

1937-1963

第四章

Chapter 4

# 風雨飄搖現生機

Vitality in the Midst  
of Critical Times

# 目 錄

第四章	風雨飄搖現生機 (1937-1963) .....	169
第一節	香港淪陷前的九龍關問題 .....	178
第二節	戰後重組的緝私隊 .....	186
第三節	中港緝私協定 .....	196
第四節	中華人民共和國的建立 .....	204
第五節	韓戰後香港緝私隊的發展 .....	214

# Contents

Chapter 4	Vitality in the Midst of Critical Times (1937-1963) ...	169
Section 1	Problems of Kowloon Customs before Occupation of Hong Kong .....	179
Section 2	Restructured Preventive Service after War ...	187
Section 3	China-Hong Kong Anti-Smuggling Agreement	197
Section 4	Establishment of People's Republic of China	205
Section 5	Development of Hong Kong Preventive Service after Korean War .....	215

# 本章大事年表

時 間	事 件	時 間	事 件
1937年7月7日	● 日本軍隊炮轟北京蘆溝橋，中日戰爭全面爆發。	1947年1月1日	● 為了加快戰後經濟復蘇，美國和英國等23個國家在日內瓦簽訂《關稅暨貿易總協定》（General Agreement on Tariffs and Trade，簡稱GATT），通過減低各國間的關稅，促進國際自由貿易。
1938年5月2日	● 英國答應日本要求，將日本已佔領中國地區所徵收的關稅移交日方，埋下英國逐步喪失中國海關控制權的伏線。	1948年1月12日	● 中國和香港政府簽署《中港緝私協定》（Hong Kong-China Customs Agreement），促使中國海關和香港緝私隊合作，打擊香港附近水域猖獗的走私活動。
1938年10月8日	● 香港政府頒布緊急法令，宣布香港為中立地區，以免捲入中日戰爭。	1949年4月1日	● 聯合國配給糧食行動結束，物料供應、貿易及工業署和出入口管理處合併，成為工商業管理處（Commerce and Industry Department），負責香港的進出口管制、應課稅品及打擊走私等事宜。
1938年10月21日	● 日本佔領廣州，切斷了中國透過九廣鐵路輸入軍事物資的渠道，日軍侵略逐步威脅香港的安全。	1949年5月30日	● 中共政府褫奪美國人李度（Lester Knox Little）的中國海關總稅務司職務，中國恢復失去了94年的海關控制權。
1939年10月	● 日本駐港總領事要求九龍關稅務司將九龍關劃歸駐廣東日本軍隊監管，並將關稅收益移交日方，但為九龍關稅務司所拒絕。	1949年8月	● 香港政府通過《人口登記條例》（Registration of Person Ordinance），透過簽發身份證，掌握本港人口資料。
1940年7月	● 日本駐港總領事再次要求將九龍關撥歸日本軍隊控制，英國正在歐洲和德國作戰，無法對日採取強硬態度，港府因而答應日本派聯絡員到九龍關駐守。	1949年10月1日	● 中華人民共和國宣布成立。
1941年12月25日	● 香港淪陷，緝私隊被解散，部分中國籍緝私隊員回內地參加中國軍隊，與日作戰。	1949年10月21日	● 九龍關稅務司經蔚斐（W.H. King）與北京政府通電，表示和已遷往台灣的中国海關總稅務司署斷絕關係。
1945年8月15日	● 日本宣布向盟軍投降，中國在抗日戰爭中取得最後勝利。	1950年1月	● 九龍關改稱為中華人民共和國九龍海關。
1945年9月16日	● 英國海軍少將夏慤（Cecil Harcourt）代表英國接受駐港日軍的投降，並成立香港軍政府，設立物料供應、貿易及工業部（Supplies, Trade and Industry Section），對當時供應短缺的食米、燃油、煤炭等進行價格管制，實施糧食配給。另一方面，緝私隊重組，協助軍政府管制物資供應。	1950年6月25日	● 北韓與南韓開戰，展開為時三年的韓戰。
1945年9月20日	● 香港政府廢除鴉片專賣，並把鴉片納入為危險藥物。	1950年7月	● 香港對北韓實施禁運，禁止任何貨物由香港出口至北韓。
1946年5月	● 楊慕琦（Mark Young）復任港督，結束軍政府統治，宣布由物料供應、貿易及工業署（Supplies, Trade and Industry Department）接管軍政府時期管制食米、燃油等物資的任務。		

# 本章大事年表

時 間	事 件	時 間	事 件
1950年8月	● 香港政府修訂《進出口條例》，規管一系列戰略物品的出口。任何人若從香港出口這些物品，都必須向工商業管理處申請出口牌照。	1959年	● 緝私隊開始規管無水醋酸的進出口。
1950年10月19日	● 中國政府派遣人民志願軍進入朝鮮半島，落實「抗美援朝」政策。	1961年6月16日	● 《關稅暨貿易總協定》成員國簽訂《棉紡織品國際貿易短期協定》（Short-term Arrangement Regarding International Trade in Cotton Textile），限制指定類別紡織品出口至美國和英國。
1950年10月	● 中國政府撤消了擁有63年歷史的九龍關駐港辦事處。	1962年8月	● 配合英國、美國及加拿大對香港紡織品實施入口配額制度，工商業管理處成立紡織品管制科（Textile Controls Branch），確保香港紡織品出口商符合各國的配額規定。
1951年	● 美國通過《貿易協定延長法》（Trade Agreements Extension Act），規定日後美國和其他國家之間的任何貿易協定，都必須附有「逃避條款」（Escape Clause），在美國本地工業因大量外國貨品入口而受到威脅時，可以取消對外國貨品的關稅優惠。此乃美國貿易保護主義抬頭的先聲。	1962年10月1日	● 《棉紡織品國際貿易長期協定》（Long-term Arrangement Regarding International Trade in Cotton Textile）取代《棉紡織品國際貿易短期協定》，令香港紡織品出口受到更全面的限制。
1951年5月18日	● 由於中國支持北韓對抗聯合國在朝鮮的部隊，聯合國大會通過對中國及北韓實施禁運的決議。		
1951年6月25日	● 工商業管理處執行聯合國對中國和北韓禁運的決議，實行更嚴格的進口管制。任何入口至香港或經香港轉口的貨物，都要向工商業管理處證明，該貨品只供本港使用或轉口至合法國家。這嚴重影響了香港工廠來自中國的原料供應，以及香港依靠中國出口的轉口貿易。		
1953年7月27日	● 韓戰結束。受韓戰禁運的影響，香港轉口貿易大幅萎縮，遂發展紡織、成衣等工業，成為香港經濟的另一出路。		
1956年	● 緝私隊正式成立緝私隊訓練組（Training Section of the Preventive Service），緝私隊的助理總緝私督導主任（Assistant Chief Preventive Officer）成為該組首任校長。		
1957年	● 不法分子以工業用甲醇釀酒，引致多人飲用後死亡。此事引起社會各界的關注，緝私隊開始規管及向甲醇徵稅，保障市民健康。		



# Chronology Of Major Events In This Chapter

Time	Event
7 July 1937	Japanese troops bombarded Lugou Qiao (Macro Polo Bridge) in Beijing. The Sino-Japanese War broke out.
2 May 1938	Upon Japanese demand, Britain agreed to transfer to Japan customs tariffs collected within Japanese-occupied Chinese territories, which presaged Britain's gradual loss of control over the Chinese Customs.
8 October 1938	The Hong Kong Government issued an emergency order proclaiming Hong Kong as a neutral zone to avoid being embroiled in the Sino-Japanese War.
21 October 1938	After the fall of Guangzhou, the Kowloon-Canton Railway as a pipeline for transfer of military supplies to China was sealed off. The Japanese invasion was threatening the security of Hong Kong.
October 1939	The Consul-General of Japan in Hong Kong demanded Inspector of Kowloon Customs to hand over to Japanese troops in Guangdong the control of the Kowloon Customs and forfeit tariff revenue to the Japanese, but the Inspector refused.
July 1940	The Consul-General of Japan in Hong Kong again demanded that the Kowloon Customs be put under Japanese troops. Britain was waging war in Europe with Germany thus unable to respond in strong resistance. The Hong Kong Government eventually allowed Japanese coordinators to station at the Kowloon Customs.
25 December 1941	The Preventive Service was disbanded upon Japanese occupation in Hong Kong. Some Chinese members of the Preventive Service returned to the Mainland and joined the Chinese army to fight against the Japanese.
15 August 1945	Japan surrendered to the Allies, with China securing the final victory in its war against Japan.
16 September 1945	British Rear Admiral Cecil Harcourt on behalf of Britain accepted the surrender of Japanese troops stationed in Hong Kong and established a temporary military government in Hong Kong. The Supplies, Trade and Industry Section was set up to control the prices of items in short supply such as rice, fuel and charcoal and to practise food rationing. In the meantime, the Preventive Service was reinstalled to assist the military government's control of supplies.
20 September 1945	The Hong Kong Government abolished the Opium Monopoly, classifying opium as a dangerous drug.

Time	Event
May 1946	Mark Young resumed his governorship, disbanded the military government and announced that the Supplies, Trade and Industry Department take over from the military government the duty to control supplies of rice and fuel, etc.
1 January 1947	To speed up the post-war economic recovery, 23 countries including the United States and Britain signed the General Agreement on Tariffs and Trade, or GATT, in Geneva, agreeing to reduce the tariffs among countries to enhance free trade.
12 January 1948	The Chinese and Hong Kong Governments signed the China-Hong Kong Anti-smuggling Agreement to enhance cooperation between the Chinese Customs and the Preventive Service in combating the rampant smuggling activities in the vicinity of the Hong Kong waters.
1 April 1949	The United Nations' measure of food rationing ended. The Supplies, Trade and Industry Department as well as the Imports and Exports Department were merged to form the Commerce and Industry Department, responsible for import and export control, duty collection and anti-smuggling operations, etc.
30 May 1949	The Government of the People's Republic of China terminated American Lester Knox Little's office as Inspector General of the Chinese Imperial Maritime Customs, restoring the control of customs deprived for 94 years.
August 1949	The Hong Kong Government enacted the Registration of Person Ordinance for better understanding of the population in Hong Kong through issuing of identity cards.
1 October 1949	The People's Republic of China was established.
21 October 1949	Inspector of Kowloon Customs W.H. King communicated with the central government in Beijing and stated having severed the ties with the Chinese Imperial Maritime Customs that had moved to Taiwan.
January 1950	The Kowloon Customs was renamed the Kowloon Customs of the People's Republic of China.
25 June 1950	The three-year Korean War between North and South Korea began.
July 1950	The Hong Kong Government imposed an embargo against North Korea, prohibiting any goods from being exported to North Korea.

# Chronology Of Major Events In This Chapter

Time	Event
August 1950	The Hong Kong Government amended the Importation and Exportation Ordinance, regulating the export of a series of strategic commodities. Anyone exporting these commodities from Hong Kong had to apply for Export Licences from the Commerce and Industry Department.
19 October 1950	The Chinese Government sent the Chinese People's Volunteer Army to the Korean Peninsula, putting into practice the policy to “resist America and aid Korea”.
October 1950	After 63 years of operation in Hong Kong, the Kowloon Customs’ office was withdrawn by the Chinese Government.
1951	The United States approved the Trade Agreements Extension Act, stipulating the inclusion of an Escape Clause in any trade agreement between the United States and any other countries. This allowed tariff concessions for foreign goods to be lifted once the United States’ local industries were threatened by the massive import of foreign goods, heralding the United States’ trade protectionism.
18 May 1951	As China was supporting North Korea in fighting against United Nations troops in North Korea, the United Nations General Assembly passed a resolution of embargo against China and North Korea.
25 June 1951	In response to the United Nations’ embargo against China and North Korea, the Commerce and Industry Department strengthened the import control, requiring proof to the Department that goods imported into or transited via Hong Kong were for local consumption in Hong Kong or transit to permitted countries. This seriously affected the raw materials supply to Hong Kong industries from China and Hong Kong’s re-export trade that relied on China’s export.
27 July 1953	The Korean War ended. Resulting from the embargo during the War, the re-export trade in Hong Kong shrank significantly, prompting the development of textile, garment and other industries as a new impetus to the Hong Kong economy.
1956	The Preventive Service set up the Training Section headed by an Assistant Chief Preventive Officer.
1957	Industrial methyl alcohol was abused to adulterate liquors, resulting in casualties after consumption and arousing public concerns. The Preventive Service therefore started to regulate and levy duties on methyl alcohol to safeguard public health.
1959	The Preventive Service started to regulate the import and export of acetic anhydride.

Time	Event
16 June 1961	Member states of GATT signed the Short-term Arrangement Regarding International Trade in Cotton Textiles, controlling the export of prescribed categories of textile products to the United States and Britain.
August 1962	In response to the import quota system imposed by Britain, the United States and Canada on Hong Kong’s textile products, the Commerce and Industry Department set up the Textile Controls Branch to ensure that local textile exporters conformed to the quota requirements of various countries.
1 October 1962	The Long-term Arrangement Regarding International Trade in Cotton Textiles replaced the Short-term Arrangement Regarding International Trade in Cotton Textiles, imposing more comprehensive restrictions on Hong Kong’s textile products.

