



國家自然公園共管機制之盲點： 以壽山進行初探

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【摘要】

共管機制是全球各國於推動國家公園或自然公園過程所提倡的一種管理模式，目的在於獲得在地居民的認可，但至今仍存在諸多矛盾。本研究選定壽山西岸之舊部落為探討樣區，以訪談法與主題分析法為資料探勘之依據，採 N-VIVO10 進行數據分析，進而探討當前居民對共管機制的態度；此外，由管理者與地方民間組織的見解，釐清聚落居民、管理單位與地方組織對共管機制的差異與現存的潛在問題。結果發現，聚落居民與民間第三部門（Non-Governmental Organizations, NGOs）認為當前的公眾參與不等同於共管機制，此部份與當前管理單位所陳述具有差異；雖認可共管機制，但卻認為具有實踐阻力（覆蓋率均質 100%）；NGOs 認為推行共管需注意潛在風險，且應給予充分的輔導機制。

關鍵字：共管機制、公眾參與、國家公園

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Blind Spots of Promoting Co-Management System in National Nature Park: Preliminary Exploration to Shoushan

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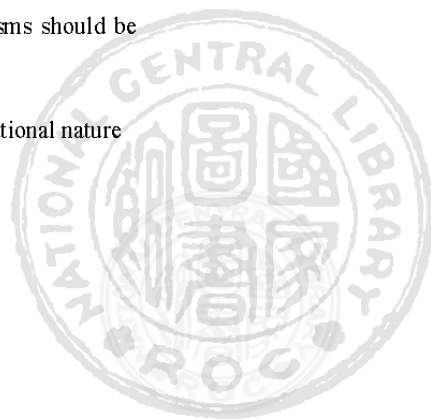
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【Abstract】

The main difficulty in promoting the philosophy of co-management system in the national nature park lies in obtaining the residents recognition and acceptance of it. Nowadays there are still many conflicts arising from the co-management system. This study chose the tribe areas in western Shoushan National Nature Park as its research area and analyzed the views of various interested parties towards co-management system through thematic analysis as complemented with N-VIVO10. The result shows that there are differences among the statements of co-management system by tribe residents, although residents recognize the co-management system, there still is practical resistance (with an averaged coverage rate of 100%). The Non-Governmental Organizations (NGOs) held the ideas that there are underlying risks in implementing co-management system, so sufficient supporting mechanisms should be developed to help.

Keywords: co-management system, public engagement, national nature park

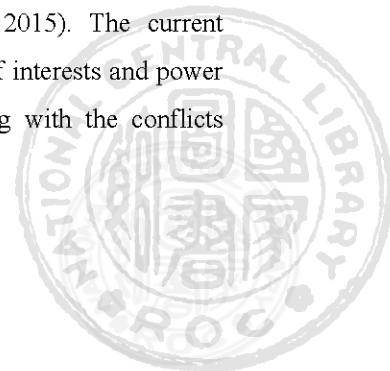




1. Introduction

The establishment of a national nature park usually leads to conflicts between government and residents. The dominion of government, however, leads to constant burst out of conflicts between residents and the reserves or the management units, mainly because of the emotional conflicts on “systems, ideologies and interests” (Song and Yeh, 2010). Therefore, the management concept of the co-management system in the national nature park was thus nurtured with the purpose of raising the awareness of reciprocity and mutual benefit, which is a long-term lack among people (Borrini-Feyerabend et al., 2004; Mabee and Hoberg, 2006; Lu et al, 2010).

“Public engagement” is a form of management that indicates collaboration, group participation and information sharing (Grazia, 2000; Carlsson and Berkes, 2005). The Co-management system aims at enhancing the sense of recognition and awareness of conservation of the residents, bringing nongovernmental organizations’ advice, emphasizing equality and the philosophy of reciprocity and mutual benefit and thus reducing the conflict towards land use (Lopes et al., 2011; Vedeld et al., 2012; Schröter et al., 2014). That is to say, the strategic system features cooperation between government and NGOs (like a community development society or an environmental organization) that promote the harmonious development of human and land (Schultz et al., 2011; Fischer et al., 2014; Schröter et al., 2014). It is true that the co-management could serve as a basis for solving problems, but it does not necessarily mean mutual benefits could actually be created. For now, there is still difficulty in promoting the system, which could be exemplified by the cases of Magao and Nengdan where conflicts arose. The practice of co-management could be a big challenge, especially when equality cannot be ensured (Ying, 2007; Nakakaawa et al., 2015; Sessin-Dilascioa et al., 2015). The current development of co-management is still limited by the distribution of interests and power equivalence. If we cannot illustrate the executive strategy dealing with the conflicts



between ecological conservation and interest gaining, then the system could be of no meaning (Ji and Wang, 1998).

