

## 編者言

# 2025 貿易援助：挑戰與機遇並存的全球新格局

貿易援助（Aid for Trade）長期以來是推動全球經濟發展的重要力量，特別是在協助開發中國家融入國際貿易體系方面。然而，隨著全球經濟局勢的變化，2025 年貿易援助將面臨諸多挑戰，包括貿易保護主義抬頭、全球經濟成長放緩、供應鏈重組，以及多邊貿易體系的動盪。這些因素可能削弱開發中國家獲取貿易援助資源的能力，甚至導致國際市場進一步碎片化，進而阻礙貿易成長。

近年來，主要經濟體間的貿易衝突加劇，使全球供應鏈的不確定性升高。企業為了降低風險，紛紛調整生產基地，導致部分開發中國家面臨投資減少、出口下降的風險。此外，全球經濟成長放緩亦對貿易援助的資金來源造成壓力，使依賴國際援助發展基礎設施與貿易能力的國家陷入困境。另一方面，世界貿易組織（World Trade Organization, WTO）正面臨前所未有的挑戰。隨著單邊主義與雙邊貿易協定的增加，多邊貿易機制的影響力逐漸削弱，這對以 WTO 為核心的貿易援助計畫無疑是重大考驗。

2025 年，川普（Donald Trump）重返白宮後，推動一系列提高關稅的政策，導致許多國家紛紛祭出反制措施，進一步加劇全球貿易的不穩定性。這將使得原本處於弱勢的開發中國家在國際市場上更難獲得立足之地。全球貿易的諸多變局，對於貿易援助的推動增添更多挑戰。

儘管如此，貿易援助的前景並非全然悲觀。在多邊體系不確定性增加的背景下，區域貿易合作正逐漸成為新趨勢，許多開發中國家積極參與區域經濟整合，以降低對單一市場的依賴。此外，數位經濟的崛起也為貿易援助帶來新契機，透過強化數位基礎建設與技能培訓，開發中國家可望縮小與已開發國家的差距，進一步融入全球市場。同時，永續發展目標（Sustainable Development Goals, SDGs）亦將成為未來貿易援助的重要方向，促使各國更關注綠色貿易、環境永續與社會包容，確保經濟發展與環境保護及公平性的兼容並蓄。

WTO 總幹事恩戈齊·奧孔喬-伊韋阿拉（Ngozi Okonjo-Iweala）近期表示，儘管全球貿易體系面臨諸多挑戰，全球化仍具強大韌性，且 WTO 將繼續在推動貿易援助方面發揮關鍵作用。她強調，未來的貿易政策應更加包容，為開發中國家提供更多進入全球市場的機會。

因此，本期《當季專論》以〈2025 年全球貿易援助的機遇與挑戰〉為主題，邀請學者剖析貿易援助的未來趨勢，並探討如何在數位落差日益加劇的背景下，運用貿易援助協助開發中國家推動數位轉型，減少數位時代對其貿易發展的衝擊。同時，文章亦聚焦歐盟碳邊境調整機制（CBAM）對開發中國家貿易的影響，並討論如何運用貿易援助幫助受影響國家度過難關。我們還邀請學者分享英國與澳洲的貿易援助經驗，分析其對臺灣的啟發與應用價值。

本期的《焦點企劃》則以〈臺灣推動貿易援助發展經驗分享〉為題，專訪國合會技術合作處顏銘宏處長及悠由數據吳君孝總經理，除了分享國合會推動貿易援助的歷程及執行重點外，也分享實際參與第9屆貿易援助全球檢視大會的觀察。

正如「資本主義之父」亞當·斯密（Adam Smith）所言：「市場的自由與競爭，才是經濟繁榮的根本動力。」然而，當前全球市場的碎片化趨勢，使開發中國家更難透過自由貿易獲利，也凸顯貿易援助的重要性。透過本期文章，我們希望引導讀者深入思考，在全球經濟風雲變幻之際，如何善用貿易援助這項工具，協助開發中國家在不公平的貿易環境中尋找新的立足點。

## 當期論文摘要

### 2025 年貿易援助的趨勢、挑戰與展望

（蘇怡文，中華經濟研究院 WTO 及 RTA 中心分析師）

近2年全球經濟雖受到新冠肺炎肆虐後復甦、俄烏戰爭持續進行、以哈戰爭接續發生、氣候變遷持續加劇等影響，但是貿易援助總金額仍在2022年創下史上最高紀錄。2024年美國總統大選由川普再度獲勝，奉行民粹主義和威權主義的他，是否會對貿易援助政策進行修正或是改變方向？甚而對國際發展援助領域造成重大衝擊？2025年貿易援助的重點包含基礎設施建設、農業、數位轉型及服務業等，這些議題多為我國強項，政府可持續擴大與鼓勵國內企業參與，共同對貿易援助創造更多貢獻。

