

## Research on the Organizational Function of Taiwan Council of Indigenous Peoples and the Promotion of Tribal Tourism

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### ABSTRACT

*This study uses qualitative methods to analyze the background, organizational structure, tourism development policies, and the role of Taiwan Council of Indigenous Peoples (TCIP) in promoting tribal tourism. (1) The background of social movement after the lifting of martial law in Taiwan, together with the struggle of indigenous people for name rectification and anti-colonialism, contributed to the establishment of TCIP. (2) TCIP's organizational structure, staffing and budget are equivalent to the second tier of the Executive Yuan, and its main business overlaps with other departments. (3) Most of TCIP's tourism policies are stage policies, and most of them are subsidies. (4) TCIP has no substantive rights and is not the tourism business unit, so it is a role of assistance in promoting tribal tourism.*

**Keywords:** Taiwan Council of Indigenous Peoples (TCIP), government, tourism policy, organizational function.

### INTRODUCTION

In 1996, Taiwan established the Taiwan Council of Indigenous Peoples (TCIP) in the Executive Yuan, which shows the change of the legal status of Taiwan indigenous people in society. After TCIP was founded, it was one of the important policies to promote the tribal economy and attract young people to return to the tribe for entrepreneurship. Since the establishment of "TCIP", the Taiwan government has listed tourism development as an important policy. It wants to use tourism development to improve the lives of indigenous people and enhance the economic development ability of tribes.

In the related research, it is also found that foreign government departments use the unique culture and residential areas of indigenous people to develop tourism, mainly to improve the economic conditions of indigenous people. Therefore, the state plays an important role in promoting indigenous tourism (Baum, 2018; Maza, 2018). However, the promotion and development of Taiwan's tourism policy is mainly in the charge of the Tourism Bureau of the Ministry of Communications, and there is an inter-ministerial tourism promotion group in the Executive Yuan. Although the establishment of

TCIP represents that the Taiwan government attaches great importance to the rights of indigenous people, few studies have analyzed the background of its establishment? What is its organizational structure? What are the policies for the development of tribal tourism? What is the role of TCIP compared with tourism administration? According to the above problems, this study analyzes and explains the above problems in the way of qualitative research, hoping that the results of the analysis can provide reference for academic research and relevant government units.

### THE SOCIAL BACKGROUND OF TCIP

According to the data of the TCIP, the population in 2019 is 571427 (Taiwan Council of Indigenous Peoples, 2020a). At present, there are 16 groups of indigenous peoples, including Amis, Atayal, Paiwan, Bunun, Puyuma, Thao, Kavalan, Rukai, Tsou, Saisiyat, Yamei, Truku, Sakizaya, Sediq, Hla'alua, Kananavu, etc., 16 ethnic groups, each group has their own culture, language, customs and social structure. According to TCIP statistics, there are 748 tribes by ethnic group and 739 tribes by tribal population. The reason for the difference is that there are 8 mixed tribes (including 1 tribe with 3

different ethnic groups and 2 different ethnic groups in the other 7 tribes) (Yijiang-Baluer, 2018). For more than 400 years, Taiwan's indigenous people have experienced the rule and invasion of foreign nations and powerful powers, which has put them in a disadvantageous political, economic and cultural position. Facing the modern social changes and the invasion of globalization capitalism, most of the indigenous areas are located in remote and underdeveloped areas. In addition, the traditional life of the tribe is not easy, and the employment difficulties cause the young and strong people to leave the tribe seriously, and the traditional culture is also constantly losing (Chang, Hung, Huang, 2020; Chang, Chou, Chiu, 2021). Moreover, due to the economic weakness of the indigenous people and the long-term stereotype of the people in Taiwan, they are unable to obtain cultural recognition and support for the indigenous people. As a result, most of the indigenous people are engaged in labor-related work, with high unemployment rate, high dropout rate and high alcoholism rate (Huang, 2014). After the lifting of martial law in 1987, the social movements of the indigenous people also broke out. The earliest indigenous people's movement group in Taiwan, the Association for the Promotion of Indigenous People's Rights, issued the Declaration on the rights of the indigenous people in Taiwan. Article 3 advocates that "the administrative organ in charge of the affairs of the indigenous people should be at the central level". Among them, the three "returning land" movements of 1988, 1989 and 1993 were the most influential and most involved in all indigenous people social movements. Another was the "rectification of name movement" which pursued subjectivity (Hong, 2001).

