

國立政治大學亞太研究英語碩士學位學程
International Master's Program in Asia-Pacific Studies
College of Social Sciences
National Chengchi University

碩士論文

Master's Thesis

原住民社區之公民參與研究—以清泉風景區計畫為例
Citizen Participation in the Indigenous Community:
A Case Study on the Qingquan Scenic Area Project

Student: Ho, Hsiao-Yun

Advisor: Hsiao, Naiyi

中華民國九十九年七月

July 2010

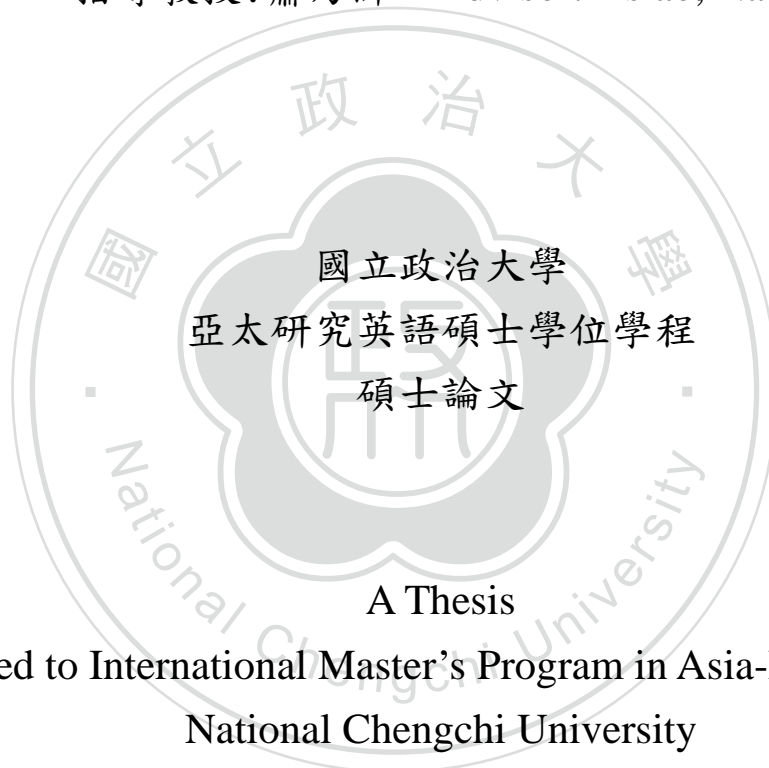
原住民社區之公民參與研究—以清泉風景區計畫為例

Citizen Participation in the Indigenous Community:

A Case Study on the Qingquan Scenic Area Project

研究生:何筱筠 Student: Ho, Hsiao-Yun

指導教授:蕭乃沂 Advisor: Hsiao, Naiyi



Submitted to International Master's Program in Asia-Pacific Studies

National Chengchi University

In partial fulfillment of the Requirement

For the degree of Master in China Studies

中華民國九十九年七月

July 2010

Acknowledgement

Eight years after graduating from university, I was able to return to school and enter a Master's program. For me, it was a valuable opportunity. Although I had to travel between Hsinchu and Taipei over the three-year period, I think it was worthwhile.

Regarding completion of this master's thesis, I would first like to thank my advisor, Professor Hsiao, who patiently guided me while I was writing the thesis. Secondly, I would like to thank my thesis oral exam committee members, Professor Kuan and Professor Tu, for providing me useful suggestions.

I would also like to thank the teachers and parents of the students at Taoshan Elementary School, Hsinchu County. My paper was greatly fulfilled and enriched by the interview information that they provided. In addition, I would also like to thank my friends and classmates who gave me support and strength while I was in school.

Finally, I want to dedicate this thesis to my dear husband and parents. With their support, I was able to complete the master's program smoothly.

Abstract

On August 25, 2004, Taiwan was hit by Typhoon Aere which caused great damage in Taoshan Village Wufong Township in Hsinchu County. Later that year, in order to reconstruct Wufong Township and promote tourism, the Hsinchu County Government proposed the “Second Overall Review of the Qingquan Scenic Area Project”.

The residents of Taoshan Village are aborigines. Many factors hinder aborigines from participating in the development of public policy, including incompleteness of information, weakness of mobilization, and cultural differences. This study is a case study of Taoshan Village, Wufong Township, and interviews local residents, resident representatives, and government officials. Through the case study, the thesis aims to develop an understanding of the process of citizen participation of the indigenous people in Wufong Township during the Second Overall Review of the Qingquan Scenic Area Project and to analyze the difficulties in implementing citizen participation during the process of urban planning.

The results of the research show that the citizen participation system outlined in the existing urban planning regulations cannot be effectively implemented in the indigenous regions. As a result, the residents have a very limited influence on decision-making. In addition, the study also finds that a lack of citizen participation in the early stages of urban planning led to some problems. Finally, based on the findings and results, this study provides suggestions on policy in hopes that citizen participation can be implemented effectively in indigenous regions.

Keywords: aborigines, citizen participation, urban planning

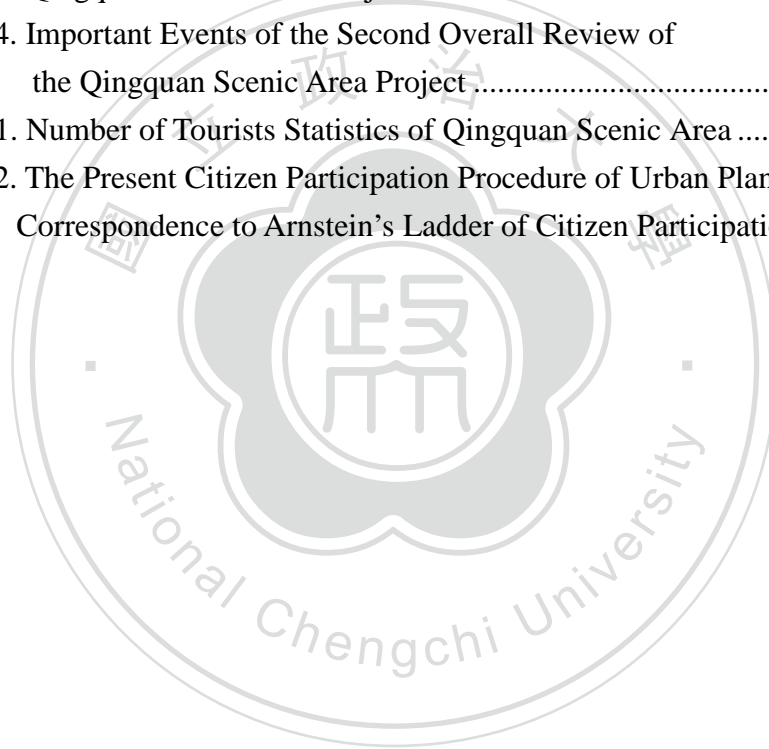
TABLE OF CONTENTS

Chapter 1 Introduction	1
1.1 Research Background and Motivation.....	1
1.2 Research Purposes	3
1.3 Research Procedure.....	3
Chapter 2 Literature Review	1
2.1 Citizen Participation.....	1
2.1.1 Definition of Citizen Participation.....	1
2.1.2 Frameworks of Citizen Participation	1
2.1.3 Public Involvement in Plan-Making Processes.....	5
2.1.4 Public Participation Techniques.....	8
2.1.5 Citizen Participation during Urban Planning.....	10
2.2 The Indigenous Right of Participation and Indigenous Community Development	13
2.2.1 The Indigenous Right of Participation.....	13
2.2.2 Indigenous Community Development	15
2.3 Empirical Studies in Taiwan	18
Chapter 3 Research Methods	20
3.1 Data Collection	20
3.2 Document Analysis.....	21
3.3 Selection of Interviewees	22
3.4 Interview Process	24
3.5 Interview Questions	25
3.5.1 Interview Questions for Government Officers.....	25
3.5.2 Interview Questions for Local Representatives	27
3.5.3 Interview Questions for Residents	28
Chapter 4 Qingquan Scenic Area.....	31
4.1 Introduction of Wufong Township.....	31
4.1.1 Population of Taoshan Village.....	32
4.1.2 Education and Economic Structure.....	33
4.2 Introduction of the Qingquan Scenic Area Project	34
4.2.1 Background of the Qingquan Scenic Area Project	34
4.2.2 The Contents of the Second Overall Review of the Qingquan Scenic Area Project	37
Chapter 5 The Process of Citizen Participation in the Qingquan Scenic Area	41
5.1 The Turning Point --Typhoon Aere on August 25, 2004.....	41
5.2 Second Overall Review of the Qingquan Scenic Area Project	43

5.2.1 Exhibition of Second Overall Review of the Qingquan Scenic Area Project	43
5.2.2 Citizen Participation during Second Overall Review of the Qingquan Scenic Area Project	46
5.3 Inauguration of the Chang Syue-Liang's Former Residence	51
5.4 After the Opening of Chang Syue-Liang's Former Residence.....	53
5.4.1 Vendors Protest Process	54
5.4.2 The Vendors' Protest from the Perspective of Citizen Participation...57	
Chapter 6 Evaluation of the Qingquan Scenic Area Project	62
6.1 A Lack of Citizen Participation in Urban Planning Led to the Problems	62
6.2 The Direction of Improving the Qingquan Scenic Area Project.....	66
Chapter 7 Conclusions and Suggestions	70
7.1 Summary	70
7.2 Policy Implications	75
7.3 Research Limitations	77
7.4 Implications for Future Research.....	78
References.....	79
Appendix.....	85
Appendix 1 Interview Questions	85
Appendix 2 Important Events of the Qingquan Scenic Area Project.....	88
Appendix 3 Residents' Opinions Table of the Second Overall Review of the Qingquan Scenic Area.....	89

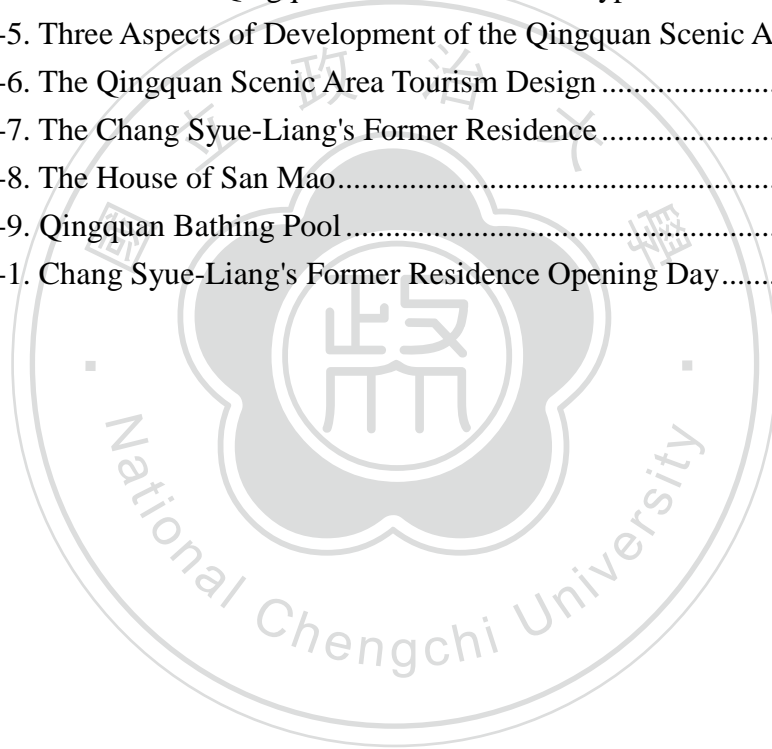
LIST OF TABLES

Table 2-1. Eight Rungs on a Ladder of Citizen Participation	2
Table 2-2. Public Participation Continuum.....	4
Table 3-1. Interview Subjects	23
Table 3-2. The Interview Flow Chart.....	24
Table 3-3. The Interview Questions Design of the First Stage	26
Table 3-4. The Interview Questions Design of the Second Stage.....	28
Table 3-5. The Interview Questions Design of the Third Stage	29
Table 4-1. Taoshan Village Population Statistics	32
Table 4-2. Population Condition of Qingquan Scenic Area.....	33
Table 4-3. Qingquan Scenic Area Project Schedule	36
Table 4-4. Important Events of the Second Overall Review of the Qingquan Scenic Area Project	36
Table 5-1. Number of Tourists Statistics of Qingquan Scenic Area	42
Table 5-2. The Present Citizen Participation Procedure of Urban Planning Act: Correspondence to Arnstein's Ladder of Citizen Participation.....	45



LIST OF FIGURES

Figure 1-1. Research Flow Chart	4
Figure 2-1. The Travis Model	5
Figure 2-2. The Roberts Model.....	6
Figure 2-3. The McConnel Model	7
Figure 2-4. The McDonald Model	8
Figure 2-5. Urban Planning Flow Chart	12
Figure 4-1. Location of Wufong Township in Hsinchu County	31
Figure 4-2. Level of Education Comparison Sheet.....	34
Figure 4-3. Mudslides in Taoshan Village after Typhoon Aere	35
Figure 4-4. Landslides in Qingquan Scenic Area after Typhoon Aere	35
Figure 4-5. Three Aspects of Development of the Qingquan Scenic Area Project.....	37
Figure 4-6. The Qingquan Scenic Area Tourism Design	38
Figure 4-7. The Chang Syue-Liang's Former Residence.....	39
Figure 4-8. The House of San Mao.....	40
Figure 4-9. Qingquan Bathing Pool.....	40
Figure 5-1. Chang Syue-Liang's Former Residence Opening Day.....	54



Chapter 1 Introduction

1.1 Research Background and Motivation

Sitting in the path of many typhoons over the Northwest Pacific, Taiwan suffers severe damage from typhoons almost every year. From 1961 to 2003, typhoons caused 3,240 deaths and 9,499 injuries, destroyed 95,000 houses, severely damaged 175,000 houses, and caused uncountable property damages in Taiwan.

On August 25, 2004, Taiwan was hit by Typhoon Aere which caused great damage in Taoshan Village, Wufong Township, in Hsinchu County. On that night, many houses and farms were damaged. The heavy rains caused serious flooding and landslides. Flooding destroyed many bridges, and landslides cut off roads in the mountains. Some residents of Taoshan Village lost their homes and families in the typhoon.

Wufong Township is situated on the western edge of Mount Xueshan in Hsinchu County, among undulating hills and ridges. The residents, mostly members of the Atayal and Saisiat Tribes, make a living by planting temperate fruit and high-cold vegetables. It is an important agricultural area. Another important source of income for the local people is tourism. The Qingquan scenic area, located in Wufong Township, is famous for the vast forest, endless fresh springs, and bubbling brooks. According to statistics from the Hsinchu County Government, at the time of the typhoon, it was a popular scenic area attracting 300,000 visitors per year. After typhoon Aere, traffic in the mountainous areas of Wufong Township was disrupted. This caused a great loss because the tourism assets were put out of action or rendered inaccessible. As a result, the number of tourists decreased to only two thousand people per year.

In order to reconstruct Wufong Township and promote tourism after the typhoon,

the Hsinchu County Government integrated resources from the central and local governments to implement a reconstruction project. The “Second Overall Review of the Qingquan Scenic Area Project”, an urban planning project, was proposed by the Hsinchu County Government in 2004, after the typhoon. A few years later, on December 12, 2008, Chang Syue-Liang's Former Residence was opened, and the number of tourists began to increase gradually. In March 2010, some tourists filed complaints about the vendors in the Qingquan Scenic Area, so the township head decided to remove these vendors. These vendors organized a committee and asked for the right of public participation.

Public participation has long been emphasized by scholars as an important aspect of planning practice and policymaking. Participation helps planners and policymakers understand the preferences and local knowledge of the public, builds support for policies, and may prevent expensive and time-consuming litigation against plans and policies (Innes & Booher, 2004). Since local residents are the main beneficiaries of the policies, they should have the right to express their opinions and participate in the policy decision.

“Participation may be characterized by an asymmetric power relationship between planners and those who decide to participate” (Arnstein, 1969). Most of the residents of Taoshan Village Wufong Township are Aborigines. In Taiwan, the Aborigines have lower social and economical positions than other Taiwanese. They are hindered from participating in the policy-making process by many factors, including incompleteness of information, weakness of mobilization, and cultural differences. Through a case study of Wufong Township from 2004 to 2010, the author of this thesis intends to identify how government policymakers have involved local residents in the policy-making process, and particularly how policymakers have provided these aborigines real opportunities to participate and have a voice in the

processes and outcomes. Furthermore, the author hopes this study can offer some direction for planners in the public sector implementing the policy-making processes in other aboriginal areas.

1.2 Research Purposes

First, this thesis aims to understand the process of public participation of the indigenous people in Wufong Township during the Second Overall Review of the Qingquan Scenic Area Project from 2004 to 2008.

Second, the thesis, through exploring the communications between public officials of the local government and representatives of the local inhabitants, clarifies how they interacted when vendors protested against the dismantling of their businesses.

Third, by collecting data, the author gathers the local inhabitants' opinions and evaluations of the process and outcomes of the Qingquan Scenic Area Project.

