

正視台灣的海洋地位

TREASURE TAIWAN'S NICHE ON THE SEA

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壹、前言

高盛證券「金磚四國關鍵報告」¹中曾提出，未來10年「亞洲」將成為全球經濟成長最高的區域，而「金週刊」繼96年報導全球新經濟體－「金磚四國」後，再度撰文指出，大湄公河流域²之新經濟板塊即將崛起。從上揭報載，可以看出，亞洲地區無疑的將成為未來十年全球經濟活動高度成長的重要地區。以地理位置而言，台灣正好位於所謂大湄公河流域經濟圈及中國大陸外緣的關鍵位置，是這兩個地區對美洲、東北亞海空交通運輸最重要的轉運點，這正是「台灣特殊的海洋地位」。

就台灣地理環境而言，台灣是一個面積小、無重要天然資源且單獨佇立於中國大陸東海濱的小島，過去台灣曾以其特殊之海上地理位置為世人所關注重視，如大航海時代，由羅馬教皇頒布之「札拉格札條約」，台灣就位在那條從東經123度劃過太平洋島弧線的中央位置，17世紀以後，台灣更發展成為東南亞前往東北亞必經的中繼站。數百年來，台灣不僅延續其原有海上關鍵地緣的角色，在全球化、科技化及資訊化之時代背景下，台灣正以其獨有的海洋性格及經貿特質，向世人宣示台灣存在的重要性，國際海洋事務上台灣所扮演之角色，愈來愈吃重，台灣的海洋地位究如何，以下為個人淺見。

貳、歷史背景

一、地理適中氣候分明

台灣位居北半球中間地帶，北回歸線適經過台灣嘉義縣及台東縣，位處亞熱帶地區加上四面環海，使台灣具有優雅溫和的天候，過去西班牙人航經台灣，即讚呼此地為「福爾摩沙」，台灣地理及生態之美，可想而知；絕大部分的台灣人雖日日身

I · Foreword

According to The Minority Report of BRIC¹, Goldman Sachs predicted that in Asia there will be the highest global economy growth in the next 10 years. Following the report on global new economic body – the four golden brick countries in 2007, WinWin Weekly wrote another article to foresee the new economic circle in the great Mekong River basin². All of these sayings no doubt indicate the promising high economic growth in Asia in the next dozen of years. Taiwan happens to possess the geographical key position out of the so-called great Mekong River basin economic circle and mainland China, and the most important transit location from these two regions to the America and the Northeast Asia aerial zones; this is namely Taiwan's niche on the sea.

Taiwan is a small island of little important natural resources isolated in the East Sea of Mainland China. However, the unique oceanic location won Taiwan global attention; for instance, in the Treaty of Saragossa (or Treaty of Zaragoza) promulgated by the Roman pope during the Great Voyage Age, Taiwan took the hinge of the 123 degree east longitude that delimited the Pacific Ocean islands arc. Since 17th century, Taiwan became relay station from the Southeast Asia to the Northeast Asia. For several hundreds of years, Taiwan has not only continued its crucial role on the sea but also demonstrated the marine significance in the modern era of globalization, technology and information. The island declares its importance by the unique marine and economic characteristics, and plays a stronger role in the international maritime

處此境，卻難感同身受，甚至「習以為常」，但若對應去年夏天及今年年初，當東北亞及中國大陸因氣候變遷，致暴寒酷熱天災不斷時，四季如常的台灣天候，的確令人備感窩心。

二、國際戰略地位重要

冷戰時期，台灣被美國及其他國家所重視，除了同是反制共產集權的陣營成員外，台灣在民主自由上之成就，一直是對應共產集權的最佳對照；另在軍事及政治上，美國過去一直將台灣，列為防堵共產勢力向太平洋擴散的重要伙伴之一，早期除了在台灣駐有軍隊，簽訂中美共同防禦條約（Sino-American Mutual Defense Treaty）外，台美斷交後，美國則根據台灣關係法（Taiwan Relations Act），提供台灣必需防衛武器，其所看中的就是台灣位於西太平洋第一島鏈的中心位置，及台灣海峽扼控南亞進出東北亞之關鍵角色，故國際戰略地位重要。

affairs. Here are some of my personal opinions on Taiwan's marine niche.

