

中港溪集水區水土保持相關工作 執行成效及效益評估

摘要

集水區的保育治理及規劃，長期以來一直是行政院農業委員會水土保持局所屬的重要業務之一，並且治山防災、山坡地保育，以及農村發展等項目，都是主要的工作範疇。過去行政院農業委員會水土保持局是以執行治山防洪工程為主要業務，並以工程效益評估為核心，而缺乏工程所衍生的社會經濟評估，以及民眾對治山防洪之主觀評價的政策效益評估內容。

本調查主要是分析目前苗栗縣中港溪中上游集水區（屬行政院農業委員會水土保持局權責範圍）水土保持相關工作（包括易淹水地區水患治理計畫、整體性治山防災、加速治山防災計畫、農村再生及相關工作），調查當地民眾對水土保持局臺中分局之治山防洪及農村再生發展業務之主觀政策效益評價（非工程類型之效益評估），並根據調查結果提出相關之建議內容。民國 99 年 1 月中、下旬對中港溪上游、中游當地居民進行民意調與外地遊客問卷調查；3 月底 4 月上旬針對相關利害關係人進行深度訪談。訪談及調查結果經分析後歸納如下：

首先、當地居民問卷調查發現：

1.當地的居民具有高度環保意識，普遍支持與認同水土保持應優於經濟發展，並且主要採取嚴格的管制手段維護當地的環境；

2.當地休閒農業的發展如同兩面刃，一方面表示可以改善生活品質，另一方面卻憂心造成環境的污染，陷入矛盾的情結；

3.民眾的認知不足，此點反應在推動休閒農業的受益者，以及無法正確指出水土保持的權責機關，尤其在中央與地方水土保持治理權責民眾更是難以區別，此部分中央與地方水土保持工作應協調出明確的分工機制，並對民眾多加宣導，可改善上述問題；

4.強化土石流的防治成為當地民眾當前的需求，固然有超過半數的民眾認為當局在此地的防治工作有效，但仍有七成以上的民眾憂心土石流的發生。

外地遊客問卷調查指出；

1.外地遊客對於當地的印象與感受普遍感到滿意，特別是當地公共設施的安全與穩定，獲得高度評價；

2.外地遊客來到當地，同樣持著環境保護優於經濟發展的理念，亦認為當地的水土保持工作成效非常好。

深度訪談之結果歸納如下：

1.選擇工程項目及經費使用最多的三灣鄉及相關村長安排訪談。他們共同表示：對於工程品質很滿意，已經完工的項目，未再發生崩塌或其他不利的事情，同時，完工工程附近也沒有居民提出不滿意的反映。

2.不清楚相關法令，絕大多數居民、遊客，甚至訪談時許多村長還不知道依據水土保持法與地方自治法規的規定。

3.就城鄉新風貌與富麗新農村的工作項目而言，三灣鄉銅鏡社區發展協會已經發揮模範標竿的作用。受訪者，包括三灣鄉北埔社區發展協會、永和社區發展協會、南庄鄉南富村村長等人，都明白表示羨慕並且開始學習運用學習性組織的功能與影響力。

4.有關受訪者所提供的相關建議與需求部分，除了與水土保持局執掌業務相關的工作需要加強，或者進行政策宣導與行銷的活動之外，其他與水土保持局看似較無直接相關的需求，例如針對上游眾多民宿所產生的污染，設立污水處理廠，定時清理河床淤積、避免水位溢堤等屬於縣政府、經濟部水利署等跨部會的協調工作仍然值得注意。

本單位未來努力方向為：

- 1.部分工作項目需要加強，以滿足民眾的期待
- 2.權責執掌需要宣導與行銷
- 3.現有執行工作成效資訊應主動公布
- 4.水土保持治理機制的建立與協調
- 5.重視當地水土保持工作的需求
- 6.定期舉行相關的工作效益調查

另外，亦有以下建議事項需其他單位配合執行：

1.請經濟部水利署第二河川局，加強對行河床清淤、河川防護與治理，以及該區域水資源保育工程的研擬與建設。

2.苗栗縣政府針對流域內的水土保持相關事項，持續積極進行檢查與查報管理；三灣與南庄鄉公所，則是建議配合本局相關計畫適時舉辦公聽會、說明會以及強化和民眾溝通，協助本局進行強化水土保持觀念的教育與宣導。

3.社區發展協會與村里長等地方性團體與人士，則是期望能促進推動當地休閒農業，使當地農村能營造出全新的風貌。

The Evaluation of Effectiveness of Implementing Soil and Water Related Conservation Projects in Chung-Kung River's Watershed Area

Abstract

The purpose of the study is to evaluate effectiveness of Soil and Water Related Conservation Projects in Chung-Kung River's Watershed Area (including flood management in flood-prone areas, overall slope land management and disaster prevention, speeding up slope land management and disaster prevention, as well as rural revitalization and related projects) through surveys (local residents and tourists) and in-depth interviews (stakeholders) in Miaoli County.

The surveys, held in January 2010, from local residents showed the following results:

1. Local residents hold high consensus on environmental protection which supporting the idea that soil and water conservation is more important than economic development and the authorities should take rigid regulations to protect local environment.
2. The development of local leisure agriculture shows it's good and evil. On the one hand, leisure agriculture could improve quality of life of local residents. On the other hand, local residents worried the pollution and ecological deterioration.
3. More than half of residents recognized the effectiveness of slope land management and disaster prevention. However, over 70% residents worried the occurrence of debris flow.

The surveys from tourists in late January demonstrated the following results:

1. Tourists were satisfied with local image and impression, especially safety and stability of public utilities received high ratings.
2. Tourists also hold the conviction that soil and water conservation is more important than economic development. Meanwhile, they also agreed the effectiveness of slope land management and disaster prevention handled by the authorities.

The in-depth interviews from stakeholders, during March and early April 2010, showed the following results:

1. Interviewees from San-Wan area were satisfied with the qualities of infrastructure and nothing happened or no damage report from finished projects.
2. Interviewees indicated that most residents, tourists, even village leaders do not aware and understand the related laws and regulations of soil and water conservation.
3. Under the Rural Revitalization Project, Ton-Ching Community of San Wan had demonstrated benchmarking effect. Many interviewees admired their achievement and began to adopt the concept of organization learning.
4. Except reinforcing the related actions on soil and water conservation, interviewees also suggest that government should undertake boundary-spanning management to integrate related agencies or departments in order to achieve synergy.

According to previous findings, the authorities will effort to the following things:

1. In order to meet the needs of local residents, the authorities should strengthen some projects.
2. The authorities should promote and advertise their effectiveness of soil and water conservation projects.
3. Current projects and related information should be open to the public.
4. Reinforcing the boundary-spanning mechanisms of soil and water conservation.
5. Paying attention to the needs of local soil and water conservation.
6. Implementing related surveys on project effectiveness of soil and water conservation periodically.

Finally, the authorities also make some suggestions to relevant institutions:

1. The Second River Management Office of Water Resource Agency enhance the integration of river basin management, Water-Utilization ,and improve the river and coastal environment
2. The Maioli County Government check and inspect the soil and water conservation aggressively; the Sanwan and Nanjhuang Township Office cooperate with the authorities' projects hold the public hearings / express conferences periodically , communicate with residents frequently and help to educate and marketing the concept of soil and water conservation
3. The association of community development and the officers of village or district promote the local leisure agriculture industries, and have a brand new countryside style