

海巡後勤發展之藍海策略

Blue Sea Strategy in the Development of Logistics Affairs of Coast Guard Administration

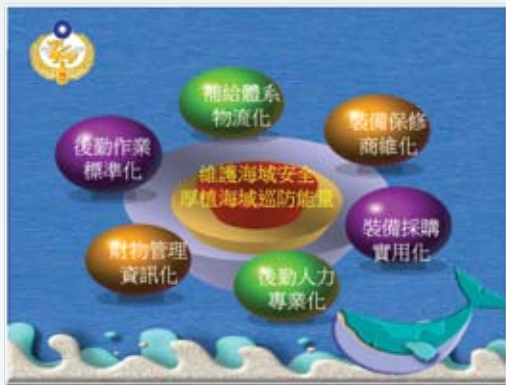
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壹、前言

海巡署（以下稱本署）自89年成立以來，納編軍、警、文、關務等不同身分人員與文化，後勤體制也以原屬國防部及內政部警政署之制度為主，推行各項業務迄今，尚稱順遂，惟因軍、警不同體制之間仍存有差異，且脫離各該原有體系之後，後勤作業方式亦漸有不同。為澈底解決後勤相關問題，本署後勤處（以下稱本處）於94年委外辦理「海巡後勤整合與前瞻規劃之研究」案，95年研提「後勤整合中心」及「六化核心目標」為經緯縱橫、相輔相成之行動方案，96年試行並辦理巡迴輔訪，成效良好。



●行政院97年國家建設計畫。

2008 Helicopter conducting the hoist rescue mission on the sea.

Part I. Preface

Since its establishment, Coast Guard Administration (the Administration) has integrated staff in the military, the police, civil servants and custom officers into one multi-faceted culture. The logistics system is still based on the systems originally from the Ministry of National Defense and the National Police Agency, Ministry of the Interior. The logistics affairs has been successfully executed until now, however, the differences between the systems of the military and the police are still present, furthermore, the logistics process should be different once the Administration was out of the original systems. In order to solve the logistics related problems, the Logistics Division (the Division) of the Administration has outsourced the project of 'Research on the CGA's Logistics Integration and Visionary Organization' in 2005. In 2006, the Division attempted to subscribe 'Logistics Integration Center' and "Six Core Targets" to complement each other to become an actual plan. In 2007, the project was tried out and tour inspection of the project received great feedback.

At the end of December, 2007, the Executive Yuan passed the '2008 National Development Plan' and has listed: standardize logistics affairs, logistics concept in supplement systems, privatize equipment maintenance, practical equipment procurement, professional logistics talents, and information in financial and property management as the main execution items in maintaining marine area safety with improved coast guard capabilities. Since then, the six items in CGA's logistics affairs have the utmost strategies to be realized

由於行政院96年12月底通過「97年國家建設計畫」，業將「後勤作業標準化」、「補給體系物流化」、「裝備保修商維化」、「裝備採購實用化」、「後勤人力專業化」、「財物管理資訊化」等六化納為「維護海域安全」之「厚植海域巡防能量」執行要項，自此，海巡後勤六化已成行政院暨本署政策，為求具體落實，並配合「強化地區局後勤執行能量方案」縱向執行組織推展，本處於今（97）年度提出整體重大工作執行計畫，以期分年且按部就班，逐步達成海巡後勤發展藍圖，展現以藍海策略為精神且不同以往之發展願景。

貳、策略的形成

一、委外辦理前瞻規劃

（一）委外緣起

歷年來監察院審計部、行政院主計處、財政部國有財產局等機關到本署訪查時，針對後勤業務仍提出許多問題及改善建議，由於以整合觀念為主流之「後勤與運籌管理（Logistics）」應用於企業經營已有30年之久，為結合民間企業作法，謀求根本解決之道，爰於94年間委託國立中央大學辦理「海巡後勤整合與前瞻規劃之研究」。

（二）發現問題

經該團隊以問卷調查、實地訪談方式進行研究，發現本署後勤可分「外在因素」及「內部問題」兩大部分。「外在因素」係指本署與國防部、環保署、外島特殊情境、其他政府法規所導致的後勤問題，「內部問題」則分成後勤體系問題與後勤執行問題，後勤體系包含政策、組織、人力資源、財物資源合理配用等；後勤執行則包含技術專業、作業流程、管理資訊系統等。訪談過程亦發現，海洋總局主要是「艦艇」特殊性衍生後勤問題，海岸總局則是來自「裝備」相關管理問題，各總局均強調「人」的重要性，對於「後勤整合管理」構想均能接受。

for the Executive Yuan and the Administration as well. To fully realize these strategies and comply with 'Project of improving local logistics execution capabilities' for a vertical promotion measures, the Administration has suggested overall major execution plans in 2008 to gradually realize the CGA logistics development project in each year. The Administration hopes to display a vision that is different from previous ones and based on Blue Sea strategies.

