

國立中興大學水土保持學系  
碩士學位論文

南投縣山坡地管理效益之探討

Management efficiency of slopeland in  
Nantou County



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## 摘要

台灣山坡地範圍約佔台灣土地面積 73%，地勢陡峭、地質脆弱，加上九二一大地震造成中部山區地表嚴重裸露、土石鬆動，每逢颱風豪雨侵襲，往往造成重大災難。南投縣土地面積為台灣第二大；山坡地面積約佔全縣 95%，土地過度利用情形極為嚴重，傳統的山坡地管理政策大都採取被動受理方式，亦即不告不理，有查報才有取締及事後限期改正等措施，行之多年不但未能使違規開發案件降低，也無法恢復山坡地原有的完整與穩定，結果事倍功半，成效有限。

本研究以「山坡地預防管理」的思維為出發點，希望能突破政府在山坡地管理的傳統方式，達到全民參與「自我管理」的目標，並以行政院農業委員會水土保持局建立之「山坡地管理資訊系統」統計資料，探討南投縣近 5 年（93-97 年）所執行之成效，再利用 SWOT 分析，找出政府推動山坡地管理之最佳方案，作為執行政策之參考。

結果顯示 93-97 年度山坡地違規使用案件中，約有 85% 是未申請核准就直接開發的案件，顯示政府對民眾的坡地保育教育與宣導仍然不足，雖然 95 年度起陸續加強宣導工作，惟多流於形式且參與宣導對象主要為村里長或幹事，並未普及於一般民眾。又 93-98 年度南投縣政府山坡地管理人員平均每人負責約 4.8 萬公頃的土地管理工作，依所編列之管理經費，折算每公頃土地之管理經費僅約 20 元。在有限人力及物力下，惟有採取分級管理模式，依前述之最佳方案，就違規案件較多地區列為重點區域及善用「水土保持服務團」的力量，擴大民眾參與來減輕基層人員負擔。

**關鍵詞：**山坡地、預防管理、自我管理、SWOT 分析

## Abstract

Slopeland occupied 73% of the total area in Taiwan. With the characteristics of steep terrain and fragile geology, serious denudate and/or loose soils caused by the catastrophic Chichi earthquake frequently result in slopeland calamities after the strikes of storm in typhoon seasons. Nantou County is second large in the areas of administration zoning. Lots of overused lands scattered at the slopeland, which occupied 95% of the territory, spread significantly caused a passive measure must be adopted in slopeland management policy traditionally. It means that punishments will be ignored if no any reports, and there is limited effect on the slopeland management.

This study focuses on the thought of prevention management, and hoping there is a breakthrough in traditional slopeland management to reach the goals of all people participation and self-management. According to the statistic data retrieved from “Slopeland Management Information Systems” (SMIS) established by the Soil and Water Conservation Bureau, the recent 5-year’s (2004-2008) management outcomes in slopeland are fully discussed to explore the effectiveness. In addition, best management policies could be introduced from SWOT analysis for the reference of government in slopeland management.

There are more than 85% violation cases which exploited without permission in the years of 2004-2009. Some promotion works are strengthen and initiated in 2006, while only focusing in training some specific person such as chief and/or secretary of a village. There is still a long way to go in the education and promotion of slopeland conservation. The average loading and expenditure of management work for Nantou

County is about 4.8 hectares per employee and only 20 NT dollars per hectare in the fiscal years of 2004-2009. With the limited manpower and resources, the classified management model should be coupled with the best management policies to screen the areas of most violation cases occurred as the key sites, and the intensive monitoring can then be carried out by using the volunteers to decrease the loading of staffs.

**Keywords :** Slope land, Prevention management, Self-management, SWOT analysis