1.3 Research Procedure

First, the author will explain the motive of this research in Chapter One. That explanation is followed by a literature review of relevant works on citizen participation in urban planning in Chapter Two. In Chapter Three, the collection of data through in-depth interviews is explained. For the case study, the "Second Overall Review of the Qingquan Scenic Area Project" is introduced in Chapter Four. The author analyzes the data and presents the results of the research in Chapter Five and Chapter Six. In the final chapter, Chapter Seven, the author concludes with a summary and discussion of directions for future research. The author also expresses hopes that this research can offer some suggestions for planners and policy-makers to enable public participation in the policy-making process.

The research flow chart is as follows:

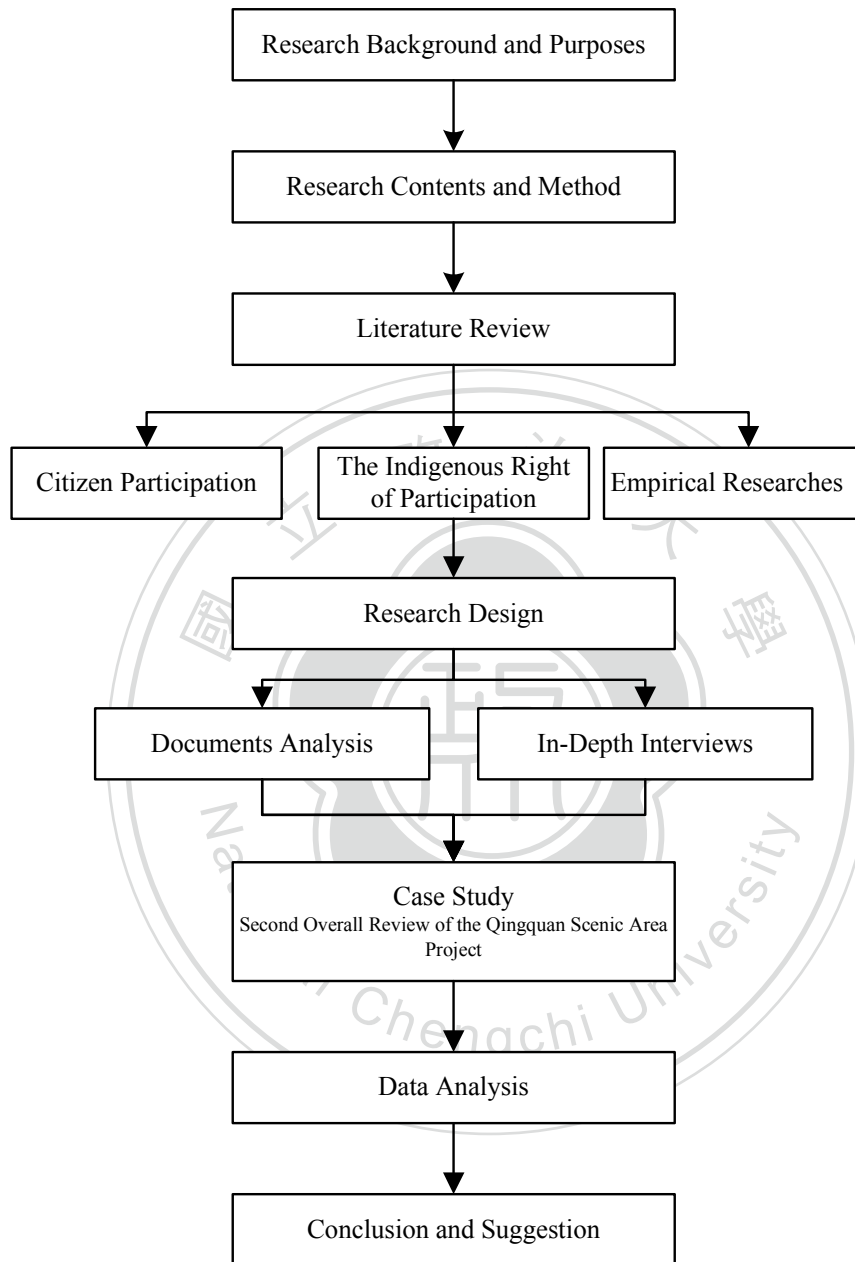


Figure 1-1. Research Flow Chart

Source: Author

Chapter 2 Literature Review

In this chapter, the relevant citizen participation theories are presented. First, the author introduces the definition and frameworks of citizen participation. Second, the types of public participation techniques are described. Third, the indigenous right of participation is explored. Lastly, some relevant domestic research is discussed.

2.1 Citizen Participation

Citizen participation offers a new way of thinking about development. It embodies the idea that citizens can help themselves; that they can articulate their own needs and find the solutions to address them; that they can be active participants rather than mere recipients of development processes; that development works better for them if done “bottom-up” rather than “top-down”.

2.1.1 Definition of Citizen Participation

The concept of citizen participation is rather broad. Various similar conceptions of the term “citizen participation” are used. These can include terms such as “public participation”, “citizen involvement”, “public involvement”, and “community participation.” For this study, “citizen participation” is defined as processes in which individuals, groups, and organizations have the opportunity to participate in making decisions that affect them, or in which they have an interest.

2.1.2 Frameworks of Citizen Participation

Scholars have developed a variety of typologies of citizen participation.

Two important concepts of citizen participation are introduced as follows:

- The ladder concept:

Arnstein (1969) defined citizen participation in terms of a ladder, with eight rungs corresponding to the degrees of power available to participants and representing three levels of involvement. She arranged in the ladder pattern illustrated in Table 2-1(John Abbott, 1996).

Table 2-1. Eight Rungs on a Ladder of Citizen Participation

Type	Degrees of Participation	High
Citizen Control	Degrees of citizen power	↑ Low
Delegated Power		
Partnership		
Placation	Degrees of tokenism	
Consultation		
Informing		
Therapy	Non-participation	
Manipulation		

Source: Arnstein (1969)

Arnstein explains the ladder quite clearly:

“The eight types are arranged in a ladder pattern with each rung corresponding to the extent of citizens' power in determining the end product. The bottom rungs of the ladder are (1) Manipulation and (2) Therapy. These two rungs describe levels of "non-participation" that have been contrived by some to substitute for genuine participation. Their real objective is not to enable people to participate in planning or conducting programs, but to enable powerholders to "educate" or "cure" the

participants.

“Rungs 3 and 4 progress to levels of "tokenism" that allow the have-nots to hear and to have a voice: (3) Informing and (4) Consultation. When they are proffered by powerholders as the total extent of participation, citizens may indeed hear and be heard. But under these conditions they lack the power to insure that their views will be heeded by the powerful. When participation is restricted to these levels, there is no follow-through, no "muscle," hence no assurance of changing the status quo.

“Rung (5) Placation is simply a higher level tokenism because the ground rules allow have-nots to advise, but retain for the powerholders the continued right to decide. Further up the ladder are levels of citizen power with increasing degrees of decision-making clout. Citizens can enter into a (6) Partnership that enables them to negotiate and engage in trade-offs with traditional power holders. At the topmost rungs, (7) Delegated Power and (8) Citizen Control, have-not citizens obtain the majority of decision-making seats, or full managerial power”(Arnstein, 1969).

- The public participation continuum concept:

Public participation processes include information exchange, public consultation, engagement, shared decisions, and shared jurisdiction. These processes form a continuum based on the extent of involvement and role in decision making, from information exchange (least) to shared jurisdiction (most). The processes are not separated by definitive boundaries; they flow into and build upon one another.

Table 2-2. Public Participation Continuum

Information exchange	Consultation	Engagement/ dialogue	Shared decisions	Shared jurisdiction
info in info out	I listen and speak, You listen/speak.	We talk and understand each other.	We decide.	We are responsible and accountable.
Increasing Collaboration				

Source: Bruce (2003)

Each public participation category has its own main purpose, introduced below:

1. Information exchange:

Creating awareness, education, exchange of views, encouraging responsible behaviors, and promotion of informed decision-making

2. Public consultation:

Two-way communication, getting stakeholder input, advice and feedback; discussion of tradeoffs and priorities; and becoming better informed.

3. Engagement/dialogue:

In-depth exploration of views, perceptions and interests, with emphasis on listening and achieving mutual understanding; exploration of values; and in some situations, working toward consensus

4. Shared decisions:

Share responsibility, decentralize decision-making to the community level, achieve integration, resolve conflicts, allocate scarce resources, and manage programs in a manner that respects and reflects community values.

5. Shared jurisdictions:

Recognize constitutional assignment of powers; recognize, respect and reflect community values in governance decisions; make difficult allocation choices in a decentralized political context (Bruce, 2003).

2.1.3 Public Involvement in Plan-Making Processes

It is very important for the public to be involved in the processes of plan-making. Four models selected from the literature on planning theory include opportunities for public involvement.

1. The Travis Model:

The diagrammatic process (Figure 2-1) incorporates a continuing control mechanism, a 'brain' which activates and responds to the sequence of activities. "In the 'brain' are five interacting cells--public relations education, user research, private sector, applied theoretical research, and public participation; these are considered to continuously shape the direction of the plan process. In this model, the public is the leading role of the whole planning" (Fagence, 1977).

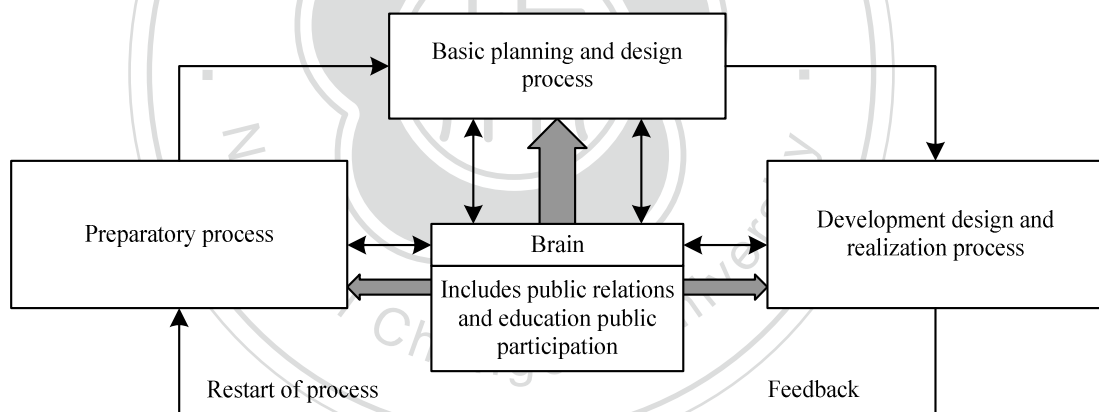


Figure 2-1. The Travis Model

Source: Fagence (1977)

2. The Roberts Model:

Robert separates the process activities into two participant 'spaces', one concerned with the activities of 'the planners', and the other with the activities of 'the community' (Figure 2-2). In the process, some activities are led by planners, such as

data analysis and setting of standards; some activities are led by the community, such as preference selection and revision of goals. “The activities of goal specification and refinement are located within the compass of both participant ‘space’, which means the activities are discussed by both parties” (Fagence, 1977). Roberts suggests that communication between parties in plan-making is a continuing activity.

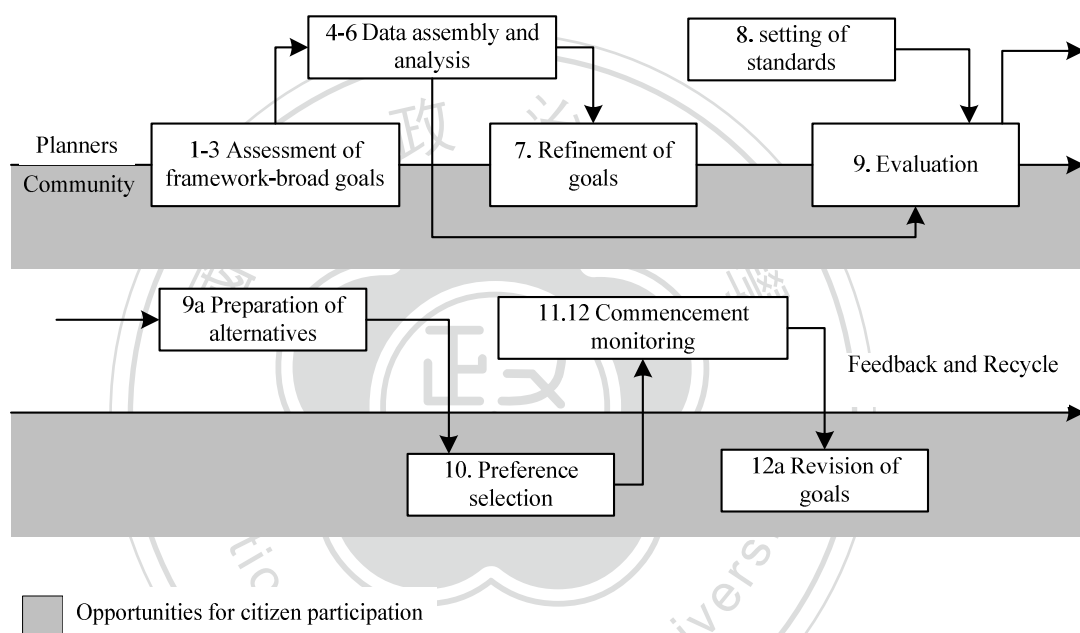


Figure 2-2. The Roberts Model

Source: Fagence (1977)

3. The McConnel Model:

There are three parallel and interconnected streams of activity in McConnell’s research (Figure 2-3), namely the survey, the formulation of the plan, and the political prescription. “He identifies participation opportunities as inputs to the determination of goals and objectives, as the expressions of public demand and political preference, and as the series of negotiations between planners, interested organizations, other authorities and levels of government. The structure of the process accommodates the

importance of the determination of plan and policy preferences by means of public and political resolution” (Fagence, 1977).

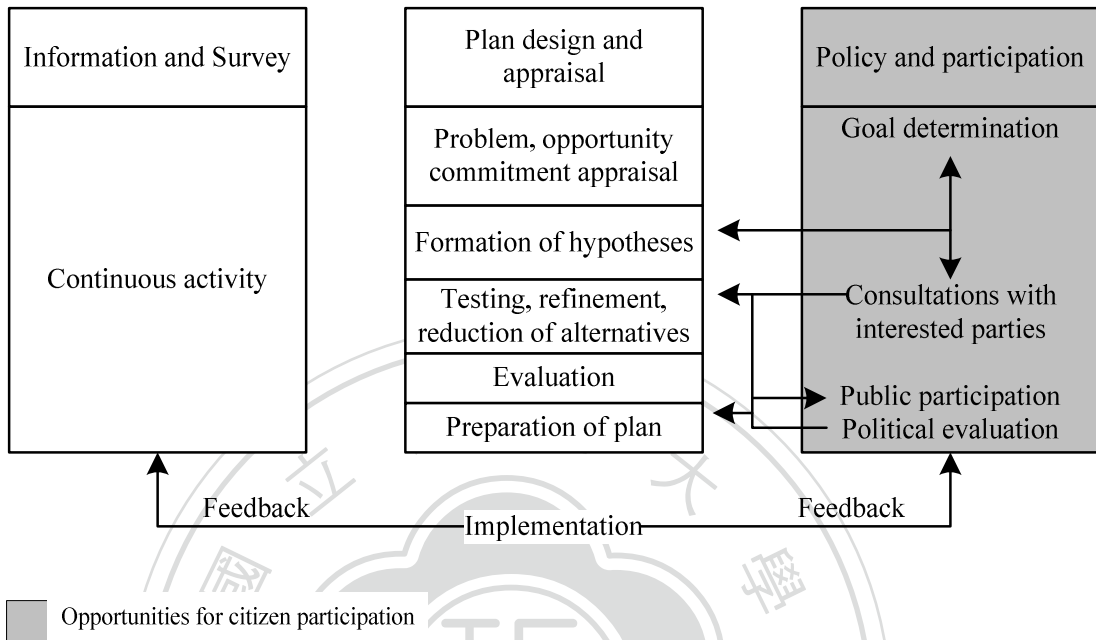


Figure 2-3. The McConnell Model

Source: Fagence (1977)

4. The McDonald Model:

The model concentrates on the potential opportunities for interest group participation and opportunities for actions. “Most processes are drawn from the view-point of the planners or the politicians. In this model, the elected representatives play important roles during the processes of plan-making. Through the interaction between the public, planners and elected representatives, it can achieve the goals of citizen participation” (Fagence, 1977).

