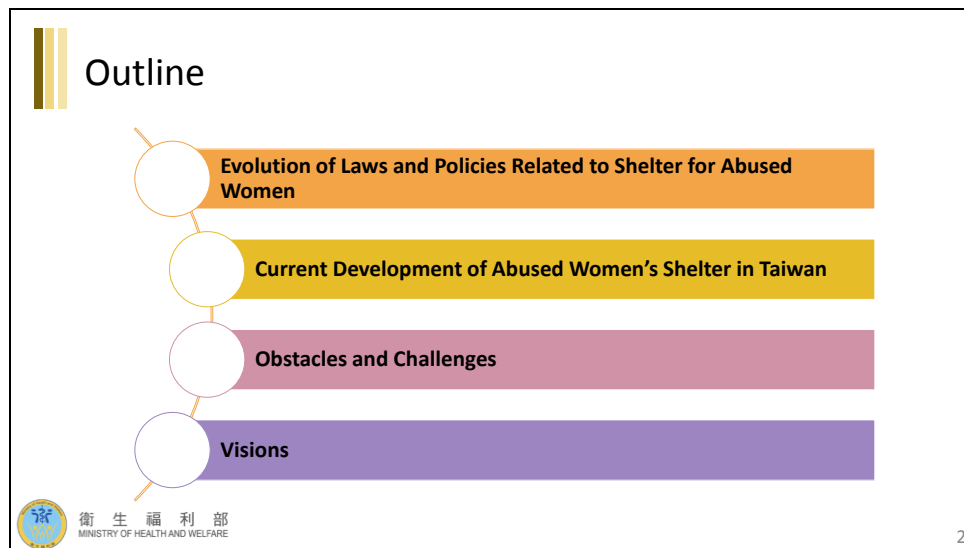
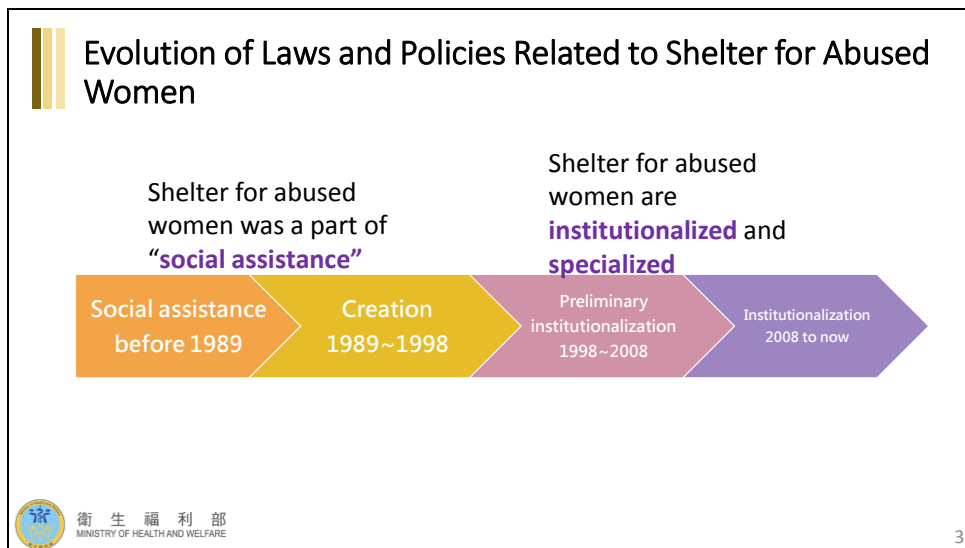


## Taiwan's Sheltering Policy and Service Development for Abused Women





This report will focus on the development and reflection on the current status of Taiwan's sheltering service for abused women. The report can be largely divided into four parts, which are: evolution of laws and policies relating to sheltering service for abused women, current development of abused women's shelter in Taiwan, obstacles and challenges, and visions.



First, in this slide for evolution of laws and policies relating to shelter for abused women, we review the development of sheltering service for abused women in Taiwan, which can be largely divided into four stages. The first stage, before 1989, shelter for abused women mainly depended on the then existing social assistance system. In the second stage, after 1989, with the development of women’s welfare, shelter is created but it was meant for misfortunate women and a specialized shelter for abused women was still unavailable. In the third stage, after the Domestic Violence Prevention Act is promulgated in 1998, shelter for abused women began to be institutionalized and specialized. Shelter system became better and more institutionalized after 2008.