Due to the influence of the indigenous people movement, on February 17, 1996, the Taiwan Executive Yuan established the "Preparatory Group for the Indigenous People Council". However, on February 29, 1996, the "Taipei City Council of Indigenous People (TCCIP)" was established in Taipei city. The main reason was that the social background of Taiwan at that time began to lead to a state of political party competition, which virtually gave the indigenous people a chance. Because the Kuomintang (KMT) did not do it, the Democratic Progressive Party (DPP) took the lead in accepting the request of the indigenous people and established the TCCIP. Under such circumstances, the KMT, which was in power at that time, also exerted invisible

pressure. Therefore, after many setbacks and negotiations in the Legislative Yuan, the organic regulations of the indigenous people's Committee of the Executive Yuan was passed on November 1, 1996 after the third reading. On December 10, 1996, the "indigenous people's Committee" was established in the Executive Yuan (renamed as the TCIP in 2002).

Items 4-6 of Article 7 of the organizational regulations stipulate that TCIP shall be in charge of the following matters: planning, coordination and guidance of traditional skills, intellectual property rights and cultural industries of indigenous peoples; planning, coordination and guidance of agriculture, forestry, fishery, animal husbandry, hunting and tourism of indigenous peoples; and planning, promotion and guidance of industrial operation and skills study and training of indigenous peoples (Taiwan Council of Indigenous Peoples, 2020b). From the background of the establishment of TCIP, the background of Taiwan's social development, the influence of indigenous people social movements, and the competition of political parties contributed to the establishment of TCIP in charge of indigenous people. It also made the Taiwan government pay attention to the rights of indigenous people and make their life improvement as the main development policy.

