

NATIONAL PARK PLANNING IN TAIWAN

台灣地區國家公園之規劃前瞻

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I. INTRODUCTION

In the fall of 1981, I had the great pleasure to work in Taiwan to help establish the boundaries and land-uses for Yushan National Park. Working with an interdisciplinary planning team, we set the basic boundaries for the park while still preserving a possible route for a "cross-island highway", the Highway Department's goal.

Then, in November 1988, on return from an assignment in the Philippines, I stopped in Taiwan to get a briefing on the results of the design and development of Yushan National Park. After three days of meetings and field inspections of a variety of other developments, it was a great pleasure and surprise to be asked to come for most of 1989 to assist in a full "audit" of Yushan and the other three national parks in the country and to help with the planning for a wide range of other park management projects.

This article provides a summary of the work done in 1989 for the Construction and Planning Administration, Ministry of Interior. The report provides a summary of the recommendations that I made for national park policy and management and summaries of the site-specific recommendations made for the four national parks and related construction problems. The article does not repeat the full recommendations contained in each of the many periodic reports and final technical report prepared on our work; should additional information be of interest, do not hesitate to contact the National Park Department

to review the complete reports.

The information is presented in four sections:

- Policy Recommendations for Management of the National Parks,
- Development Recommendations for the Existing National Parks,
- "Parkmobiles" to Take the Parks to the People, and
- Preliminary Recommendations for Organization of the National Park Department.

II. POLICY RECOMMENDATIONS FOR MANAGEMENT OF THE NATIONAL PARKS

A series of recommendations were made on policy problems common to all of the parks. They included recommendations on each of the following topics:

Park Police and Park Rangers: since the park police are under the day-to-day management of the park superintendent but are under the National Police for career advancement, it is often difficult for the police to understand resource-related management- and policy-functions. It was recommended that the Park Department (hereinafter "Department") work to put the Park Police completely under the direction and full management of the park superintendent;

Multiple Land Ownerships: each of the four national parks has "in-holdings" of private land as well as ownership by different agencies of government within the over-all park boundaries. This results in "mixed" management-objectives in all the parks. It was recommended that the Ministry of Interior work to effect complete control of land uses in the parks as soon as possible so that the Department will have over-all management authority and responsibility;

Local Involvement with Parks: for most of the parks, local governments or citizen groups were not involved in the establishment of boundaries or land-uses within the parks. It was recommended that the Department develop a program of "local-citizen-advisory-groups" to help the parks work with their local areas;

Control of Visitor Numbers: one of the biggest problems for all of the parks is handling visitors. (As a well known example, Yangmingshan gets a maximum of 70,000 people per day during the spring peak visitation period! Furthermore, all of these people are going to the same site within the park!). It was recommended that all the parks develop programs to handle large numbers of people at one time;

Park Etiquette: the people of Taiwan do not have a history of "national parks". Hence, many of its citizens do not know what it means to "observe without destroying"

the beauty of the parks. It was recommended that the Department create active programs to teach users the values of the parks, the way to use the park resources, and how to keep them clean while using them;

Access to Parks: road access is limited to all of the parks. Recommendations were made for programs to provide improved access to and within each park;

Maintenance and Operations: neither planning nor management of the parks includes maintenance and operations (M&O) programs and facilities that are sufficient to meet the demands of the heavy use of the resources. To help meet this need, programs for standardization of planning, design, and management were recommended;

Common Development Standards: as with M&O, the parks to date have been planned without common design and development standards. It was recommended that the Department develop common planning and building standards for use in development of all parks;

Entrance Stations: the parks do not have entrance stations. Suggestions were made for the location, design, and use of "entrance stations" as part of the management programs for each park;

Use of Space: many of the parks have very limited flat or nearly-flat land suitable for activities or infrastructural uses. Recommendations were made for design and construction systems to build "into" the slopes rather than cut or fill operations and to "save" the flatter lands for open-space uses;