## 香港淪陷前的九龍關問題

1937年7月7日蘆溝橋事變發生後，抗日戰爭全面爆發，日本擁有先進的海陸空部隊，很快便佔領中國沿海地區，並向華南地區推進。為支援內地戰線，國民黨和共產黨八路軍，分別以榮記行貿易公司和粵華公司的名義，在香港設立辦事處，協助軍事物資經香港輸入內地，並且呼籲香港各界參與抗日工作。由於日軍逐漸逼近華南地區，為免香港捲入中日戰爭，香港政府在1938年10月8日頒布緊急法令，宣布香港成為中立地區，對中日戰爭保持中立，禁止港商為中國和日本維修船隻及提供糧食，並且不准市民進行大型集會遊行。1938年10月21日，日本佔領廣州，不僅切斷中國通過九廣鐵路從香港輸入軍事物資的渠道，大軍壓境也直接威脅香港的安全。1938年12月，英國殖民地部在發給港督羅富國（Geoffry Northcote）的電報中指出，若容許軍火由卡車或商船從香港出口至廣東省，將損害香港的利益。因此，在1939年1月起，香港政府下令禁止對中國出口軍火和彈藥。1939年3月，香港政府更突擊搜查共產黨八路軍駐港辦事處，並扣押辦事處的工作人員。<sup>1</sup>

## PROBLEMS OF KOWLOON CUSTOMS BEFORE OCCUPATION OF HONG KONG

After the Lugou Qiao (Macro Polo Bridge) Incident on 7 July 1937, the Sino-Japanese War broke out. With its advanced armed forces, Japan swiftly occupied China's coastal regions, moving inland towards the South. To support the battlefield in the Mainland, the Chinese Nationalist Party and the Eighth Route Army of the Communist Party, in the name of the Wing Kee Hong Trading Company and South China Company respectively, set up offices in Hong Kong to help transport military supplies into the Mainland via Hong Kong and to appeal to the Hong Kong community for participation in resistance against Japan. As the Japanese troops closed into Southern China, the Hong Kong Government issued an emergency order on 8 October 1938 proclaiming Hong Kong as a neutral zone to avoid being embroiled in the Sino-Japanese War. To remain neutral in the War, the order prohibited Hong Kong businessmen from providing Chinese or Japanese with services for ship repair or foods replenishment. It also forbade the citizens to take part in large-scale assemblies or rallies. On 21 October 1938, after the Japanese had occupied Guangzhou, the Kowloon-Canton Railway was severed, cutting off the channel for transporting military supplies into China. The Japanese troops in close proximity also threatened the security of Hong Kong. In December 1938, in a telegram to Geoffry Northcote, the Hong Kong Governor, the British Colonial Office took the view that permitting firearms to be transported from Hong Kong to the Guangdong Province by trucks or merchant vessels would jeopardize the interest of Hong Kong. As a result, from January 1939, the Hong Kong Government forbade the export of firearms and ammunition to China. In March 1939, the Hong Kong Government even raided the office of the Communist Party's Eighth Route Army in Hong Kong and detained its staff members.<sup>1</sup>



中國各地海關均由中國海關總稅務司署控制，但在日軍佔領中國沿海地區後，日本政府便向英國政府施壓，要求總稅務司將日佔地區內海關所徵得的關稅，存於當地的日本正金銀行，作為向日本支付庚子賠款（即八國聯軍侵華戰爭後，清政府對列強的賠款）的一部分。英國政府為免觸怒日本，在 1938 年 5 月 2 日答應日本的要求。日本在佔領區扶植的傀儡政府亦陸續接管佔領區內的海關，並由日方人員主持。<sup>2</sup>

1938 年 10 月，日軍佔領了廣州和接壤香港的深圳，並控制了管轄九龍關的粵海關及深圳邊境的海關管制站，引致九龍關管轄權和雙重徵稅的問題隨即出現。本書第一章曾提及，在 1887 年，中國海關總稅務司署粵海關在香港設立九龍關，負責對經香港運往內地的鴉片和其他貨物徵收關稅，以及打擊利用水路從香港走私鴉片往內地的活動；但自 1910 年 10 月 1 日九廣鐵路通車後，香港大部分貨物都經該鐵路運往內地，九龍關遂於 1911 年 10 月 5 日在尖沙咀設立九龍車站關廠，向由香港輸往廣東省的貨物徵稅。由於粵海關的控制權於 1938 年落入日本人手中，若港府讓九龍關繼續在九龍車站關廠為中國政府徵稅，一方面會造成雙重徵稅問題，即貨物輸往深圳時須向日本控制的深圳邊境管制站再次繳稅；另一方面，亦可能會觸怒日本政府，引致日本繼續封鎖粵港邊界，無法恢復中斷了的粵港貿易渠道，嚴重打擊香港經濟。然而，如果香港政府答應



【圖一】  
1919 年尖沙嘴九廣鐵路總站

[Picture 1]  
Terminus of the Kowloon-Canton Railway in Tsim Sha Tsui in 1919



【圖二】  
約 1925 年尖沙嘴九廣鐵路總站大堂（圖右是九龍關駐九龍車站關廠，窗櫺上寫有「Chinese Maritime Customs」）

[Picture 2]  
Terminus Concourse of the Kowloon-Canton Railway in Tsim Sha Tsui circa 1925 (on the right was an office of Kowloon Customs with signage "Chinese Maritime Customs")

At this time, the Inspector General of the Chinese Imperial Maritime Customs was in control of the customs in China. However, after occupying the Chinese coastal regions, the Japanese Government started to exert pressure on the British Government, demanding that the Inspector General deposit customs tariffs levied in Japanese-occupied regions into the local branches of the Japanese Specie Bank Limited as part of the reparation payment of the Boxer Rebellion Indemnity to Japan (indemnity paid by the Qing Government to the big powers after the Eight-Nation Alliance Incident). In order not to infuriate Japan, the British Government agreed to this demand on 2 May 1938. The puppet governments Japan had nurtured in its dominion began to take over the customs in these regions, headed by Japanese officials.<sup>2</sup>

In October 1938, the Japanese troops occupied Guangzhou and Shenzhen, which bordered Hong Kong, and took control of the Kowloon Customs, which was subordinate to the Guangdong Customs, and other Customs checkpoints at the Shenzhen border. This immediately resulted in the problem of jurisdiction over the Kowloon Customs and the issue of double taxation. As mentioned in Chapter 1, the Guangdong Customs of the Chinese Imperial Maritime Customs set up the Kowloon Customs in Hong Kong in 1887 to levy tariffs on opium and other goods imported from Hong Kong to the Mainland as well as to combat opium smuggling into the Mainland from Hong Kong by sea. However, since the operation of the Kowloon-Canton Railway on 1 October 1910, the rail mode had been used for transport of most cargo from Hong Kong to the Mainland. On 5 October 1911, the Kowloon Customs therefore set up the checkpoint at the Kowloon Railway Station in Tsim Sha Tsui to levy tariffs on goods transported from Hong Kong to the Guangdong Province. After the Guangdong Customs had fallen into the hands of the Japanese in 1938, the Hong Kong Government could not continue the practice to allow the Kowloon Customs to levy tariffs at the Kowloon Railway Station for the Chinese Government without generating the problem of double taxation, as tariff would then be levied again when the goods were transported through the checkpoint at the Japanese-controlled Shenzhen border. On the other hand, the practice could infuriate the Japanese Government, causing it to continue blocking the Guangdong-Hong Kong border, leaving the trade lane between the two places unopened, hence inflicting serious impacts on Hong Kong's economy. However, if the Hong Kong Government agreed to the Japanese request for the placement of a Japanese personnel in the Kowloon Customs, it would inevitably whip up the anti-Japanese sentiments in the Hong Kong community. Following the outbreak of the Second World War in September 1939, Britain was too busy to divide its attention to issues in Asia, leading to its softened stance in the embargo against China and the issue of the Kowloon Customs.<sup>3</sup>

In October 1939, the Consul-General of Japan in Hong Kong



日本要求讓日方人員到九龍關任職，難免會激起香港市民的反日情緒。隨着第二次世界大戰在 1939 年 9 月正式爆發，英國無暇兼顧亞洲地區問題，在對華禁運及九龍關問題上的態度亦開始軟化。<sup>3</sup>

1939 年 10 月，日本駐香港領事向當時的九龍關稅務

司要求將連同九龍關總部在內的關務劃歸駐廣東日本軍隊監管，並將所收到的關稅存於日本正金銀行；以及只有在日本駐港領事的同意下，才可將關稅收入用作九龍關的日常開支。九龍關稅務司於是請示港督楊慕琦（Mark Young），楊慕琦認為日本並未佔領位於香港的九龍關，所以不應將九龍關的稅款繳交日方。另一方面，中國海關總稅務司署認為，雖然日軍佔領深圳後導致九廣鐵路停駛和九龍關稅收驟減，但當時九龍關設於大鵬灣的另一關廠仍由中國政府所控制，每月可徵得 10 萬港元關稅，是九龍關主要的關稅來源。若日軍強行佔領大鵬灣，便須駐紮大量軍隊防範周遭地區游擊隊的襲擊，所需軍費昂貴，可謂得不償失。因此日本希望通過控制在香港的九龍關總部控制大鵬灣一帶關廠的關稅收入。九龍關考慮過上述的理由後，便拒絕了日方的要求。<sup>4</sup>

早在 1937 年抗日戰爭全面爆發時，香港政府便默許中國政府利用香港走私戰略物品回內地。1940 年 5 月，德國入侵西歐，英國和德國在歐洲的戰爭全面展開，日本雖為德國的盟友，但在亞洲仍和英國維持和平的關係。由於英國政府認為無法同時和德、意、日開戰，因此當日本在 1940 年 6 月 24 日要求英國關閉香港邊界，並將對華禁運的範圍由軍火彈藥擴大至燃料、汽油、石油、卡車和鐵路建造材料等戰略物品時，英國皆採取忍讓的態度。7 月 17 日，英國政府答應日本對華禁運的要求，並於翌日開始實施對華禁運；港府遂在粵港



【圖三】

1938 年 10 月日軍佔領深圳後在邊境和香港軍隊對峙

【Picture 3】

Japanese troops confronted Hong Kong troops at the border after Japan's invasion of Shenzhen in October 1938

made a requisition to the Inspector of Kowloon Customs, demanding that the entire Kowloon Customs be placed under the control of the Japanese troops in Guangdong, and that all tariff revenue be transferred to the Japanese Specie Bank Limited not to be allocated for operation of the Kowloon Customs unless with approval of the Consul-General of Japan in Hong Kong. The Inspector of Kowloon Customs thus sought instructions from the Hong Kong Governor Mark Young, who opined that, as the Japanese had yet to occupy the Kowloon Customs in Hong Kong, the tariffs levied by the Kowloon Customs should not be handed over to the Japanese. Furthermore, the Inspector General of the Chinese Imperial Maritime Customs pointed out that the checkpoint of the Kowloon Customs at Mirs Bay under Chinese control with a monthly tariff revenue of HK\$100,000 could still provide the major source of revenue for the Kowloon Customs, despite the suspension of the Kowloon-Canton Railway and the sharp decline in tariff revenue at the Kowloon Customs as a result of the Japanese occupation in Shenzhen. If Japan were to invade Mirs Bay, it would have to bear immense expenses for stationing a large troop there to guard against guerilla attacks from surrounding areas, hence more a loss than gain. For this reason, Japan hoped to control the Kowloon Customs Headquarters in Hong Kong so as to seize tariff levied by the checkpoints along Mirs Bay. Taking all these factors into consideration, the Kowloon Customs rejected Japan's demand.<sup>4</sup>

As early as 1937 when the Sino-Japanese War broke out, the Hong Kong Government had already acquiesced to the smuggling of strategic commodities to the Mainland through Hong Kong. In May 1940, Germany invaded Western Europe, invoking the war in Europe between Britain and Germany. Though an ally of Germany, Japan remained in peace with Britain in Asia. On 24 June 1940, the Japanese demanded Britain to close the Hong Kong border and to expand the embargo against Chinese import of firearms and ammunition to other strategic commodities including fuel, petrol, oil, trucks and railway equipment. Considering it unfeasible to declare war on Germany, Italy and Japan at the same time, the British Government displayed a conciliatory attitude towards the Japanese demand. On 17 July, the British Government agreed to the Japanese demand of an embargo on China starting on the following day. The Hong Kong Government then dispatched staff of the Preventive Service to the border and waters between Guangdong and Hong Kong to prevent the smuggling of strategic commodities from Hong Kong to the Mainland. The stance of the British Government on the Sino-Japanese War thus shifted from supporting China to compromising with Japan. In July of the same year, the Consul-General of Japan in Hong Kong once again proposed the annexation of the Kowloon Customs Headquarters situated in Hong Kong so as to appropriate for its own use the tariffs levied by the checkpoints at Mirs Bay. However, the Hong Kong Government only allowed Japan to station coordinators in the Kowloon Customs, leaving the post of Inspector of Kowloon

陸路邊界和水域派駐緝私隊人員，防止有人從香港走私戰略物品到內地。英國政府在抗日戰爭的立場，由支持中國變成對日本妥協。同年7月，日本駐港總領事再次提出兼併位於香港的九龍關總部，藉此將位於大鵬灣的關廠所徵收的關稅收歸己用，但港府只答允日本派聯絡員到九龍關，而九龍關稅務司則仍然由英國人擔任。然而，隨着日本聯絡員在九龍關駐守，香港政府無法對支持中國抗戰的走私活動繼續視而不見，加上日本軍艦進入香港水域攻擊香港船隻的活動無日無之，香港作為中國戰略物品轉口港的角色被迫結束。<sup>5</sup>

1938年後，由於戰時粵港貿易大規模萎縮，九龍關處於閒置狀態。相反，日本佔領華南地區後，不法分子無法從內地走私鴉片至香港，使緝私隊負責的政府鴉片專賣收入大增，緝私隊更須要增加大量人手應付。在1941年12月日本進攻香港的前夕，緝私隊在總緝私督導主任的帶領下，共有7名高級緝私員及136名緝私員，他們當中亦有份參與對抗日軍的防務。在防衛香港的18天戰役中，有兩名緝私隊人員犧牲。1941年12月25日，日本軍隊佔領香港，緝私隊被解散，部分華籍緝私隊人員回內地參加中國軍隊對日抗戰。原本貯存在緝私隊倉庫的大量鴉片，則由當時香港佔領地總督磯谷廉介親自保管，後來更交予他的日本士官學校同學許崇智運往內地販賣。<sup>6</sup>

日本佔領香港後，首先在1942年1月開除九龍關所有英、美、荷籍人員，只留下10名中國籍關員，處理九龍關帳目及善後工作。同年2月1日，九龍關改稱粵海關駐香港連絡事務所，並由日籍三等一級幫辦濱野賓郎擔任事務所主任。根據日本佔領軍廣州政府的要求，同年8月12日，日本控制的粵海關在文錦渡、深圳、南頭等地方設立支所，以文錦渡為支所總部，首長稱為寶安區支所長。各支所隸屬於香港連絡事務所，向進出中港邊境的貨物徵收轉口稅。抗戰勝利後，遷至重慶的中國海關總稅務司，任命曾任福建省海關稅務司的朴安西為九龍關稅務司，至此九龍關重新隸屬於中國海關總稅務司的領導。<sup>7</sup>

Customs still in the hands of the British. Nevertheless, subsequent to the Japanese coordinators stationing in the Kowloon Customs, the Hong Kong Government could no longer ignore the smuggling activities in support of the Chinese resisting against Japan. Moreover, with Japanese warships frequently entering Hong Kong waters and assailing Hong Kong vessels, Hong Kong's role as a transit port for strategic commodities to China was put to an end.<sup>5</sup>

After 1938, as trade between Guangdong and Hong Kong had significantly shrunk during the War, the Kowloon Customs was mostly left idle. In contrast, after the Japanese occupation of South China, opium smuggling from the Mainland to Hong Kong could not take place, resulting in a sharp revenue gain from the Government's Opium Monopoly operated by the Preventive Service, necessitating a significant increase of manpower in the Preventive Service in order to cope. In December 1941, on the eve of Japan's invasion of Hong Kong, totally seven Senior Revenue Officers and 136 Revenue Officers in the Preventive Service were on duty under the leadership of the Chief Preventive Officer. Some of these officers took part in resisting the Japanese invasion, with two sacrificing their lives in the 18-day battle in defense of Hong Kong. On 25 December 1941, the Japanese army occupied Hong Kong and disbanded the Preventive Service. Some Chinese members of the Preventive Service returned to the Mainland to join the Chinese army in fighting against the Japanese. The huge amount of opium stored in the Preventive Service's warehouse then fell into the personal control of Rensuke Isogai, the Governor-General of Japanese-occupied Hong Kong. Later on, Rensuke Isogai passed the opium to Xu Chongzhi, his ex-classmate of the Imperial Japanese Military Academy to be sold in the Mainland.<sup>6</sup>