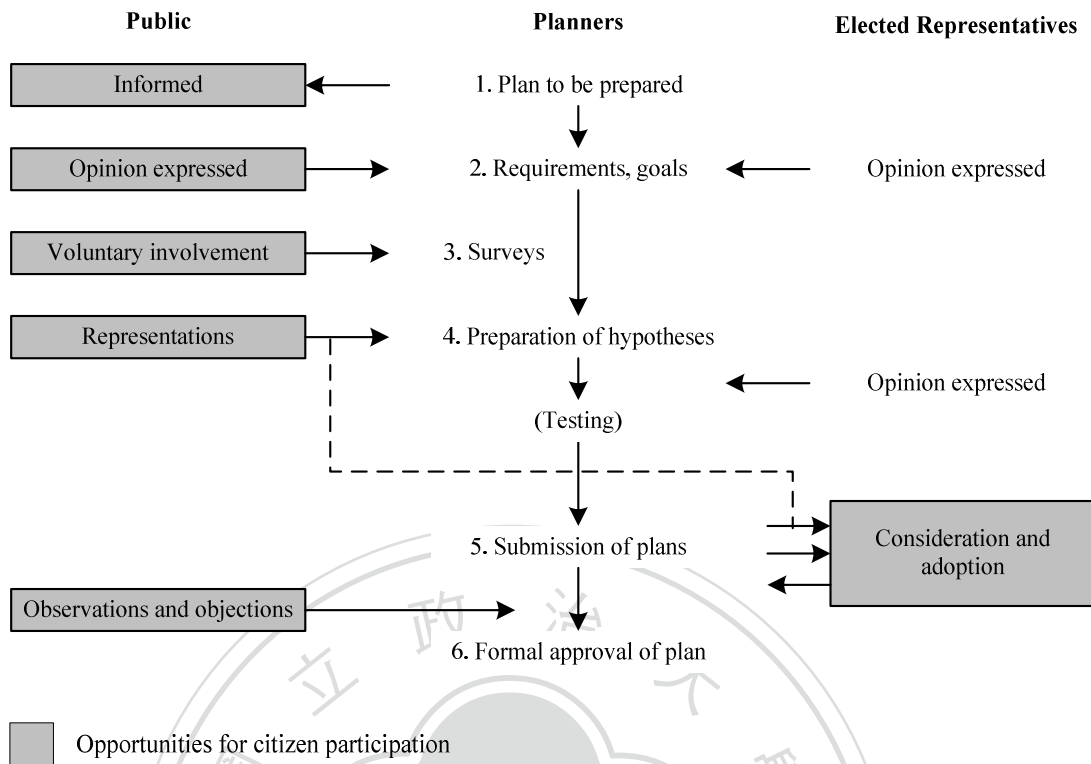


Figure 2-4. The McDonald Model

Source: Fagence (1977)

2.1.4 Public Participation Techniques

The following are simple descriptions of the types of techniques available:

1. Publications:

All consultations produce some type of published material, which may describe the process: define the problem, issue or situation; suggest options; or request direct feedback from readers on their views, interests or alternatives.

2. Public meeting:

Sessions open to anyone with an interest in the subject of the consultation are publicized and held. Public meetings often begin with a technical overview of the situation and process, after which members of the public have opportunities to speak from the floor regarding their concerns or to ask questions of expert panelists.

3. Open house:

An open house usually communicates information about a project or proposal through a series of displays. Staff is present to answer questions and provide clarification. Visitors are asked to register their views before leaving. Information handouts are sometimes available.

4. Advisory committee/task force:

Groups are selected to represent a cross-section of interests, and may be asked to prioritize, review, make recommendations, develop alternatives, evaluate, assist, etc. Advisory groups tend to be long-term, whereas a task force has a short time horizon.

5. Workshops:

Stakeholders are invited to attend a meeting to review information, define issues, solve problems, or plan reviews. Generally, workshops are expected to educate participants and solve a problem or develop a product such as an action plan. Most workshops use facilitation.

6. Target briefings:

These are designed to reach specific audiences who may benefit from private and individually tailored presentations. Audiences for targeted briefings could include ministers, municipal officials, media representatives, or specific interest groups.

7. Focus groups:

Groups of eight or ten people are structured to represent a cross-section of the stakeholders affected by an issue. A moderator leads a discussion of the facts, exploring participants' feelings, values, interests, concerns, etc.

8. Bilateral meetings:

The sponsoring agency meets directly with stakeholder groups to receive feedback or discuss areas of interest. This can be useful if the issue under discussion is accompanied by a high level of conflict.

9. Toll-free phone line:

This provides an impersonal opportunity for the public to give feedback, provide ideas, or identify issues. The phone can be answered by a staff member who discusses the issue directly with the caller, or by a taped message and opportunity to record comments.

10. Interviews:

Individual discussions with the public or representatives of interest groups may allow participants to cover a wider range of information than is solicited on a questionnaire, and thus perhaps to identify new issues or concerns not previously considered.

11. Surveys:

Surveys are used to collect information, solicit opinions, and build a profile of the groups and individuals involved. They provide information to the public and help focus public attention on specific issues.

12. Public hearings:

A public hearing is a forum at which stakeholders can make formal statements about the issue at hand. Oral statements are often accompanied by written briefs. A panel representing the sponsoring agency may ask questions of the presenter. The panel generally submits a final report with findings and recommendations.

2.1.5 Citizen Participation during Urban Planning

In Taiwan, urban planning is done with a “top-down” approach, and the specialists control all aspects of the plan. Urban planning comprises three steps (Figure 2-1): planning (before exhibition of a draft plan); deliberating (after the exhibition and before the announcement of a draft plan), and implementing (after the announcement).

Citizen participation during the three steps is introduced as follows (Ke, 2004):

1. Planning (before the exhibition of a draft plan):

The design of the urban planning project is decided by government departments. According to the “Regulations for the periodic overall review of Urban Planning”, the government departments should announce the draft plan, and for 30 days, members of the public can submit recommendations in written form. However, the recommendations from the public are just reference materials for the government departments. It is hard for the public to participate in the project directly.

2. Deliberating (after the exhibition and before the announcement of draft plan):

During this step, the common way for the public to participate is to attend a public meeting. Although the public has the chance to express opinions in the public meeting, attending such a meeting is still a passive way for the public to participate in the planning process.

3. Implementing (after the announcement of the draft plan):

The urban planning project is drawn up by the urban design committee of the local government, and it is implemented after the approbation of the Ministry of the Interior. Sometimes the draft of the plan differs from the final plan due to the different considerations of the local and central governments. In addition, public opinions sometimes may be accepted by the local government, only to be rejected by the central government. In this step, there is no chance for the public to participate in the planning.

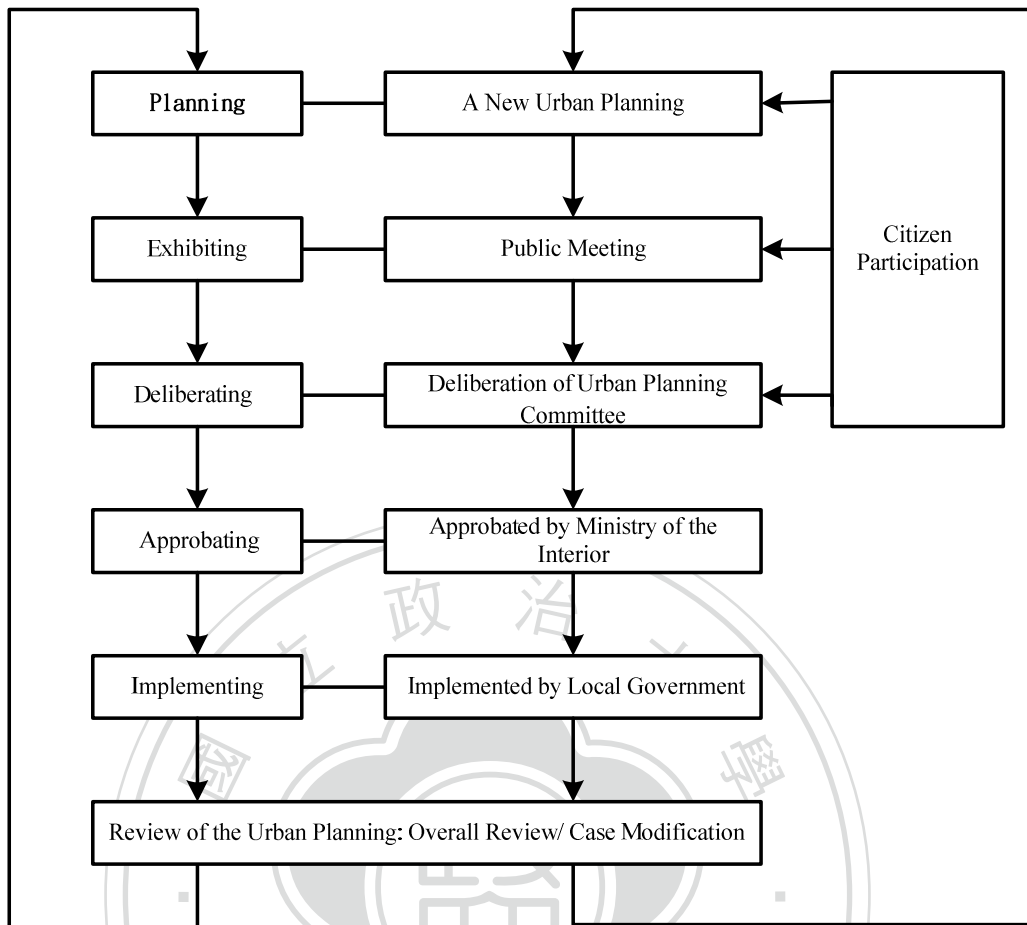


Figure 2-5. Urban Planning Flow Chart

Source: Ke, 2004

2.2 The Indigenous Right of Participation and Indigenous Community Development

The indigenous right of participation can be discussed from the legality of their community development (Lin, 2008).

2.2.1 The Indigenous Right of Participation

- **The Declarations of World Summits**

The World Ecotourism Summit, hosted in Québec City, Canada, by Tourism Québec and the Canadian Tourism Commission, from May 19 to May 22, 2002, adopted the Quebec Declaration on Ecotourism (Lee, 2002). The extract of the declaration of indigenous rights of participation is as below:

1. Acknowledge that ecotourism development must consider and respect the land and property rights, and, where recognized, the right to self-determination and cultural sovereignty of indigenous and local communities, including their protected, sensitive and sacred sites as well as their traditional knowledge.
2. Stress that to achieve equitable social, economic and environmental benefits from ecotourism and other forms of tourism in natural areas, and to minimize or avoid potential negative impacts, participative planning mechanisms are needed that allow local and indigenous communities, in a transparent way, to define and regulate the use of their areas at the local level, including the right to opt out of tourism development.

- **The Declaration on the Rights of Indigenous Peoples**

On September 13, 2007, the UN General Assembly adopted the United Nations Declaration on the Rights of Indigenous Peoples. Guided by the purposes and

principles of the Charter of the United Nations, it places good faith in the fulfillment of the obligations assumed by States in accordance with the Charter, affirming that indigenous peoples are equal to all other peoples, while recognizing the right of all peoples to be different, to consider themselves different, and to be respected as such (www.abohome.org.tw 2007.) The extract of the declaration about indigenous right of participation is as below:

1. Indigenous peoples have the right to self-determination. By virtue of that right they freely determine their political status and freely pursue their economic, social and cultural development.
2. Indigenous peoples have the right to maintain and strengthen their distinct political, legal, economic, social and cultural institutions, while retaining their right to participate fully, if they so choose, in the political, economic, social and cultural life of the State.
3. Indigenous peoples and individuals have the right to belong to an indigenous community or nation, in accordance with the traditions and customs of the community or nation concerned. No discrimination of any kind may arise from the exercise of such a right.
4. Indigenous peoples shall not be forcibly removed from their lands or territories. No relocation shall take place without the free, prior and informed consent of the indigenous peoples concerned and after agreement on just and fair compensation and, where possible, with the option of return.
5. States shall consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free, prior and informed consent before adopting and implementing legislative or administrative measures that may affect them.
6. States shall consult and cooperate in good faith with the indigenous peoples

concerned through their own representative institutions in order to obtain their free and informed consent prior to the approval of any project affecting their lands or territories and other resources, particularly in connection with the development, utilization or exploitation of mineral, water or other resources.

7. Indigenous peoples have the right to determine the responsibilities of individuals to their communities.

From the above, it is clear that the self-determination of the indigenous should be highly respected, anything that may affect them must be well understood, and anything that may change their rights must occur only with their free and informed consent.

2.2.2 Indigenous Community Development

Since 2001, the national government has actively promoted a policy of indigenous community development with the expectation that the industrial development of indigenous communities can be established on the basis of the sustainable utilization of natural resources. In addition, in the process of community building, the government intends to educate indigenous peoples in relevant areas in order to enable them to operate the community industries and to ensure that the communities share in the benefits of the conservation of natural resources.

Currently, in terms of relevant projects that our government has promoted, integrated projects may possibly be applicable to most indigenous peoples. Otherwise, such projects may be considered unique for indigenous peoples, and thus separately planned. Additional specific regulations may be enacted in a plan or project that is applicable to indigenous peoples. Thus, under such circumstances of political emphasis and inclination, the government has a priority to practically implement

indigenous policy, and it also provides greater protection and guarantees to indigenous peoples in promoting the development of their communities. Related policies on indigenous community development are explained in the next section.

- Social Welfare Policy Guidelines

Among the “Social Welfare Policy Guidelines” passed by the Executive Yuan on February 13, 2010, the contents related to the indigenous community building can be divided into the following three points (Su & Tien, 2004):

1. Every level of governments shall encourage community residents to participate in community development, to activate community organizations, to utilize local resources, and to build a vital and autonomous civil society.
2. The government shall integrate those resources of tourism; industry and commerce; agriculture and fishery; the cultural industry; environmental protection; urban and rural development; historic conservation; education; health; and social welfare, to promote the sustainable development of our community and homeland.
3. The government shall connect the tribal cultures and ecological characteristics of indigenous peoples to promote the new tribal overall building construction. The strategy of this construction project is to integrate the service resources; to upgrade the ranking of administrative organizations for social welfare; to combine the competent authorities of health and social welfare; as well as to integrate departments of labor, education, agriculture, justice, construction, and indigenous peoples in order to enhance the interdepartmental integration and performance management so as to provide whole-person, whole-process, and all-direction services to improve the efficiency of resource utilization. In addition, it will also integrate community building, tourism, indigenous peoples, and sustainable development to construct a sustainable community that conforms to human nature,

cares about health and welfare, possesses plentiful civil and unique industries, has magnificent landscapes and respects the surrounding ecology.

- The Indigenous Tribal Sustainable Development Plan is based on the framework of the “Taiwan Six-Star Health Community Project” (Executive Yuan, 2006) to assist Taiwan’s indigenous tribes in inspecting and surveying their cultural and historical context and the current status, advantages, and difficulties in tribal development. With the guidance of tribal organizations (or tribal councils), the project helps indigenous tribes with planning integrated development blueprints and visions, strategies for implementing such blueprints, and proposing the goals and requirements for phase development. In addition, based on the guidance, the project proposes plans and applies for government subsidies for tribal building construction projects in order to achieve the goal of “Tribalism (Communism)”.

- 2007 Executing Plan of Indigenous Tribal Industry Development

This plan was executed in accordance with the “3-year Executing Plan of Tribal Industry Development for Indigenous Peoples (2006 to 2008)” enacted by the Executive Yuan. The purpose is mainly to improve the primary industry, secondary, and tertiary industries that indigenous people depend on to make a living, while incorporating natural, organic, pollution-free, and low energy-consumption characteristics, to achieve the goal of sustainable operation. The plan focuses on the tribal traditional knowledge economic industry, tribal culture industry, tribal ecological tourism industry, tribal lodge and restaurant industry, tribal tourism industry, agricultural and processing industries, tribal characteristic product promotion and marketing development, and benchmarking guidance of development as a principle so as to yield significant benefits in industrial development within a

short-term period. Furthermore, the main purposes of this plan are to establish new indigenous industries based on the originality and innovation build high-quality operating environments, develop cultural ecological tourism, create a firmly-rooted indigenous industry, and provide tribal talents with sufficient employment opportunities (Council of Indigenous Peoples, 2007).

2.3 Empirical Studies in Taiwan

Existing domestic research on public participation can be viewed from the following aspects. First, in the development of relevant public participation theory, Lin and Wang (1999) explored how to induct the citizen power into policy, and help to improve the policy implementation. Hsu (2000) believes that most of the existing literatures focus on the “political behavior”, and limits the function of public participation. Hsu (2004) then proposed post-modern crisis of public affairs process, and expounded the functions of citizen participation from the normative point of view.

Secondly, in the form of public participation, Liu (2005) discussed the coordination between performance management and public participation mechanisms. In related research on the practical use of the citizen participation, Huang (2001) conducted a cost-benefit analysis on people involved in community policing from the economic point of view Ma & Chen (2005) took Kaohsiung as the case, and discussed the development of citizen participation in local decision-making. Lin & Chen (2003) viewed the experience of public participation in the National Health Insurance, and discussed the effectiveness of the citizen conference.

In the case of community participation, Lin (2002) interviewed two communities and believed that should design the incentive mechanism to encourage community participation. Zeng (2005) thinks that the community autonomy can be achieved by

the establishment of community participation system.

From the above related studies we can know that these empirical studies focus on the process, outcomes and plight of citizen participation. They expect to find the way to promote public participation and establish a rational framework for the general public.

Public participation includes decision-makers, the public and the public representatives. Therefore, if we want to investigate the process and effectiveness of public participation, we should first understand the cultural traditions, values and motivation that hidden behind the various participants. Cultural traditions and values differences often tend to affect the process and effectiveness of public participation. In most of the citizen participation related researches, the cases which they selected are the urban areas. So the framework for public participation that they established is only applicable to residents in the general area. Therefore, this thesis selects the background of indigenous areas and studies different cultural traditions and values of participants. To understand the existing system for public participation in the impact of different participants, and based on the findings to propose improvement methods.

Chapter 3 Research Methods

This study employed on qualitative research methods. The author gathered information by document analysis and in-depth interviews, and then, through analysis of the sources, developed responses to the research questions.

