



如何運用知識管理之理念提昇 臺北地檢署緝毒組之工作績效

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壹、前言

隨著歷史軌跡的推演，廿一世紀儼然已進入知識經濟之新時代，質言之，無論個人、企業、機關組織，其競爭力之有無、強弱已漸漸取決於知識質量之多寡與知識管理之良窳，擁有充份知識並管理運用得當者，勢必能創造出他人無法模仿、取代之競爭優勢，反之，未能充份增進知識，並妥為加以管理者，亦無可避免遭到淘汰之命運。筆者任職臺灣臺北地方法院檢察署（下稱臺北地檢署或本署）緝毒專組（信組）主任檢察官期間（民國 90 年 11 月至

96 年 9 月），職司督導該署緝毒業務之規劃與執行，本文係報告如何在本署施茂林檢察長、陳宏達襄閱主任檢察官之指導下，透過知識管理之理念，建立緝毒專組之組織文化，並藉以提昇該組之工作績效。

貳、背景介紹

臺北地檢署緝毒專組之成立，乃基於本署時任檢察長施茂林先生有感於以往緝毒業務情資未能有效整合，以致常有錯失破案先機以及友軍之間彼此踩線之情況發生，且檢察官之間辦案經驗之交流未能有

1. 本文作者前為本署主任檢察官，曾任內政部警政署政風室主任、法務部法制司副司長。



效進行，整體戰力為之削弱，為改善此一現況，且為配合法務部專組辦案之刑事政策，希望透過緝毒專組之設立，充份整合各方情資，提昇檢察官辦案經驗之交流，並將現代化成功企業知識管理之理念，導入本署之偵查體系，以有效地建立對於國內毒品走私、販賣網絡之監控機制，進而達成有效打擊走私、販賣毒品犯罪之目標。本組構成員之特色在於主任檢察官具有多年緝毒經驗，與大多數警調單位間，均曾有成功之合作關係，主觀上對於緝毒工作有著濃厚興趣及強烈使命感；檢察官方面，則多屬年輕、企圖心強烈但實務工作經驗不足者。就此類組合而言，欲有效提昇組織之戰力，為組員建立組織之願景以及正確之價值觀實屬當務之急，其次則是組織內部與外部即友軍間辦案經驗之交流，最後則是相關情資之蒐集、整理、判讀、具體個案戰略方針之擬定、戰術方案之選擇、查緝方案之有效執行。

參、具體作為之擬定

一、給檢察官們一個願景並建立正確的價值觀

本署位居要津人員充沛，且在業務上有往來之司法警調單位甚多，案源、情資豐富，可資運用之人力、物力不虞匱乏，因此本署緝毒專組擔負起北台灣地區走

私、販賣毒品網絡之監控、查緝者之角色，實屬責無旁貸，因此職於到職之後，首先即利用各種溝通之機會，讓檢察官們瞭解自己將扮演的是如此一個重要的角色，俾以激勵檢察官們的企圖心與榮譽感，共同建立起本署緝毒專組之願景。

其次，大體言之，緝毒工作在本質上是沈悶、危險、寂寞的，每位緝毒人員每天都要面對大量湧入的情資，情資的消化、研判耗時至鉅，且因現今科技日新月異，資力雄厚的毒販們，為求逃避查緝，在犯案過程中均極力使用不易為人知之管道，以不同之暗語彼此進行聯絡，緝毒人員即使殫精竭慮，亦未必能達成欲求之成效；案件即使偵破，為了保護消息來源，或為了使查緝手法不致曝光影響未來案件之偵辦，即使破案過程比小說還精彩，當面對媒體時，仍得保持沈默；而在行動蒐證之第一現場，槍林彈雨中生命身體所遭逢的威脅，破案後毒販放話欲對承辦人員或其家屬進行報復所造成的心理壓力……等等，林林總總，不一而足。由此可知，一位稱職的緝毒人員絕不是一般人想像中的那種類似藝人的明星人物，因此須讓檢察官深切明白這點，進而甘於忍受當個無名英雄的寂寞，否則破案後一句不經意的話，便很可能使耗時數年的監控網曝光，一切