## Current Development of Abused Women's Shelter in Taiwan (1/4)

### Pre-1989: Social Assistance System

Important  
Events

- 1943: Public Assistance Act: Established homes for women to shelter poor and oppressed women over the age of 12.
- 1987: The first private shelter established - Delien Home, the Good Sheperd Social Welfare Foundation


Services

- Target: poor, old, sick, physically-challenged, homeless or abused women.
- Shelter: 6; capacity: 900 women.
- Services: lifelong shelter for the old, the sick, and the physically-challenged; the rest shall be independent after completing skill-learning

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4

First, for the first stage, before 1985, shelter for abused women mostly depended on the then existing social assistance system for oppressed or abused and homeless women. Public women's homes assisted in providing accommodation. In 1987, Delien Home is established by the Good Shepherd Social Welfare Foundation, which was the first private shelter. At this stage, it was mostly passive measures to include abused women to the entire social assistance system. In 1948, Tainan City founded Taiwan Women's Home specifically for accommodating poor, old, sick, physically-challenged, homeless or abused women above the age of 12. At that time, there were 6 institutions accommodating such misfortunate women with a capacity of accommodating about 900 women. The services they provided to the old, the sick or the physically-challenged is lifelong shelter, and to other with the capacity to work, they also provide skill training and employment assistance in addition to shelter, or assist in matchmaking depending on their will.



## Current Development of Abused Women's Shelter in Taiwan (2/4)


### 1989~1998: Creation

Important  
Events

Services

- 1989: The government started to compose budgets for subsidizing local governments and the public to establish shelters for misfortunate women
- 1992: The first government-owned and privately-run shelter was funded - Safe Home in Taipei City

- Target: single moms, divorcees, widows, abandoned, sexually-violated, and domestically-violated women.
- Shelters: 28; capacity: 430 women.
- Services: shelter, care, legal consultation, counseling, and economic assistance



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5

In the second stage, after 1989, shelter for abused women is created. With the change of Taiwan's social welfare, the central government started to compose budgets to subsidize local governments and the public to establish shelters for misfortunate women. Among which, in 1992, Taipei City government commissioned the Good Shepherd Social Welfare Foundation to run Safe Home, which is the first government-owned and privately-run shelter for abused women. The target of this time period is broader than abused women, which also included divorcees, widows, abandoned, sexually-violated, and domestically-violated women. At that time, there were 28 shelters with a capacity of accommodating about 430 women. However, the main services provided then was emergent and short-term accommodations and legal consultation, counseling and economic assistance depending on the needs.

**Current Development of Abused Women's Shelter in Taiwan (3/4)**

**1998~2008: Preliminary Institutionalization**

<b>Important Events</b>	<ul style="list-style-type: none"> <li>• 1998: Domestic Violence Prevention Act was promulgated, which stipulates that local governments shall provide emergent accommodation to abused women</li> <li>• 2007: Domestic Violence Prevention Act was amended, which stipulates that local government shall provide short-, mid-, or long-term shelter for victims</li> </ul>
<b>Services</b>	<ul style="list-style-type: none"> <li>• Target: victims of domestic violence and sexual abuse</li> <li>• Shelter: Public, government-owned and privately-run, private, hotels, hospitals and shelters. 18 shelters and institutions and dedicated accommodation; capacity: 500 women</li> <li>• Services: Short-term accommodation, legal consultation, economic assistance, counseling, and employment</li> </ul>

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6

In the third stage, after the Domestic Violence Prevention Act is promulgated in 1998, emergent shelter is listed as a legally required service for local governments and shelter in Taiwan is institutionalized and specialized. According to Article 8 of Domestic Violence Prevention Act, local government shall provide emergent shelter, so the need for shelter for abused women has begun to be valued by local government. Each local government started to develop specialized service only for sheltering abused women. In 2004, the Ministry encouraged private groups to handle shelters by policy subsidy. In this stage, the types of shelter is diverse, including public, government-owned and privately-run, private and individual case commission. In addition to 18 shelters, dedicated accommodation is bought from hotels, b&bs, contracted landlords, hospitals, and nursing homes to satisfy the victims' need for shelters. However, considering that emergent shelter does not fully satisfy the needs of abused women, in the amendment of Domestic Violence Prevention Act of 2007, it is further stipulated that local government must provide victims with short-, mid-, and long-term shelter, which started the fourth stage.

