miaoli County	755	393	-4,229	-4,390	-4,255	-3,295	-1,416	-16,437
Changhua County	-6,148	-6,808	-5,677	-5,349	-7,297	-6,650	-6,854	-44,783
Nantou County	-1,838	-1,720	-3,616	-3,006	-2,558	-2,414	-1,175	-16,327
Yunlin County	-1,500	-659	-3,843	-2,302	-1,709	-1,187	-1,750	-12,950
<b>South Region</b>	<b>-5,433</b>	<b>-5,421</b>	<b>-8,751</b>	<b>-2,374</b>	<b>-2,893</b>	<b>-4,053</b>	<b>-1,085</b>	<b>-30,010</b>
Tainan City	796	40	-181	1,028	1,712	125	704	4,224
Kaohsiung City	-1,131	-3,123	-2,035	61	-1,351	-1,990	2,039	-7,530
Chiayi City	-477	-201	-717	-638	-409	-560	-605	-3,607
Chiayi County	-2,497	-1,820	-2,575	-1,708	-1,400	-1,136	-1,353	-12,489
Pingtung County	-3,600	-1,643	-3,816	-2,046	-2,064	-887	-2,593	-16,649
Penghu County	1,476	1,326	573	929	619	395	723	6,041
<b>East Region</b>	<b>-1,457</b>	<b>589</b>	<b>-2,066</b>	<b>-926</b>	<b>-1,123</b>	<b>41</b>	<b>-2082</b>	<b>-7,024</b>
Taitung County	-731	411	-1,202	-623	-367	205	-1,211	-3,518
Hualien County	-726	178	-864	-303	-756	-164	-871	-3,506
<b>Kinmen &amp; Matsu Regions</b>	<b>7,593</b>	<b>6,381</b>	<b>4,360</b>	<b>1,642</b>	<b>2,039</b>	<b>1,415</b>	<b>442</b>	<b>23,872</b>
Kinmen County	6,828	6,150	4,430	1,703	1,829	1,308	497	22,745
Lienchiang County	765	231	-70	-61	210	107	-55	1,127

Source: Interior Statistics Report, Department of Statistics, MOI.

If we look at regional population migration trends<sup>19</sup> over the past seven years the biggest net inward migration has been in the North region, at 107,761 people, regional balance issues deserve to be paid attention, with the net migration into the population of Kinmen and Matsu regions next at 23,872 people, which is related to Kinmen County's welfare measures and the "Minor Three Exchanges." Besides, the central, southern and eastern regions, there is a phenomenon of net outward population migration.

If we look at the migration trends<sup>20</sup> of the cities and counties over the past seven years, positive population growths in Taoyuan City, Taichung City, and Hsinchu County all exceed 29,000 people. Those with cumulative negative population growth in excess of 10,000 people were, in order, seven counties (cities): Taipei City, Changhua County, Pingtung County, Miaoli County, Nantou County, Yunlin County, and Chiayi County. These are currently the main cities and counties with a net outward population migration. (Table 3-5-1-3)

## (II) Population Density <sup>21</sup>

<sup>19</sup> This is analyzed based on cumulative community increase growth figures over the past 7 years.

<sup>20</sup> As above note.

<sup>21</sup> This refers to the population within each unit's land area; it is the population per square kilometer.

### III. POPULATION CHANGE

Looking at Taiwan's 2019 population density is 652 people per square km, among them; the North Region was most densely populated, with 1,462 people per square km, with the South Region next at 634 people per square km, the Central Region third at 553 people per square km, and East Region last at 67 people per square km. (Table 3-5-2-1)

**Table 3-5-2-1 Population density of the four main regions**

Unit: People/square km

Region					
Year	Total	North region	Central region	South region	East region
1991	570	1,188	491	606	75
1996	595	1,243	519	627	75
2001	619	1,317	537	641	73
2006	632	1,366	545	644	71
2007	634	1,375	546	644	71
2008	637	1,384	548	644	70
2009	639	1,392	549	644	70
2010	640	1,400	548	643	70
2011	642	1,409	549	642	69
2012	644	1,418	550	642	69
2013	646	1,425	551	641	69
2014	647	1,432	552	641	69
2015	649	1,440	553	639	68
2016	650	1,447	553	638	68
2017	651	1,452	553	637	67
2018	652	1,457	553	636	67
2019	652	1,462	553	634	67

Source: Interior Monthly Statistics Report, Department of Statistics, MOI

Looking at the population density of each city and county in 2019, Taipei City had the highest density, at 9,732 people per square km, followed by Chiayi City, at 4,460 people per square km; and Hsinchu City was next, at 4,309 people per square km. Cities and counties with the lowest population density were, in order, Taitung County, at 62 people per square km, Hualien County, at 70 people per square km, and Nantou County, at 121 people per square km. (Table 3-5-2-2)



**Table 3-5-2-2 Population density of each county or city  
over the past 3 years**

Unit: People/square km

County /City	2017	2018	2019
New Taipei City	1,942	1,947	1,958
Taipei City	9,872	9,818	9,732
Taoyuan City	1,792	1,819	1,842
Taichung City	1,258	1,266	1,271
Tainan City	861	860	858
Kaohsiung City	941	940	939
Yilan County	213	212	212
Hsinchu County	387	390	395
Miaoli County	304	302	300
Changhua County	1,194	1,189	1,185
Nantou County	122	121	120
Yunlin County	535	531	528
Chiayi County	269	266	264
Pingtung County	299	297	295
Taitung County	62	62	62
Hualien County	71	71	70
Penghu County	820	823	829
Keelung City	2,798	2,788	2,779
Hsinchu City	4,235	4,279	4,309
Chiayi City	4,488	4,475	4,460
Kinmen County	906	918	924
Lienchiang County	447	453	454

Source: 2017 to 2019 Population Statistics Annual Report, Dept. of  
Household Registration, MOI

## **IV. PRACTICAL IMPLEMENTATION OF POPULATION POLICY**

### **1. Population Policy Content and Important Measures of the Past Five Years of Ministry of the Interior**

Currently, the "Republic of China Population Policy Guidelines" is the highest guiding principle for the formulation and promotion of population policies by ministries and departments in Taiwan. With regard to the fewer children, Taiwan has faced the problem in which the total fertility rate of women with childbearing age dropped to as low as 1.3 in 2003, and continued to decline for a long period of time, which made Taiwan one of the countries in the world with the lowest fertility rate. In terms of population aging, the proportion of elderly population with age 65 years old or more to the total population has reached more than 14% in March 2018, entering the so-called "Aged Society". With the low birth rate and the extension of average life expectancy, the phenomenon of population aging will accelerate in the future. Moreover, due to the fewer children and population aging, the working-age population will decrease year by year. The utilization of labor will be an important issue. With regard to immigration, the migration of population due to foreign marriage and working abroad may increase, causing multiple impacts on the population of Taiwan.

Considering the population issues, such as the fewer children, the reduction of working-age population, the aging population and the change of population migration, in Taiwan which are more urgent than those in western countries and the challenges for future development will be more severe, it is best to plan for countermeasures as soon as possible. In response to the population issues, the Ministry of the Interior, in line with the Republic of China Population Policy Guidelines, also proposed relevant population policies and welfare measures accordingly.

**(I) Basic Idea and Content of Population Policy**

1. Reasonable population structure: promoting age-appropriate marriage and childbearing, respecting the value of life, maintaining family functions, and keeping a reasonable demographic structure.
2. Improve the quality of population: strengthening citizen's childbirth health care & nutrition balance, physical & mental health, cultural construction and education to improve the quality of population.
3. Ensure labor rights and expand labor involvement: improving the capability of citizens to seek jobs, creating suitable working environment and conditions to effectively increase labor involvement, ensuring employment safety and labor rights.
4. Improve social safety network: establishing a complete social safety network to provide comprehensive social welfare for children, adolescents, women, senior citizens, people with physical & mental disabilities, indigenous people and other minority groups.
5. Implement sex equality: implementing sex equality awareness and establishing a population policy that considers sex perspective.
6. Promote ethnic equality: safeguarding the basic human rights for all ethnic groups and building a multicultural society.
7. Promote appropriate distribution of population: promoting environmental protection and sustainable development, implementing the balance between life, ecology and production, and carrying out land planning to promote appropriate distribution of population.
8. Advance immigration policy and protect the related rights and interests: ensuring the basic rights of the move-in population, creating a friendly environment for foreigners, and strengthening

the bonding between citizens and overseas nationals or expatriates to create an open and diverse new society.

#### **(II) Measures promoted by the Ministry of the Interior in line with the ROC Population Policy Guidelines in the past five years**

##### **1. Appropriate population structure**

- (1) On September 27, 2015, the Ministry of the Interior held the “Good Fortune, Good Luck in Pregnancy” event at Taipei Xia-Hai City God Temple, hoping to bring good fortune and luck to newly marriage couples in pregnancy. During this event, “Good luck pregnancy suits” and “Good luck pregnancy cards” were given out to participants, hoping they could promote marriage and a willingness for pregnancy.
- (2) To attract young generation’s attention on marriage and family issues and to collect the opinions of general public on the governmental departments holding match-making activity for singles, the Ministry of the Interior posted related questions on the public policy web-based participation platform (policy consultation) of the National Development Council (NDC) from January 15 to February 14, 2016. The questions of “Do you think it is appropriate for governmental departments to hold the match-making activities for singles?”, “How to share the cost for holding the match-making activities?”, and “Can the match-making activities be carried out in what ways?” were posted online to collect people’s opinions. Over 80% of the people voted supported governmental departments to hold match-making activities for singles, over 81% of the people voted agreed that the cost of the match-making activities should be shared by the participants, and over 84% of the people voted preferred that the match-making activities should be carried out in different varieties including parties, outdoor hiking, etc. that are interesting, creative and not dull.
- (3) In 2016, 2017, 2018 and 2019, the Ministry of the Interior organized the match-making activities including "Happy Match-

Making Train ", "Meet the First LOVE", "You are My Love" and "You & Me together with love", for singles. Through participating in these diversified activities, single people are more likely to find the other half with the same hobbies and values, which may further lead to marriage and formation of a family, alleviating the impact brought about by fewer children and aging society in Taiwan.

- (4) To implement the policy of "government caring, serviceman at ease, family rest assured", The Conscription Agency of the Ministry of the Interior have recently amended related rules and regulations. According to current regulations, as for the preferential in-service category, service district and service term for draftees who have parenting needs are as follows:
  - ① Serviceman who has more than 2 children under the age of 12, or a child under the age of 12 and a spouse who has been pregnant for more than 6 months may apply for substitute military service or early retirement from the military service.
  - ② Serviceman who has a child or a spouse is pregnant may apply for substitute military service.
- (5) The Construction and Planning Agency of the Ministry of the Interior (CPAMI) has proposed the Implementation Program for Integrating Residential Subsidy Resources, which can be applied for every year from July to August to provide rent subsidies and loan interest subsidies for house purchasing or repair. This helps low- and middle-income families to reduce their living burden. The Program is targeted at families and adopts a score-based evaluation system. For families with at least one minor child (under-age child), the first and second minor child add 5 points each to the family's score, while the third and higher birth-order children add 10 points each, allowing the family to have greater chances of receiving subsidies. With regard to interest subsidy, families with more than 3 minor children receive the benefit of the first-class

interest rate (currently 0.312%), which is 0.575% lower than the regular family interest rate benefit (currently 0.887%).

- (6) The Construction and Planning Agency of the Ministry of the Interior has proposed the "Social Housing Development Plan" to directly construct 120,000 houses and help the owners of 80,000 houses to manage their rental services. The target is to reach a total of 200,000 social housing in 2024. Moreover, in accordance with Article 4 of the Housing Act, social housing should provide more than 30% of the housing to those who are economically or socially disadvantaged, including those with more than 3 minor children. In addition, a certain proportion of social housing is provided to those who are studying or working in the area but do not have household registration in the same area. Therefore, promoting social housing should be able to reduce the burden of living for young people, which will have the benefits to encourage marriage and childbirth.
- (7) Promoting the idea of "Equality, Mutual Aid and Tolerant - Modern National Wedding". It is realized that young people nowadays often experienced delay of the marriage process due to complicated, expensive and sex-inequality weddings. Therefore, by strengthening the promotion of national wedding that fulfills the concept of modernity, sex equality, and simple wedding policy, the marriage barriers, such as financial pressure, for young people can be effectively reduced, leading to increase the marriage rate and fertility rate.
- (8) Implementing the "Public Production Awards and Management Measures" to encourage the promotion of relevant public production projects, attracting young people to return to their hometowns to balance the population structure and density of the region and ease the pressure on young people to buy houses in the metropolitan area. These measures can increase the willing of single people in getting married and having child.

- (9) Implementing the "Promotion & Implementation Plan for Population Policy and Related Measures" to allow the citizens of Taiwan to understand the population policy and related measures implemented by the Ministry of the Interior in response to the fewer children, the aging society and the immigration issues in Taiwan. Strengthening the sense of responsibility for citizens on family, society and the nation to achieve the population policy objectives, enhancing national development and social well-being.

