

## 編者言

# 當疫情遠離 人道援助挑戰未歇

過去一年，在疫情、戰爭與天災的衝擊下，全球需要人道援助的人口不斷攀升，根據聯合國去 (2022) 年發布的《2023 年全球人道概覽》(2023 Global Humanitarian Overview) 預估，今年需要人道援助的人數將達 3.39 億人，超過美國的總人口。就在大家還在為新冠疫情即將走到盡頭而鬆一口氣的同時，2023 年的 2 月 6 日，土耳其與敘利亞的邊界發生了規模 7.8 的地震，造成超過 4 萬人死亡及 12 萬人受傷；此外，從 2022 年 2 月即開始的俄烏戰爭截至目前亦沒有結束的跡象，再加上目前發生於全球各地超過 100 場的武裝衝突，使得 2023 年人道援助需求也達到史上最高的 515 億美元 (約合新臺幣 1.5 兆元)。除了人道援助所需的經費大增之外，受疫情影響，人道援助在執行方式上也出現了轉變，特別是在疫情期間，因為各國國境封閉的影響，許多國際非政府組織 (INGOs) 無法進入受援國進行援助，而必須仰賴受援國當地的非政府組織協助，因此，本期的《當季專論》特以〈2023 年人道援助趨勢〉為主題，邀請相關領域專家、學者，從聯合國的《2023 年全球人道概覽》出發，首先從國際人道援助的政治邏輯談起，自各國國家利益的角度，來探討提供國際人道援助經費與國家外交政策間的關聯性；接著呼應當前國際趨勢，針對波蘭對烏克蘭進行人道援助的歷史背景及方式進行爬梳，接續則探討後疫情時代，在地非政府組織角色的轉變，以及這樣的轉變對於全球執行人道援助工作的影響，最後再回到臺灣，討論在 2023 年全球人道援助趨勢下，我國如何執行國際人道援助工作，以及如何透過這些工作增加與國際間的連結。

而在本期的《焦點企劃》，則以〈面對全球人道援助危機及趨勢，臺灣的機會與挑戰〉為題，特別訪問台灣世界展望會國際事工處吳正吉主任、台灣好鄰居協會楊國正秘書長及國合會李志宏副秘書長，透過他們的訪談，分別從國際非政府組織及政府官方援外機構的角度，分享對 2023 年人道援助趨勢的看法，以及對於今年度人道援助工作的展望。

從聯合國過去的統計數據來看，全球對於人道援助經費的需求節節攀升，然而在各國國際政治的盤算下，並非所有需要人道援助的角落都能獲得適當的協助，這也有違聯合國永續發展目標中，「不遺落任何人」的精神，因此，希望藉由本期的文章，帶領讀者思考當國際人道援助工作與國家利益碰撞時，孰先孰後，以及我國在後疫情時代，全球環境出現變化之際，如何更有效地參與國際人道援助工作。

## 當期論文摘要

### 國際人道援助的政治邏輯：從聯合國《2023 年全球人道概覽》談起

（郭銘傑，國立臺灣大學政治學系助理教授）

聯合國《2023 年全球人道概覽》所提出的多邊國際人道援助工作規劃藍圖，因具有法律程序與組織表現上的正當性，而對世界各國政府制定其對外人道援助政策具有參考價值。然而，由於多邊國際人道援助的議題設定，本質上具有體現主要捐助國國際政治經濟利益的政治邏輯，若以迎合聯合國每年規劃的國際人道援助工作項目為重點，可能會失去主動形塑國際人道救援議題的能力，或淪落至只能被動配合其他主要捐助國國家利益的下場。建議我國應以過去在海地、尼泊爾與菲律賓的雙邊國際人道援助經驗為借鑒，在以個案為基礎，分析我國外交政策需要與國內外利害相關者的國際政治經濟利益後，持續以雙邊途徑並納入民間協力者形式來推展我國的對外人道援助工作，以便讓世界看見我國成為躍然於在國際人道援助上的議題設定者。

### 消失的國界：俄烏戰爭中波蘭對烏克蘭的援助

（鄭欽模，淡江大學外交與國際關係學系主任）

2022 年 2 月 24 日俄羅斯進入烏克蘭，發動了震驚世界的俄烏戰爭，而在這場戰爭中，波蘭對烏克蘭提供了大量的援助，成為引人矚目的亮點，本文嘗試從歷史的角度，來剖析波蘭及烏克蘭的關係，並從中梳理出波蘭在本次俄烏戰爭中，之所以大力援助烏克蘭的背景因素，未來，波蘭與烏克蘭亦將攜手致力兩國經濟的發展，以彰顯兩國間特殊的情誼。

