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「靖海專案」94年上半年查緝大陸偷渡犯之情勢分析

A scenario analysis on the "Maritime Eradication Project's" about crackdown against Mainland people trafficking for the first half of 2005

壹、前言：

為解決國內偷渡犯罪日益猖獗問題，國家安全局自本（94）年元月1日起納編內政部警政署、法務部調查局、國防部憲兵司令部及本署等情治機關，成立「靖海專案」之聯合查緝編組。本專案係以「建立聯合查緝機制、發揮協調聯繫功能」為工作目標，並以「大陸偷渡犯罪組織案件」及「肅清國內潛藏偷渡犯」為工作重點，並藉由本專案之執行，以有效杜絕偷渡犯罪不法活動，導正兩岸交流秩序，維護社會治安。

貳、專案執行績效：

（一）本專案自94年元月1日起實施迄6月30日止，計查獲偷渡犯罪案件397件、緝獲大陸偷渡犯589人（男性459人、女性130人）、涉案國人172人，其中偵破計畫性偷渡案件3件、組織性偷渡仲介與色情集團案件3件。

Part 1 Foreword:

In order to address the every rampant problem of increasing illegal trafficking migrants locally, the Bureau of State Security has since January 1, 2005, streamlined relevant intelligence units, including the Ministry of Interior's bureau of investigation, Defense Department's military police command headquarter, and the Coast Guard Administration (CGA), to organize a joint taskforce of the "Maritime eradication project". The project has taken to "Instilling a joint intelligence mechanism for excelling the coordination and contact work as the working objective, and focuses on "Mainland traffickers' organized crime cases" and "Eradicating illegal traffickers hiding locally" as the working focus by relying on the project execution in a move to effectively curtail illicit activities of the trafficking crime, restore the cross-strait exchange order, and better maintain the social law enforcement.

Part 2 Performances:

(I) Up to June 30, 2005 since the project was first inducted on Jan. 1, this year, a total of 397 trafficker crime cases have been busted, indicating 589 mainland traffickers (of 459 men and 130 women), 172 persons involve local residents; among them three systematic trafficking cases have been cracked down, in addition to three cases of organized people trafficking brokering and sex ring cases.

- (二) 依專案查獲人數 589 人中所獲資料分析，就查獲地區言，以北部地區查獲 409 人為最高，中部地區查獲 85 人次之，東部地區查獲 65 人再次之，南部地區僅查獲 30 人最低。
- (三) 就查獲縣市言，以台北縣查獲 136 人最多、依次為桃園地區 100 人、台北市 77 人、花蓮地區 62 人、台中地區 43 人、新竹地區 41 人、宜蘭地區 38 人、基隆市 18 人、金門 18 人、高雄地區 17 人，由此顯示查獲地點係以北部都會區為主外，南部地區自專案啟動迄今，尚未偵破相關計畫性、組織性偷渡犯罪案件，此等狀況，除顯示犯罪之地域分布，亦顯示南部地區查緝工作仍有待加強。
- (四) 另依據專案期間查獲大陸偷渡犯男、女人數分析，本專案期間計查獲男性偷渡犯 459 人、女性偷渡犯 130 人，比率約為 3.5 : 1，與去 (93) 年度查獲男性偷渡犯 706 人、女性偷渡犯 1,077 人，比率約為 1 : 2，兩者相比，顯示自本專案成立以來，各執行機關落實遏阻偷渡不法，積極瓦解國內偷渡仲介、色情集團及肅清潛藏大陸偷渡犯等作為，大陸偷渡女子人數遞減，相對男性偷渡犯有遞增之趨勢。

參、相關問題檢討：

一、仲介集團以各種管道交互引進：

依國內相關查緝數據顯示，專案實施期間 1-6 月份查獲合法來台非法打工之大陸地區人民計 2,714 人、緝獲大陸偷渡犯 589 人，顯示經本專案之推動及各納編機關落實之執