After occupying Hong Kong, Japan dismissed all the British, American and Dutch personnel working in the Kowloon Customs in January 1942, but retained 10 Chinese staff to keep accounts and clear other unfinished business. On 1 February, the Kowloon Customs was renamed the Guangdong Customs Liaison Office in Hong Kong, with Japanese official Binlan Hamano as the Head of Office. Acceding to requests from the Japanese Military Government in Guangzhou, the Japanese-controlled Guangdong Customs set up branches at Man Kam To, Shenzhen and Nantou on 12 August of the same year. The branch at Man Kam To was designated as the headquarters, and the chief of Bao An District as the Branch Head. Each branch was subordinate to the Liaison Office in Hong Kong, levying tariffs on goods moved across the Hong Kong-China border. After the victory in the war of defense, the Inspector General of the Chinese Imperial Maritime Customs in Chongqing appointed Pu Anxi, who used to be Inspector of Fujian Customs, as Inspector of Kowloon Customs, putting the Kowloon Customs back within the jurisdiction of the Inspector General of the Chinese Imperial Maritime Customs.<sup>7</sup>





## 戰後重組的緝私隊

### 戰後的物資管制

1945 年 8 月 15 日，日本宣布向盟軍投降，第二次世界大戰結束。同年 9 月 16 日，英國海軍少將夏慤 (Cecil Harcourt) 代表英國接受駐港日軍的投降，成立軍政府，英國恢復在香港的管治地位。香港重光後，華籍緝私隊人員立即返回工作崗位，而部份曾被日軍拘禁的歐洲籍緝私員，在完成休假後亦返回緝私隊工作。經過日本三年零八個月的黑暗統治，香港的物資嚴重短缺，其中以米糧短缺對香港市民的影響最大。有見及此，香港軍政府便從軍隊中直接徵調人手，協助成立物料供應、貿易及工業部 (Supplies, Trade and Industry Section)，對當時供應短缺的食米、燃油、煤炭等進行價格管制，實施糧食配給，同時協助本地工業恢復生產。緝私隊被軍政府指派負責食米、木柴及花生油的物資管制。同時，香港軍政府向市民發出「配給證」(Ration Card)，市民可以憑證到指定米舖領取食米五斤。然而，由於不少市民虛報家庭成員人數以求多領食米，因而出現爭相領取配給食米的情況。<sup>8</sup>

## Section 2

## RESTRUCTURED PREVENTIVE SERVICE AFTER WAR

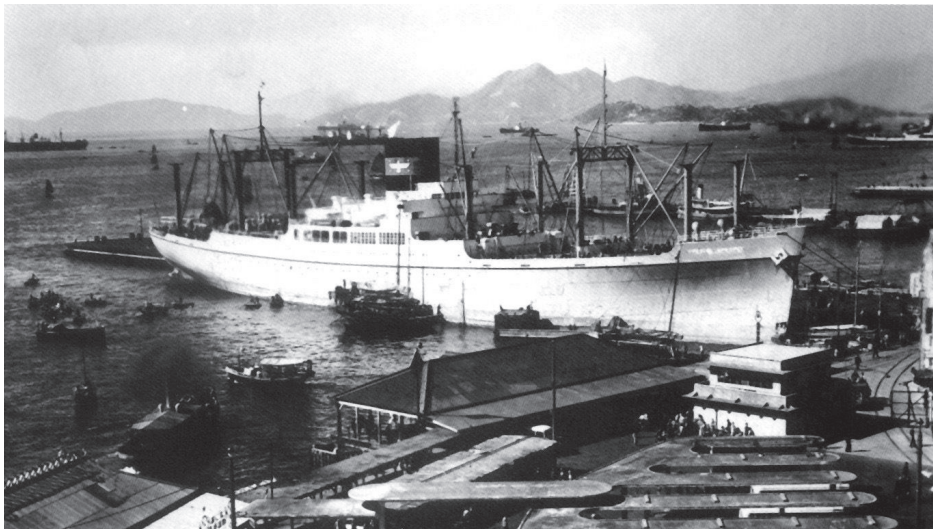
### Control of Supplies after the War

On 15 August 1945, Japan surrendered to the Allies, putting an end to the Second World War. On 16 September, British Rear Admiral Cecil Harcourt accepted the surrender of the Japanese troops stationed in Hong Kong on behalf of Britain and established the military government, resuming the British's sovereignty in Hong Kong. Following Hong Kong's liberation, the Chinese members of the Preventive Service returned to their posts, and some European officers who had been held by the Japanese troops also resumed their duties in the Preventive Service after vacation. As the aftermath of Japan's atrocious rule for three years and eight months, Hong Kong was suffering from severe scarcity of all supplies, with the shortage of rice hitting the people worst. In view of this, the temporary military government in Hong Kong requisitioned personnel directly from the army to help form the Supplies, Trade and Industry Section, in a bid to exercise price control over items in short supply including rice, fuel and charcoal, to instigate food rationing, and to assist the local industries in resuming production. The Preventive Service was assigned by the military government to control the supplies of rice, firewood and peanut oil. In the meantime, the military government issued the public with ration cards allowing them to claim five catties of rice at designated rice shops. However, as many had overstated the family size in report so as to deceive for higher ration of rice, the scene of people vying with each other for claiming rice was phenomenal.<sup>8</sup>



1946 年 5 月 楊慕琦復任港督，結束香港軍政府的管治，並重新設立出入口管理處，採取較軍政府時期寬鬆的的出入口管制，加快香港進出口貿易的復蘇。此外，為免出現騙取食米的情況，楊慕琦

命令新成立的物料供應、貿易及工業署 (Supplies, Trade and Industry Department) 接管軍政府管制食米、燃油等物資的任務。物料供應、貿易及工業署實施分區配售制度，規定市民只能到其居住地區的米店購米，並將每人的食米配額由每五天的一斤十二兩減至一斤四兩。然而，受中國內地搶米風潮的影響，即使香港食米是由聯合國統籌和分配，市民卻如驚弓之鳥，搶購食米的情況時有發生。針對這種情況，由 1948 年 1 月 1 日起，香港政府將每五天配給食米一次，改為每 10 天配給一次，既減少市民輪候之苦，亦減少因運輸延誤令食米供應不穩定的情況出現。到 1949 年底，聯合國糧食配給行動結束，加上香港的經濟逐漸恢復，物資供應穩定，物料供應、貿易及工業署的物資管制任務基本完成。因此，物料供應、貿易及工業署和出入口管理處於 1949 年 4 月 1 日合併，成為工商業管理處 (Commerce and Industry Department)。<sup>9</sup> 原屬出入口管理處管轄的緝私隊，便由工商業管理處接管，改名為工商業管理處緝私隊。因應 1932 年以來實行的特惠關稅制度，以及五十至六十年代國際間的貿易協議，為香港的貨物進出口管制把關，成為工商業管理處緝私隊的主要任務之一。



【圖四】

四十年代末的香港九龍碼頭及倉庫有限公司 (九龍倉) 和尖沙咀天星碼頭 (圖前方)，圖右兩層高的建築物為工商業管理處緝私隊辦公室

【Picture 4】

The Hong Kong Wharf & Godown Co. Ltd. and Tsim Sha Tsui Star Ferry (front) in the late 1940s. On the right is a two-storey office of the Preventive Service of the Commerce and Industry Department

【圖五】

四十至六十年代位於尖沙咀天星碼頭附近九龍倉一號開口外的處緝私隊辦公室

【Picture 5】

An office of the Preventive Service of the Commerce and Industry Department situated outside Gate No.1 of the Hong Kong & Kowloon Wharf & Godown Co. Ltd. near Tsim Sha Tsui Star Ferry Pier from the 1940s to the 1960s



In May 1946, Mark Young resumed his governorship, ending the administration of the military government. To speed up the recovery of Hong Kong's external trade, he reinstalled the Imports and Exports Department and relaxed the import and export control imposed by the military government. To stem dishonest claim for rice ration, Mark Young also directed the newly established Supplies, Trade and Industry Department to take up the military government's task to control supplies of rice and fuel etc. To fulfill the task, the Supplies, Trade and Industry Department adopted a district-based rationing system which restricted citizens to buying rice at rice shops in the district where they lived. The rice ration was also reduced from one catty twelve taels to one catty four taels per person per five days. Amid the rice rush in China, panic buying of rice in Hong Kong was common despite the United Nations was already coordinating rice supply and its distribution. To cope with this situation, from 1 January 1948 onwards, the Hong Kong Government started to ration rice every 10 days instead of five to ease the public's hardships from queuing for rice as well as reduce the fluctuations in supply due to delays in transport. By the end of 1949, the rationing campaign by the United Nations ended. With the restoration of Hong Kong's economy and stable supplies, the Supplies, Trade and Industry Department's task in controlling supplies was largely accomplished, setting the scene for its merger with the Imports and Exports Department on 1 April 1949 to form the Commerce and Industry Department.<sup>9</sup> The Preventive Service, once within the jurisdiction of the Imports and Exports Department, was then taken over by the Commerce and Industry Department and renamed the Preventive Service of the Commerce and Industry Department. One of the major missions for the new Preventive Service was to exert import and export controls in Hong Kong consequential upon the introduction of the Preferential Tariff System in 1932 and the obligations under international trade agreements in the 1950s and 1960s.



## 鴉片專賣的結束

自 1914 年香港政府實行鴉片專賣後，鴉片專賣的收入，幾乎佔了港府收入的一半。為確保有足夠稅收，即使在國際社會取締鴉片貿易的壓力下，1923 年通過的《危險藥物條例》仍然只適用於嗎啡、海洛英、可卡因和藥用鴉片 (Medicinal Opium)，至於政府專賣的熟鴉片則不受規管。及至三十年代，由於大量平價中國鴉片走私入口，加上嗎啡和海洛英越來越受吸毒人士歡迎，政府鴉片專賣收入日漸減少，香港政府遂於 1932 年修訂《鴉片條例》(Opium Ordinance)，規定只有得到出入口管理處准許的人士，才能進口生鴉片，製造及出口熟鴉片。此外，香港政府亦向國際聯盟 (League of Nations) 提交關於出入口管理處鴉片專賣的開支報告，指出維持鴉片專賣的開支高於其收入，以此證明港府實行鴉片專賣並非為金錢利益，而是藉着鴉片專賣打擊非法鴉片活動，並由政府逐步減少鴉片售賣的數目，以期全面解決吸食鴉片的問題。1941 年，美國加入第二次世界大戰，協助英國等同盟國對抗德國及日本等軸心國，因而對美國政策亦步亦趨。在 1943 年 3 月，美國決定結束所有殖民地和日本佔領地的鴉片專賣活動。英國政府只能依從美國的決定，於 1943 年 11 月 10 日宣布全面禁止鴉片在殖民地的售賣和供應。1945 年 9 月 20 日，香港軍政府頒發第 13 號命令，宣布除了藥用鴉片外，所有生鴉片、熟鴉片以及鴉片煙渣都納入《危險藥物條例》規管。1946 年，隨着《鴉片條例》的廢除，緝私隊負責的政府鴉片專賣至此結束，而境內偵查鴉片活動的工作，亦交由香港警察負責。<sup>10</sup>

【圖六】

日本侵佔中國華南地區，令香港非法鴉片的供應短缺，大批吸毒人士因此湧到政府的公煙分銷處，爭相購買鴉片（攝於 1939 年）

【Picture 6】

A horde of drug addicts flocks to the government-run opium outlet to buy opium amid shortage of illicit opium supplies in Hong Kong after Japanese occupation of South China. (photographed in 1939)



## Cessation of Opium Monopoly

Since the implementation in 1914, the Government's Opium Monopoly had generated income contributing to nearly half of the government's total revenue. Therefore, in order to maintain a sufficient level of revenue, and in the face of pressure from the international community to ban the opium trade, the Dangerous Drugs Ordinance enacted in 1923 was made applicable only to morphine, heroin, cocaine and medicinal opium but not to prepared opium the sale of which was still monopolized by the government. In the 1930s, due to huge influx of cheap opium smuggled from the Mainland, and the rising popularity of morphine and heroin, the revenue collected from the Opium Monopoly was gradually declining. For this reason, the Hong Kong Government amended the Opium Ordinance in 1932, stipulating that only those authorized by the Imports and Exports Department were permitted to import raw opium and manufacture and export prepared opium. Besides, in a report to the League of Nations to account for the Imports and Exports Department's Opium Monopoly, the Hong Kong Government pointed out that the cost for operating the Opium Monopoly exceeded the income drawn from it, testifying that the

motive behind the Government's Opium Monopoly was not the monetary interests but the impetus to capitalize on the monopoly to combat illicit opium activities towards incremental reduction of opium sale, ultimately to solve the social problem of opium addiction. In 1941, the United States joined the Second World War, helping Britain and its allies to fight against the axis powers such as Germany and Japan, assuming the role of a leader whom Britain followed. In March 1943, the United States decided to stop the opium monopoly activities in all its colonies and Japanese

dominions. Following the American trail, Britain announced on 10 November 1943 a total ban on all opium activities in its colonies. On 20 September 1945, the Hong Kong military government issued the Proclamation No. 13, announcing the inclusion of all raw, prepared and dross opium, other than medicinal opium, into the ambit of the Dangerous Drugs Ordinance. After the Opium Ordinance was repealed in 1946, the Opium Monopoly which the Preventive Service was operating ended and the duty to detect opium activities within the territory was transferred to the Hong Kong Police Force.<sup>10</sup>

With the cessation of the Government's Opium Monopoly, opium addicts had to resort to the black market for smuggled opium. As opium trade was enormously profitable, and without the



【圖七】

1949 年緝私隊人員銷毀鴉片的情況

【Picture 7】

Preventive Service officers destroyed seized opium in 1949



隨着政府鴉片專賣的結束，鴉片吸毒者唯有轉向黑市尋找走私得來的鴉片。由於販賣鴉片的利潤極高，加上少了政府鴉片專賣的競爭，即使香港政府三令五申禁止市民吸食鴉片，但鴉片煙格和販賣「紅丸」等毒品的非法行為在 1946 年後大量出現。1950 年 11 月，《危險藥物條例》的註冊行政工作，更由工商業管理處移交給醫務衛生處 (Medical and Health Service) 執行。因此，不少吸食鴉片煙的有錢人士，千方百

計取得註冊醫生證明他們因患上某種疾病而要吸食鴉片來減輕痛楚，以獲醫務衛生處批准，容許每名「病者」管有一枝烟槍在家中吸食鴉片。當時，約有 3,000 人成為「特許病人」，可以在家中合法吸食鴉片。四十年代末至五十年代，由於禁毒執法成效不彰，香港吸食鴉片、海洛英等毒品的人數估計多達 35,000 人，造成嚴重的社會問題。<sup>11</sup> 有見及此，緝私隊於 1955 年成立了緝毒組，與

警方於同年新設的禁毒檢查處 (Narcotics Bureau) 一同遏止販毒活動。緝毒組負責搜查及沒收進出本港的毒品，亦會向警方提供毒品情報。翌年，緝毒組更升格成為特別 (緝毒) 課 (Special (Narcotics) Division)。1958 年 10 月，緝私隊更將特別 (緝毒) 課的人數增加三倍，並且增設兩艘巡邏船，除了加強搜查船隻有否走私毒品外，亦派員搜查來自毒品生產及出口國的船隻及飛機，減少毒販偷運毒品入香港的機會。<sup>12</sup> 1959 年，緝私隊開始規管無水醋酸的進出口，以防不法分子挪用製造海洛英毒品。



【圖八】

1949 年緝私隊人員在船上銷毀鴉片

【Picture 8】

Preventive Service officers destroyed opium seizure onboard a vessel in 1949

【圖九】

緝私隊人員登上漁船搜查

【Picture 9】

Preventive Service officers board and search a fishing boat in anti-smuggling operation



Government competing in opium sale, illegal narcotics activities such as opium divan and peddling of drugs like “red pills” mushroomed exponentially after 1946, despite the Government's numerous prohibitive orders. In November 1950, the registration and other administrative work of the Dangerous Drugs Ordinance was transferred from the Commerce and Industry Department to the Medical and Health Service. Consequently, many well-off opium addicts tried every effort to secure from registered physicians proof of illness for which opium smoking was necessary, so as to justify pain relief and the Medical and Health Service's permission to keep an opium pipe for smoking opium at home. There were 3,000 “permitted patients” allowed to smoke opium legally at home at that time. From the end of the 1940s to 1950s, under slack anti-narcotic law, there were on estimate 35,000 people addicted to drugs like opium and heroin in Hong Kong, causing a serious social problem.<sup>11</sup> In view of that, in 1955, the Preventive Service set up an anti-narcotics section which worked collaboratively with the Narcotics Bureau of the Police established also in the same year, in suppressing drug trafficking. The anti-narcotics section was tasked to search for and confiscate drugs coming in and out of Hong Kong, apart from providing the Police with narcotics intelligence. In the following year, the anti-narcotics section was upgraded into the Special (Narcotics) Division, of which the manpower was increased threefold and the strength enhanced by the provision of two patrol launches in October 1958. Besides searching vessels for smuggled drugs, the Division also deployed staff to board vessels and planes from drug producing and exporting countries to deter the drug smuggling into Hong Kong.<sup>12</sup> In 1959, the Preventive Service began regulating the movement of acetic anhydride to prevent it from being used illegally for the manufacture of heroin.





