

災害治理的實踐哲學與方法：以復原重建中社會福利角色為例*

李宗勳**

摘要

本文將以起承轉合四段論進行鋪陳與探究：

(一) 在「起」的部分是想建立一套災後治理規範體系，其中包括兩個行動原則（「透過會晤對話加強聯結：相互理解」以及遵循「公共服務的實踐哲學：勇以探求與敢於知道」），這是從漢娜鄂蘭（Hannah Arendt）的實踐哲學所引伸出來的；一個願景（以「社會生態韌性」強調災後如何重建社會秩序）、一個認知（社會福利角色類型）；兩個目標（災民需要安身並從中「立命」、讓災民往居民轉向）；一個合作機制（跨部門協力伙伴）。然後舉出世界銀行所提出的重建原則與其所建構的災後治理規範體系相呼應。

(二)「承」的部分是引用上述的災後治理規範體系來檢視美國與日本在災後治理上的作法與經驗。其中也指出日本經驗的一些不足之處。

(三)「轉」的部分是談及國內災後重建復原之個案資料分析。其中主要的論述重點是引用上述的災後治理規範體系觀照與檢討我國災後復原重建合理的政府角色與風險分擔之缺失與不足之處。

(四)「合」的部分是本文的研究發現與研究建議。主要是綜合災後治理規範體系、美國與日本經驗與台灣當前現況，以此做為觀照點，具體地指出我國災後復原重建合理的政府角色與風險分擔之短程安置與中長程復原重建的問題，並且做出策進的具體建議。本文有系統彙整政府在莫拉克風災災後重建的角色暨內容分析，從中歸納出中央與地方在不同階段所扮演之社福角色與採取之政策工具與運用財貨屬性。

關鍵詞：災害治理、復原重建、社會福利、風險分擔

Abstract

Taiwan's government has historically provided social welfare benefits and cash to the victims of disaster events. While such measures were designed to maintain a minimum living quality for disaster victims, the measures have also limited the capacity of disaster victims to recover over the long-term. After Typhoon Morakot in 2009, the Taiwanese government began to collaborate with nonprofit organizations to provide disaster victims with assistance that was intended to promote long-term job and industrial recovery. These new policies also had unintended consequences. For example, they encouraged indigenous people to move away from their communities, which

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**李宗勳博士，中央警察大學行政管理系教授，「行政院研考會風險評估管理小組」專家諮詢。

caused them to lose their self-sustainability and increased their dependency on social programs. Given the limitations of Taiwan's recent disaster recovery policy, this study aims to probe the question of what is the appreciate role of government in provision of recovery assistance to the communities affected by disaster?

To address these questions, this study reviews the literatures on social-ecological resilience, disaster governance and risk sharing. The study also reviews the role of governments of the United States and Japan in disaster recovery situations. To collect the data to complete this study, a content analysis was conducted on the Typhoon Morakot Post-Disaster Recovery Plan, which was retrieved from the website of Typhoon Morakot Post-Disaster Reconstruction Council. The plan was analyzed in order to identify the actions that were taken by Taiwan's central government during the recovery from Typhoon Morakot. The outcomes of the literature review and the empirical analysis enable the authors propose suggestions about what is a reasonable role for governments in disaster recovery situations.

Key words:disaster governance,recovery and reconstruction,social welfare,risk share