Identity of Park Personnel: currently the personnel from each of the parks wear different uniforms. It was recommended that standardized insignia and uniforms be used in all the parks to help identify to the public that they are the same throughout the country;

Park Staff Labor Force: because of the national competition for jobs and the relatively low pay for government employees, it is very difficult for the parks to get and hold employees. It was recommended that the Ministry recognize the importance of this situation and review their pay and benefit policies to try to attract and keep good people in the Park system; and

Construction Labor Force: since Taiwan has such a difficult labor-availability problem in the construction sector (as well as all other labor-intensive sectors), it was recommended that the Department look into a variety of construction systems to reduce their dependence on conventional, labor intensive construction systems.

III. DEVELOPMENT RECOMMENDATIONS FOR THE EXISTING NATIONAL PARKS

Recommendations were made for development of specific policies for management

and specific facilities in each of the parks. The recommendations are summarized in the following paragraphs.

A. Kenting

It was recommended that capital-intensive improvements be done to create places for people and programs to maximize the opportunities to experience the coastal and marine resources.

Specific development recommendations for Kenting related to:

- off-shore recreation plans,
- evaluation of several potential marina sites,
- the Nanwan beach visitor center development (the first location reached by visitors to the Park),
- a Hopihu sport-marina (a marina for pleasure- and commercial- recreation craft),
- the Nanjen Lake ecologic area,
- the Chialoshui area management (an area currently receiving extremely heavy visitation resulting in traffic congestion and damage to the coastal environment), the Frog Rock Recreation Center (an area managed by the Taiwan Youth Corps as a recreation center), the coastal area from Longpan to the Fongtzueisha Dunes (which includes an active sand-river for which preservation programs are planned),
- the Paisha Bay area of the Park (an area with extremely beautiful and relatively unused beaches with a beauty equal to that of the most beautiful beaches in Hawaii), and
- the management of "water-motorcycles" (or "jet-skis", as they are known in the United States), which are a very great danger to other water users.

It should be noted that the work at Nanwan Beach and Hopihu Marina resulted in two projects contracted by the Department with EDAW, San Francisco, for preliminary conceptual designs for both facilities. Further design work is currently in process.

B. Taroko:

Taroko National Park is as beautiful as any park in the world. With its mountains over 12,000 feet in elevation, magnificent water-carved marble canyon, and coastal region with bluffs higher than those that line the Big Sur coast of California, it is truly unique! Recommendations were made for both capital- and resource-intensive development to provide places for people balanced with continued maintenance of natural values for future generations.

Specific recommendations were made regarding general visitor services, the upper gorge area (an area of steep marble canyons not yet opened to the public), and the northern- and southern-areas of the Park (high mountains which are quite inaccessible and should be managed for their natural values).

C. Yangmingshan:

The mountainous region immediately north of the Capital City of Taipei is literally "part of the town". It was recommended that development should be capital-intensive to provide the greatest range and number of opportunities for the more than 3,000,000 citizens of Taipei and to introduce the over-all park system and national park objectives to all 20,000,000 people living on the island and the more than 4,000,000 people who visit the island each year.

Specific recommendations were made regarding:

- general access to the Park,
- circulation within the Park,
- access to the western part of the Park,
- a parking and circulation concept for the Shamaoshan area (near the highest use area of the park),
- ideas for management of Chisingshan trail (one of the most heavily used trails in the park and one which has possibly the greatest education value of any trail in the whole park system),
- some ideas for a road and trail system around the northwestern part of the Park,
- a road to provide better access to the south-eastern part of the Park, and
- some comments on the problems of road construction in the Machao landslide area (an area of the park in which hydrothermally altered, steeply sloping mountains pose a continuous problem for land- and road-management).

It should also be noted that the initial recommendations led to two projects by the planning firm of Royston, Hanamoto, Alley, and Abey of San Francisco, California. One project is the conceptual design of a parking structure and transportation center at the center of the park (Shaoshan area). The second project is an initial design-feasibility study of access systems to the western portion of the park including a very preliminary analysis of a lift system to service from Peitou to Yangming Park. Both studies are continuing.