## 2. Improve Social Safety Network

- (1) In order to strengthen the safety of elderly people and prevent them from becoming the victims of crime, the National Police Agency, Ministry of the Interior continues to urge municipal, county, city police stations to conduct theme-based anti-fraud campaigns for groups who are under the risk of fraud. Besides issuing weekly news on anti-fraud propaganda and preparing promotional videos which are released via online and electronic media, seminars were also held for educating and issuing promotional materials to elderly people. In addition, efforts to coordinate with hospitals for printing promotional material on medicine bags and outpatient documents were made to expand the propaganda channels.
- (2) The National Police Agency of the Ministry of the Interior has requested the municipal, county (city) police stations to cooperate with the social administration offices to conduct the fingerprinting card for chronic mental patients as well as the voluntary fingerprint archiving for physical & mental disabilities, and to promote the wearing of love bracelets, hoping to reduce the loss of mentally retarded elderly people and improve the long-term caring service system.
- (3) The Ministry of the Interior's National Fire Agency assisted in promoting evacuations for minority groups (such as seniors) and those with poor economic circumstances, as well as installation

of residential fire alarms in buildings, construction conditions, or whose usage could easily give rise to the risk of fire or difficulty in rescue. The Agency also provided Residential Fire Prevention Safety Reports. All this was done in hopes of improving elderly people's ability to deal with situations, and to protect their physical & mental safety.

(4) To strengthen the emergency rescue treatment technology and enhance the rescue quality for the elderly people before arriving at the hospital, the National Fire Agency of the Ministry of the Interior enhanced the training of rescue personnel for the rescuing of elderly people based on the "Rescue Personnel Management Guideline".

- ① For the beginner-level rescue personnel training course base module six comprehensive (full scenario procedure) drill, one hour is assigned to get to know special patients, such as children, pregnant women or the elderly people and the commonly seen conditions.
- ② For the intermediate-level rescue personnel training course base module six special patient and condition assessment, treatment and scenario operation, 2 hours are assigned for elderly people emergency and trauma assessment, treatment and situational operation.
- ③ For senior rescue personnel training course base module six special patients and conditions, four hours are assigned for elderly people emergency introduction, treatment principle and scenario operation.

With regards to the emergency rescue for elderly people, due to their slowly degraded vital signs and their complicated medical history, it is difficult to perform a related assessment. The National Fire Agency, Ministry of the Interior has invited ER (emergency room) doctors and senior emergency medical technicians (EMTs) to revise the training materials for new and intermediate-level EMTs, incorporating the latest



emergency assessment and technology for elderly people and standardizing the training quality of EMTs in fire-fighting agencies to maintain the safety of elderly people.

- (5) The Architecture and Building Research Institute, Ministry of the Interior promoted the "Medium Term Project for Holistic Caring and Living Environment Technology Development" from 2012 to 2016 to study the accessibility living environment, the spatial perception of elderly with Dementia and the community environment for elderly people, and carry out the elderly-friendly building evaluation activities. From 2017 to 2020, the Architecture and Building Research Institute promoted the "Project on the Planning of a Safe, Reassuring Living Environment for Elderly People," which carried out plans for creating healing environments, reutilizing idle spaces as daycare centers for seniors, social housing, and indoor environments for the elderly with low vision. In addition, the Architecture and Building Research Institute also published its research achievements on elderly-friendly environments accumulated in recent years to the Assistive Technology for Life (ATLife) Taiwan, promoting them to the public and encouraging the industry to implement high-quality designs for the aged society.
- (6) The Construction and Planning Agency of the Ministry of the Interior implemented the "Living-Circle Traffic System (Urban Roads) Construction Project" to ensure the fair use of facilities for the disabled and elderly people, improve the leisure activities of elderly people, and promote the social involvement of elderly people. The concept of universal design was utilized to promote the elderly-friendly accessing area and public transportation facilities, creating an access-free and age-friendly living environment. The concept of environmental friendly was demonstrated in road construction, taking full account of the "accessibility", "transportation", "environmental ecology" and "community humanity".

- (7) On September 26, 2014, the Construction and Planning Agency of the Ministry of the Interior revised the self-implementation updated guideline for Central Urban Renewal Fund Subsidy, and added the subsidies for installing elevator equipment and improving access-free facilities.
- (8) The Construction and Planning Agency of the Ministry of the Interior continues to conduct the National “Urban Road Maintenance & Management and Pedestrian Environment Accessibility Assessment Project” to ensure the rights of elderly pedestrians and provide a respectful, safe and comfortable environment for pedestrian.
- (9) The Construction and Planning Agency of the Ministry of the Interior invites experts as well as scholars from relevant governmental units and representatives from disabled groups to form a supervision and assessment team every year. The Team conducted supervision and on-site inspection of the access-free environment for public building in municipalities and counties (cities). The tidying of public buildings and pedestrian arcades was incorporated as the criteria for assessment. After the completion of the supervision and assessment, a review meeting will be held to urge municipalities and counties (cities) to implement access-free environment for public buildings, and the performance of the assessment will be sent to the supervisory authority, serving as the reference for the year-end performance evaluation. The results of the assessment as well as the performance of the supervised agencies will be announced to the media for publication, and considered for the issuing of the “Annual General Subsidy from Central to Local Government Own by the Directorate-General of Budget, Accounting and Statistics, Executive Yuan (20% of the points)”. From 2015 to 2019, a total of 450 public buildings and 74 pedestrian arcades were inspected.
- (10) The CPAMI implemented the National Parks Sustainable Development Project to encourage retired people to participate

in the National Park Volunteer Service. Tasks such as volunteer recruitment and training were conducted by the CPAMI's various National Park Headquarters. National Park volunteers include preservation, interpretive, and trail volunteers.

- (11) The CPAMI implemented barrier-free environments improvements and barrier-free travel projects in the National Parks and continues to supervise the improvement of the environmental facilities in the National Parks. CPAMI also provides barrier-free, friendly travel itineraries. The "Accessible Tourism in National Park of Taiwan" guidebook and the National Park barrier-free travel pamphlets are publicly available on the CPAMI website, and on the National Parks of Taiwan website for the public to refer to and use. The CPAMI will continue to promote construction of barrier-free facilities and paths at all National Park recreation sites, and will continue to monitor their barrier-free environments and enhance service quality, in order to better meet the needs of those with mobility issues and family members of all ages.

### 3. Promote Appropriate Population Distribution

- (1) The Construction and Planning Agency of the Ministry of the Interior (CPAMI) implemented the Urban Landscape Modeling Project to encourage governments in municipalities, counties/cities, and townships/towns/districts to actively discover local environmental sights and resources and potential for local culture; to proactively consider how to face climate change and their local development; to employ innovative design methods in linking public open spaces with water and green resources; to highlight local features; and to create optimal city and town living environments.
- (2) The CPAMI implemented the Spatial Planning Act to review national land and space planning as well as land use policies in response to changes in land conservation, population structure and industrial development. In addition, in accordance with

Subsection 1, Paragraph 1, Article 4 of the Spatial Planning Act, the CPAMI established the National Spatial Plan, and promulgated it April 30th, 2018. The total population estimates are based on estimates in the “Population Projections for the R.O.C. (Taiwan): 2016–2061” report. For 2036, the total population is estimated at 23.1 million people. Municipalities’ and counties’ (cities’) spatial plans must take into consideration factors such as major infrastructure investments, the supply of residential living space, industry economic attractiveness, and environmental carrying capacity when setting the specific plan populations for the municipalities and counties (cities).

4. Improve Immigration Policy and Protect Rights
  - (1) In accordance with the "Fund for Caring Foreign Spouses" proposed in the 2900th meeting of the Executive Yuan held on July 28, 2004, the fund for caring and guiding foreign spouses was established in 2005, and since then, a total of 3 billion NTD has been raised in the next 10 years. The fund was established in and managed by the Ministry of the Interior to further strengthen the new immigration system and promote comprehensive caring counseling services. The new resident caring and guiding work promoted by the fund has covered the caring work for foreign spouses as well as spouses from Mainland China and expended to their children in recent years. The fund also helps to cultivate new residents and their children to become new resources for our nation. According to the resolution of the 1st meeting of the New Residents Coordination Committee of the Executive Yuan on August 4, 2015, the name of the fund was revised as the "New Resident Development Fund", and the amount of the fund is maintained at 1 billion NTD per year.
  - (2) The National Immigration Agency of the Ministry of the Interior conducted the 2018 Survey of New Immigrants’ Living Needs, which surveyed factors including basic data on new immigrants’ spouses, family member status, employment status, personal living conditions, and care requirements. The results were

announced in March 2020, and will serve as a reference for implementation of policies by different ministries and agencies, as well as by municipality and county (city) governments and civil organizations.

- (3) Worked together with the private human resources company, 1111 Human Bank to set up the "New resident Employment Counseling Service Section" in January, 2013 for free. The 1111 Human Bank has provided job training courses, employment & job interview skills, and job related information as well as match-making services to new residents. In addition, the 1111 Human Bank regularly provided the match-making data to the National Immigration Agency as references for future counseling services. As of September 2018:
  - ①The website has accumulated a total of 1,027,011 visits
  - ②Number of members: 16,741 people
  - ③13,594 people were successfully matched for a job
- (4) The "Personal Biometrics System for Foreign Population" was completed in December 2014 at various airports and harbors across Taiwan. The system was fully operational in August 2015, providing information archiving and fingerprint matching functions to effectively identify foreigners. As of September 2018, the system has archived a total of 26,653,402 files and performed a total of 39,019,716 data matching operations.
- (5) On February 6, 2018, the Regulations Governing Employment Gold Card Permit for Foreign Special Professionals were established. Through the Foreign Professionals Online Application Platform unified contact point, foreign special professionals can apply for and be reviewed for the Employment Gold Card, which combines a work permit, resident visa, alien resident certificate, and reentry permit all in one. As of August 2020, a total of 1,164 cards had been issued.
- (6) On December 5, 2018, the Ministry of the Interior amended Article 22 and Article 22-1 of the Regulations Governing

Visiting, Residency, and Permanent Residency of Aliens. These amendments broadened the scope of foreigners coming to Taiwan for investment and work, and for overseas Chinese and foreign students coming to Taiwan for study. Under this broadening, after such persons have completed their work or studies, they may first extend their residency by 6 months; and if they are still seeking or are in the process of receiving a work visa when the extended period has elapsed, they may extend their residency by a further 6 months, for a total extension period of 1 year. This helps outstanding talent remain in Taiwan.

- (7) The Ministry of the Interior amended the “Submission Directions for Foreigners who have made a special contribution to the nation, Senior Professionals and Investment Immigrants Applying for the Alien Permanent Resident Card (Plum Blossom Card)” on August 19, 2014 by simplifying the application and administration SOP and opening up overseas mission offices for application to attract senior professionals with a special contribution to the nation and society of Taiwan to stay in Taiwan. By September , 2020, 183 Plum Blossom Cards had been issued.
- (8) On June 18, 2015, Article 18 of the Regulations for Residence Permit Application by Persons Without Taiwan Household Registrations was amended. The amendment added that while they are seeking employment, overseas Chinese graduates can extend their residence period by 6 months, starting from the date that their residence period expires. On December 5, 2018, this was further revised from 6 months to 1 year. This amendment will greatly help overseas Chinese graduates remain in Taiwan as they seek employment and plan their careers.
- (9) In order to provide real-time analysis of the multi-dimensionality of the immigration population and to enhance the efficiency of decision-making, the National Immigration Agency of the Ministry of the Interior conducted the "Immigration Information Cloud Service Outsource Construction Project" in December

2015. The Project was aimed to establish the "New Resident Management and Analysis System", which was launched on July 1, 2017, providing relevant statistical analysis for policy making. In addition, cloud online service was incorporated to provide real-time immigration population entry and exit records, which can be applied by other external units for related services.

- (10) In order to make good use of the limited resources of various government units, stimulate the potential of new residents and their children, provide employment opportunities, promote social participation and enhance international competition, the Ministry of the Interior established a new Project – Comprehensive New Residents Cultivation and Development Project in November 2015. The implementation period of the Project was from January 2016 to December 2017. The scope of the new Project includes: Language Improvement, First Generation Employment, Second Generation Enhancement, Diversified Services and Care Assistance. The development needs of the new residents' families will be integrated. It is hoped that positive energy can be introduced to enable the families of new residents to demonstrate cultural advantages and increase self-confidence, injecting new resources into national development.
- (11) In order to empower new immigrants and their children to use their multicultural advantages to the fullest, four new projects were started in 2016: The Empowerment Plan for New Immigrants and Their Children; the Training, Study and Research Camp for Children of New Immigrants; the Dream-Building Project for New Immigrants and their Children; and the Empowerment and Scholarship Program for New Immigrants and their Children. It is hoped that these projects will use new immigrants' strengths to create immigrant-friendly environments, help immigrants adapt to life in Taiwan quickly, and create a harmonious, pluralistic society that is great for all.