重新來過，甚至導致檢舉人命喪槍下，因此，職於到職之初，隨即將上述理念傳達與專組檢察官同仁，俾即時建立彼等正確的價值觀，避免日後任何後遺症的發生。

二、案件偵辦技巧之傳授與經驗之傳承

如前所述，專組之檢察官大多屬年輕無經驗者，因此在專組成立之初，即由職擔負起教官之工作，以職多年來所承辦之具體緝毒案例作為教材，密集為檢察官們講解緝毒案件之基本技巧、可能面臨之各種困難及解決之道。此外，並由職透過個人之管道，對於其他地檢署所承辦之成功或失敗案例，進行深入之瞭解，再以之為教材，為檢察官分析其間之利弊得失，再從別人的經驗中汲取其優點並事先避免一般人可能犯的錯誤。組內檢察官所執行之每一具體案例，於執行後，亦均由職召集全體檢察官進行檢討，精確找出其中之利弊得失，使每件個案之辦案經驗均能為每位檢察官所分享，以充分完成經驗傳承之使命；此外，檢察官於每一專案執行完竣之後，亦均即時責成執行單位，就本案相關之電話通聯進行勾稽、比對，試圖找出已破獲之販賣、走私毒品集團與其他尚未曝光之犯罪集團之關係，再將偵查之觸角延伸到專案小組所未知之領域，以便建立起新的查緝網，查緝新的專案。

三、情報資訊網絡之建立與更新

針對各警調機關所報請指揮偵辦之個案，均先由職按案件類型之不同，建請襄閱主任檢察官轉請檢察長指定專案檢察官辦理，使相關之情資能集中在專人手上，檢察官受理之後，隨即請聲請人提出各該毒盤之組織網絡表，對於各該對象在網絡內所扮演之角色及分量進行說明，此外並要求承辦人就各該對象之前科、背景、職業、外號、交際網、使用之電話號碼、車輛、有無持有槍枝兇器等等各節，提供相關之資料，俾利專案承辦檢察官對於該毒盤能有充份之瞭解，並建立檔案。於承辦人聲請續行監聽時，則請其就該毒盤目前之動態作詳細之解說，並更新前開各該資料，以便對案情之發展能有最即時與精確之掌握。每位檢察官並定期將各該最新資訊提供與職建檔並報告案情，職如發現本組案件彼此間有重疊，或與友軍所承辦之案件有重疊之情況，隨即對之進行瞭解，並與可能踩線之友軍進行溝通，以尋求最佳之執行時機；如發現偵查方向有所偏差，亦能即時提出意見，俾使檢察官能修正全案進行之方向，掌握住專案之重點。由於情資之整合，友軍間踩線之可能性即能降至最低；又因偵辦方向能隨時檢討、調整，有限之人力、物力亦均能充份發揮其效率，而不致造成資源之浪費。



四、標準執行作業模式之建立與操作

專案檢察官偵查到達接近成熟之程度時，應即向職報告，在本組成立初期，由職召集各該檢察官及承辦單位之專案負責人舉行專案會議，先由警調單位說明認定時機成熟之具體理由，由職及檢察官就該資訊進行判讀，如警調單位可能有誤判之虞，專案檢察官即詳細說明原委，指示警調單位再作進一步查證，而勿有躁動之行為，如事證已臻明確，案情確實已經成熟，則請警調單位承辦人提出執行方案，由職及檢察官加以審核，以了解執行之對象是否為重點人物如進口商或大盤商？或只是跑腿之小弟？執行成果有無重大之價值？執行後所造成之骨牌效應是否有利於專案後續之偵辦事宜？等，掌握住戰略方針後，再確定或修正欲執行之對象；其次就整個執行方案之適法性、安全性進行斟酌，務必使行動之適法性獲得確保，安全性提昇到最高之程度。戰略方針抓穩，戰術方案敲定之後，隨即由職向襄閱主任檢察官及檢察長提出報告，並聽取指示，待檢察長核可後即進行佈署與執行，執行到案後由職提供新聞稿與襄閱主任檢察官統一對外發佈。

於本組檢察官均有具體之辦案經驗之後，專案會議由檢察官主持，職退居幕後，

擔任參謀，檢察官僅須事先將其執行方案報與職，經判定無任何疏失且可行，取得檢方內部之共識之後，即可由檢察官對外獨當一面指揮操控，俾能建立各該檢察官之威信，使之能早日成熟，獨立作戰。

五、增進與其他地檢署之合作關係

本署與台北地方法院之互動關係十分微妙，院方少數法官堅持採狹隘之管轄權概念，對於本署所查獲之重大緝毒案件，偶有以無管轄權為藉口拒收人犯之情事發生，對於執行到案之人犯，本署乃不得不協請其他地檢署收案，代為後續之偵查、起訴作業，因此本署與其他地檢署間之合作關係益形重要。為使其他地檢署能樂於與本署合作，並提供必要之協助，本署針對日後可能移送其他檢察署之個案，在執行前均會由職報請襄閱主任檢察官轉請檢察長事先通報其他管轄檢察署，請該署指定一名專案檢察官與本署合作，由於通報在先，管轄地檢署檢察官即有機會與本署專案檢察官充份溝通案情，如屬於同一販毒網，雙方即有共同規劃執行之餘地，如非屬共同偵辦之對象，由於管轄地檢察署事前參與，事後自能共同分享破案之喜悅與榮耀，相對地提供專案後續偵查起訴等業務之協助，使專案不至於因本署無管轄權而告破局。截至職調離本署為止，已與