- (II) Of analysis on data derived from 589 individuals identified by the project, in terms of the area found, the northern area commanded the highest with 409 individuals indicted, trialed by the central area with 85 individuals, followed by the eastern area with 65 individuals, and the southern area being the lowest with only 30 individuals found.
- (III) In terms of the county and municipality of arrest, Taipei County commanded the highest of 136 individuals, trailed by the Taoyuna area of 100 individuals, Taipei City 77 individuals, the Hualien are 62 individuals, the Taichung area 43 individuals, the Hsinchu area 41 persons, the Ilan area 38 persons, Keelung City 18 persons, Kinmen 18 persons, the Kaohsiung area 17 persons; the figures show that the locale where illegal migrants were found had largely been in the northern metropolitan areas. In the southern area since the project was first launched, no organized movement, or organized crime had been identified. The scenarios not only lent a picture to the distribution of crime by region, and were also indicative that the crackdown work in the southern area needed to be stepped up.
- (IV) In addition, of analysis to illegal mainland migrants identified during the project period by gender, the project period found 459 male illegal migrants, and 130 female illegal migrants, whom were at a ratio of 3.5:1, and when compared with 706 men and 1077 women found in 2004, or at a ratio of 1:2, showed that since the project was launched, the various agencies' efforts in deterring the illicit entries, with active efforts in infiltrating local people trafficking brokering, sex ring, and in eradicating hidden mainland illegal migrants had brought down the number of female illegal migrants, notwithstanding the number of male illegal migrants had inadvertently gone up.

Part 3 An overview of relevant problems:

I. The brokering rings continue to bring in illegal migrants through various means:

Based on relevant local crackdown data, during the project implementation period from Jan. to June, mainlanders who entered Taiwan legally but worked illegally totaled up to 2,714 individuals, with 589 illegal migrants identified, which supported the fact that through the implementation of the project and a precise execution by all designated agencies had brought down the number of female illegal migrants, but



行，大陸偷渡女子人數遞減，轉而男性偷渡犯有遽增之趨勢，另國內色情業者為躲避查緝，已轉而以合法入境掩護非法打工之方式，招攬大陸地區或外籍女子入境從事色情行業仲介集團為牟取暴利，有以合法及非法管道交互運用引進大陸地區人民來台之情形，殊值注意。

二、偷渡模式有轉由大陸漁工方式取代現象：

為持續有效肅清潛藏之大陸偷渡犯，並有效遏止偷渡集團仲介大陸地區人民偷渡來台等情事，自 92 年底國內建立聯合查緝機制，持續推動「獵蛇專案」、「靖海專案」落實嚇阻偷渡不法，積極瓦解國內偷渡仲介、色情集團及肅清潛藏大陸偷渡犯等作為以來，已明顯遏止國內偷渡犯罪等不法；依據專案期間陸續查獲宜蘭籍「金信成號」、台東籍「財東慶 1 號」漁船分別載運無證及未經許可入境之大陸漁工等案例顯示，國內偷渡仲介集團為躲避查緝，藉以載運大陸漁工之方式逃避查緝來台，伺機跳船或自岸置處所脫逃進入內陸從事非法工作之趨勢遽增。

三、偷渡來台從事犯罪比例升高：

目前大陸地區人民不論是偷渡或合法來台者，從事犯罪案件之比例有日益升高趨勢，如近日的綁架案、劫財殺人案等，造成社會震驚，加上大陸人民在台並無前科、素行或指紋等檔案資料，若遭台灣黑社會集團引進從事殺手工作或淪為黑道犯罪工具，不易追查，形成社會治安嚴重的隱憂。

肆、後續作為與建議：

本專案自成立以來，無論在查緝偷渡犯罪組織、肅清內陸潛藏偷渡犯及斷源於大陸地區等作為上均逐見績效，且對國內偷渡猖獗問題較可有效控制，謹此提出相關後續作為及具體建議事項如次：

一、持續注偵蒐證，澈底瓦解組織：

本專案期間查獲 397 件偷渡犯罪案件中，僅偵破 3 件計畫性偷渡犯罪及 3 件集團

the number of male illegal migrants had inadvertently gone up. In addition, with local sex ring operators attempting to circumvent the crackdown, some of them had turned to bringing in mainlanders through legal means to engage in working illegally by turning to recruit women from the mainland or other foreign destinations for brokering them to work in the sex trade for profiting, where the scenarios of intermixing the legal and illegal means for bringing in mainlanders to Taiwan had emerged as something to be watched for.