II. Historical background

(I). Geographical appropriateness and mild climate

Taiwan is situated at the intermediate zone of Northern Hemisphere, with the Tropic of Cancer passing through Jiayi County and Taidong County. Its subtropical climate and sea enclosure together shape mild and comfortable climate. The Spanish sailors passed by the island and cried out the "Formosa", which also suggested its geographical and ecological beauty. The majority of Taiwan residents may get used to and hardly realize the advantage. However, compared to the recent wired disaster whether caused by climate change, such as snow storm in mainland China or heat wave in Northeast Asia, the constant climate in Taiwan is much precious.

(II). International strategic location

During the cold war, the United States of America and other countries highly regarded Taiwan, partly because it belonged to one of the anti-communism partners, and partly because its democratic achievement contrasted communist centralization on the other side. On the other hand, the US listed Taiwan one of the major forces, militarily and politically, to block communist influence toward the Pacific Ocean. In the early days, the US posted army and signed Sino-American Mutual Defense Treaty to safeguard the island; until the diplomatic tie was broken, the US offered necessary defense weapons according to Taiwan Relations Act. All of these measures appeal to Taiwan's central location in the first island chain of the west Pacific Ocean, and the cluster in Taiwan Strait of South Asia into and out of Northeast Asia, therefore it has an important international strategic status.

III. Modern times

(I). Key point of submarine cable laying



高雄港貨櫃輪進出港情形。
Container vessels approaching Kaohsiung Harbor.

參、現代地位

一、海底電纜佈放之關鍵點

台灣自50年代後，一直是亞太海底電纜的轉接中繼站，國際海底電纜的主要功能就是通信聯絡，它主導著除了衛星通訊以外，國際其他重要的相關資訊活動，台灣因位居東亞島鏈之適切位置，故成為東南亞聯接日韓及關島之國際電纜中繼站。2007年中，Google以台灣擁有高科技電子產業及相關技能為由，規劃將其「境外資料備份中心」設於台灣彰濱工業區³，這種跳脫過去地緣思維而以科技能力為優先的作法，正是肯定台灣未來在此一領域所能展現的實力，值得國人深省。

二、石油能源之處女地

中國大陸於東海油田開採具成果後，國際傳媒及相關研究機構再度將東海海域大陸礁層潛存世界未來最大石油儲量之預測端上台面⁴，各石油公司在東南亞海域的各種探勘合作計畫也紛紛出籠，天然氣水合物及其他替代能源之研究一一浮現，海洋權益爭奪戰一觸即發，台灣群島正巧在這重要的海域上，就目前世界各國在周邊海域積極推動之油氣探勘行為，適預告著台灣周邊海域未來極可能成為國際石油能源之處女地。

Since 1950s, Taiwan has been the relay station of Asian-Pacific submarine cable, which functions major telecommunication between countries other than satellites. The appropriate position on East Asian Island chain makes Taiwan the international cable relay station between Southeast Asian and Japan, Korea, or even Guam Island. In the mid 2007, Google was planning a foreign data center in Changpin Industrial Park³ in Changhwa, western Taiwan, because the host offers Hi-Tech electronic and relevant industries and techniques. Without geographical concern, this innovation pleads only science and technology which Taiwan can offer, and is worth of our reflection and duplication.

(II). Virgin land of petroleum

Chinese progress of oil field exploitation in East China Sea has drawn the international media and relevant research institutions to forecast the continental shelf the largest petroleum reserve all over the world⁴, and major oil companies to present explorative cooperation programs. Researches of gas hydrate and other alternative energy sources come out one by one. A battle on marine rights and interests is likely to occur in the region where Taiwan archipelago is located in. Concerning the efforts of many countries devoted into exploring oil and gas in the fringe oceans, the seas around Taiwan are likely to become a virgin land of international petroleum energy in the future.

(III). Development of marine transportation and industries

1. Countries such as Japan and Korea purchase petroleum mostly from the Middle East and secure the sea transport route from the Middle East, via Malacca, South China Sea as their "maritime lifeline". Since the tension across the Taiwan Strait prohibited direct link, the N-S course was intensive yet maintained in order. Under the current circumstance that the cross-Strait relation keeps warming up, nevertheless, direct links are imperative, and the parties involved are going to include



海域探勘石油氣情形。

Petroleum and gas exploration on the ocean.

