



行政院海岸巡防署96年 春節前國內農漁畜產品 及菸酒走私市場調查分析

Analysis of CGA Investigation of Domestic Agricultural, Fishery, Livestock Products and Illegal Cigarette, Alcohol Trafficking Market During 2007 Chinese New Year



壹、前言

農漁畜產品走私高潮大多集中在傳統之三大節慶（春節、端午節、中秋節）前，其中尤以農曆年節為甚，目前國內自行生產之農漁畜產品貨源充裕無虞，惟不肖業者仍自大陸走私各種農漁畜及菸酒產品入境，牟取不法暴利，除嚴重擾亂國內市場供需平衡外，更擾亂國內市場經濟，造成合法業者利益受到侵害，甚至以黑心商品充作高品質之合法產品，嚴重危害國人健康。

奉行政院第3012次院會院長指示，由海巡

I. Preface

The illegal trafficking of agricultural, fishery and livestock products climaxes before the three major holidays (which are Chinese New Year, Dragon Boat Festival and Mid-Autumn Festival). The situation becomes worse during the Chinese New Year. The domestic products are sufficient in supply; however, there are still some illegal merchants who smuggled these products, cigarettes and alcohol from Mainland China for extra profits. Such behavior not only damages the demand and supplies balance in domestic market, but also disturbs domestic market economy and harms the rights of legal business owners. These illegal merchants even sell these illegal products as high quality and legal products, which might endanger the public health.



署統合內政部等10個部會，於95年11月1日成立「安康專案」，全力防範農漁畜產品、動物活體、菸、酒走私入境，除責成各機關依職權加強查緝外，另針對市面走私貨品，由聯合查緝執行小組統合各納編機關成員執行，有效遏止市面走私商品，以保障全民健康。專案執行期間成效卓著，合法漁貨市場價格微幅上揚，為瞭解及掌握走私市場動態，爰實施96年度春節前走私市場調查，據以調整查緝作為。

貳、農漁畜產品及菸酒走私市場調查

一、熱門走私物品項目：

(一) 農漁畜產品：

政府開放農漁畜產品進口的數量不多，且其採數量限制之配額方式進口，價格頗高，不法分子多從東南亞及大陸走私價格低廉的農漁畜產品；然在海巡署執行「安康專案」，走私活動於去（95）年底甚為收斂，但96年初開始，已陸續有私梟計畫走私香菇、蒜頭、竹筍、花生、金針菜、紅棗、火腿、豬腳筋等經常性熱門產品，僅就重要走私項目進行分析：

1、蒜頭：春節期間正值蒜頭最貴的時期，市場需求量大，造成蒜頭短缺，而台灣蒜頭的產量及進口的數量不敷市場需求，且兩岸價格相差懸殊，加上未開放准許間接進口，私梟利

According to the instruction of Premier Su in the 3012 meeting of Executive Yuan, the Coast Guard Administration (CGA), took the responsibility for integrating the other 10 agencies Including the Ministry of the Interior has formed "An Kang Operation" on November 1st 2006. The operation enforce with all might to prevent the smuggling of agricultural, fishery, livestock, live animals, cigarettes, and alcohol into Taiwan. Except that each agency has reinforced investigation according to their duties, another joint investigation team was also formed to investigate illegal products on the market. The team has effectively stopped the business of illegal products and secured national health. During the execution of the operation, the market price of legal fishery market has slightly gone up. To understand and control the movement of smuggling market, the Administration has performed a market investigation of smuggling market before the 2007 Chinese New Year to adjust the seizure operations.

II. Investigation of Agricultural, Fishery, Livestock Products and Cigarettes, Alcohol smuggling Market

1. Popular smuggling products

(1) Agricultural, Fishery and Livestock Products

The amount for imported agricultural, fishery and livestock products is not that much. Furthermore, it is imported with a restricted amount and the price of each product is quite high. There are illegal merchants who smuggled cheap products into Taiwan from South-east Asia and Mainland China. However, with the execution of the Administration's An Kang Operation, the smuggling activities conducted last year (2006) has decreased. Since the early 2007, there are some smugglers who plan to smuggle popular products such as mushrooms, garlic, bamboo roots, peanuts, dried Day lily flowers, red Chinese jujube, ham, and pig tendon. The following analysis has been done according to some major smuggled products.

