



人才循環大聯盟
TALENT CIRCULATION ALLIANCE

人才循環大聯盟白皮書

Talent Circulation Alliance White Paper



TALENT CIRCULATION ALLIANCE

Talent is the prerequisite for realizing virtually all of Taiwan's economic policy objectives, including transitioning to an innovation-based economy, internationalizing Taiwan's workforce, and becoming a digital nation. To help reach those goals, the Talent Circulation Alliance (TCA) was jointly launched last year by the American Institute in Taiwan (AIT) and the Taiwanese authorities as a public-private partnership. AmCham Taipei is a member of the Alliance.

The core question is how can Taiwan cultivate a sufficiently deep pool of internationally oriented and technologically savvy talent to realize its key economic goals?

To try to answer that question, TCA – in partnership with AmCham Taipei – over the past 10 months has collected input from industry leaders, academics, government officials, foreign missions, civil society, and the general public through conferences, roundtables, meetings, and on-line digital dialogues. This document consolidates the input gained from these engagements into actionable policy steps.

The short answer is that Taiwan needs to transform itself into an “international talent hub.” Taiwan has few natural resources, but it has an abundance of talented people. If the people of Taiwan are equipped with the necessary skills and then connected to the world, Taiwan will naturally succeed and be able to chart its own future for decades to come.

Becoming an international talent hub depends on encouraging the robust circulation of talent between Taiwan and other open-market, democratic societies. Historically, much of Taiwan's top talent first gained experience abroad and then returned to succeed in government, industry, academia, and civil society. The current challenge is to re-create that success story for the digital age.

This white paper, the first of what will be an annual exercise, makes five key recommendations: Develop a national strategy for talent circulation, facilitate international academic exchange, leverage foreign talent already in Taiwan, encourage the free circulation of startup talent, and increase the participation of women in Taiwan's professional life.

In this inaugural white paper, the recommendations are intentionally higher level and directional to help establish the initial contours of talent policy. After publication, the TCA intends to convene multi-stakeholder working groups throughout the year with representatives from government, industry, academia, and civil society to further explore how to best put the recommendations into effect.

Suggestion 1: Empower the Office of the Vice Premier to develop and implement a National Strategy for Talent Circulation.

Talent circulation policy can be viewed across four dimensions: sending Taiwanese abroad to gain experience (outbound), bringing international talent to Taiwan (inbound), better leveraging foreign talent already in Taiwan (integration), and raising the skills or participation of Taiwan's workforce (upgrading). Any coherent national strategy on talent must comprehensively address all four dimensions with a single vision.

The TCA's proposed vision for Taiwan is simple: Just as the Taiwan Semiconductor Manufacturing Corp. (TSMC) revolutionized the semiconductor industry by becoming the world's foundry, Taiwan can transform itself into an innovation-based economy by becoming the world's talent hub.

At present, talent policy is fragmented and siloed across various ministries, with little coordination or overall direction. Becoming an international talent hub will require close collaboration among the Ministry of Economic Affairs (MOEA), Ministry of Science and Technology (MOST), National Development Council (NDC), Ministry of Foreign Affairs (MOFA), and Ministry of Education (MOE), among others.

Within Taiwan's administration, only the Office of the Vice Premier or above would have the power to develop a national talent circulation strategy and direct interagency cooperation to implement that strategy. The TCA recommends that Taiwan's national strategy, under the direction of the Vice Premier, be based on four main pillars:

Pillar 1: Internationalize Taiwan's workforce.

The most effective means of countering Chinese efforts to isolate Taiwan economically and diplomatically would be to internationalize Taiwan's workforce. Doing so depends primarily upon three things:

First, become a bilingual nation as quickly as possible. English should be the official language of work for all critical sectors, especially technology, finance, export-oriented industries, and the central government. Taiwan lags far behind both Singapore and Hong Kong in English proficiency, which makes it harder to do international business with Taiwan. All externally facing documents – such as those related to visas, banking, business regulations, and labor law – should be made available in English on easy-to-navigate and modernized websites. In particular, the public sector should move towards becoming an English-language environment, with performance evaluations based partly on English proficiency.

Second, Taiwan should significantly expand the opportunity for Taiwan students to gain educational and professional experience abroad. The biggest obstacle to studying abroad is that the cost is out of reach for all but the wealthiest families. The solution is for the Taiwan authorities to provide government-backed student loans to cover the full cost of attendance for any Taiwan student gaining admission to a top-200 university anywhere in the democratic world. To incentivize students to return to Taiwan after their studies (or post-graduation internship opportunities), income-based repayment programs could be put in place upon return. The U.S., Singapore, and other countries have similar programs. This alone would be the single most important measure Taiwan could adopt to ensure a continuous stream of internationally minded workers circulating abroad and then coming back to help build Taiwan's future.

Third, prioritize the cultivation of internationally connected and tech-savvy workers. Taiwan's human resources are its most valuable asset, but Taiwan needs to equip its workforce with strong communication and leadership skills and encourage its talent to develop an international mindset and seek international

opportunities. In this digital age, government should provide companies, especially small and medium-sized enterprises, with necessary assistance to embrace digital transformation and attract the best domestic and international talent.