- (12) Subsidies for the "New Resident Social Security Network Service Project", the "New Resident Family Learning and Child Care, Multicultural Promotion and Related Promotion Project", the "Family Service Centre Project" and the "New Resident Innovative Services, Talent Cultivation and industrial Community Stimulation Project" were provided.
- (13) In order to attract foreign talents to come to Taiwan and increase the incentives for them to stay in Taiwan permanently, the "Review Criteria for Foreigners Applying Permanent Residency in Taiwan" was amended and issued on July 12, 2018. Important amendments are listed as follows:
- ① Addition professional talents who have been invited or selected to participate in internationally renowned cultural and art competitions, have outstanding performance, or have been invited to participate in internationally renowned performances, exhibitions, related cultural events or festivals, and have been well recognized.
  - ② Talents with legal excellence and professional knowledge, who have been or have worked for many years in domestic and foreign well-known legal business institutions for outstanding performance, have won domestic or international and law-related important awards, have been recognized in the legal field for domestic and international research, or in international procedural law with excellent performance.
- (14) The National Immigration Agency of the Ministry of the Interior implemented the "Taiwan Talent Retention Environment Improvement Program": through various surveys and symposiums, the problems of foreign talents coming to and staying in Taiwan were re-examined, and 27 reform strategies from the 7 perspectives of visas, work, residence, finance, taxation, insurance and international living were proposed, which were approved by the Executive Yuan on October 19, 2016.



- (15) August 17, 2020, Articles 22 and 30 of the Regulations Governing Permits for Hong Kong and Macao Residents Entering the Taiwan Area and Setting up Residence or Registered Permanent Residence in the R.O.C. were amended and promulgated. According to these amendments, for Hong Kong residents whose identity involves the Mainland China Area and who were originally Mainland China Area residents who are (or were) employed in Mainland China Area politics, government, or military affairs, their residence and permanent residence applications must pass an interdepartmental unified review, for purposes of national security.
- (16) The Ministry of the Interior amended some provisions of the Nationality Act. The President amended the provisions of Articles 3, 4, 9, 11, and 19 on December 21, 2016 under No. Hua-tsung-yi-yi-tzu-10500160001, mainly to recruit outstanding professionals, safeguard the rights of marriage immigrants, and improve the procedures for foreigners to naturalize. The amendments are as follows:
- ① Talents who have special honors for Taiwan, and have been submitted to the Executive Yuan for approval by the Ministry of the Interior, or have been recommended by the central government agency as senior professionals in science and technology, economy, education, culture, art, sports and other fields to help Taiwan's interests, and have been approved by social justice person and relevant authorities invited by the Ministry of the Interior in the review meeting. The application for naturalization does not require the loss of the original nationality.
  - ② Foreign spouse applying for naturalization does not need to prove the proof of living security. In addition, the foreign spouse who is divorced because of domestic violence and has not remarried, or who is not remarried and still is in connect with the relatives of his/her deceased spouse for more than 2

years, or is taking care of a child who has Taiwan nationality and is incapacitated or has limited capacity to act, exercising the rights and obligations, the period for applying legal resident naturalization is reduced from 5 years to 3 years.

- ③ In order to avoid the situation of losing the original nationality while failing to naturalize, the foreigner is allowed to first naturalize before providing the proof for the lost of the original nationality.
  - ④ In order to protect the rights and interests of the person in concern, it shall be revoked within 2 years from the date when the Ministry of the Interior knows that it is not in conformity with the provisions of this Law; however it shall not be revoked and shall be revoked for more than 5 years from the date of naturalization, loss or refusal of the nationality of the Republic of China. Before the disposition, representatives of relevant agencies, social justices, scholars and experts should be invited to form a review meeting to give the person in concern an opportunity to present his/her opinions. In order to prevent the use of false marriage and naturalization for obtaining nationality of the Republic of China, the court determined that the naturalization to obtain the nationality of the Republic of China is due to false marriage or adoption, and is not subject to the restriction of the right of revocation, and the revocation of the naturalization does not require a review meeting.
- (17) The "Entry and Exit Immigration Management System" newly developed and put into operation by the National Immigration Agency of the Ministry of the Interior has integrated various applications for foreign population (including foreigners, people from Mainland China, Hong Kong and Macao, and citizens without household registration) into the "Foreign Population Dynamics Management Database" for checking and statistical analysis of move-in population.

### **(III) Countermeasures against the declining birthrate in Taiwan (2018 ~ 2022)**

The problems of an aging population structure and fewer children in Taiwan are becoming more and more serious. Not only will the lower birthrate delay the time for marriage and childbearing, it will also change values & attitudes toward marriage and add pressure for women to balance work and family. Heavy economic burdens from childcare and inadequate low-cost childcare services will both affect the willingness to have children. On July 25, 2018, the Executive Yuan approved the Countermeasures Against the Declining Birthrate in Taiwan (2018 to 2022). These were further amended and approved on June 4, 2019. The amended plan includes “expanding the supply of public preschools” and “adjusting the application criteria for private preschools to become quasi-public,” thus proposing multiple new countermeasures to deal with Taiwan’s low birthrates.

#### **1. Objectives of the countermeasures**

The objectives of the countermeasures include "improving fertility rate", "achieving sex equality", "reducing the burden of childcare for the family ", and "improving the quality of infant care".

#### **2. Emphasis of the countermeasures**

##### **(1) Comprehensive care for child from age of 0~5**

While upholding these three principles (respect for parental choice; ensuring that each child is respected and cared for; and seamless linkage), the core of implementation is to “expand affordable education & childcare service” and “reduce the burden on parents”, in order to achieve the following goals:

##### **① Expanding public education & childcare services**

Promoting family childcare providers for children aged 0 to 2 years; and expanding the supply of public and non-profit

quasi-public education & childcare services for children aged 2 to 5 years.

② Establishing mechanisms for quasi-public education

Cooperation with home-based childcare workers (babysitters/caregivers), private baby-care centers and private kindergartens, with government and parents sharing expenses to accelerate improvement of affordable education & childcare services.

③ Expanding issuance of childcare subsidies for children aged 0–4

Care is expanded from children aged 0 to 2 years, to children aged 0 to 4 years. For those who do not receive public or quasi-public education & childcare services, childcare subsidies are provided as a support measure that reduces parents' childcare burdens.

(2) Family-friendly working environment

Promote workplace mutual help education & childcare services, encourage employer to establish childcare facilities or measures, strengthen the promotion of industrial settlements to provide nursery services, promote the popularization of workplace breast feeding (collection), strengthen labor adjustment application or reduce the protection of rights during work, study the Sex Work Equality Act and promote the work leave for public servants in the unit of hour instead of day.

(3) Child health rights and protection

Include supportive measures for mother and child health care and infertile families during pregnancy and postpartum period. Implement the promotion of child health care and health awareness as well as knowledge, and strengthen the “Social Safety Network Program” to prevent child abuse and negligence. Continue to promote the “Community Care

Service Implementation Plan for Mentally Challenged Children", and the "Children and Youth Future Education and Development Account", etc.

(4) Childbirth-friendly supporting measures

① With regard to residence, newly married couples and those who are nurturing minors will have the priority to rent social housing and receive housing subsidies, etc.

② With regard to rent tax, benefits include the consolidated income tax deduction of the rent and tax concessions, the interest income tax incentives, the social housing as the nursery service, the use of the kindergarten to reduce income tax, business tax, land tax and housing tax, etc.

③ With regard to transportation, through the installation of hardware facilities, such as friendly toilets and access-free environments, a transportation-friendly environment is created. In addition, preferential transportation fare is promoted.

3. Implementation status of the Ministry of the Interior

In the aspect of the “Childbirth and caring friendly supporting measures”, the Ministry of the Interior has two strategies: "Housing Strategy Supporting Childbirth and Caring" and "Encouraging Marriage, Childbirth and Family Education" and the key points are as follows:

(1) Housing Strategy Supporting Childbirth and Caring

① Newlyweds and those with minor children have the priority to rent social housing

- Review of current policy

The Housing Act required at least 30% of social housing to be provided for those who are economically or socially disadvantaged, including low-income households or intermediate-low-income households,

special situation families, have more than 3 minor children, and others who are in the 12 categories approved by the competent authorities. If the conditions for newlyweds or pre-school children (under 6 years old) are not clarified, misunderstanding may be resulted which can prohibit people to receive priority for rent.

- Implementation strategy

- I. The Ministry of the Interior has coordinated with the Linkou World Universiade Social Housing to reserve a certain portion of the housing to provide for people who are eligible to rent. People who are eligible shall be married within 2 years or have pre-school children (under the age of 6). The Ministry will also actively coordinate with the local government to reserve a certain portion of the social housing which will be completed in the future for newlyweds and those with child (depending on the number of children, including infants) to have priority in renting.
- II. The Ministry of the Interior continues to cooperate with local governments and state-owned enterprises to promote social housing. In 2024, the Ministry is expected to achieve the goal of 200,000 social housing units to help low-income households, intermediate-low-income households, minority families, newlyweds, and people who are pregnant or have minor children to reduce their burden of living.

- Implementation status

- I. The Ministry of the Interior implemented the "Social Housing Construction Project" to directly construct 120,000 social housing units and manage the rental for 80,000 private houses. The target is to construct 200,000 social housing units in 2024 to help low-

income families and intermediate-low-income families, minority families, newlyweds and those with minor children to reduce their burden of living.

- II. The "Housing Act" stated that certain proportion of social housing should be reserved for those who do not have household registration in the area but have to live in the area due to schooling and work, which can help young people in reducing their burden of living, increasing their willingness to form families.
  - III. The Ministry of the Interior analyzed the household data of the "Social Housing in Xinglong District 1 of Taipei City". A total of 13 couples were married after completing household registration with a marriage rate of 9.84‰, which is 1.6 times higher than that nationwide. A total of 20 babies were born after house registration with a fertility rate of 15.13‰, which is 1.8 times higher than that nationwide. Social housing allows young families to have a stable place to live, further promoting marriage and fertility rate.
- ② Newlyweds and people with minority child have the priority to receive housing subsidy
- Review of current policy
- In conjunction with the policy for encouraging childbirth, weightings have been added to families with minor children. However, for the application before 2017, fetuses were not included in the calculation of family members as well as population, and weightings were not provided to newly married families.
- Implementation strategy
- I. To encourage childbirth, the Ministry of the Interior has included fetuses as family members regarding as

a minor child since 2018, increasing the chances to meet the acceptance criteria and receiving subsidies.

- II. Also, for the newly married family (married within 2 years before the application date), 2 points are added to the score.

- Implementation status

- I. The “Implementation Program for Integrating Residential Subsidy Resources” conducted by the Ministry of the Interior from July to August each year provides rent subsidies and loan interest subsidies for house self-purchase and repair. All families who meet certain income and property requirements can apply, regardless of their identity.
- II. Due to the limited housing subsidy resources, the Program only planned certain number of households which is based on the evaluation scoring system. In order to help people with minority child have the priority to receive housing subsidy, the current rule gives 2 points for applicant with one minor child and starting from the third child, each child adds 3 points to the score. This allows the applicant with the most minor children to have higher priority.
- III. With regard to interest subsidy, families with more than 3 minor children may apply for the 1<sup>st</sup> category preferential interest rate to reduce their burden of interest.

- (2) Housing strategy supporting childbirth and caring

- ① Increase marriage opportunity

- Review of current policy

Since the people in Taiwan have the tradition to get a job before establishing a family and get married before childbearing, the Ministry of the Interior has actively



organized single match-making activities since 2011. Although only 4,537 quotas were provided due to limited budgets, enthusiastic responses have been received to give a total of 20,107 applications. As of May 2018, 50 couples have been married (both participated in the match-making activity organized by the Ministry of the Interior) and 42 children were born. In order to strengthen the encouragement of the age-appropriate marriage and childbirth, increase the opportunities for singles to get married, and improve the marriage as well as fertility rate in Taiwan, the Ministry of the Interior continues to organize 17 match-making activities in 2018, providing 1,400 quotas.

- Implementation strategy

- I. The Ministry of the Interior continues to conduct match-making activities for singles, expand the number of events, the number of people and loosen the restrictions for the eligibility of participants: The Population Policy White Paper "encourages government units to joint with private corporation to organize match-making activities for singles" and clearly stated that the various departments and agencies of the Executive Yuan have to organize at least 8 match-making activities for singles. The implementation period was from 2010 to 2016. On average, 293 match-making related sessions (events) are held by governmental departments and agencies (including local government), with about 15,726 people participating in the events. In order to improve the chance of marriage for the people in Taiwan, match-making activities for singles will be held continuously in the future. In addition, the number of match-making events will be increased and the requirements for people attending the events will be

relaxed (i.e. changing the match-making for unmarried to match-making for singles, enabling divorced or widowed people to apply for the event), allowing more people to attend the events.