a. Garlic: The price of garlic skyrocket during the Chinese New Year. The market demand is increasing, which makes the item insufficient for supply. The production amount of Taiwan garlic and the imported amount are short of market demand. Cross-Strait garlic price has a great difference and garlic is not allowed for indirect importing. As a result, smugglers



用貨櫃掩護或漁船走私以獲取暴利。

2、花生：春節期間南北貨市場需求量大，且兩岸價格相差懸殊（價差約3倍），加上未開放准許間接進口及適逢季節性需要，此為造成不法集團走私的主因。

3、香菇：因國人食補傳統觀念，香菇是主要搭配食材，也是本季熱門的走私物品，大陸香菇以低價大量流入國內市場。另據「台灣省香菇研究發展協會」表示：走私香菇的量幾佔國內產量的6成左右。

4、金針：在「安康專案」積極查緝行動下，走私業者不敢蠢動，致國內產銷的金針價格提高，金針合法及走私價差約2倍；由於此時期並非金針盛產期，而春節期間金針需求增加，以致供需失衡，不法利潤可觀，所以走私誘因一直難以根絕。

5、漁產：目前不法業者走私魚獲方式，多以私自直航大陸或於海峽中線購買漁貨，伺機載運進港，再併入漁市場中進行買賣，其走私漁產品則以市場需求大或高單價的魚類為主，價差約2至3倍，獲利頗豐。

（二）菸品：

由於偽菸成本低廉（每包約

use container or fishing boats to smuggle in garlic for illegal profits.

b. Peanut: During the Chinese New Year, the requirements for dried food are high. The price of dried food in Mainland has a great difference than that of Taiwan (as triple as much) and it's not allowed for indirect import. Owing to seasonal surging needs, the smuggling of peanuts is often heard.

c. Mushroom: Because of the publics' traditional concept of food supplement, the mushroom has become a major ingredient and one of the popular seasonal smuggled products. The Mainland China's mushrooms are smuggled into the market with low price. Furthermore, according to Taiwan Mushroom Research and Development Association, the smuggled mushrooms account for 60% of domestic amount.



d. Dried Day lily flower: With the active investigation of An Kang Operation, smugglers do not dare to take action with proper plans. The price of domestic dried Day lily flowers is increased. The price of legal ones is twice as higher than that of the smuggled. It is because the period is not when dried Day lily flowers flourished. During the Chinese New Year, the needs for the products increased, which incurred imbalance between demand and supply and tremendous illegal profits. Therefore, the attraction for smuggling is hard to inhibit.

e. Fishery: The current approaches of fishery smuggling by the illegal merchants are frequently via sailing directly to Mainland or went to the Mid-Strait for purchasing the fishing products. They then take chances to carry the products into the port and sell them in legal fish markets. The smuggled fish



markets are focused on selling fish that caters the needs of markets or of higher price. The price difference is two to three times, which brings pretty good profits.

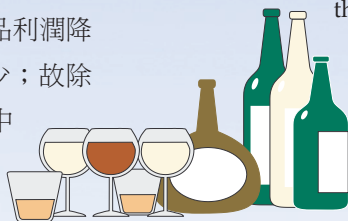
(2) Cigarettes



僅新台幣8元），與合法產品之價差甚大，然因專案期間加強取締市面走私菸品，致走私香菸利潤提高，種類以大衛杜夫、峰、七星等為主；此外，從大陸走私偽造台灣菸酒公司製造之長壽菸（尊爵）有日益增加趨勢，近來研發的藍長壽亦成為本季熱門走私項目。

（三）酒類：

政府雖已許可部分大陸酒（青島啤酒）合法進口，然大陸白酒並未在許可進口之列，惟其皆以再製酒名義，經香港或第三地等合法來台銷售。我國因加入WTO後，酒品利潤降低，走私活動大幅減少；故除金、馬地區偶有小量中轉走私夾帶外，利用漁船大宗走私情形已不多見。



