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環境教育作為推動開放政府的取徑分析：以翡翠水庫為例

An Analysis of Environmental Education as an Approach to Promoting Open Government: A Case Study of the Feitsui Reservoir

謝宗翰

Tsung-Han Hsieh

指導教授：林子倫 博士

Advisor: Tze-Luen Lin, Ph.D.

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中文摘要

開放政府已成為當代公共治理改革的核心理念，但我國的實務推動偏重政府資料開放，忽略了「專業不對稱」的問題：資訊即便全數公開，民眾若看不懂，仍難以據以參與，官民之間的不信任也難以化解。相較之下，環境教育自《環境教育法》施行以來，已透過專法、基金與認證制度，發展為一套具制度基礎的公民培力系統。本研究以臺北翡翠水庫管理局的環境教育業務為個案，探討環境教育能否作為推動開放政府的取徑。本研究從公開透明、政策參與及跨域協力三大核心價值切入，檢視三項價值的落實情形、成效與困境，以及環境教育可供開放政府借鏡之處。

本研究採質性研究取向與單一個案設計，綜合運用半結構式深度訪談、參與觀察與文件分析。受訪者包括機關同仁、主管機關督考人員、專家諮詢委員、志工、合作機關、民間團體與學校等七類，共 18 位利害關係人；資料以模板式分析處理。由於研究者曾兼任該機關環境學習中心主任，本研究揭露此一身分，並對研究者任內推動的項目，以機關外部受訪者的陳述作為主要對照，以降低研究者立場對詮釋的影響。

研究發現有六項：

第一，環境教育設施場所可作為開放政府的實證場域，兩者在透明、參與、協力上，分別以「轉譯」、「培力」與「夥伴關係」相互對應。

第二，環境教育是使資訊公開從「形式透明」走向「實質透明」的中介機制，讓一個嚴格管制的機關從「看不見」走到「看得懂」。但轉譯的品質繫於第一線人員，且轉譯應作為原始資訊的補充，而非取代。

第三，政策參與的效力取決於回應機制的設計，而非參與管道的有無。專家與志工的參與人數雖少，但有追蹤回覆，比全面發放的滿意度調查更能促成行政改變。

第四，跨域協力的價值在於異質夥伴之間的雙向知識流動，但協力能否延續，取決於制度與對等。

第五，三大核心價值以「透明→參與→協力」為啟動順序，運作後相互回饋，環境教育是驅動此循環的觸媒。

第六，法制化提供的是組織誘因而非能力保證，「制度化」與「專業化」須分開評估。

此外，現行評鑑與滿意度調查檢核的是教育品質而非治理成果，推動也高度仰賴首長與承辦人員。因此，本研究主張環境教育有助於「創造」推動開放政府的條件，而非即能「實現」開放政府。

據此，本研究分三個層次提出建議：

在國家層次，借鏡《環境教育法》推動開放政府專法，將制度化與專業化分軌設計，並以既有環境教育設施場所作為先行場域。

在機關層次，以彈性編組設立專責單位，並讓專家、志工與民眾的參與形成完整的回饋迴圈。

在第一線層次，以生活經驗轉譯專業資訊，同時守住原始資訊的可見。

關鍵詞：開放政府、環境教育、翡翠水庫、公開透明、政策參與、跨域協力

Abstract

Open government has become a core principle of contemporary public governance reform. In Taiwan, however, its implementation has focused largely on open government data, overlooking the problem of “professional asymmetry”: even when information is fully disclosed, citizens who cannot interpret it are unable to participate meaningfully, and distrust between government and citizens persists. By contrast, since the Environmental Education Act took effect in 2011, environmental education in Taiwan has developed into an institutionally grounded system of civic empowerment, supported by dedicated legislation, a dedicated fund, and certification schemes. This study takes the environmental education program of the Taipei Feitsui Reservoir Administration as its case and examines whether environmental education can serve as an approach to promoting open government. Drawing on the three core values of public transparency, policy participation, and cross-boundary collaboration, it examines how these values are put into practice, how outcomes are evaluated, what constraints arise, and what lessons environmental education offers for open government.

The study adopts a qualitative approach and a single-case design, combining semi-structured in-depth interviews, participant observation, and document analysis. Eighteen stakeholders in seven categories were interviewed: agency staff, supervisory officials, expert advisory committee members, volunteers, partner agencies, a nonprofit organization, and a local school. The data were analyzed using template analysis. The researcher formerly served as director of the agency’s Environmental Learning Center, and this position is disclosed. For programs launched during the researcher’s tenure, accounts from external interviewees serve as the main point of comparison, to reduce the influence of the researcher’s position on interpretation.

Six findings emerge:

1. Environmental education facilities can serve as an empirical field for open government. Across transparency, participation, and collaboration, the two correspond through “translation,” “empowerment,” and “partnership,” respectively.
2. Environmental education is the mechanism that moves information disclosure from formal to substantive transparency, allowing a strictly regulated agency to move from being invisible to being understood. The quality of translation, however, depends on frontline staff, and translation should supplement rather than replace the original information.
3. The effectiveness of policy participation depends on the design of responsiveness mechanisms rather than on the existence of participation channels. Small-scale expert and volunteer participation with follow-up replies produced more administrative change than universally distributed satisfaction surveys.
4. The value of cross-boundary collaboration lies in two-way knowledge flows among heterogeneous partners, but whether collaboration endures depends on institutional arrangements and on parity between partners.
5. The three core values are initiated in the sequence of transparency, participation, and collaboration, and become mutually reinforcing once in operation, with environmental education acting as the catalyst.
6. Legalization provides organizational incentives rather than guarantees of capacity, so institutionalization and professionalization must be assessed separately.

In addition, current evaluations and satisfaction surveys measure educational

quality rather than governance outcomes, and implementation relies heavily on agency heads and individual staff. The study therefore argues that environmental education helps create the conditions for advancing open government, rather than achieving open government by itself.

Based on these findings, the study offers recommendations at three levels:

- At the national level, a dedicated Open Government Act should be pursued, drawing on the Environmental Education Act. Institutionalization and professionalization should be designed as separate tracks, with existing environmental education facilities serving as pilot sites.
- At the agency level, dedicated units should be established through flexible task forces, and the participation of experts, volunteers, and the public should be connected into complete feedback loops.
- At the frontline level, technical information should be translated through everyday experience while keeping the original information accessible.

Keywords: open government, environmental education, Feitsui Reservoir, public transparency, policy participation, cross-boundary collaboration

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