3.1 Data Collection

Qualitative research is a naturalistic, interpretative approach concerned with understanding the meanings which people attach to actions, decisions, beliefs, values and the like within their political, economic and social settings, and also with understanding the mental mapping process that respondents use to make sense of and interpret the world around them. Qualitative research can describe or provide further understanding of a subject and its contextual setting, provide explanation of reasons and associations, evaluate effectiveness, and aid the development of theories or strategies (Ritchie and Lewis, 2003).

This research focuses on citizen participation during the process of the Second Overall Review of the Qingquan Scenic Area Project. Since the villagers consist of indigenous people, the backgrounds of these aborigines are distinct from those of urban residents. In order to explore citizen participation in this village and understand the residents' subjective feelings, the author adopted various qualitative research methods for data collection and analysis.

The thesis presents document analysis and in-depth interviews. By surveying the relevant international and domestic literature, including journals, books, articles, theses, governmental documents, and newspapers, this researcher organized relevant data about citizen participation and the indigenous right of participation. In addition, official and community documents were rich sources of information on citizen

participation.

For the case study, in-depth interviews were conducted to collect information. An in-depth interview is an open-ended, discovery-oriented method that is well suited for describing both program processes and outcomes from the perspective of the target audience or key stakeholder.

Two key characteristics of in-depth interviews are open-ended questions and a semi-structured format. Open-ended questions should be worded so that respondents cannot simply answer yes or no, but must expound on the topic. A semi-structured format should have some pre-planned questions to be asked during the interview, but it must also allow questions to flow naturally, based on information provided by the respondent. In fact, the flow of the conversation dictates the questions asked and those omitted, as well as the order of the questions (Creswell, 1997). This research adopted the semi-structured format during the interview. The author initially developed a list of questions after collecting relevant secondary-data, but the questions were modified in response to participant responses to the questions.

3.2 Document Analysis

Documents, or archived sources, are excellent sources of needs analysis data. During document analysis, documents are analyzed with a question or hypothesis in mind or with a general idea of what the needs analyst is looking for. Document analysis is a superior way to find retrospective information about a performance problem and may be the only way that some types of data may be obtainable (Caulley, 1983).

The advantages of document analysis include the following:

- Document analysis is a particularly good technique to collect some types of retrospective information.

- Document analysis can be used to collect certain types of information or data easily, quickly, and inexpensively. Background documents can supply information, including basic statistical data, on a variety of issues related to individual or organizational performance.
- Information gathered from documents is often more credible than information or data obtained via interviews, questionnaires, or observation, because the data are historical and often viewed as objective evidence.

In this study, the documents analyzed included the “Second Overall Review of the Qingquan Scenic Area Project”, “Regulations for the periodic overall review of Urban Planning”, and the “Urban Planning Act”.

3.3 Selection of Interviewees

In order to understand the process and ideas behind the government proposal of the “Qingquan Scenic Area Project”, the author intended to interview representatives from the relevant government departments. The interviewees included officers responsible for tourism and recreation policy and those from the Wufong Township Office.

Certain influential local residents in the village tend to represent majority opinion. They communicated with the government on behalf of community residents during the reconstruction process. Five important representatives from church organizations and community development associations were interviewed.

The inhabitants of Taoshan Village are key figures in this research. In order to obtain the required information, the author chose ten inhabitants for the research. The author selected inhabitants who were enthusiastic about community affairs, such as members of the Taoshan Elementary School Parents Association and people who volunteered for community service. In addition, in order to reflect opinions from

different classes, workers from different vocations were also selected.

The interview sequence was designed as follows:

The first step was to interview the government officers in order to shed light on the conception of the “Qingquan Scenic Area Project”. The second step was to interview local representatives to determine how they reached agreement with government departments, and whether these agreements really reflected inhabitants’ opinions. The third step was to interview local inhabitants. Since the local inhabitants were the main beneficiaries of the project, it was very important to understand how they felt about the project and how they participated in the process.

The interviews were divided into two rounds. In the first round of the interviews, half of the interviewees from each group were interviewed, and the interviews followed the sequence of 1-1 to 1-6 (see Table 3-1). In the second round, the remaining interviewees in each group were interviewed. The interviews in the second round followed the sequence of 2-1 to 2-6. However, the interview sequence of the second round could be modified according to the interview situation of the first round.

Table 3-1. Interview Subjects

Group	Interviewee	Code Name	Sequence
Government	Officer of Hsinchu Tourism and Recreation Department	G1	1-1
	Officer of Council of Indigenous People	G2	2-1
	Member of Wufong Township Office	G3	1-2
Local Community	Qingquan Community Development Association	L1	1-3
	Taoshan Elementary School Teacher	L2	1-4
	Member of Church Organization	L3	2-2
Residents	Five Residents	R1~R5	1-5
	Five Residents	R6~R10	2-3

Source: Author

3.4 Interview Process

During the interview process, the person in charge of the “Qingquan Scenic Area Project” in the Council of Indigenous Peoples, Executive Yuan, was not willing to be interviewed. Therefore, the interviews did not gather the point of view of the officer of the Council of Indigenous Peoples. In addition, the person in charge of the “Qingquan Scenic Area Project” in the Tourism and Recreation Department, Hsinchu County Government, had already resigned. The incumbent staff member was not highly familiar with the project, so he could provide only partial information. Due to time limits, only six interviewees were interviewed. The interview flow chart is presented in Table 3-2.

Table 3-2. The Interview Flow Chart

Code Name	Interviewee	Date
G3	Wufong Township Head	2010.5.12
L1	Qingquan Community Development Association	2010.5.12
L2	Manager of Minduyou Carving Classroom	2010.5.12
R1	Resident	2010.5.17
R2	Resident	2010.5.17
L3	Member of Church Organization	2010.5.19
G1	Officer of Hsinchu Tourism and Recreation Department	2010.5.26
R3	Resident	2010.6.1
R4	Resident	2010.6.2
R5	Resident	2010.6.2

R6	Resident	2010.6.2
----	----------	----------

Source: Author

3.5 Interview Questions

This researcher interviewed people and groups related to the reconstruction project of Qingquan in order to understand the process of public participation in the Second Overall Review of the Qingquan Scenic Area Project. Following the semi-structured format, the author drew up question outlines for different interviewees. Based on the question outlines, the in-depth personal interviews were conducted in turn. The author classified the interview questions according to different purposes. Each interview question had its corresponding purpose. If the interviewee's answers were too concise to sufficiently answer the question, the author asked more concrete questions. For the interview questions, please refer to the appendices.

3.5.1 Interview Questions for Government Officers

In the first stage of the interviews, the interviewees were government officers. The questions were designed to evaluate 7 concepts. For the interview questions, please refer to Table 3-3.

Citizen participation is defined as the processes in which individuals, groups, and organizations have the opportunity to participate in making decisions. As such, it is “bottom-up” development. Since the government is the power holder, it was important to clarify the government's understanding of citizen participation first (Q1, Q2, and Q3). This study also aimed to clarify the process of public participation in the urban planning, and it was important to view the process from the government's perspective (Q4). From Arnstein's ladder concept, the degree of citizen participation

depends on the relationship between the residents and government. Thus, another goal of the interview was to understand the interactions between them (Q5). Due to the incompleteness of information in the aboriginal tribes, the interview aimed to determine whether the selection of public participation techniques was suitable for the local circumstances (Q6, Q7). Involving the public in an aboriginal area is a challenge for planners because these circumstances differ from the norm. The interview was also designed to gather the opinions of government officers on this challenge (Q8, Q9).

Table 3-3. The Interview Questions Design of the First Stage

Interview Question	Concept
1. What aspects did you consider in drawing up the project? <ul style="list-style-type: none"> • Professional or localization? • Were there conflicts between these two aspects? 	Role and Attitude
2. Do you understand the meaning and spirit of citizen participation? <ul style="list-style-type: none"> • What are the conditions and styles of citizen participation? 	Understanding
3. Please talk about the vendors' problems.	Process of Operating
4. Describe the process and situation of participation.	Process of Operating
5. Describe the relationship with the local residents during the planning process. <ul style="list-style-type: none"> • What role did the government department play? • Describe the communication process and results. 	Interaction and Relationship
6. How can citizen participation in public affairs be promoted and helped? <ul style="list-style-type: none"> • What method is better for promotion?(e.g., subsidies or popularization) 	Promotion
7. Were you able to receive citizens' opinions accurately during the reconstruction process?	

<ul style="list-style-type: none"> • Is the style of citizen participation a good way for the citizens to express their opinions? • Do you have better ideas on the citizen participation technique? 	Process of Operating
<p>8. What are your expectations for the Qingquan Scenic Area?</p> <ul style="list-style-type: none"> • Are you satisfied with the results ? 	Experience
<p>9. According to your experience, what is the difficulty with citizen participation in an aboriginal village?</p> <ul style="list-style-type: none"> • How can the problem of culture differences be solved? • How can the dissemination of information be improved? 	Difficulty

Source: Author

3.5.2 Interview Questions for Local Representatives

In the second stage of interviews, the interviewees were local representatives. The purposes of the questions were to classify 6 concepts. For the interview questions please refer to Table 3-4.

According to the McDonald Model, the elected representatives play important roles during the processes of plan-making. Through the interaction between the public, planners and elected representatives, the goals of citizen participation can be achieved. Therefore, the elected representatives should be familiar with the concept of citizen participation (Q1, Q2). This study aims to understand the process of public participation in the Second Overall Review of the Qingquan Scenic Area Project, and it is important to view the process from the angle of the local representatives (Q3). Through analyzing the interaction between local representatives and government, it is possible understand how they interacted when the vendors protested against the dismantling and evaluate about the process and outcome of the post-disaster reconstruction (Q4, Q5).

Table 3-4. The Interview Questions Design of the Second Stage

Interview Question	Research Purpose
1. What's your role and function in this community?	Role and Attitude
2. Do you understand the meaning and spirit of citizen participation? <ul style="list-style-type: none"> • What are the conditions and styles of citizen participation? • What style of citizen participation did you expect? 	Understanding
3. Describe the process and situation of participation. <ul style="list-style-type: none"> • Were your suggestions adopted? • How did you learn about the public meeting? • What difficulties did you encounter during the participation process? 	Process of Operating
4. Describe the relationship between the local residents and the government during the reconstruction process. <ul style="list-style-type: none"> • How did local residents interact with government? • How did government interact with local residents? 	Interaction and Relationship
5. How did the government promote and help local residents to participate in public affairs during reconstruction process? <ul style="list-style-type: none"> • Which methods do you apply? • How did you collect the opinions of the majority of the residents? • How did you help disadvantaged people express their opinions? 	Promotion
6. What were your expectations of the recovery results? <ul style="list-style-type: none"> • Do you think the results of the reconstruction of the project met your expectations? • Do you have any suggestions about the outcome of the reconstruction? • Please talk about the vendors' problems. 	Result

Source: Author

3.5.3 Interview Questions for Residents

In the third stage of interview, the interviewees were local inhabitants. The purposes

of the questions were to clarify 5 concepts. For the interview questions, please refer to Table 3-5.

Residents from different backgrounds will have different points of view about citizen participation and different evaluations of the outcome. Therefore, the background of the residents should be determined first (Q1). In the Travis Model, the public plays a leading role in planning. Thus, the residents' conceptions of citizen participation decide the aspects of the planning (Q2). This study aims to understand the process of public participation in the Second Overall Review of the Qingquan Scenic Area Project, and it is important to view the process from the perspectives of the local residents. By understanding the process of participation, we can determine whether the residents were involved in the project (Q3). Since the public participation continuum processes include information exchange, public consultation, engagement, shared decisions, and shared jurisdiction, the interaction between participators influences the extent of involvement in decision making (Q4). The factors which affect citizen participation include participators, citizen participation techniques, and citizen participation results. From the residents' evaluation of the outcome of the planning, we can determine whether the residents' opinions were really accepted by the government (Q5).

Table 3-5. The Interview Questions Design of the Third Stage

Interview Question	Research Purpose
1. What's your background? <ul style="list-style-type: none"> • Age, job, and education. 	Role and Attitude
2. Do you understand the meaning and spirit of citizen participation? <ul style="list-style-type: none"> • What are the conditions and styles of citizen participation? 	Understanding

<ul style="list-style-type: none"> • What style of citizen participation did you expect? 	
<p>3. Describe the process and situation of participation.</p> <ul style="list-style-type: none"> • Were your suggestions adopted? • How did you learn about the public meeting? • What difficulties did you encounter during the participation process? 	<p>Process of Operating</p>
<p>4. Describe the relationship with the local representatives and government during reconstruction process.</p> <ul style="list-style-type: none"> • How did local representatives interact with the government? • How did the government interact with local representatives? 	<p>Interaction and Relationship</p>
<p>5. What were your expectations of the planning results?</p> <ul style="list-style-type: none"> • Do you think the results of the project met your expectations? • Do you have any suggestions about the outcome of the reconstruction? • What are your ideas about the vendors? 	<p>Result</p>

Source: Author

Chapter 4 Qingquan Scenic Area

In this chapter, the author introduces the location of Wufong Township first. Second, the population and economic structure of Wufong are described. After that, the background and contents of the “Second Overall Review of the Qingquan Scenic Area Project” are presented.

4.1 Introduction of Wufong Township

Wufong is a town in Hsinchu County in northern Taiwan. There are four villages in Wufong (Dayi Village, Taoshan Village, Huayuan Village, and Chulin Village) with the township committee located in Dayi Village. In 2009, it had an estimated population of 4,750, and the area of the administrative region is 227.738 square kilometers.



Figure 4-1. Location of Wufong Township in Hsinchu County
Source: Adapted from Hsinchu County Urban Planning (2008).

4.1.1 Population of Taoshan Village

Taoshan Village, the largest village in Wufong, has a population of 1,677. The population increased only in 2001 and 2005, and the average population growth rate is -0.5 % (see Table 4-1). Because Taoshan Village is in a mountainous area, it is hard for residents to make a living. Many of the residents move to the city to find jobs.

Table 4-1. Taoshan Village Population Statistics

Year	Households (family)	Population (person)	Males (person)	Females (person)	Growth Number (person)	Growth Rate (%)
1997	513	1,773	1,012	761		
1998	524	1,767	1,010	757	-6	-0.34
1999	533	1,752	1,009	743	-15	-0.85
2000	557	1,740	1,016	724	-12	-0.68
2001	577	1,895	1,094	801	155	8.91
2002	586	1,813	1,062	751	-82	-4.33
2003	595	1,787	1,034	753	-26	-1.43
*2004	619	1,753	1,011	742	-34	-1.90
2005	644	1,778	1,009	769	25	1.42
2006	650	1,712	964	748	-66	-3.71
2007	642	1,677	961	716	-35	-2.09
Average Growth Rate						-0.50

* Wufong Township was hit by Typhoon Aere in 2004.

Source: Wufong Township Household Registration Office (2008).

The Qingquan Scenic Area is located within Taoshan Village, and the region includes Neighborhoods 5, 6, 7, 8, 9, 10, 13, 14, 15, 16, and 17. According to population statistics from the Wufong Township Household Registration Office, 853 people live in the Qingquan scenic area, 788 people of whom are aborigines. The population density is 10.75 person / hectare, and the gender ratio is 4:3 (see Table 4-2).

Table 4-2. Population Condition of Qingquan Scenic Area

Item	Area (hectare)	Household (family)	Population (person)			Population Density (person/hectare)	Gender ratio (M:F)
			Total	Male	Female		
	79.3830	315	853	487	356	10.75	4:3

Source: Wufong Township Household Registration Office (2008).

The base unit of Taoshan Village is the family, and it also has other important organizations such as church organizations (the Catholic Church and the Presbyterian Church) and community development associations. The tribal leaders are the village head, the pastors, and the elders in the village. They usually help to coordinate the important affairs of the village.

4.1.2 Education and Economic Structure

The level of education of Wufong Township is lower than the average level in Hsinchu County (see Figure 4-2). The dominant level of education of Wufong Township is senior high school, accounting for 31.86%; second is junior high school, accounting for 26.74%, and last is primary school, accounting for 23.44%.

Wufong Township relies mainly on the primary and secondary industries for jobs. The economic structure of Wufong is mostly agriculture, and the agricultural population is 31.6%. Apart from their agricultural income, the residents still need to do other jobs to supplement their income.