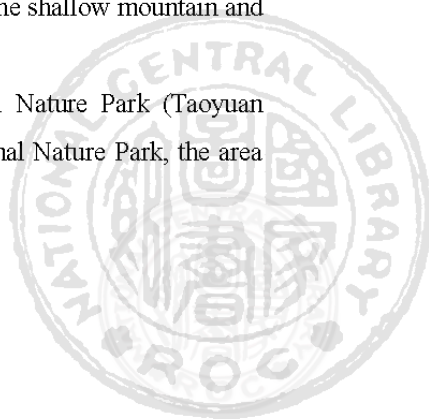
To justify the co-management system, we should first have a look at the interpretation of man-land relationship with the global community. We can see that people around the world tend to respect the earth, recognize the life-and-death relation with it and emotionally attached to it. But their appreciation for the earth originates from the satisfaction of their need to survive. Once they are deprived of the right and interests of living, will they still have gratitude to the earth? What would they choose between survival and ecological environment? Another question to be thinking about is that whether the residents and the policy promoters have the same definition and understand towards “co-management”.

Participatory co-management system has been put forth to apply to Shoushan aiming to gain the residents' acceptance after it was graded as the national nature park in 2011. But the system still has not been implemented in the western tribes of Shoushan by March 2015. Based on the ecological status quo of Shoushan, this research intends to explore the different ideas of conservation held by the residents, the NGOs and the management units, and thus to figure out the underlying problems in the promotion of co-management system.

2. Research Area

The western part of Shoushan National Nature Park, the key habitat for the plants and animals there, abounds in ecological resources like shorelines and coral reef. Located in the Kaohsiung City of Taiwan, as a biological genetic pool of the shallow mountain and seashore.

The tribal area in the western part of Shoushan National Nature Park (Taoyuan village) was selected as the research area. As it lies in the National Nature Park, the area





was planned to be involved in the co-management system in 2010. But the system failed to be implemented in this area because of the opposition of the residents. Now with conflicts between tourism and ecological conservation, the development of the co-management system is restricted.

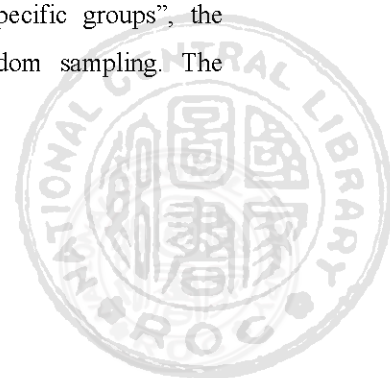
3. Research Samples and Method

Parties that have a direct impact on the use of resource and land of the Shoushan National Nature Park, the interested parties includes management units, local organizations-non-governmental organizations, and residents. In this study, sampling method by “purposive sampling” and “random sampling”, as follows:

Managers and NGO adopt purposive sampling, and the representatives interviewed are required to be “the supervisors at the administrative office of Shoushan National Park”; NGO is the unit of “promoting the work of environmental protection in Shoushan for long term”. The random sampling was conducted among the local residents in the temple or in the crowd-gathering place, and the interview was conducted against the focus group that is willing to accept the interview.

- (1) Management units: the decision implemented and contractors in charge of the operation and management of Shoushan National Nature Park, with the code name of M.
- (2) Non-governmental organizations: three local environmental protection organizations were chosen for their long-term contribution to Shoushan National Nature Park. Their code name and number of people are N1 (one person), N2 (one person), N3 (two persons).

In order to avoid political influence or intervention of “specific groups”, the residents that took part in the research were selected by random sampling. The participants in the research are as below:



- (3) Tribe residents: 12 residents living in the western tribes of Shoushan National Nature Park, with the code name of R.