**Current Development of Abused Women's Shelter in Taiwan (4/4)**

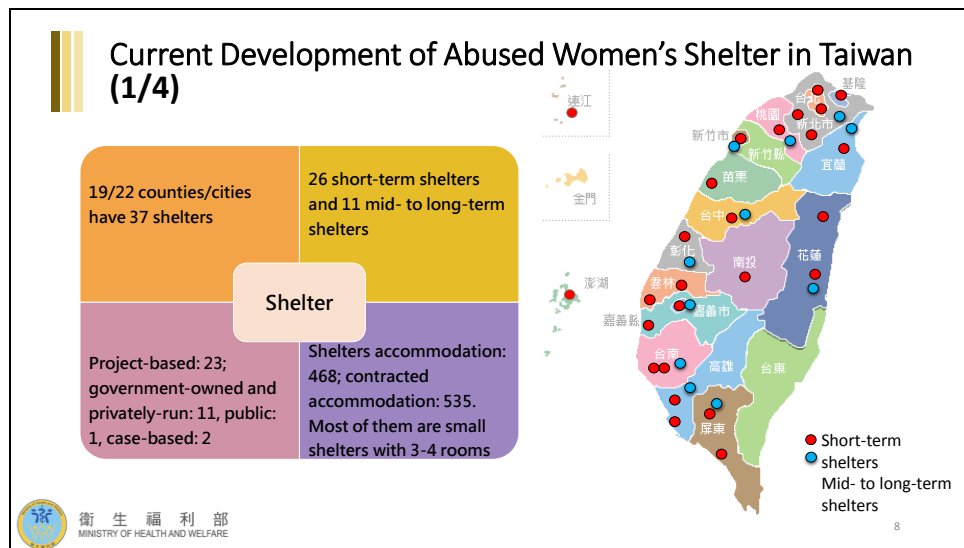
**2008 – now: Institutionalization**

<p><b>Important Events</b></p>	<ul style="list-style-type: none"> <li>• 2008: Standards of Abused Women's Shelter Establishment is stipulated.</li> <li>• 2017: Advanced work plan for abused women's shelter.</li> <li>• 2018: Mid- or long-term shelter is subsidized.</li> </ul>
<p><b>Services</b></p>	<ul style="list-style-type: none"> <li>• Target: Target: victims of domestic violence and sexual abuse</li> <li>• Shelter: Government-owned and privately-run, commissioned, hotels, hospitals and shelters. 26 emergent and short-term shelters and 11 mid- to long-term shelters and dedicated accommodation; capacity: 1000 women</li> <li>• Services: Short-, mid- to long-term accommodation, legal consultation, economic assistance, counseling, services for children witnesses, employment assistance, self-dependent services</li> </ul>