Part II. Formation of Strategies

I. Outsourced to Organize a Vision Plan

(I). Origin

For years, the Ministry of Audit, Directorate General of Budget, Accounting and Statistics, Executive Yuan, and National Property Administration, Ministry of Finance have offered numerous questions and improvement suggestion according to the Administration's logistics affairs during their visits here. Since the mainstream concept of integrated logistics and operation management has been applied in private enterprises for over thirty years, in order to combine the advantages from the private sector and find an ultimate solution to logistics problems, the Administration has delegated National Central University to conduct 'Research on CGA Logistics Integration and Visionary Planning' in 2005.

(II). Troubleshooting

The delegated team has conducted researches in questionnaires and interviews to find that there are reasons both in external and internal parts occurred in the logistics affairs of the Administration: For external reasons, these refer to the problems occurred in the transactions of the Administration with the Ministry of National Defense, Environmental Protection Agency, offshore isles, and other government regulations. For internal reasons, they can be divided into the problems occurred in the logistics system and logistics task performances. The logistics system concludes policies,

(三) 研究結論

報告建議本署配合地區責任制運作，後勤體系可在北、中、南、東等地區巡防局設「地區後勤整合中心」，以署部、總局、地區局三級的組織架構，進行政策制定、規劃考評、調度執行等不同層級管理工作，並由整合中心以資訊管理系統直接與所轄勤務單位業務對口，此為組織運作面向。另外，該報告也確立海巡後勤六化列為核心工作，期藉橫向政策目標與縱向執行能量緊密結合、相輔相成，達成後勤體制前瞻規劃。

二、自行研究試辦驗證

(一) 自行研究

95年6、7月間本處派員前往各地區局及所屬庫房實地瞭解後勤作業情況，發現主要有：後勤編制人力不足、資管系統未建置或未善用、庫房管理人

organization, human resources, financial property distribution and other items. Logistics task performances include expertise, task procedure and information management system. From the results of interview, the team also found that the logistics problems of Maritime Patrol Directorate General are from vessels while the problems of Coastal Patrol Directorate General are from equipment management issues. Both Directorate Generals have stressed the importance of people and are open to the ideas of logistics integration management ideas.

(III). Research Conclusion:

The report suggested the Administration to deploy regional responsibility system to operate the logistics affairs. The logistics system can set up 'regional logistics integration centers' at regional patrol offices in northern, central, southern and eastern areas. The structure can be constructed from the Administration, the Directorate General, and the regional offices to stipulate strategies, plan assessments, dispatch tasks and other levels of managerial tasks. The integration centers should also conduct direct connections to the governed units through information management system to fully operate the process. Furthermore, the report also confirmed the six logistics items should be the core tasks for CGA. The report pointed out that to combine strategies and execution capabilities can achieve the visionary planning of logistics system.

II. Research and Verification by the Administration

(I) Research by the Administration

In June and July of 2006, the Administration had sent researchers to each regional office and their governing warehouses to inspect the actual logistics affairs. They found out the following questions: insufficient logistics staffs, incomplete information management system, amateur warehouses managers and improper storage of usable goods. After taking the delegated report as a reference, they



常務副署長尤明錫(圖中)主持後勤工作輔訪檢討會。

You Ming-si(middle), the Regular Deputy Administrator, hosts the Logistics Counseling and Investigation Seminar.