Semi-structured interviews were then given to the participants. Same questions were asked to them to avoid distraction and to approach the differences in their perceptions. The interview was outlined as: By asking them their views on the current promotion of the philosophy of co-management in the National Nature Park, the research tries to figure out the differences in understanding of the relevant current policy.

4. Data Analysis

The research used thematic analysis in the processing and analysis of the content of the interviews. By interpreting and analyzing the interview transcripts, the research tries to look into the underlying obstructions in the promotion of co-management system in the nature park through analyzing opinions of the participants. The method of analysis and the execution steps of the analysis software are as below:

Thematic analysis, a common form of analysis in qualitative research in the case study, aims to illustrate the participants' life experience. According to Gao (2002), thematic analysis originates from content analysis. But instead of focusing on analyzing materials like content analysis, thematic one emphasizes the illustration to the conceptual framework, that is to say, it approaches the theme and meanings of the interview transcript with "whole-part-whole" illustrating structure.

In the execution process, massive materials were transformed into sentences with keywords, which then become dimensions through a conceptualized process. With the methods of comparison, conclusion or contrast, they were then developed into specific dimensions that made the interpretation of phenomena available. After that, materials would be classified into different types and would be analyzed and interpreted with relevant theories. The original and the recorded materials would be examined again before



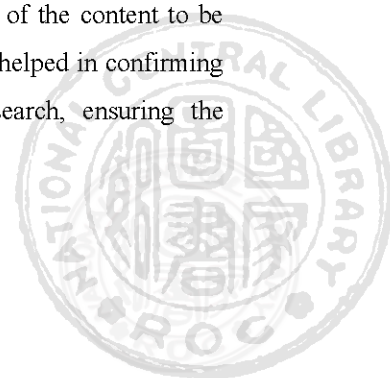
they were presented in the form of meaning words. At last, the obstructions of promoting the understanding and practice of co-management system among management units, NGOs and tribe residents would be figured out. And thus relevant suggestion and plan would be proposed according to the result of analysis.

Afterward, N-Vivo10 was used to help in the analysis of thematic concepts, classification, numbering and examining, and forming a preliminary overall concept of the text. N-Vivo10 can carry out automatic coding according to Free Nodes, Tree Nodes, and Matrix Nodes. After the completion of coding, N-Vivo10 would go on to calculate the coverage rates of key thematic concepts occupying Matrix Nodes and to output the coverage rates into Excel. Comparison of differences among the data groups would be made and graphics indicating inter-group differences would be formulated for the following comparison and correction.

5. Results and Discussion

The qualitative research has been regard as too subject. But this research used N-Vivo with check nodes of reliability. It applied two codes to the same material with different coding units, and then non-randomly selected nodes to carry out independent coding. The result, 89.7%, and 90% respectively, turned out to be consistent with the two coders (with >70% reliabilities).

In the respect of validity, the Triangulation put forth by Robson (1993) was adopted. According to the need of the research, checking objects suitable for the research were set. And various materials sources were used to examine the authenticity of the participants' conversations. Three checking objects in the research were the "interview transcripts", "on-the-spot notes" and "literature", through which the consistency of the content to be interpreted would be repeatedly verified. Also, the checking objects helped in confirming the description and supporting the truth constructed in the research, ensuring the



objectivity of the result.

In this study, used N-Vivo10 to analyze the blind spots of co-management system on residents. The summarized thematic texts, classified items, and edited nodes according to the order of “free nodes,” “tree nodes,” and “matrix nodes” to repeatedly verify their mutual influences. The research looked into the different views of interested parties on the governmental promotion of co-management system in the reserve, and by the node for frequency calculation as a percentage presented (listed in Appendix 1 & Figure 1).

The theme of this part is the co-management system. Opinions on “action plan,” “practical resistance” and “supporting mechanism” is extracted from the views favorable to co-management system; the opinions on supervision and balance is extracted from the neutral views.

5.1 Tribe Residents’ Attitudes towards Co-management System

Through the answers to the questions about the operation mode of co-management system, we can find out that: all the 12 participants in three groups held favorable attitude to the topics for discussion on co-management system and expressed their willingness to support the system. Four types of practical resistance can be extracted from the analysis of thematic concepts, with the coverage rates averaged at 100%.

