

卡謬閱讀卡夫卡，發現真理已經被講完一半；
羅丹閱讀人體，發現哥倫布沒有發現的美麗海岸線；
佛洛伊德閱讀夢，發現一條直達潛意識的秘密通道；
海明威閱讀海，發現生命是要花一輩子才會釣上的魚；
那，台灣戰後半個世紀以來之國土發展，您我閱讀出什麼呢？

論文摘要

在走過廿世紀，進入廿一世紀之際，回顧過去百年來的風風雨雨、興亡成敗，二十世紀人類的生活固然日愈富裕而多元，而科技的長足進步，更加速縮短了國與國、人與人間的距離。尤其是台灣光復以來，歷經五十餘年華路藍縷，全國上下克勤克儉的奮鬥、努力打拼，我們創造了台灣的經濟奇蹟，並經由寧靜革命，進入全新的民主政治常軌，舉世矚目的卓越成就，使台灣在國際舞台上占有重要一席之地。然而在經濟成就傲視全球的『台灣經驗』背後，「福爾摩沙」的美名不再遠播，取而代之的是滿目瘡痍的國土環境以及令人詬病的居住空間。尤以，世紀末大地震震破家園、震毀房屋、震亡人命、震碎心靈，也震出我們引以為傲『台灣經驗』背後的種種問題，省思大地為什麼會反撲？實非一日之寒，冰山一角也，在痛定思痛之餘，如何從台灣與大陸分治以來之政經變遷，探討其對國土發展所帶來之正、負面影響，是為本研究主要檢視之原動力。

誠如 Richard Jensen 所說：「歷史是過去的政治，政治是現在的歷史」(History is past politics and politics is present history)，及古云：「以史為鏡可以知興替」，在追求「全球化、永續化、知識化、民主化與本土化」之今日，筆者基於「鑑往知來」之趨動力，首先試圖從國家治理之國家中心途徑 (state-centered approach)；及以市場機能為主之權力中心途徑，歸納出國家發展相關理論與台灣政經發展之關係；並從宏觀的歷史脈絡觀點 (History approach)，應用文獻回顧法、歷史分析法、歸納與演繹法，觀察台灣政經發展過程中，國家與社會內外部環境之互動關係；再從微觀的政經變化角度，透過時間序列之檢視，探討戰後台灣政治與經濟環境之變遷對國土發展之影響及國土發展歷程中背後所隱藏之政經意義。再者，運用策略規劃方法之 SWOT 矩陣分析，探討光復初期、解嚴前後、精省前後及政黨輪替後，國土發展之內外部環境分析。最後，試從國家永續發展與國土環境共生之觀點，提出國土永續發展之新思維，並探討國土內部與外部環境在台灣政經結構變遷下所扮演之角色及未來發展之行動策略，俾供政府在國土環境改造上之參考。茲將本論文研究成果整理如后表，並歸納臚列說明如次：

- 1、從國家發展觀點詮釋台灣政經發展經驗。
 - (1) 國家發展相關理論之整合與詮釋。
 - (2) 國家發展研究途徑剖析政經發展特色。
- 2、國家角色之轉變：國防優先⇨經濟奇蹟⇨政治民主⇨重視環境。
- 3、政府施政之轉變：以農立國⇨以工強國⇨以商富國⇨以科技治國。
- 4、台灣經驗之詮釋。
 - (1) 台灣經驗形成之政策意涵。
 - (2) 台灣經驗與國家發展的關係。
- 5、政經變遷下國土發展體系之歷史分期。
 - (1) 1949-1963威權統治下沿用日據時代之計畫體制。
 - (2) 1964-1973經濟發展主導掛帥下之本土化都市計畫體制。
 - (3) 1974-1986政治經濟轉型動盪期之區域計畫體制。
 - (4) 1987-2000政治民主化與經濟自由化之國土計畫體制。
- 6、歷史是過去的政治、政治是現在的歷史。
 - (1) 政治環境變遷：包括政治發展進程、憲政發展演變、及派系政治之生態演變。
 - (2) 經濟環境變遷：包括經濟發展歷程、產業發展歷程、農業發展歷程、及房地產發展歷程。
- 7、政經變遷下之國土計畫體系與用地管制。
 - (1) 1895-1945殖民地日本體制：日本頒佈「台灣都市計畫令」之計畫體制—建築警察權管制。
 - (2) 1945-1964沿襲日本體制：戰後初期的個別市鎮消極管制。
 - (3) 1964-1973本土化都市計畫體制：都市計畫包括區域計畫時期—都市計畫管制。
 - (4) 1973-1976都市計畫與區域計畫單獨立法：建築管理體系建立時期—都市計畫與區域計畫管制。
 - (5) 1976-1987區域計畫體系：都市土地與非都市土地兩套管制體系—分區管制與山坡地開發許可制度。
 - (6) 1987-1997國土計畫體系：綜合開發計畫、區域計畫、縣市綜合發展計畫及都市計畫四個層級體系—區段徵收整體開發制度。
 - (7) 1997-2000國土計畫體系面臨轉型時期—發展許可與成長管理制度。