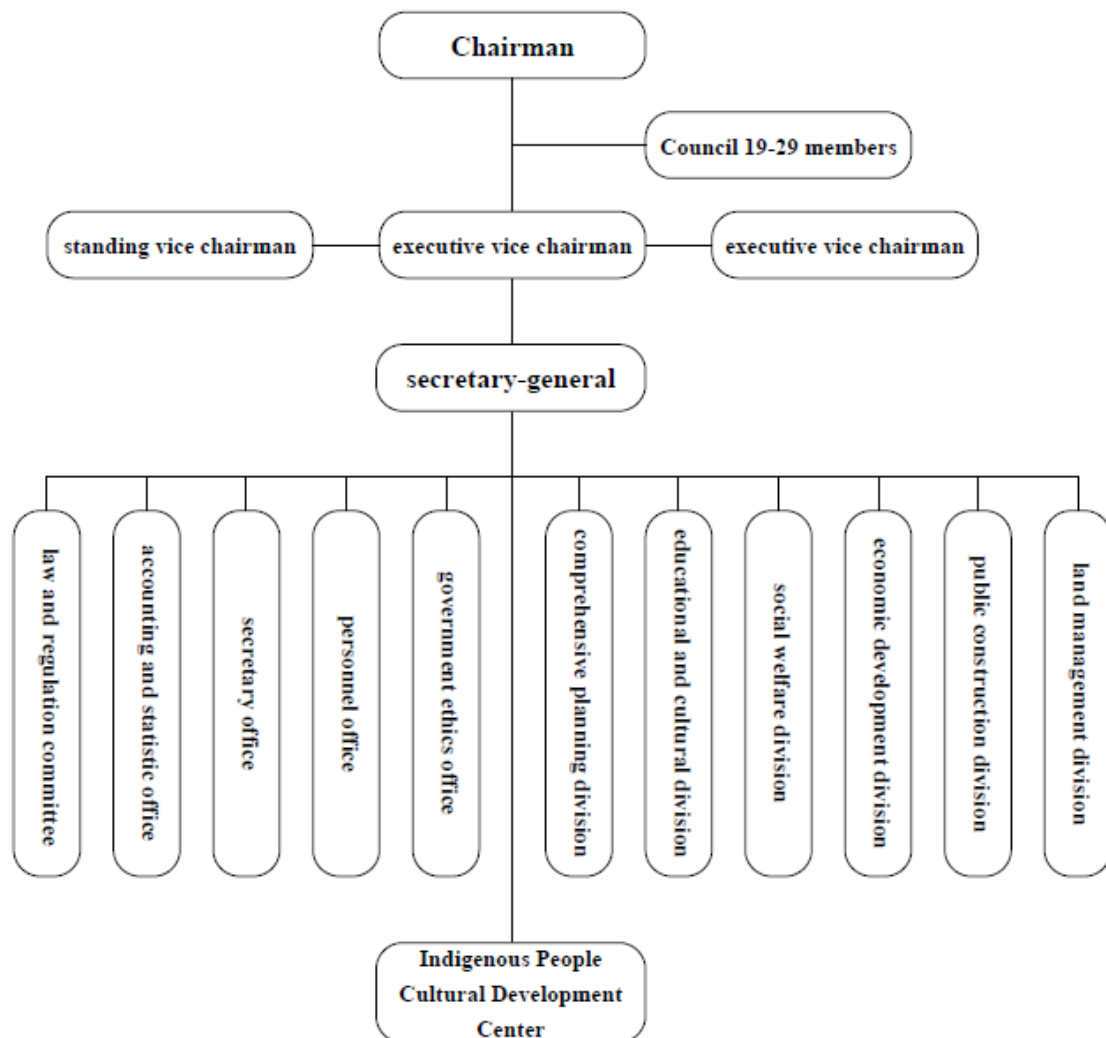
### ORGANIZATION STRUCTURE OF TCIP

TCIP belongs to the second level Council of the Executive Yuan of Taiwan, with one chairman, two executive vice chairman and one standing vice chairman. The chairman and the two executive vice chairmen of government affairs are both administrative officers appointed by the head of the administrative department. However, they were actually appointed by the ruling party at that time to be responsible for the planning and implementation of indigenous people policies. In addition, the Council has 19-29 members selected from 16 ethnic groups to provide indigenous people consultation. In terms of organization and operation, TCIP has six business units including comprehensive planning division, educational and cultural division, social welfare division, economic development division, public construction division and land management division, four auxiliary units including secretary office, personnel office, accounting and statistic office and government ethics office, and one task organization of law and regulation committee. There is also a subordinate Cultural Park Management Bureau, which was restructured into

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a three-level organization on December 16, 2015, and renamed as " Indigenous People

Cultural Development Center of TCIP (Yijiang-Baluer, 2018), as shown in Figure 1.



**Figure1.** TCIP organizational structure

**Source:** drawn by researchers with reference to Yijiang-Baluer (2018)

At present, the economic development division is mainly responsible for the promotion of tribal tourism. Its main business responsibilities are as follows (Yijiang-Baluer, 2018):

- Planning, coordination and deliberation of policies and regulations on economy, industry, tourism and finance of indigenous peoples.
- Planning, management and guidance of the comprehensive development fund for indigenous peoples.
- Indigenous peoples financing, insurance, savings and indigenous peoples' savings cooperatives, financial planning, coordination and counseling.
- Guidance for the indigenous peoples' economy, tourism, industry, finance, cooperation, joint venture, public manufacturing, public and public undertakings in the autonomous region.
- Planning and guidance for the study and training of indigenous peoples' skills and industrial management.
- Planning, coordination, implementation and guidance of the indigenous peoples' film and television music and creative industries.
- Planning, coordination and guidance for the development, utilization and operation of indigenous peoples' land and other related industrial, financial and operational economic development matters.
- Planning, coordination and promotion of the protection of indigenous peoples' traditional wisdom creation.
- Other matters related to the economic development of indigenous peoples.

After more than 20 years of evolution and organizational change, Taiwan's TCIP still belongs to the secondary policy integration organ of the administrative department.