（四）活體動物：

海巡署多次查獲走私鳥類等活體動物，因該寵物外型可愛、小巧易攜帶入境，其他如烏龜、松鼠等皆是熱門走私品項。

二、走私產品產地分析

1、農漁畜產品：

春節前夕市場交易十分頻繁，香菇等農產品之乾貨需求也較平時增加，此類農產品之產地除干貝大部分來自日本外，其餘多為大陸東南沿海各省所產；漁類產品

The low cost of faked cigarettes (which was only NT\$ 8 a pack) has a great price difference to the legal products. The An Kang Operation strengthen enforced the investigation and seizure of illegal cigarettes on the market, which resulted in the increased profits of illegal cigarette. The major brands of faked cigarettes are Davidoff, Fong, Mild-Seven. Besides, there is an increasing amount of mocked illegal Long Life "Zun Jyue", which is the product of Taiwan Tobacco and Liquor Corporation. The Blue Long Life is also one of the popular smuggled products of the season.

(3) Alcohol

Though the government has allowed legal importing of several alcohol brands from Mainland China "Ching Dao Beer", the white liquor is still not allowed. This kind of liquor is legally imported for sale via Hong Kong or another third place in the name of synthetic liquor. After the participation of WTO, the profit of liquor has decreased. Therefore, illegal smuggling has also decreased greatly. However, there are still smuggling of small amount of liquor in Jinmen and Matsu area. Smuggling a large amount of alcohol via fishing boats is rarely seen now.

(4) Living Animals

The Administration has seized several times of smuggling living animal. Because some pets are cute and small, which can be easily brought into Taiwan. Some popular animals include turtles and squirrels.

2. Analysis of the source of smuggled products

(1) Agricultural, Fishery and Livestock Products

The surging trading activities on the market before the Chinese New Year and the demands of more dried food such as mushrooms. Such products, except scallop was from Japan, most agricultural products usually came from coastal provinces of southeast China. Fishery products are mostly from the coast of Fujian Province.

(2) Cigarettes



亦多為大陸福建沿海所購得。

2、菸品：

中國大陸、東南亞、北韓和東歐是主要假菸產地，尤以中國大陸福建漳州之雲霄縣為銷台假菸之大宗產地。另因應國內新修正的「菸酒稅法」實施後，每包香菸的健康捐、菸稅及營業稅提高新台幣近10元之成本，擴大了販售私菸的獲利空間，致非法走私香菸難以斷絕。

參、現行查緝及精進作為

一、廣續執行安康專案、統合機關查緝能量：

藉召開「強化查緝走私偷渡聯繫會報」，整合各部會能量，廣續執行「安康專案」，並建立情資通報窗口，加強與相關機關互動交流，共同查緝以防制走私。

二、廣拓情蒐網路來源、加強情報綜整運用：

要求各查緝單位針對走私農漁畜產品、南北貨、禽鳥類、菸酒類之不法集團，就各地區特性、季節性，進行市場供需及走私管道、銷售通路，實施調查分析，掌握市場供需情形，並依通路、交易點、倉儲，佈線追源，擴大情資蒐報，並作為調整勤務部署之參考。並運用諮詢進行走私目標分析與提列，監控組織性走私集團，確實掌握不法犯案時機、動態、方式與管道等犯罪預警情資，適時通報及採取適當查緝作為，以打擊不法。

Major sources of faked cigarettes are from Mainland China, Southeast Asia, North Korea and Eastern Europe. Among them, the Yunshiao County of Jhang Jhou, Fujian Province is the largest. Furthermore, in response to the domestic newly amended "Tobacco and Liquor Taxation Act," the health donation, tax and business tax had increased almost NT\$10, which expand the profit areas of selling illegal cigarettes. Therefore, the smuggling of cigarettes cannot be totally inhibited.

III. Current interdiction and Improvement

1. Continue to perform the An Kang Operation and combine the forces of relevant Agencies.

Continuously executing An Kang Operation through the mechanism of hosting the "Coordination Meeting of Strengthen the interdiction of Smuggling and illegal immigrant" to integrate the capabilities of each agencies, and also establishing an intelligence reporting system to improve mutual communication among agencies for joint interdiction to prevent smuggling.

2. Expand the sources of information and enhance its application.

Aiming at the illegal groups that smuggling the agricultural, fishery, livestock products, dried food, living animals, cigarettes and liquor, all relevant agencies must conduct investigation and analysis of market demand and supply, smuggling channels and selling channels according to the characteristics of each region and season. The investigations will help the agencies to control the demand and supply status of the market. Furthermore, they can modify the deployment of services based on the information collected on selling channels, trading locations and stocking places for a thorough investigation. Also through the Informant applications to conduct the smuggling targets analysis and listing, monitoring the organized smuggling groups, and precisely control the early warning Information concerning the time, motivation, methods and channels of illegal activities to report timely and to adopt a suitable action for striking illegal activities.



