

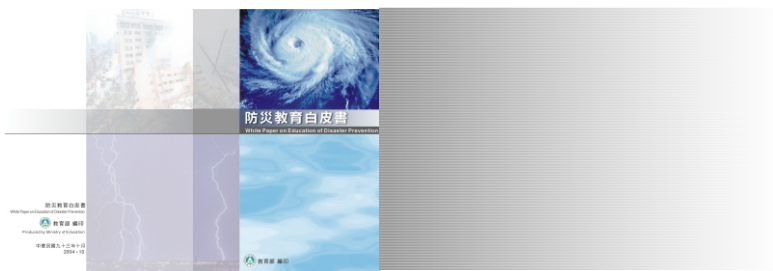
第四章 Chapter 4

我國防災教育問題分析
Analysis of Domestic Education of
Disaster Prevention

綜合檢視我國防災教育發展與現況，可歸納出在政策、行政權責、課程與教材、師資培育、社會教育、資源整合及心理重建等方面之問題：

壹 整合政策

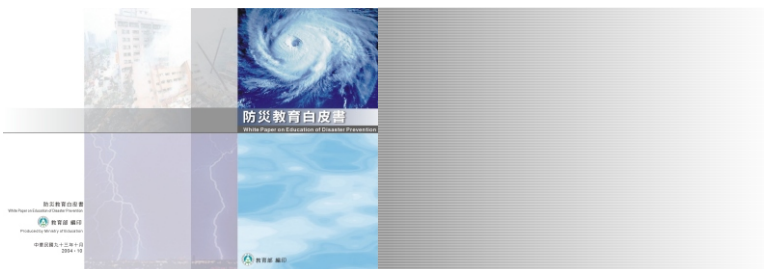
從國外的經驗來看，防災教育著重的是系統性的規劃與具體行動的實踐，所以許多國家在政策上除了鼓勵災害防治研究外，防災基本社群的建立與社群之合作，進而建立與政府防災指揮機構溝通聯繫的管道、鼓勵私人企業投入防災系統的建立，到國際防災合作等，都有明確的計畫，而這些正是台灣的防災教育缺乏的系統性規劃。在沒有全國且系統性的防災教育規劃之情況下，防災教育最多只能流通於個別的中小學，且校際間鮮少交流，與大眾的防災教育更難以連成一氣，這樣一來，遑論災害來臨時能產生從上到下全面的有效應變；而缺乏國際防災訊息與資源合作，更會讓國內的防災教育流於片面與地方性質，防災知識的更新與發展腳步也跟著變慢，這實在是政策制定者應深思的一點。



In a comprehensive analysis of domestic education of disaster prevention, we can conclude issues in the following aspects: policy, administrative authority, courses and materials, teacher qualification, social education, integration of resources, and psycho-rehabilitation:

1 Policy Integration

Judging from experiences overseas, the focus of disaster prevention is on systematic planning and concrete actions in practice. Therefore, many countries made policies of encouraging research on disaster prevention, establishing and collaborating basic units to tackle disasters. Next will be setting up communication channels with government commanding institutions, encouraging private investment in the establishment of prevention systems, and leading to international cooperation. All the above are covered by definite schemes. However, such systematic planning is exactly what is missing in Taiwan. Due to lack of systematic planning, education of disaster prevention is within individual junior or elementary schools. There is no interaction among schools, not to mention the connection with public education. As a result, whenever disaster comes there is no effective and overall countermeasure. The lack of international cooperation in information and resources makes domestic education confined in regional level, and hinder the update of knowledge as well as development pace. This is what policy makers shall ponder.



貳 行政權責

防災教育權責是中央與地方各政府部門等本諸法規職掌各自推動實施，且將防災教育分成專業教育及民眾教育兩種，前者法令清晰完整，後者因各部會經費編列關係，以宣導施政績效為主，投入到防災教育的宣導經費，相對地減少許多。在大學部份，建置有許多和災害相關網頁，但卻偏重在學術性的介紹，真正落實在教育上的並不多，目前除了專業系所相關課程之外，每年僅約2%的學校開設防災領域通識教育，且課程內容大多只針對單一類型災害進行介紹，顯少涉及其他類型災害。而中小學校在教育部及教育局要求之下，許多學校均有防災教育及防災應變計畫，但真正能實施演練或宣導的學校也不多。

**參** 課程與教材

我國防災教育目前能真正落實者，主要為各高中、國中、國小課本中呈現學生必須修讀的內容。但這些內容主要只注意防災及災害知識之部分，而較缺乏防災態度、防災技能、心理建設及人文關懷方面的教育，也非常缺乏實質的定期操作演練規劃，另對人為災害的相關教育也甚少提及。

2 Administrative Authority

Authorities of education of disaster prevention include different departments and agencies in central and local government, all of which shall implement and enforce according to the law. If education of disaster prevention is split into professional education and public education, there are clear and complete ordinances for the professionals. The latter, due to the budget, is mainly on the propaganda of achievements. The budget actually goes for education is comparatively much less. As for universities, there are many web pages related to disasters; however, the emphases are on scientific research rather than education. Except for courses delivered in professional departments and institutes, only about 2% of universities deliver general knowledge courses in the field of disaster prevention, and the curriculum is limited to a single type of disaster only. Few involve various types of disasters. Junior and elementary schools are required by the authority to prepare plans for education and prevention, but few will put into maneuver and promotion.