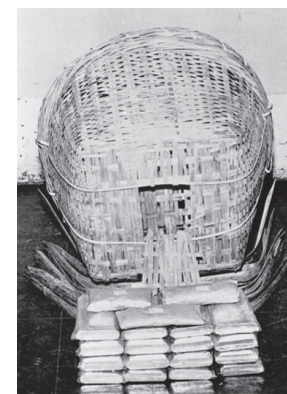
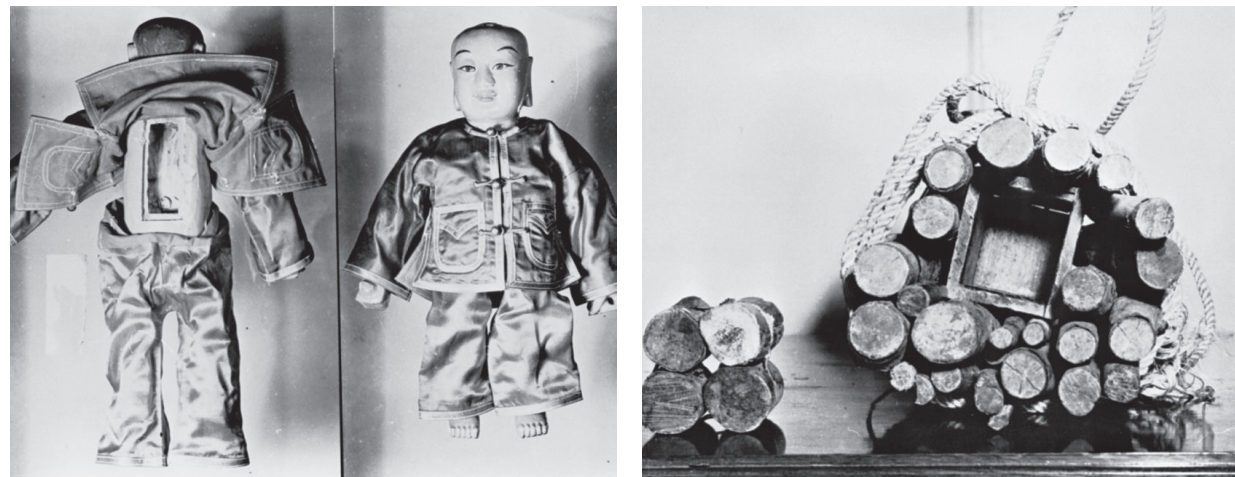
【圖十】  
緝私隊人員進入漁船船艙  
搜查

**[Picture 10]**  
A Preventive Service officer  
rummages the hold of a  
fishing boat



【圖十一】  
1955 年 12 月 7 日，緝私隊  
人員在一艘船隻的機房牆壁  
暗格內搜獲 244.5 磅鴉片

**[Picture 11]**  
A Preventive Service officer  
unearthed 244.5 pounds of  
opium hidden inside a false  
compartment behind a metal  
wall of a ship's engine room  
on 7 December 1955



【圖十二】  
50 年代走私毒品的方式層出不窮

**[Picture 12]**  
Common concealment methods adopted in drug trafficking in the 1950s



【圖十三】  
緝私人員搗破一個鴉片煙格  
**[Picture 13]**  
The Preventive Service's  
successful raid at an opium  
divan



## 中港緝私協定

抗日戰爭期間中國沿海地區長期受到日軍的海上封鎖，加上大量工廠遷往四川等大後方，導致生產力大減，無法滿足人民基本需要。抗戰勝利後，人民只能故依靠進口用品來維持日常生活。由於中國產品出口因戰爭關係而長期停頓，導致外匯收入不足。為了集中有限的外匯儲備購買日常必需品，當時中國政府對入口貨品的種類和數量都有嚴格限制，不單申領入口許可證手續繁複，外國紡織品等奢侈品甚至被禁止進口。這使剛遷回上海等大城市的達官貴人無法得到物質上的滿足，從而吸引了不少不法商人進行走私奢侈品的活動以賺取暴利。香港因有鐵路和海港之利，成為走私貨品至內地的中心。走私情況最猖獗時，曾有 3,000 多人利用九廣鐵路從事非法活動。走私往內地的貨品除了日常生活用品外，以煤油、棉貨、藥物、香煙最為普遍。由於中國海關的巡邏艇大都於戰時被毀，即使在戰後曾向美國購買退役艦艇，但大都設備陳舊，無法有效打擊中港水域的走私活動。1947 年 1 月，中國政府派遣憲兵 36 團前往粵海、九龍、拱北、江門四地，協助中國海關關員執行緝私任務，並與香港政府合作解決當時香港附近水域及陸路邊境的走私問題。同年 4 月，粵海關的「清

## CHINA-HONG KONG ANTI-SMUGGLING AGREEMENT

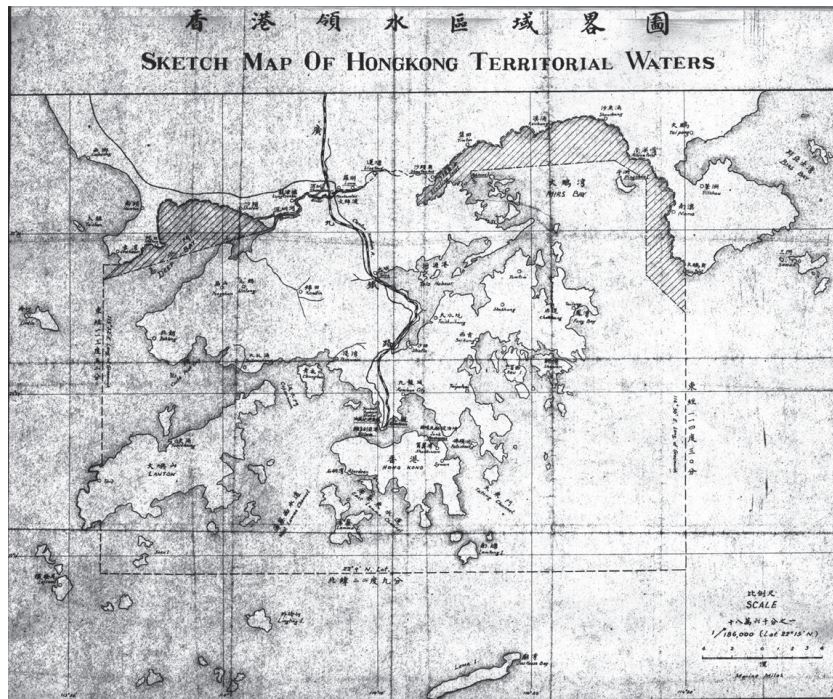
During the Sino-Japanese War, China's coastal regions were kept sealed off by Japan's prolonged sea blockade and its industries were relocating in mass to the hinterland such as Sichuan, leading to the plunge in productivity, which was so drastic that the people had to rely on imports to maintain their everyday life. Besides, the long term suspension of Chinese exports during the War led to insufficient earnings of foreign exchange. In order to reserve limited foreign exchange for the daily necessities, the Chinese Government imposed tight restrictions on the type and quantity of imports. There were not only complicated application procedures for import permits, but also import prohibition on luxury goods like foreign textile products. As there were material needs to be met in the upper wealthy class, who had just moved back to big cities like Shanghai, unscrupulous merchants were therefore lured into smuggling luxury goods for exorbitant profits. With the advantage of the railway and the harbour, Hong Kong fast became the centre of smuggling to the Mainland. When smuggling activities were tidal up to the peak, there were more than 3,000 people exploiting the Kowloon-Canton Railway for smuggling. Apart from daily necessities, paraffin, cotton goods, medicine and cigarettes were the most common smuggled items. As the Chinese Customs fleet had largely been destroyed during the War, the Chinese Customs replenished the fleet with retired naval vessels purchased from the United States, which were however too ill-equipped for effective suppression of smuggling activities in the Hong Kong-Chinese waters. In January 1947, the Chinese Government dispatched the Military Police Unit 36 to Yuehai, Kowloon, Gongbei

遠」炮艇，被走私船的重機槍射擊，造成六名關員死亡，可見走私活動的情況十分猖獗和嚴重。<sup>13</sup>

長久以來，因地理關係，香港都是華南的走私中心。早自 1909 年開始，中國政府和香港政府便商討簽訂關於共同打擊走私的協議，商討多時卻沒有結果。抗日戰爭後，隨着中國的國際地位日漸提升，加上中國政府對恢復粵港貿易的重視，《中港緝私協定》（Hong Kong-China Customs Agreement）

最終於 1948 年 1 月 12 日正式簽訂。《中港緝私協定》規定 200 噸以下的船隻，規定這些船隻只可以於西環錨地、油麻地避風塘以及大埔港口起卸貨物，以便香港緝私隊集中檢查。中國海關則可在香港的急水門（即今天的后海灣）及大鵬灣指定水域巡邏，檢查船隻所載貨物是否與出口許可證上所載資料相符。如果發現走私的船隻，便交由香港緝私隊處理。

此外，在陸路邊境方面，輸往中國的貨物，只能在沙頭角、蓮塘、廣九公路及羅湖鐵路橋這些指定地點出口，否則便屬違法。為了執行《中港緝私協定》，中國政府於同年 2 月在廣州成立華南緝私隊，配備 10 艘武裝輪船，以打擊香港附近華南水域的走私活動。九龍關為配合華南緝私隊的工作，亦在尖沙咀、油麻地和西環增設分卡，加強對出口貨物的緝私工作。《中港緝私協定》簽訂後，由於中港雙方對於后海灣水域的分界存在分歧，香港政府未有立即執行協定。中港雙方經過多次談判，解決了中港有關水域執法權的分歧，香港政府最終在 1948 年底正式實施《中港緝私協定》，容許中國海關派遣緝私船在大鵬灣及后海灣進行緝私行動。<sup>14</sup>



【圖十四】

根據《中港緝私協定》中國海關可進入香港水域執行反走私工作的範圍（陰影部份）

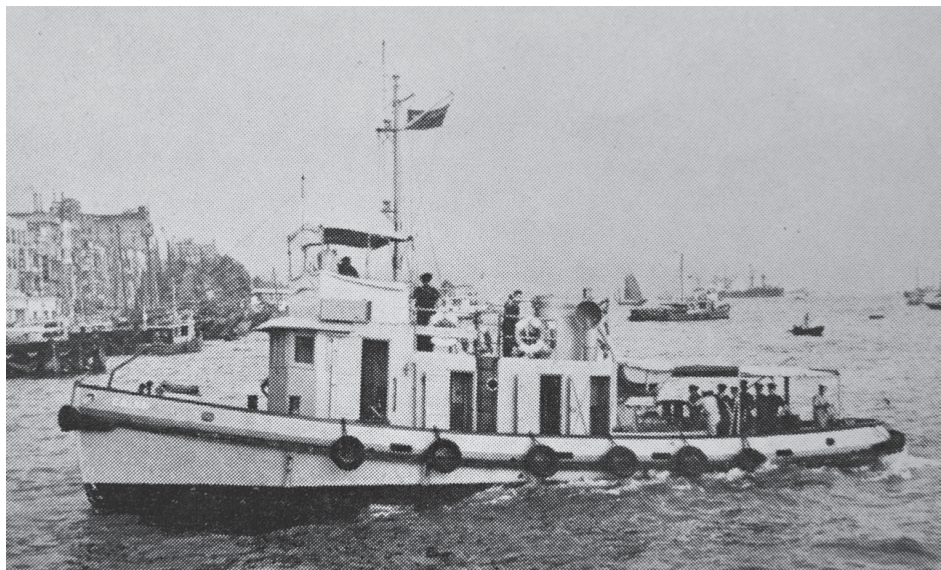
【Picture 14】

The Chinese Customs was allowed to exercise anti-smuggling operations in the shaded areas of Hong Kong waters under the China-Hong Kong Customs Agreement

and Jiangmen to help support the Chinese Customs' anti-smuggling operation and to work with the Hong Kong Government in tackling the problems of smuggling at sea and on land. In April, the gunboat "Qingyuan" of the Guangdong Customs was attacked with heavy machine gunfires by smuggling vessel, killing six Customs officers onboard, reflecting the severity of the smuggling situation then.<sup>13</sup>