- (1) The consultative conference of the management units mainly includes external social organizations instead of residents.
- (2) The reference basis of the system and criteria.
- (3) The implementation of information delivery and duty to inform.
- (4) Lack of facilities (such as public restrooms and parking lot).

This part indicates that the residents are neglected in the current consultation and management of the system. The practice of building facilities is favored with the aims of boosting local tourism. The results above proves that the key factors leading to the failure of co-management system lie in the government and management department neglecting



residents' knowledge, the difference perceptions from different parties and the failure to satisfy people's livelihood need (Lu et al., 2010; Jagger, 2012).

5.2 NGOs' Views on Co-management System

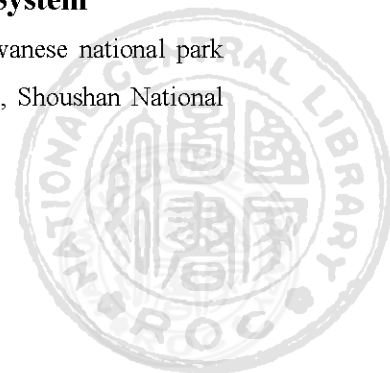
This part is involved in the study of "practical resistance". Only two non-governmental organizations (N1, N2) held similar ideas. The coverage rates of the two average at 35%, with a 7.07% of the difference between each other. Afterward, the "underlying risks" and "supporting mechanism" will be put forth.

The NGOs (N1, N2) that support co-management system held the opinions that there are inner edges in implementing the co-management system though there are still underlying risks such as the limitation of people's knowledge, the different understanding towards the system and the way to increase engagement in ecological conservation

The key to avoiding underlying risks is to first make sure the managers have a supporting mechanism that is powerful enough. Secondly, the differences between co-management and synergetic management should be clarified. And then, local people's level of knowledge towards ecological conservation should be looked into. After that, actions should be taken to enhance residents' willingness to participate voluntarily. Also, plans for educational training and talent cultivating should be carried out. To ensure successful cooperation and management, the management strategy should be illustrated clearly so as not to mislead the public due to their different understanding. And the following concerns should be paid attention to whether the leader (director of the national nature park) is professional, whether there is enough manpower (staff) and whether a platform (community) for equal communication is available (Sessin-Dilascioa et al., 2015).

5.3 Management Units' Response to Co-management System

Co-management System has been carried out for long in Taiwanese national park system, with a coverage rate of 100%. Different from other places, Shoushan National



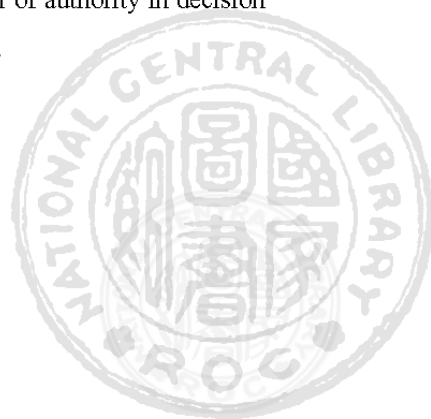
Nature Park national nature park has adopted the co-management system since its establishment. Its organizational members include the military (areas under military jurisdiction), local folk organizations, academic units, advisory committee made up of three parties-residents, government and academics, and the borough warden representing local residents.

Due to the controversy over ownership of land, the implementation of co-management system in tribe areas can be postponed or excluded. At present, the tribe can be made a partner of management. According to Grazia, the key to co-management system is the sharing of power and responsibility, encouragement of participation, and the cultivation and management of local talent (Grazia, 2000; Sessin-Dilascioa et al., 2015). To be specific, to refer to local cases where local communities formulated successful cultivation plans, to promote the development tourism and green economic industries with the help of folk organizations and academic units, and to set up organizations for external communication and coordination (Chen, 2010; Lu et al., 2010).

5.4 Neutrality- Supervision and Balance

In this part, the only one NGO representative-N3 expressed that, they neither support nor oppose the co-management system or public engagement. Instead, they made it clear that they will not intervene in the operation and management of citizens, so as to ensure a parallel supervision, checks and balances, and to pursue a sound ecological environment. Their methodology focuses on listening and cooperation in sharing of information, which contributes to the exchange and integration of views of various parties.