3 Curriculum and Materials

Obligatory courses delivered in high/junior/elementary schools are what domestic education actually put into effect. But contents focus on disaster prevention and disaster knowledge. There is little involvement in the attitudes, skills, and psychological and human care aspects, and there is no periodical exercise and maneuver. There is little involvement in man-made disasters, either.

肆 師資培育

在 高度仰賴學校作為防災傳播管道的現在，對於防災教育師資的培育卻缺乏整體性的規劃。雖然相關單位與公共部門會製作防災教育相關之手冊、錄影帶，但由於其設計之初，並未從整體防災教育的角度出發，過於零散的教育資源，往往只成為教學上的配角，不但未能發揮其教育及教學效果，且更容易造成資源的重複浪費。此外，在整體課程的規劃上，防災教育經常僅是某教學科目的一個單元，而擔任教學工作的教師，往往也難以在繁重的課業負擔下，另行抽出時間進行教材的蒐集與整理，這也易使國內的防災教育流於形式。

伍 社會教育

目 前國內防災教育的對象，係以各級學校學生為主，對於社會大眾、學校教師、行政人員、媒體從業人員等之教育頗為缺乏。事實上，成人在災害過程中所面臨的衝擊及事後的心理創傷，很難在現有的社會資源中獲得學習的機會與管道，也不知如何去尋求協助。此外，隨著傳播媒介的多樣化，不但提高了訊息傳播的速度，同時成為現代人知識建構的主要管道之一，但是訊息流通的快速，並不同時確保訊息的正確性，錯誤的訊息與觀念也可能在高速的訊息流動過程中傳播、強化。

另外，媒體對於災害的過度渲染，未必能激起閱聽者警覺性，反而也可能因訊息過多而產生「麻痺」的效果。而民眾對於政府的高度信任，也常導致對環境的錯誤認知，例如看到加高的堤防或擋土牆，民眾往往以為政府做了越多的安全措施，就表示該處就越安全，殊不知這也反映出此環境所具有的危險性。

4 Teacher Qualification

Even though disaster prevention currently relies highly on schools as propagation channels, there is no integral planning in teacher qualification. Although relevant organizations and the public sector will produce booklets and videotapes of disaster prevention, they are not designed from an overall point of view. As a result, such scattered resources become subordinate roles in education and eventually become waste without functions and efficacy. In addition, in the overall planning, disaster prevention is only a unit of some other courses, and teachers usually do not have enough time to prepare specifically, which makes domestic education of disaster prevention a formality.

5 Social Education

Objects of domestic education of disaster prevention are students of all levels. Ordinary people, teachers, executives, and medium workers, etc. seldom receive such education. In fact, it is difficult for adults to find opportunities and channels to learn and to seek assistance from existing social resources in order to overcome the impact as well as the psycho trauma on them when they go through disasters. Furthermore, as media diversify, the speed of communication becomes higher. Media have also become major channels for modern people to acquire knowledge; however, the fast circulation of information does not guarantee the accuracy. False information and concept can also be transmitted in high speed.

In addition, media may sometimes exaggerate disasters, which may not necessarily arouse people's alertness, on the contrary, too much information will □paralyze□ the audience. And then, the confidence people have in government usually lead to a wrong understanding of the situation. For example, when people see embankment being elevated they may reckon that since government has constructed more safety measures there, that will become a more secured site. But on the other hand, this reveals the potential danger hidden there.

陸 資源整合

在 教育資源有限的狀況下，如何善用既有的社會資源，將是為國內防災教育解困的一個重要出路。事實上，在許多政府部門及專業團體都握有一些防災相關資源，但各部門間卻各自獨立，缺乏橫向的連結。一旦發生災害，民眾根本不知道該向哪個單位求援。而防災教育所涉及之建築結構、環境評估等較複雜的專業知識，也應善用現在的專業技師團體協助與支援防災教育的工作。

柒 心理重建

目 前防災教育的重心偏重於災前的預防與災時緊急應變階段，對於災後的重建工作，尤其是心理方面的調適與復建等較少著墨，也使得大眾忽略了心理重建的重要性，但國外心理學上的相關研究已顯示這些看不見的傷，其所造成的影響遠比看得見的物理性創傷更為深遠。因此對於心理創傷的輕忽，將會成為大型災害發生後的長期隱憂。



6 Integration of Resources

Under the condition that educational resources are limited, how to make better use of existing resources will be an important way out for the predicament of domestic education of disaster prevention. In fact, each of the many government agencies and specialized groups possess prevention resources of some sort, but each acts by itself and does not establish lateral contact. Once disaster hits, people do not know which agency they should appeal to. Complex professional knowledge as architecture structure and environment analysis, which involves education of disaster prevention shall seek for assistance and support from professional engineer groups.

7 Psycho-rehabilitation

Current education of disaster prevention has laid particular stress on prevention before and countermeasures during disasters. As for reconstruction after disasters, especially psycho-recuperation and rehabilitation, is seldom elaborated, which veil the importance of psycho-rehabilitation. However, foreign studies already show that impact from such unseen trauma may be even more serious than that of physical injuries. Therefore, negligence of psycho trauma will eventually become secret worry of catastrophes.



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