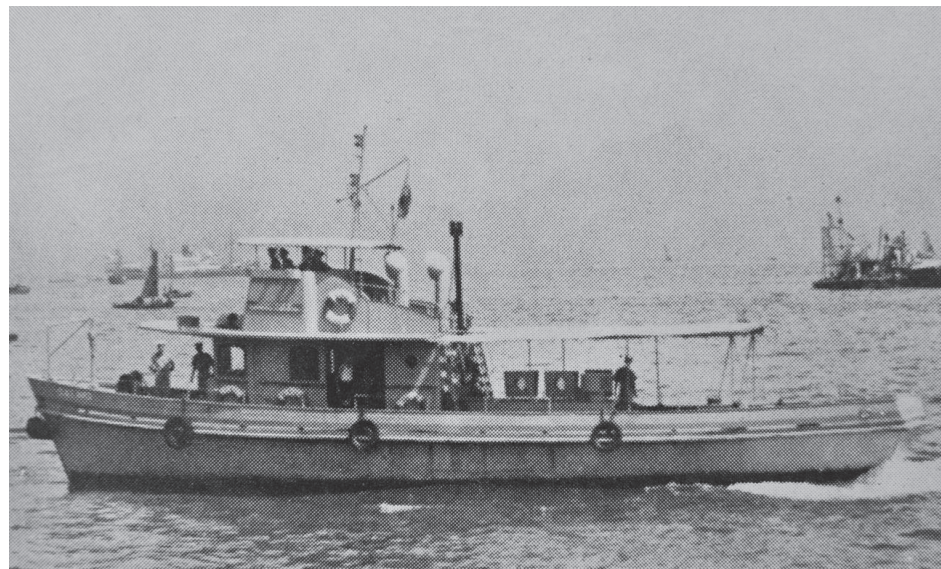
Due to its geographical location, Hong Kong had long been the smuggling centre in South China. As early as 1909, the Chinese Government and the Hong Kong Government had begun the negotiations for the mutual agreement on anti-smuggling cooperation, but all to no avail. Following the rise of China's international status after the Sino-Japanese War, and coupled with its heightened efforts to restoring trade between Guangdong and Hong Kong, the Hong Kong-China Customs Agreement was eventually signed on 12 January 1948. According to the Agreement, vessels under 200 tonnes were only allowed to load and unload at the Western Anchorage, Yau Ma Tei Typhoon Shelter and Tai Po Harbour to facilitate the Preventive Service's search. On the other hand, the Chinese Customs was allowed to patrol in Hong Kong's designated waters at Kap Shui Mun (now Deep Bay) and Mirs Bay to check against any discrepancy between the goods onboard the vessels and the export permits. Vessels found to be involved in smuggling would be handed over to the Hong Kong Preventive Service for further action. In addition, legal export via the land border to China could only take place at the designated points at Sha Tau Kok, Lian Tang, Guangzhou-Kowloon Highway and Lo Wu Railway Bridge. To enforce the China-Hong Kong Customs Agreement, the Chinese Government set up the South China Preventive Service in Guangzhou in February of the same year, with 10 armed launches to combat smuggling activities in southern Chinese waters near Hong Kong. In order to coordinate with the South China Preventive Service, the Kowloon Customs also set up checkpoints at Tsim Sha Tsui, Yau Ma Tei and Western District to strengthen the preventive work against outbound smuggling. However, due to China's disagreement in the boundary of Deep Bay, the Hong Kong Government did not execute the Agreement immediately. After rounds of negotiation, the two parties resolved the disagreement and the Hong Kong Government finally enforced the Agreement at the end of 1948, allowing the Chinese Customs to dispatch preventive launches to Mirs Bay and Deep Bay for anti-smuggling operations.<sup>14</sup>





【圖十五】  
1947 年緝私隊的一艘  
「Tanacs」船隻

**[Picture 15]**  
The “Tanacs” – The  
Preventive Service’s launch  
in 1947



【圖十六】  
1952 年緝私隊的一艘 60  
呎長船隻

**[Picture 16]**  
The Preventive Service’s  
60-foot launch in 1952



【圖十七】  
1955 年緝私隊的一艘 70  
呎長巡邏船隻

**[Picture 17]**  
The Preventive Service’s  
70-foot patrol launch in  
1955



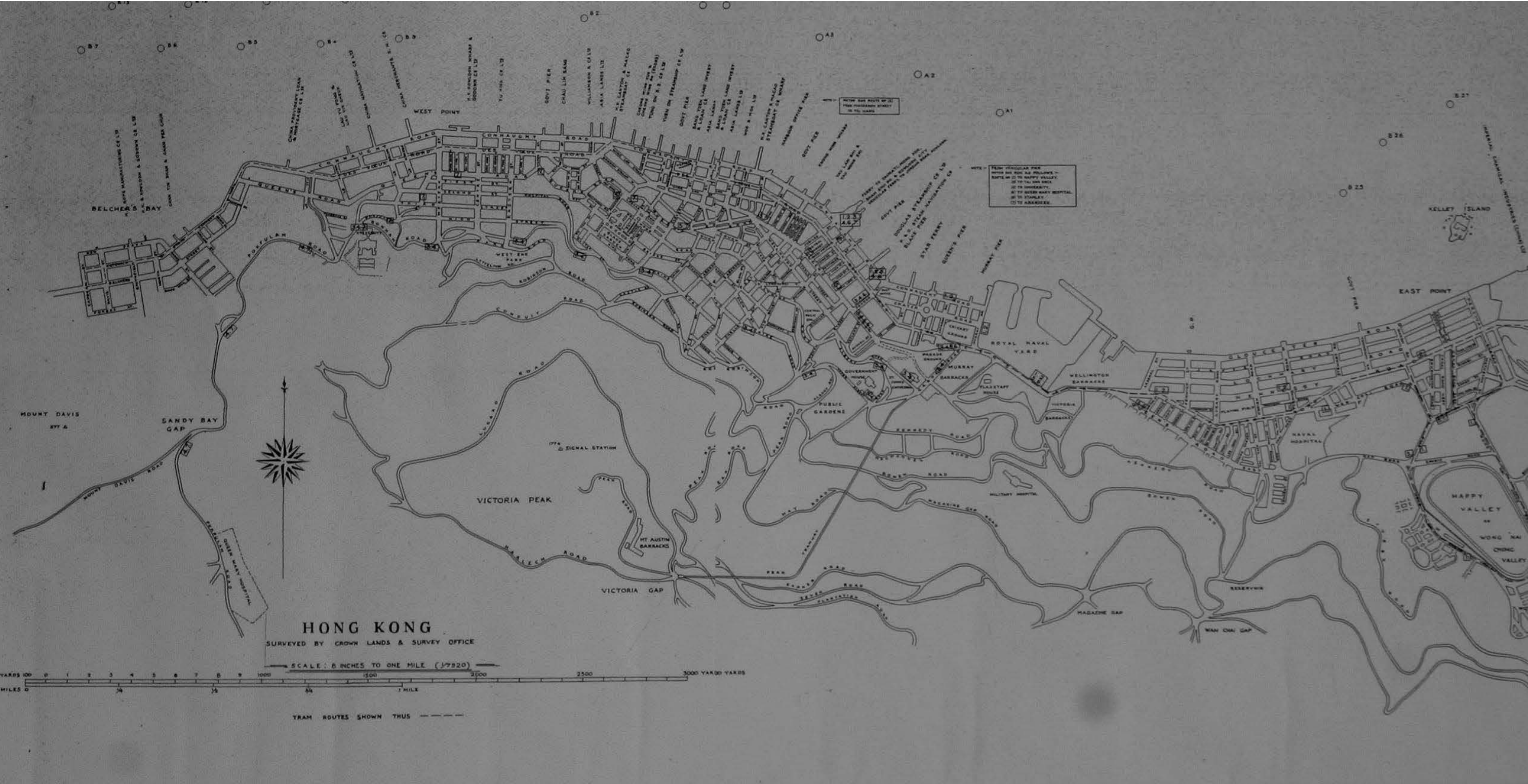
【圖十八】  
1945 年香港島及九龍半島圖

**[Picture 18]**  
Map of Hong Kong Island and Kowloon Peninsula in 1945



【圖十九】  
1947 年香港島北面圖，圖中清楚說明各政府機構及商業碼頭的位置所在

[Picture 19]  
North Hong Kong Island in 1947, with government organizations and commercial wharves clearly indicated





## 中華人民共和國的建立

1949 年 10 月 1 日，中華人民共和國正式宣布成立，中國人民解放軍進駐廣州，英國政府認為有需要加強香港的軍事防衛。鑑於第二次世界大戰後，各國積極重建社會經濟，對各種物資和原材料如石油等的需求甚為殷切，香港政府開始管制戰略物品的進出口。另外，由於中國內地大量移民因戰亂而湧進本港，港府亦開始封鎖中國和香港的邊界，使兩地人民無法自由進出香港。之前，香港政府已在 1949 年 8 月通過《人口登記條例》（Registration of Person Ordinance），主要目的是透過人口登記和簽發身份證，有效地維持社會治安，以及在特殊情況下讓香港市民憑身份證獲得政府供應的物資和糧食。<sup>15</sup>

香港政府雖然加強了對來自中國的人流和物流的管制，但在海關事務上，則沒有擺出強硬的態度。雖然九龍關稅務司一職，一直以來都由英國人擔任，但自 1943 年起，九龍關隸屬的中國海關總稅務司一職，卻由美國人李度（Lester Knox Little）擔任。隨着國共內戰爆發，國民黨節節敗退，李度亦在 1949 年 4 月隨國民政府遷往台灣。中國共產黨政府於同年 5 月 30 日中止了李度的職務，中國海關的主權重新回到中國手

## Section 4

## ESTABLISHMENT OF PEOPLE'S REPUBLIC OF CHINA

On 1 October 1949, the People's Republic of China was established. With the People's Liberation Army stationing in Guangzhou, the British Government found it necessary to bolster the military defence of Hong Kong. As many nations were rebuilding their economies after the Second World War, there was rising demand for supplies and raw materials like petroleum. It was then that the Hong Kong Government started to control the import and export of strategic commodities. In addition, in view of the huge influx of refugees from the Mainland during the turmoil of the War, the Hong Kong Government also started to close the border with China, limiting the free movement of people between China and Hong Kong. Before that, the Hong Kong Government had already enacted the Registration of Person Ordinance in August 1949, on one hand to effectively maintain law and order through registering and issuing identity cards to the Hong Kong citizens; and on the other to ensure the citizens were provided with the government's foods and supplies by proof of their identity cards under special circumstances.<sup>15</sup>

Despite tightening control on flows of people and cargo from China, the Hong Kong Government was by no means stern, nevertheless, on the business of the customs. Though the post of Inspector of Kowloon Customs had always been taken up by the British, it fell into the hand of American Lester Knox Little in 1943. With the outbreak of the Chinese Civil War, the Nationalist suffered one defeat after another and even Lester Knox Little himself had to join the Nationalist Government's retreat to Taiwan in April 1949. When the Chinese Communist Government terminated Little's office on 30 May of the same year, the Chinese

中。面對如此情勢，英國外交部已預料，由英國人控制的九龍關會被新成立的中國共產政權所取代。因此，當中國人民解放軍在 1949 年 10 月 19 日進駐深圳後，九龍關稅務司經蔚斐 (W.H. King) 便在 10 月 21 日與北京政府通電，表示與已遷往台灣的中國海關總稅務司署斷絕關係。11 月 15 日，廣州市軍事管制委員會成立九龍關接管委員會，陸續接收原屬九龍關的 11 個支關。1950 年 1 月，九龍關改稱為中華人民共和國九龍海關，而原本駐守香港的九龍關人員在同年 6 月將 20 多艘緝私艦艇駛回廣州，從此不再負責香港附近水域的緝私工作，華南緝私隊因此正式解散。同年 10 月，中國政府撤消所有九龍關駐港辦事處，有 63 年在港向輸往內地貨物徵稅歷史的九龍關，至此正式遷回內地。至 1997 年 7 月 1 日，中華人民共和國九龍海關改稱深圳海關。<sup>16</sup>

## 香港對中國和北韓實施禁運

中華人民共和國剛剛成立，便介入朝鮮半島的戰爭。1950 年 6 月 25 日，北韓領導人金日成，下令軍隊越過「三八線」，入侵南韓，拉開了韓戰的序幕。美國在聯合國的授權下，由當時的盟軍最高統帥麥克亞瑟上將 (Douglas MacArthur) 帶領多國部隊支援南韓，將北韓軍隊趕回「三八線」以北，並逼近連接北韓的中國邊界。同年 10 月 19 日，中國派遣中國人民志願軍進入朝鮮半島，為時三年的抗美援朝戰爭由此展開。由於英國是聯合國的成員國，香港政府遂於同年 7 月，通過對北韓實施禁運的法令，禁止任何貨物由香港出口至北韓。及至 8 月，港府更修訂 1915 年的《進出口條例》，對一系列包括金屬機器、鋼鐵製品、化學品、石油、石油設備、電子產品及船隻設備等物品進行規管。任何人要將這些物品由香港出口，都要向工商業管理處申請出口許可證，以防止這些戰略物品用來資助對抗盟軍的行動。<sup>17</sup>

resumed control of the Chinese Customs. Against this background, the British Foreign Office anticipated that the Kowloon Customs would be taken over by the newly formed Chinese Communist Government. Therefore, after the Chinese People's Liberation Army had entered Shenzhen on 19 October 1949, the Inspector of Kowloon Customs W.H. King communicated with the central government in Beijing on 21 October and stated having severed the ties with the Office of the Chinese Imperial Maritime Customs that had moved to Taiwan. On 15 November, the Communist army in Guangzhou set up a committee to take over the 11 checkpoints of the Kowloon Customs by phase. In January 1950, the Kowloon Customs was renamed the Kowloon Customs of the People's Republic of China. The staff deployed to the Kowloon Customs in Hong Kong then sailed the 20-odd anti-smuggling launches back to Guangzhou in June of the same year, ceasing its sea patrol duty for anti-smuggling work in the waters near Hong Kong. The South China Preventive Service was therefore disbanded. In October of the same year, the Chinese Government closed all offices of the Kowloon Customs in Hong Kong. Since then, the Kowloon Customs in Hong Kong, having rendered 63 years of service levying tariffs on imports from Hong Kong was withdrawn to the Mainland. On 1 July 1997, the Kowloon Customs of the People's Republic of China was renamed the Shenzhen Customs District.<sup>16</sup>

## Hong Kong's Imposition of Embargo on China and North Korea

Soon after its establishment, the People's Republic of China got involved in the Korean War. On 25 June 1950, the North Korean leader Kim Il-sung dispatched troops to pass the 38th parallel north to invade South Korea, unveiling the Korean War. Authorized by the United Nations, American General Douglas MacArthur, the then Commander-in-chief of the United Nations' forces, led troops of the allied nations to support South Korea and drive the North Korean troops back to the north of the 38th parallel, approaching the Chinese border with North Korea. On 19 October, China sent the People's Volunteer Army to North Korea, starting the 3-year war to resist the United States and aid North Korea. As Britain was a member of the United Nations, the Hong Kong Government imposed an embargo against North Korea in July. In August that year, the Government amended the Importation and Exportation Ordinance of 1915, regulating metal machinery, steelwork, chemicals, petroleum, petroleum facilities, electronic articles, shipping equipment, etc. The new law required export of these articles to be covered by export permits issued by the Commerce and Industry Department in order to prevent such strategic commodities from being used against the Allies.<sup>17</sup>

由於中國出兵支援北韓對抗聯合國部隊，聯合國大會在1951年5月18日通過對中國及北韓實施禁運的決議，禁止成員國將任何武器、彈藥、核子物料、石油及戰略性運輸工具出口至中國和北韓。<sup>18</sup> 由於當時不少中國所需的原料物資都必須經由香港進口，為了落實聯合國的決議，工商業管理處在同年6月25日實施更嚴格的進出口管制，建立一套包括戰略物品入口商、轉口商、零售商及使用者的註冊制度。當註冊入口商或轉口商每次進口、出口或轉口戰略物品時，須證明這些貨品是用作本銷或轉口至認可的國家，才獲得工商業管理處准許。若緝私隊人員懷疑證明書申請表所載使用者的身份，會親身到使用者的地址作核實。由於證明過程需時，導致不少轉口貨品囤積香港，無法付運給外國的買家，令不少香港轉口商營運資金出現短缺。同時，因為美國懷疑香港能否防止戰略物品運往中國內地，而停止將工廠原料輸往香港，導致當時不少香港工廠因缺乏原料而停產。港督葛量洪（Alexander William Grantham）亦承認，1951年是香港「衰落和貿易凋零的一年」。雖然禁運嚴重打擊香港的工業生產，但為了執行聯合國的決議，緝私隊聯同水警在英國海軍的協助下加強巡邏香港水域，防止走私船隻駛往中國。1952年11月21日，緝私隊巡邏船便在鯉魚門海峽，協助水警追截渾名「黑貓」的「有智號」走私船，期間「有智號」撞擊緝私隊巡邏船後着火沉沒，該案件在當時甚為轟動。<sup>19</sup>

