

People as the Major Issue for National Park Management

國家公園的經營 主要是管理人

國家公園的自然管理之挑戰，以管理「人」的問題最大。無人之地景是不太需要特殊的管理。

無論是遊客或原住民，對園內的生態都會造成大衝擊。人的問題中，以原住民在園中的活動管理問題最為棘手。幾乎所有國家公園設置之前，園內總有世居的人。他們依賴園內的自然資源謀生，有長遠的土地利用歷史，有其文化特色與社會組織，同時他們也改造了園內的自然地景。國家公園面臨自然資源的管理議題時，常與原住民的權利重疊，因而兩者之間紛爭沓至。這個紛爭若無令人滿意與長遠的解決，國家公園的保育工作與可永續的經營成效便會大打折扣。

想解決此問題之際，我們先要有幾項認識。管理者面對的是道德與人權議題，以及頂端的政治議程。其次，因為原住民處在當前的「金錢經濟」體系上是弱勢族群，大多數人在短時間內不容易完全融入現代化的工商業社會，這關乎他們的基本生計與未來的發展。

管理者與原住民之間的利益雖非完全的對立，但確實存在若干自然資源之利用上的衝突。國家公園經營如何兼顧原住民之傳統、文化與生計，而原住民的自然資源的利用又如何不違背國家公園（包括其他保護區）的法律定義，使得所有自然資源儘可能的永保其質與量，確實有待深思與謀略。

The greatest challenge in nature management for national parks is in fact “people management.” Wilderness where no man inhabits does not require special management.

Be it tourists or indigenous peoples, ecosystems in a national park are threatened by both types of users. Of all people-associated issues, activities of indigenous people remain the most difficult one for national park management. Nearly all national parks have been inhabited by generations of indigenous peoples long before their establishment. With a long history of land utilization, these peoples rely on the natural resources in the park for their livelihood. Indigenous peoples have not only formed a unique culture and social organization, but have also changed the natural landscape in national parks. When dealing with natural resource management issues, national park authorities often run into the issue of civil rights of indigenous peoples and thus encounter disputes that cannot be resolved easily. If the disputes cannot be resolved immediately and satisfactorily with a long-term solution, the conservation efforts and achievements of sustainable management of national parks could be seriously compromised.

It is thus important to recognize a few things before setting out to resolve these people-related issues. First, the management faces ethics and human rights issues and the top of political agenda. Second, indigenous peoples are minorities in the current money economy and are not easily to adjust to the modern industrialized society within a short time frame, and therefore any management decision would mean impact on their basic livelihood and determine their future.

Interests of the management and indigenous people are not always in conflict, but it remains a fact that there is a discord in the utilization of natural resources between the two sides. How can national park management find a balance between their policies and the traditions and means of subsistence or livelihoods of indigenous peoples? How

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這個社會必須承認原住民與其他任何國民一樣有追求現代化的生活品質與融入經濟體系的自由選擇權。任何社會的傳統、文化與生計不是靜態存在的，尤其這個世紀的動態變遷更是急速。近數百年來科技的快速進展，經濟的全球化，人的接觸頻繁，均衝擊與轉變原住民的傳統、文化與生計。這是大勢之所趨，是沛然無可抵擋與遏阻的潮流。因而，處理原住民與國家公園土地使用的問題不宜延宕，否則問題的惡化與尖銳化，終將捨去理性的最優程序。若真走到訴諸醜陋的政治角力，雙方皆非贏家。

在尋求減輕人類對國家公園的自然造成之衝擊，又能緩和和其他紛爭，許多專家提出數種「應急策略」。其目的並非在解決公園內原住民的問題，而是借此類策略換取時間，找到更好的解決方案。應急方案例子眾多，例如推展「活博物館政策」、發展「生態旅遊」與「生態社區」、推動「共管參與」，或者「分區使用」。

特博與佩雷斯在〈國家公園內的人之問題〉一文中寫到：「人類必須認識到國家公園的管理者決定了國家公園的成敗，此又決定了未來世界的極多生物多樣性之命運。」總而言之，國家公園內的原住民問題必須設法解決，延宕不是辦法，也是不負責任的態度，要解決的終極目的是降低國家公園的人造成之衝擊，期能做到永續使用自然資源的目標。🌿

can the indigenous peoples utilize the natural resources without violating the legal definitions set forth by the national parks (including other preservation areas), so that all natural resources can be ensured in both quality and quantity? These are a few questions that demand further consideration.

This society must admit that indigenous peoples have just as much right to make free choices as any other citizens that pursue a modern standard of living and choose to be a part of the economic system. The traditions, culture and livelihood of any society do not exist in a static mode but are changing in extremely rapid speed, especially in this century. The rapid development of technology over the last hundred years, economic globalization and frequent contacts between different peoples have all made an unstoppable impact on and changed the tradition, culture and livelihood of indigenous peoples. Therefore the issue of indigenous peoples and their utilization of national park land require immediate attention. If the issue is unattended and left to exacerbate, there will be no rational optimization process but only nasty political struggles in which no one will ever win.

Many experts have proposed different “fallback strategies” to mitigate human impact on the nature of national parks and alleviate other issues. Their purpose is not to resolve the issue of indigenous peoples in the parks but to buy time before finding better solutions. There are many proposals that respond to urgent issues, such as living museum policy, ecotourism, eco-community, co-administration and participation, or zoning.

In their essay “The Problem of People in Parks” (2002), John Terborgh and Carlos A. Peres pointed out that, “If wild nature is to survive, it must be recognized that the matter of people in parks is a make-it or break-it issue that will determine the fate of much biodiversity in the world of future.” In short, delay does not solve the issue of indigenous peoples in national parks nor is it a responsible attitude, for it is crucial to reduce human impact on national parks so as to ensure the sustainable use of natural resources. 🌿