From the perspective of organizational purpose, TCIP was established as a special organ to improve and safeguard the protection of indigenous peoples' rights. Its function is to integrate indigenous policies, protect the rights and interests of indigenous peoples, and handle indigenous business. Therefore, TCIP has multiple functions such as policy planning, integration, and implementation. In terms of organizational structure, because of the large number of indigenous people in Taiwan, in order to achieve the goal of ethnic integration, the Council adopts the committee system (collegiate system) rather than the head system (sole system), and its decision-making is also exercised by the Council. In general, the head of the committee does not have the power to exceed the powers of individual members in particular. In the case of the system of heads, the head is the final decision-maker and has the ultimate political responsibility. Judging from this distinction, TCIP obviously belongs to the committee system. However, in actual operation, the chairman of TCIP has the responsibility of managing the affairs of the committee, directing and supervising the staff. Therefore, in practice, TCIP is actually a leader organization. Finally, as far as the organizational structure is concerned, the current staffing and budget of TCIP are about 200 people and NT \$7.5 billion (about equal US \$25000000), equivalent to a small and medium-sized department under the Executive Yuan of Taiwan. However, because their main business such as education, social welfare, land and so on will overlap with other departments, they play an important role in horizontal and vertical coordination.

### PROMOTION OF TRIBAL TOURISM POLICY

The development of tourism in Taiwan's indigenous tribes was mainly after the Japanese ended their colonization. The national government's "three-year plan for the development of tourism in Taiwan Province (1957-1959)" took the performance of indigenous songs and dances in tourism areas as one of the tourism resources (Chang, Chou, & Wu, 2019ab). On July 15, 1987, the Taiwan government lifted the martial law, reduced or relaxed the mountainous, maritime defense and military control areas, and increased the space for tourism activities. In the same year, the Taiwan provincial government

promoted the "outline plan for the development and construction of new scenic spots in Taiwan Province" and actively developed four provincial scenic spots, including North Coast, Guanyin Mountain, Bagua Mountain and Maolin. Therefore, indigenous tourism began to develop gradually, but it is not one of the tourism policies promoted by the Taiwan government. In 2014, after the Tourism Bureau completed the three major action plans of "top-notch", "bottom-up" and "promotion", it further called on "the first year of tribal tourism" to take the most distinctive and diverse aboriginal culture as a new highlight of the tourism industry. In the first stage of the planning of the Tourism Bureau, eight indigenous tribes on the east coast are the main scenic spots.

In fact, in some scenic spots in Taiwan, indigenous living areas have long been the main highlights. This new policy of Tourism Bureau is undoubtedly to accelerate the tourism of tribal culture. Then, the Bureau of tourism (2015) put forward the "action plan for a big tourism country (2015-2018)", one of which is the "tourism promotion plan for indigenous areas". The plan mentions that in order to promote indigenous tribal tourism, the uniqueness and exclusiveness of indigenous tribal tourism should be developed on the premise of respecting indigenous traditions, so as to attract domestic and foreign tourists to experience the original life, humanities and natural landscape. The specific methods are as follows:

- To assist indigenous tribes in establishing marketing channels for their brands and special products, improve their competitiveness in the tourism and recreation market, train professional interpretation and guide staff, and strengthen internet and media publicity.
- Using tourism marketing and travel planning, combined with the strategy of traditional festivals and folk activities, to increase tourists' stay in the tribe.
- The Tourism Bureau and the relevant National Scenic Area Management Office (NSAMC) are responsible for promoting the travel promotion and marketing publicity of the indigenous tribes. In cooperation with TCIP, the Council of Agriculture of the Executive Yuan and other relevant departments, the Tourism Bureau and the relevant NSAMC will use the concept of administrative resource sharing to connect the aboriginal tribes through the National Trail system or bicycle path, plan specific travel routes and strengthen marketing publicity.

Then the Tourism Bureau (2017) launched tourism 2020-taiwan sustainable tourism development plan (2017-2020) ", one of which is" tourism promotion plan for aboriginal areas ". It is mentioned that in order to promote tribal tourism, the Bureau has set up" Tourism Promotion Association for Indigenous Areas "in 2012, inviting TCIP, the Ministry of Culture, the Ministry of Labor, the Construction and Planning Agency of the Ministry of the Interior, the Forestry Bureau of the Agricultural Committee of the Executive Yuan, and the Youth Development Department of the Ministry of Education, and the government should establish a platform to promote tourism among indigenous tribes. With indigenous culture, humanities and landscape as the core elements, through travel experience, accommodation activities, agricultural products and other tourism and recreation vehicles, and let tourists participate in and integrate into the tribal characteristic activities, to create unforgettable tourism experience of indigenous areas for tourists, so as to achieve the goal of high-quality deep tourism and sustainable tourism. The future improvement measures are as follows:

- Build a complete tourism industry base of the tribe.
- To promote the development of tribal eco-tourism environment, we should train professional local tour guides and commentators by using tribal unique culture or ecological environment resources.
- Enrich the tribal experience journey, with sustainable eco-tourism as the goal.
- Promote the tribal tourism products to the world, and actively handle international marketing publicity.