- II. Advocating the idea of simple and modern national wedding: The Ministry of the Interior published in December 2014 the "Equality, Mutual Aid and Tolerant - Modern National Wedding ". The book is divided into concepts, changes, preparations, ceremonies, and instruments, and provides a new concept for people in Taiwan to plan a wedding. The book provides new thinking to improve traditional complicated rituals, and reduce the economic burden of young in getting married, allowing people in general to quickly understand. The simplified version of the content and the practical essence were placed on the website of the Ministry of the Interior. People are welcome to download and use the information. The Ministry of the Interior also required various governmental units to promote the idea of simple and modern national wedding, helping those who want to get married to reduce their fears and obstacles in preparing for the wedding, and have a smooth wedding.
- III. Preparing population education materials: The Ministry of the Interior actively prepares the materials to promote population education. On January 19, 2018, the Ministry of the Interior prepared the education material entitled "Facing the Problem of Population Structure Aging and Fewer children in Taiwan" and requested the Ministry of Education to inform schools and use the materials as reference for promoting population education. In addition, the Ministry of the Interior also prepared the "population education

reading materials", which include celebrity interviews, articles of experts, and comics, showing the 5 major themes of "Fewer children problem and impact", "Population structure aging problem and impact", "Seizing the golden age of childbearing", "Age-appropriate marriage and childbearing, get married while starting a career" and "Men sharing parental responsibility". It is hoped that the material can bring closer population issues and personal relationships, achieving the effect of communication and concept education, and establishing the values of marriage and childbirth for people in Taiwan. The materials can be found in the "Happiness Section" of the website of the Ministry of the Interior for people to see.

- Implementation status

- I. The phenomenon of late marriage and delayed childbirth in Taiwan is becoming more and more serious. The average first-marriage age for people in Taiwan has been increasing. According to the statistical data in 2018, the average first-marriage age for men was 32.5 years old while the average first-marriage age of women was 30.2 years old, and the average age of women with their first childbirth was 30.9 years old. In order to mitigate the impact of the declining birthrate and population aging in Taiwan, we continue to strengthen and create an atmosphere that encourages marriage and childbearing at the right age, allowing more singles who are in their appropriate marriage age to meet someone, which then leads to marriage. The Ministry of the Interior continues to carry out match-making events for singles. By the end of December 2018, there have been 54 couples married (all of them have participated in the match-making events held by the Ministry of

the Interior), and 46 babies were born as a result. In order to strengthen and create the atmosphere that encourages marriage at the right age and increases the number of marriage opportunities for singles who are suitable for marriage, which eventually leads to an increase in marriage rate and fertility rate, the Ministry of the Interior continues to carry out and expand the match-making activities, a total of 18 sessions have been held in 2019 with 1,478 people attending the events.

- II. Preparation of population education materials: The "All-age population education reading materials" were prepared by the Ministry of the Interior. All the contents of the materials were compiled into e-books. Besides sending notification to the Ministry of Education and other related agencies on July 4, 2019, the complete archives were also published in the website of the Ministry of the Interior "Happiness Section", serving as the reference material for the general public.

## **2. Implementaton Of Population Policy Advocacy**

### **(I) Advocacy Implementation over the Years**

Judging by the experiences of the US and European countries, the government alone cannot solve population problems with any one policy; only through arousing our citizens' consensus to face these problems can they be effectively dealt with. Also, scholars from Taiwan studying Japan's countermeasures to its declining birthrate have found that in addition to using features of the system such as "subsidies, allowances, tax savings," and other economic means, the Japanese government's labor policy advocates that enterprises dynamically introduce "flexible working hours, maternity leave, and parental leave," to enhance advocacy and stimulate the general public's attention to a lifestyle attitude which stresses the meaning of life and equilibrium between work and family life.

Because re-examining the meaning of life and attaching importance to family values can raise the level of male participation in child care, redressing the traditional male support role in parenting of the past, it can also reduce the double burden of work and family pressures married professional women are subject to.

Apart from this, during the nation's early promotion of family planning to reach the goal of successful birth control, those in charge realized that they needed to find the right people at the right time to get the message across. Thus, they used the following four channels to achieve their broadcasting and educational results: promotion through the mass media, group education activities, distribution of printed educational materials and individual educational guidance. The results were impressive, and earned the country first place out of over 120 developed and developing nations in the evaluation of the US Population Crisis Committee in 1987, and again in 1992. Population Action International in 1997 also gave Taiwan joint first place (with full marks), along with Hong Kong, Singapore, South Korea and Tunisia, out of a total of 88 countries assessed, leading to allied states dispatching observers to Taiwan in order to learn from our valuable experience in the implementation of population policy.

To allow Taiwan citizens to understand the population issues and the population policies, strengthen their sense of responsibility for the family, the society and the nation, achieve the goal of population policy, promote economic development, and improve social well-being, various population promotion slogans were proposed in the past depending on the population policies at that time. Some of the catchy slogans can still be remembered by many people, such as the "Two children are just right; boys and girls are just as good" (see Table 4-1).

The Ministry of the Interior established the "Ministry of the Interior's Population Policy Advocacy Implementation Plan" in 1986 and assigned November of each year as the Population Policy Advocacy Month. In November, the promotion theme and key items will be determined (Table 4-2) and passed to the municipal and county (city) governments for

#### IV. PRACTICAL IMPLEMENTATION OF POPULATION POLICY

implementation. The propaganda matters will be carried out according to the jurisdiction characteristics of the local government and the targets of implementation. In order to encourage the municipal and county (city) governments to effectively implement the promotion of population policy, the “Ministry of the Interior's Population Policy Advocacy Performance Assessment Guideline” were established in 1989 to recognize the governmental departments (agencies) with excellent performance. In addition, the period from January to October and December of each year was included in 2009 as the routine promotion time, achieving the goal of the population policy.

**Table 4-1: Advocacy Slogans over the years**

Time of Promotion	Content of Slogan
<b>1964</b>	1. Carry out family planning, further family happiness. 2. Carry out family planning, stay young and healthy.
<b>1967</b>	The Five Threes Slogan: “Have the first child after 3 years of marriage, and after 3 more years have one more, don't have more than 3 at the most, and after you're 33 have no more.”
<b>1969</b>	1. Fewer children, more fortune 2. Small family, with lots of happiness
<b>1971</b>	1. Two children are just right, boys or girls are just as good 2. Three, Three, Two, One: “Have the first child after 3 years of marriage, and after 3 more years have 1 more; two children are just right; boys or girls are just as good.”
<b>1990</b>	Marry at the right age, have the right number of children.
<b>1995</b>	The right years for marriage and having children are from 22 years old to 30.
<b>2005</b>	1. Taiwan's new love culture brings us all together. 2. Let's collectively put importance on marriage, family and having children.

<b>2006</b>	<ol style="list-style-type: none"> <li>1. Bring in the next generation, their lives will be even more magnificent.</li> <li>2. Marriage and childbirth let our lives continue.</li> <li>3. Today's happy elderly, are tomorrow's happy you.</li> <li>4. Welcome new residents with open arms, let me help you adapt to life.</li> </ol>
<b>2010</b>	Children -- our best family heirloom
<b>2011</b>	Three, Two, One Slogan: "Have the first child after 3 years of marriage; two children are just right; boys or girls are just as good."

Source: Collated by the Dept. of Household Registration, MOI.

**Table 4-2: Themes and key items of Population Policy Advocacy over the years**

Year	Advocacy Theme	Promotion key items
1997	Improve population quality	<ol style="list-style-type: none"> <li>1. Implement eugenic health</li> <li>2. Strengthen sex education</li> <li>3. Sound marriage and family life</li> <li>4. Physical and mental health care for middle-aged and elderly people</li> </ol>
1998	Improve population quality	<ol style="list-style-type: none"> <li>1. Age-appropriate marriage, moderate birth</li> <li>2. Strengthen teenager sex education</li> <li>3. Middle-aged and elderly people physical and mental health care</li> <li>4. Implement eugenic health</li> </ol>
1999	Improve population quality	<ol style="list-style-type: none"> <li>1. Age-appropriate marriage, moderate birth</li> <li>2. Create perfect and happy family.</li> <li>3. Healthy sex concept for teenagers.</li> <li>4. Physical and mental health care for elderly people.</li> <li>5. Implement eugenic health, improve population quality.</li> </ol>
2000	Maintain a reasonable population growth	<ol style="list-style-type: none"> <li>1. Age-appropriate marriage, moderate birth.</li> <li>2. Two children are just right; boys and girls are just as good.</li> <li>3. Healthy sex concept for teenagers.</li> <li>4. Parenting education.</li> </ol>
2001	Maintain a reasonable population growth	<ol style="list-style-type: none"> <li>1. Age-appropriate marriage, moderate birth.</li> <li>2. Two children are just right; boys and girls are just as good.</li> </ol>

#### IV. PRACTICAL IMPLEMENTATION OF POPULATION POLICY

Year	Advocacy Theme	Promotion key items
		3. Mature and healthy sex concept. 4. Happy marriage, happy family.
2002	Maintain a reasonable population growth	1. Appropriate marriage and childbearing age is 22~30 years old. 2. Moderate birth-Two children are just right. 3. Healthy sex concept for teenagers. 4. Happy and joyful family life.
2003	Maintain a reasonable population growth	1. Appropriate-age marriage and birth, and create healthy sex concept. 2. Care for spouses from foreign countries and Mainland China, implement caring and counseling measures to help them blending into Taiwan's social life.
2004	Pay attention to childbearing, parenting, and education	1. Rebuild childbearing and family values. 2. Both parents take the responsibility of marriage and birth. 3. Cherish life and respect inheritance.
	Care for and adapt multiculturalism	1. Taking "integrating new blood and building a harmonious new society" as the main them of policy. 2. Caring and counseling measures for spouses from foreign countries and Mainland China.
2005	Improve the value system of marriage, family and raising children	1. The essence of marriage is like family business run by husband and wife. 2. Once the trend of "fewer children" is formed, the severity of aging population will increase in the future.
	Heart of Taiwan and new culture to integrate all of us together	1. Implement caring and counseling measures for foreign spouses. 2. Accept multi-cultural trend towards "international family".
2006	Let us provide unlimited love to our future generation	1. Create happy and joyful family 2. Implement sex equality education and cultivate the sentiment to respect life.
	Allow elderly people to have healthy and energetic life	1. Middle-aged and elderly people physical and mental health care. 2. Career plan for senior people; promote leisure life for elderly people.



Year	Advocacy Theme	Promotion key items
	New residents, new society happy together	<ol style="list-style-type: none"> <li>1. Foreign spouse life counseling, language learning and child after-school caring implementation plan.</li> <li>2. Create a harmonious new society with diversity.</li> </ol>
2007	Cherish your love and marriage, children are the treasures	<ol style="list-style-type: none"> <li>1. Cherish your husband/wife; bring love and harmony to your marriage.</li> <li>2. With the nourishing of love, children will have a joyful life.</li> </ol>
	In response to an ageing society	<ol style="list-style-type: none"> <li>1. Encourage senior people to participate in leisure activities and strengthen intergenerational education.</li> <li>2. Protect the elderly of national health activities and improve the quality of life.</li> </ol>
	Welcome new immigration, helping them to adapt the new life	<ol style="list-style-type: none"> <li>1. Strengthen the caring and counseling for new immigration families.</li> <li>2. Improve the value system of citizens for diversified cultures.</li> </ol>
2008	Your lovable child has unlimited hope	<ol style="list-style-type: none"> <li>1. Once the trend of “fewer children” is formed, the severity of aging population will increase in the future. Educate citizens to respect life, and know the responsibilities for future generations.</li> <li>2. Love your husband/wife, share the family chores, raising child is the responsibility of both parents. Encourage parents and children to learn together and grow happily together.</li> </ol>
	Care for senior people today is caring for yourself tomorrow	<ol style="list-style-type: none"> <li>1. Continue to promote adult, middle-aged and elderly people health care programs, strengthen the promotion of disease prevention and home caring measures for elderly people; continue to promote leisure and cultural touring services for elderly people, providing them diverse leisure activities and learning courses.</li> <li>2. Strengthen senior education, build a comprehensive senior education platform through social education networks and family networks, and foster a good attitude towards respecting the elderly people.</li> </ol>
	Welcome new residents, build a new society with diversity	<ol style="list-style-type: none"> <li>1. Strengthen the immigration counseling network and communication platform, strengthen the promotion of various social service resources and service programs for marriage immigrants;</li> </ol>