三、確實執行巡防勤務，有效查緝走私不法：

(一) 海域勤務：

依據情資、雷情等研判重點目標，並以區域責任制針對重點海域及可疑航行目標執行嚴密巡邏勤務，全面擴大海域登檢攔查密度；針對可疑目標列管船隻、大型搬運船及非法直航兩岸之國籍漁船加強登臨與查緝工作。

(二) 港口安檢：

1. 調派特勤隊人員進駐重點漁港，協助各安檢所站實施24小時安檢、監卸勤務。
2. 對於進出港之漁船，除加強人員、身分核對外，對於進港漁船置重點於監卸及清艙。
3. 監卸人員針對漁船之卸貨，至少實施1/3開箱倒貨抽檢，並對魚貨量與種類實施照相、記錄及抽樣送驗。
4. 對於進港後未立即卸貨之漁船，派人監控，如該船出港，除要求雷達全程監控外，並通報海巡隊及其他安檢所站，加強海上登檢或進港後監卸及清艙檢查。
5. 國內商港出港之貨物，逐船派人詳細清點、檢查及作暗記，並通知目的港安檢所站，查驗運輸之貨物，是否

3. Truly execute Coast Guard missions for investigating smuggling effectively.

(1) Maritime operations

Based on the collected information and radar detection to evaluate the major targets. Using the rule of authorized region responsibility, Coast Guard units should strengthen their maritime patrol operations aimed at suspicious sea areas and target vessels. CGA should increase the frequency of boarding inspection, especially to suspicious vessels; large barges and other Taiwan registered fishing boats that sail illegally between Mainland China and Taiwan.

(2) Security inspection at the Port

- a. Assign special force personnel stayed at major ports to assist each security inspection station's 24-hour security checks and unloading monitoring services.
- b. Enhancing the check of onboard crew's identity of arriving and departing. fishing boats. Enforce services of monitoring unloading and cleaning cabin.
- c. During the monitoring unloading service, monitoring persons should check at least one-third of the catching. They should also photograph, record and sample the catching and the fish species.
- d. Execute monitoring the fishing boats, which didn't unload the catching on arrival. Radar monitoring should be imposed and notification to CGA units or other security inspection stations should be done if the boat departs the port. Boarding inspection on the sea should be executed and the inspection on arrival and clean cabin should be done immediately.
- e. Goods that are to be exported from domestic commercial ports should be carefully counted, checked and marked. It is also necessary to inform the security inspection stations where the vessel arrives to check the goods to see if the goods have been intact or changes or torn apart.
- f. Modify the surveillance system at the port area. The major monitoring areas should be the entrance and exit of port, security check docks and unloading docks. The system should help to take hold of the people and vehicles that enter and exit



到齊或掉包、拆封。

6.調整港區監控系統，置重點於港區出入口、安檢碼頭、卸貨碼頭，以掌握進出之人、車動態，及彌補勤務罅隙。

7.對入夜後進入港區之貨車、廂型車、冷凍車及可疑轎車實施檢查；針對經常進入之人、車，建立基本資料，並深入瞭解其背景與行為動態。

8.對裝載魚貨無法即時辨識之大型冷凍貨櫃車輛，實施落地追蹤檢查。

(三) 海岸線查緝：

發現在海域、近海徘徊或進入雷達盲區之船筏，立即通報海巡隊、巡防艇組及機動警力實施監控、登臨檢查，並通知安檢所站，於該船進港後，加強清艙檢查及監卸。

四、建立國際情資交流、打擊跨國走私犯罪：

為有效打擊跨國走私犯罪，積極與鄰近國家建立情資交流機制與合作辦案模式，並辦理本署相關人員至國外情治單位參訪、學習，以提升各查緝單位辦案技巧與經驗，澈底斬斷走私源頭，根絕不法情事。

五、持續辦理專業訓練、有效提昇查緝效能：

加強人員教育訓練，有效提昇查

these areas for complementing the monitoring services.

g. For vans, mini vans, refrigeration trucks that enter the port at night, they should be checked. For those people and vehicles that have frequent entrance to the port, they should be filed for further understanding of their background and behavior.

h. Ground tracking investigation should be done to those refrigeration trucks that are loaded with fish, but are unable to be real time identified.