According to Chang, Chou, and Wu (2019ab) summarized the economic policies of TCIP, including: "development plan of indigenous tribal industry", "first phase of the employment promotion program (2009-2012)", "economic development plan of indigenous", "four-year development plan of indigenous tourism and three-life industry (2009-2012)" medium and long-term plan", "indigenous people economic and industrial subsidy points promoted by TCIP", "creative economy plan for promoting indigenous people knowledge development", "indigenous people employment promotion program phase II (2013-2016)", "tribal heart travel - indigenous deep tourism train plan", "two sun and one moon- tribal life experience plan", "revised version of the four-year economic and

industrial development plan for the indigenous people (2014-2017)", "third phase of the employment promotion plan for the indigenous people (2017-2020)", and the "four-year economic and industrial development plan for the indigenous people (2018-2022)". The researchers concluded that the key points of the above plans and development of tribal tourism are as follows: 1. Subsidies or low interest loans are used to encourage the aborigines to engage in tourism (B & B, hospitality, tour guide interpretation), and to reduce the unemployment rate and activate the tribal economy by starting their own businesses. 2. Make use of the tribe's cultural and natural ecological resources to develop cultural tourism, ecological tourism and hot spring tourism, so as to achieve the purpose of ecological conservation and sustainable development. 3. Through the development of tourism, the inherent traditional culture of indigenous people should be preserved, and the rights of indigenous people should be valued by the public. 4. Through the development of tourism, attract tourists to visit the tribe, promote the sales of local agricultural products, and increase the income of indigenous people. Therefore, from the above policy point of view, the use of the unique cultural characteristics of indigenous people, as well as the ecological resources of the tribe. "Tourism development" has become the main policy of TCIP to develop the tribal economy, enhance the employment opportunities of indigenous people in their original villages, and attract young people to return home.

### DISCUSSION

Although the establishment of TCIP represents the respect of Taiwan government units for the aborigines, their main business will overlap with the Ministry of government, and they have no substantive rights. For example, education is the business of the Ministry of Education, social welfare is the business of the Ministry of Health and Welfare, and land is the business of the Ministry of the Interior. Moreover, these government departments are the first level departments of the Executive Yuan of Taiwan. TCIP is only the second level departments of the Executive Yuan, and there is no subordinate relationship. Since the establishment of TCIP, improving the economic life of indigenous people has been an important goal. Because of the rich natural environment and ecological resources of animals and plants in the area where the aboriginal tribes are located. In addition to the rich culture and knowledge of the

indigenous peoples, and the prosperous social and leisure atmosphere in Taiwan, the development of tribal tourism has become the focus of TCIP Administration (Chang, Chou, & Chiu, 2021).

However, in Taiwan government departments, the tourism promotion unit is the Tourism Bureau of the Ministry of Communications (hereinafter referred to as the Tourism Bureau), and it is not the business of TCIP. Although several counties and cities in Taiwan have indigenous people bureaus (offices), their business is actually the same as TCIP, and they have no substantive authority. For example, when indigenous people encounter education problems, they still have to go to the Education Bureau (Department) to handle them. On the other hand, the promotion of Taiwan's tourism policy is carried out by the Tourism Bureau, as well as the tourism bureaus (offices) of various counties and cities. The headquarters of the Tourism Bureau (Tourism Bureau, 2021a) consists of six sections: planning, business, technology, international, national tourism and accommodation, and six rooms for secretary, personnel, government ethic, accounting and statistic, public relations and information. In order to enhance the service for tourists coming to China and going abroad, "Taiwan Taoyuan International Airport passenger service center" and "Kaohsiung International Airport passenger service center" have been set up in Taoyuan and Kaohsiung respectively. In addition, a "tourism service center" and service offices in Taichung, Tainan and Kaohsiung will be set up in Taipei, and a "National Scenic Area Management Office" will be set up to directly develop and manage the tourism resources of national scenic spots. In order to handle international tourism promotion business, overseas offices are set up in Tokyo, Osaka, Seoul, Singapore, Jilongbo, Bangkok, New York, San Francisco, Los Angeles, Frankfurt, Hong Kong, Beijing, Shanghai (Fuzhou), Ho Chi Minh City, London, etc. In addition, there are 13 national scenic spots, namely: North Coast and Guanyin Mountain, Shenshan, Mazu, Riyue lake, Alishan, Yunjia South Coast, Penghu, Xilaya, Maolin, Dapeng Bay, Huadong Longitudinal Valley, East Coast, and Northeast Corner and Ilan Coast.