Pillar 2: Attract more talent from abroad.

Make it easy for foreign talent to come and work in Taiwan. Taiwan should move toward free labor mobility with all like-minded countries in the region to take advantage of global supply chain restructuring. Access to a deep pool of local talent is arguably the most important thing world-class technology firms consider when evaluating where to do business.

Taiwan is quite weak at marketing itself internationally as a destination for foreign talent. The current recruitment efforts have been limited and the administrative processes are overly complicated. In particular, Taiwan should liberalize its rules regarding recognition of foreign professional skill certificates.

Further, Taiwan should encourage the return of many of the estimated 720,000 Taiwanese working abroad, half of them in China. Taiwan's number-one priority in talent circulation policy should be development of an integrated strategy to market Taiwan to its diaspora and provide incentives for them to come back.

In seeking to attract talent from abroad, Taiwan should specifically target junior and second-tier talent. Although there is fierce global competition for the world's top talent, hardly anyone is targeting junior and second-tier talent. This creates an opening for Taiwan. Bringing in junior talent will pay dividends for decades to come, as in their later career they will build upon the connections made in their early years.

Taiwan should guarantee professional internships for all international students studying at Taiwan's major universities. In addition, Taiwan should capitalize on China's increasing hostility to foreigners by providing affordable and accessible ways for foreigners to learn Chinese and gain professional experience in Taiwan. Increasing the number of English-speaking interns in Taiwanese businesses could

help improve the English-language ability of the workforce and deepen its international outlook.

Second-tier global talent is still highly capable and often more willing to work hard to succeed. Taiwan has excellent potential for becoming a hub for talent from South and Southeast Asia, as well as for high-income countries' professionals in technology and research. Taiwan's Gold Card should be substantially expanded to allow for easy access by second-tier talent.

Pillar 3: Close the international/domestic compensation gap.

The number-one obstacle to retaining Taiwan's top talent and attracting the world's talent to come to Taiwan is the huge disparity in salaries, even adjusting for cost-of-living differences. The income gap can best be narrowed by making it easier both for foreign talent to come to Taiwan and for domestic talent to go abroad. Both put upward pressure on salaries as firms seek to attract higher-priced foreign talent and deter domestic talent from leaving.

Taiwan can compensate for its low salary level with non-monetary considerations such as its outstanding public healthcare, clean environment, friendly people, superior labor conditions, robust democracy, and progressive values. The more Taiwan improves its working conditions, such as working hours, anti-discrimination laws, and labor protection, the more talent will naturally want to work here. Strengthening unions and collective bargaining by labor can help improve working conditions; teaching international best practices in business schools can help improve corporate cultures.

Taiwan should double-down on its robust democracy and progressive values, such as respect for LGBT rights, since creative minds tend to be attracted by progressive values. Similarly, Taiwan should focus on attracting social entrepreneurs wishing to pursue social innovation. Taiwan can brand itself as a global hub for social entrepreneurship aiming to reinvent society, not just attract more workers.

Pillar 4: Prioritize attracting R&D investments.

Innovative investment naturally flows to where the talent is, and talent naturally gravitates towards where the investment money is placed. This dynamic is particularly true for research and development. Besides pursuing free trade and investment agreements, Taiwan should unilaterally liberalize its investment regime with an emphasis on attracting R&D investments. The government could offer tax incentives and subsidies for foreign companies that set up R&D labs in Taiwan, thus increasing the number of cutting-edge jobs most attractive to top talent.

When more international firms set up R&D centers in Taiwan, both salaries and work culture will improve automatically, and local firms will be first to capitalize on new innovations. Further strengthening of Taiwan's intellectual property protections and the rule of law will make it a natural destination for future R&D labs.

Taiwan can become a world leader in targeted niches. It is too small to be the best at everything, but it can become the world's leader in specific sectors or technologies. Three current stand-out areas are semiconductors, biomedical, and hardware-software integration. Taiwan's continued global lead in semiconductors is not assured without sustained effort and innovation. The government should partner with Taiwan's most successful semiconductor firms to incubate new semiconductor-related startups, spinning off the most successful ones.

Similarly, Taiwan's top universities should transform themselves into startup incubators. Joint business and engineering programs need to be created, and closer ties developed with leading universities in the U.S. to bring new education models to Taiwan.

Suggestion 2: Expand opportunities for academic exchange.

Remove restrictions on English teachers. To become a bilingual nation, Taiwan will need a sufficiently large and capable pool of English teachers. Currently many restrictions prevent the full utilization of potential teachers. For example, the

Fulbright Foundation's English Teaching Assistants should be given the opportunity to teach in local schools beyond their current maximum two-year grant without a teaching certificate or advanced degree. They already know Taiwan and will become more effective over time.

Additionally, the rules should be relaxed to allow experienced teachers of English to secure work visas and be allowed to teach in Taiwan's local schools with a combination of a bachelor's degree and at least one year of classroom experience. Foreigners should also be allowed to legally teach English to Taiwanese kindergarten students so instruction can begin at an early age.

Remove restrictions on hiring foreign teachers for subjects other than English.

