

Istanbul Summit to Find Ways Out of Humanitarian Crises
Analysis by Ramesh Jaura

伊斯坦布尔峰会：寻找解决人道主义危机之道
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Photo: Secretary-General Ban Ki-moon (left) addresses a meeting to brief Member States on April 4, 2016 on the preparations for the World Humanitarian Summit (WHS), set for 23-24 May in Istanbul, Turkey. At his side is Stephen O'Brien, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator. Credit: UN Photo/Evan Schneider

资料图片：联合国秘书长潘基文（左）于当地时间 2016 年 4 月 4 日在世界人道主义峰会筹备大会上致辞。其正式会议将于 5 月 23 日，24 日在土耳其首都伊斯坦布尔召开。在他身旁的是联合国人道主义事务和紧急救济协调组秘书长-史蒂芬·奥布莱利 (Stephen O'Brien)。摄影者：Evan Schneider

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BERLIN | NEW YORK (IDN) - It is an open secret that UN Secretary-General Ban Ki-moon has put his heart into the first-ever World Humanitarian Summit set for May 23 and 24 in Istanbul, the most populous city in Turkey and the country's economic, cultural, and historic hub.

柏林/纽约(IDN) - 联合国秘书长潘基文全力筹备将在土耳其召开的世界人道主义峰会已是公开的秘密。这次峰会是史上首次世界性人道主义会议，将于 5 月 23 日和 24 日在土耳其的经济，文化，历史中心伊斯坦布尔召开。

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If successful, the Summit would go down in history as his lasting legacy. Because it symbolizes a cupola supported by four columns: the Sendai Framework for Disaster

Risk Reduction, Addis Ababa Action Agenda (AAAA), 2030 Agenda for Sustainable Development and the Paris Climate Agreement.

这次峰会可以说标志着仙台减少灾害风险框架，亚的斯亚贝巴发展融资行动议程（AAAA），2030 年可持续发展议程以及巴黎气候峰会成果的结晶。若一切顺利，这次会议作为潘基文秘书长的职业成就将被载入史册。

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The crux of Ban's message since September 2015, when world leaders endorsed 17 Sustainable Development Goals with 169 targets: "I call upon global leaders to place humanity – the concern for the dignity, safety and well-being of our citizens – at the forefront of all policies, strategies and decision-making. The World Humanitarian Summit must be for the people living on the frontline of humanity. They count on us. We cannot let them down."

2015 年 9 月，在各国领导人共同确立 17 个可持续发展方向以及 169 个具体目标时，潘基文秘书长就传达出了这样一个核心信息：“我呼吁各国领导人在制定公共政策，国家战略和发展方针时优先考虑人道主义精神，把公民的人权尊严，人身及财产安全放在首要位置。世界人道主义峰会必须站在人道主义的前沿阵地，它代表着那些关切人道主义事业的人们的利益，我们不能让他们失望。”

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Indeed. Because humanity is confronting some of the greatest challenges of our time. In 2015, 125 million people were in need of humanitarian assistance. 60 million were forced from their homes. 37 countries were affected. An estimated US\$20 billion were needed.

当今的人道主义确实面临着一系列巨大的挑战。2015 年，全球约有 1.25 亿人需要人道主义救助，6000 万人因冲突和灾难被迫离开家园，约 37 个国家因此受到影响，所需的救助资金估值高达 200 亿美元。

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Ban explained the significance of the Summit in detail in his opening remarks at launch of Report for World Humanitarian Summit 'One Humanity, Shared Responsibility' on February 9, 2016 at the UN Headquarters in New York.

潘基文秘书长于 2016 年 2 月 9 日在纽约向联大非正式会议通报了他为首届世界人道主义峰会专门编写的开题报告《同一人性：共担责任》。他在这份报告中详细阐述了本次会议的重要性。

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"We face profound, urgent and growing global challenges . . . Brutal and seemingly intractable conflicts are devastating the lives of millions and destabilizing entire regions. Violent extremism, terrorism and transnational crime are creating persistent instability," he told member states.

潘基文在发言中指出，“我们正面临着深刻，紧迫且不断增长的全球性挑战；野蛮残暴，似乎难以控制的冲突正在对数以百万计民众的生活构成毁灭性影响，并

使整个区域陷入动荡之中。暴力极端主义，恐怖主义和跨国犯罪正在导致持续的不稳定。”

“The widening gap between rich and poor is marginalizing and alienating the most vulnerable in society. Climate change is having a profound impact with increasingly frequent and intense storms, floods and droughts. Levels of need are at record levels, but the political solutions to relieve them are elusive. Today’s complex challenges cross borders and surpass the capacity of any single country or institution to cope,” Ban added.

“贫富差距的不断扩大大使得社会最脆弱群体被日益边缘化和疏远；气候变化引发的风暴，洪涝等自然灾害日趋频繁和剧烈，并对人类生活产生深远的影响；同时，人道主义援助需求处于历史最高水平，但缓解问题的政治解决方案却迟迟未能达成。今天我们所面临的复杂挑战跨越国界并超出任何一个国家或机构的应对能力。”潘基文补充道。

Against this backdrop, he declared: “We need to restore trust in our global world order and in the capacities of our national and regional institutions to confront these challenges effectively. We need to show the millions of people living in conflict – with chronic needs and constant fear – the solidarity that they deserve and expect.”