(3) Interdiction along the Coast

Immediate notification to the CGA units, including maritime patrol flotilla, coastal patrol boat teams and mobile patrol units should be done when a boat lingers in the territory sea areas or near-shore areas or enters the blind areas of radar detection for monitoring and boarding inspection measures. It is also necessary to inform the security Inspection station for strengthened clean cabin and unloading monitoring.

4. Establish International Intelligence Exchange for striking transnational crime

To effectively against transnational smuggling and actively establish intelligence exchange and cooperation with neighboring countries, the CGA should send related personnel to visit and learn experiences from foreign intelligence units. This will elevate the investigation skills and experiences of CGA units and dismantle the source of smuggling for any illegal activities.

5. Continuing Professional Training for promoting the effectiveness of Seizure

Enhance the training of law enforcement personnel and effectively elevate the interdiction strength. Invite outstanding personnel of the CGA to share their experiences. Through the assistance of local agricultural, fishery units and related units to elevate the skills for identifying the source of smuggled products. It is also necessary to enhance their abilities to identify the camouflage of fishing boats and fishing gears for promoting investigation capability.

6. Promoting the preventive crime concept and Encourage the Public to Inform Crime

Organizing the works of "Fishery Service" and "Fishery Promotion" should be continued. Through hosting talk meetings with



緝能量，邀集海巡署優秀同仁，分享查緝工作經驗；透過地方農、漁政及相關單位協助，提昇對各類走私物品產地證明及產地之辨識技能外，並強化對漁船偽裝、漁具等識別與觀察能力，以提昇查緝能力。

六、加強犯罪預防宣導、鼓勵民眾檢舉不法：

持續規劃辦理「漁事服務」、「漁事宣導」等漁民服務工作，藉由辦理漁民座談機會，爭取漁民認同，鼓勵漁民勇於檢舉走私農漁畜產品、菸、酒、禽鳥等動物活體等線索，並宣導民眾善用「118」海巡服務報案系統、檢舉信箱（電子）等，以拓展相關線索來源，共同打擊走私犯罪活動，有效遏止不法。

肆、結語

為因應習俗年節慶典，整體交易市場較平常熱絡，基於市場需求量大增，應景之香菇、干貝、文蛤、花生及養生藥材等，皆成為走私主要項目。根據輿情及市場反映，自政府全力執行「安康專案」起，已造成違法搬運船滯留外海不敢進港、走私漁產品嚴重缺貨，以及合法漁貨價格上揚等情形，均顯示走私物品已有效阻絕於境外；另民間養殖漁業協會亦表示肯定及感謝海巡署實施「安康專案」績效，使本國養殖水產品價格穩定，嘉惠漁民甚多。未來，本署仍將持續執行「安康專案」取締非法走私，以保障全民身體健康。

（本文作者任職於海巡署情報處）

fishermen, it is possible to win their recognition and encourage them to inform clues of smuggling activities of agricultural, fishery, livestock products, cigarettes, alcohol and animals. The CGA should also encourage the public to use "118" CGA Reporting System and Reporting Mail (E-mail) Box Service for a broader source of clues. The cooperation can effectively inhibit any forms of crime.

IV. Conclusion

The general market business has become more demanding because of the Chinese New Year. Seeing the increasing market demand, the seasonal mushroom, scallop, clams, peanuts and Chinese medicine have all become the major items for smuggling. According to the public opinion and market response, the government has responsibly executed the An Kang Operation and kept illegal vessels on the outer seas instead of entering the ports. Therefore, a great shortage of smuggled fishery products is seen on the market, making the price of legal fishery products go up. The fact shows that smuggled products have been kept outside of Taiwan. Furthermore, civilian fishery aquaculture associations have given their recognition to the CGA and are thankful about the execution of An Kang Operation. The Operation has stabilized the price of local fishery aquaculture products and benefited local fishermen. In the future, the CGA will continue to perform An Kang Operation to seize smuggling for protecting the public health.

(The author is currently with the Intelligence Department of CGA.)