員未專責、堪用裝備保存不當等問題，經參酌委外研究結論，以三級組織規劃，將各地區局實際從事後勤人員整合納編，自行完成「後勤整合中心研究報告」。

(二) 標竿學習

為汲取民間執行後勤整合成功經驗，本處於95年12月19日參訪拓亞林口物流中心，96年1月2日參訪向邦小港廠（原國軍聯勤302被服廠），實地瞭解物流規劃與服裝製補概況，例如：國防部與民間公司簽訂長約作法，結合其物流能量，有效摺節預算、提高製補效率、穩定服裝品質，且提供「客製化」服務，以滿足國防特殊需求，創造政府與民間雙贏的結果，此即「化民力為我力、化我力為戰力」最佳實例，殊值本署參採借鏡。

(三) 試行驗證

為推動後勤整合與六化工作，本署於95年11月函請海岸總局提報「強化地區局後勤執行能量方案」，包含整合各地區局後勤組織、統一律定作業方式、建置資訊連結平台等，該總局除頒行綱要計畫外並擇定東巡局自96年7月1日起試行驗證。

adopted the three-level organization plan and integrate actual logistics staffs in all regional offices to establish and complete the 'Research on Logistics Integration Center'.

(II) Landmark Modeling

In order to learn from the successful experience in performing logistics tasks in private sectors, the Division visited Toll Priority Global in Linkuo on December 19, 2006 and Universal Joint International Co. Ltd. (the original Armed Forces Joint Service 302 Clothes Factory) in Siaogang on January 2, 2007. The Division observed actual logistics planning and the situation of clothes production. The Division also learned that the MND has a long term contract with private enterprises to combine the logistics capabilities of them in order economize budget, elevate production efficiency and stabilize costume quality. They also provide customized services to meet the special requirements of MND to reach a win-win situation between the government and the private sectors. This is one of the best examples to demonstrate 'combining private sector forces to enrich the military strength'. This is one example that the Administration should take after.

(III). Trial for Verification

To promote the six items in the logistics integration work, the Administration has written an official letter to Coastal Patrol Directorate General to subscribe 'Project of Strengthening Regional Logistics Performance Capabilities' to integrate all logistics units in total regions, unify task methods and construct information platforms. The Coastal Patrol Directorate General has announced the outline and chosen Eastern Coastal Patrol Office for trial execution starting from July 1, 2007.

Part III. Meanings of Strategies

I.Horizontal Strategic Purposes

(I) Standardize Logistics Tasks

The Administration has different logistics methods than the military and police units. The task

參、策略的內涵

一、橫向政策目標

(一) 後勤作業標準化

本署納編軍、警機關之後勤作業方式不盡相同，且署部、總局、地區局頒行業務規定作法不一，致使同樣業務處理流程，上下、橫平層級未臻一致，加以承辦人員異動頻繁影響業務推動，為提升後勤管理效能，建立行動標準規範，爰推動後勤作業標準化。

目前已就後勤整體業務工作、作業流程不斷檢討、整併、簡化，完成「後勤相關法規及案例彙編」專書修訂，並將33項標準作業流程予以圖示化。今年除督促所屬機關按標準作業流程處理業務外，並規劃將後勤作業納入ISO國際認證，以減少作業錯誤，提高行政效率。

(二) 補給體系物流化

regulations of the Administration, the Directorate General and the regional offices are different, so inconsistency is occurred for a same task procedure to have different standards in various units. The task doers also have frequent changes to influence the promotion of tasks. In order to elevate the management efficiency in logistics affairs and construct standard regulations, the Administration tries to promote standardized operation process. Currently, the Administration has improved, integrated, simplified logistics affairs and procedures to complete 'Relating Regulations and Example in Logistics Affairs' and illustrate 33 standard processes. This year, the Administration monitored the governed units to transact affairs according to standard procedures and plan to acquire ISO certificate for its logistics affairs to minimize mistakes and obtain higher administrative efficiency.

(II) Logistics concept in supplement system

Based the logistics concept in the private sector, the Administration tries to perform integrated storage management and dispatch, construct standard warehouse management and satisfy staffs' demands, lessen unused goods amount and elevate resource using rate.

All regional offices have collected clothes supplements (such as service shoes, badges and name tags) for storage. The Coastal Patrol Directorate General has the authority to take hold of the stored amount for a balanced dispatch of all resources. This is one way to minimize warehouse storage. This year, the Administration will continue to try out clothing procurement with collective contracts and construct electronic platform to continue the preferential agreements with the private companies for a better supplement convenience.

(III) Privatize Equipment Maintenance

Because of the tremendous types of logistics goods, the equipment maintenance has been restricted by government procurement law and other relating laws to influence the maintenance time. The Administration tries to combine the mainte-



尤副署長(左二)視察地區局庫房情形。

Deputy Administrator Mr. You(second from the left) inspects the regional warehouses.