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Year	Advocacy Theme	Promotion key items
		<p>guide the new residents to activate their economic potential, and cultivate the labor force required for Taiwan's economic development.</p> <p>2. Encourage or support various multicultural promoting activities through many channels, and establish the concept of “ethnic equality, mutual respect and acceptance, and appreciate the richness of multiculturalism”.</p>
2009	Sound marriage and family life	<p>1. Proclaim that marriage is the family business for both husband and wife. It is necessary for both to accept and share the responsibility and joy of marriage and childbearing. Increase marriage rate will have the benefit to improve fertility rate.</p> <p>2. Establish the right concept of marriage and understand the significant impact of divorce on families and individuals.</p> <p>3. Incorporate the values of childrearing and parenting into relevant courses through educational institutions or schools, and advocate the right concept of sex relations and democratic family, guiding young people's perception of marriage.</p>
	Pay attention to the physical and mental health care of middle-aged and elderly people	<p>1. Conduct disease prevention and health promotion measures, continue to promote the health care plans for middle-aged and elderly people, and implement the oral health plans for senior people.</p> <p>2. Promote mobile leisure and recreational touring services and various learning activities for elderly people. Improve the life adjusting ability of elderly people and enhance their satisfaction in life.</p> <p>3. Strengthen the programs for integrating community medical groups, community public health groups, community overall environment creation, and community caring stations, ensuring the health of senior people.</p> <p>4. Strengthen the employment service for middle-aged and elderly people, promoting the employment of middle-aged and elderly people as well as human resources utilization.</p>

Year	Advocacy Theme	Promotion key items
	Create a society with diversified cultures	<ol style="list-style-type: none"> <li>1. Conduct various multicultural life-long learning programs and promotion activities. Foster the values of "Diverse Respect", continuing the original culture of immigrants.</li> <li>2. Construct a multicultural community development environment and promote the interaction between foreign spouses, their families and other members of the society.</li> <li>3. Through school education, actively create a good learning environment to improve the physical and mental development of the new residents' children.</li> <li>4. Strengthen the functions of family service centers in municipalities, and counties (cities) for foreign spouses. Provide professional counseling services, and promote foreign spouse related policies.</li> </ol>
2010	The importance of continuing life	<ol style="list-style-type: none"> <li>1. Proclaim that marriage is the family business of both husband and wife. It is necessary for both to accept and share the responsibility and joy of marriage and childbearing. Increase marriage rate will have the benefit to improve fertility rate.</li> <li>2. Incorporate the values of childrearing and parenting into relevant courses through educational institutions or schools, and advocate the right concept of sex relations and democratic family, guiding young people's perception of marriage.</li> <li>3. Promote and implement the concept of child protection, and fully advocate the positive education of "no physical punishment".</li> </ol>
	Care for the vitality and health of middle-aged and elderly people	<ol style="list-style-type: none"> <li>1. Strengthen the promotion of middle-aged and elderly people's health knowledge and common sense. Promote the concept of disease prevention and oral health care for senior people.</li> <li>2. Actively promote the concept of "senior learning" and encourage life-long learning for middle-aged and elderly people.</li> <li>3. Advocate the concept of middle-aged and elderly people participating in volunteer services, allowing them to contribute their</li> </ol>

#### IV. PRACTICAL IMPLEMENTATION OF POPULATION POLICY

Year	Advocacy Theme	Promotion key items
		professional knowledge and enrich their life after retirement, while promoting the use of middle-aged and elderly human resources.
	New residents, new motivation, creating a happy new world	<ol style="list-style-type: none"> <li>1. Strengthen the promotion of various social service resources and service programs for marriage immigrants. Assist them in overcoming life obstacles and improving life satisfaction.</li> <li>2. Educate citizens to show respect to the original culture of new residents and promote the tolerance of multiculturalism, deeply embedding the concept of "Ethnic equality, mutual respect and acceptance".</li> </ol>
2011	The importance of life inheritance	<ol style="list-style-type: none"> <li>1. Proclaim that marriage is the family business of both husband and wife. It is necessary for both to accept and share the responsibility and joy of marriage and childbearing. Increase marriage rate will have the benefit to improve fertility rate.</li> <li>2. Incorporate the values of childrearing and parenting into relevant courses through educational institutions or schools, and advocate the right concept of sex relations and democratic family, guiding young people's perception of marriage.</li> <li>3. Promote and implement the concept of child protection, and fully advocate the positive education of "no physical punishment".</li> </ol>
	Pay attention to the physical and mental health care of middle-aged and elderly people	<ol style="list-style-type: none"> <li>1. Strengthen the promotion of middle-aged and elderly people's health knowledge and common sense. Promote the concept of disease prevention and oral health care for senior people.</li> <li>2. Promote the concept of healthy living and assist elderly people to age successfully.</li> <li>3. Actively promote the concept of "senior learning" and encourage life-long learning for middle-aged and elderly people.</li> <li>4. Incorporate aging knowledge into Education for All, creating an elderly friendly concept and society.</li> </ol>
	New residents, new motivation, creating beautiful future life	<ol style="list-style-type: none"> <li>1. Strengthen the promotion of various social service resources and service programs for</li> </ol>

Year	Advocacy Theme	Promotion key items
		<p>marriage immigrants. Assist them in overcoming life obstacles and improving life satisfaction.</p> <p>2. Educate citizens to show respect to the original culture of new residents and promote the tolerance of multiculturalism, deeply embedding the concept of "Ethnic equality, mutual respect and acceptance".</p> <p>3. Construct a diverse learning environment and cultivate students to have the potential for diverse development. Enrich the multicultural society, and embrace the diverse values of human beings.</p>
2012	Sustainable management of life	<p>1. Promote the value of marriage and family and encourage single young people to get married and have children in time to increase the rate of marriage and fertility.</p> <p>2. Advocate sex equality and emphasize the fact that girls are as good as boys to ensure balance of sex ratio.</p> <p>3. Promote and implement the concept and practice of child protection and deliver the message that children are future citizens to protect children's rights and enhance children's values.</p>
	Active aging, enjoy the aging life	<p>1. Strengthen the awareness and common sense of preventive health care for elderly people. Encourage elderly people to participate in health promotion activities, allowing them to have a healthy life.</p> <p>2. Encourage elderly people to participate in life-long learning, which improves their ability to adjust their living and improve their quality of life.</p> <p>3. Advocate the correct aging knowledge to the public, promoting generation integration, and creating a elderly friendly social environment for senior people.</p>
	New residents, new motivation, no gap between each other's way of living	<p>1. Strengthen the promotion of various social service resources and service programs for marriage immigrants. Assist them in overcoming life obstacles and improving life satisfaction.</p>

#### IV. PRACTICAL IMPLEMENTATION OF POPULATION POLICY

Year	Advocacy Theme	Promotion key items
		2. Build a multicultural learning environment, cultivate the values of "diverse respect" for our citizens, continue the original culture of immigrants, and enrich the multicultural society.
2013	Pay attention to family value and life inheritance	<ol style="list-style-type: none"> <li>1. Improve marriage opportunities and rebuild family values. Increase the match-making opportunities for single men and women to improve marriage rate. Rebuild family values, and actively promote marriages.</li> <li>2. Advocate sex equality and emphasize the fact that girls are as good as boys to ensure balance of sex ratio.</li> <li>3. Strengthen the promotion of human rights for children and adolescents. Combine various local society groups to carry out propaganda activities in various forms throughout the nation to strengthen the awareness of citizens on children protection and human rights.</li> </ol>
	Create an active and healthy life for elderly people	<ol style="list-style-type: none"> <li>1. Create multiple opportunities of social participation and leisure activities for elderly people. Enhance the life adjusting ability of elderly people to improve their quality of life.</li> <li>2. Provide a life-long learning environment for elderly people to meet the needs of re-education and learning; offer the right aging knowledge to the general public, promote generation integration, and create an elderly friendly social environment for senior people.</li> <li>3. Actively encourage elderly people to participate in volunteer services. Effectively use the human resources of the elderly people. Promote intergenerational mutual aid and social integration. Build elderly people's trust in the community to eliminate social isolation and alienation.</li> <li>4. Maintain the physical activity of elderly people. Reduce health risk factors, promoting a healthy diet and balanced nutrition. Avoid the abuse of substances such as tobacco and alcohol. Establish correct ways of taking medications to</li> </ol>

Year	Advocacy Theme	Promotion key items
2014		delay aging and enable elderly people to live a healthy life.
	Mutual aid and harmony to create a diverse world	<ol style="list-style-type: none"> <li>1. Strengthen the promotion of various social service resources and service programs for marriage immigrants. Assist them in overcoming life obstacles and improving life satisfaction.</li> <li>2. Educate citizens to show respect to the original culture of new residents and promote the tolerance of multiculturalism, deeply embedding the concept of "Ethnic equality, mutual respect and acceptance".</li> </ol>
	Pay attention to marriage and family values	<ol style="list-style-type: none"> <li>1. Promote the family education on sex equality, learn to manage marriage, pay attention to and rebuild family values, and promote the image of happy family for young people.</li> <li>2. Advocate sex equality and emphasize the fact that girls are as good as boys to ensure balance of sex ratio.</li> <li>3. Improve the workplace environment and work style, promote equality in the workplace. Promote flexible working hours to achieve work-family balance.</li> </ol>
	Maintain the vitality, dignity and autonomy of elderly people	<ol style="list-style-type: none"> <li>1. Strengthen the awareness of preventive health care for elderly people and helping them to maintain their physical and mental health, in order to achieve independence, autonomy, and delayed aging in their daily routines, realizing a healthy life.</li> <li>2. Integrate private resources to provide activities suitable for elderly people. Create multiple opportunities of social participation and leisure activities for elderly people. Enhance the life adjusting ability of elderly people to improve their quality of life.</li> <li>3. Offer the right aging knowledge to the general public, promote generation integration, and create an elderly friendly social environment for senior people.</li> </ol>
	Build a harmonious and diverse society	<ol style="list-style-type: none"> <li>1. Actively use the power and experience of private local groups to provide appropriate life care counseling services for elderly people to</li> </ol>



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Year	Advocacy Theme	Promotion key items
		<p>overcome life barriers and improve their life satisfaction.</p> <p>2. Encourage public and private sectors to organize various new resident related cultural activities, strengthen the promotion of immigrants' contribution to Taiwan's society and economy, increase the interaction between our citizens, foreign spouses and their families, and create a friendly environment for marriage immigration.</p> <p>3. Strengthen the promotion for employers that when they are recruiting employees, they should treat the new residents equally as our citizens. Do not discriminate against them in order to increase the Labor force participation rate.</p>
2015	Create a society with happy marriage, a willing to give birth and able to raise children	<p>1. Promote sharing the responsibility of family work and child care, and reshape the family value of love and care.</p> <p>2. Continue to advocate sex equality and emphasize the fact that girls are as good as boys to ensure balance of sex ratio.</p> <p>3. Strengthen the promotion of the correlation between fewer children with individuals, businesses and nation, and encourage family value activities.</p>
	Create a friendly environment for elderly people	<p>1. Strengthen the knowledge and services of preventive health care for elderly people and improve the ability of elderly people to adjust their living to ensure the dignity and physical and mental health of elderly people.</p> <p>2. Build a friendly living environment for elderly people and create a society that is non-discriminatory and friendly for elderly people.</p> <p>3. Provide multi-learning channels and resources for elderly people, and encourage life-long learning for elderly people to improve their quality of life.</p>
	Create a happy and harmonious home	<p>1. Assist immigrants to learn Chinese language and social culture, and strengthen their environmental adaptability to improve their life satisfaction.</p>



Year	Advocacy Theme	Promotion key items
		<ol style="list-style-type: none"> <li>2. Strengthen the employability of immigrants to increase the Labor force participation rate of new residents.</li> <li>3. Educate our citizens' understanding, respect and appreciation for the culture of other countries to build a multicultural society.</li> </ol>
2016	Creating the society of "happy to marry, willing to have children and able to support them."	<ol style="list-style-type: none"> <li>1. Re-creating love marriage and family values, improving the advocacy of family importance on oneself and the nation.</li> <li>2. Improving marriage opportunities, promoting the correct concept of proper-age marriage and birth.</li> <li>3. Promoting sex equality and emphasizing the idea of "both boy and girl are perfect" to enable sex balance.</li> <li>4. Improving the advocacy of birth importance on oneself, corporations and the nation.</li> <li>5. Creating a child-friendly, elderly-friendly and new resident-friendly living environment.</li> <li>6. Strengthening the safeguard of citizen's life, and property.</li> </ol>
	Creating a multicultural homeland	<ol style="list-style-type: none"> <li>1. Promoting multicultural respect, creating a friendly residence and living environment, and assisting new residents with special needs.</li> <li>2. Improving the advocacy of increasing support to new residents and their children to increase competitiveness.</li> <li>3. Encouraging foreign students to work in Taiwan, recruiting diverse professional talents.</li> </ol>
2017	Good planning for age-appropriate marriage and childbirth will ease the raising of children	<ol style="list-style-type: none"> <li>1. Enhance marriage opportunities, pay attention to family values, and implement age-appropriate marriage to make the society sustainable.</li> <li>2. Emphasize the fact that girls are as good as boys to ensure balance of sex ratio.</li> </ol>
	Convenient and safe environment, making both young and old to feel at ease	<ol style="list-style-type: none"> <li>1. Encourage the improvement of access-free environments in private buildings and national parks, and enhance the space quality of friendliness and convenience.</li> </ol>