聯合國對中國實行禁運，嚴重打擊了當時香港的轉口貿易。根據香港工商業管理處的統計數字，由香港出口至中國的總貨額，在1951年為16億港元，佔香港總出口額的36.2%，到1953年大幅下降至5.4億港元。雖然韓戰在1953年結束，但香港對中國的出口貿易並沒有改善，反而拾級而下。1956年，香港對中國的出口額只剩下1.3億港元，佔香港總出口額的4.2%。到了1963年，出口及轉口貨額總值更只剩下7,000萬港元，是1951年的4%左右。在韓戰禁運和西方圍堵中國的影響下，香港失去了以往作為中國和外國貿易的轉口港地位。為求彌補中港轉口貿易停頓的損失，香港進出口商須要

In response to Chinese's trooping to reinforce North Korea against the United Nations' forces, the United Nations General Assembly resolved on 18 May 1951 to implement an embargo against China and North Korea on prohibiting member states from exporting any weapons, ammunition, nuclear material and supplies, petroleum and strategic conveyance to China and North Korea.<sup>18</sup> As a lot of raw materials and supplies were shipped to China via Hong Kong at that time, the Commerce and Industry Department implemented more stringent controls on imports and exports on 25 June, in order to put the resolution of the United Nations into effect. A registration scheme was set up for importers, re-exporters, retailers and end users of strategic commodities. The system required that any import, export or re-export of these strategic commodities be approved by certificate issued by the Commerce and Industry Department upon the registered importer's or re-exporter's proof that such commodities were for local consumption or re-export to permitted countries. If the Preventive Service suspected the identities of the users on the certificate application form, they would visit the users for verification. As verification was time-consuming, a lot of goods in transit were therefore piled up in Hong Kong, failing to reach the foreign buyers in time, hence giving rise to insufficient working capitals in many re-export traders. At the same time, driven by its skepticism over Hong Kong's capability to prevent shipment of strategic commodities to China, the United States stopped supplying raw materials to Hong Kong, resulting in the closure of many Hong Kong factories because of the lack of industrial inputs. The Hong Kong Governor, Alexander William Grantham, also admitted that 1951 was "a year of downs or declining trade". Although the embargo seriously affected Hong Kong's industrial production, the Preventive Service and the Marine Police stepped up their measures in patrolling Hong Kong waters with the support of the British Navy, to prevent smuggling vessels from reaching China so as to execute the resolution of the United Nations. A sensational case took place on 21 November 1952 when a patrol launch of the Preventive Service was supporting the Marine Police in intercepting a smuggling boat "Wise" nicknamed "Black Cat", at the Lei Yue Mun Channel. The "Black Cat" eventually smashed into the patrol launch, setting itself ablaze before sinking into the sea.<sup>19</sup>

The embargo imposed on China dealt a serious blow to the re-export trade in Hong Kong. According to the statistics of the Commerce and Industry Department, the total product value of goods exported to China from Hong Kong was HK\$1,600 million in 1951, representing 36.2% of the total export value, which dropped significantly to HK\$540 million in 1953. Though the Korean War ended in 1953, the export trade to China did not improve and instead nosedived. In 1956, Hong Kong's export value to China



大幅調低五金、工業原料、西藥等主要進出口的貨物的批發價，單在 1952 年，進出口貨物的平均批發價較 1951 年時大跌 36%。禁運使香港各行業商人損失達 3 億港元之多，近萬名香港商界從業員失業。至於香港至美國的出口貨額亦受到禁運影響，由 1950 年的 3 億港元，跌至 1953 年的 6,200 萬港元。<sup>20</sup>

五十至六十年代，因應社會環境的變遷，香港經濟逐漸由轉口港業務轉型至製造業。1951 年 10 月，工商業管理處助理處長便帶領香港商人，參加聯合國亞洲暨遠東地區經濟委員會（United Nations Economic Commission for Asia and Far East）在新加坡舉行的貿易推廣會議，推廣香港產品，為香港經濟尋求另一出路。工商業管理處亦在 1953 年起，大幅增加巡查工廠的次數，證明這些貨品並不是冒充香港出產的中國或北韓產品，為中國或北韓賺取外匯，從而取得美國政府的信任。1955 年，工商業管理處更成立專責為香港輸美貨品簽發出產地證書的部門，而該處轄下的緝私隊，則負責檢查工廠有無冒認在香港生產的貨品。至 1963 年，美國逐漸成為香港工業產品的重要市場，香港產品對美國的出口總額便高達 9.73 億港元，較 1950 年香港對美國出口額，上升 300%。在工商業管理處的幫助下，香港產品的出口日漸蓬勃，出口額由 1953 年的 6.35 億港元，佔香港總出口額的 25%，上升至 1962 年的 33.17 億港元，佔總出口額的 76%。而香港工廠和工人數目，亦由 1953 年的 2,131 間及 100,952 人，分別升至 1962 年的 7,305 間及 297,897 人。香港工業自此取代轉口貿易，成為香港經濟的重要支柱之一。<sup>21</sup>

dropped to HK\$130 million, constituting 4.2 % of the total export value. In 1963, the total product value of export and re-export trade fell to HK\$70 million, about 4% of the value in 1951. Under the embargo during the Korean War and the containment of China by the West, Hong Kong lost its role as an entrepôt between China and foreign countries. In order to compensate for the loss incurred by the cessation of China-Hong Kong trade, importers and exporters in Hong Kong had to significantly cut the wholesale prices of the major imports and exports such as metalware, industrial raw materials and Western medicine. In 1952 alone, the wholesale prices of imports and exports in general dropped by 36% compared with that of the previous year. The embargo led to the loss of HK\$300 million among all sectors in Hong Kong, and nearly 10,000 people were laid off. The export values from Hong Kong to the United States also fell from HK\$300 million in 1950 to HK\$62 million in 1953.<sup>20</sup>

In the 1950s and 1960s, due to changes in society, Hong Kong's economy was transformed from re-export trade to industrial production. In October 1951, the Assistant Director of Commerce and Industry led a delegation of Hong Kong businessmen to participate in a trade promotion conference of the United Nations Economic Commission for Asia and Far East held in Singapore for promoting Hong Kong's products, with a view to seeking new opportunities for Hong Kong's economy. In addition, to win the trust of the United States, the Commerce and Industry Department drastically increased the frequency of factory inspections in 1953 to ensure local products were not originated from China or North Korea but counterfeiting as Hong Kong products to reap foreign exchange for China or North Korea. In 1955, the Commerce and Industry Department set up a new office to issue Certificates of Origin specifically for goods to be imported to the United States, sparing the Preventive Service for factory inspections against false declaration of Hong Kong origin. In 1963, the United States gradually became the major market for Hong Kong's local industrial products, with the total export value of Hong Kong products exported to the United States reaching HK\$973 million, a rise of 300% compared with the figure in 1950. With the assistance of the Commerce and Industry Department, the export trade of Hong Kong products was prospering day by day. The export value rose from HK\$635 million, or 25% of the total export value in 1953 to HK\$3,317 million, or 76% of the total export value in 1962. The number of factories and workers also rose respectively from 2,131 and 100,952 in 1953 to 7,305 and 297,897 in 1962. At this juncture, the industry had replaced the re-export trade as one of the main economic pillars of Hong Kong.<sup>21</sup>

表一 1949 年至 1963 年香港和中國及美國的貿易金額 <sup>22</sup>

年份	從中國入口金額 (百萬港元)	出口至中國金額 (百萬港元)	從美國入口金額 (百萬港元)	出口至美國金額 (百萬港元)
1949	593	585	沒有統計數字	沒有統計數字
1950	858	1461.1	655.3	308.7
1951	863.1	1603.8	373.5	162.5
1952	830.3	520	221.1	113.5
1953	857.1	540.3	224.9	62.3
1954	692	391	281	70
1955	898	182	324	88
1956	沒有統計數字			
1957	1131.1	123.35	539.04	198.18
1958	1396.92	155.76	439.56	326.35
1959	1034.17	114.33	516.68	591.01
1960	1185.9	12.98 (出口) , 107.26 (轉口)	720.04	745.25 (出口) , 18.13 (轉口)
1961	1028.32	7.87 (出口) , 91.27 (轉口)	729.49	678.91 (出口) , 22.13 (轉口)
1962	1213.17	8.47 (出口) , 76.92 (轉口)	792.37	878.64 (出口) , 28.89 (轉口)
1963	1486.92	8.28 (出口) , 61.82 (轉口)	784.4	973.75 (出口) , 37.09 (轉口)

Table 1: Volume of Hong Kong's Trade with China and the United States from 1949 to 1963 <sup>22</sup>

Year	Value of Imports from China (HK\$ million)	Value of Exports to China (HK\$ million)	Value of Imports from the United States (HK\$ million)	Value of Exports to the United States (HK\$ million)
1949	593	585	Figures Not Available	Figures Not Available
1950	858	1461.1	655.3	308.7
1951	863.1	1603.8	373.5	162.5
1952	830.3	520	221.1	113.5
1953	857.1	540.3	224.9	62.3
1954	692	391	281	70
1955	898	182	324	88
1956	Figures Not Available			
1957	1131.1	123.35	539.04	198.18
1958	1396.92	155.76	439.56	326.35
1959	1034.17	114.33	516.68	591.01
1960	1185.9	12.98 (Export), 107.26 (Re-export)	720.04	745.25 (Export), 18.13 (Re-export)
1961	1028.32	7.87 (Export), 91.27 (Re-export)	729.49	678.91 (Export), 22.13 (Re-export)
1962	1213.17	8.47 (Export), 76.92 (Re-export)	792.37	878.64 (Export), 28.89 (Re-export)
1963	1486.92	8.28 (Export), 61.82 (Re-export)	784.4	973.75 (Export), 37.09 (Re-export)

## 韓戰後香港緝私隊的發展

### 緝私隊組織和架構的發展

1953 年韓戰結束後，為了更有效地執行緝私和出入口管制工作，緝私隊在同年進行第一次架構改組。緝私隊根據工作的性質，將緝私隊分作三個課，包括：總部行政課 (Headquarters Division)，負責行政、調查及訓練；“B”課 (“B” Division)，負責偵緝走私活動和巡查工廠；“C”課 (“C” Division)，負責徵收酒精、煙草等應課稅品的稅項。每個課都由一名高級緝私督察 (Senior Revenue Inspector) 帶領，向當時的緝私隊總緝私督導主任 (Chief Preventive Officer) 負責。緝私隊人員編制還包括 38 名緝私督察 (Revenue Inspector)、35 名一級緝私員 (Revenue Officer Class I)、143 名二級緝私員 (Revenue Officer Class II)、兩名女二級緝私員 (Woman Revenue Officer Class II) 及 12 名女三級緝私員 (Woman Revenue Officer Class III)。1956 年，緝私隊進行第二次改組，將緝私隊原來的三個課增至七個課，以其工作地域和性質區分，涉及海域行動、陸上行動、新界、稅務、檢控、特別 (緝毒) 和工業七大範疇。鑑於緝私隊

## Section 5

## DEVELOPMENT OF HONG KONG PREVENTIVE SERVICE AFTER KOREAN WAR

### Development of Preventive Service in its Organization and Structure

After the end of the Korean War in 1953, the Preventive Service for the first time, underwent a re-organization so as to carry out more effectively its duties to combat smuggling and control import and export. On a functional basis, the Preventive Service was divided into three divisions, namely the Headquarters Division in charge of administration, investigation and training; the “B” Division in charge of detecting smuggling activities as well as factory inspection; and the “C” Division in charge of duty collection on dutiable commodities including liquor and tobacco. The chief of each Division was a Senior Revenue Inspector, who directly reported to the Chief Preventive Officer, the head of the Preventive Service at that time. The establishment of the Service also included 38 Revenue Inspectors, 35 Revenue Officers Class I, 143 Revenue Officers Class II, two Woman Revenue Officers Class II and 12 Woman Revenue Officers Class III. In 1956, the Preventive Service underwent its second re-organization by increasing the number of divisions from three to seven which were structured on both the geographical and functional basis into the Marine Enforcement, Land Enforcement, the New Territories, Excise Administration, Prosecution, Special (Narcotics) and Industry programme areas. As the four patrol launches of the Service had been in service for quite a long time, four new launches were purchased in the same year to



原來的四隻緝私船隻已經服役已久，因此在同年購入四艘新船隻，使緝私隊緝私船隻增至八艘，加強了緝私隊在打擊香港水域走私活動的執法能力。<sup>23</sup>

為提升部隊的工作效率和紀律，緝私隊在五十年代制定常規通令 (Routine Orders) 和永久訓令 (Standing Orders)。同時，緝私隊亦制定了完整的訓練和考試制度，更有系統地培訓員工，以應付日益繁重的工作。

1954 年工商業管理處編寫了《緝私員步操手冊》(Preventive Service Drill Book)，嚴格規定緝私隊員在檢閱和步操時的口令和步法。除了步操外，職級在緝私督察或以下的緝私隊人員，在謁見工商業管理處處長、副處長以及總緝私督導主任，以至聽到英國國歌鳴奏時，都要敬禮以示尊重，敬禮姿勢參照當時的英國皇家海關人員和消防員的方法。<sup>24</sup> 緝私隊的訓練開始制度化，為日後的迅速發展奠下穩固的基礎。

1956 年，緝私隊成立緝私隊訓練組 (Training Section of the Preventive Service)，由助理總緝私督導主任 (Assistant Chief Preventive Officer) 擔任首任校長。當時，緝私隊初級訓練課程 (Initial Training Course) 的對象是新入職學員，課程共有 13 單元，內容包括：緝私員職責、進出口管制、應課稅品條例、管理領有應課稅品牌照處所、毒品和藥物管制、緝私隊命令、充公物品程序、上庭程序以及巡查工廠方法等，涵蓋了當時緝私隊最主要的工作範圍。為免影響緝私隊的正常運作，學員完成整個課程只需六個星期。其中大部分時間，學員都會由富有經驗的緝私隊人員帶領，到工廠或其他地方考察，步操訓練只佔少部分時間。<sup>25</sup>

除了訓練課程外，當時緝私隊亦設有一套考核升遷制度，確保緝私督察及以上職級的人員都是精英中的精英。二級緝私員晉升為一級緝私員，須要通過口試和筆試。一級或二級緝私隊員晉升督察的要求更為嚴謹，他們既須具備中學畢業的學歷程度和良好的英文水平，亦須要通過筆試考核。1956 年的督察筆試便有七份試卷，包括：寫作一篇議論社會時事的文章，回答日常知識、應課稅品、出入口管制、上庭程

expand the size of the fleet to eight, boosting the law enforcement capability of the Preventive Service in suppressing smuggling activities within Hong Kong waters.<sup>23</sup>

To enhance operational efficiency and discipline, the Preventive Service laid down Routine Orders and Standing Orders in the 1950s. Meanwhile, it also introduced comprehensive training and examination mechanism as a more systematic approach to developing staff to cope with the increasingly heavy workload.