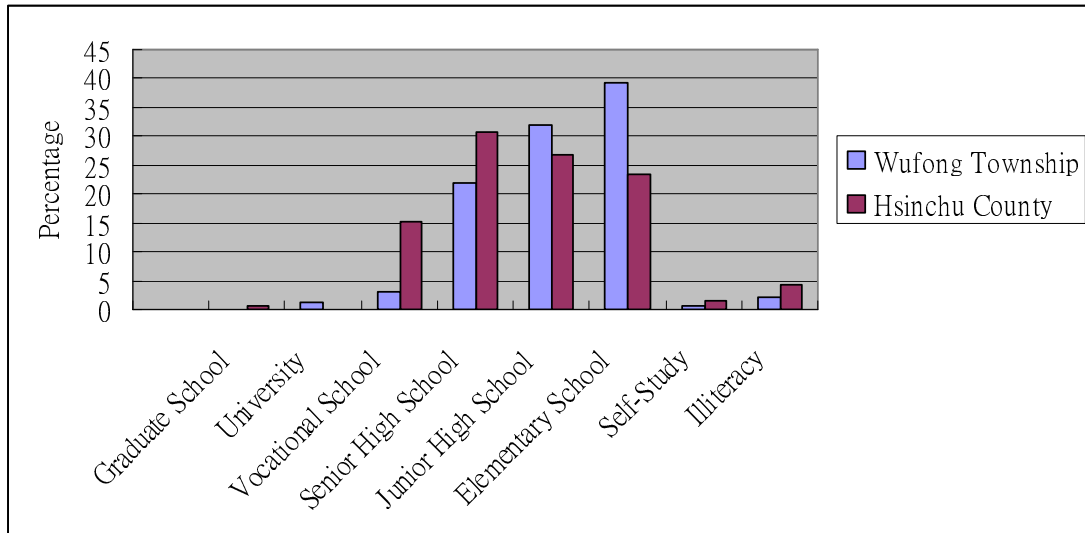


Figure 4-2. Level of Education Comparison Sheet

Source: Hsinchu County Budget, Accounting and Statistics Department (2008).

4.2 Introduction of the Qingquan Scenic Area Project

4.2.1 Background of the Qingquan Scenic Area Project

Qingquan Scenic Area, located in Taoshan Village, is surrounded by green mountains and clear water. Four suspension bridges, each about 100m long, span the river. They are the oldest suspension bridges in Wufeng Township, and they are carefully maintained. Qingquan has been famous for its beautiful scenery and hot springs since the period of Japanese rule. In order to develop tourism, the Hsinchu Government commissioned the Taiwan Residence and Urban Development Bureau to draft the Qingquan Scenic Area Project and implement it on September 3, 1982. This project was modified twice between 1982 and 2001.

As a result of Typhoon Aere on August 25, 2004, the torrential rains scoured a new channel down the hillside. Serious landslides are frequent in this area after heavy rain, threatening the local residents' life and property. It also had a great impact on the tourism (Figures 4-3, 4-4).



Figure 4-3. Mudslides in Taoshan Village after Typhoon Aere
Source: Soil and Water Conservation Bureau Council of Agriculture



Figure 4-4. Landslides in Qingquan Scenic Area after Typhoon Aere
Source: Soil and Water Conservation Bureau Council of Agriculture

To solve these problems caused by the typhoon, the Hsinchu government decided to review the project. The “Second Overall Review of the Qingquan Scenic Area Project” was announced and implemented on June 30, 2006 (Table 4-3). The

main purposes of the project were to redevelop tourism in the Qingquan Scenic Area, and to solve the problem of landslides.

Table 4-3. Qingquan Scenic Area Project Schedule

	Title	Date
1	Qingquan Scenic Area Project	September 3, 1982
2	Modifying Qingquan Scenic Area Project	November 9, 1993
3	First Review of Qingquan Scenic Area Project	March 27, 2001
4	Second Review of Qingquan Scenic Area Project	June 30, 2006

Source: Hsinchu County Urban planning (2008).

Several important events concerning the Second Overall Review of the Qingquan Scenic Area Project happened after typhoon. The Hsinchu government held two public meetings at Taoshan elementary school in Wufong Township, and this project was approved by the Ministry of the Interior on March 18, 2008.

Table 4-4. Important Events of the Second Overall Review of the Qingquan Scenic Area Project

Time	Events
2004/08/25	Wufong Township hit by Typhoon Aere
2005/08/12~2005/09/10	“Second overall Review of the Qingquan Scenic Area Project” posted for 30 days
2006/02/16~2006/03/17	“Second overall Review of the Qingquan Scenic Area Project” exhibited for 30 days
2006/03/09	Public meeting held in Taoshan elementary school
2006/04/12	Project adopted by Hsinchu Urban Design Commission in meeting No.206
2006/07/28	Project adopted by Hsinchu Urban Design Commission in meeting No.209
2006/11/20	Project adopted by Hsinchu Urban Design Commission in meeting No.212

2008/03/18	Project adopted by Ministry of the Interior Urban Design Commission in meeting No. 678
2008/05/28~2008/06/26	“ Second overall Review of the Qingquan Scenic Area Project” exhibited for the second time
2008/06/11	Second public meeting held in Taoshan elementary school

Source: Hsinchu County Urban planning (2008).

4.2.2 The Contents of the Second Overall Review of the Qingquan Scenic Area Project

The purpose of the project was to redevelop tourism in the Qingquan Scenic Area. In accordance with the characteristics of Wufong Township, the three major aspects of development were hot spring tourism, Chang Syue-Liang's Former Residence and the natural scenery (Figure 4-5, 4-6).

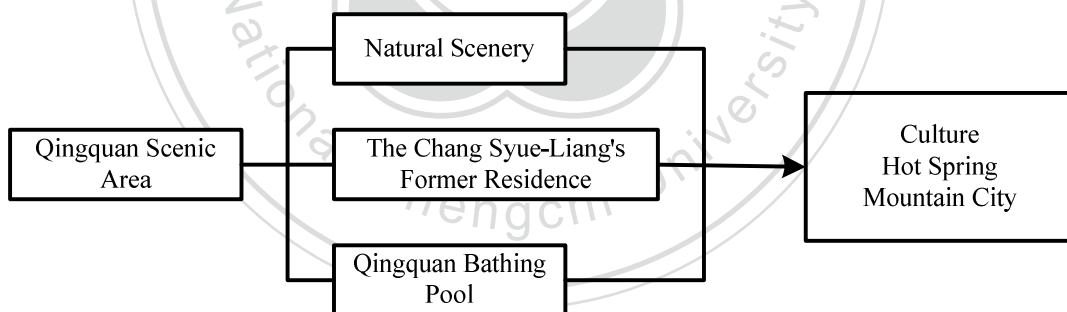


Figure 4-5. Three Aspects of Development of the Qingquan Scenic Area Project
Source: Hsinchu County Urban planning (2008).

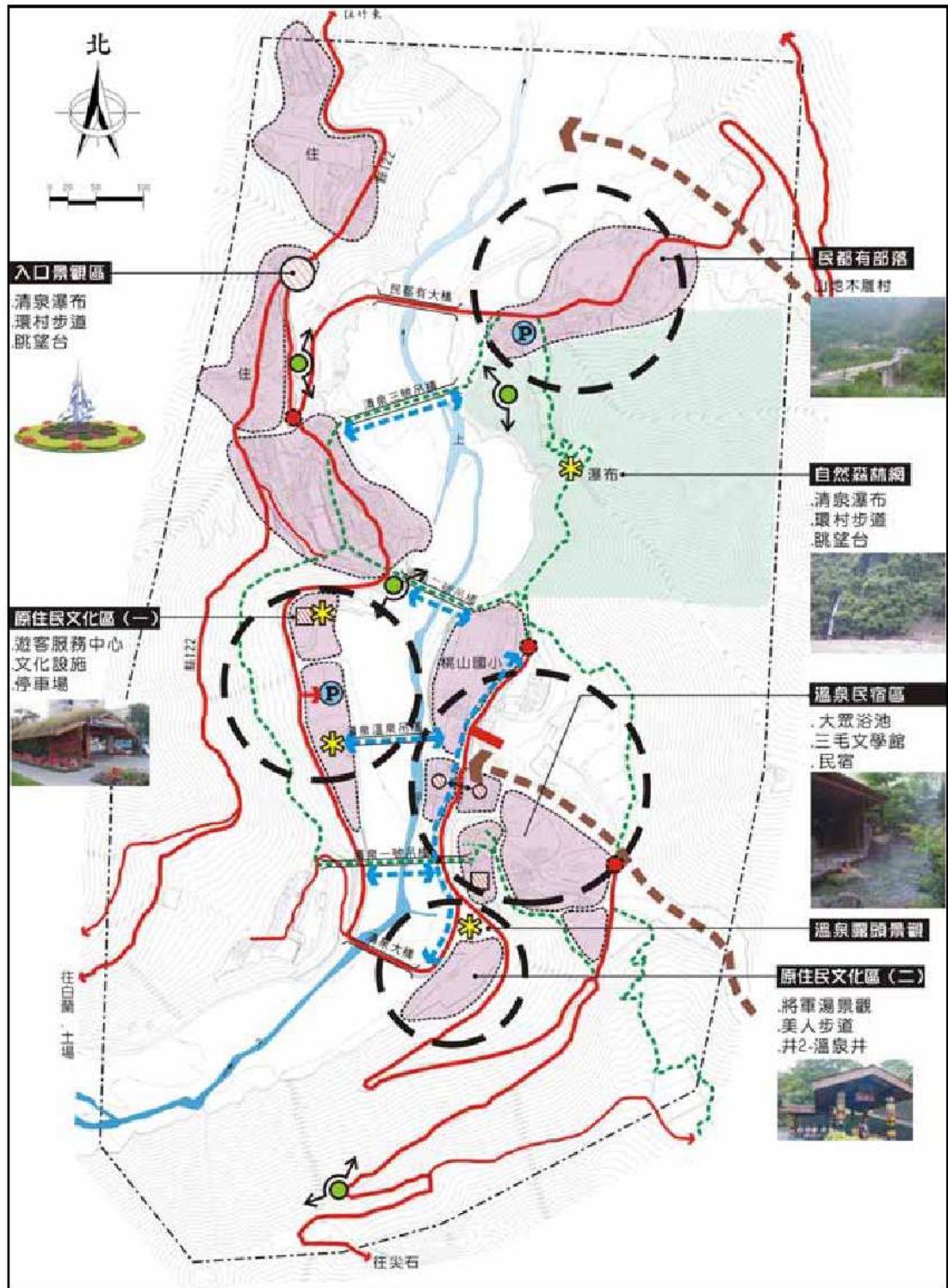


Figure 4-6. The Qingquan Scenic Area Tourism Design
 Source: Hsinchu County Urban planning (2008).

The subjects of the project are introduced as follows:

- Chang Syue-Liang's Former Residence:

After the Nationalist government came to Taiwan its remoteness prompted Chiang Kai-shek to choose Qingquan as the place to keep Chang Syue-Liang (Mr. Chang Syue-Liang, an important figure in the Xi'an Incident) under house arrest. Chang lived here, like a recluse, for more than a decade.



Figure 4-7. The Chang Syue-Liang's Former Residence
Source: Travel of Hsinchu County (2008).

The house of San Mao:

The late writer San Mao, a famous Taiwanese author who passed away in 1991, took a fancy to the carefree mountain atmosphere, and she rented an old brick house in which to construct her Qingquan story. About 50m upstream of the Luohao Suspension Bridge in Taoshan Village is the house of San Mao, The ruins of the house remain today.



Figure 4-8. The House of San Mao
Source: Travel of Hsinchu County (2008).

Qingquan Bathing Pool:

The Qingquan Hot Springs are well known far and near, and the Qingquan Bathing Pool is one of the eight scenic spots in Hsinchu. The bathing pool is situated in a natural cave.



Figure 4-9. Qingquan Bathing Pool
Source: Travel Bureau of Hsinchu County (2008).

Chapter 5 The Process of Citizen Participation in the Qingquan Scenic Area

With the background and purposes of this study laid clear, this chapter aims to answer the first and the second research questions. The author tries to describe the citizen participation and the interaction between residents and local government in the Qingquan Scenic Area during the Second Overall Review of the Qingquan Scenic Area Project. The author also analyzes the difficulties in implementing citizen participation during the process of urban planning in this case study.

5.1 The Turning Point --Typhoon Aere on August 25, 2004

In order to promote tourism in Hsinchu, Hsinchu County Government implemented the “Qingquan Scenic Area Project” on September 3, 1982. After the project was carried out, many tourists were attracted to the Qingquan Scenic Area. At the time of the typhoon, the tourists numbered approximately 300,000 per year, and tourism was an important source of income for the local people. Before Typhoon Aere, the local residents gleaned large profits from the large number of tourists. Although the residents were satisfied with the operational conditions of Qingquan, Mr. Yeh, a representative of Wufong Township, had higher expectations for Qingquan.

When I ran for Representative of Wufong Township in 2003, I thought that if we wanted to make Qingquan more prosperous, we would have to place greater emphasis on the hot springs, Chang Syue-Liang's former residence, and the house of San Mao. Unfortunately, the urban planning committee of Hsinchu County

Government didn't accept my suggestions at that time.

(Interviewee G3)

On August 25, 2004, Typhoon Aere caused great damage in Taoshan Village Wufong Township. Flooding destroyed much of the infrastructure and many of the natural resources of Qingquan. After the typhoon, tourism declined greatly because the tourism assets had been put out of action. The number of tourists decreased to only one thousand people per year.

Table 5-1. Number of Tourists Statistics of Qingquan Scenic Area

Qingquan Scenic Area	Year	Number of Tourists (persons)
	1999	40,459
2000	115,074	
2001	122,347	
2002	124,963	
2003	298,260	
2004 (Typhoon Aere)	203,760	
2005	1,161	
2006	609	

Source: Tourism Bureau, Ministry of Transportation and Communications

The December after the typhoon, in order to solve the water and soil erosion problems and reconstruct Wufong Township, Hsinchu County Government proposed the "Second Overall Review of the Qingquan Scenic Area Project". During the conference, it so happened that the Taiwan Government began allowing mainland tourists to visit Taiwan. To attract more mainland tourists, the Hsinchu County Government Urban Planning Commission cooperated with the Hsinchu County

Government Tourism and Recreation Department. They decided on three main tourism themes for the Qingquan Scenic Area in the project—the hot springs, Chang Syue-Liang’s former residence, and the natural scenery. The residents, including Mr. Yeh, were happy to hear the news, and they expected that tourists would visit Qingquan again.

5.2 Second Overall Review of the Qingquan Scenic Area Project

5.2.1 Exhibition of Second Overall Review of the Qingquan Scenic Area Project

According to the Urban Planning, Act Articles 18 and 19, administrative organizations must publish information about the exhibition of urban planning projects in the newspaper after the urban planning has been drafted. The draft plan is to be exhibited at the town hall for thirty days, and then a public meeting is to be held. People who have opinions about the draft plan during the exhibition period can submit their comments to the government in written form.

Following those regulations, the Hsinchu County Government published the information about the exhibition of the “Second Overall Review of the Qingquan Scenic Area Project” in the Royal Times and exhibited the draft plan at the Wufong Township Office from February 16, 2006, to March 17, 2006. Then a public meeting of the “Second Overall Review of the Qingquan Scenic Area Project” was held at Taoshan elementary school on March 9, 2006.

An official from the Hsinchu County Government Urban Planning Department expressed that very few residents attended the public meeting on that day; most attendees were the related personnel of government departments. The residents’ opinions table of the Second Overall Review of the Qingquan Scenic Area Project had

comments on the draft plan from only three residents (please refer to Appendix 3).

The overall plan-making process consists of several stages: planning, deliberating, and implementing. The planning is the most important stage of the three. The planning stage is the proper time for the public to be involved. The public can both provide plentiful reference information to the planners and supervise the drafting of the plan. From the literature review in Chapter 2, we know four models that include opportunities for public involvement. In the McDonald Model, the elected representatives and the public play important roles during the process of plan making; they contribute ideas to the plan and participate in the policy decisions. The present citizen participation system of urban planning in Taiwan is partly similar to the McDonald Model. In this case study, as in the McDonald model, the residents and the elected representatives in the Qingquan Scenic Area were both involved, but unlike in the McDonald Model, the residents and the elected representatives could participate in the project only when the draft plan had been drawn up. The public could not express their opinions actively before the draft plan was drawn up; they could participate in the exhibition of the urban planning only passively. Lacking a good channel of communication between the public and the government in the planning step, the present citizen participation system of urban planning in Taiwan does not really correspond with the McDonald Model.

If we compare the present citizen participation procedure of urban planning with Arnstein's ladder of citizen participation (see Table 5-2), we can understand that the public participation techniques in Taiwan's urban planning act, e.g. public hearings, public meetings, and exhibitions, correspond to the non-participation and tokenism degrees of Arnstein's ladder. The public still does not have a powerful influence to change the policies, which have already been decided.

Table 5-2. The Present Citizen Participation Procedure of Urban Planning Act:
Correspondence to Arnstein's Ladder of Citizen Participation

Public Participation Techniques in Taiwan's Urban Planning Act	Arnstein's Ladder of Citizen Participation	
	Type	Degrees of Participation
	8.Citizen Control	Citizen Power Participation
	7.Delegated Power	
People Draw Up the Plan Urban Planning Act Article 24 and Article 61	6.Partnership	
Comments Given by People Urban Planning Act Article 19	Public Hearing 5.Placation	Tokenism
Survey	4.Consultation	
Public Meeting Enforcement Rules for the Urban Planning Act Article 5	3.Informing	
Exhibition Urban Planning Act Article 19	2.Therapy	Non-Participation
	1.Manipulation	

Source: Wang, 2001

5.2.2 Citizen Participation during Second Overall Review of the Qingquan Scenic Area Project

In this section, the author tries to understand the citizen participation situations in the Second Overall Review of the Qingquan Scenic Area Project and then analyzes the difficult positions faced by the citizens in terms of participation in the project.

1. The channels to transmit messages are insufficient for the residents.

For the citizen participation system, Lin and Wang (Lin & Wang, 1999) proposed three key elements—independent residents, the public in the know, and fair participation. Among them, the “public in the know” means that administrative organizations should value people’s right of awareness. If the public is provided with information and knowledge about public affairs, they can contribute ideas to the public decision-making.