At present, there are 13 tribes in the north, 11 tribes in the middle, 9 tribes in the south, and 11 tribes in the East promoted by the Tourism

Bureau. The main purpose is to attract people to participate in the "tribal light tour" with the life culture, traditional knowledge, handicrafts, and hunting of the indigenous people (Tourism Bureau, 2021b). In order to promote tribal tourism and promote the development of tourism industry in aboriginal areas, TCIP has taken "tribal heart travel" as its brand since 2014 (Taiwan Council of Indigenous Peoples, 2019), and "heart" as its starting point, hoping to let tourists truly and deeply experience the natural ecology and diverse and rich tribal life. The promotion focuses on one Indigenous People Park and 11 tribes, four of which are the repeat of "tribal light travel" with the Tourism Bureau. The "Taiwan Indigenous People Culture Park" is the focus of the two units, mainly the culture of 16 ethnic groups, which can be understood in the park at one time.

On the whole, compared with the two units, the function of the former association to promote tribal tourism is still limited in terms of substantive business rights, funds and manpower. Of course, the establishment of TCIP has an important impact on the promotion of Taiwan's minority policy and the improvement of the tribal economy. On the surface, it seems that the aboriginal movement has won a phased victory, but TCIP does not have the actual rights like the Tourism Bureau. In addition, the promotion of "tribal tourism" involves different units. In addition to TCIP, it also includes the Ministry of Culture, the Ministry of Labor, the Construction and Planning Agency of the Ministry of the Interior, the Forestry Bureau of the Council of Agriculture of the Executive Yuan, the Youth Development Department of the Ministry of Education and other authorities. These efforts are not coordinated by TCIP. TCIP is like a local autonomous mountain township where the aborigines act as the head of the township, but they can't manage anything. What they do most is to subsidize activities, as well as commissioned research reports with a lot of suggestions from few people (Xie, 2017).

### CONCLUSION

According to the purpose of this study, the following conclusions are drawn: 1. The background of TCIP is mainly from the background of the social movement after the lifting of martial law in Taiwan, coupled with the struggle of the Aborigines for name rectification and anti-colonialism, and the establishment of TCCIP by the DPP. The main purpose is to let the indigenous people know that the Taiwan

government has begun to attach importance to the rights of the indigenous people, and to make the improvement of their lives as the main development policy.<sup>2</sup> The organizational structure and post and budget of TCIP are secondary institutions under the Executive Yuan. The main business such as education, social welfare, land, etc. will overlap with other departments, so it plays an important role in horizontal and vertical coordination.<sup>3</sup> The tourism development of TCIP is mostly a phased policy, and the content is mainly in the nature of subsidies. Therefore, it is easy to fall into the problem that the activities cannot be promoted after the funds are used up.<sup>4</sup> Although TCIP regards the development of tribal tourism as the main policy for the development of tribal economy and employment opportunities, the development of tourism requires the Tourism Bureau to integrate multiple departments. In addition, TCIP does not have any real rights and is not the competent unit of tourism business. Therefore, it plays a role of assistance in promoting tribal tourism. Therefore, on the whole, the establishment of TCIP is more symbolic than substantive. Therefore, under the trend of professional division of labor, the possible direction of TCIP's future organizational transformation is to return its business to each department according to professional division of labor. TCIP will transform from the executive role of business director to the audit role of business consultation and control. In the future, all businesses related to indigenous peoples must be participated and reviewed by TCIP, so as to ensure that ethnic thinking is incorporated into the formulation of policies and plans related to indigenous peoples, and the subjectivity of indigenous peoples can be established and presented in government policies and plans.

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