三、日益複雜之航港交通及產業發展

(一) 日韓等國之石油資源多採購自中東，為維護石油運送安全，自中東經麻六甲海峽、南海至該國之運送路線，一直被視為其「海上生命線」。過去台灣因兩岸關係緊張，並不直接通航，故此一航線南北走向運輸雖密集尚稱井然有序，然未來兩岸關係若持續和緩，三通勢在必行，其受影響的恐不再只是日韓等國通過台灣周邊海域之海上運輸而已，兩岸直接通商通航後，海上交通安全問題相形複雜，海峽兩岸港口直接運輸作業，也會改變現行轉口貿易之形態，屆時臺灣之港口運輸及金融營運中心之各種管控角色，也將隨著政治情勢之轉變而產生重大之變化。

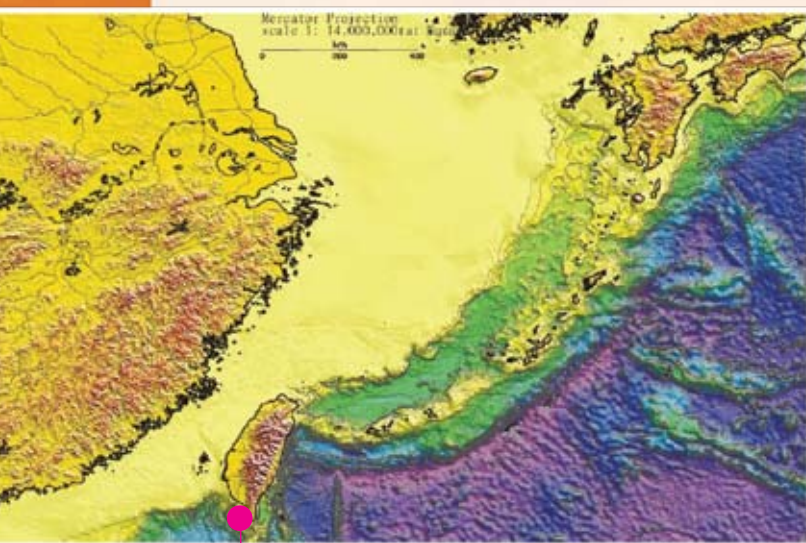
(二) 台灣擁有基隆、高雄、台中、花蓮四大商港及桃園、小港、台中等國際機場，過去受制於大陸政策影響，兩岸經貿活動皆須轉口為之，香港及南韓等地因之受惠。以台灣海島型貿易經濟體之發展言，兩岸政局穩定，甚或兩岸如簽定所謂的「和平協定」後，兩岸貨物、商品及人員將直接由上述港口及機場轉載，若此，港口進出吞吐量及機場人流、物流，將活絡台灣航港運輸，進而衍生之造船、餐飲、服務、博奕及觀光娛樂等產業商機，將不可小覷。

Japan, Korea and other countries who request marine transportation lines around Taiwan. Cross-Strait direct link may complicate maritime transportation safety and change the present seaport transit operation. Until then, marine transit center, financial operation centre, and all sorts of monitors in Taiwan will be of great change in accordance to political impact.

2. Taiwan has four major commercial seaports in Keelung, Kaohsiung, Taichung, Huailien, and international airports in Taoyuan, Siaogang, and Taichung. The former Mainland Chinese policies limited all the cross-Strait commerce and trade activities to transit via and benefit areas such as Hong Kong and South Korea. Concerning Taiwan's island trade economy, as long as the two sides remain politically and diplomatically stable, or even sign the so-called "peace protocol", direct links are going to activate the above-mentioned ports, with streams of people and logistics, and industries such as ship crafting, food and beverage, service, gambling and tourism. The potentiality is huge.

