

# 國際開發援助現場季刊

## Development Focus Quarterly

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## 編者言

# 在金字塔底層一起做公益吧！

大家應該都聽過「去非洲賣鞋」的故事，故事裡的兩個人從不同的高度及角度切入，而對非洲市場出現了不同的觀點，前者抱持「非洲人貧窮買不起鞋子，所以市場不值得投資。」，但後者卻認為「正因當地沒人穿鞋，所以會是個廣大的市場。」多年來，私部門在追求利益最大化的前提下，大多抱持著前者的想法，對於前往所謂的開發中國家進行投資大都興趣缺缺。因此要協助這些開發中國家的人民脫貧，長期以來不是透過各國政府的國際援助，就是透過非政府組織的善心捐贈，要私部門掏出資源共同協助開發中國家發展並非易事。

然而，在面對全球氣候變遷、環境汙染、區域衝突等因素的影響下，對於國際援助經費的需求也越來越高，光靠政府的力量，已不足以應對，特別是在 2015 年聯合國推動「永續發展目標」後，更呼籲私部門共同投入以達「不遺落任何人」這個宏遠的目標。如何把重視「營利」的私部門拉進聚焦「公益」的國際援助工作成了重要關鍵，而這個關鍵，或許早在 2004 年就已經有了解答。

美國密西根大學商學院教授普哈拉在 2004 年出版的《金字塔底層的財富》一書中就主張以全球最貧困的人口作為潛力市場的目標，透過「共同創造」的方式，讓經濟發展的同時也帶動社會改革。在此商業模式下，也促成諸多企業，包括聯合利華、可口可樂等前進開發中國家淘金，帶動了當地的經濟及社會發展，讓原本處於平行線的私部門與國際援助工作產生了交集。因此，本期的《當季專論》以〈私部門成為國際援助的新活水〉為主題，邀請相關領域專家、學者，分別從私部門在國際援助中所扮演的角色、日本國際援助中公私協力的經驗、私部門參與國際援助工作的誘因，以及我國在從事國際援助工作時公私部門合作的經驗等面向來探討。

而在本期的《焦點企劃》，則以〈臺灣私部門參與國際援助的經驗分享〉為題，特別訪問富邦文教基金會高級顧問楊順美、DOMI 綠然共同創辦人連庭凱及凌網科技資深經理馬宜信，邀請他們從私部門的角度，暢談實際參與國際援助工作的初心及面臨的困境，並從中歸納出能夠吸引私部門參與國際援助工作的關鍵。

企業講求將本求利，這個「利」在過去簡單而言，就是賺錢，但從現今的角度來看，已非單指金錢層面，還可以包括企業形象、社會責任等，這些面向都可能為企業加分，從而帶來利潤。透過本期的文章，或許可以讓讀者思考究竟私部門在國際援助中，可否扮演更多的角色，為國際援助注入更多的能量，同時，也盼私部門重新審視參與國際援助、一起做公益的可能性。

## 當期論文摘要

### 後 COVID-19 時期國際援助的公私永續夥伴關係

(陳偉華，中央警察大學公共安全學系副教授)

當全球揮別 COVID-19 的陰霾，2023 年迎來「2030 年永續發展議程」的中繼點，各國重新盤點與調整對外援助的目標，全球掀開「後 COVID-19 援助」永續治理的帷幕，期盼追上進度落後的援助承諾目標。本文從啟動 SDGs 的新階段出發，觀察「後 COVID-19 時期」全球永續治理的危機，國際公共財政機制和「政府開發援助」(official development assistance, ODA) 將從私部門調配更多資源，挹注至貧困和脆弱國家。有鑑於此，本文探索目前公私協力援助模式及私部門在 SDGs 的參與趨勢，並嘗試建立後 COVID-19 國際援助與永續治理的命題概念，以此檢視臺灣推動公民社會和民間企業參與國際援助的主要模式，並提供策進建議。

### 日本國際開發合作政策中的官民聯繫

(石原忠浩，國立政治大學日本研究碩士學位學程助理教授)

冷戰時期日本的國際開發合作考慮到作為經濟大國應該扮演的角色，主要針對開發中國家實施國際利益層面的開發合作。然而，隨著日本經濟的長期停滯以及財政的惡化，日本國民對開發合作開始嚴厲地關注其效果，日本的開發合作隨即重新重視國內利益，並且在過程中逐漸提倡透過官民聯繫方式推動國際開發合作。

本文首先整理日本推動國際開發合作中的官民聯繫之發展脈絡，接著探討以官民聯繫模式實施的帛琉國際機場合作案例，最後展望未來趨勢並針對臺灣政府提出若干建議。

### 永續發展目標 (SDGs) 是否可以成為私部門投入國際援助的誘因？

(胡憲倫，國立臺北科技大學環境工程與管理研究所特聘教授；

Ali Ouattara，國立臺北科技大學環境工程與管理研究所碩士研究生)