正是在这样的背景下，潘基文秘书长呼吁：“我们需要重塑民众对世界秩序以及国家和区域机构有效应对上述挑战能力的信心。我们需要向数百万生活在冲突和恐惧中的民众展示他们所期望的国际团结。”

The urgency of these challenges and the scale of the suffering mean that the international community must accept its shared responsibilities and act decisively, with compassion and resolve.

鉴于上述挑战的紧迫性和民众遭受苦难的规模，国际社会必须肩负起共同责任，拿出同情心和决心，采取果断行动。

“The World Humanitarian Summit is the moment for us to come together to renew our commitment to humanity and the unity and cooperation required to prevent and end crisis and reduce people suffering and vulnerability,” he declared.

潘基文表示：“世界人道主义峰会让我们重聚一堂，我们以此为契机再次重申各国对人道主义精神的共同承诺以缓解和预防危机，在最大程度上减少民众的痛苦。”

The UN Secretary-General’s Agenda for Humanity calls on global leaders to commit to five core responsibilities in the name of our shared humanity.

在峰会召开之前，联合国秘书长潘基文在为大会提交的报告《人类议程》中呼吁各国在“共同人性”的基础上采取切实行动，积极履行五项核心职责。

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CORE RESPONSIBILITY 1 - Global leadership to prevent and end conflict: Preventing conflicts and finding political solutions to resolve them is our first and foremost responsibility to humanity. Because conflicts drive 80% of all humanitarian needs.

核心职责 1 - 各国领导人必须肩负起自己的责任，预防并结束冲突：找到适当的政治解决方案。高达 80% 的人道主义救助需求源于地区冲突。因此，把冲突扼杀在萌芽状态是我们面对人道主义问题时的首要责任。

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CORE RESPONSIBILITY 2 - Uphold the norms that safeguard humanity: Every day, civilians are deliberately or indiscriminately killed in wars. We are witnessing the erosion of 150 years of international humanitarian law. But even wars have limits: leaders must recommit to upholding the rules that protect humanity. Because 90% of people killed or injured by the use of explosive weapons in populated areas are civilians.

核心职责 2- 各国必须确认它们有责任秉持旨在保护人类的国际规范：每天都有无辜的公民在战争中被蓄意或无意地杀害。我们见证了这 150 年间战争对国际人道主义的践踏。然而，就算是战争也应受到限制：各国领导人应再次确保坚持人道主义准则的必要性。事实上，在因在高人口密度区域使用爆炸性武器所导致的死伤者中，90%都是无辜的平民。

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CORE RESPONSIBILITY 3 - Leave no one behind: The World Humanitarian Summit is the first test of our commitment to transform the lives of those most at risk of being left behind.

This means reaching everyone and empowering all women, men, girls and boys to be agents of positive transformation. It means reducing displacement, supporting refugees and migrants, ending gaps in education and fighting to eradicate sexual and gender-based violence.

核心职责 3- 一个也不落下：我们承诺首先向最后面的人伸出援手。本次世界人道主义峰会是对我们所做承诺的首次检验。这不仅意味着无论男女老少每一个人都会受到积极的影响，也意味着缓解因地区性冲突所导致的难民问题，为难民及移民提供帮助，缩小教育发展差距，努力杜绝性暴力和基于性别的暴力。

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CORE RESPONSIBILITY 4 - Change people's lives - from delivering aid to ending need: Success must now be measured by how people's vulnerability and risk are reduced, not by how needs are met year after year.

Ending need will require three fundamental shifts in the way we work: Reinforce, don't replace national systems; Anticipate, do not wait for crises; Transcend the humanitarian-development divide. This is particularly important considering that

today, 43% of people live in fragile situations. By 2030 that number is estimated to climb to 62%.

核心职责 4- 从提供人道援助转向结束人道需求的行动，并由此改变民众的生活：检验我们成功的标准不应只看在数量上我们每年提供了多少帮助，满足了多少需求，更重要的是看我们在多大程度上提高了弱势群体的抗风险性。

达到救助零需求的目标需要我们在工作方式上实现三个重要转变：首先，加强巩固国家体系，而不是取而代之；其次，要未雨绸缪，而不是临渴掘井；最后，要跨越人道主义发展途中的种种鸿沟。如今，全球有 43%的民众身处在敏感而脆弱的局势中，这一比例预测会在 2030 年攀升到 62%。在这样的背景及趋势下，这一职责显得尤其重要。

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CORE RESPONSIBILITY 5 - Invest in humanity: Accepting and acting upon our shared responsibilities for humanity requires political, institutional and financial investment. As a shift is needed from funding to financing that invests in local capacities, is risk-informed, invests in fragile situations and incentivizes collective outcomes. We must also reduce the funding gap for humanitarian needs. In 2014, only 0.4% of official development assistance was spent on disaster preparedness. [IDN-InDepthNews - 22 April 2016]

核心职责 5- 投资于人：想要接收并肩负起共同责任，就需借助各级组织的力量从政治和财政上投资于弱势群体。

对加强地方能力和脆弱局势的投资需要实现从单一政府组织拨款到多方金融筹措的转变，这种转变旨在降低投资风险并建立高效和包容性的制度。因此，我们必须尽量缩小人道主义需求的融资缺口。2014 年，只有 0.4%的官方发展援助基金（ODA）用于放在准备工作中。[IDN-InDepthNews - 2016 年 4 月 22 日]

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