In 1954, the Commerce and Industry Department published the Preventive Service Drill Book, stipulating the instructional commands and body movements during foot drill and parade. Besides, officers ranked Revenue Inspector or below were required to demonstrate respect by saluting, in the way used by Her Majesty's Customs officers and firemen then in Britain, while greeting the Director and Deputy Director of Commerce and Industry as well as the Chief Preventive Officer, and while the British National anthem was playing.<sup>24</sup> The systemized training mechanism had laid a good foundation for the rapid development that ensued in the Preventive Service.

In 1956, the Training Section of the Preventive Service was set up, with the Assistant Chief Preventive Officer as the Commandant. At that time, the Preventive Service's Initial Training Course was designed for the new recruits, comprising 13 modules covering the major responsibilities of the Preventive Service, including duties of a Preventive Service officer, import and export control, the Dutiable Commodities Ordinance, management of licensed premises for dutiable commodities, control of drugs and poisons, Preventive Service orders, procedures for confiscating articles, court proceedings, factory inspection, etc. In order not to disrupt the Preventive Service's normal operation, the course took six weeks to complete. The new recruits spent the majority of the training time in attachment to experienced Preventive Service staff for visits to factories and other locations. Foot drill training accounted for only a small proportion in the training course.<sup>25</sup>

Besides training courses, the Preventive Service had in place a promotion examination system to ensure that officers at and above the rank of Revenue Inspector would be the cream of the elites. For promotion to the rank of Revenue Officer Class I, a Revenue Officer Class II had to pass both oral and written examinations. The criteria for promotion of Principal Revenue Officers Class I and Class II to Revenue Inspector were even more demanding. They had to not only have completed secondary school education and have excellent command of English, but also pass a written examination. The examination in 1956 consisted of seven papers, including an essay on current social affairs and questions on general knowledge, dutiable commodities, import and export control, court proceedings and discipline in the Preventive Service. Examples of social affairs





【圖二十】  
緝私隊人員於機場搜查旅客行李  
[Picture 20]  
Officers inspect passengers' luggage at the airport



【圖二十一】  
六十年代中期的舊啓德機場大樓（圖左為新落成的啓德機場大樓）  
[Picture 21]  
Terminal of Kai Tak Airport in the mid-1960s (on the left was the newly built Kai Tak Airport Terminal)

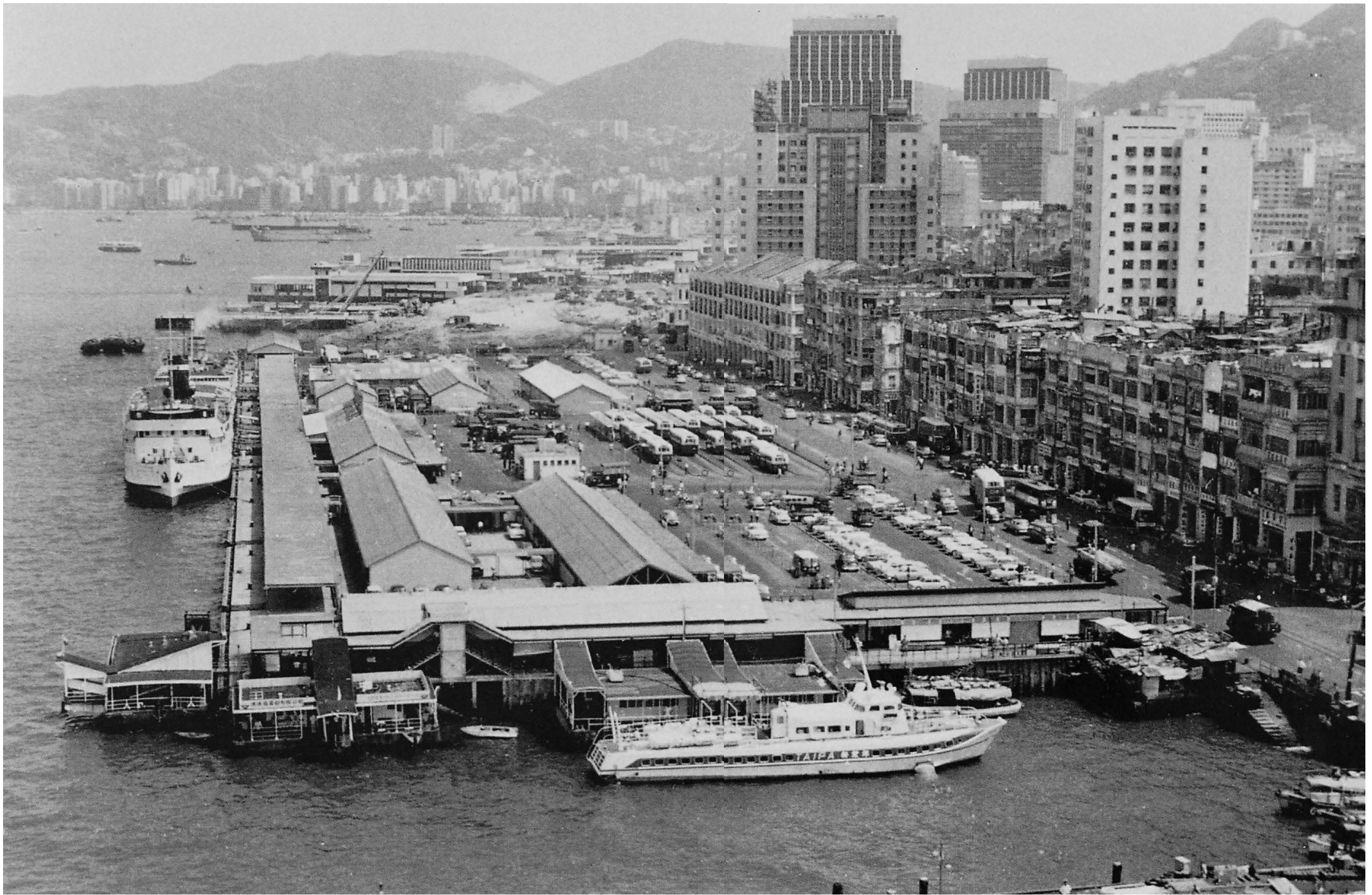


【圖二十二】  
緝私隊人員在一荒蕪地點搗破一個非法釀酒工場  
[Picture 22]  
Preventive Service officers uncover an illicit distillery in a remote site



【圖二十三】  
緝私隊人員於港澳碼頭搜查旅客行李  
[Picture 23]  
Preventive Service officers inspect passengers' luggage at Hong Kong-Macao Ferry Pier





【圖二十四】  
五十至六十  
年代的港澳  
碼頭  
[Picture 24]  
Hong Kong-  
Macao Ferry  
Pier in the  
1950s and  
1960s

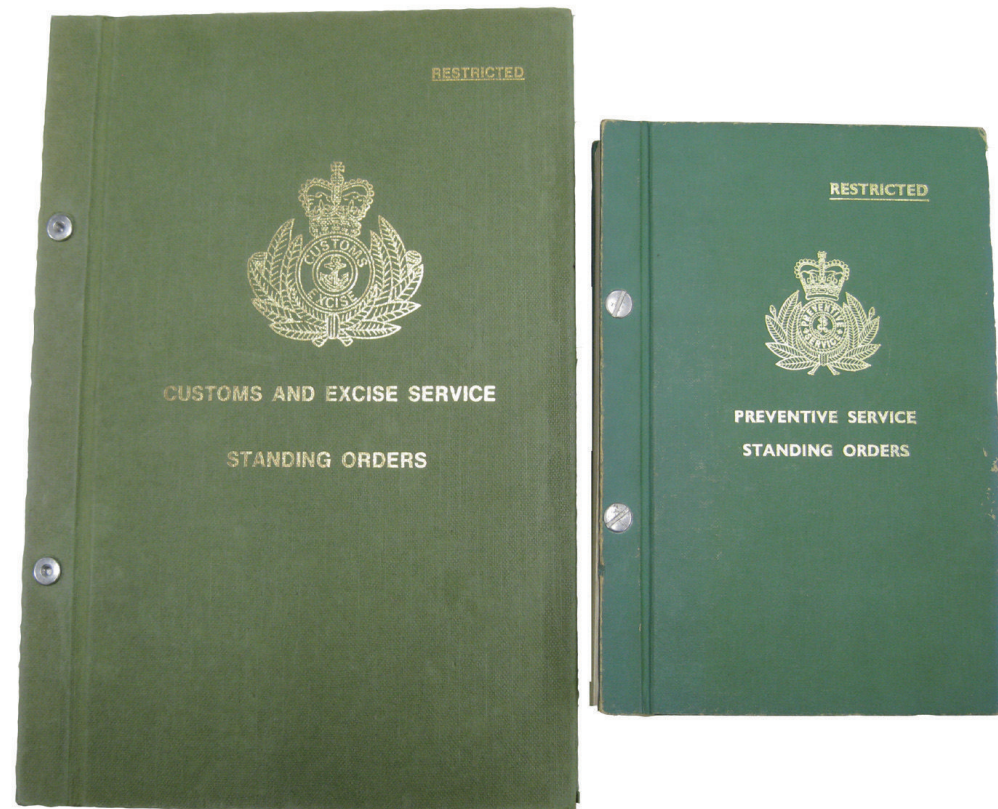
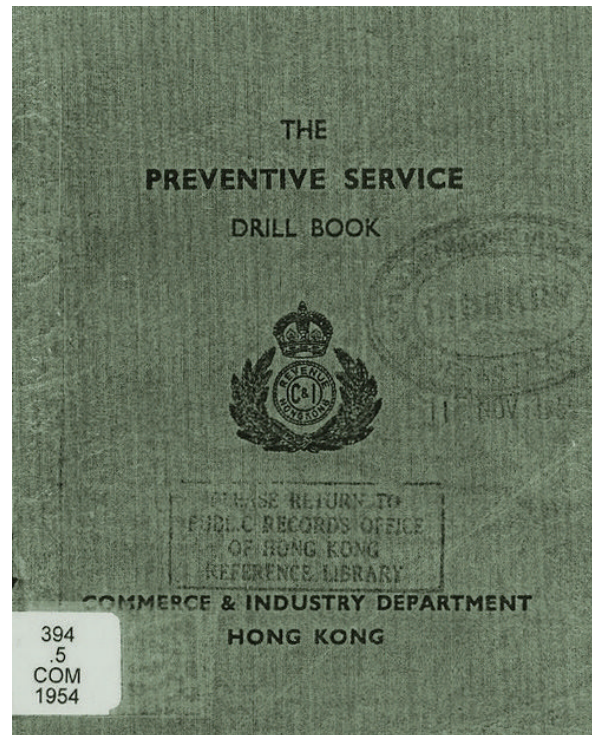


【圖二十五】

1954 年緝私隊操練手冊封面

[Picture 25]

Cover of the Preventive Service Drill Book of 1954



【圖二十六】

七十年代（右）和八十年代（左）的永久訓令

[Picture 26]

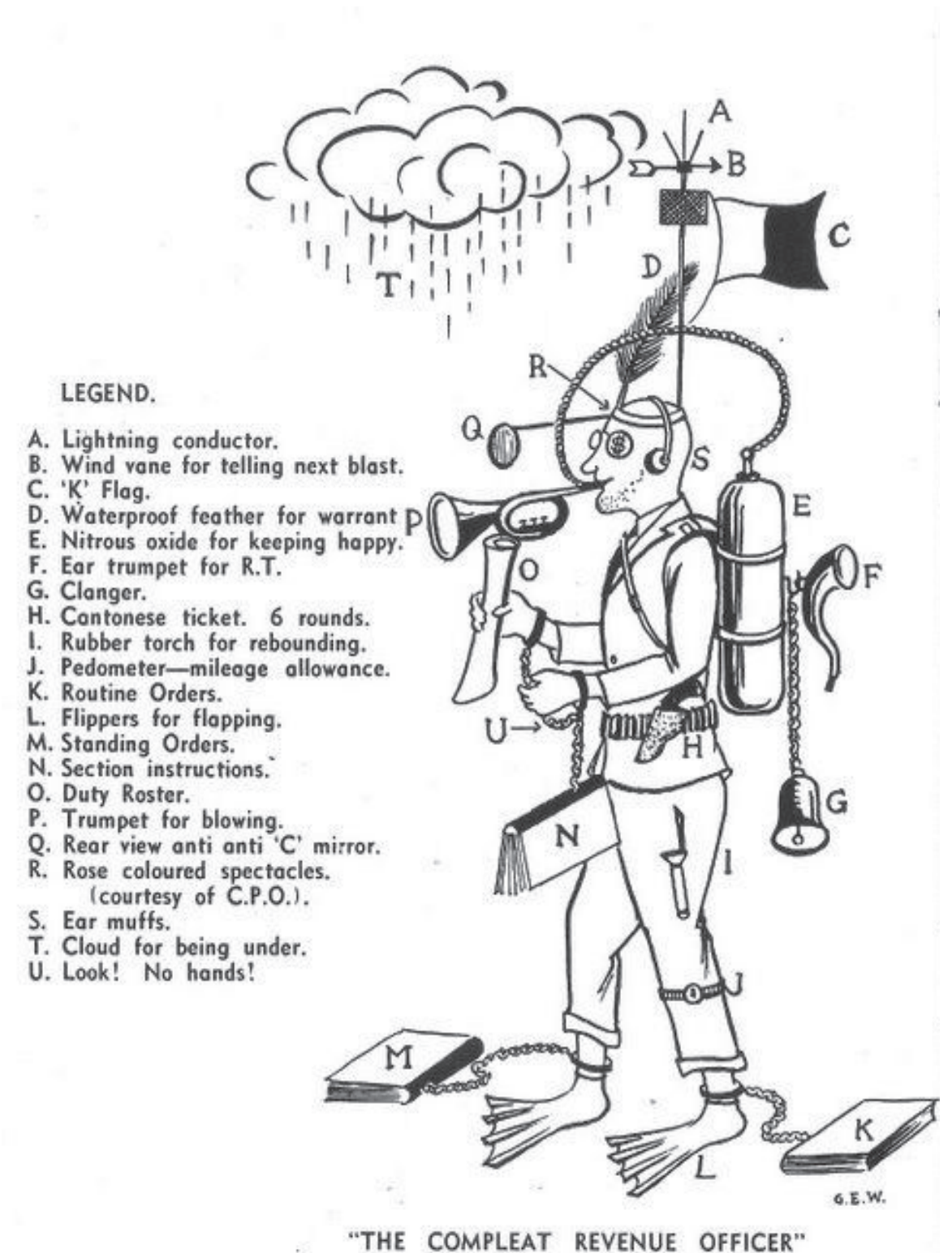
Preventive Service Standing Orders of the 1970s (right) and 1980s (left)

【圖二十七】

1956 年緝私隊刊物 *The See and Eye* 內漫畫，列出成為出色緝私員所具備的條件

[Picture 27]

Cartoon depicting the pre-requisites of an outstanding Revenue Officer in "The See and Eye", a publication of the Preventive Service in 1956