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7

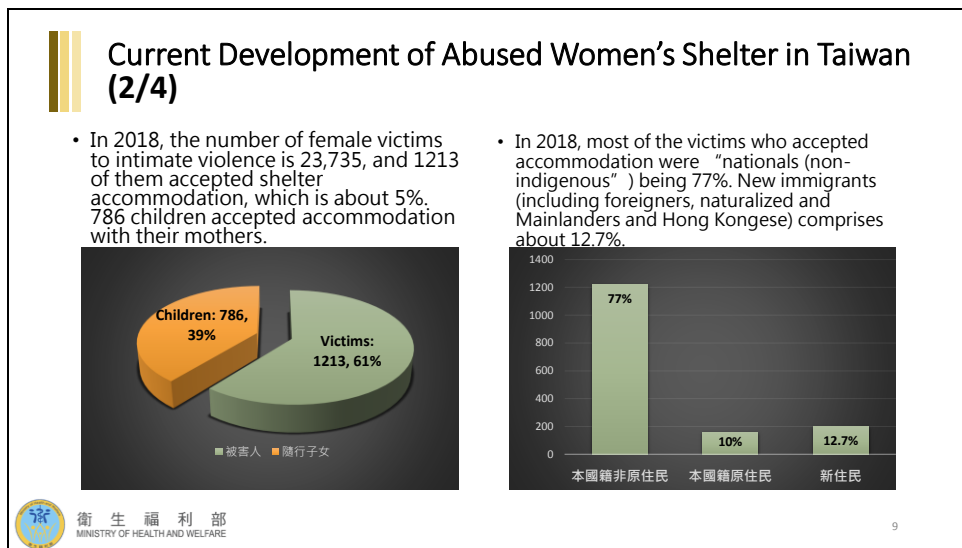
In the fourth stage, with the amendment of Domestic Violence Prevention Act in 2007, it is stipulated that local governments shall provide short-, mid-, to long-term shelter to victims. In 2008, the central government stipulated Standards of Abused Women's Shelter Establishment. Abused women's shelter in Taiwan has significantly changed up to then and is institutionalized with gradual full and concrete planning. In 2017, the Ministry complied the advanced work plan for abused women's shelter to understand the current status of abused women's shelter in Taiwan and developed Shelter Guidelines for professionals in shelters. Because shelters in Taiwan used to be for emergent and short-term shelter, and there were only 2 mid- to long-term shelters, which could not be provided to abused women who need long-term accommodation. Considering the economy and the residence's stability and safety are the keys for assisting abused women who left home, the Ministry started to encourage local governments and private groups to establish mid- to long-term shelter by subsidy. Today, there are 26 short-term shelters and 11 mid- to long-term shelters in Taiwan.



Taiwan has 22 counties and cities. Currently, there are 37 shelters within 19 counties and cities, among which 26 of them are short-term shelters and 11 of them are mid-to long-term shelters. They provide accommodation for 468. From the distribution of shelters, currently there is not shelters in Hsinchu County, Kinmen County and Taitung County. However, because Hsinchu County is close to Hsinchu City, there is resources for shelter, but Taitung County and Kinmen County are remote and lack of resources, we could only provide temporary accommodation to victims through contracted hotels. We still need to continue to empower in providing relevant shelter. In addition, among the 37 shelters, most of them are commissioned private institutes and some of them are government-owned and privately-run. There is virtually not private shelters, which indicates the public and private resource increase and decrease for shelters in Taiwan.

Secondly, because most of the abused women's shelters in Taiwan are commissioned to private institutes, after they bid the project, the institutes usually lease houses, apartments or buildings for shelter, currently most shelters are small shelters with 3-4 rooms and limited accommodated persons. To satisfy victims' diverse needs, after abused women's shelter is institutionalized, each local government also developed different shelter resources. In addition to the abovementioned shelters, they also engage hotel, b&bs, hospitals and nursing homes by contracted accommodations to provide more options to victims.






In 2018, the number of female victims to intimate violence is 23,735, and 1213 of them accepted shelter accommodation, which is about 5%. 786 children accepted accommodation with their mothers. This indicates that, in Taiwan, when abused women leave homes, they usually bring their minor children along. Therefore, if shelters cannot accommodate victims' minor children, it will affect victims' acceptance of shelter. Currently, all abused women's shelters in Taiwan provide shelter for minor children.

The victims in the diagram above are mainly nationals – non-indigenous, which comprises about 77%. However, new immigrants, including foreigners, naturalized and Mainlanders and Hong Kongese comprises about 12.7%. Considering that new immigrants have less resources and often have cultural and language barrier, Taiwan's shelters for abused women shall be diverse with respect to religion, food, and interpretation and provide the same to new immigrants based on their needs. However, for indigenous people, because their culture are different from that of Han, victims often refuse shelter because the distance between the shelter and the village. How to develop appropriate shelter based on their culture is an issue requiring more attention in the future.