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Year	Advocacy Theme	Promotion key items
		<ol style="list-style-type: none"> <li>Promote residential fire protection equipment and fire alarms to create a safe and secure living environment.</li> <li>Strengthen the safety of senior people to avoid becoming victims of crime.</li> </ol>
	New vitality of new residents, new potential for diverse development	<ol style="list-style-type: none"> <li>Advocate the importance of paying respect to multiculturalism and help new residents in special situations, creating a friendly and diverse environment.</li> <li>Strengthen the promotion of empowerment programs for new residents and their children to enhance competitiveness.</li> </ol>
2018	Both son and daughter are treasures, no worry in child caring and military service	<ol style="list-style-type: none"> <li>Support child-caring families, continue the future of society</li> <li>Both son and daughter are treasures, keep sex ratio in balance</li> <li>Family-friendly military service system, no worry in child caring and military service</li> </ol>
	Work hard for social housing and urban renewal, which makes childcare easy	<ol style="list-style-type: none"> <li>Social housing and rental management policy, safeguard minority's living rights</li> <li>Encourage childbirth and three generations under one roof for more benefits in housing subsidy</li> <li>Urban renewal talent cultivation and education promotion, support automatic renewal, expand urban renewal promotion power</li> <li>Create an age-friendly living environment and access-free environment for National Parks</li> </ol>
	Be friendly to the neighboring new resident, have global perspective to work hard for the economy	<ol style="list-style-type: none"> <li>Assist new residents to adapt new life in Taiwan, promote harmony between society and family</li> <li>Promote the cultivation of new residents' children, trigger the potential in international development</li> </ol>
2019	Marriage and childbearing at the right age to have a happy family	<ol style="list-style-type: none"> <li>Appropriate age for marriage to seize the golden period for childbearing.</li> <li>Friendly military recruiting system to achieve balance between family and military service.</li> <li>Boys and girls are all treasures, and child caring is the happiest moment.</li> </ol>

Year	Advocacy Theme	Promotion key items
	Housing policy helps families, friendly environment suitable for all ages	<ol style="list-style-type: none"> <li>1. Social housing, house rental and managing, and housing subsidies work together to encourage marriage and childbirth for better living.</li> <li>2. Subsidies for building renovation to improve the quality of living and the environment.</li> <li>3. Create elderly-friendly and safe buildings, overhangs of storefronts, welfare agencies and national parks.</li> </ol>
	New inhabitants are the local gems, overseas Chinese staying in Taiwan to make contributions	<ol style="list-style-type: none"> <li>1. Help new inhabitants with special circumstances to create a friendly and diverse environment.</li> <li>2. Digital and diverse learning to empower connection to the world</li> <li>3. Overseas Chinese talents staying in Taiwan, amend laws and regulations to make it easier.</li> </ol>
2020	A commitment to care for each other with love; marriage and childbirth at appropriate ages for less stress	<ol style="list-style-type: none"> <li>1. Full support for youth marriage and childbirth at appropriate ages; completing life goals as soon as possible</li> <li>2. Mutual respect for different sexual orientations; boys and girls alike are both treasures.</li> <li>3. National service system that allows caring for a family; reducing men's military service childcare burdens.</li> </ol>
	Social housing and rental to make a home; a good life and environment at every age	<ol style="list-style-type: none"> <li>1. Autonomous urban renewal &amp; rebuilding, and apartment subletting &amp; management services, to reshape the quality of life.</li> <li>2. Social housing and housing stipend policies that support married and child-raising families.</li> <li>3. Building comfortable, convenient, barrier-free buildings, roads, and National Park environments.</li> <li>4. Scientific disaster prevention to double effects with half the effort; protecting safe living at every age.</li> </ol>
	Working together to train new immigrants; keeping and training talent to create new elites	<ol style="list-style-type: none"> <li>1. Assistance for new immigrants in special circumstances, to be better assured living in Taiwan.</li> <li>2. Strengthened education for children of new immigrants, to lay a foundation for training national talent.</li> </ol>

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Year	Advocacy Theme	Promotion key items
		<ol style="list-style-type: none"><li>3. Relaxed regulations for overseas Chinese and foreign talent to come and stay in Taiwan, to create an environment friendly for retaining talent.</li><li>4. Lessening the new immigrant digital divide; improving new immigrants' information literacy.</li></ol>

Source: Collated by Dept. of Household Registration, MOI.

#### **(II) Explanation of the changes in the population policy of the Ministry of the Interior and the implementation status**

To implement the practice of related population policy measures, to resolve the tight position that only one single bureau is handling population policies in Special Municipalities, Counties (and Cities), and to strengthen the communication, coordination and cooperation between units in the Executive Yuan and local governments to enable effective population policy promotion, the Executive Yuan issued the “Implementation Key Points on the Communication, Coordination and Cooperation of Population Policies among Affiliated Bodies under Executive Yuan” on May 20, 2015. It not only stated the purpose of the implementation key points and the operational scope of the National Development Council and the Ministry of the Interior, but also specified the issues that central authorities and local governments have to handle, including the establishment of two-way communications and informing reporting systems, and stipulated methods to review and examine implementation progress. In addition, since the "Board of Population and Talent Policy Establishment Guideline, Executive Yuan" was amended to the "Board of Population Policy Establishment Guideline, Executive Yuan" in 2016, the related regulations of the "Population Policy Coordination and Implementation Guideline for Various Units of the Executive Yuan" were amended on December 16 2016. The key points can be seen in “Appendix 2 -- Related Population Policy Legal Regulations.”

In accordance with the above-mentioned implementation key points, the Ministry of the Interior also reviewed the “MOI Population Policy

Advocacy Implementation Plan” and the “MOI Population Policy Advocacy Assessment Key Points” and made amendments to issue the “MOI Promoting Population Advocacy Measures Advocacy Implementation Plan” and the “MOI Promoting Population Policy Measures Advocacy Assessment Key Points” on December 25, 2015. In the amendments, the advocacy items performed by the Special Municipalities, Counties (and Cities) will focus on the relevant measures promoted by the Ministry of the Interior. Moreover, the original assessment basis for quantification calculation was modified into qualification assessment, based on encouraging innovation and cross-bureau, division collaboration. In addition, the local governments were encouraged to be creative in developing more effective and resource-integrated population policy measure advocacy. The above-mentioned advocacy implementation plan and assessment key points can be seen in “Appendix 2 -- Related Population Policy Legal Regulations.”

The amended regulations were implemented since 2016. After each individual local government submitted its annual population policy measure advocacy implementation plan, the Ministry of the Interior will review it and send back suggestions based on the population statistical data, and then the local government will carry out the plan. Among these, the local governments of Taoyuan City, Taichung City and Hsinchu County established cross-bureau division platforms or meetings for population policy. Also, many local governments incorporated urban development and transportation related bureaus and divisions into this platform, hoping to improve adolescent and senior people’s living conditions via measures such as social housing and rent subsidies. These measures had been originally carried out separately by the Civil Administration, Health and Social Bureau.

In 2020, the M.O.I. conducted a performance evaluation of local governments’ 2019 implementation achievements, and selected 11 local governments with excellent performance. Among them 4 local governments achieved outstanding performance: New Taipei City Government, Taipei City Government, Keelung City Government, and

Penghu County Government. A review of the results showed that a number of local governments have established convenient mobile services and integrated portal websites for childbirth/parenting welfare-related information and new resident related services, and have even provided multi-language versions of their websites. This effectively attained the goal of integrated marketing and promotion for all the different local resources. A number of local governments are also combining innovative elements such as annual events, innovative pop, picture books, boardgames, religious & folk traditions, and indigenous characteristics, or are combining the local forces of neighboring communities to jointly carry out promotion activities. All this effectively expands the scope of promotion and increases promotional exposure.

**Table 4-3: Performance evaluation results of the implementation achievements in the promotion of population policy measures conducted by the Ministry of the Interior in 2019**

Division	Outstanding performance (excellent) local government
1 <sup>st</sup> Division (Special municipalities)	New Taipei City Government ( Outstanding performance ) Taipei City Government ( Outstanding performance ) Taoyuan City Government
2 <sup>nd</sup> Division (Counties and cities with population greater than 500 thousand people)	Hsinchu County Government Changhua County Government Yunlin County Government Pingtung County Government
3 <sup>rd</sup> Division (Counties and cities with population less than 500 thousand people)	Yilan County Government Taitung City Government Keelung City Government ( Outstanding performance )
Offshore islands of Taiwan	Penghu County Government ( Outstanding performance )

### 3. Target Values for the Nation's Marriage and Childbirths

For the benefit of weighing up future population policy promotion work, the Ministry of the Interior has made reference to the standards of other countries, and starting out from the perspective of population policy, included factors such as the extension of our citizens' life expectancy, to then set the following marriage and childbirth index targets values for the country.

#### (I) Target Values for the Crude Marriage Rate

After reaching a peak of 11.83‰ since 1947, Taiwan's crude marriage rate fell consistently to its lowest point of 5.07 ‰ in 2009, with the arrival of the Year of the Solitary Phoenix. Since 2011 is the Centennial year of the Republic of China, symbolizing the “One Hundred Years of Goodness ”to bring good luck to marriage, the crude marriage rate was increased to 7.13‰. The crude marriage rate reached 6.32‰ in 2013. Referring to the data of the Department of Statistics of the Ministry of the Interior, the marriage rate in Taiwan is higher than that of most major countries in the world. This was because our citizens still have the concept of marrying first, then having children, unlike other countries where children born outside marriage are more accepted, or where there are marriages along with co-habitation systems (such as France and Canada).

The target value of crude marriage rate for 2014 was determined. The marriage age for most people in Taiwan over the past years was in the range of 15 to 49 years old. However, the population of such age group continues to decrease and the degree of reduction is increasing. Observing the crude marriage rate from 2004 to 2013, except the crude marriage rate in 2009 (inauspicious year for marriage) and 2011 which were not included in the calculation due to large deviation of the values, the average crude marriage rate for the rest of the years was 6.17‰. Moreover, the total population in 2024 estimated by the National Development Council showed no growth, implying that maintaining the crude marriage rate at current level is quite difficult. Therefore, the target value of crude marriage rate is set at 6.0‰.



The crude marriage rate in Taiwan in 2018 was 5.74‰, which has declined compared with 5.84‰ in 2017 and 6.31‰ in 2016. This is due to the rapid industrial development and the improvement in female education level, leading to changes in the idea of marriage and childbirth for the people in Taiwan. Therefore, it is necessary to strengthen the promotion of population and family education, consolidate the consensus of the people in Taiwan, and rebuild the values of marriage and family in order to increase the willingness of people to marry and have children, thereby increasing the fertility rate.

#### **(II) Target Values for the Number of Children Born**

When the Executive Yuan published its White Paper in 2008, the Vision section stated it was expected that by 2015, Taiwan's total fertility rate would return to the standard level of births for OECD countries of 1.6 children (284,300 children). Considering that the number of women with childbearing age (age 15 to 49) in Taiwan is decreasing gradually, even though the birth rate is maintained at current levels, the number of births will still decrease. Hence, in 2013, an amendment to the White Paper's Vision was approved beyond the Vision and set the target total fertility rate, and the target 10-year average annual number of children born at 180,000 children to be included in the President's Golden Decade National Vision, which was arrived at based on the use of this indicator.

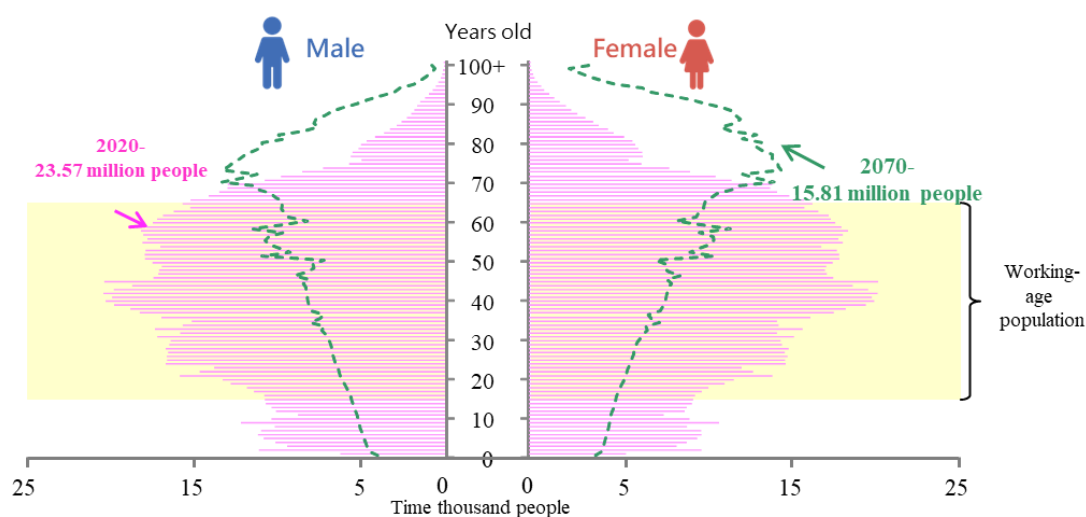
By considering Taiwan's conditions and related indicators, such as fertility rate, and referring to international experience, in order to increase Taiwan's total fertility rate in 2030 to 1.4 people, the Executive Yuan continues to promote childbirth related policies in recent years. For example, the "Program for improving childbirth and caring environment" was promoted in 2016 to strengthen the cooperation mechanism between families, communities, employers and the government, and implement the three strategies of "Public child education and caring popularization", "Balancing work and family" and "supporting childbirth and family parenting", increasing the willingness of people in Taiwan to "give birth to child and care for the child".