宜蘭、基隆、台中、南投、高雄、金門、桃園、雲林、台東、屏東、嘉義、板橋等地檢署有過合作案例，合作關係均十分順利愉快，而對外亦已建立起檢方內部合作無間之優良形象，對於若干媒體所為檢察官之間爭功諉過之不實報導，殊有匡正之效果。

此外，在本署與其他地檢署合作過程中，對於特定販毒網絡，亦已漸漸建立起交叉查證之管道，對於緝毒情資之整合，均有莫大之助益，踩線之情況已逐日減少，對於全國毒盤之掌握則更臻於嚴密，成效甚佳。

肆、結語

台北地檢署緝毒專組成立以迄職調離該職，前後歷時近六年，由於前、後任檢察長策略運用成功，專組同仁於遵循前揭方式下，戮力合作，再加上檢察長與襄閱主任檢察官針對具體個案，大力協助，細心督導，已展現出相當之成果，合計破獲毒品工廠 29 間、查獲各式毒品及製毒原料

逾 8.2 公噸、各式槍枝 23 枝、制式九〇手槍子彈 451 發，成果豐碩，打擊面擴及宜蘭、台東、高雄及金門等地，甚至遠及於中國、美加及日本等地。且檢察官們歷經實戰經驗之洗禮，對於專案之承辦均能在極短的時間內獲得豐富之心得，指揮辦案之風格日趨幹練、穩健，操盤手法日益精進，並因此普遍得到各警調機關之敬重，獲獎連連（包括年度反毒有功人士三名戴文亮、曾益盛、馮成；青年獎章二名馮成、謝奇孟；周大觀文教基金會全球熱愛生命獎一人王鑫健）以致指名報請指揮偵辦之案件急速增加，令人欣喜，業務持續蓬勃發展，儼然已成為全國反毒情報暨行動中心。



How to Apply the Concept of Knowledge Management to Improve the Performance of the Narcotics Squad of the Taipei District Prosecutors Office

Da-wei Chen

I. Introduction

II. Background Introduction

III. Proposal of Specific Actions

IV. Conclusion

Yangmingshan National Park Chia-Hsin Lu



I. Introduction

With the evolution of history, the 21st century ushers in a new era of knowledge economy. In other words, the competitiveness of individuals, enterprises, and institutions depends on their amount of knowledge and effectiveness of knowledge management. Those with sufficient knowledge and good knowledge management ability can definitely develop inimitable and irreplaceable competitiveness. On the contrary, those who fail to enhance and properly manage their knowledge will inevitably be weeded out. During my term as the Director Prosecutor of the Narcotics Squad, Taipei District Prosecutors Office (from November 2001 to September 2007), I supervised the business planning and implementation of the Narcotics Squad. This paper is designated to establish the culture of the Narcotics Squad, and enhance its work performance, as based on the concept of knowledge management, and under the guidance of Mao-lin Shi, the Chief Prosecutor, and Hong-da Chen, Deputy Chief Prosecutor.

II. Background Introduction

Before the establishment of the Narcotics Squad, Taipei District Prosecutors Office, anti-drug information could not be effectively integrated, resulting in missed opportunities to solve a criminal case or lessen repetitive works done by different groups. Moreover, as prosecutors could not effectively exchange their case experiences, the overall strength of the Office was weakened. Mao-lin Shi, the Chief Prosecutor of that time, proposed setting up the Narcotics Squad to improve the situation and conform to the criminal policies of the Ministry of Justice to set up specific groups targeting corresponding cases. The establishment of the Narcotics Squad aims to fully integrate information from various sources, and enhance case experience exchanges among prosecutors. Moreover, it introduces the concept of knowledge management, as adopted by modern and successful enterprises, to the investigation system of the Taipei District Prosecutors Office, to effectively set up a mechanism for monitoring drug trafficking and dealing networks, and achieve the goal of cracking down on drug trafficking and trafficking. The characteristics of the members of the Narcotics Squad lie in that: The Director Prosecutor has years of anti-drug



experience, cooperative relationships with most police-related institutions, and strong interest in and sense of mission for anti-drug criminal investigations. Most of the prosecutors are young and ambitious, yet inexperienced. In terms of such an organization, first, it is imperative to effectively enhance the strength of the organization, and develop a common vision and appropriate values among the members. Second, the exchanges between the organization and other teams shall be enhanced. Finally, the Squad shall collect, summarize, and judge relevant information, propose strategic guidelines and tactics for specific cases, and effectively implement investigation plans.