In order to produce internationally minded students, we also urge a revision in regulations to permit the hiring foreign teachers to teach all subjects, not just English. Similarly, eligibility to teach in public schools should no longer be limited to those with teaching certificates, but instead be opened to "teachers of practice" who have relevant professional experience. Further, Taiwan's education system should prioritize the development of critical thinking and an international outlook from the very beginning.

Make it easy for Taiwan teachers to gain overseas training and experience. The authorities should encourage local teachers to receive overseas training or professional development. Dis-incentives should be removed by ensuring that retirement benefits, health insurance, and job security are not jeopardized during their time away. Currently, teachers must delay retirement one year for every year spent abroad. Incentives to pursue continuing education opportunities can be provided through extended leaves, monetary rewards, promotion opportunities, and so forth.

Internationalize higher education. Taiwan should aim to position itself as a global hub for high-tech education by offering advanced courses in English at its top universities in such subjects as semiconductors, biomedical, AI, and hardware-software integration. Doing so would attract students from all over the world who are unable to attend U.S. or European universities. The academic freedom in Taiwan is a strength in fostering research in natural and applied sciences and the social sciences.

Internationalizing Taiwan's higher education depends fundamentally upon attracting international professors.

The government should support Taiwan universities to upgrade the benefits to foreign faculty and promote cooperation with foreign universities to bring international scholars to Taiwan. Colleges and universities need to be able to offer competitive compensation packages to foreign scholars, whether through public-private partnerships (donors, alumni gifts, etc.), creative scheduling such as intensive winter-break or summer programs, and cost-sharing arrangements with foreign universities. The funding for Taiwan post-doctoral researchers at international institutes is currently insufficient to cover basic living expenses. Moreover, the process for recruiting foreign professors is burdened by bureaucratic inefficiency and inflexibility, requiring multiple approvals and lead times of 12 to 18 months.

Coordinate efforts to overcome internal conflicts among government agencies. MOE, MOST, and institutions such as Academia Sinica target a similar pool of scholars and offer similar benefits packages attract them. Better coordination of the various programs operated by different government agencies would bring better utilization of government budgets.

Suggestion 3: Actively leverage foreign talent already in Taiwan.

Taiwan faces an extreme talent shortage, but the substantial foreign talent already on the island can go a long way in filling this gap. Taiwan should be more confident in welcoming foreign talent to Taiwan, recognizing that it is not a zero-sum competition with the local workforce.

Pass a new foreign-talent-friendly immigration law. We look forward to enactment of the proposed New Economic Immigration Bill, which is still in the drafting stage and may come up for consideration by the Executive Yuan later this year. Our hope is that provisions will be added to make it easier to integrate foreign talent already in Taiwan. Potentially the law could solve a number of direct impediments to foreign employment and employability that have been highlighted in TCA consultations.

Most urgently, the bill should address hiring restrictions that create challenges for foreign job seekers, HR managers, and hiring companies. Currently, the achievement of certain revenue benchmarks determines the number of visas a company may sponsor. That system is especially limiting for startups at a time when various Taiwan cities and counties are working to stimulate startup activity.

For job seekers, the bill would remove the requirement of either holding a master's degree (or Ph.D.) or having a minimum of two years of relevant work experience, a stipulation that doesn't apply to Taiwanese job seekers. As Taiwan continues to experience "brain drain" – with hundreds or even thousands of Taiwan's top university graduates going abroad each year to seek more lucrative work, often in China – making it easier for companies to hire the talent they want not only serves to internationalize the workforce, but also provides counterbalance to the loss of outgoing junior-level talent. This loss of junior and middle-management talent is especially significant given the rapid aging of Taiwan's working population.

Actively promote available government programs. More needs to be done to increase awareness of Taiwan's programs for specialized visas, grants, scholarships, and other programs. At meetings with government and NGO representatives, the TCA frequently heard that it is costly and difficult to attract professionals from other countries (especially higher-earning countries) to take advantage of Taiwan's many programs aimed at skilled professionals and entrepreneurs. At the same time, many students, professionals, and entrepreneurs who already live in Taiwan would love to stay and make their careers and businesses here but are largely unaware of the available supportive programs.

In a private survey in 2019-2020 by All Hands Taiwan of more than 1,000 foreigners living in Taiwan, 50.3% of respondents said they hadn't heard of the Gold Card and 43.1% were unaware of the Entrepreneur Visa. In fact, since the Entrepreneurship Visa program's launch in 2015 it has attracted a mere 245 applicants, with 213 accepted.

We urge the responsible offices to adjust the marketing budgets and scope for all visa, grant, and scholarship programs aimed at internationalization so as to make more resources available to promote these options to foreign students and professionals already living in Taiwan. Targeting this group, which is eager to stay in Taiwan, will offer a greater return on investment and increase enrollment in

these programs. These are people who likely already love Taiwan. Making these programs better known to them will enable them to help spread the word when interacting with peers in the global business community and when traveling for business or to events around the world.

Suggestion 4: Encourage the free circulation of startup talent.

An innovation-based economy depends fundamentally on having a robust, internationally connected startup ecosystem. It is therefore vital to remove restrictions and create incentives to encourage the free circulation of startup talent.

