

美臺合作下的臺灣援助發展新局 —專訪美國在台協會谷立言處長

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《國際開發援助現場季刊》主編

臺灣能夠從「受援者」逐步轉型為「援助者」，進而發展為與夥伴國攜手合作的關係，並持續在國際合作中實踐與深化「臺灣經驗」，與美援計畫等國際協助，實為重要助力。

值本會成立 30 週年之際，本刊特別專訪美國在台協會（American Institute in Taiwan, AIT）處長谷立言（Raymond Greene）。谷立言處長長期服務於美國外交體系，歷練涵蓋東亞事務及經貿政策等領域，具備豐富的亞洲派駐經驗，對印太區域安全與經貿議題之政策形成及第一線實務皆具深刻觀察。其兼具宏觀政策與實務經驗的視角，有助深入剖析區域合作與發展援助的演變趨勢。

本次專訪以問答形式呈現，期透過其國際觀點，檢視臺灣援助發展的軌跡，並進一步探討國際發展合作的未來趨勢與發展前景。

一、回顧戰後時期美國對臺灣的援助，這段歷史經驗如何形塑台灣目前在國際發展合作中的角色？

1951 年至 1965 年間，美國對臺灣的援助堪稱我們最成功的發展夥伴關係之一。在這段期間，我們協助臺灣從以農業為主的經濟體成功轉型為工業發展的領導者。

這段經驗形塑了臺灣當前務實且重視能力建構的發展合作模式，強調透過技術專業促進發展，而非形成依賴關係。

臺灣的發展歷程顯示，有效的援助應以在地主導（local ownership）為核心，並與受援方的優先發展需求相契合，同時提供有別於以大型基礎建設為主之發展模式的替代方案。

二、過去 30 年來，臺灣國際合作發展基金會透過各項計畫推動技術合作、人力資源發展與能力建構。您如何看待台灣在全球發展合作體系中不斷演進的地位？

30 多年來，國合會在農業、公衛醫療、教育、資通訊、環境以及中小企業發展等領域建立了廣受肯定的專業能力，展現出臺灣即使在多邊機構中面臨諸多限制，仍能提供具體且務實的

成果。

近年來的美臺合作協議，尤其是 2024 年美國國際開發金融公司（Development Finance Corporation, DFC）與國合會簽署的合作備忘錄，正式化了雙方持續深化的合作關係，並肯定臺灣在提供透明且可信賴的發展融資選項方面的重要貢獻，提供抗衡掠奪性貸款模式之外的重要替代方案。

隨著國合會持續提升自身能力並加強跨機關協調，雙方進一步深化合作的機會也將隨之增加。

三、國際發展援助正逐漸從傳統援助模式，轉向在地化、夥伴關係導向，以及雙邊與多邊合作的新模式。根據美國的經驗，臺灣在這些新興合作模式中具備哪些比較優勢？

臺灣具備多項獨特優勢，包括能夠強化在地能力的豐富實務技術經驗、適合促進社區參與的計畫規模、可迅速回應需求的執行彈性，以及根植於民主治理的透明性。

臺灣由受援者轉型為援助提供者，能夠深刻理解開發中國家所面臨的挑戰，因此能夠設計出務實且具永續性的方案。此外，臺灣與其 12 個邦交國保持密切合作，以深入了解其經濟與發展需求，並依據各合作夥伴的情況量身打造合作模式。

我們認為，若國合會能夠進一步改善融資機制，並加強跨機關協調，以整合臺灣各部會的優勢，將能進一步提升其整體效能。

四、面對氣候變遷、公共衛生威脅及供應鏈韌性等跨國挑戰，您如何評估臺灣與美國在國際發展合作上的互補性與合作潛力？

美臺合作在上述各領域都具有重要意義，包括災害應變及韌性、公共衛生（雙方已建立數十年的合作關係，共同強化疾病監測與快速應變能力），以及供應鏈韌性（半導體與關鍵礦產等領域）。

2024 年 DFC 與國合會簽署的合作備忘錄，為共同融資計畫、聯合技術援助以及協調因應機制提供了合作框架，以推動雙方共同關注的優先事項。

過去幾年來，我們持續探索如何由臺灣在美國已投入發展工作的第三地推動具互補性的計畫，以充分發揮雙方夥伴關係的綜效。

五、展望未來，您對臺灣在推進全球發展合作與永續發展議程方面的角色，有哪些期許或建議？

臺灣可透過提高融資彈性、強化跨機關協調，以及運用其在資通訊領域的專業優勢，在農

業、遠距醫療及再生能源等領域促進創新，進一步擴大其發展影響力。持續彰顯透明治理與民主價值，並有策略地擴大在太平洋島國及非洲地區的參與，將有助於提升臺灣的國際能見度與影響力。

美國高度重視臺灣作為發展夥伴的角色，並相信臺灣憑藉其技術專業，以及對永續且透明合作的長期承諾，將能為開發中國家帶來顯著而具體的效益。

A New Era for Taiwan's Development Assistance through U.S.-Taiwan Cooperation — Special Interview with AIT Director Raymond Greene

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Taiwan has gradually transformed from a recipient of foreign assistance into a donor nation and, further, into a collaborative partner working hand in hand with allied countries. Through ongoing international cooperation, Taiwan has continued to build upon and deepen the “Taiwan Experience.” International assistance programs, including U.S. aid initiatives, have played a vital role in this transformation.