In accordance with the goal of “improving the fertility rate”, set in the Countermeasures Against the Declining Birthrate in Taiwan (2018–2022), former Premier of the Executive Yuan Lai Ching-Te proposed the “Sustainable Population” policy during an Executive Yuan press conference on December 27, 2017, targeting children with an age from 0 to 2 and 2 to 5 to promote public pre-school (i.e., community public kindergartens, public kindergartens and non-profit kindergartens) and quasi-public pre-school (collaboration between government and private kindergartens) policy, and expanding the distribution of childcare allowances to reduce the burden of parenting in order to achieve the goal of an increasing fertility rate. As for the goals and schedule for increasing the fertility rate, it is expected that by 2030, Taiwan's total fertility rate can reach 1.4.

## V. FUTURE POPULATION GROWTH PROJECTIONS

Based on the 2019 population statistical data, the National Development Council (NDC) has produced projections and basic data on long-term population composition. According to indications from the NDC's "Population Projections for the R.O.C. (Taiwan): 2020–2070", in 2020, the birthrate will be less than the death rate, and the population will begin to naturally decrease. In addition, due to the impact of the COVID-19 pandemic, social increase (which is primarily driven by international migration) has been both difficult to maintain, and unable to make up for the rate of natural decrease. It is projected that in 2020, Taiwan's population will begin to show negative growth. It is also projected that Taiwan's population structure will change from a lantern shape (that is, with an abundant young workforce and small numbers of people in the high and low age brackets), to a top-heavy, bottom-light inverse-bell population age structure (Chart 5-1) by 2070. Here is the analysis of the future population changing trends made according to the Medium projection data.



**Chart 5-1 2020 and 2070 population pyramid - Medium projection**

Source: National Development Council, "Population Projections for the R.O.C. (Taiwan): 2020–2070".

# 1. Population Change Trends

Taiwan's population reached a peak of 23.6 million in January, 2020. According to projections, the population will next begin to show negative growth, with a decrease to 23.57 million by the end of 2020, and shrinking to 15.81 million by 2070. (Table 5-1)

**Table 5-1 Overview of total population – Medium projection**

Statistic	End of 2020	End of 2070
Population (As compared with 2020)	23.57 million	15.81 million Decrease of 7.757 million Decrease of 32.9%

Source: National Development Council, “Population Projections for the R.O.C. (Taiwan): 2020–2070”.

The birth rate will fall from 2020's 7.0‰, to 5.0‰ by 2070 (Table 5-2); while the death rate over the same period will rise year by year from 7.9‰ to 20.6‰. In other words, the number of births will fall from 2020's 164,000 children, to about 80,000 children by 2070, while over the same period, the number of deaths will rise year by year from 186,000 people to 328,000 people.

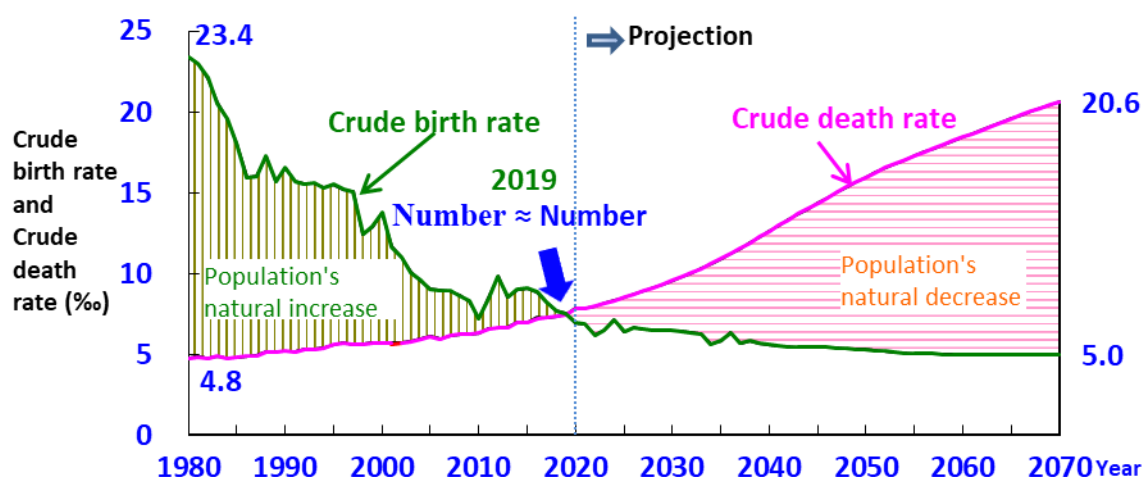
**Table 5-2 Birth rate and death rate – Medium projection**

Statistic	2020	2030	2040	2070
Birth status				
Birth figure (Compared to 2020)	0.164 million people -	0.150 million people Decrease of 0.014 million people	0.124 million people Decrease of 0.040 million people	0.08 million people Decrease of 0.085 million people
Crude birth rate	7.0‰	6.5‰	5.6‰	5.0‰
Total fertility rate	1.00 people	1.10 people	1.19 people	1.20 people
Death status				
Death figure (Compared to 2020)	0.186 million people -	0.222 million people Increase of 0.036 million people	0.281 million people Increase of 0.095 million people	0.328 million people Increase of 0.143 million people
Crude death rate	7.9‰	9.6‰	12.6‰	20.6‰

Source: National Development Council, “Population Projections for the R.O.C. (Taiwan): 2020–2070”.

#### IV. PRACTICAL IMPLEMENTATION OF POPULATION POLICY

The total increase in 2019 was 14,000 people. The population began to show negative growth (of 32,000) in 2020, and is expected to show a decrease of 232,000 by 2070. The natural increase in 2019 was 1000 people; this became a decrease of 21,000 in 2020, and is expected to be 249,000 by 2070. The social increase in 2019 was 13,000; in 2020, with the impact of COVID-19, this became a decrease of 10,000. In 2070, it is expected to climb back to 16,000. (Chart 5-2 and Table 5-3)



**Chart 5-2 Birth rate, death rate and natural increase rate trends - Medium projection**

Source: National Development Council, “Population Projections for the R.O.C. (Taiwan): 2020–2070”.

**Table 5-3 Overview of Population Changes – Medium Projection**

Units: 10,000 persons

Statistic	2019	2020	2070
Total population increase (A-B+C)	1.4	-3.2	-23.2
Natural increase (A-B)	0.1	-2.1	-24.9
Births (A)	17.8	16.4	8.0
Deaths (B)	17.6	18.6	32.8
Social increase (C)	1.3	-1.0	1.6

Explanation: “Social increase” refers to change in the population with household registration due to factors other than birth, death, and other natural causes. Social increase is primarily due to international migration.

Source: National Development Council, “Population Projections for the R.O.C. (Taiwan): 2020–2070”.

## 2. Age of population and dependency rate in three stages

Table 5-4 and Chart 5-2 show the changing trends in the age three stages of the population (child, young able-bodied and elderly). Of these, the 15-64 year-old able-bodied population (also known as the working-age population) reached a peak of 17,370,000 people in 2015, and then began to decrease. It is expected that the population will decline to 7,830,000 people in 2070, compared with 2020, the number of people decreased by nearly 53.5%. In the child population (age 0-14) continues to decrease from 1984, decreased from 2,960,000 in 2020 to 1,410,000 in 2070, a reduction of 52.4%. The elderly population (those aged 65 or more) continues to increase, by 2017, the size of the elderly population will exceed that of the child population. This population will increase from 3,780,000 people in 2020 to 6,580,000 people in 2070, compared with 2020, an increase by 0.74 times.

The 0-14years-old child proportion of the population will fall from 2020's 12.6% to 8.9% by 2070; secondly, the 15 year-old to 64 year-old able-bodied population fallen from 2020's 71.4% to 2070's 49.5%; further, 2020's 65 years old or more elderly proportion of the population of 16.0% will increase to 41.6% by 2070. The future composition of the population will change from one in which every 4.5 able-bodied persons support 1 elderly person in 2020, to one in which every 1.2 able-bodied persons will support 1 elderly person by 2070, an increasingly heavy burden of dependency.

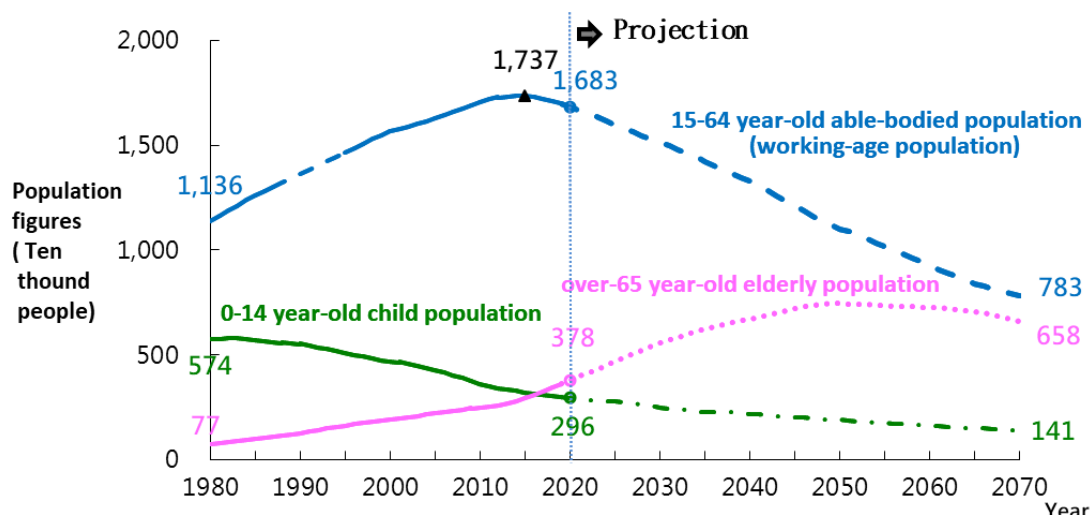
**Table 5-4 Age of population and composition in three stages- Medium projection**

Statistic	2020		2070	
	Population figures (Ten thousand people)	Portion of total population (%)	Population figures (Ten thousand people)	Portion of total population (%)

## IV. PRACTICAL IMPLEMENTATION OF POPULATION POLICY

Medium projection	Child population (0-14 years-old)	296	12.6	141	8.9
	Able-bodied population (15-64 years-old)	1,683	71.4	783	49.5
	Elderly population (those aged 65 or more)	378	16.0	658	41.6

Source: National Development Council, "Population Projections for the R.O.C. (Taiwan): 2020–2070".



**Chart 5-3 Population change trends in three stages - Medium projection**

Source: National Development Council, "Population Projections for the R.O.C. (Taiwan): 2020–2070".

### 3. Changes in the preschool and school-age population composition

#### (I) Preschool Population (0-5 years-old)

With the decrease in the number of births, the future 0 to 5 years-old preschool population will consequently also decrease. In the 2020 school year, the preschool population is 1,172,000, 20 years later (2040 school year), it will have decreased by 356,000 persons to 816,000 persons, which is 69.6% compared to 2020.

#### (II) School-age population (6-21 years old)

In the 2020 school year, the 6 to 21 years-old school-age population is 3,581,000 people. Twenty years later (2040 school year), it will have decreased by 1,037,000 people. Of this, the 6 to 11 years-old elementary

school population will reduce by 294,000 persons (a reduction of 24.4%), the 12 to 17 junior high/ senior high school-age population will reduce by 318,000 persons (a reduction of 24.9%), and the 18 to 21 university age population will reduce by 424,000 persons (a reduction of 38.7%), which is less than 70% of the population for the 2020 school year.