自 2015 年 9 月聯合國發佈了 17 項的永續發展目標 (Sustainable Development Goals, SDGs) 之後，SDGs 已經成為各國政府、民間社會和企業之間之合作、協作和夥伴關係的普遍架構。儘管 SDGs 主要是針對政府，聯合國還是呼籲私部門能在全球經濟中發揮及扮演積極且重要的角色。本文主要探討 SDGs 如何可以激勵私部門參與及協助開發中之經濟體脫貧。具體而言，我們透過金字塔底層 (bottom of the pyramid, BoP) 的概念及策略，探討 SDGs 如何可以成為私部門與其他利害相關者建立合作機會，實現環境、社會和經濟的永續三贏的目標。在本文中，我們也提供許多國際企業如何透過實踐 SDGs，以創造永續三贏的具體作法。總體而言，本文認為，儘管激勵私營部門參與國際援助的機制是複雜且多元的，但 SDGs 的理想，的確可以成為激勵私部門參與投入國際援助的誘因。

## 公私合作的國際發展框架—臺灣企業的綠海與藍湖

（曾筠清，國合會研究發展考核處處長；溫璽臻，國合會研究發展考核處組長；  
曾建堯，國合會研究發展考核處管理師）

聯合國永續發展目標已成為全球發展的重要藍圖，也是企業在面對新局勢與挑戰時不可忽略的新藍海，但全球事件帶來的影響與挑戰，讓企業必須尋求轉型與升級。依據研究發現，全球永續商機高達 12 兆美元，除已開發市場外，企業更可聚焦在金字塔底層商機，達到兼顧公益與利益的多贏目標。而政府開發援助機構應扮演催化劑的角色，瞭解私部門發展誘因，並善用混合金融方式做為發展策略工具。

國合會推動公、私、民夥伴關係策略以來，藉由國際援助創造環境、社會與治理（environmental, social and governance, ESG）發展機會，成為可供大型企業及中小企業創造獨特價值的綠海與藍湖。為使國際援助的夥伴關係常態化，臺灣應持續提升我國援外機構的量能與位階，進而打造公開、公正、透明，且公、私利益共存的永續商機平台。

# Let's Develop Public Welfare Together at the Bottom of the Pyramid!

The Tale of the Two Shoe Salesmen in Africa is often retold in business circles. Long ago, two shoe sellers with distinct mindsets traveled to Africa to gauge the local market. Upon arrival, the first relayed the following message back home: “No one here wears shoes because they are so poor! There is no market for us here.” In contrast, the other salesman had this to say: “No one here wears any shoes. There is a huge market for us here, send inventory fast!” For many years, the private sector adopted the former mindset and showed little interest in investing in developing countries, as its sole focus was pursuing maximum profit. Therefore, whether through official development assistance (ODA) or nongovernmental organization (NGO) donations, the private sector has long avoided participating in joint efforts to help developing countries and their people lift themselves out of poverty.

However, the demand for international assistance funding is increasing in the face of climate change, environmental pollution, regional conflicts and other factors, and governments alone can no longer provide an adequate response to global needs. In 2015, the United Nations adopted the Sustainable Development Goals (SDGs) and called on the private sector to direct its investments to jointly achieve the ambitious goal of Leaving No One Behind (LNOB). Bringing the for-profit private sector into public welfare-focused international assistance work has now become an important goal, and the strategy for achieving this ideal may have been uncovered as early as two decades ago.

In *The Fortune at the Bottom of the Pyramid: Eradicating Poverty through Profits*, a book written by the late Professor C.K. Prahalad of Michigan Ross in 2004, the author advocates taking the world's poorest people as potential markets. Through co-creation, he argues, we can help these communities achieve economic development which will later lead to social reform. Under this business model, developing countries are now serving as the next gold rush destination for many companies, including Unilever, Coca-Cola and others. Moreover, the policy not only drives local economic and social development but also facilitates new partnerships in developmental aid. In the past, the private sector and international assistance organizations acted as two parallel lines. With this policy, their work can finally intersect. Therefore, this issue is themed “The Private Sector: A New Wellspring of Opportunity for International Assistance.” We have invited experts and scholars to discuss topics related to private sector participation in international assistance, such as the role private sector actors play in international assistance, Japan's experience in public-private partnerships, incentives for private sector participation, and Taiwan's experience in public-private cooperation.

For this issue's special report, the topic is “Sharing Taiwan's experience in private sector

participation in international assistance.” We interviewed the Senior Advisor of Fubon Cultural and Educational Foundation, Shunmei Yang; the Co-founder of DOMI Earth, Corey Lien; and Senior Manager at Hyweb Technology, Stan Ma, giving them a platform to share their perspectives from the view of Taiwan’s private sector. They detail their original intentions for participating in international assistance, as well as the difficulties they encountered in the process. Finally, they summarize key strategies for attracting the private sector to development causes.