II. The trafficking mode is being replaced by stowing through mainland fishermen:

In an effort to continue eradicating hidden illegal mainland migrants, and effectively curtailing trafficking rings from brokering mainland residents for entry to Taiwan, a joint crackdown mechanism had been instilled locally since the end of 2003, which continued to push forward the smuggling ring project, maritime eradication project, intended to deter the illicit people trafficking move by actively infiltrating local trafficking brokering, sex ring and eradicating hidden mainland illegal migrants. The project had ominously curtailed the illicit acts in local trafficking crime; based on evidence derived from the Ilan-based fishing vessel, Jin Hsin Cheng, and the Taitung-based fishing vessel, Tsia Dong Ching #1, busted during the project period for carrying mainland fishermen without ID or permit showed that local trafficking rings had begun to turn to bringing in mainland fishermen through means of ship jumping or drop shipping at the shore in order to circumvent the crackdown, and the percentage of mainlanders working illegally was on the rise.

III. The crime rate among the illicit mainland entrants is on the rise:

Presently with the proportion on the number of crime cases committed by mainland residents, whether illegally trafficked or legally entered, has been on the rise, a few instances, such as the recent kidnapping case, murder case for profiting have shocked the society, coupled with mainlanders' having no prior record, conduct or fingerprinting information, has made it difficult to track down illicit entrants brought in by gangster rings to serve as assassin or falls into being gangster crime committing tools in creating hidden concern to the society's security enforcement.

Part 4 Subsequent moves and recommendation:

The project, since its inception, has seen a gradual manifestation of its implementation yield in terms of eradicating traffickers hidden locally and curtailing the source right from the mainland area, and provides an effective control to the rampant local people trafficker issue; relevant subsequent move and tangible recommendations are presented as follows:

I. To continue focusing on gathering evidence to fully disintegrate the organization:

Among the 397 trafficking crime cases busted during the period, with only three cases of organized trafficking crime and three cases of organized crime cases found, a major reason had been attributed to the lack of gathering comprehensive evidence. As a result, when the inves-

組織性案件，歸究其因，主要係證據蒐集未全所致，故多數案件在進行查緝時，未能有效追源、擴大偵辦；為落實「追本斷源」任務目標，各執行機關應針對現有掌握之仲介偷渡、色情等相關集團，持續進行注偵及強化蒐證作為，以澈底瓦解仲介偷渡、色情集團組織。

二、配合勤務作為、肅清潛藏對象：

針對尚潛藏於內陸地區之大陸偷渡犯，應持續指導所屬就轄區涉嫌藏匿大陸偷渡犯及特種行業等場所加強清查作業，並依據清詢、情蒐及案件偵辦等方式所得之情資，結合聯合威力掃蕩等勤務作為進行查緝，俾期有效予以遏阻及肅清。

三、落實清詢工作，廣拓線情來源：

為有效遏止偷渡犯罪等相關不法，在查獲相關偷渡犯罪案件後，除應加強清詢作為，向上追查犯罪集團成員外，另亦應就清詢情資結合既有情報諮詢網路強化連繫、指導功能，以廣拓相關線情來源。

四、雙管齊下、有效杜絕：

針對專案期間發現仲介偷渡集團有利用合法及非法管道交互引進大陸地區人民從事非法工作之情事，請各執行單位若遇上述類案時，請協調警方共同依法查緝，以有效杜絕大陸地區人民非法來台工作之情事。

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tigation and arrest were made in a majority of the case, the authorities had failed to track down to the source in order to expand the depth and width of investigation. In order to achieve the mission objective of tracking down to the source and eradicating right from the source, it is prudent for all execution agencies to continue keep watch and step up gathering evidence by grasping fully the brokering trafficking, sex rings and such, in order to fully infiltrate illicit people trafficking and sex ring organizations.

II. To coordinate the duty move in eradicating subjects in hiding:

With regard to illicit mainland migrants hidden in inland areas, it is prudent to step up the crackdown and eradication move against venues of special trades that illicit migrants are prone to hide in, together with intelligence gathered through inquiry, intelligence gathering and case investigation, by combining the joint dynamic sweeping duty for broad-based investigation in anticipation of complete deterrence and eradication.

III. To enforce the eradication and inquiry work by expanding the source of intelligence gathering:

To effectively deter the illicit in trafficking crime, once a trafficking crime had been found, it is not only prudent to step up the inquiry move for tracking upward to members of the crime ring, but it is also equally important to integrate the case intelligence to the existing intelligence network by stepping up the contract and guidance effect in order to expand the source of leads and intelligence.

IV. To adopt a dual strategy for effective eradication:

In addressing the issue of how trafficking rings had turn to bringing in mainlanders for working illegally through legal and illegal means as identified during the project period, it is prudent for all execution units to coordinate with the police to join in the crackdown in the wake of such cases, in order to effectively curtail mainlanders from entering and working in Taiwan illegally.

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