III. Proposal of Specific Actions

1. Develop a common vision and appropriate values among members

The Taipei District Prosecutors Office is heavily staffed, has frequent contact with judicial and police units, and is abundant in case information, labor, and material resources. Therefore, it is the Office's undeniable responsibility to monitor drug trafficking and trafficking networks in northern Taiwan. First, after a prosecutor is admitted, the Office will make the prosecutor aware of the significance of his/her role, stimulate his/her ambition and sense of honor, and develop a common vision for the Narcotics Squad.

Second, generally speaking, anti-drug tasks are tedious, dangerous, and lonely. Every anti-drug officer must face and analyze the influx of information, which is tremendously time-consuming. Moreover, with ever-changing science and technology, drug traffickers with abundant financial resources adopt hard-to-find channels to avoid investigation, and contact each other with varying code words. Even if they engage in brainstorming sessions, anti-drug officers may not achieve their goals. When a case is solved, and the detection process is more intriguing than a novel, anti-drug officers must remain silent in the face of the media to protect information

sources and investigation techniques, in order to not affect future case investigations. Anti-drug officers risk their lives to investigate crimes, and may suffer from psychological stress caused by the threats of drug dealers to them or their family members. Thus, a competent anti-drug officer is by no means someone like a star or celebrity. Prosecutors are aware of this, and endure the loneliness of being an unknown hero. It is likely that a surveillance network created for years may be exposed by casual statements, meaning everything must be started over again, and may even lead to death. As a result, when a prosecutor is admitted, he/she will immediately receive training regarding the above concepts, and form appropriate values to avoid future troubles.

2. In terms of case experience sharing and learning, as mentioned above, most prosecutors in the Squad are young and inexperienced; hence, at the initial establishment of the Squad, I served as their coach. I utilized specific anti-drug cases over the years as teaching materials to offer intensive training, which covered basic investigation techniques, potential difficulties, and solutions. Additionally, I collected both the successful and failed cases of other offices to explain to my subordinates, thus, we drew lessons from others' failure to avoid similar mistakes. Each time a case was closed, I would organize the entire Squad to review the case, where we accurately identified the pros and cons and shared



each case among the team, in order to fully learn each other's experience. Furthermore, after each project was completed, prosecutors collected and compared relevant phone calls with other cases to identify associations with other drug-manufacturing groups and unsolved cases. In this way, we expanded our investigation network and found new projects.

3. Establishment and update of intelligence information networks

In terms of each case reported by relevant police and investigation authorities, I classified it first, and then, escalated it to the Deputy Chief Prosecutor, who then escalated it to the Chief Prosecutor. The Chief Prosecutor determined which prosecutor should take charge of the case and facilitate the

collection of information to a specific prosecutor. After a case was accepted, the prosecutor would request the applicant to offer the information of the organization network of the drug trafficking group, and describe the roles and status of each subject suspected. Moreover, the prosecutor asked the undertaker to provide data on various details, such as criminal records, backgrounds, occupations, nicknames, social contacts, phone numbers, vehicles, and lethal weapons. In this way, the prosecutor could thoroughly understand the case and register it. When the undertaker applied for continuous communication monitoring, the undertaker was asked to describe the status of the criminal group in detail, and update various information to facilitate an understanding of the case in a real-time

and accurate manner. Each prosecutor would regularly update the latest information of their cases. If I found that there were overlapping cases among my subordinates or with other departments or authorities, I could immediately investigate and communicate to identify the best execution timing. If I found that a prosecutor's investigation direction deviated from the essence of a case, I could give suggestions to help the prosecutor grasp the key points. To sum up, as information was fully integrated, overlapping and repetitive works were minimized, investigation directions were reviewed and promptly adjusted, and labor and material resources were fully utilized.

