



李光中 Kuang-chung Lee

英國倫敦大學地理學博士
Ph.D. University College London
現任花蓮教育大學生態與環境教育研究所副教授
Associate Professor of Graduate Institute of Ecology and Environmental Education, National Hualien University of Education

為國家公園署催生

Calling for the Establishment of National Park Agency



加拿大納漢尼國家公園
Nahanni National Park in Canada

台灣自1982年成立第一座國家公園，迄今已逾25年，除了今年1月剛成立的東沙環礁國家公園之外，其餘6座國家公園都有12年以上歷史，可以說台灣國家公園的建置早已從建設階段邁入管理階段。

不同於20年前，今日台灣國家公園面臨的挑戰可歸納成「3C」：保育 (Conservation)、增能 (Capacity-building) 和溝通 (Communication)；在國家公園的類型上也已涵蓋山岳型、文化型、都會型、海洋型等多元性。為了有效因應全球變遷，台灣各類型的國家公園需要不同專業的保育政策、措施和人才，現有組織編制和各階層管理人員也需大幅增能。就國家公園的價值、成就和挑戰而言，必須透過各種溝通方式爭取公眾支持，在實務經營上則須妥善結合在地民眾參與，以促進國家公園及其周邊地區之環境、經濟和社會的永續發展。以上都需要嶄新的管理能力，而有效的管理奠基於健全的組織設計，惟20年前所設計的國家公園行政管理體系恐不足以因應新時代的挑戰了！

It has been more than 25 years since the first national park in Taiwan was established in 1982. With the exception of Dongsha Marine National Park established in January 2007, all other 6 are over 12 years old. Suffice to say, the establishment of national parks in Taiwan has come to the management phase.

Different to 20 years ago, now the challenges faced by national parks in Taiwan belong to a category of “3 C” – conservation, capacity-building and communication since the park types comprise mountain, cultural, urban and marine. To cope with globe transformation, all types of national parks in Taiwan need different professional conservation policies, measures and men of talents, and the present organization structure and management of different levels need capacity building. The parks need the public support via various ways of communication and public participation to promote the sustainable development of the environment, economy and society of parks and their periphery. All these require a new capacity, while effective management is based on a healthy organization that is beyond the past administrative system designed 20 years ago.

美國、加拿大等國家都設有獨立而專責的國家公園署或管理局等，
台灣的國家公園若要能迎頭趕上，
也應早日在內政部下成立專責機構「國家公園署」。

In USA, Canada and most countries,
there is always an independent and dedicated national park agency or bureau for major national parks.
National parks in Taiwan have to advance to keep up with other countries by
establishing the National Park Agency as a dedicated tertiary office under MOI.

國家公園之中央主管機關為內政部營建署，而營建署的業務除掌管國家公園外，尚包括都市計畫和建築管理等他項業務，容易分散其專業和資源。該署雖下設有國家公園組，以專責全國性國家公園事務，但層級過低、人員編制過少，要發揮有效的統合力是很困難的。雖然國外許多重點國家之國家公園管理機構隸屬情形不同，例如日本、韓國與澳洲隸屬環境部，美國為內政部，加拿大為農產部；但這些國家都設有獨立而專責的國家公園署或管理局等。台灣國家公園若要能迎頭趕上，必須從根本的組織改造著手。

「行政院組織法修正草案」中預定成立「環境資源部」，國家公園及其他類型保護區皆包含在其主要業務中，如此應有助於保護區國家系統的建立。惟目前爭議點似乎在於是否應在該部之下設置一個署或局，以整合營建署的國家公園系統以及林務局的保護區系統，這種一次到位的立意雖美，但實力相當之不同部會體系的整併卻非常不容易。筆者建議，與其懸宕不決，不如先求在環境資源部下設置「公園署」及「自然保育署」，分別掌管國家公園及其他類型保護區，但是同樣歸屬該部統合。或至少，也該早日在內政部下成立專責機構「國家公園署」。

The central administrative body that has authority over national parks is Construction and Planning Agency, Ministry of the Interior, whose operation also covers urban planning and construction management, etc. and therefore has decentralized professionals and resources. The National Parks Division under CPA is under-leveled with insufficient staff to effectively maneuver an integrated capacity. Though belonging to different authorities, e.g., Environment Department in Japan, South Korea and Australia, Interior Department in USA, and Department of Canadian Heritage in Canada, there is always an independent and professional national park agency or bureau for major national parks in other countries. National parks in Taiwan have to advance and reorganize basically to keep up with other countries.

In the Draft Amendments to Organizational Act of the Executive Yuan, it is decided to establish the Ministry of Environmental Resources, whose major charge covers national parks and other types of protected areas. It is expected to administer to the establishment of a national system of protected areas. However, an issue remains unsolved regarding to the establishment of an agency or bureau to integrate the national park system and under CPA and the protected areas system under Forestry Bureau. Though a perfect idea, it is difficult to merge different but equivalent systems under different authorities. It is suggested that, instead of leaving it undecided, it is better to establish a "National Park Agency" and "National Conservation Agency" first under the Ministry of Environmental Resources to take charge of national parks and other types of protected areas while both are integrated by the Ministry, or at least establish National Park Agency.