以民間物流概念為基礎，對後勤資源作整合性的存量管理與調撥，建立標準庫房管理模式，藉橫向流通適時滿足同仁需求，減少裝備物品閒置，提高資源使用率。

各地區局前已將服裝籌補（勤務工作鞋、肩章、名牌等）品項集中屯儲，並由海岸總局掌握庫存項量，對資源作整合性的平衡調撥，有效降低庫存。今年仍將試行以共同契約辦理服裝採購，建立服裝e化平台機制，持續推廣與民間廠商簽訂小額採購優惠協議，增進籌補便利性。

（三）裝備保修商維化

由於後勤類裝備型式數量繁多，裝備維修受政府採購法等相關規定限制，以致影響送修時程，規劃結合民間廠商維護能量，以減少經費支出，儘速恢復裝備妥善。

經與多家汽車修護廠簽定優惠協議，確已達縮短修護時程、節約公帑及確保品質目標。今年規劃結合資訊網路以前進支援方式維修車輛，並自行辦理「海巡艦艇維修制度之研究」，同時以群體會談方式融入創意思考，研議各項重大裝備維保最佳方式。

（四）裝備採購實用化

充份考量勤務需求與合理經費分配，經由基層需求提案，獲得功能適用、數量足夠的裝備，以維海巡勤務順利遂行。

目前已建立裝備採購自我檢核評估機制，需求單位於裝備採購評估階段，應將使用期間之後勤維修支援與經濟性納入考量，故今年將要求落實採購後驗證作業，檢討裝備不適用或閒置原因並設法改進，以節省公帑、善用海巡裝備。

（五）後勤人力專業化

執行後勤工作仍需具備相當專業知能，對於進用管道採開放方式廣納人才，進入後勤體系後，連結民間訓練資源，強化在職人員專業訓練，厚實基礎學能，使人與事適切配合，達訓用合一。

目前已建立「後勤人力資料庫」以掌握後勤人才流向、適時拔擢遷調，有關採購人員訓練、營產工程講習、整體業務巡迴講習等將持續辦理，以強化後勤從業人員專業能力，同時擇定優良企業辦理標準

nance capacity of private sectors for a lessened expenses and a faster restoring rate.

After several negotiations with numerous vehicle repairing studios for preferential agreements. The cooperation has actually shortened the maintenance times, economized budget and ensured quality. This year, the Administration has combined information technology to repair vehicles in stepping forward method and conducted 'Research on CGA Vessel Maintenance System'. At the same time, the talk has also combined creativity in group discussion to research on the best way to maintain major equipment.

（IV）Practical Equipment Procurement

To consider thoroughly about the requirement in logistics affairs and reasonable expense distribution, the basic proposal from the basic level should have good function and sufficient equipment to perform the coastal patrol missions.

Currently, the Administration has established self-evaluation system on equipment procurement. Units which have the needs should incorporate the logistics maintaining capabilities and financial abilities in the early assessment phase to plan the procurement project. Therefore, the Administration has demanded units to consolidate procurement verification tasks to assess the reasons why the equipment doesn't fit the requirement or idled for use. This would save the budget and use well of the current equipment.

（V）Professional Logistics Talents

The logistics affairs need professional skills to be performed. The Administration is open to receive any talents into the logistics system. Then they will receive professional training with the help of private sectors to consolidate their basic learning. This will improve their basic learning and combine all elements together to reach the purpose of training and practical affairs.

Currently, the Administration has established Logistics Talent Bank to trace these talents and promote them at proper times. The Administra-

學習，以激發創意、廣拓視野。

(六) 財物管理資訊化

國有財產管理朝資訊化發展為時勢所趨，建立完整資訊系統管理，使海巡財產、物品與裝備有效管理，精確掌握各項物資數量統計、分布狀況，供作各項重要決策準據。

現階段除持續精進現有管理系統功能外，今年將全面增設盤點設備，提高財物清點效率，亦配合財政部國有財產局開發全國各機關適用軟體時程，辦理各項先期作業，同時推動海巡裝備分類分項，使業管權責明確，並研議海巡裝備採集中管理之可行性。