**Table 5-5 Preschool and school-age population figures in the future 10 and 20 years- Medium projection**

Statistic		2020 school year (Ten thousand people)	2030 school year (Ten thousand people)	2040 school year (Ten thousand people)	Change in 2020-2030 school year		Change in 2020 -2040 school year	
					No. of People (Ten thousand people)	Change rate (%)	No. of People (Ten thousand people)	Change rate (%)
Medium projection	0-5 year-old preschool -age population	117.2	93.6	81.6	-23.6	-20.1	-35.6	-30.4
	6-21 year-old school- age population	358.1	301.1	254.4	-57.0	-15.9	-103.7	-29.0
	6-11 year-old (elementary school)	120.5	99.2	91.1	-21.3	-17.7	-29.4	-24.4
	12-17 year-old (junior high/ senior high school)	127.9	123.2	96.1	-4.7	-3.7	-31.8	-24.9
	18-21 year-old (university)	109.6	78.7	67.2	-30.9	-28.2	-42.4	-38.7

Source: National Development Council, "Population Projections for the R.O.C. (Taiwan): 2020–2070".

#### 4. Composition trends in the population of women of childbearing age<sup>22</sup>

The number of women of childbearing age will drop from 2020's 5,680,000 people, to 2,330,000 people by 2070, a fall of more than 50%; the proportion of the population will fall from 47.8% of the total population to 28.4%. A factor directly influencing the number of births, apart from the number of women and their standard of fertility, is the composition of the population of women of childbearing age. Due to fewer children, the age distribution of childbearing women has an increasing trend. In 2020 the 25-39 years-old age group accounts for the largest number of women of childbearing age, which is 43.8%. The proportion will be reduced to 42.9% in 2070. The proportion of the 40-49 years-old age group women among

<sup>22</sup>Refers to women with age 15-49 regardless of their marriage or childbirth status.

childbearing age women will increase year by year, from 33.8% to 34.2%. (Table 5-6)

**Table 5-6 Age composition in the population of women of childbearing age - Medium projection**

Statistic		2020			2070		
		No. of People (Ten thousand people)	Female Portion of total population (%)	Portion of women of childbearing age (%)	No. of People (Ten thousand people)	Female Portion of total population (%)	Portion of women of childbearing age (%)
Medium projection	<b>Total</b>	<b>568</b>	<b>47.8</b>	<b>100.0</b>	<b>233</b>	<b>28.4</b>	<b>100.0</b>
	15-24 year-old	127	10.7	22.3	53	6.5	22.8
	25-39 year-old	249	20.9	43.8	100	12.2	42.9
	40-49 year-old	192	16.2	33.8	80	9.7	34.2

Source: National Development Council, "Population Projections for the R.O.C. (Taiwan): 2020–2070".

## 5. Composition trends in the working-age population

Taiwan's working-age population has started to decrease after reaching its peak in 2015. It is expected that the population will decrease from 16,830,000 people in 2020 to 7,830,000 people in 2070. With respect to the composition of the age groups, the decreasing trend of the 15 to 44 years-old age group and the increasing trend of the 45 to 64 years-old age group will be seen. From 2007, the population of the 45 to 64 years-old age group exceeded that of the 15 to 29 years-old age group and the 30 to 44 years-old age group, becoming the major working-age population in Taiwan. In the future, the trend towards a higher age group will become more obvious. The proportion of the 45 to 64 years-old age group in the working-age population will increase from 42.1% in 2020 to 48.1% in 2070, suggesting that about half of the working population will be in the mid-high age group. (Table 5-7)



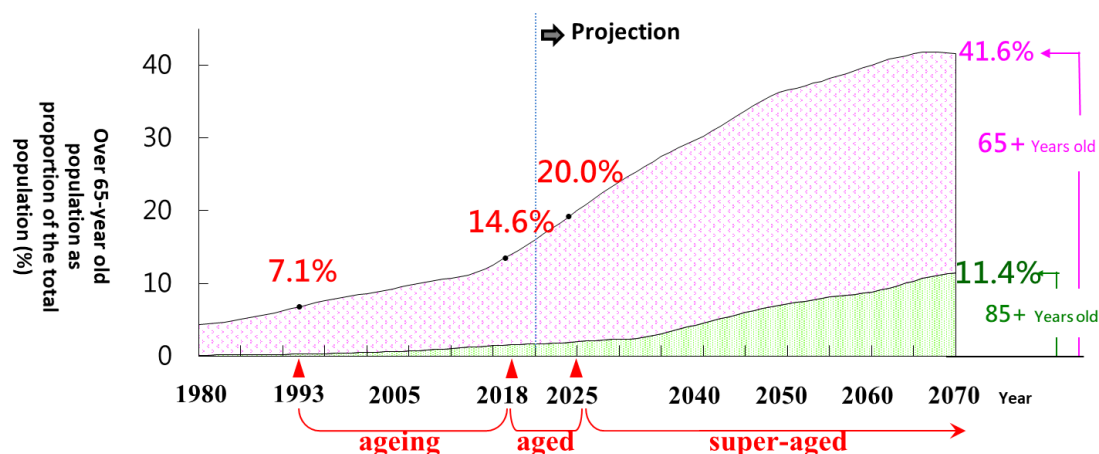
**Table 5-7 Age composition of the working-age population - Medium projection**

Statistic		2020			2070		
		No. of People (Ten thousand people)	Portion of total population (%)	Portion of working-age population (%)	No. of People (Ten thousand people)	Portion of total population (%)	Portion of working-age population (%)
Medium projection	<b>Total</b>	<b>1,683</b>	<b>71.4</b>	<b>100.0</b>	<b>783</b>	<b>49.5</b>	<b>100.0</b>
	15-29 year-old	425	18.0	25.2	179	11.3	22.8
	30-44 year-old	550	23.3	32.7	228	14.4	29.1
	45-64 year-old	709	30.1	42.1	377	23.8	48.1

Source: National Development Council, "Population Projections for the R.O.C. (Taiwan): 2020–2070".

## 6. Composition Trends in the Elderly Population

By 1993, Taiwan's elderly proportion of the population already exceeded 7% of the total, making the country an aging society; In March 2018 this proportion will be over 14%, making the country officially enter an aged society, it is expected that by 2025 this proportion will exceed 20%, making the country a super-aged society (Chart 5-4).

**Chart 5-4 Aging timescale - Medium projection**

Source: National Development Council, "Population Projections for the R.O.C. (Taiwan): 2020–2070".

In the future, people 65 years of age or more as a proportion of the total population will continue to increase year by year, and this will lead Taiwan to become a super-aged society. The proportion of people 65+ is projected to increase from 16.0% in 2020 to 41.6% by 2070, meaning that 4 out of 10 people will be 65 years old or more. The number of 65- to 74-year-olds as a proportion of the elderly age group will decrease from 62.3% in 2020 to 36.5% in 2070. The proportion of the 85 year-old+ age group will increase from 10.3% in 2020 to 27.4% in 2070, meaning that 3 out of 10 elderly people will be 85 years old or more (i.e., super-aged elderly people). (Tables 5-7 & 5-8)

In 2020, the aging index was 127.6. Due to the trend of fewer children and an aging society, in 2070, the aging index will reach 466.4, meaning that the elderly population will be 4.7 times higher than the child population.

**Table 5-8 Aging index and middle-age - Medium projection**

Year	Elderly population as proportion of total population <sup>1)</sup> (%)		Aging index <sup>2)</sup>	Middle-age (years)
	65+	85+		
2020	16.0	1.6	127.6	42.7
2030	24.0	2.3	222.5	48.4
2040	<b>30.2</b>	<b>4.6</b>	<b>305.9</b>	<b>52.7</b>
2050	36.6	7.2	393.5	56.0
2060	40.0	8.8	446.4	58.5
2070	<b>41.6</b>	<b>11.4</b>	<b>466.4</b>	<b>58.2</b>

Source: National Development Council, "Population Projections for the R.O.C. (Taiwan): 2020–2070".

Explanation: 1. "Elderly" refers to the population 65 or older; "child population" refers to the population aged 0 to 14.

2. "Aging index" = (Population 65 or older/population 0 to 14) × 100 = (Elderly population/child population) × 100.

**Table 5-9 Age composition of the elderly population — Medium projection**

Year	Elderly Population of 65-year-old and over (Ten thousand people)			
	Total	65-74 year-old young elderly people	75-84 year-old elderly people	85 years old or more, super-aged elderly people
2020	378	236	104	39
2030	557	320	184	53
2040	670	315	254	102
2050	746	343	255	147
2060	726	284	283	160
2070	658	240	237	180
Year	Age distribution percentage (%)			
2020	100.0	62.3	27.4	10.3
2030	100.0	57.4	33.1	9.5
2040	100.0	47.0	37.9	15.1
2050	100.0	46.0	34.2	19.7
2060	100.0	39.1	38.9	22.0
2070	100.0	36.5	36.1	27.4

Source: National Development Council, “Population Projections for the R.O.C. (Taiwan): 2020–2070”.

## 7. Record of major population index milestones

- 1984** Total births fall below 2.055 per woman, less than the population replacement rate of 2.1.
- 1989** Total population surpasses 20 million; median age 27.0.
- 1990** Working age (15–64) population accounts for more than  $\frac{2}{3}$  of total population; dependency ratio less than 50.
- 1993** Elderly population (those aged 65 or more) accounts for more than 7% of total population; Taiwan officially becomes an **aging society**.
- 1997** 18-year-old (college admission age) population reaches height of 410,000.
- 2010** Total fertility rate drops to historic low of 0.895 per woman.
- 2015** Working age (15–64) population reaches height of 17.37 million.
- 2016** 18-year-old (college admission age) population dips lower than

#### IV. PRACTICAL IMPLEMENTATION OF POPULATION POLICY

	300,000.
<b>2017</b>	Aging index higher than 100; Taiwan's elderly population outnumbers the child population, becoming a major target for support by the working age population.
<b>2018</b>	Elderly population (those aged 65 or more) accounts for more than 14% of total population; Taiwan officially becomes an <b>aged society</b> .
<b>2019</b>	Total population reaches its peak of 23.6 million.
<b>2020</b>	Deaths outnumber births; natural increase becomes negative, and total population begins to show negative growth.
<b>2025</b>	Elderly population (those aged 65 or more) accounts for more than 20% of total population; Taiwan officially becomes a <b>super-aged society</b> .
<b>2027</b>	18-year-old (college admission age) population falls below 200,000 for the first time.
<b>2028</b>	Working age (15–64) population accounts for less than $\frac{2}{3}$ of total population; dependency ratio exceeds 50.
<b>2031</b>	A majority of women are 50 years of age or more.
<b>2034</b>	1 out of every 2 people in the country age 50 years of age or more (median age is 50.4).
<b>2040</b>	Elderly population (those aged 65 or more) accounts for more than 30% of total population; working age (15–64) population falls below 60%; every 2 people in the working age population are supporting 1 elderly person.
<b>2045</b>	1 out of every 3 people is an elder aged 65 or more.
<b>2050</b>	Elderly population (those aged 65 or more) reaches peak of 7.46 million.
<b>2052</b>	Total population dips below 20 million.
<b>2054</b>	Births dip below 100,000.
<b>2060</b>	Deaths reach a peak of 336,000, 1.8 times the figure for 2020.

Source: National Development Council, "Population Projections for the R.O.C. (Taiwan): 2020–2070".

## VI. CONCLUSION

Population is one of the key elements for building a nation. Due to changes in society as well as the idea of marriage and childbearing in recent years, the population problem in Taiwan has become worse. The Population Policy is the basic national policy for solving population problems and should be adjusted depending on objective as well as subjective conditions such as international political & economic situations, the domestic social & economic environment, and the demographic structure. Currently, the biggest challenge of the government in Taiwan is how to carefully formulate a suitable population policy by considering factors such as economics, society, education, culture, land planning, optimal total population, and demographic changes in order to meet the goals of our nation and the interests of the citizens.

Due to Taiwan's limited lands, natural resources, the weak global economic growth, the continuous falling of agricultural, industrial raw material and crude oil prices, the crowding out effect of China's supply chain independence & international competition, and the industry facing international competition, as well as the population issues such as a low fertility rate, aging population and foreign population migration etc., these not only affect Taiwan's economic development, but also have an impact on the life and living standards of people in Taiwan. The "Republic of China Population Policy Guidelines" is the guiding principle for formulating national population policy. Since its promulgation in 1969, it has been adjusted and revised several times in accordance with the developing trend of Taiwan's population structure, acting as the government's long-term policy emphasis to respond to the low fertility rate, population aging, foreign population immigration and economic development issues.

The change of the population structure towards a declining childbirth and aging society is a common problem faced by countries worldwide. It involves a wide range of issues; hence it is difficult to solve the problems involved in a short period of time. It is the responsibility of the government

## VI. CONCLUSION

to require all its relevant departments and agencies to implement the "Republic of China Population Policy Guidelines" and related programs to achieve the goal of maintaining a reasonable demographic structure, improving the quality of the population, safeguarding labor rights and interests, expanding labor involvement, improving social safety networks, implementing gender equality, promoting ethnic group equality, promoting rational population distribution, improving immigration policies, and safeguarding the rights and interests of citizens, continuously proposing more advanced and comprehensive plans. In addition, the consensus and efforts of our citizens are also indispensable. Therefore, it is important to allow citizens to understand the significance and importance of our population policy, and work together to achieve success.