For businesses, minimizing costs and maximizing profits are top priorities. In the past, the latter goal referred simply to the act of money-making. From a modern point of view, however, maximizing profits also includes considerations of corporate image, social responsibility and related factors. Indeed, businesses are realizing that these values benefit their revenue streams. In this issue, we invite readers to consider how the private sector can play a larger role in international assistance, infusing development efforts with more energy. Meanwhile, we hope that the private sector will also reassess the possibilities of international assistance and endeavor to develop public welfare together.

## Summary

### **Sustainable Public-Private Partnerships for International Assistance in the Post-COVID-19 Era**

(Wei-Hua Chen, Associate Professor in the Department of Public Security at Central Police University)

Now that the world is bidding farewell to a COVID-dominated discourse, the international community is well-positioned to stop and take stock of global progress toward the *2030 Sustainable Development Agenda* in 2023. Countries should reconsider and readjust their foreign assistance goals to bring sustainability into post-COVID-19 aid work. In this way, they can catch up on commitments and goals delayed by the pandemic. This article adopts the view that the present day represents a new stage in pursuing the SDGs, and it examines the crisis of global sustainable governance in the post-COVID-19 era. The article also argues that international public finance mechanisms and ODA agencies should allocate more resources from the private sector to poor and fragile countries.

With these points in mind, this article explores the current model of public-private assistance, as well as trends in private-sector participation in pursuing the SDGs. At the same time, it attempts to define concepts related to post-COVID-19 international assistance and sustainable governance so as to discuss the main ways Taiwanese civil society and private enterprises take part in international assistance. Finally, the article provides suggestions for future policymaking.

## **Public-private Sector Communication and Japan's Policy on International Cooperation and Development**

(Tadahiro Ishihara, Assistant Professor at the Program in Japan Studies of National Chengchi University)

During the Cold War, Japan recognized that it had become an economic power and committed itself to international development cooperation. The country's aid during this period focused on helping developing countries and achieving the shared interests of the international community. However, long-term economic stagnation and deteriorating financial conditions caused Japanese citizens to pay serious attention to the nation's development policies. Accordingly, Japan's development cooperation began to refocus more on domestic interests, and the government advocated for international development cooperation through communication between the public and private sectors.

This article first summarizes the context of public-private communications in Japan's international development cooperation. It then discusses the Palau International Airport project, which was implemented within a public-private cooperation model, as a case study. Finally, the article looks forward to explore future development trends and provide policy suggestions to the Taiwanese government.

### **Can SDGs Incentivize the Private Sector to Participate in International Assistance?**

(Allen H. Hu, Distinguished Professor at the Institute of Environmental Engineering and Management, National Taipei University of Technology; Ali Ouattara, Graduate Student at the Institute of Environmental Engineering and Management, National Taipei University of Technology)

Since the United Nations released the 17 SDGs in September 2015, they have become a universal framework for cooperation, collaboration and partnership between governments, civil society and businesses. Although the SDGs primarily focus on governments, the UN calls for the private sector to play an active and essential role in developing the global economy.

This article explores how the SDGs can stimulate the private sector to participate in developing economies to help lift them out of poverty. Specifically, by considering concepts related to bottom of the pyramid (BoP) markets, it discusses how SDGs create an opportunity for the private sector to cooperate with other stakeholders to achieve win-win situations for environmental, economic and social goals.

This article also provides many examples of how international enterprises can create sustainable and mutually beneficial situations by pursuing the SDGs. Overall, this article reveals that, while the mechanisms for promoting private sector participation in international assistance are complex and diverse, SDG ideals can indeed serve as an incentive for the private sector to take part in global development.

## **A Framework for International Development via Public-Private Cooperation: The Blue Lake and Green Ocean of Taiwanese Enterprises**

(Yun-Ching Tseng, Director at the Research, Development and Evaluation Department, TaiwanICDF;  
Madeline Wen, Division Chief at the Research, Development and Evaluation Department, TaiwanICDF;  
Tim Tseng, Specialist at the Research, Development and Evaluation Department, TaiwanICDF)

The UN SDGs have become an important blueprint for global development. Moreover, they act as a new blue ocean filled with opportunities and challenges that enterprises cannot ignore, even when the global situation pushes them to prioritize their own resilience needs and economic interests. According to a study, global business opportunities in sustainable affairs are worth as much as US\$12 trillion. In addition to developed markets, enterprises can also focus on business opportunities at the BoP to achieve mutually beneficial outcomes that support public welfare and interests. ODA agencies should also consider their roles as catalysts for public-private cooperation. More specifically, these agencies should understand the incentives that bring the private sector on board with development projects while making good use of blended finance as a strategic tool for development.

The TaiwanICDF uses a public-private-people partnerships (4P) strategy to create development opportunities for environmental, social and governance (ESG) through international assistance. As a result, the organization creates a green ocean and blue lake for large businesses and small and medium enterprises (SMEs) to create their own unique value. In order to normalize international assistance partnerships, Taiwan should continue building the capacity and standing of Taiwan's assistance agency. In this way, the nation can create an open, fair, transparent and sustainable business platform to support the interests of both the public and private sectors.