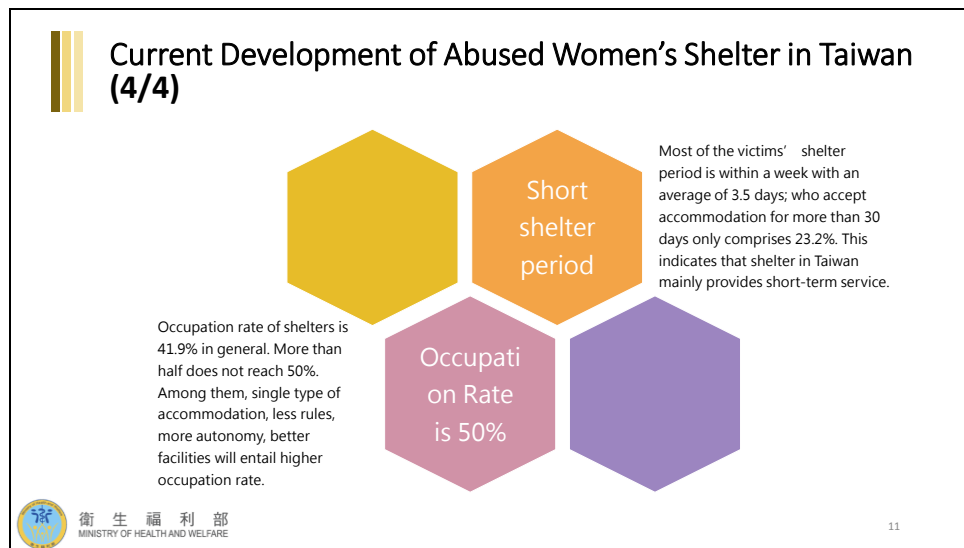
### Current Development of Abused Women's Shelter in Taiwan (3/4)

During Shelter	Post-Shelter
<ul style="list-style-type: none"><li>• Women's support group</li><li>• Children witnesses' group</li><li>• Living solutions</li><li>• Community or outdoor activities</li></ul>	<ul style="list-style-type: none"><li>• Women's empowerment plan</li><li>• Reunion plan</li><li>• Independent living plan</li></ul>


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10

With respect to shelter, what services do shelters provide? It can largely be divided into two stages of during shelter and post-shelter. First, when in a shelter, the shelter not only provides accommodation, but also support group and children witnesses' group to assist abused women and their children in handling their trauma. After entering into a shelter, social workers will provide many living solutions to assist abused women in adjusting to life in a shelter, including, birthday parties, religious activities, singing activities, hand crafts activities and cooking. In addition, during holidays, shelters will also hold community service activities or family trips to strengthen family bond. Then, after abused women leave shelters, shelters' service do not immediately end. Many shelters will organize empowerment plan and reunions besides continuous tracking, so that shelters are abused women's second home. In addition, for women who needs to live independently, independent living plan is provided to assist her in finding a job and renting a place to make her gradually independent.




Based on research in 2015, Taiwan's abused women mostly accept shelter for within 1 week in short-term shelters, comprising about 43.1% and the average period is only 3.5 day. Following that is those who accept accommodation for 8-14 days comprising 20.2%. Where the period exceeds 30 days comprises only 23.2%. This indicates that Taiwan's shelters mainly provides short-term accommodation. We further review the occupation rate of shelters, Taiwan's short-term shelters for abused women is occupied for 41.9%, where more than half of them are not occupied for 50%. This means the use of shelters need to be strengthened. In addition, the research also shows that if shelters accepts only one type of victims with less rules, more autonomy, better facilities, the occupation rate will be higher. Therefore, how to improve shelters facilities and better shelter quality is what we have been working on in the recent years.