4. Establishment and implementation of standard execution mode

When a prosecutor believed that his/her investigation was almost completed, he/she would report to me. At the

initial establishment of the Narcotics Squad, I gathered prosecutors and persons-in-charge of projects to have project meetings. First, a police investigation unit would explain the specific reasons why it believed that the timing was mature, and then, my subordinate prosecutors and I would judge the information. In case of any mistakes made by a police investigation unit, the prosecutor in charge of the relevant project would explain and command the police investigation unit to further verify their facts, and thus, avoid any rash actions. If evidences were clear, and timing was mature, I could ask the undertaker of the police investigation unit to propose an action plan, which would be reviewed by my subordinate prosecutors and I to determine if the subject was a key figure, such as an importer or wholesaler, if the subject was just a underling, if the execution results would have major value, or if



the domino effect after the execution would facilitate follow-up detection. After creating the strategic guideline, we would determine or revise the subjects, and consider the legalities and security of the action plan, as we must ensure legality and maximum security. After the strategic guideline and action plan were determined, I would immediately report to the Deputy Chief Prosecutor and the Chief Prosecutor, and listen to their instruction. With the approval of the Chief Prosecutor, deployment and execution would soon be carried out. When the case was closed, I would prepare a press release and issue it together with the Deputy Chief Prosecutor.

After the prosecutors in the Squad accumulated case experience, project meetings were presided over by prosecutors in turn, and I served as their adviser, thus, prosecutors only needed

to report their action plans to me in advance. When there were no mistakes, the plan was feasible, and an internal consensus was concluded, the prosecutor would independently command and instruct. In this way, prosecutors enhanced their confidence and practical skills, in order that they could become mature to take action independently.

5. Enhanced cooperation with other district prosecutor offices.

The Taipei District Prosecutors Office has subtle interactions with the Taipei District Court. A few judges adhere to the concept of narrow jurisdiction, and occasionally, rejected major anti-drug cases seized by the Taipei District Prosecutors Office with the excuse of no jurisdiction. The Taipei District Prosecutors Office had to ask other district prosecutors offices to accept such cases, and continue the follow-up investigation and prosecution. There-

fore, cooperation between the Office and other district prosecutor offices is extremely important. In order to make other district prosecutors offices willing to cooperate with the Office and provide assistance, in terms of the cases that might be transferred to another prosecutor office, I would report the situation to the Deputy Chief Prosecutor, who would then ask the Chief Prosecutor to notify the other prosecutor's office in advance, and assign one project prosecutor to cooperate with the Office. Due to such advance notice, the prosecutors of other prosecutor offices had the opportunity to fully communicate with the Office on the case. If both parties were investigating the same drug trafficking group, we could have common planning. If the other party did not investigate the same drug trafficking group, as the other party participated in the case in advance, it could share the joy and honor of closing the case and provide follow-up assistance.

In this way, the case would not be rejected due to no jurisdiction. When I transferred from this post, I had pleasantly and smoothly cooperated with the district prosecutor offices of Yilan, Keelung, Taichung, Nantou, Kaohsiung, Kinmen, Taoyuan, Yunlin, Taitung, Pingtung, Chiayi, and Banqiao. While we have built a good image of close cooperation among district prosecutor offices, some false reports of prosecutors taking credit for someone else's achievements has had adverse effect on our good image.

Moreover, during cooperation between the Office and other district prosecutor offices, in terms of specific drug trafficking networks, we have gradually established cross-checking channels, which are greatly conducive to the integration of anti-drug information, and overlapping investigations gradually decreased. As we have more rigorous understanding of the overall drug trafficking situation in Taiwan, we can make better achievements.



IV. Conclusion

From the establishment of the Narcotics Squad, Taipei District Prosecutors Office to my transfer from the Squad, nearly six years has passed. As the two Chief Prosecutors have successfully applied strategies, the members of the Squad follow the aforementioned methods and work hand in hand. Moreover, Chief Prosecutors and Deputy Chief Prosecutors provide support and patient guidance for individual cases, thus, the Squad has made remarkable achievements. In summary, the Squad seized 29 drug-manufacturing factories, 8.2 tons of various drugs and drug-manufacturing raw materials, 23 guns, and 451 bullets for guns with 9 mm parabellum. We had rewarding results, and extensively cracked down on criminals from Yilan, Taitung, Kaohsiung, Kinmen, and even mainland China, as well as the U.S., Canada, and Japan. As prosecutors can obtain a wealth of experience within a short time, their investigation styles become increasingly mature and effective, and they can better control the progress of cases. Therefore, the prosecutors have acquired the respect and praise from various police investigation agencies. (For instance, Wen-liang Tai, Yi-cheng Tseng, and Cheng Feng won the title of Annual Excellent Anti-Drug Officer. Cheng Feng and Chi-meng Hsieh received the Youth Medal. Hsin-chien Wang won the World Love of Life Award of the Chou, Ta kuan Foundation.) Thus, prosecutors are named to investigate more cases, works continues to flourish, and the Office seems to have become a national anti-drug intelligence and action center.