On the occasion of our organization’s 30th anniversary, this issue features a special interview with Raymond Greene, Director of the American Institute in Taiwan (AIT). Director Greene has devoted many years to the U.S. Foreign Service, with extensive experience spanning East Asian affairs, trade, and economic policy. Having served in numerous posts across Asia, he possesses deep insights into both policymaking processes and frontline practices related to Indo-Pacific security and economic issues. His perspective combines broad strategic vision with practical experience and offers valuable insights into the evolving landscape of regional cooperation and development assistance.

This interview aims to provide an overview of Taiwan’s development assistance trajectory from Director Greene’s perspective, while also exploring future trends and prospects in international development cooperation.

Q1. Looking back at U.S. assistance to Taiwan in the post-war period, how has this historical experience shaped Taiwan’s current role in international development cooperation?

U.S. assistance to Taiwan from 1951 to 1965 represents one of our most successful development partnerships, as we helped Taiwan transform from an agricultural economy to an industrial leader. This experience shaped Taiwan's current practical, capacity-building approach to development cooperation, which emphasizes technical expertise over dependency. Taiwan's trajectory demonstrates that effective assistance focuses on local ownership and aligns with recipient priorities, offering a valuable alternative

to infrastructure-heavy development models.

Q2. Over the past three decades, Taiwan ICDF has advanced technical cooperation, human resource development, and capacity-building through Taiwan ICDF programs. How do you view Taiwan's evolving position within the global development cooperation system?

For over three decades, ICDF has established recognized expertise in agriculture, public health, education, ICT, the environment, and SME development, showing that Taiwan can deliver practical results despite the constraints it faces in multilateral institutions. Recent U.S.-Taiwan agreements, most significantly the 2024 Memorandum of understanding (MOU) between the U.S. Development Finance Corporation (DFC) and Taiwan ICDF, formalize our growing cooperation and recognize Taiwan's valuable contributions as a transparent alternative to predatory lending. As ICDF expands its capacity and strengthens interagency coordination, opportunities for deeper collaboration will expand.

Q3. International development assistance is increasingly shifting from traditional aid models toward localization, partnership-based approaches, and bilateral and multilateral cooperation. Based on U.S. experience, what comparative advantages does Taiwan bring to these emerging cooperation models?

Taiwan brings distinct advantages: hands-on technical excellence that builds local capacity, appropriate project scale for community engagement, operational flexibility for rapid response, and transparency rooted in democratic governance. As a former aid recipient turned donor, Taiwan understands developing countries' challenges and designs realistic, sustainable programs. Additionally, Taiwan works closely with its 12 diplomatic allies to understand their economic and development needs, tailoring its cooperation models for each partner. We think that ICDF could enhance its effectiveness as an organization even more by improving its financing mechanisms as well as increasing interagency coordination to leverage the strengths of different Taiwan ministries.

Q4. As the world confronts transnational challenges such as climate change, public health threats, and supply chain resilience, how do you assess the complementarity and potential for collaboration between Taiwan and the United States in international development cooperation?

U.S.-Taiwan collaboration is significant across all of these areas, from disaster preparedness and resilience, public health (a decades-long relationship to improve disease surveillance and rapid response), and supply chain resilience (semiconductors and critical minerals). The MOU signed between DFC and ICDF in 2024 provides frameworks for co-financing projects, joint technical assistance, and coordinated responses that advance shared priorities. Something we've been working

on over the past few years is figuring out how to have Taiwan develop complementary projects in third places where the United States is already working, in order to capitalize on our partnership.

Q5. Looking ahead, what expectations or recommendations would you offer regarding the role Taiwan can play in advancing global development cooperation and the sustainable development agenda?

Taiwan can maximize its development impact by expanding financing flexibility, strengthening interagency coordination, and leveraging its ICT expertise to foster innovation in areas such as agriculture, telemedicine, and renewable energy. Emphasizing its transparency and democratic values, while strategically expanding engagement in the Pacific Islands and Africa, will enhance Taiwan's global standing. The United States values Taiwan as a development partner whose technical expertise and commitment to sustainable, transparent cooperation will deliver significant benefits for developing countries.