(IV). Cross-Strait economic circle

Upon the emergence of China, the world has been eager to weigh and assess the impacts in politics, economy or military. Regardless the political or military interaction across Taiwan Strait, the initial economic interest from Chinese development may shape a cross-Strait common market or ASEAN Economic Community (AEC), which in many ways is for the best interest of Taiwan, as long as Taiwan government opens up enough to the other side economically. Taiwan owns talents and industry chains in transportation and shipping, tourism, commerce and trade, finance, or even science and technology. For instance, the Singaporean ninth President expressed willing to sign a Free Trade Agreement (FTA) with Taiwan immediately following his election; obviously he saw the potential prosperity and progress in Taiwan once cross-Strait relation is warmed up further. In addition to the current advantages on the sea, funds



台灣與中國大陸東海間海底地形。

The sea bottom geography in East China Sea between Taiwan and Mainland China

四、兩岸共同市場經濟圈

當中國崛起之聲音出現後，世界各國莫不急切就中國崛起後可能之政經軍心各種影響進行推敲與評估。暫不論政治、軍事上台灣與中國大陸之互動及影響，單以中國經濟成長發達可能帶給世人之初期利益來看，兩岸共同市場或東協經濟圈形成後，不論於交通航運、觀光、貿易甚至金融、科技業，以台灣目前所擁有之人才及產業鏈，只要台灣政府在經濟政策上夠開放，一定能在相關領域勝出，如新加坡在第9任總統當選人發佈後，即表達將與台灣簽訂FTA（Free Trade Agreement，自由貿易協定）之意願，顯示開放的外交與兩岸政策將是未來台灣更繁榮進步的賣點。未來國際熱錢匯入、台商「鮭魚返鄉」或其他更大資金的「鯨魚入港」，以台灣目前已具備之海洋優勢，勢將引領台灣走向更加輝煌的海洋紀元。

五、東亞軍事熱點

由於台灣政府爭取加入聯合國及尋求獨立之政治聲音不斷，中國大陸爰對台灣有著全世界最活躍的飛彈計畫，除對台部署之飛彈總數已逾1,400枚，另每年約以一百枚之規模持續增加，另共軍之地面部隊，以南京、廣州及濟南三個軍區言，不斷發展新的壓制或封鎖等攻擊手段，台海早已成為東亞軍事熱點，當然，隨著台灣國內政治藍圖之調整，兩岸間或有緩和氣氛，則此一情勢也許會隨之改變。

六、海洋生態環境保育者

台灣自93年1月1日成立墾丁國家公園後，陸續成立陽明山、雪霸、玉山、金門、太魯閣等國家公園，更於96年1月17日成立東沙環礁國家公園，正式向世人宣告，我國對於海洋生態之保護及重視。台灣及其周邊島嶼散佈於中國東海至南海間，由於海洋環境之優異，珊瑚礁環佈，早成為多元海洋生物之棲地。就目前統計資料⁵，台灣及周邊島嶼計有二百五十餘種珊瑚、556種魚類，這樣豐富的海洋資產，讓世界各國海洋生態研究人員大為興奮與驚喜，在台灣海洋學界不斷鼓吹推動及海巡署、漁業署、營建署共同支持下，台灣周邊海域多元的海洋生態得以保存，這應是台灣人共同的驕傲。

of international hot money, of Taiwanese traders "salmon return to homeland", or even of other heavy funds may pour into Taiwan and lead it toward a more brilliant oceanic era.

(V). Military hot spot in East Asia

In response to Taiwan government's constant independence appeals to the United Nations, China remains the most active program of guided missiles to Taiwan all over the world; missiles deployed at targeting Taiwan already exceed 1,400 in total, with addition of 100 pieces annually. On the other hand, the Chinese Communist ground troops in Nanjing, Guangzhou and Jinan, for example, regularly develop attack measures of suppression, blockade, etc. Taiwan Strait has already become the military hot spot in East Asia. Certainly, the rearrangement of domestic political blueprint in Taiwan may release the tension across the Strait.

(VI). Protector of marine ecology

Since the establishment of Kenting National Park on January 1, 2004, successors included Yang Ming Shan, Sheipa, Yushan, Jinmen, Taro-ko, and particularly the Dongsha Marine National Park which was set up on January 17, 2007. The marine national park is an official declare to the world of our protection of and attention to marine ecology. Taiwan and peripheral islands scatter from East China Sea to South China Sea. The excellent ocean environment and coral reefs generate diverse marine lives. Current statistics⁵ have shown abundant resources of more than 250 corals and 556 fishes around Taiwan and peripheral islands. The record excites ecological researchers all over the world. Thanks to the promotion by the local marine education and research, along with supports from Coast Guard Administration, Fishery Administration, Construction and Planning Agency, Taiwan's diverse marine ecology is maintained by conservation. The pride belongs to all of us.