D. Yushan:

I once said that Yushan was "the most beautiful jewel in the chain of jewels that run the length of Taiwan". I believe that even more now! The recommendations for over-all management of Yushan were for resource-intensive management programs to guarantee the preservation of natural values for future Chinese citizens and to maximize the preservation of wildlife and wilderness values.

Specific recommendations were made:

- to limit the impact of transportation on the Lu Lin area (an area at the western side of Yushan Central Peak that is currently the only access to the central part of the park) through strict parking and travel controls,
- to limit the use of the road to Nanshi and the south of Lu Lin (and which was previously thought to be suitable for a possible cross-island connection but which, based on further field investigation during this trip, was found not suitable because of steep, extremely erosive soils, and fragile ecosystems),
- to manage the road from Shuili to Alishan as "the Yushan Scenic Highway" (the main road connecting from the lowlands north and west of Yushan),
- to provide expanded local access and recreation opportunities in the south-eastern entrance area (which has a great deal of political pressure for development to serve the needs of the people who live on the southeastern side of the island), and
- to manage the Yakou, Meishan, Meishan-Mailan road areas (which provide the only access to the southern part of the Park) for expanded day-use and some limited camping.

E. Lanyu

It was recommended that the management of Lanyu, if it is to be developed as the fifth national park, should be "culture-intensive": to preserve the culture of the Yami people.

While no specific recommendations were made, since I did not have the chance to visit the island and only had the opportunity to review the staffs reports and other published information, my recommendations were limited to "possible management objectives" not site-specific suggestions. The recommendations included:

- management for the protection of the people so that their culture can be retained while still meeting their current needs and the potential interests of visitors;
- restriction of visitation to day-use (no overnight accommodations); and
- development of programs to educate the visitors about the very fragile nature of the culture and the ecosystem of the island and its inhabitants so that the

people of Taiwan can get a better understanding of the equally fragile nature of "this island earth".

IV. "PARKMOBILES" TO TAKE THE PARKS TO THE PEOPLE

I believe that the National Park Department needs to "reach out to the public" and "take parks to the people".

Obviously one such activity is the Kaohsiung Metropolitan Park and other, possible, future metropolitan parks developed and managed by the National Park Department or other arm of CPA. But I believe other steps should also be considered. One idea might be to use "Parkmobiles".

During the last decades many communities throughout the world have adopted programs to take libraries to the people using "Book Mobiles". We have also been successful in using the same concept for collecting blood donations: "Blood Mobiles" are sponsored by a number of agencies and have been accepted well by the communities they serve. The Lions Club (a service organization very active in the United States and Taiwan) has a program to screen vision for young people, and they use "Eye Mobiles" as their basic way to reach people, using the same concept for collecting blood donations.

Recently Dr. Larry Neal, from the Recreation Planning Program at the University of Oregon, was here in Taiwan to do a study of the national park management. When I met him in Kenting I had the opportunity to ask him what he thought of the idea of one or more "Parkmobiles" to take the parks to the people. He was, as I am, very excited about the idea. His response was that he does not know of anyone that has done it yet (worldwide) but "it is a very necessary and exciting possibility!"

Most national parks (including those in the US) tell all of their visitors "Don't Touch". We have signs that say "Don't pick the flowers", "Don't take rock samples", "Don't ..." in fact, the message we give our visitors is all too often: "the parks are for looking but not for touching!". But there are programs that could give visitors, or potential visitors, something that they can touch and keep as a reminder of their visit or an "invitation" to come.

The essence of the "Park Mobile" concept is as follows:

Objective: take parks to the people.

Approach: visits to schools or community centers.

Staffing: a driver with one or two people from the park interpretation staff depending on the number of people expected to be visited.

Involvement: provide as many "hands-on" activities as possible for the visitors.