Startups with international connections and international team members are more likely to succeed in global markets. At the 2018 Global Entrepreneurship Congress Plus, the Taiwan authorities proposed creation of a “G-Asia pass,” which would extend national treatment to foreign startup talent. While reciprocal arrangements with other regional partners would be ideal, Taiwan should be willing to unilaterally offer such treatment to all foreign startup talent willing to base some or all of their activities in Taiwan.

Further, Taiwan should extend the Gold Card program to foreign startup talent and devise other incentives to attract such talent. These incentives could include tax reductions (perhaps in proportion to the number of local jobs created), a flexible regulatory environment through sandboxes to enable disruptive innovation, and reduced educational costs for their children.

Taiwan could also host a Tier One global startup conference, with winners eligible for a Gold Card and other financial support to start their businesses in Taiwan. And the government could offer subsidies to Taiwan startups with good prospects for “going global” to help with payment of angel fund or venture capital management fees. Taiwan should focus mainly on attracting talent from Southeast Asia by providing scholarships as well as support in terms of work opportunities and branding.

Build bridges with overseas innovation hubs. The government should actively pursue closer collaboration between Taiwan and U.S. tech industries, including liberalization of laws regarding foreign investment, tech licensing, and establishment of foreign tech subsidiaries or branch offices in Taiwan. Inspiration

can be drawn from the “Real Israel” and “La French Tech” programs. Startup promotion should be viewed as an element of diplomatic policy, harnessing the diaspora working in startups around the world to speak up for Taiwan.

The Industrial Technology Research Institute, Institute for Information Industry, and Taiwania Capital should significantly expand their efforts aimed at connecting Taiwan innovators with their foreign counterparts, especially in the U.S. To help raise awareness of innovations taking place in Taiwan, startup founders and other professionals should receive subsidies for giving talks at or participating in international startup conferences. Public and private investment from Taiwan in U.S. technology firms should be strategically deployed with an aim of creating employment opportunities for Taiwanese talent in those firms.

Suggestion 5: Increase the participation of women in Taiwan’s professional life.

The talent shortage in Taiwan could most easily be addressed by increasing the participation of women. Ample research from the World Bank, the United Nations, and economic scholars confirms that increasing the participation of women leads to higher corporate returns and better development outcomes.

Regard the rate of women’s participation as an indicator of good corporate governance. Taiwan’s government should actively enforce legislation requiring all publicly traded companies to have at least one woman on the board of directors. Companies failing to comply should be subject to fines. Inclusion of women on corporate boards, even of small and medium-sized enterprises, is key to accelerating the trend toward creating better work-life integration in business environments.

The NDC should take a leading role and use its funds to narrow the gap of gender bias in the venture capital and finance industry. The National Development Fund could be used to support the inclusion of a female partner on boards of directors to realize the vision of “inclusive capitalism.” The Financial Supervisory Commission and the MOEA could highlight corporate governance in both publicly traded companies and SMEs.

Aim policy at life and work “integration” rather than life and work “balance.”

Working parents require more flexibility in their work schedules to take care of their child-rearing obligations. However, current law makes it difficult for working parents to work part-time, which often forces women to either give up their careers or forego having children, thus exacerbating Taiwan’s already low fertility rates.

Revision of the Labor Standards Law is recommended to formalize the concept of work and life integration and pay due attention to the role of parents. For example, Sweden allows parents to share 480 days of paid paternal leave before the child reaches the age of eight, with 90 of those days reserved for the second parent to help break down gender imbalance in child-raising responsibilities.

Supportive government policies and advocacy can help break down systemic barriers and cultural norms within companies. The government could conduct an annual life-work-integration survey to identify obstacles and measure progress, and it could run an annual competition – with financial rewards – recognizing those companies that exemplify best practices for promoting a family-friendly corporate culture. Rules should also seek to protect the rights of fathers and encourage them to assume a greater role in child-rearing as a means of breaking down stereotypical gender roles and sharing the social burden.

Actively highlight women role models. Visible role models are critical for inspiring greater women’s participation. Finding and highlighting role models across a wide variety of fields can inspire more women to follow similar paths. The government should sponsor or subsidize workshops aimed at breaking down personal barriers, enhancing skills, and overcoming unconscious bias. Mentorship programs should be developed to match successful women with younger rising stars. Taiwan should organize an annual International Women’s Empowerment Summit to bring international women role models to Taiwan to share experiences and enable Taiwan to showcase its leading role in Asia as a female- and family-friendly work environment. Doing so will help attract outstanding female talent to spread their wings in Taiwan.