(VII). Fishery country

七、漁業大國

台灣是一個島嶼國家，黑潮、親潮及大陸沿岸流適匯流台灣周邊海域，故漁業資源豐富，因之，不論沿(近)海、養殖、箱網漁業均十分盛行，另台灣也是世界重要的遠洋漁業大國，遠洋作業漁場遍及世界三大洋⁶，由於台灣在國際漁業經營上的優勢，縱使台灣非聯合國會員，有關國際漁業協定或公約，也無法忽視台灣的實力及存在之事實。

肆、結論

台灣四面環海，自古以來台灣就與大海發生無以數計的海洋故事，海洋一直是台灣與世界接觸的介面，而非阻隔之障礙，海洋也是台灣生存發展所倚賴的環境，少了海洋，台灣的歷史就欠缺完整美好的聲頁典章。因此，將台灣視為海洋國家，並非論斷過去施政作為的對與錯，而是放眼未來，冀望以台灣為基地，立足全世界。



Taiwan is an island country with many currents such a Kuroshio, Oyashio Current and coastal flows converging nearby and bringing up immeasurable fishery resources. As a result, fish culture of coastal fishery, cultivation, offshore cage fish farming are all popular. Furthermore, Taiwan is one of the important deep-sea fishery countries, with fishing fields extensive to the three great oceans - the Pacific Ocean, the Atlantic Ocean and the Indian Ocean.⁶ Related international fishery agreements or conventions are unable to ignore Taiwan and its fishing dominance, though it is not yet one of the United Nations members.

IV、Conclusion

Taiwan has countless stories with the surrounding seas for long time. Rather than an obstacle, ocean has been the interface for Taiwan to meet the world, and the environment to rely on. Without it, Taiwanese history is deficient and intact. Thus, regarding Taiwan a marine country does not mean a judgment to the former policies, instead, it is a promising view into the future and to the rest world.

Executive Yuan established the Council of Marine Affairs Advancement under task force, adopted the National Oceans Policy Guidelines, revised A White Paper on the Marine Education Policy, formulated the Program for the Development Planning of Marine Affairs, and worked on consequent subtasks. Unfortunately, funding budget and political issues made effective implementations quite a few. In my opinion, the mentioned guiding principles, white paper or other schemes in fact have caught up with international trend, and can be compared to President Ma's marine policy of "Blue Revolution, Marine Foundation" during his election campaign. Proposals of "integrating marine management, enhancing marine consciousness, strengthening marine research and development, wisely utilizing marine resources, sustaining marine industries and protecting marine environ-

過去，行政院雖成立任務編組之行政院海洋事務推動委員會，制訂「國家海洋政策綱領」、修訂「海洋政策白皮書」、完成「海洋事務政策發展規劃方案」，並逐次推動各項分工計畫，惟受經費預算及政治因素限制，落實執行且具成效者仍寡。個人認為，上揭綱領、白皮書或方案之主張，事實上已與國際潮流相符，若與馬總統選舉時提出「藍色革命、海洋興國」之海洋政策相對比，不難發現，其「統合海洋管理事權、提升國民海洋意識、加強海洋科技研發、明智利用海洋資源、永續發展海洋產業及保護海洋環境」之理念，均能有所對應，換言之，以台灣為中心，放眼全球的藍海戰略已然成形，若能務實推動，必有所成就。

海洋事務多元繁複，目前行政組織中仍欠缺一個綜合性的海洋事務行政機構，未來組織調整，若能納編具執行力的海域執法機關，靈活彈性的漁政執行機構及獨立行政之航港專業組織，藉政策部門統籌全般海洋事務、鬆綁相關法令，藉文化導入人心、科技帶動產業、全民親近海洋，則我國之海洋願景可期。

（本文作者任職於海巡署秘書室）

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ment" to some extent correspond to the current measures. In other words, a blue sea strategy to base in Taiwan and look out to the rest world has already taken shape. Success will come as long as practice is on.

Marine affairs are multi-dimensional and complicated, and a lack of a comprehensive marine affairs institution at present makes the situation even worse. If administration organizations are to be rearranged, related units in oceanic law enforcement, fishery, and seaport and harbor are recommended to add in; those institutions can be in charge of integrating marine affairs, lifting restrictions on relevant policies and decrees, leading people to the sea by promotion and education, and stimulating industries by science and technology. Until people get close to the sea, our national marine prospects are in near future.

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