The author, after interviewing residents who did not participate in the public meeting on March 9, 2006, realized that most of them did not know about the public meeting. Although the Wufong Township mayor claimed that he had informed the heads of every community in Wufong, the residents indicated that they had not received the message.

According the Urban Planning Act Article 19, after the main project has been drawn up, it is to be exhibited for thirty days, after which a public meeting is to be held; in addition, the information about the exhibition of the urban planning is to be published in the newspaper. In this case, however, Taoshan Village is a village of aborigines; in an aboriginal village, very few families subscribe to newspapers. Therefore, announcement of the exhibition in the newspaper cannot achieve the goal of notifying local residents.

I didn't know anything about the meeting. I had no way of knowing about it. If the messages were published in the newspaper, we wouldn't know about it, either, because we don't subscribe to newspapers, let alone the Royal Times. (Interviewee L2)

I didn't know what time the public meeting was. Wufong Township Office didn't inform me of the time; that's why I didn't attend the meeting. (Interviewee R2)

Residents did not obtain the information about the public meeting and project content. As a result, very few residents attended the public meeting on March 9, 2006. Those residents who did attend the meeting did not fully understand the project before the meeting, so during the public meeting, they could discuss only matters related to their own profit. (See Appendix 3)

Clearly, the process of planning did not achieve the goal of promoting policy discussion. In Chapter 2, it is explained that the public participation continuum concept requires that public participation processes include information exchange, public consultation, engagement, shared decisions, and shared jurisdiction. These processes form a continuum. Along this continuum, information exchange is essential to the processes. If people cannot receive sufficient information, then they cannot accomplish the goal of substantial citizen participation.

2. Executive officials held a negative attitude toward citizen participation.

Whether the residents can receive the information or not is related to the attitudes of policymakers and executive officials. The executive officials, the executors of the

policies and projects, play an important role in citizen participation. However, in general public meetings on urban planning, the executive officials usually have a mindset of “the less trouble the better”. They consider the development of citizen participation to be an obstruction to administration. Therefore, they strictly follow regulations and hold the meeting, but they do not take people’s opinions seriously. The public meeting is, in effect, a mere formality. In the case study, some interviewees indicated that the Wufong Township Office did not like residents who had many opinions, so these residents were not invited to the meeting.

Maybe sometimes the Wufong Township Office called only the village head and told him there was a meeting, without notifying other villagers. In addition, the Wufong Township Office didn’t invite residents who had many opinions, like the Manager of the Minduyou Carving Classroom. They didn’t want her to attend the meeting because they hoped the meeting would go smoothly.
(Interviewee L3)

In addition, administrative departments often use administrative procedures for the sake of administrative convenience. They can exclude residents from participating through technicalities. For example, the public meeting was held during the office hours of administrative departments, effectively excluding residents who had to go to work.

I don’t think the villagers were very clear about the meeting. Moreover, the meeting was held during our work time, so we couldn’t attend. (Interviewee R1)

3. The effect of the citizen participation system of urban planning on policy-making is limited.

From the present Urban Planning Act, the administrative procedures of urban planning comprise the three stages of planning, deliberating, and implementing. Residents can participate in the project only when the draft plan has been drawn up. During the process of drafting the project, the Hsinchu County Government delegated an engineering consulting company to investigate residents' ideas. This kind of investigation does not equal essential citizen participation. The administrative procedure of urban planning shows that people cannot participate in the beginning of the project, and the purpose of the public meeting is just to inform people about the project.

It is more difficult for people to make recommendations after the planning has been completed. Regarding modification and review of the project, according to the Urban Planning Act, Article 26, administrative organizations should review the urban planning project every three to five years after implementation of the project. In addition, according to the Regulations for the periodic overall review of Urban Planning, Article 15, if people want to file proposals for modification of the urban planning project after project implementation, the proposals should be collected as the references of the overall interview of the urban planning; the proposals cannot be considered individually. Therefore, if people want to make recommendations on the project after implementation, they can only submit proposals for consideration in the periodic overall review of urban planning.

In the interviews, the local villagers expressed expectations of the time of citizen participation that differed greatly from the regulations on urban planning.

We thought that if we found the policy was not perfect during the implementation, it should be modified no matter when.

(Interviewee R1)

4. Public participation techniques are formalities for aborigines.

In the citizen participation process, the ways that administrative departments communicate with the public are called public participation techniques (Hsieh, 1984). Many possibilities for public participation techniques are proposed in the citizen participation theories, some examples being publications, open houses, workshops, focus groups, and public hearings. The public participation technique of the present Urban Planning Act in Taiwan is the public meeting. Currently, the general public meeting form is the presentation of the project by officials first, after which the floor is opened to the public for them to express their opinions.

Since most of the residents of Taoshan Village Wufong Township are aborigines, with historical and cultural differences from the Han people, the aborigines' lifestyle and languages differ greatly from those of the Han people. Therefore, the Additional Articles of the Constitution of the Republic of China states that the State must affirm cultural pluralism and actively preserve and foster the development of aboriginal languages and cultures. The State shall, in accordance with the will of the ethnic groups, safeguard the status and political participation of the aborigines. The State shall also guarantee and provide assistance and encouragement for aboriginal education, culture, transportation, water conservation, health and medical care, economic activity, land, and social welfare, measures for which shall be established by law (Office of the president R. O. C., 2010). In this respect, the State should also guarantee the citizen participation rights of aborigines.

The present style of public meeting is usually led by government officials, and

the meeting process is very serious. Furthermore, the authoritative and specialized language in the meeting, laden with political jargon, is not understood by local aborigines. The villagers indicated that some elders of the tribe cannot speak Mandarin, so they could not understand the topics discussed in the meeting.

We aborigines don't have professional knowledge about the project and we are not good at expressing our ideas. If they could use our language in the meeting and make the meeting relaxing, the villagers would be more willing to participate. (Interviewee L1)

King, Feltey, and Susel (1998) state that real citizen participation should consider how to provide accessible and comfortable citizen participation conditions. This means that factors that affect participation, such as transportation cost, time limitations, and culture differences, should be considered. These factors are related to the justice of citizen participation.

5.3 Inauguration of the Chang Syue-Liang's Former Residence

The Second Overall Review of the Qingquan Scenic Area Project was verified by a commission of the Hsinchu County Urban Planning, and was passed by the Ministry of the Interior on March 18, 2008. On December 12, 2008, Chang Syue-Liang's Former Residence was opened. After Chang Syue-Liang's Former Residence was opened, tourists returned to Qingquan again. The head of the Tourism and Recreation Department of the Hsinchu County Government reported that the number of tourists increased to 3,000 per day.

The Second Overall Review of the Qingquan Scenic Area Project was mainly

guided by the Tourism and Recreation Department of the Hsinchu County Government and the Wufong Township Office. According to G. Brager and H. Specht's definition of citizen participation, the word *citizen* means the members of the public who are not government officials or politicians (Zeng, 2002). Therefore, although the Wufong Township Office represented the public opinions of Wufong, they could not be counted as the principal part of citizen participation. Communication between the Tourism and Recreation Department of the Hsinchu County Government and the Wufong Township Office cannot be considered to be formal citizen participation.

Two-way communication means the possibility of government departments communicating with local people. With a high degree of communication, the people will have a greater effect on policymaking and will be more satisfied with the policy (Wu, 2002). In the planning process of the Second Overall Review of the Qingquan Scenic Area Project, the Hsinchu County Government and the Wufong Township Office held the leading roles in communication, and the degree of communication between government and residents was low. Although the degree of communication between government and residents was low, the policy results still had the possibility of satisfying the residents.

In this case study, although the degree of citizen participation corresponds to the non-participation and tokenism degree of Arnstein's ladder pattern, the citizens were satisfied with the increase in the number of tourists. There are two important reasons as follows.

1. The policies were planned by the government for a long time, and some residents were used to being led by the government. Although some residents did not participate in the project, based on previous experience, they thought they could

trust the government.

I think the Wufong Township Office has been doing pretty well.

(Interviewee R2)

2. Most of the residents perceived citizen participation as a representative model. They thought that the mayor of Wufong Township and the representative of Wufong Township represented local public opinion. These local representatives communicated with the government and conveyed the points of view of local residents, so people believed this was a model of citizen participation.

Our incumbent township mayor, when he was the representative of Wufong Township, participated intensely in the project. So in that way, we did participate in the planning. (Interviewee L3)

5.4 After the Opening of Chang Syue-Liang's Former Residence

On December 12, 2008, Chang Syue-Liang's Former Residence opened; during the opening period, the Hsinchu County Government held a series of activities to attract a large number of tourists come.



Figure 5-1. Chang Syue-Liang's Former Residence Opening Day
Source: Travel Bureau of Hsinchu County

Qingquan is a scenic area designated by the Ministry of Economic Affairs, and according to the law, vendors cannot conduct business in such an area. However, to help the villagers with their livelihood, the Wufeng Township Office promised to erect temporary stalls in front of Chang Syue-Liang's Former Residence. On the opening day, vendors moved into the parking lot in front of the Former Residence.

5.4.1 Vendors Protest Process

In March 2010, Mr. Yeh became the new mayor of Wufong Township. As Mr. Yeh planned to turn Qingquan into a cultural shopping district, he decided to remove the street vendors. Mr. Yeh stated his views as follows:

I think we should deal with the vendor problem, because the vendors discharge waste water into the river, causing environmental pollution and affecting the perceptions of tourists in Qingquan.

(Interviewee G3)

Some of the villagers opposed the removal of street vendors, believing that the removal of the vendors would affect the livelihoods of the local people. Other residents, however, strongly supported the mayor's approach; they thought that the vendors had a negative effect on the landscape of Qingquan.

I strongly support the mayor's removal of street vendors because Qingquan is a tourist attraction. When the tourists who come here see so many vendors occupying the parking lot, they feel it is quite disorderly. (Interviewee R4)

After hearing that they were going to be removed, the vendors formed the Qingquan Vendors' Autonomous Management Committee. They tried to communicate with the township office, hoping to protect the vendors' right to earn a living. They elected Mr. Laling as the spokesman for the autonomous management committee. The vendors' requirement was as follows:

1. The Wufong Township mayor said that Qingquan is a scenic area designated by the Ministry of Economic Affairs, and that it is illegal to allow vendors. But early in 1982, when the Hsinchu County Government approved the Qingquan Scenic Area Project, the government did not hold a public meeting or coordination session during the planning process. They did not receive the consent of local indigenous people, so they were the first to break the law.

2. With any plans for Qingquan, the township mayor should convene a coordination meeting and communicate with the residents. The direction of the Qingquan Scenic Area must be decided in accordance with the views of most of the residents.

(Interviewee R3)

The Qingquan Vendors' Autonomous Management Committee communicated with the Wufong Township Office, but to no avail. They then submitted petitions to the Hsinchu County and central ministries. On March 26, 2010, the Hsinchu County Magistrate came to Qingquan to understand the actual situation. After communicating with the public, he promised vendors that he would take support measures before the removal of the stalls. The township mayor held a meeting in mid-April of 2010, but the Wufong Township could reach no consensus with the Vendors' Autonomous Management Committee in the meeting, so the negotiations broke down. On May 20, 2010, the police forcibly removed the vendors.

The township mayor insisted on the removal of the street vendors; in fact, he had clear purposes. Although Chang Syue-Liang's Former Residence could attract many tourists and helped the villagers' to earn a living, the mayor had greater expectations for the Qingquan Scenic Area.

In fact, I had another purpose in removing the street vendors. I did it not only because the vendors affected the environment and landscape, but also because I wanted to highlight our demand here. If I did not remove the street vendors, then no one would object. So I won't get the Qingquan Scenic Area. (Interviewee G3)

5.4.2 The Vendors' Protest from the Perspective of Citizen Participation

We can learn from the removal of street vendors that the township mayor thought that the development of a cultural shopping district could meet the interests of the majority of people within the village. He considered that a protest by street vendors could attract the attention of the Hsinchu County government. Therefore, taking into account the interests of the majority of the villagers, the street vendors were forced to sacrifice their interests.

The vendors, whose long-running stalls in the parking lot were suddenly declared illegal, were quite puzzled. The vendors had no objection to the cultural shopping district proposed by the township mayor, but they hoped that the plan could be subjected to communication with the public, so that the public could participate in making the decisions.

The different points of view of the officials and the public created the conflict. This conflict had an impact on citizen participation in the Qingquan Area. In terms of citizen participation in the Qingquan Area, from the vendors' protest we can conclude the following.

1. Aboriginal participation and consent rights are not implemented

The Qingquan Vendors' Autonomous Management Committee expressed their views. They believe that the Hsinchu County Government annexed the Qingquan Scenic Area without the consent of the indigenous people.

He said that the Qingquan Scenic Area regulations did not allow stalls to be set up. Then I would say, the Qingquan Scenic Area was designated 26 years ago by the county, but the county never did come to communicate and coordinate with the local residents.

Therefore, they broke the law before we did. (Interviewee R3)

Regarding the consent rights of indigenous people, two international declarations express that self-determination for indigenous peoples should be respected; those events that affect the vital interests of indigenous people, indigenous people should be allowed to understand; and aboriginal rights shall be changed only with aboriginal consent. According to Aboriginal Basic Law, Article 21, for government or private land in the aboriginal communities to be used in land development, resource utilization, environmental protection, or academic research, the indigenous peoples must give consent, and the indigenous peoples must be able to share in the profits. The Aboriginal Basic Law, Article 22, also states that when establishing national parks, national scenic areas, forestry areas, conservation areas, recreational areas, and other resource management authorities on indigenous land, the government must seek the consent of local indigenous peoples and establish a common management mechanism with the indigenous peoples. Therefore, under the current regulations, the government, in developing plans for the Qingquan Scenic Area Project, should have first obtained the consent of the indigenous peoples.

However, the Hsinchu County Government issued and implemented the Qingquan Scenic Area in 1982. The Aboriginal Basic Law had not yet been passed in that year, so the process of planning the scenic area did not violate the Aboriginal Basic Law. The acquisition of the Qingquan Scenic Area was not illegal at the time, but we can view the Aboriginal Basic Law in terms of the participation of the aborigines. The Aboriginal Basic Law is intended to protect the basic rights of Indigenous Peoples. The Aboriginal Basic Law, Article 34, provides that the competent authority shall amend, develop, or repeal relevant laws within three years after implementation of the law. Even though four years have passed, the competent

authority still has not completed the aboriginal people's legal work. Due to a lack of implementation, the sub-laws and basic rights are still unprotected: in terms of survival, development, culture, and lands, the aborigines are still deprived of their rights.

2. Removal of the street vendors inspired the public to participate in public affairs.

Wu (2004) wrote that citizen participation is a part of the implementation of democratic politics, and it is beneficial to community members to enhance the quality of democracy. On the policy side, citizen participation helps the government to grant some communities certain policies, and effectively reduces the burden of government policies. For the members within the community, it can cultivate a sense of community and active participation in community affairs.

The scholars Philips & Long (1978) have proposed the following three conditions for community participation:

(1) The appropriate organization

In the past, most acts of community participation occurred through organizations (Qiu, 2003). In fact, well-structured community organizations will help to enhance the participation of residents in the community.

(2) To obtain benefits

When community members expect to obtain a certain "reward" after participating, they will actively participate. Therefore, the promise of possible benefits is also one of the ways to enhance community participation (Chen, 2000).

(3) Way of life threatened

Wiledon once used "crisis theory" to explain citizen participation. When an individual or group faces a major crisis, he will facilitate the production of certain

actions to resolve the crisis (Wu, 1999). For citizen participation, the theory points out that when the community faces a number of crises, community members will be encouraged to actively participate in community activities to relieve the crisis.

The residents of Qingquan were less active participants in community public affairs because the removal of street vendors infringed on the rights of some of the residents. Then they began to actively participate in community affairs to obtain benefits. Although the vendors did not reach a final decision, and their demands were not met, from the perspective of citizen participation, it has been a good start for the residents.

3. It is difficult for residents to express personal interests under current urban planning regulations.

The Qingquan Vendors' Autonomous Management Committee claimed that the Qingquan Scenic Area Project was illegal. In consideration of that claim, we review the literature and relevant regulations. According to Interpretation No. 148 from the Constitutional Court of the Republic of China, the implementation of urban planning is a government policy, so public authorities in the region do not have the right of consent and consideration. This is not an administrative sanction, so people cannot use it as the subject of administrative proceedings. Thus, we can see that if the residents express personal interests, in the absence of the Administrative Court, their opinions will play a very minor role.

4. Government administrators do not trust the people, which affects the citizen participation rights of the people.

In the case of the removal of the street vendors, opposition and suspicion between

government administrators and the public had a negative impact on citizen participation. The mayor mentioned in the interview was asked by some residents to convene a coordination meeting. He speculated that these people were members of different parties who might have wanted to use this issue to manipulate elections.

As far as I know, 80% of the villagers were in favor of my approach.

As for those who opposed me, I think some members of political parties were trying to highlight their ability to appear better than their opponents. I think it was an attempt to manipulate the election.

(Interviewee G3)

Because the township mayor did not communicate or coordinate with the villagers, and carried out the project willfully, some residents suspected that that township mayor wanted to earn benefits for a specific person. Moreover, some residents also believed that the political factions were involved in the township, dominating local affairs and public policy. The representatives of the people could not represent the views of the people, so they advocated citizen participation.