### 後疫情時代的國際人道援助合作：受援國在地 NGO 的角色轉變

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2019 年 COVID-19 的爆發及擴散，使得全球第一、第二及第三部門之間的角色與行動因此受到一定程度去全球化（de-globalization）的結構性變化影響而被迫轉型，對國際人道援助合作領域而言，「南北合作」的人道行動，國際間參與的各部門則同時面臨緊迫與受阻的情境。準此，本文旨在探討受援國的第三部門遭遇疫情至今，在國際合作發展的範疇中，其角色與運作模式上轉變的因素以及後疫情時代的定位。透過服務輸送路徑、服務輸送模式、部門角色分工、組織經營管理及財務責信結構等層面的切入，得出受援國在地 NGO 部門因身處服務輸送終端的紐帶（tie）位置且同時有跨服務再領域化（re-territorialization）的需求，臺灣國際人道援助合作行動將能夠趁勢運用本國政府部門整合策略規劃，結合非營利組織的敏捷特性，進一步凝聚內部力量並且對外綻放，以「不對稱援助競合」的形式與其他 OECD 國家一同躋身於國際合作發展領域的舞台。

## 臺灣在國際人道援助的務實作為：以國合會為例

（吳靜怡，國合會人道援助處組長；洪志誠，國合會人道援助處助理管理師；  
石家華，國合會人道援助處助理管理師）

本文概述國際人道援助之演進及臺灣政府與民間運用優勢強項及台灣經驗推動國際人道援助之做法。另外，本文聚焦在國合會執行國際人道援助之演變及發展脈絡，做為我國政府官方援助組織，國合會近年透過聚焦災後復原及重建、強化與國際非政府組織之合作、加強人員赴海外直接參與人道援助，也與時俱進不斷精進援助作法，接軌國際外，也務實地提升人道援助計畫之效益。

## Even as the pandemic subsides, humanitarian aid challenges continue

Over the past year, the number of people requiring humanitarian aid has continued to rise amidst global pandemics, wars and natural disasters. According to the United Nations' *2023 Global Humanitarian Overview*, the estimated number of people in need of humanitarian aid this year will reach 339 million, exceeding the total population of the United States. While everyone breathes collective sighs of relief at the subsiding COVID-19 pandemic, humanitarian disasters continue to strike around the world. On February 6, 2023, a magnitude 7.8 earthquake occurred at the border of Turkey and Syria, resulting in more than 40,000 deaths and 120,000 injuries. In addition, the ongoing conflict between Russia and Ukraine that began in February 2022 shows no signs of ending, and over 100 other armed conflicts rage on across the globe. All told, these events caused the humanitarian aid needed in 2023 to reach a record high of \$51.5 billion. Still, despite the severity of these other events, the pandemic is notable for not only incurring significant increases in humanitarian funding requirements but also for changing the way such aid is delivered. Especially during the pandemic, many international non-governmental organizations (INGOs) were unable to enter recipient countries due to border closures. Instead, they relied on local non-governmental organizations (NGOs) for assistance. In this issue, we analyze and interpret these developments as we adopt the theme of "Trends in Humanitarian Aid in 2023." We build on work published in the United Nations' *2023 Global Humanitarian Overview* by inviting experts and scholars in relevant fields to discuss related topics. They begin by examining the political logic of international humanitarian aid and then later explore the links between a country's aid contributions and foreign policy from the perspective of national interests. Then, echoing current global trends, they examine the historical context and methodology of Poland's humanitarian aid to Ukraine. The experts subsequently consider the importance of local NGOs in the post-pandemic era as well as the impact of their changing roles on the execution of global humanitarian aid. Finally, the discussion returns to Taiwan, exploring how the country can carry out aid projects while expanding connections with the international community, all while adapting to 2023's humanitarian aid trends.

For this issue's special report, the topic is "Taiwan's opportunities and challenges when facing global humanitarian aid crises and trends." We interviewed the Manager of the International Programs Group of World Vision Taiwan, James Wu; the Secretary-General of Good Neighbors Taiwan, Kuo-Jeng Yang; and Deputy Secretary-General of TaiwanICDF, Stephen J. H. Lee, giving them a platform to share their perspectives on humanitarian aid trends for 2023 and the prospects for humanitarian aid

this year, from the view of INGOs and official aid agencies.