Also, the avoidance of direct participation in decision making or intervention of management can reduce the non-consistency of the routine power of authority in decision implementation (Etzioni, 1968; Hsu, 2008; Tsai and Wang, 2014).



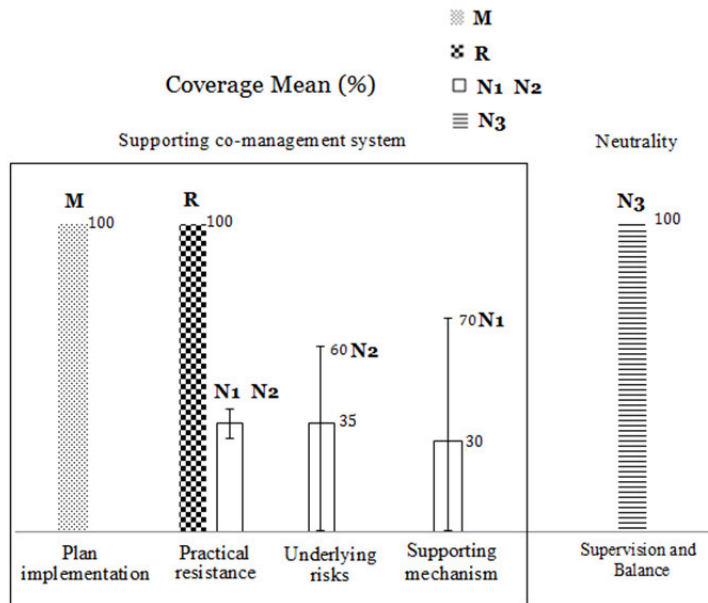


Figure 1. Thinking of Interested parties about Co-Management System

6. Conclusion and Suggestions

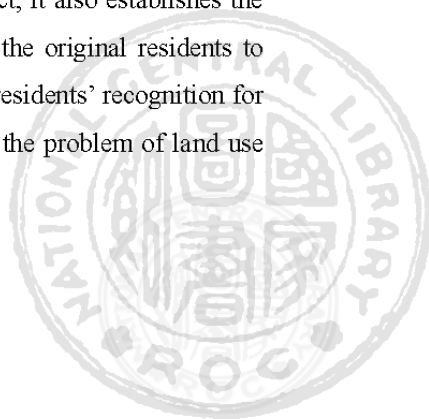
In terms of co-management system, all of the NGOs and tribe residents recognize and accept it. Both the national park system and community adopt co-management system according to the statements from the management units.

Look back at the previous participatory systems implemented in national parks by the government, we could conclude that co-management system is applicable to indigenous tribes and empowering residents with the right to autonomous management is desirable. In other words, public engagement could only represent personal qualification to take part in the conference, or to express personal views and exchange information, instead of absolute of decision making or management.

A problem that Taiwan is faced with lies in the difference between traditional tribes of Han nationality and indigenous tribes in the national park. Han tribes advocate public engagement instead of co-management, while indigenous tribes focus on co-management. The concern is thus raised whether such difference will lead to the establishment of conservation region in Han's tribal area. If so, Han's management right would be different from residents. Then such inequality between different tribes might result in resistance.

According to Borrini-Feyerabend (1996), it is thought that each stakeholder should agree to share their own power and responsibility for land and resources within the scope of the national park as well as the operation of management if the condominium is implemented in the national park. At present, Taiwan is inclined to encourage the public in participation and opinion expressing in condominium mechanism for a national park, but the public has no actual decision-making right. However, the government does not necessarily fully accept the public opinions in participation, or sometimes the opinions of the local residents are easily monopolized by specific persons, causing the public opinions to be ignored. Therefore, the local residents begin to question the current condominium mechanism (for instance, the power in condominium mechanism is mainly mastered by government and NGO), so that they cannot share the rights and interests in actual participation.