Since 2001, the government has actively promoted the development of indigenous communities. In 2004, the Executive Yuan set in the "Social Service Benefits Policy" the specification that all levels of government should encourage community residents to participate in community development. In this case study, the public required participation rights, but the mayor, questioning the right of the people to participate, appears to have compromised that right.

Chapter 6 Evaluation of the Qingquan Scenic Area Project

The purposes of this chapter are to answer the third research question, and thereby to understand the opinions and evaluations of the local residents and government departments of the outcome of the Second Overall Review of the Qingquan Scenic Area Project. A further goal is to identify problems in the project concerning the lack of citizen participation.

6.1 A Lack of Citizen Participation in Urban Planning Led to the Problems

From the minutes of meetings and interview content, the author intends to understand how the lack of citizen participation in the project resulted in problems, and to provide direction to eliminate these problems.

1. The direction of the Qingquan Scenic Area Project did not include regional characteristics and indigenous culture.

Tourism development policies of the Qingquan Scenic Area are planned by the Tourism Bureau of Hsinchu County which has chosen three tourism themes for Qingquan: hot springs, Chang Syue-Liang's Former Residence, and the natural scenery. The Hsinchu County Tourism Bureau originally planned for Chang Syue-Liang's Former Residence to be the main attraction because they thought it would attract tourists back to Qingquan after Typhoon Aere.

We had this idea of Chang Syue-Liang's Former Residence mainly because Typhoon Aere caused serious damage to the local economy. If tourists do not come, the local residents can't survive. So, the

government wanted to use some cultural attractions to attract tourists back to Qingquan. That's why they came up with the idea of the Chang Syue-Liang Residence. In fact, tourism should create something unique. Otherwise, so many scenic spots in Taiwan now, if there is not a very distinctive part, then it would not attract tourists.

(Interviewee G1)

Hsinchu County Tourism Bureau and the Urban Planning Committee developed the tourism development policy of Qingquan. Because of the limited citizen participation, they were able to plan the project only from an outsider's point of view. Therefore, the direction of the project was not closely integrated with the local indigenous culture. Although the completion of Chang Syue-Liang's Former Residence brought in a large number of tourists, the only impressions of Qingquan that visitors carried with them when they left were of Chang Syue-Liang's Former Residence and the hot springs. They did not have deeper experiences of the local aboriginal culture.

I have had several groups of guests, and many guests find it a pity that they can't really experience the culture of our local tribe. They wonder about the relevance of Chang Syue-Liang's Former Residence to local Atayal culture. (Interviewee L1)

Local residents also believe that although some of the infrastructure of the village has been improved since the typhoon, the substance of Atayal culture has not been regarded as a characteristic to promote.

I do not think the township has done enough to assist the residents in planning the Qingquan Scenic Area Project. Because the government funds came in, of course Qingquan has become better. However, I think this is only the infrastructure. The implications of the local Atayal Culture were not really being promoted; I think this part is very unfortunate. (Interviewee R1)

2. The project cannot effectively increase or create local employment opportunities.

The business model of the Qingquan Scenic Area has long been based on street vendors and snack bars. When the number of visitors increased, demand naturally increased, as well. The business model of Qingquan has also long been dominated by individuals, so only some of the residents benefited from the increase in tourism, such as vendors, snack bars, and the spa industry.

Under the promotion of themed tourism by the Hsinchu County Government, visitors visited only certain famous scenic spots in Qingquan, such as Chang Syue-Liang's Former Residence, the house of San Mao, and Taoshan Elementary School. Tourists did not really walk into the tribal village and experience the local ecology and culture, so they could not promote the tribe's economic development effectively. In such circumstances, the most direct way for some residents to make a living was to sell some agricultural products, handicrafts, and snacks in front of Chang Syue-Liang's Former Residence. The majority of residents did not gain much benefit from the increasing number of tourists.

Without citizen participation in urban planning and tourism planning, the planners cannot understand the residents' perspectives and thereby effectively increase residents' benefits. In the interview, residents suggested other ways to

promote tourism and increase the benefit to residents.

For example, we could help visitors plan a two-night trip, or the itinerary for a day trip. Such an itinerary could include tours, music and dance, DIY, tribal hunting, and so on. These trips could be a combination of tribal culture, and many villagers could profit from them. (Interviewee L1)

The president of the Qingquan Tribal Development Association also believes that there are many talented guides in the tribe, but they have not been organized and utilized.

We have cultivated a number of tribal guides, so I thought about how to turn these people into a community organization. We should let visitors know about these guides, and help them to contact them. (Interviewee L1)

3. The project failed to improve the quality of tourism in Qingquan and retain visitors.

Tourism policy should be adjusted with the tourism industry, but also needs to meet the needs of tourists. With the progress of social and economic environment, the content of tourism activities can be divided into three distinct styles: cursory, deep travel, and moving experiences. In the cursory style, tourists visit each tourism destination quickly. As long as food hygiene and safety meet basic standards, they will be able to meet demands.

With more frequent travel, the phenomenon of deep travel appears. In this style

of tourism, the travelers are able to control their own schedules, and they enjoy in-depth observation of a place. The third style is the moving experience. Those who enjoy this style have a heavy workload and a lack of freedom. As a result, they want to experience a change in scenery and get away from the pressures of work.

The Qingquan Scenic Area Project is controlled by the Hsinchu County Tourism Bureau and the Urban Planning Committee. Because the government departments did not discuss the project with the residents, they focused only on the public facilities and three tourism spots. Many areas that needed to be improved, such as the quality of travel lodges, street planning, and the environment of Qingquan, were not perceived by the planners. Apart from the three famous sites, the rest of Qingquan did not improve in terms of the quality of tourism, so it does not attract tourist. The end result is that the tourists can only make cursory visits to the three famous spots. Unable to engage in deep travel, they leave.

6.2 The Direction of Improving the Qingquan Scenic Area Project

After summarizing the contents of all the interviews, the author would like to provide some suggestions to improve these problems. The suggestions are described as follows.

1. Establish a visitor service center and counsel residents in employment.

For years, the Qingquan Tribal Development Association has fostered tribal guides, but they operate as individuals, independent of any organization. If a Qingquan Scenic Area Visitor Center is established, the tribal guides can be organized. From the guides and the information in the service center, visitors will be able to learn more about the

culture and background of Qingquan. In addition, the residents can receive training and more talent will be nurtured.

So I hope that the county government or township can do something; think of a way to gather local talent in an organization. If the tourists request it, the service center staff can provide guidance immediately. I believe the local economy will certainly be helped greatly.
(Interviewee L1)

The mayor of Wufong Township also hopes to promote the Qingquan in this direction, and to increase the employment opportunities.

If we have funds, we can work with the Qingquan Tribal Development Association and train our villagers. This approach will not only allow our residents another opportunity to make a living, but also help the visitors to understand the tribal culture.
(Interviewee G3)

2. Open public participation in planning the direction of the Qingquan Scenic Area

The business model of the Qingquan Scenic Area has long been based on street vendors and snack bars. Because other cities have development successful cultural shopping districts in recent years, the mayor of Wufong Township thinks that the Qingquan Scenic Area has unique geographic and cultural resources, as compared to other regions. If he seeks funding from the county, then the cultural shopping district planning will be implemented. Such a development will improve the tribal economy

greatly.

I propose that Qingquan develop into a cultural shopping district, so that it can secure funding for construction two million per year. It will help the economic development of Qingquan. As the mayor of Wufong Township, this is my greatest ideal. (Interviewee G3)

The residents also believe that Qingquan should be planned better, and they also hope that the town hall can discuss and communicate with them in planning the direction of Qingquan.

In fact, we would be very willing to cooperate with the Wufong Township Office. But the pre-condition is that they have to coordinate with the local people, and we should work together in planning. We hope that we can participate in everything to do with the tribe. (Interviewee R3)

3. Integrate the aboriginal culture and develop Deep Tourism

The three tourism themes of Qingquan are hot spring tourism, Chang Syue-Liang's Former Residence, and the natural scenery. However, the residents of the Qingquan Area are members of the Atayal aboriginal tribe. Therefore, planners can consider how to integrate the Atayal culture into the theme of tourism.

The Minduyou Carving Classroom was established under the guidance and assistance of the Council of Labor Affairs Sustainable Employment Project. By nurturing and training tribal engravers, it preserves the traditional skills of the local aboriginal culture. If the planning department can integrate these specific local

aboriginal arts and talents into the theme of tourism for Qingquan, it will make the Qingquan Scenic Area more distinctive.

Therefore, this is an important role of the township office. The township should counsel local residents more actively. The Minduyou Carving Classroom is a good model. The wood construction and wood carving of the Atayal are very unique. We can use local materials to build a number of distinctive buildings, and then develop Bed & Breakfasts in Qingquan. (Interviewee R1)



Chapter 7 Conclusions and Suggestions

Recalling the purposes and research questions of this study, the aim of the author is to understand the citizen participation and interaction between the residents and the local government in the Qingquan Scenic Area during the Second Overall Review of the Qingquan Scenic Area Project. In addition, the author also wants to determine the opinions and evaluations of the local residents and government departments of the outcome of the Second Overall Review of the Qingquan Scenic Area Project. Therefore, this chapter organizes the findings and categorizes the study as follows.

7.1 Summary

Citizen participation is an integral part of democratic politics, but the implementation of citizen participation procedures does not necessarily meet the public's requirements. This paper examines the current system of citizen participation in urban planning and examines the implementation of that system in an indigenous area. Through interviews with local residents and the public sector, we discover the plight of the people participating in urban planning. The research findings are concluded as follows.

1. Limitations and difficulties of citizen participation during the Second Overall Review of the Qingquan Scenic Area Project

- **The mode of announcement in current urban planning regulations did not achieve the goal of announcement in the indigenous region.**

Few residents participated in the public meeting of the Second Overall Review of the Qingquan Scenic Area Project, mainly due to a lack of information delivery channels.

According to Act article 18 of the Urban Planning Act, administrative organizations must publish information on the exhibition of urban planning in the newspaper after the urban planning has been drafted. It can be seen that the main mode of the current announcement is via newspaper. The research revealed that few villagers subscribed to the newspaper because of environmental limitations and the impact of local culture. Therefore, the newspaper did not achieve the effect of notification in the indigenous region.

- **The negative attitude of the executive officers impeded citizen participation.**

The public sector culture hindered citizen participation. The formality of the public meeting allowed only a small number of residents to participate in the discussion and was unable to produce much intersection of ideas. Because the administrative personnel held negative attitudes, they did not want too many people involved and did not provide much information about the project. Therefore, the public meeting degenerated into formalism. Without discussion and consensus on solving the problems, the public meeting did not provide real communication opportunities.

- **The citizen participation system in urban planning had a limited impact on decision-making.**

According to the present Urban Planning Act, the administrative procedure of urban planning has three stages: planning, deliberating, and implementing. Residents can participate in the project only after the draft plan has been drawn up. During the process of drafting the project, the Hsinchu County Government delegated an engineering consulting company to investigate residents' ideas. This kind of investigation did not equal essential citizen participation. It is evident from the design of the administrative procedures of urban planning that people cannot participate in

early stages of the project, and the citizen participation in later stages of the project has a very limited impact on decision making.

- **Public participation techniques are formalities for aborigines.**

Aboriginal culture, history, and environment should be considered in the implementation of public participation techniques in order to enhance public participation. The mode of meeting dictated by current urban planning regulations is not adaptable to local conditions and lacks flexibility. The public meetings are led by government officials, and the meeting form is very strict. It is difficult for the general public to understand the official language and terminology used in such public meetings. The local residents, who do not understand the project well and are not familiar with public participation techniques, cannot communicate and discuss their ideas effectively during the meetings.

2. The plight of street vendors and the impact on the citizen participation of Qingquan in the vendors' protest.

- **It is difficult for residents to express personal interests under current urban planning regulations.**

The Qingquan Vendors' Autonomous Management Committee claimed that the Qingquan Scenic Area Project was illegal. In consideration of that claim, we review the literature and relevant regulations. According to Interpretation No. 148 from the Constitutional Court of the Republic of China, the implementation of urban planning is a government policy, so public authorities in the region do not have the right of consent and consideration. This is not an administrative sanction, so people cannot

use it as the subject of administrative proceedings. Thus, we can see that if the residents express personal interests, in the absence of the Administrative Court, their opinions will play a very minor role.

- **Aboriginal rights of participation and consent are not maintained in the existing regulations.**

The Qingquan Vendors' Autonomous Management Committee noted that the Qingquan Scenic Area Project had not been established with the consent of the local aborigines during the planning process. As a result, the residents identified the urban planning project as illegal. Considering this appeal, we examine aboriginal participation and consent rights in existing laws and regulations. According to the Aboriginal Basic Law, Article 21, the engagement of government or private land in aboriginal communities in land development, resource utilization, environmental protection and academic research requires the consent of the indigenous peoples, and indigenous peoples must be able to share in the profits. The Aboriginal Basic Law, Article 22, also requires that the government establish national parks, national scenic areas, forestry areas, conservation areas, recreational areas and other resources management authorities in indigenous land only with the consent of local indigenous peoples, and that a common management mechanism be established with the indigenous peoples.

From the above, we can see that under the current regulations, the government planners of the Qingquan Scenic Area Project should first have obtained the consent of the indigenous peoples. However, the relevant sub-laws of the Aboriginal Basic Law have not been completed, so true maintenance of the rights of aboriginal participation and consent has not actually been implemented.

- **The removal of street vendors inspired the public to participate in public affairs.**

Wiledon once used that "crisis theory" to explain citizen participation. When an individual or group faced a major crisis, he will facilitate the production of certain actions to resolve the crisis (Wu, 1999). For citizen participation, the theory points out; that when the community faces a number of crises, community members will be encouraged to actively participate in community activities to relieve the crisis. The residents of Qingquan were less active participants in community public affairs until the removal of street vendors infringed upon the rights of some of the residents. Then they began to actively participate in community public affairs to obtain benefits.

- **Government administrators do not trust the people, thereby affecting the citizen participation rights of the people.**

In the case of the removal of street vendors, government administrators and the public leveled accusations and were suspicious of each other because of their different positions. Lack of communication and understanding between the two sides deepened the misunderstanding. As a result, government departments are unwilling to open channels for citizen participation, which will affect the people's participation rights.

Government administrators have a major effect on the implementation of citizen participation. In today's policy-making, the government no longer plays the only role. Especially in the face of very complex scientific policy or community planning that is associated with the vital interests of the people, gaining the support and cooperation of the people is often the key to successful implementation of the policy.

3. The lack of citizen participation in urban planning led to problems.

Although the tourists returned and contributed to the economic development of

Qingquan after the rebuilding of the Qingquan Scenic Area, in fact, the formalistic citizen participation did not promote thorough examination of the policy, leading to many problems. For example, the Qingquan Scenic Area Project did not include regional characteristics and indigenous culture; the project could not effectively increase and create local employment opportunities; and the project failed to improve the quality of tourism in Qingquan and thereby retain visitors.

7.2 Policy Implications

Based on the research findings, some policy suggestions concerning citizen participation in the Qingquan Scenic Area will be listed as a reference for government authorities.

1. Ways to diversify public participation techniques and announcements.

According to the provisions of the Urban Planning Act, announcements are to be published in the newspaper. However, any aboriginal region is unique; to meet the needs of special ethnic cultures in different regions, the public participation techniques and modes of announcement should be modified to fit the environment. In addition to public exhibitions and a public meeting, other appropriate methods should be used to inform the public of any urban planning. Municipal, county, or city governments should be authorized to develop appropriate public participation techniques. In addition to publishing urban planning-related information in the newspaper or on the internet, other appropriate methods can be used to inform the public.

2. Complete the relevant sub-laws of the Aboriginal Basic Law as soon as possible to protect the rights of aboriginal participation and consent.

The Aboriginal Basic Law is intended to protect the basic rights of Indigenous Peoples. Article 34 of the Aboriginal Basic Law provides that the competent authority shall amend, develop, or repeal the relevant laws within three years of implementation of the law. Although four years have passed, the competent authority still has not completed the aboriginal people's legal work. Due to this lack the implementation of sub-laws, basic rights are still unprotected; aborigines are still deprived of the rights to survival, development, culture and land. The legal system is not complete yet, and as a result, it cannot protect the rights of indigenous participation and consent. The result is repeated incidents of aboriginal land disputes. To avoid similar incidents and disputes counter to the interests of indigenous peoples, the government should amend the law as soon as possible.

3. Implement citizen participation during preparation of the draft plan

It is clear from the administrative procedures of urban planning that people cannot participate in the early stages of the project and that the public meeting is just a way to inform people about the project. Therefore, this paper recommends the implementation of citizen participation during the preparation of the draft plan, with the hope that the authorities can give people the opportunity to participate in the development of the draft plan. A forum or other appropriate methods could be used to consult the public, scholars, experts, and relevant agencies, and the views could be collected for reference during drafting of the plan. The views of local community groups or organizations can also be obtained this way, thereby achieving the goal of community involvement.