人才循環大聯盟 (TCA)

「人才」是實現台灣所有經濟政策目標——包括轉型為以創新為基礎的經濟體、使台灣勞動力更加國際化、以及成為數位國家——的必備條件。為協助達成上述目標，美國在台協會 (AIT) 與台灣各機關在 2019 年共同推出了「人才循環大聯盟計畫」 (TCA) 。 TCA 是一項公私部門合作夥伴關係，台北市美國商會亦為聯盟的成員之一。

台灣應該如何培養與國際接軌並精通科技的龐大人才庫，以實現其主要的經濟目標呢？這是最核心的問題。

為尋找解答，TCA 在過去十個月與台北市美國商會合作，透過研討會、圓桌論壇、小型會議與線上數位對話，收集了產業界領袖、學界、政府官員、外交使節團、公民社會與社會大眾的意見。本白皮書綜合上述活動中所收集之各種意見，彙整出幾項可行的政策步驟。

精簡版的答案是，台灣需要將自己轉型為一個「國際人才中心」。雖然台灣自然資源有限，但卻擁有大量優秀人才。若台灣人民能夠具備必要技能且與國際接軌，台灣自然就能成功，並具備規劃自己數十年未來的能力。

台灣能否成為國際人才中心，取決於能否與其他開放市場和民主社會間，積極鼓勵人才循環。從過去經驗來看，許多台灣高階人才都是先在國外累積經驗，然後才回到台灣的政府、產業、學界和公民社會大放異彩。目前的挑戰是，如何在數位世代再創這樣的成功故事。

未來將會每年例行發行，本年度為首次發行之白皮書，提出五項重要建議，即：建立人才循環的國家級政策、促進國際學術交流、善用已身處台灣的外國人才、鼓勵新創人才的自由循環、以及增加台灣職場中女性的參與率。

此首部 TCA 白皮書，刻意著重訂立較高層級與大方向的建議，以幫助建構人才政策的初始架構輪廓。白皮書出版後，TCA 希望在全年與政府、產業界、學界和公民社會代表合作，召集由多方利害關係人組成之多個工作小組，深入探討如何以最佳方式落實上述建議。

建議一：授權行政院副院長辦公室發展並實施「人才循環的國家級政策」

人才循環政策橫跨四個面向：送台灣人出國汲取經驗（向外）、引進國際人才來台（向內）、善用已身處台灣的外國人才（整合）、以及提升台灣勞動力的技能與參與（升級）。要制定協調連貫的國家人才策略，就必須從單一視角，全面考量上述四個面向。

TCA 為台灣提出的願景很簡單：正如同台積電 (TSMC) 透過成為世界級的晶圓大廠，並革新半導體產業；台灣也可以透過成為國際人才中心，將自身轉型為以創新為基礎的經濟體。

目前，人才政策散落在不同部會間各自為政，僅見少數協調與整體大方向規劃。台灣要成為國際人才中心，需要經濟部、科技部、國發會、外交部、教育部和其他部會間彼此密切合作。

在台灣的行政體系中，只有行政院副院長辦公室或更高層級，才有能力擘劃國家級人才循環政策，並且主導跨部會合作，以落實該項政策。爰此，TCA

建議在行政院副院長的領導下，以下列四大主軸為基礎，訂定台灣的國家級人才循環政策：

主軸 1：國際化台灣勞動力

要對抗中國在經濟和外交上對台灣的孤立，最有效的方式就是促使台灣的勞動力更加國際化。能否達成這項目標主要取決於以下三件事情：

第一，儘速成為雙語國家。英語應該成為所有關鍵產業（特別是科技、金融、出口導向產業）及中央部會的正式工作語言。台灣在英語能力上，大幅落後新加坡和香港，這使得在台灣進行國際商務往來時，面臨更多的困難。所有的對外文件（例如簽證、銀行業務、商業法規和勞動法規相關者），應於容易瀏覽且現代化的網頁中，提供英文版本。特別是公部門應朝向全英語環境發展，並以英文能力作為績效考核的部分依據。

第二，台灣應大幅拓展機會，讓更多台灣學生出國獲取教育與專業工作經驗。對於並非出身富裕家庭的人而言，出國留學的最大障礙是難以支付高昂的費用。解決方法是，由台灣主管機關提供由政府出資的學生貸款，提供給獲得民主世界中、排名前 200 名大學之入學資格的台灣學生，支付全額學費。為提供誘因、鼓勵學生在學業（或畢業後的實習）結束後回到台灣，本政策可制定學子回台後的「依收入為基礎的還款計畫」。美國、新加坡及其他國家都有類似政策。這是台灣能夠採取的措施中，最為重要的一項政策建議，它能確保台灣具備國際化思維的勞動力持續不斷前往世界各地取經，並在之後回台，打造台灣的未來。

第三，優先培養與國際連結並精通科技的人才。台灣的人力資源是其最有價值的資產，但台灣需要使其勞動力具備出色的溝通能力與領導能力，並鼓勵其人才培養國際化思維，並爭取國際機會。在這個數位時代，政府應該提供企業（尤其是中小企業）必要的協助，以迎向數位轉型，並吸引最優秀的國內外人才。

主軸 2：吸引更多海外人才

讓外國人才更容易來台灣工作。台灣應與本區域內所有理念相近國家合作，利用全球供應鏈重組的機會，一起促使勞動力流動更加自由。連結厚實的本地人才庫，可說是世界級科技公司評估在何處營業時，最重要的考量因素。

台灣並不擅長向國際行銷自己、吸引外國人才前來，相關作為並不理想。目前在招募人才方面的努力有限，且行政程序太過繁瑣。台灣尤其應該鬆綁關於認證外國專業技能證書的相關規定。