### 面對全球數位轉型，貿易援助的創新思維及作法

（蘇文玲，經濟部商業發展署署長）

數位經濟已成為社會經濟成長的主要驅動力，不斷演化的數位科技改變了生產模式、就業方式、消費型態與生活態度，也促生了許多的創新服務。在數位轉型的浪潮下，也加大了開發中國家與已開發國家之間的數位落差。許多開發中國家在基礎設施、數位能力與政策資源不足的情況下，未能充分受益於數位轉型帶來的經濟效益，因此貿易援助的推動應秉持以技術為核心、以人為本，聚焦於弱勢族群及開發中國家的數位基礎設施建設，重視其數位能力的提升，協助開發中國家數位轉型，從而促進全球公平與包容的發展以應對數位轉型所帶來的機會與成長。

### 淨零轉型趨勢下，碳邊境調整機制對於開發中國家的貿易影響

（陳宗胤，工研院產科國際所歐洲產業研究組資深研究經理）

因應氣候變遷與追求淨零永續已成為全球共識，而國際貿易在協助各國達成淨零永續目標可以扮演重要角色。歐盟近期所推出的碳邊境調整機制，便是要將過去區域境內的減碳努力，提升至國際貿易的共同安排，帶動全球共同減碳的行動。然而，在利用這類工具作為因應氣候變遷的手段時，在實務上卻可能形成貿易障礙與爭端，特別是對於低度開發與開發中國家，由於其對於納管出口產品的曝險程度高，再加上面對衍生的碳含量管理與碳含量減少的需求，欠

缺有效回應的能力，造成碳邊境調整機制的貿易負面影響比想像中更大。本文簡要討論前述現象，並建議在推動此類機制時，應加強與主要貿易夥伴的溝通，並輔以對應的援助措施，避免成為對開發中國家極度不利的非關稅貿易障礙。

### 英、澳推動貿易援助策略對臺灣的啟示

（林子立，東海大學政治系副教授）

中國推出的帶路倡議，徹底的改變過去西方富裕國家所主導的援外政策。西方過於將價值附加於援助方案中，並非總是受到南方國家的接受。中國將國家利益凌駕於人道關注之上，反而受到這些國家的歡迎，促使各國開始改變對於援助策略的思考。援助並非總能達到預期目標，不論是降低貧窮還是促進人權，抑或是增加捐贈國的影響力。從英國的案例中，其援助政策著重於「貿易援助」，以促進開發中國家的貿易和經濟成長。但受限於財政與經濟的困境，英國的援助經常性的陷入困境，特別是無法達成減貧的目標。而澳大利亞的援助則是更加考量到地緣政治的因素，面對中國在南太平洋島國的擴張，坎培拉也改變自身過去的作法，以結合英美力量更加迎合該地區國家面臨氣候變遷威脅生存的需求。最後，臺灣豐碩的經貿果實有責任回饋於基於規則為基礎的國際秩序。應該利用全球合作暨訓練架構作為援助平臺，以扭轉邦交國數量有限，又無法參與聯合國發展計畫的困境，透過英澳的援助貿易，真正做到「臺灣可以幫忙」。

# Aid for Trade 2025: Navigating a New Global Landscape of Challenges and Opportunities

The WTO's Aid for Trade development framework has long served as a vital engine for global economic development, particularly in supporting developing countries to integrate into the international trading system. However, as the global economy undergoes profound changes, Aid for Trade in 2025 is set to face an array of formidable challenges. Rising trade protectionism, economic slowdown, supply chain restructuring, and disruptions in multilateral trade systems could weaken developing countries' ability to access trade aid resources, further fragment international markets, and stifle trade growth.

In recent years, escalating trade tensions among major economies have heightened uncertainties in global supply chains. Businesses, seeking to mitigate risks, are shifting production bases, exposing some developing countries to reduced investments and declining exports. Additionally, the economic slowdown has strained sources of funding for trade aid, placing infrastructure development and trade capacity-building efforts in developing nations under pressure. Simultaneously, the World Trade Organization (WTO) is grappling with unprecedented challenges. As unilateralism and bilateral trade agreements proliferate, the influence of multilateral trade mechanisms continues to erode, casting uncertainty over the future of Aid for Trade.

Following Donald Trump's return to the White House in 2025, his administration implemented a series of tariff hikes, prompting retaliatory measures from multiple countries and further destabilizing global trade. These developments will likely exacerbate the difficulties that developing countries face in gaining a foothold in international markets. The current volatility in global trade presents mounting obstacles for the advancement of Aid for Trade.

Nonetheless, the outlook for Aid for Trade is not entirely bleak. Amid growing uncertainties in multilateral systems, regional trade cooperation is gaining traction as developing countries seek to reduce reliance on any single market. The rise of the digital economy also offers new opportunities for trade aid by strengthening digital infrastructure and skills training to help bridge the gap between developed and developing nations. Furthermore, the Sustainable Development Goals (SDGs) will guide future trade aid efforts, encouraging a focus on green trade, environmental sustainability, and social inclusiveness, ensuring that economic growth harmonizes with



environmental protection and equity.

WTO Director-General Ngozi Okonjo-Iweala recently stated that despite the challenges facing global trade, globalization remains resilient, and the WTO will continue to play a crucial role in promoting Aid for Trade initiatives. She emphasized that future trade policies must be more inclusive, offering developing countries greater access to global markets.