二、縱向執行能量

(一) 試辦成果

東巡局試行「強化地區局後勤執行能量方案」係以該局後勤科為主體，將相關後勤人員專案編組集中辦公，由科長擔任組長，下設工程、營產、經理、車輛保修、裝備管理及庫房等6小組，就一般裝備、經理、辦公事務設備等三項裝備進行整合，並將財物集中分置於台東及花蓮庫房，以區域儲運中心模式運作。

試辦成果可分為上、下半年度比較：裝備維修時間方面，上半年度7.7日、下半年度4.3日；車輛維修時間方面，上半年度28.7日、下半年度5.2日，其維保時程明顯縮短，業務處理效率有效提升。

tion also regularly hold procurement staff training, management and production engineering seminars, overall affairs tour seminars and other lessons. These efforts will strengthen the professional ability of logistics staffs. The Administration also learns after landmark enterprises to excite creativity and a broader view.

(VI) Information Financial and Property Management

It is a trend the national property management becomes electronic-based. Establishing a complete information system management will efficiently manage the property, objects and equipment of CGA. This will also help the Administration to take hold of the amount of each item with precision and the items' distribution status. This will serve as the reference for any major decisions.

Currently, the Administration will continue to improve management system. This year, it expands the counting facilities and elevates the efficiency of property counting. The Administration also works with National Property Agency to develop software for all units. It will conduct early affairs and promote the categorization of CGA equipments to clarify the authorities. It will also research into the possibilities of collective management of CGA equipments.

II. Vertical Execution Capability

(I) Trial Results


Eastern Patrol Office tried out 'Project of Strengthening Regional Logistics Performance Capability'. The project is based on the Logistics Division of the Office. All logistics related staffs have worked together in one place. The division head worked as the Chief and divided six teams, which were construction, property, common goods, vehicle maintenance, equipment management and warehouse. The Division integrated the common equipments, goods and office appliances together and stored the properties in warehouses in Taitung and Hualien for the operation of regional logistics centers.

（二）全面推展

今年由本署策劃於海岸總局各地區局全面推展，組織方面增設醫療業務小組，並因應地域不同特性保留「因地制宜」彈性空間，整併庫房以降低庫存負荷、建立「裝備維修單一窗口」及資訊調撥平台，並配合署部規劃執行六化相關工作。

肆、結語

管理學大師彼得·杜拉克（Peter F. Drucker）曾說：「任何組織，無論是公司、非營利組織或是政府，當面臨外在局勢的變遷時，都要對其本身結構進行新思考，如果它繼續以舊的方式前進，就會變得無法管理」。現今全球快速競爭激烈變化的環境下，組織不斷進行調整以提升競爭力雖然重要，但行政效率才是組織再造的精髓所在。

後勤工作為本署施政基石，海巡後勤整合執行方案及六化核心目標，正是為了發揮整體後勤作業能量，提高後勤工作效率而設定之政策，並且結合實務現況貫徹執行。未來，海巡署後勤團隊將繼續秉持「止於至善」精神，透過整合前瞻規劃各項創新作為，落實管制執行後勤整合及有效支援方案，冀能發揮整體強大力量，支援海巡任務遂行。 

The results can be divided into first and later half of year. For equipment maintenance, the first half year were 7.7 days the later half were 4.3 days. For vehicle maintenance, the first half were 28.7 days, the later half were 5.2 days. The maintenance time has obviously shortened and the efficiency of transacting affairs has elevated.

(II) Fully Promotion

This year, the Administration has planned to fully promote the project in the units of Coastal Patrol Directorate General. It also planned to add medical team to the original division. It also retained the flexibility for units to adapt to local conditions by combining warehouses to lower the load of warehouses. It furthermore established Equipment Maintenance Single Window and information dispatch platform to plan the relating tasks of performing the six items of the Administration.

Part IV. Conclusion

Management master Peter Drucker once said, all organization, be it a company, a non-profit organization or government, have to reconsider their own structures when facing an external change. If it continues the old style, it will become impossible to be managed. The current global competitions have changed at rapid rate and all organization have constantly adapted themselves for an improved competitiveness. However, administrative efficiency is the essence of organization reform. Logistics is the base of the Administration. The CGA has integrated the execution project and six items core purposes just to express logistics capabilities and elevate logistics efficiency. It also combines current status to fully execute the project. In the future, the CGA logistics division will continue to achieve for better performances. Through the integrated visionary planning, innovative measures, consolidated logistics integration and efficient support, the Administration hopes to reach its overall power to support the performances of CGA missions.