此外，台灣應該鼓勵約 72 萬名在海外工作的台灣人回台（其中有半數在中國）。台灣人才循環政策的首要任務，就是要制定一項向散居世界各地台灣人，行銷台灣的整合性策略，並提供他們回台的誘因與獎勵措施。

為了吸引更多海外人才，台灣應該特別鎖定初階和中階人才。儘管在國際上爭取世界高階人才方面競爭激烈，然而卻鮮少有人鎖定初階和中階人才，而這為台灣創造了一個大好機會。引入初階人才的紅利會在未來數十年間慢慢浮現，因為他們日後的職涯，將會以他們在人生早期所建立的人脈為基礎。

台灣應該為在台灣主要大學就讀的所有國際學生，保障專業實習機會。另外，台灣應該利用中國對外國人逐漸升高的敵意，提供外國朋友可負擔且可行的方式，讓他們來台灣學習中文，並獲取專業工作經驗。增加台灣企業裡講英語的實習生人數，將可幫助提升勞動力的英語能力，並深化其國際視野。

中階國際人才也非常有能力，且通常更願意為成功而更加努力工作。台灣有很大潛力，能夠成為匯聚南亞和東南亞人才、及高收入國家科技和研究專業人才的中心。台灣應該大幅增加「就業金卡」的發放，以方便中階人才申請來台。

主軸 3：縮小國際和國內的薪資報酬差距

留住台灣高階人才和吸引國際人才來台灣的最主要障礙就是，即使考量了生活成本差距而調整計算，台灣與其他地方的薪資落差仍舊非常巨大。要縮小所得落差，最好的方式就是讓外國人才來台灣及台灣人才出國都能變得更加容易。上述兩種作法皆能成為挹注薪資成長的動力，因為企業會藉由提高薪資吸引高薪外國人才，並阻止台灣人才出走。

台灣可以利用非貨幣福利，例如優秀的公共衛生醫療、乾淨的環境、友善的人民、卓越的勞工條件、蓬勃的民主和進步的價值觀，來補償其較低的薪資水準。當台灣愈加改善其工作環境，例如工作時數、反歧視法規和勞工保障，自然就會有更多的人才想要來這裡工作。加強工會功能和鼓勵勞資集體協商，可以幫助提升工作條件；在商學院中教授國際上的最佳案例則可幫助提升企業文化。

台灣應該加倍重申其蓬勃穩固的民主與進步的價值觀，例如對同志權利的尊重，因為有創意思維的人更容易被進步的價值觀所吸引。同樣地，台灣應該聚焦於吸引那些追求社會創新的社會企業家。台灣可以將自身定位為全球社會企業的中心，不僅要吸引更多工作者，還要力求重塑社會。

主軸 4：優先吸引研發投資

創新投資會自然流向人才的所在地，而人才也會自然往資金投入的地點聚集。這種樣態在研發領域更是如此。除了追求自由貿易投資協定，台灣也應該單方面自由化其投資制度，尤其要著重吸引研發投資。政府應該向在台設立研發實驗室的外國企業提供租稅誘因和補貼，藉此增加最能吸引高階人才的尖端工作。

當更多的國際企業在台設立研發中心，薪資和工作文化就會自動提升，而在地企業將能率先受惠於那些最新的創新研發運用。進一步強化台灣在智慧財產權的保護和法治，可使許多研發實驗室在未來自然選擇台灣，作為成立地點。

台灣可以在其鎖定的幾個利基領域中，成為世界的領導者。台灣太小，所以無法事事專精在所有領域達到頂尖，但它可以在一些特定的產業或科技上成為世界領袖。台灣目前表現最突出的三個領域是半導體、生物醫學和軟硬體整合。台灣能否持續作為全球半導體的領導者，將取決於它能否持續努力和創新。政府應該和台灣最成功的那些半導體公司們合作，以孵化與半導體產業相關的新創獨角獸，並讓其中最成功的案例獨立分拆出去。

同樣地，台灣的頂尖大學應該轉型，將自己重新定位為新創孵化器。同時，它們必須設立結合商管與理工的雙聯學程，並與美國頂尖大學建立更緊密合作，將新型態的教育模式引進台灣。

建議二：擴展學術交流的機會

移除對英語教師的限制：要成為雙語國家，台灣需要大量有能力的英語教師。目前有許多限制使台灣無法充分利用潛在的教師。例如，傅爾布萊特基金會的英語教學助教在沒有教師證或更高學歷的情況下，目前最多被允許在台灣本地學校教書兩年，應該要給他們更多的教學機會；因為他們已經認識台灣，教學成效也會隨著時間愈來愈好。

另外，台灣應鬆綁相關規定，使有經驗的英語教師能取得工作簽證，並在有學士學位及至少一年以上教室教學經驗的情況下，被允許在台灣本地學校教書。台灣應該允許外國人合法在台灣幼稚園教英文，讓英語學習可以從小開始。