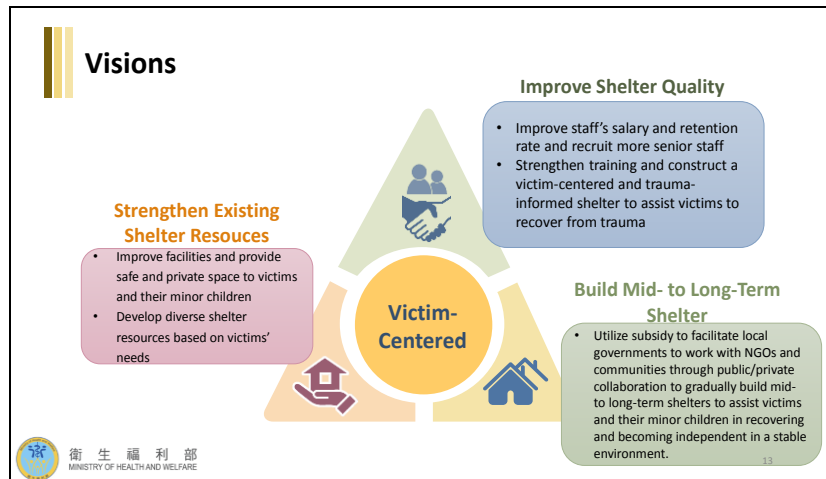
## Obstacles and Challenges

Facilities	Services
<ul style="list-style-type: none"> <li>Buildings are old or leased so it is difficult to renovate</li> <li>Lack of diverse room type</li> <li>Lack of independent and private space</li> <li>Accessible facilities need to be improved</li> </ul>	<ul style="list-style-type: none"> <li>Shelter period is too short to deepen services</li> <li>Resources for subsequent service need to be improved</li> <li>Difficulty in recruiting professionals</li> </ul>


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12

The obstacles Taiwan now faces are in two aspects. First, in terms of facilities, shelter building are old and require renovation, lack of diverse room type and independent and private space, and lack of accessible facility are issues require handling the most. Because the houses of shelters in each county/city are usually leased, and the options are limited due to the special needs for protecting victims, it is more difficult to renovate facilities. Therefore, how to effectively utilize public spare space and properly plan it as shelters satisfying the victims' needs will be what we need to work on in the future.

In addition, as for services, although victims can stay in short-term shelters for 3 months and extended to 6 months if necessary, due to the lack of facilities, most victims only treat shelters as a emergency shelter. The accommodation period is too short and the time social workers can work with victims are short as well, and social workers cannot properly understand victims' needs. Therefore, after victims leave shelters, they often return to violent relationship and we cannot achieve the goal of assisting victims to leave a violent relationship. Secondly, because there are only 11 mid- to long-term shelters, if victims have any need for mid- to long-term residence, they often need to lease a place by themselves. Because this kind of victims are usually economically disadvantaged, they may return to violent relationship for they could not afford rent and children's education. Lastly, because shelters in Taiwan usually adopts a 24 hour shift system, and their salary is limited, the staff retention rate is low and they cannot accept relevant training due to lack of manpower. Overtime, it could severely affect shelter.




With respect to the obstacles and challenges Taiwan's abused women's shelters now face, we will work on a couple of aspects in the future. First, we now have 37 shelters and can accommodate 1000 victims. However, we found that, in practice, victims usually would rather choose rent or accommodation subsidy than staying in a shelter or for a long time because the shelter buildings are old, lack of facilities, and lack of private space. Shelter service therefore cannot be deepened. Therefore, to strengthen the existing shelter resources, we have requested local governments to review the facilities of current shelters and facilitate local governments to improve the facilities and environment of shelters and to effectively utilize public spare space and properly it as shelters satisfying victims' needs by subsidy. In addition, because victims are more diverse, after same-sex marriage is legalized, we would need to develop more diverse shelters to provide appropriate assistance.

Second, current shelters mainly provide emergency or short-term accommodation, and only 11 of them provide mid- to long-term accommodation. This cannot effectively satisfy the residential needs of victims and their minor children. Especially for victims who decide to leave home, safe and stable residence is the key for them to leave a violent relationship and gradually become independent. Therefore, the Ministry has composed a budget to facilitate local governments to work with communities and private institutes to build mid- to long-term shelters through public/private collaboration. Third, to obtain more manpower and to improve shelter service, the Ministry has begun to improve the staff's salary and will instruct local government to review the necessity for 24 hour shift for shelters to increase the staff's retention rate. In addition, the Ministry has compiled a shelter service guideline, and will continue to conduct training for staff to strengthen a victim-centered and trauma-informed shelter.

**Thank you. We appreciate your feedback.**

**Save Lives**      **Recover from Trauma**      **Zero-Tolerance to Violence**

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14

These are our visions and we will continuously work towards these visions to prevent domestic violence and to protect victims' right.

My presentation ends here. Thank you and I welcome any questions.