This issue, which focuses on *the global opportunities and challenges faced by Aid for Trade in 2025*, invites scholars to analyze emerging trends in trade aid and explore how it can support digital transformation in developing countries, mitigating the adverse impacts of the digital divide on trade development. It also examines the implications of the European Union's Carbon Border Adjustment Mechanism (CBAM) on developing countries, and how trade aid can help affected nations weather the storm. In addition, we feature insights from scholars on the trade aid strategies of the UK and Australia, with reflections on their relevance and applicability to Taiwan.

In this issue's **special report**, we present *Taiwan's Experience in Promoting Aid for Trade*, featuring interviews with TaiwanICDF Technical Cooperation Department Director Ming-Hung Yen and DataYoo CEO Chun-Hsiao Wu. They share their thoughts on the evolution and focal points of TaiwanICDF's trade aid initiatives, as well as their firsthand observations from attending the 9th Global Review of Aid for Trade.

As Adam Smith, the father of capitalism, once noted: "The freedom of the market and competition are the true drivers of economic prosperity." However, the trend of market fragmentation in today's world has made it more difficult for developing countries to benefit from free trade, highlighting the importance of Aid for Trade. Through the articles in this issue, we aim to encourage readers to reflect on how to harness the power of trade aid to help developing countries carve out new opportunities in an increasingly inequitable global trade environment.

## Summaries

### Trends, Challenges, and Prospects of Aid for Trade in 2025

(Yi-Wen Su, Analyst, WTO and RTA Center, Chung-Hua Institution for Economic Research)

In recent years, global economic recovery has been hampered by the lingering effects of COVID-19, the ongoing Russo-Ukrainian War and the Gaza war, and the worsening impact of climate change. Nevertheless, Aid for Trade reached a historic high in total funding in 2022. With the 2024 U.S. presidential election resulting in Donald Trump's return to office, questions arise regarding whether his populist and authoritarian policies will reshape the direction of aid or even

cause major disruptions in international development assistance. Key focus areas for Aid for Trade in 2025 include infrastructure development, agriculture, digital transformation, and services-related—sectors where Taiwan holds competitive advantages. The government is encouraged to promote greater participation by domestic companies in global Aid for Trade initiatives.

### **Innovative Approaches to Aid for Trade in the Era of Digital Transformation**

(Wen-Ling Su, Director General, Administration of Commerce, Ministry of Economic Affairs)

The digital economy has become a key driver of socioeconomic growth, with rapidly evolving technologies transforming production methods, employment, consumer behavior, and lifestyles, while also fostering innovative services. However, digital transformation has widened the gap between developed and developing countries. Many developing nations lack the infrastructure, digital capabilities, and policy resources to benefit fully from digitalization. Therefore, Aid for Trade should be driven by technology, centered on people, and focused on disadvantaged groups and developing countries. Emphasis should be placed on enhancing digital infrastructure and capabilities to support digital transformation and foster a more inclusive and equitable global development in the digital age.

### **The Impact of the Carbon Border Adjustment Mechanism on Trade in Developing Countries Amid the Net-Zero Transition**

(Tsung-Yin Chen, Senior Research Manager, European Industry Research Division,  
Industrial Technology Research Institute)

As the global community pursues net-zero sustainability to combat climate change, international trade plays a crucial role in achieving these goals. Through the CBAM, the EU aims to extend domestic decarbonization efforts to international trade, promoting global cooperation on emissions reduction. However, such efforts could create new trade barriers and disputes, particularly for developing and least-developed countries. These nations face high exposure in regulated export sectors and lack the capacity to manage carbon content or reduce emissions, amplifying the negative trade impacts of the CBAM. The article discusses these challenges and recommends enhancing communication with major trading partners and implementing supportive measures to prevent the CBAM from becoming a disproportionately burdensome non-tariff barrier for developing countries.

## **Insights from the UK and Australia's Aid for Trade Strategies: Lessons for Taiwan**

(Tzu-Li Lin, Assistant Professor, Department of Political Science, Tunghai University)

China's Belt and Road Initiative has fundamentally reshaped traditional aid strategies employed by the West, which often emphasize values that are not always welcomed by developing nations. In contrast, China's emphasis on national interests over humanitarian concerns has made its aid more appealing to some recipient countries. This has prompted a global reassessment of aid strategies. While aid has not always achieved its intended outcomes—such as poverty reduction or human rights promotion—the UK has prioritized Aid for Trade to foster economic growth in developing countries. However, fiscal and economic challenges have hindered its ability to meet poverty reduction targets. Australia, influenced by geopolitical considerations, especially China's expansion in the South Pacific, has shifted its approach to address regional climate threats. Taiwan, with its robust economic achievements, has a responsibility to contribute to a rules-based international order. Leveraging the Global Cooperation and Training Framework (GCTF) as a platform, Taiwan can overcome diplomatic limitations and effectively engage in Aid for Trade, embodying the spirit of “Taiwan Can Help.”