移除雇用外國教師教授英語以外之其他科目的限制：為培養具國際化思維的學生，我們也呼籲修法，准許外國教師教授所有學科，不僅限於英文。同樣地，不應僅限於具有教師證者可合法在公立學校教學，教學資格應該向有相關專業經驗的「專業實務教師」開放。此外，台灣的教育系統應該一開始就要優先培養學生的批判性思考能力和國際視野。

讓台灣教師更容易獲得海外訓練和經驗：台灣各機關應鼓勵本地教師進行海外訓練或專業發展。不利的政策因素應被移除，以保障包括退休福利、健康保險和工作權保障等權益，確保教師於海外期間之權益不受影響。目前教師

每出國一年，就需要延後退休一年。應該透過延長休假、財務獎勵、晉陞機會等機會，激勵教師追求持續進修的誘因。

國際化高等教育：台灣應該透過在頂尖大學開設以英語授課之進階課程——如半導體、生物醫學、人工智慧和軟硬體整合等學科——將自己定位為全球高科技教育的中心。這將能吸引全世界無法前往美國和歐洲大學求學的學生。台灣的學術自由度是促進自然、應用科學及社會科學研究的力量。

國際化台灣的高等教育，基本上取決於能否吸引到國際級教授。

政府應該支持台灣的大學提升外國教職員工的福利，並鼓勵它們與外國大學的合作，以期將國際級學者引入台灣。各大專院校需要能夠提供外國學者有競爭力的整體薪資待遇，不論是透過公私部門合作（捐贈者、校友饋贈等）、創意安排課程時間表（如寒暑假密集課程），或規劃與外國大學共同分擔教研成本，來達到目標。目前提供給台灣博士後研究員前往國際研究機構的生活津貼，已不足以支應其基本生活費用。此外，招募外國教授的流程，常因官僚體系的效率不彰和僵化，導致需要取得諸多層級同意，使前置作業流程時間長達 12 到 18 個月。

透過協調以克服政府各部會間的內部衝突：教育部、科技部和包括中研院在內的研究機構，鎖定爭取的都是同一群相似的學者，並以非常類似的誘因方案來吸引他們。若能加強協調統整各部會的各項計畫，將能使政府預算發揮更好的使用率與成效。

建議三：積極活用已身在台灣的外國人才

台灣面對極度嚴重的人才短缺，但已身在台灣的大量外國人才可大大幫助填補這個落差。台灣應該更有自信地歡迎在台灣的外國人才，並了解對本地勞動力而言，這並不構成零和競爭關係。

通過對外國人才友善的新移民法規：我們期待仍在提議中的「新經濟移民法草案」能夠順利立法；本草案仍在起草階段，且有機會在本年度納入行政院院版草案討論。我們希望相關法案可以順利立法，使已身在台灣的外國人才能夠更容易進入台灣職場。本法案或能解決一些 TCA 諮詢會議中所討論，關於外國人士就業和就業雇用程序的直接障礙。

最迫切的是，本草案應該解決那些對外國求職者、人資經理和招募公司造成困難的招募障礙。目前，是否達到特定營收基準，是決定一家公司能申請多少工作簽證的條件。在台灣許多縣市正努力推動新創的同時，這樣的制度顯然對新創造成不利限制。

對外國求職者而言，本草案應刪除必須具備碩士（或博士）學位、或至少有兩年相關工作經驗等規定，現有法律並未對台灣求職者有相同規定。台灣持續面臨「人才外流」的挑戰，每年有成百上千的台灣頂尖大學畢業生出國尋求薪資更高的工作，且經常是去中國。讓在台企業更容易在台灣招募它們想找的人才，不僅能促成台灣勞動力的國際化，同時也能彌補平衡初階人才出走的損失。由於台灣勞動人口的迅速老化，初階和中階管理人才的流失就更顯嚴重。

積極宣傳現有的政府計畫：政府需要加倍努力，讓更多人知道台灣的專業簽證、助學金、獎學金和其他計畫。TCA 在與政府和非營利組織的會議中經常聽到，要運用台灣針對外國技術專業人才和企業家的眾多計畫、吸引其他國家（特別是高所得國家）的專業人士來台，是非常花錢且困難的。與此同時，有許多已經在台灣生活的外國學生、專業人士和企業家其實很願意留在台灣，並在此就業或創業，但大部分的人卻不知道有哪些可申請的支持計畫。

根據 All Hands Taiwan 在 2019-2020 年、針對超過 1,000 名住在台灣的外國人士所進行的調查，50.3% 的受訪者表示從未聽過「就業金卡」，43.1% 的人不知道有「創業家簽證」。事實上，自從創業家簽證計畫於 2015 年實施以來，只有 245 人申請，其中 213 位申請通過。

我們呼籲主管機關，就所有力求促進國際化的簽證、助學金和獎學金計畫之行銷預算和內容進行調整，以期將更多資源分配於向這些已在台灣生活的外國學生和專業人士宣傳上述計畫。鎖定這些本就渴望留在台灣的外國人士，將獲得更好的投資回報，並增加這些計畫的關鍵績效。這些朋友可能本來就很愛台灣了。讓他們清楚知道這些計畫的存在，將使他們在國際商業社群和同儕互動時，或於全球出差開會時，能幫助台灣宣傳上述計畫。