Contents: a. Movies - for showing both in the vehicle and to be taken into clas-

srooms or other facilities at the centers.

- b. Portable displays – that also could be taken into the school or center.
- c. "Hands-on" displays in the vehicle for the visitors to touch when they are in the vehicle
- d. Some things for the visitors to see and touch while they are waiting in line to get "in" to the Parkmobile.
- e. A "piece of the park" that can be given to the visitors as they leave the Parkmobile.

Number of Vehicles: Either one vehicle for the whole National Park System or one for each park.

It was recommended that the Park Department work immediately and actively to develop this program to reach out to the people of Taiwan to take the parks to them. By so doing, I believe that the park system has a truly unique opportunity to introduce the people to the parks as well as the parks to the people. Such an introduction could help immensely in meeting many of the common management policy needs described in the previous section.

V. PRELIMINARY RECOMMENDATIONS FOR ORGANIZATION OF THE NATIONAL PARK DEPARTMENT

Two major recommendations were made related to organization of the National Park system: the need for national "urban recreation" and some ideas to strengthen the organization of the department.

A. Need for National "Urban Parks"

At the present time, most of the parks in Taiwan are not where the people are located. Hence, it was recommended that the following steps be taken by the Parks Department:

- a. Provide national park access systems that let people start their "park experience" near their homes, and
- b. Establish a system of "National Urban Parks" within the cities possibly using:
 - (1) Renewal areas (including parks above buildings)
 - (2) Joint use of industrial areas (see as an example, the Stanford [University] Industrial Park near Palo Alto, California.);
 - (3) Use of vacant military lands; or
 - (4) Use of approach areas for airports.

It should be noted that Kaohsiung Metropolitan Park, now under detailed design for

immediate development, will be the first National Urban park. This is a very important first step and can be a "model" for many more such developments.

B. Reorganization

Since the National Park Department is part of the Construction and Planning Administration, its role is not always understood. It was recommended that the Department work toward having the National Park Department become more identifiable in relation to both the existing national parks and expanded urban needs. It was suggested that the reorganization divide the system into four parts:

- a. The National Park Headquarters: the existing staff support for planning and administrative services for all parks;
- b. The National Parks: the four existing parks with Lanyu or others similar to the present parks added when/if they are developed;
- c. A Metropolitan Parks Department: to be newly created to include Kaohsiung Metropolitan Park and other metropolitan parks; and
- d. An Urban Affairs Department: to be newly created to run the "Parkmobile Program" and to include a cooperative program with existing educational institutions.

VI. POSTSCRIPT

To say it was a very busy year is to say the very least! It was both busy and extremely rewarding. The staff planners of the National Park Department, the Urban and Regional Planning Departments of the Construction and Planning Administration, the Minister and Vice Minister of Interior and all of the people with whom we worked at the Universities are very anxious to do the best, most complete, planning that can be done to manage the resources of Taiwan.

It was a treat in 1981 to work under one Director-General of the CPA to participate in the formation of the National Park Department and the first National Park: Yushan. It was an even greater professional and personal pleasure to work in 1989 with the current Director-General as he expands the park system and brings more of the parks to the people. My greatest professional pleasure is to work in the combined process of preserving the resources of the natural environment while at the same time making "places for people". To me, that is the ultimate responsibility of the planning profession. **

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國家公園學報稿約

**I would like to thank the National Park Department, particularly Ms. Monica Kuo, for their constant and friendly help throughout the period I worked in Taiwan and since I left. It is with total honesty that I say I look forward to coming again to work with the young and vital staff of the Park system. They have done wonders but still have much to do.

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濱野榮次，1987·台灣蝶類生態大圖鑑·台北市牛頓出版社·474pp.

Beattie, A.J. 1983. Distribution of ant-dispersed plants. Sonderb. Naturwiss. Ver. Hamb. 7 : 249-270。

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Eisenberg, J.F. 1981. The mammalian radiations. University of Chicago Press, London. 71pp.

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