According to statistics from the United Nations, the global demand for humanitarian funding has been steadily increasing. However, due to the international political calculations of various countries, some worthy causes do not receive adequate assistance. This goes against the spirit of the United Nations' sustainable development goal of "leaving no one behind." Therefore, we hope that, through this issue, we can lead readers to reflect on how they prioritize international humanitarian aid and national interests. Furthermore, we hope they can see how Taiwan actively and effectively contributes to international humanitarian aid goals in the post-pandemic era, even amid changing global conditions.

## Summary

### **The Political Logic of International Humanitarian Aid:**

#### **Starting from the United Nations' *Global Humanitarian Overview 2023***

(Jason M. Kuo, Assistant Professor at the Department of Political Science, National Taiwan University)

The multilateral international humanitarian aid plan proposed in the United Nations' *Global Humanitarian Overview 2023* is authoritative in terms of legal procedures and organizational performance, and it is therefore a useful reference for governments around the world as they formulate their foreign humanitarian aid policies. However, due to the agenda-setting nature of multilateral international humanitarian aid, the overview inherits the political logic of major donor countries, including their political and economic interests. If our country blindly follows international humanitarian aid projects planned by the United Nations every year, we may lose the ability to actively shape the international humanitarian agenda or fall into a situation of passive cooperation with the national interests of major donor countries. Instead, our country should draw on its past bilateral aid experiences in Haiti, Nepal and the Philippines, analyzing the needs of our foreign policy and the political and economic interests of domestic and foreign stakeholders on a case-by-case basis. Then, we may continue to promote our country's foreign humanitarian aid work through bilateral approaches and the incorporation of civil cooperation. This will allow the world to see our country as an agenda-setter for international humanitarian aid.

## **Disappearing Borders: Poland's Assistance to Ukraine in the Russo-Ukrainian War**

(Chin-mo Cheng, Director at the Department of Diplomacy and International Relations,  
Tamkang University)

On February 24, 2022, Russia entered Ukraine and launched the Russo-Ukrainian War, shocking the world. Poland soon became a focus of attention for providing substantial assistance to Ukraine. This article analyzes the relationship between Poland and Ukraine from a historical perspective, sorting out the background factors behind Poland's strong assistance to Ukraine during this war. In the future, Poland and Ukraine will continue working together to promote shared economic development, highlighting the special friendship between these two countries.

## **International Humanitarian Aid Cooperation in the Post-Pandemic Era: The Transitioning Role of Local NGOs in Recipient Countries**

(Ping-Hsien Lin, Assistant Professor at the Department of Social Work, Tunghai University;  
Fu-Min Liao, Adjunct Lecturer at the College of Humanities and Social Sciences,  
Providence University)

The outbreak and spread of COVID-19 in 2019 resulted in a certain degree of de-globalization, and the resulting structural shift forced a transformation in the roles and actions of the first, second, and third sectors worldwide. For example, in the field of international humanitarian aid, global actors involved in North-South cooperation are now obstructed in facing urgent situations. This article explores factors that have led to changes in the roles and operating models of the third sector in recipient countries since the pandemic's outbreak, as well as changes to third sector positioning in the post-pandemic era within the scope of international cooperation development. By examining aspects such as service delivery pathways, service delivery models, sector role divisions of labor, organizational management, and financial accountability structures, we discovered that local NGOs derive certain benefits from their positioning at the service delivery site following the re-territorialization process. Thus, Taiwan can take advantage of the inherent agility of these non-profit organizations as well as the Taiwanese government's own integrated strategic planning capacity to consolidate its resources and project outward, enabling Taiwan to join other OECD countries in the international cooperation development arena through asymmetrical aid competition.

## **Pragmatic International Humanitarian Assistance by Taiwan:**

### **A Case Study of the TaiwanICDF**

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Chih-Cheng, Hung, Assistant Specialist at the Humanitarian Assistance Department, TaiwanICDF;  
Chia-Hua Shih, Assistant Specialist at the Humanitarian Assistance Department, TaiwanICDF)

This article provides an overview of the evolution of international humanitarian assistance and the practices of the Taiwanese government and civil society in utilizing their strengths and experiences to promote said assistance. In addition, this article focuses on the evolution and development of the Taiwan International Cooperation and Development Fund (TaiwanICDF) in implementing international humanitarian assistance. As the official aid organization of the Taiwanese government, the TaiwanICDF has recently focused on aiding post-disaster recovery and reconstruction, strengthening collaboration with international non-governmental organizations, and increasing direct personnel participation in international humanitarian assistance. It has also continuously improved its assistance methods in order to reflect international standards and enhance the effectiveness of its humanitarian assistance programs.