In the future, Taiwan should clarify the delimitation between condominium mechanism and public participation and can refer to the case in Australia. Australia has achieved the greatest success in implementing the condominium mechanism in a national park. Australian Government not only encourages and protects the traditional custom of the original residents, ensure relevant interests and mutual respect, it also establishes the condominium board and adopts all the actual steps to promote the original residents to operate, manage and master national park and gain the original residents' recognition for government (consensus building: establish the protocol to solve the problem of land use



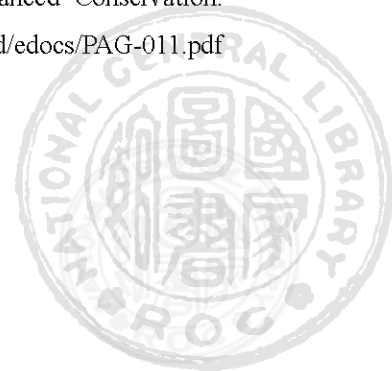


right, and the original residents have more than half seats in condominium board); meanwhile, the original residents also obtain the rights of co-management with government (De Lacy, T. & Lawson; Lu et al., 2010).

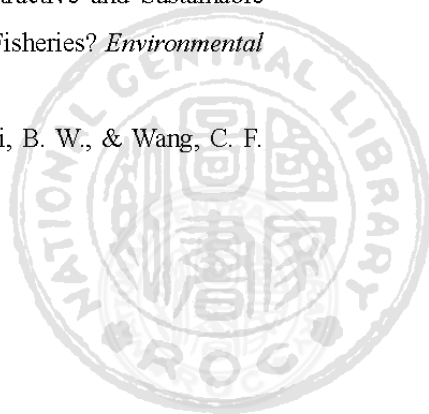
Currently, there are obvious differences in the perception of co-management system from tribe residents, local NGOs and management units. This research held the idea that, with its somewhat ambiguous meanings, “public engagement” cannot be completely equivalent to participatory co-management, but could usually be involved in co-management system. In addition, a “participatory” co-management would just be a kind of synergetic management if a “not absolutely” equal management is not authorized. Therefore, the administrative department should clarify the term of “co-management system” in the future plan for conservation region. That is to say, words that are misleading or too ambiguous should be reduced to avoid unnecessary conflicts. Taiwan should clarify the difference between condominium and participation in the promotion of condominium mechanism. With the condominium as the guidance, the local residents should be given the full resources and management rights, and they should also enjoy the full feedback in economic interests as well as the equal relationship in shared decision making.

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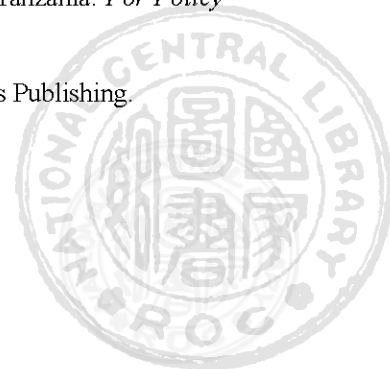
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附錄 1. NVIVO 分析之關鍵語幹頻率

維度	語句頻率	關鍵語幹
1. 認同共管		
實踐阻力	13	<p><u>NGOs (N1、N2)：</u></p> <p>透過公民參政是好的...。</p> <p>要怎麼做？怎樣叫一起合作管理。</p> <p>配套怎麼做？</p> <p>要怎樣有共識呢？</p> <p><u>聚落居民(R)：</u></p> <p>阮也願意配合，畢竟自己的故鄉。</p> <p>他們現在都去跟外面的團體講啦！</p> <p>那些團體又不是我們當地人組的。</p> <p>基本 A 廁所先做好，不然多講！</p> <p>等他們那邊都弄好，再來講，我們在加入。</p>
輔導機制	5	<p><u>NGOs (N1)：</u></p> <p>如果公部門可以給民間團體多點資源，就可以有鼓勵輔導的能力。</p> <p>透過我們輔導他們...讓私有地願意轉型，減少開發破壞之類。</p> <p>可以規劃生態旅遊。</p>
潛在風險	7	<p><u>NGOs (N2)：</u></p> <p>共管底線在哪？</p> <p>民眾水準良莠不其...</p> <p>總不能全部都能參與吧！</p> <p>不能居民要什麼，就給什麼...。</p> <p>我們是公民立場...非私人力量。</p>





計畫執行	11	<u>M :</u> 目前在做社區培育。 前年有辦解說課程...約 20-30 人參加。 慢慢輔導餐飲業者... 會推生態旅遊... 提倡綠色產品。 基本上會參考墾丁社頂部落那樣。 我們推共管很久了喔！
2.無表態		
監督與制衡	7	<u>NGOs (N3) :</u> 沒太大看法... 釐清自己的本位。 繼續督促官方。 和公部門保持競爭，至少原則不會走針。