- 8、政經變遷下之國土發展特色。
 - (1) 1949-1960 蔣中正時代—威權體制下之台灣重建。
 - (2) 1961-1977 蔣中正後期時代—經濟發展主導下之台灣經驗。
 - (3) 1978-1987 蔣經國時代—政經快速變遷下之城鄉發展。
 - (4) 1988-2000 李登輝時代—政商關係下之城鄉風貌。
- 9、政府各時期經建計畫之概述。
- 10、政府施政與國土發展之關係。
 - (1) 歷任行政院長之施政對國土發展之政經意義：包括從內閣施政目標檢視國土發展之變遷、及內閣之經建計畫與國土發展之關係。
 - (2) 各時期總統、內閣與省主席（長）之施政。
 - (3) 政府重大政策對國土發展之影響。
- 11、國土發展相關法制之剖析。
 - (1) 政經變遷下國土發展各階段之相關法令演變。
 - (2) 歷次選舉、經濟發展與國土相關法令之關係。
- 12、國土發展脈絡之指標分析。
- 13、各階段國土發展之內外部環境政經分析。
- 14、各階段國土發展之策略矩陣政經分析。
- 15、國土永續發展目標與願景之芻議。
- 16、國土永續發展之內外部環境分析及行動策略。
- 17、國土環境共生與永續發展之新思維（五行相生到五環共生之國土發展另類思維）。

關鍵字：政經變遷、國土發展、台灣經驗、永續發展、環境共生、策略規劃

Abstract

As the 21st century is being ushered in, in retrospection of past century, human has raised his living standard tremendously also at the same time, diversity his living path. The advance in Technology also shortens the distance between the Nations as well as between the individuals. In Taiwan, since its restitution more than five decades ago, the people have strived against all odds to create what the global community coined “economic miracle”, and through peaceful revolution, bring the nation into a democracy. The remarkable achievement has earned Taiwan its place in the global arena. Nonetheless, the awesome economic achievement of “Taiwan Experience” is attained at the equally awful sacrifice of the very-core to the metonymy ‘Formosa’; the once pristine, beautiful island is now supplanted by ravaged ecology and deplorable living environment. The island’s devastating earthquake at the century’s close has not only destroyed houses, shattered lives, broken hearts, it also sounded a clarion call to the many problems that lie behind the Taiwan experience we are so proud of, demanding reflection on why mother nature is retaliating. Surely the catastrophe cannot be ascribed to merely an act of God; it however is just the tip of an iceberg of myriad wrongs. While we lament the loss and seek to rectify our transgression, it is exigent to examine the positive and negative impact on our land brought by the political and economic transformation since the territorial demarcation between the National Party and the Communist Party, which motivates this study.

As Richard Jensen said “History is past politics and politics is present history,” a Chinese ancient proverb proved “History prognosticates tidings of events”, in an age that pursues “globalization, sustainability, intellectualization, democraticization and Taiwanization”, the writer predicated the basis of this study on “foreseeing the future by reviewing the past”. Under which, attempts are made to establish the correlation between the state development theories and “Taiwan political, economical development” “employment of the state-centered approach and market-centered approach”, and by prescient history-aligned approach, literature review, history analysis, categorization and inference are employed to observe the interaction between the state and the society’s internal and external environments. Followed by microscopic scrutiny of the political and economic changes chronologically in examining the impact Taiwan’s post-war political and economic transformation has exerted on land development and its meaning behind the course of land development. Thereafter SWOT matrix analysis is utilized to investigate the internal and external environments at early restitution, pre- and post-martial law, pre- and post provincial government streamlining as well as pre- and post-party rotation. Lastly, from the perspective of the co-existence between sustainable state development and the land, the proposal of new approach to sustainable national land development is presented, and exploration of the role which national land development played during the course of Taiwan’s political and economic transformation along with the strategy for future development is conducted for use as a reference for future land

development reform. The results of this study are summarized below :