建議四：鼓勵新創人才的自由循環

以創新為基礎的經濟體，基本上取決於有無一個健全且與國際接軌的新創生態系。因此，移除限制並創造鼓勵新創人才自由循環的誘因至關重要。

與國際接軌並具備國際團隊成員的新創，更容易在全球市場中取得成功。在 2018 年「GEC+ 2018 全球創業大會」上，台灣各機關提出了「創業數位公民卡」（G-Asia pass）的倡議，這將延伸國民待遇，使其適用於外國新創人

才。儘管如果能夠與其他區域夥伴進行互惠安排會較為理想，但台灣應該要樂意單方面向所有願意在台從事部分或全部業務的外國新創人才，提供此項待遇。

此外，台灣應該要擴大「就業金卡」計畫的適用範圍，使其涵蓋外國新創人才，並制定其他誘因而來吸引此類人才。這些誘因可包括減稅（也許依其所創造的本地職缺數量比例而定）；透過「監理沙盒」提供有彈性的法規監管環境，以促進破壞式創新，以及減少其子女的教育費用等。

台灣也可以主辦一級全球新創大賽，讓得獎者取得「就業金卡」和其他財務支援，以此在台灣創業。政府則可為很有機會「走向全球」的台灣新創提供支援，挹注天使基金或補助創投管理費等費用。台灣也應該將重點主要放在吸引東南亞人才，可透過提供獎學金以及在工作機會和打造品牌上提供幫助，來達到此目標。

與海外創新中心建立橋樑：政府應該積極追求讓台美科技產業更加緊密合作，包括放寬有關外國投資、技術授權許可、及在台設立外國科技業子公司或分公司的法律。台灣可以借鏡「真以色列計畫」（Real Israel）和「法國科技新創計畫」（La French Tech），尋找靈感。推廣新創應該被視為外交政策的一環，並運用在全球各地新創工作的海外台灣人，為台灣發聲。

工業技術研究院、財團法人資訊工業策進會和台杉投資（Taiwania Capital）應該加倍努力，協助台灣創新者與其外國同業建立連結，特別是美國。為了讓更多人了解台灣提升創新的發展，台灣應為新創創辦人和其他專業人士提供補助，讓他們去國際新創大會發表演說。台灣公私部門對美國科技企業所進行的投資應該要有策略性配置，並以在這些公司中為台灣人才保留就業機會為目標。

建議五：提升台灣職場中女性的參與率

最容易解決台灣人才短缺問題的方式，就是提升女性職場參與率。世界銀行、聯合國和許多經濟學者的諸多研究都已證實，增加女性的職場參與率將能促成更高的企業收益和更佳的发展成果。

將女性參與率視為良好公司治理的指標：台灣政府應該積極執法，要求所有上市公司在董事會中，至少要有一位女性，未遵守的公司應被處罰。即使是中小企業，在企業董事會中納入女性，也是在職場環境中創造更好的工作和生活整合此一趨勢的關鍵。

國發會應該主導並運用其國發基金，縮小在創投和金融產業中的性別偏誤落差。行政院國家發展基金可用來支持將女性合夥人納入董事會，以實現「包容性資本主義」的願景。金融監督管理委員會和經濟部應向上市公司及中小企業強調公司治理的重要。

政策應力求生活和工作「整合」，而非生活和工作「平衡」：在職父母需要更加彈性的工作日程表以履行他們照顧孩子的義務。然而，目前的法律使在職父母很難從事兼職工作，這迫使女性要不是得放棄職業生涯，不然就是放棄生育子女，使得台灣原本已經很低的生育率，更是雪上加霜。

我們建議修訂勞基法，正式納入「工作和生活整合」為法源精神，並對父母的角色給予應有的重視。舉例來說，瑞典允許父母雙方在孩子 8 歲前，共享 480 天有薪育嬰假，其中有 90 天保留給父母中的第二照顧者，以幫助打破在撫養子女責任上的性別失衡。

政府的支持與倡議政策，可以幫助打破公司內的體制障礙和文化常態。政府可進行關於生活工作整合的年度調查，找出障礙和評估進展，還可舉辦有獎金的年度競賽，表彰那些在推動家庭友善企業文化方面表現最出色的公司。另外，法規也應該力求保護父親的權益，並鼓勵他們在養育子女方面分擔更重要的角色，以此打破性別角色的刻板印象，並分攤社會負擔。

積極凸顯女性行為典範：看得到的行為典範是鼓勵更多女性參與職場的關鍵。在各行各業中尋找並凸顯女性最佳行為典範代表，可激勵更多女性走上類似的道路。政府應該提供贊助或補助，舉辦推廣打破個人障礙、提升技能並克服無意識偏見的工作坊。政府應規畫創業導師計畫，媒合成功女性和年輕新秀。台灣應該每年舉辦國際「女力經濟賦權高峰會」，邀請國際女力行為典範代表來台灣分享經驗，並讓台灣展示其在女性友善和家庭友善的工作環境方面，在亞洲所扮演的領導角色。如此將有助吸引頂尖女性人才前來台灣大顯身手，發展事業。