4. Establish rigorous procedures for citizen participation and promote real communication and dialogue.

Stringent operating procedures for the citizen participation need to be developed in urban planning, including procedures for dissemination of information on participation and relevant information on the project, for meeting arrangements, for the form of meetings, and for venue selection. Each step should promote the principle of citizen participation and dialogue. Such an improvement of the system will generate a sense of trust in participants. As a result, residents will be willing to express their views in the meeting and thereby reach a consensus with the government.

7.3 Research Limitations

Through literature review and case studies, this study hopes to describe and analyze objectively the citizen participation of the residents of Wufong Township. Due to several factors, however, this study cannot consider every aspect of the problem. The limitations of this study are as follows:

1. This study assigned interview subjects into four roles: the Hsinchu County government, the Wufong Township Office, the residents of Wufong Township, and the Council of Indigenous Peoples. Unfortunately, the head of the Department of Land Management, Council of Indigenous Peoples, was not interviewed. Thus, the interview content lacked information from on source.
2. The officer of the Hsinchu County Tourism Department who was originally in charge of the Qingquan Scenic Area Project no longer held that position. The incumbent officer, who was not familiar with the implementation of the Qingquan Scenic Area Project, was able to provide only a portion of the relevant information.

7.4 Implications for Future Research

This study aims to understand the citizen participation and interaction between the residents and the local government in the Qingquan Scenic Area during the Second Overall Review of the Qingquan Scenic Area Project. In this study, some aspects that could not be explored in detail deserve to be addressed in associated follow-up studies.

1. In this study, in the case of the protest by the vendors revealed the presence of many political factions in the community. These factions had an impact on citizen participation in Qingquan. In the general community, the majority of citizen participation is currently limited to the small number of local elites. Representation of the public opinions of each faction is not equal, so it is difficult to integrate all the opinions. Therefore, one area to explore further is the principal parts of participation in the community and the integration of the main opinions of the organizations within the community.
2. Article 7 of the Aboriginal Autonomous Law dictates, according to the principle of regional self-determination, that aborigines should have control of their political and economic statuses, and all social, cultural and personal matters. Therefore, for true self-government, aboriginal should be governed by aborigines including the areas of general policy and public affairs. Under aboriginal self-government, the policy decision-making process would be different from the general public policy process. How would citizen participation be different? Can aboriginal self-government enhance aboriginal participation? This is also a fascinating area for follow-up study.

References

English References

1. Arnstein, S.R. (1969). A Ladder of Citizen Participation. *Journal of American Institute of Planners*, 35(4), 216-224.
2. Berke, P. R., Kartez, J., & Wenger, D. (1993). Recovery after disaster: Achieving sustainable development, mitigation and equity. *Disasters*, 17(2), 93-109.
3. Cvetkovich, G., & Earle, T. C. (1994). The construction of justice: A case study of public participation in land management. *Journal of Social Issues*, 50, 161–178.
4. Creswell, J.W. (1997). *Qualitative inquiry and research design: Choosing among five traditions*. Thousand Oaks, CA: Sage Publications.
5. Denzin, N.K., & Y. S. Lincoln. (1998). *The landscape of qualitative research*. Thousand Oaks, CA: Sage Publications.
6. Fagence, M. (1977) *Citizen Participation in Planning*. Oxford: Pergamon Press.
7. Innes, J., & Booher, D. E. (2004). Reframing public participation: Strategies for the 21st century. *Planning Theory & Practice*, 5(4), 419-436.
8. John Abbott (1996). *Sharing the city: Community participation in urban management*. London: Earthscan.
9. Kernaghan (1986). Evolving Patterns of Administrative Responsiveness to the Public. *International Review of Administration Science*, 52, 1-18.
10. Marci R. Culley & Joseph Hughey (2008). Power and Public Participation in a Hazardous Waste Dispute: A Community Case Study. *Am J Community Psychol* 41, 99–114.
11. N.Emel Ganapati & Sukumar Ganapati (2009). Enabling Participatory Planning After Disasters: A Case Study of the World Bank's Housing Reconstruction in Turkey. *Journal of the American Planning Association*, 75(1), 41-58.

12. Robert B Olshansky, Laurie A Johnson, Jedidiah Horne, Brendan Nee. (2008). American Planning Association. *Journal of the American Planning Association*. *Chicago*, 74(3), 273-288.
13. Ritchie J and Lewis J (eds) (2003) *Qualitative Research Practice: A Guide for Social Science Students and Researchers*. Sage: London.
14. Richard L. Cole (1974). *Citizen Participation and the Urban Policy Process*. Lexington, Mass. : Lexington
15. Silverman, D.R. (1999). *Doing qualitative research: A practical handbook*. Thousand Oaks, CA: Sage Publications.
16. Williams, S.H. (1976). Citizen Participation in City and Regional Planning, *J. Town Planning Review*, 9(2), 16-24.
17. C.S., K. M. Feltey, and B. O. Susel (1998). The Question of Participation: Toward Authentic Public Participation in Public Administration. *Public Administration Review*, 58(4), 317-326.

Chinese References

1. 李家源(2003)。合作、競爭與衝突：潭南的災後重建與社會關係。國立政治大學民族學系論文，未出版，台北。
2. 陳韋儒(2008)。泰雅族社區居民對於生態社區認知與環境態度之研究-以新竹縣尖石鄉後山原住民社區為例。東海大學景觀學系論文，未出版，台中。
3. 林信廷(2009)。社會資本與社區參與相關性之研究。暨南大學社會政策與社會工作學系論文，未出版，南投。
4. 謝登旺(2002)。社區總體營造在原住民地區的實踐。社會文化學報，15，65-86。
5. 李永展(2000)。永續發展式的災後重建。中大社會文化學報，10，17-33。
6. 林啓新(2004)。公民參與與公共行政－以臺北市政府鄰里公園改造說明會為

- 例。世新大學研究所碩士論文，未出版，台北。
7. 賴春櫻(2005)。從權益關係人觀點探討原住民社區永續發展的推動機制。靜宜大學觀光事業學系研究所碩士論文，未出版，台中。
 8. David M. Smith (2001)。透過參與式規劃落實農村社區發展之研究。屏東科技大學熱帶農業研究所碩士論文，未出版，屏東。
 9. 黃永光(2006)。社會資本在社區產業的意義—以松鶴社區推動九二一地震災後重建為例。逢甲大學經營管理碩士論文，未出版，台中。
 10. 蘇育南(2004)。社區營造中民眾參與空間營造角色課題之初探-以台南縣三個社區為例。國立成功大學都市計畫研究所碩士論文，未出版，台南。
 11. 王文君(2001)。民眾參與都市計畫程序之研究-都市計畫法與行政程序法之交錯適用。臺灣大學建築與城鄉研究所碩士論文，未出版，台北。
 12. 吳涵宜(2002)。社區環境改造中民眾參與程度之探討 —以「溫州公園」與「福林區」為例。臺灣大學建築與城鄉研究所碩士論文，未出版，台北。
 13. 柯佩如(2004)。都市計畫形成過程中民眾參與之研究—以臺北市南港區都市計畫主要計畫通盤檢討案為例。國立台北大學地政學系碩士論文，未出版，台北。
 14. 曾瓊瑤(2002)。民眾參與新竹市東門城護城河河岸空間規劃之研究。國立成功大學建築研究所碩士論文，未出版，台南。
 15. 楊福銘(2003)。從公共利益觀點探討都市計畫之民眾參與。國立成功大學都市計畫研究所碩士論文，未出版，台南。
 16. 謝慶達(1984)。都市更新社區民眾參與之研究-以台北市為例。淡江大學建築研究所碩士論文，未出版，台北。
 17. 蘇麗瓊，田基武 (2004)。新故鄉社區營造計畫與社區營造條例草案的介紹，社區發展季刊，107，45-50。
 18. 張茂桂(2002)。台灣是多元文化國家。文化研究月報，13，41-45。
 19. 林水波、王崇斌(1999)。公民參與與有效的政策執行。國立政治大學公共行政學報，3，175-202。

20. 東海大學(研究)(1992)。公共建設規劃與推動過程中爭議化解模式之研究。行政院經建會都市及住宅發展處委託，未出版。
21. 王菁雲(1999)。議題導向之最適民眾參與技術研究。國立中山大學公共事務管理研究所碩士論文，未出版，高雄。
22. 林暉月(2000)。居民的社區意識與社區公共事務參與態度及方式關係之研究——以台南市為例。國立中山大學公共事務管理研究所碩士論文，未出版，高雄。
23. 巫宗威(2004)。社區成員參與社區事務動機與行為之研究——以台北市績優社區發展協會為例。銘傳大學公共事務學系研究所碩士論文，未出版，台北。
24. 吳坤良(1999)。老人的社區參與動機、參與程度與公活適應之相關研究。國立高雄師範大學成人教育研究所碩士論文，未出版，高雄。
25. 陳怡如(2000)。社區成人教育活動參與及其社區意識之關係研究。國立高雄師範大學成人教育研究所碩士論文，未出版，高雄。
26. 邱淑娟(2003)。九二一震災重建區社區參與學習之研究——以埔里鎮桃米社區為例。暨南國際大學成人與繼續教育研究所碩士論文，未出版，南投。
27. 許文傑(2000)。公民參與公共行政之理論與實踐——「公民性政府」的理想型建構。國立政治大學公共行政學系研究所博士論文，未出版，台北。
28. 許立一(2004)。地方治理與公民參與的實踐：政治後現代危機的反思與解決。公共行政學報，10，63-94。
29. 袁鶴齡(2007)。全球化趨勢中的公民參與。研考雙月刊，31(5)，74-85。
30. 劉意詮(2005)。縮短非營利組織數位落差之研究——以喜瑪拉雅研究發展基金會為例。國立政治大學公共行政研究所碩士論文，未出版，台北。
31. 黃啓賓(2001)。以公共政策經濟學的觀點看民眾參與社區警政。警專學報，3(1)，91-115
32. 王億仁(2007)。非營利組織與公民參與之關係初探。應用倫理研究通訊，41，58-64。

33. 李永展、徐志山、陳佳囊(2005)。如何落實民眾參與理念-以社區營造條例(草案)試行計畫為例，**社區發展季刊**，111，215-227。
34. 馬群傑、陳建寧(2005)。多元社會的公民參與地方發展決策研析：以高雄為例。**公共事務評論**，6(2)，25-58。
35. 林國民、陳東升(2003)。公民會議與審議民主：全民健保的公民參與經驗，**台灣社會學**，6：25-58。
36. 丘昌泰、洪鴻智、陳金貴(2001)。**台北市社區參與制度之研究**。台北市研考會委託研究案。
37. 趙素貞(2002)。**高雄市都市原住民社區參與和生活適應關係之研究**。屏東師範學院國民教育研究所碩士論文，未出版，屏東。
38. 曾銘杉(2005)。**從地方治理探討住宅社區民眾參與制度之課題**。中國文化大學建築及都市計畫研究所碩士論文，未出版，台北。
39. 林妍君(2002)。**社區參與在台北市社區環境改造應用之研究-以東榮社區與萬和社區為例**。國立台北大學公共行政暨政策學系碩士論文，未出版，台北。
40. 杜文苓、陳致中(2007)。民眾參與公共決策的反思—以竹科宜蘭基地設置為例，**台灣民主季刊**，4(3)，33-62。
41. 王秦雪(2008)。**環境污染區民眾參與之行爲意向變遷—中石化安順廠址污染個案分析**。東海大學/行政管理暨政策學系碩士論文，未出版，台中。
42. 王鴻濬(2001)。環境影響評估制度中公衆參與之設計與分析。**中華林學季刊**，34(1)，73-84。
43. 林躍龍(2008)。**從永續發展的觀點探討原住民社區生態旅遊的困境與解決之道—以宜蘭縣大同鄉泰雅族崙埤部落為例**。佛光大學公共事務學系碩士論文，未出版，宜蘭。

Internet Resources

1. Hsinchu County Urban planning, <http://www.hsinchu.gov.tw/urbanplan/>

2. Wufong Township Office, <http://web.hsinchu.gov.tw/english/wufong/>
3. Wufong Township Household Registration Office,
<http://w3.hsinchu.gov.tw/HouseWeb/Wufong/WebPage/Main/index.aspx>
4. Hsinchu County Budget, Accounting and Statistics Department,
<http://web.hsinchu.gov.tw/accounting/>
5. Tourism Bureau, R. O. C. <http://www.taiwan.net.tw/>
6. Hsinchu County Government, <http://www.hsinchu.gov.tw/travel/>
7. Bruce L. Smith (2003). Public Policy and Public Participation Engaging Citizens and Community in the Development of Public Policy, 42-50,
http://www.phac-aspc.gc.ca/canada/regions/atlantic/pdf/pub_policy_partic_e.pdf
8. Soil and Water Conservation Bureau Council of Agriculture, Executive Yuan
<http://www.swcb.gov.tw/>
9. Council of Indigenous Peoples, Executive Yuan
<http://tribal-industry.com/main03.asp>
10. The Executive Yuan of the Republic of China
<http://sta.epa.gov.tw/NSDN/ch/links/in.htm>
11. 祖靈之邦網站 <http://www.abohome.org.tw/>
12. 台灣生態旅遊網 http://www.ecotour.org.tw/al_03-1.htm

Appendix

Appendix 1 Interview Questions

1. Interview Questions for Government Officers

(1) What aspects did you consider in drawing up the project?

Professional or localization ?

- Professional or localization?
- Were there conflicts between these two aspects?

(2) Do you understand the meaning and spirit of citizen participation?

- What are the conditions and styles of citizen participation?

(3) Please talk about the vendors' problems.

(4) Describe the process and situation of participation.

(5) Describe the relationship with the local residents during the planning process.

- What role did the government department play?
- Describe the Communication process and results.

(6) How can citizen participation in public affairs be promoted and helped?

- What method is better for promotion?(e.g., subsidies or popularization)

(7) Were you able to receive citizens' opinions accurately during the reconstruction process?

- Is the style of citizen participation a good way for the citizens to express their opinions?
- Do you have better ideas about the citizen participation technique?

(8) What are your expectations for the Qingquan Scenic Area?

- Are you satisfied with the planning result ?

(9) According to your experience, what is the difficulty with citizen participation in an aboriginal village?

- How can the problem of culture differences be solved?
- How can the dissemination of information be improved?

2. Interview Questions for Local Representatives

- (1) What's your role and function in this community?
- (2) Do you understand the meaning and spirit of citizen participation?
 - What are the conditions and styles of citizen participation?
 - What style of citizen participation did you expect?
- (3) Describe the process and situation of participation.
 - Were your suggestions adopted?
 - How did you learn about the public meeting?
 - What difficulties did you encounter during the participation process?
- (4) Describe the relationship between the local residents and the government during reconstruction process.
 - How did local residents interact with government?
 - How did government interact with local residents?
- (5) How did the government promote and help local residents to participate in public affairs during reconstruction process?
 - Which methods do you apply?
 - How did you collect the opinions of the majority of the residents?
 - How did you help disadvantaged people express their opinions?
- (6) What were your expectations of the recovery results?
 - Do you think the results of the reconstruction of the project met your expectations?
 - Do you have any suggestions about the outcome of the reconstruction?
 - Please talk about the vendors' problems.

3. Interview Questions for Residents

(1) What's your background?

- Age, job, and education.

(2) Do you understand the meaning and spirit of citizen participation?

- What are the conditions and styles of citizen participation?
- What style of citizen participation did you expect?

(3) Describe the process and situation of participation.

- Were your suggestions adopted?
- How did you learn about the public meeting?
- What difficulties did you encounter during the participation process?

(4) Describe the relationship with the local representatives and government during reconstruction process.

- How did local representatives interact with the government?
- How did the government interact with local representatives?

(5) What were your expectations of the planning results?

- Do you think the results of the project met your expectations?
- Do you have any suggestions about the outcome of the reconstruction?
- What are your ideas about the vendors ?

Appendix 2 Important Events of the Qingquan Scenic Area Project

Time	Events
1982/9/3	Hsinchu County Government implemented the Qingquan Scenic Area Project.
2004/8/25	Wufong Township hit by Typhoon Aere.
2004/12	Second overall Review of the Qingquan Scenic Area Project was proposed by the Hsinchu County Government.
2005/08/12~2005/09/10	“Second overall Review of the Qingquan Scenic Area Project” posted for 30 days.
2006/02/16~2006/03/17	“Second overall Review of the Qingquan Scenic Area Project” exhibited for 30 days.
2006/03/09	Public meeting held in Taoshan elementary school
2008/03/18	Project adopted by Ministry of the Interior Urban Design Commission in meeting No. 678
2008/12/12	Inauguration of Chang Syue-Liang's Former Residence
2010/3	Mr. Yeh became the new mayor of Wufong Township.
2010/5/20	The vendors were removed by the police vendors.

**Appendix 3 Residents' Opinions Table of the Second Overall Review
of the Qingquan Scenic Area**

No.	Residents	Suggestions	Resolution
1	Mr. Zeng	Considering the safety of visitors using the base, I want to apply for change of the land use.	Suggestion rejected by Hsinchu Urban Design Commission in meeting No. 206
2	Mr. Peng	My land is building site, but was planned as park land. Please change this building site to the public bath area.	Suggestion rejected by Hsinchu Urban Design Commission in meeting No. 206
3	Ms. Wang	I apply for change my land as building sites, because I plan to build housing on this land.	Suggestion rejected by Hsinchu Urban Design Commission in meeting No. 206

Source: Hsinchu County Government