- I. Interpretation of Taiwan political and economical development history via state-development approach
 1. Compilation and interpretation of state-development relevant theories
 2. Dissection of the political and economic development features via state-development approach
- II. Transformation of the state's role : priority of national defense ⇨ economical miracle ⇨ political democracy ⇨ emphasis of environment ecology
- III. Transformation of state administration : founding on agriculture ⇨ strength via industrialization ⇨ wealth via commerce ⇨ government administration via technology
- IV. Interpretation of Taiwan experience
 1. Policy significance to the constituting of Taiwan experience
 2. Relation between Taiwan experience and state development
- V. Period of demarcation based on local development during political and economic transformation
 1. 1949-1963 : Continuation of the Master plan developed during colonial Japanese occupation while under a authoritarian regime;
 2. 1964-1973 : Taiwanization of urban planning system steered by the economical development;
 3. 1974-1986 : regional planning system during the unstable transition of political and economic transformation
 4. 1987-2000 : land planning system under a democracy governing and free economy
- VI. "History is past politics and politics is present history"
 1. Political transformation : including the course of political development, development and evolution of the Constitution and political party system;
 2. Economic transformation : Including the course of economic development, industry development, agriculture development and real-estate development
- VII. Land planning system & control under political and economic transformation
 1. 1895-1945, colonial Japanese system : the planning system under a colonial Japan decree of "Taiwan Urban Plan", A master plan under police jurisdiction;
 2. 1945-1964, Constitution of the colonial Japanese system : passive control of individual township during early post-war period;
 3. 1964-1973, Taiwanization of urban planning system : urban planning including regional planning period – urban planning control;
 4. 1973-1976, independent legislation for urban and regional planning : control of urban and regional planning;
 5. 1976-1987, regional planning system : two separate control systems for urban land and non-urban land – segmented control and hill development permit control;

6. 1987-1997, land development system : A four-tier system, regional, county and city complex and urban development planning – government acquisition for integrated development system;
 7. 1997-2000, transitional period : permit and expansion management system.
- VIII Land development characteristics under political and economical transformation
1. 1949-1960, Chiang Kai-shek era : Taiwan rebuilding under authoritarian rule;
 2. 1961-1977, post Chiang Kai-shek era : Taiwan experience steered by economical development;
 3. 1978-1987, Chiang Ching-kuo era : urban and rural development under rapid political, economical transformation;
 4. 1988-2000, Lee Deng-huei era : urban and rural scenario under influence of a political-and-business environment.
- IX Outline of the government's economy building plan for the various periods
- X Correlations of government administration and land development
1. Political and economical significance derived from past Premiers' administration over land development : including examining transformation of land development via cabinet administrative goals, and the relation between cabinet's economic building policy and land development;
 2. Administration under the various presidents, cabinets and provincial governors;
 3. Government major policies' impact on land development.
- XI. Analysis of land development relevant laws
1. Evolution of laws relevant to the various stages of land development under political, economic transformation;
 2. Correlation between past elections, economic development and land related laws.
- XII. Analysis of indices to National land-development trend
- XIII. Political, economic analysis of the internal, external environment at various stages
- XIV. Political, economic analysis of strategic matrix to the internal, external environment at various stages
- XV. Preliminary discourse on the goal of sustainable National land development and prospect
- XVI. Analysis of the internal, external environment and strategy of measures for sustainable land development
- XVII. New approach to sustainable coexistence of environment conservation and National land development (alternative approach to National land development based on the theory of instituting the inter-generation of the five primary elements to attain coexistence of the five fundamentals).

Keywords : Political and Economic Transformation, National Land Development, Taiwan Experience, Sustainable Development, Environment Symbiotic, Strategic Planning