

摘要

公共設施是為了提供都市或社區居民在運輸、教育、醫療、衛生等各方面所需要的公共建設。因此公共設施乃屬於一種福利性設施，提供居民生活上的需求、便利居民生活、確保居住和環境品質，同時防止災害的發生並確保居民的安全。惟反觀過去台灣所發生的社會運動，多有因公共設施的設置所引起。不僅包括鄰避效果較高的設施設置，如焚化廠、垃圾處理廠等，也包括了鄰避效果低的設施設置，如公園、學校、棒球場等。

本研究之論點在於，公共設施既為都市內必要的服務性設施，提供居民生活上之便利與舒適，但卻仍有遭致民眾反對設置的現象產生。因此，本研究選取台北市過去十年曾因公共設施設置所產生的七個環境衝突事件，以策略規劃分析方法應用於衝突管理，試圖歸納在公共設施開發的各個階段中（包括規劃階段、用地取得階段、施工階段、營運管理階段），研究結果顯示，可能引發的各種環境衝突因子。有因政策面，如政策的合理性、發展性、明確性；有因程序面、有因拆遷補償、安置措施等等。在研究的過程中，發現許多公共設施計畫的執行，多因規劃者與居民之間溝通不良，而引發環境衝突事件。有鑑於此，本研究提出一套預防衝突產生的機制，透過階段性檢核、由上而下、由下而上的規劃協調模式，經由里長系統、社區發展協會、社區規劃師三個行政資源系統，透過組織的運作，將上下雙方的意見進行整合，以期在公共設施設置的各個環節中，能掌握可能產生衝突的因子，將衝突所產生的成本降至最低。

本研究企圖建立一套「溝通」的運作模式，並配合策略規劃應用在衝突管理程序，以期同時達到預防及管理衝突的產生。未來規劃者在進行公共設施設置時，得以參酌各階段檢核表預防衝突因子的形成；而在衝突管理者進行衝突管理時，則運用策略規劃方法進行衝突管理。惟在社區意識逐漸抬頭，社區居民多參與社區公共事務的同時，規劃者或衝突管理者應加強與居民的溝通，或作深入的訪談；而居民自身也應瞭解社區需求，在正確認知社區的情況下，表達正確的社區需求。

關鍵字：公共設施、衝突管理、策略規劃方法、由上而下、由下而上

ABSTRACT

The purpose of public facilities placement is supplying the services for urban or community habitants in each aspects such as transportation, education, medical and health...etc. Therefore, public facilities belong to welfare establishments, and offer inhabitants what they need in their daily life, and make life more convenient, and maintain the quality of inhabitable environment. Public facilities also prevent the happening of disaster and insure inhabitants' safety. But, during the decade here in Taiwan, many social movements arose from public facilities placement. It is not only including the higher NIMBY effect, such as refuse incineration plant, airport, but also including the lower NIMBY effect, such as park, school and baseball stadium...etc.

The viewpoint of this research is that the government will offer the essential public facilities for an urban area, which increase the convenience and coziness to existence. And then, there still arose kind of affairs of anti-placement about facilities. Accordingly, we gather seven environmental conflict events in the past decade in Taipei city, using the strategic planning analyzing method and applying to conflict managing, and we try to conclude every probable conflict causes in each stages of developing facilities which consist of the stage of planning, land acquisition, construction and operation management. According to the result of the research, obviously, some kinds of the conflict causes include the direction of policies, such as advisability of the policy, the vista of the policy and the explicitness of the policy. And other causes like the aspect of administrative procedural, compensation, arrangement measures...etc. During the researching, we can find that when the authorities decided to execute the plan of facility, they always ignored the communication between the planers and be-planned-inhabitants in advance, and then the environmental conflict event following.

In light of this point, we proffer a machanism of prevent the engendering of conflict. Through this machanism, we use a conflict causes checklist of each stages of facilities developing and a conception of planning mode, which is "from the top down" and "from the bottom up". And through the integration of three administrative organizations : the authority in the community, community development association and community planner. We expect that the planner or the conflict manager can keep track of the causes effectively and minimize social cost when dealing with such conflict.

Keyword : public facilities, conflict management, strategic planning method, resistant event,
from the top down, from the bottom up