※ 語句頻率：指逐字稿中含有該維度的次數



附錄 2. 不同利益關係者訪談文字稿：

NGOs (N1)：共管阿！...透過公民參政是好的，也可以避免一些弊端出現，我的立場是蠻贊成的。如果都能讓大家表達出自己的意見、想法阿，這些都是對政府或管理單位那邊都很有幫助，也可以讓更多民眾認可，所以問我的看法，當然覺得很好...也有人會質疑啦！過多民意會不會造成政策推動問題，畢竟民眾水平不依，這方面喔...我是覺得，公部門那邊呀，如果公部門可以給民間團體多點資源，就可以有鼓勵輔導的能力。透過我們輔導他們，減少疑慮、質疑的部份，讓私有地願意轉型，減少開發破壞之類。像是可以做生態旅遊讓當地人帶，讓他們不要排斥國家公園的政策，我想這是有助於現階段的壽山啦...

NGOs (N2)：共管？不是口頭上說說耶！而且，民眾水準良莠不其耶！這難說、很難控制，總不能全部都能參與吧！那會不會變成多頭馬車。還有阿！共管也不能說，不能居民要什麼，就給什麼吧！像居民建議要蓋廁所，國家公園內蓋廁所可以嗎？有想過會影響自然景觀嗎？你管理單位要怎麼做？怎樣叫一起合作管理。配套怎麼做？你的共管底線在哪？權力有沒有平等...如果沒有，要怎樣才叫有共識呢？況且...NGO 是站在大眾立場，我們是公民立場...非私人力量。

NGOs (N3)：共管？在這之前，我們必須先釐清我們自己是一個什麼的角色，合作還是監督，選擇監督是如何讓它不質變，只有競爭。我們要做的是繼續督促官方。扮演好自己 NGO 該做的事情，對我們來說這是現在該做的。像未來阿！還是會把自己定位好 NGO 的立場，和公部門保持競爭，可以說監督嗎？但這樣至少原則不會走針。

管理單位 (M)：對柴山居民那邊，共管是有在做的。是這樣子的，我們推共管很久了！目前在做社區培育。透過公聽會讓居民可以瞭解我們。有時會辦理一些課程，像前年有辦解說課程，嗯...當時阿就有約 20-30 人參加，成效算不錯。接著我們還是會持續進行的，會推生態旅遊、提倡綠色產品這一些，像當地一些土雞城或餐飲亂象問題，我們慢慢基本上會參考墾丁社頂部落那樣，朝生態綠色環保的方式來輔導餐飲業者的。





居民焦點訪談文字稿：共同管理或是參與啦，...這些要阮配合，阮也願意配合，畢竟自己的故鄉。現在 A 情形吼...就是他們現在都去跟外面的團體講啦！那些團體又不是我們當地人組的。還有阿！之前...說規劃國家公園，我就建議廁所，拜託基本 A 廁所先做好，不然多講！現在又說要一起管理，好...阮也願意，不過等他們那邊都弄好，再來講，我們在加入。其實到現在...也不知道國家公園是怎麼樣。現在看要怎麼處理阿！不能放任都不解決阿！



附錄 3. 審查委員建議與後續討論

在此，感謝兩位評審委員專業與寶貴的建言。礙於台灣現階段對共管機制傾向於公眾參與；本研究在於過程中，意外發現各方對共管一詞，有著不同的認定。因此，將委員之意見附上，作為後續研究議題討論的平台。

1. 國家公園當局雖於 2009 年左右通過資源共管委員會之行政命令，似乎有意朝向此方向發展，然而如何操作及所延伸的細部規劃則未有動作，顯然尚有段距離。
2. 一般或許會將「民眾參與」和「共管」混淆，儘管前者是後者的前身或基礎，但基本上所謂共管至少在法律上是對等，例如以協議書等法律形式互動。
3. 台灣管理當局可能未必能認知此，因此當局所認知的共管，可能僅是民眾參與，而且恐怕是淺層的參與而已。此課題的提出與進一步探索確實亦可作為刺激當局之用。