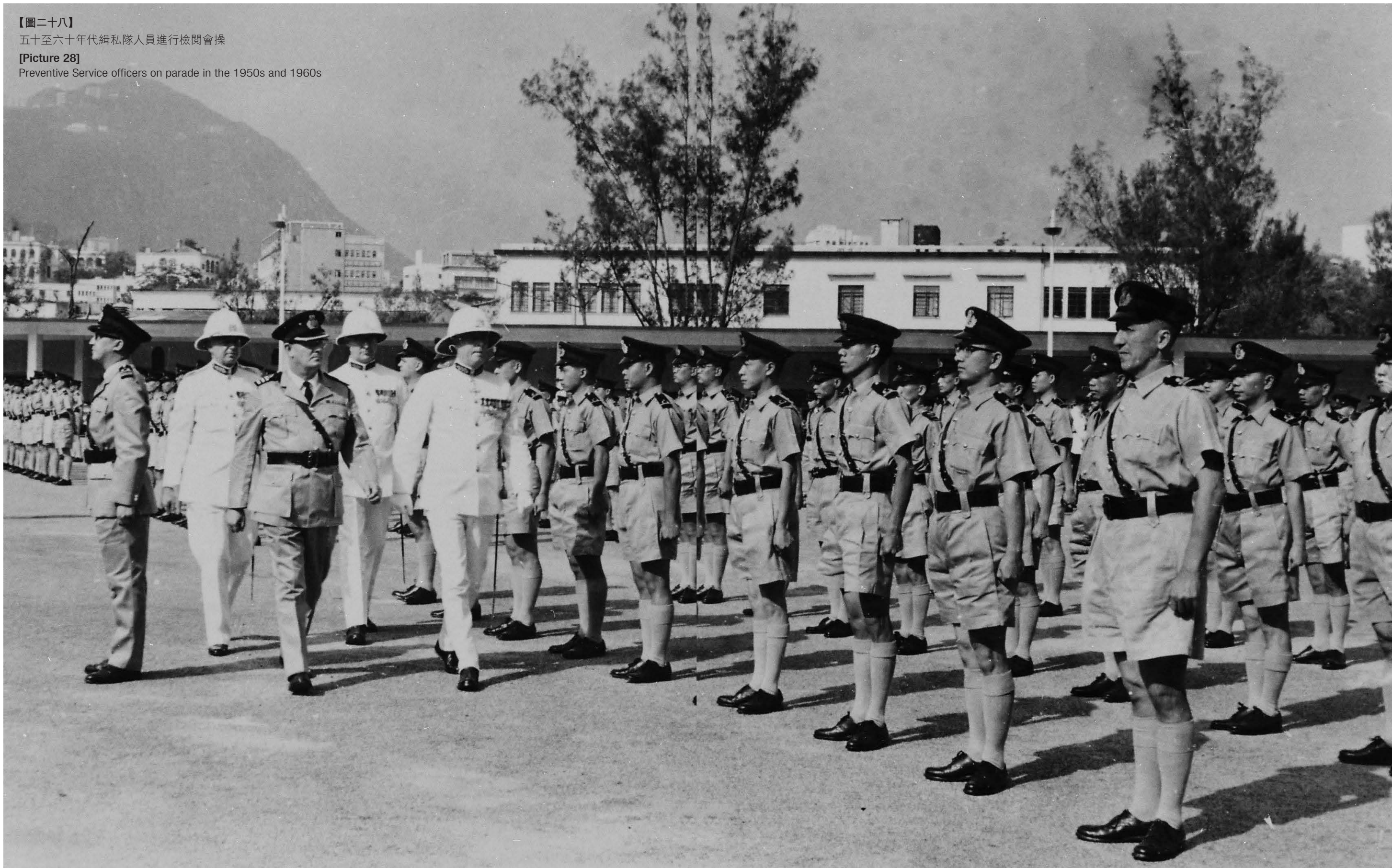


【圖二十八】

五十至六十年代緝私隊人員進行檢閱會操

[Picture 28]

Preventive Service officers on parade in the 1950s and 1960s







【圖二十九】  
緝私隊人員的敬禮姿勢  
[Picture 29]  
A Preventive Service officer's salute



【圖三十】  
緝私隊檢閱會操  
[Picture 30]  
Parade of the Preventive Service



【圖三十一】  
穿着制服的緝私隊人員  
[Picture 31]  
Preventive Service officers in uniform



序、緝私隊紀律等問題。時事文章的題目曾問及香港的未來應依靠轉口貿易還是工業發展，以至南非農業社會問題的解決方案等，對應考者的要求頗高。<sup>26</sup> 考試問題的多元化，反映當時緝私隊除了要求督察能熟悉本地情況和緝私隊工作外，還要擁有國際視野，以確保其知識及工作能力因應當時的國際環境作出適當改變。

## 英帝國特惠關稅的發展

1932 年英國實行的特惠關稅制度，在第二次世界大戰後繼續實施。以往產地來源證和英國特惠稅證的申請由出入口管理處處理，因此，當物料供應、貿易及工業署和出入口管理處在 1949 年合併成工商業管理處後，工商業管理處繼續處理原來出入口管理處負責的特惠關稅制度事宜。香港廠商欲享受英國的特惠關稅，最少 25% 的貨物製造費用和工資開支要在英聯邦 (British Commonwealth) 範圍內進行。工商業管理處亦會核實註冊會計師關於貨物成本的報告，如果符合特惠關稅制度訂明的百分比數字，便會簽發英帝國特惠稅證，讓香港出口商在運貨至英國時，可憑特惠稅證享有低關稅優惠。五十年代初香港紡織及成衣業日漸發達，若每件貨物都須個別申請特惠稅證，自然花費大量時間。因此，在工商處的協助下，香港廠商和英國海關訂立協議，香港紡織商只要在貨品中使用 15% 或以上由英國出產的棉花，即能獲得特惠稅證。而香港成衣商使用香港製造的織布，亦享有同樣優惠。香港廠商只要每六個月將工廠存貨及成本數目清冊，送交英國海關審核，便無須就每件貨品的特惠稅證作個別申請。由於特惠關稅制度對不同種類的紡織品有不同的受惠規定，不少香港廠家未有向英國海關提交工廠存貨等核實報告，致使特惠稅的申請延誤。因此，工商署會向廠商講解申請特惠稅證的應有程序，方便廠商順利出口貨物。<sup>27</sup>

在 1949 至 1950 年財政年度，香港廠商的特惠稅證申請

topics covered in the essay paper were “Should the future of Hong Kong depend on re-export trade or industrial development?” and “What are the solutions to the problems of agricultural society in South Africa?” which were quite demanding for the candidates.<sup>26</sup> The diversity of the examination questions reflected the high requirements of the Preventive Service that Inspectors should not only be conversant with local affairs and the Preventive Service's operations, but also possess global vision to ensure their knowledge and skills would keep apace with the changes in global situations.

## Development of Preferential Tariff System in The British Empire

The Preferential Tariff System implemented in Britain in 1932 resumed after the Second World War. As it had been the Imports and Exports Department's task to process the application for Certificates of Origin and Certificates of Preference before the War, the same task concerning the Preferential Tariff System passed to Commerce and Industry Department after the amalgamation of the Supplies, Trade and Industry Department with the Imports and Exports Department in 1949. To reap the benefit of British preferential tariff, Hong Kong manufacturers had to spend at least 25% of the production costs and wage expenses within the British Commonwealth. The Commerce and Industry Department would check the certified accountants' reports on the production costs against the minimum requirements for the Preferential Tariff System before issuing the British Empire's Certificates of Preference, with which local products could be exported to Britain with low tariff rates. In the early 1950s, as the textile and garment industries in Hong Kong were prospering, the requirement of a Certificate of Preference for every single item was cost-ineffective. Therefore, with the assistance of the Commerce and Industry Department, an agreement was made between Hong Kong manufacturers and the British Customs to allow Certificates of Preference to be issued to any textile product if at least 15% of its components were made of British-grown cotton. The same privilege applied to garment products using locally produced textile. Hong Kong manufacturers only had to submit the stock records and cost ledgers every six months to the British Customs for verification so that individual application for Certificates of Preference individually could be waived. However, as the Preferential Tariff System imposed different requirements for different types of textile products, many local manufacturers who failed to submit reports such as stock records to the British Customs would suffer delays in approving the preferential tariff. To beware the industries of this risk, the Commerce and



便有 9,400 多宗；至 1963 至 1964 年財政年度，特惠稅證申請更升至 37,000 多宗，增幅差不多達三倍。因此，即使受英國對香港紡織品實行配額制度影響，香港對英國的整體出口仍受惠於特惠關稅制度而上升，由 1949 年的 1.3 億港元，上升至 1963 年的 8.6 億港元，英國成為繼美國以後香港產品另一重要海外市場。<sup>28</sup>

表三 1949 年至 1963 年香港產地來源證及英帝國特惠稅證的申請數字 <sup>29</sup>

時期	產地來源證數目	英帝國特惠稅證數目
1949 年 4 月至 1950 年 3 月	13,122	9,405
1950 年 4 月至 1951 年 3 月	16,843	12,671
1951 年 4 月至 1952 年 3 月	29,151	10,758
1952 年 4 月至 1953 年 3 月	28,756	20,146
1953 年 4 月至 1954 年 3 月	48,357	30,593
1954 年 4 月至 1955 年 3 月	121,580	
1955 年 4 月至 1956 年 3 月	141,405	
1956 年 4 月至 1957 年 3 月	沒有統計數字	
1957 年 4 月至 1958 年 3 月	104,091	69,602
1958 年 4 月至 1959 年 3 月	103,031	58,663
1959 年 4 月至 1960 年 3 月	125,484	51,875
1960 年 4 月至 1961 年 3 月	134,260	52,046
1961 年 4 月至 1962 年 3 月	125,610	43,428
1962 年 4 月至 1963 年 3 月	136,862	38,999
1963 年 4 月至 1964 年 3 月	141,943	37,829

Industry Department delivered talks to manufacturers to explain the necessary procedures for applying for Certificates of Preference with a view to ensuring the timely export of local products.<sup>27</sup>

In the financial year of 1949/50, the number of applications for Certificates of Preference was 9,400, which rose threefold to more than 37,000 in 1963/64. Though under the shadow of the British quota system imposed on its textile products, Hong Kong's total export to Britain still benefited from the Preferential Tariff System, rising from HK\$130 million in 1949 to HK\$860 million in 1963. Britain became another major overseas market for Hong Kong products after the United States.<sup>28</sup>

Table 3: Numbers of Applications of Hong Kong Certificates of Origin and British Empire's Certificates of Preference from 1949 to 1963 <sup>29</sup>

Period	Number of Certificates of Origin	Number of Certificates of Preference
April 1949 to March 1950	13,122	9,405
April 1950 to March 1951	16,843	12,671
April 1951 to March 1952	29,151	10,758
April 1952 to March 1953	28,756	20,146
April 1953 to March 1954	48,357	30,593
April 1954 to March 1955	121,580	
April 1955 to March 1956	141,405	
April 1956 to March 1957	Figures Not Available	
April 1957 to March 1958	104,091	69,602
April 1958 to March 1959	103,031	58,663
April 1959 to March 1960	125,484	51,875
April 1960 to March 1961	134,260	52,046
April 1961 to March 1962	125,610	43,428
April 1962 to March 1963	136,862	38,999
April 1963 to March 1964	141,943	37,829

表四 1949 年至 1963 年香港和英國的貿易金額 <sup>30</sup>

年份	從英國入口金額（百萬港元）	出口至英國金額（百萬港元）
1949	387.7	139.7
1950	407.7	168.3
1951	619.1	214.6
1952	470.4	83.4
1953	474.3	119.2
1954	369	162
1955	441	251
1956	沒有統計數字	
1957	666.21	336.75
1958	530.89	393.24
1959	573.72	462.19
1960	664.04	585.24（出口）· 22.58（轉口）
1961	757.24	589.2（出口）· 18.48（轉口）
1962	759.61	714.43（出口）· 22.91（轉口）
1963	859.85	863.84（出口）· 43.2（轉口）

配額制度的實施

在第二次世界大戰前，上海是中國的工業重鎮之一，其中紡織業尤為發達。第二次世界大戰後，國共內戰爆發，大量上海廠商帶同資產和技術遷移至香港。加上當時大量大陸難民為逃避戰亂而湧至香港，令香港的人口由 1946 年的 60 萬增加至 1952 年的 213 萬，提供了大量的廉價勞動力，令香港以紡織業為首的工業得到顯著的發展。香港五十年代從事紡織業的工人只有 28,000 人，到 1960 年，紡織業工人數目升至 62,000 多人。至於和紡織業有密切關係的成衣業，工人數目亦由 1950 年的 2,000 人急升至 1960 年的 42,000 多人。這兩個行業的工人數目，已經佔去當時香港製造業工人數目的 40%，成為香港勞動力密集工業的重要支柱。<sup>31</sup>

Table 4: Trade Values of Hong Kong and Britain from 1949 to 1963 <sup>30</sup>

Year	Value of Imports from Britain (HK\$ million)	Value of Exports to Britain (HK\$ million)
1949	387.7	139.7
1950	407.7	168.3
1951	619.1	214.6
1952	470.4	83.4
1953	474.3	119.2
1954	369	162
1955	441	251
1956	Figures Not Available	
1957	666.21	336.75
1958	530.89	393.24
1959	573.72	462.19
1960	664.04	585.24 (Export), 22.58 (Re-export)
1961	757.24	589.2 (Export),18.48 (Re-export)
1962	759.61	714.43 (Export), 22.91 (Re-export)
1963	859.85	863.84 (Export), 43.2 (Re-export)

Implementation of Quota System

Before the Second World War, Shanghai was one of China's most important industrial cities enjoying rapid growth in its textile industry. When the Chinese Civil War broke out after the Second World War, waves of manufacturers in Shanghai drained into Hong Kong with their capital and skills. In addition, the massive influx of Chinese refugees escaped from warfare resulted in the rise of Hong Kong's population from 600,000 in 1946 to 2,130,000 in 1952, providing a colossal supply of cheap labour to drive the remarkable development of industries, particularly the textile industry in Hong Kong. In the 1950s, the worker population in the textile industry was only 28,000, which rose to more than 62,000 in 1960. As for the garment industry, which was closely related to the textile industry, the worker population also rose sharply from 2,000 in 1950 to more than 42,000 in 1960. The total population of workers in these two industries alone constituted 40% of the labour force in Hong Kong's manufacturing sector, being the central pillar of the labour-intensive industry in Hong Kong at that time.<sup>31</sup>

【圖三十二】  
勤奮的香港成衣業工人  
[Picture 32]  
Industrious workers of Hong Kong's  
garment industry







【圖三十三】  
香港當年的南洋紗廠

[Picture 33]  
Nanyang cotton mill in Hong Kong's  
history





【圖三十四】

提供 300 公頃工業用地的  
觀塘

[Picture 34]

Kwun Tong, a district that  
provided 300 hectares of  
industrial land



自 1954 年起，香港製造並出口大量平價紡織品至英國。英國的紡織商向英國政府投訴，香港製造的低價紡織品影響他們的生存空間，英國政府於是對香港紡織廠商推出「自願抑制」(Voluntary Restraints) 措施，要求香港廠商簽訂「自願」協議，將運往英國的紡織品數目限制至某一數額。五十年代後期，美國取代英國成為香港紡織品的最大市場。六十年代初，美國亦對香港紡織品實行「自願抑制」措施。<sup>32</sup> 這些措施可說是後來配額制度的雛形。

五十年代及六十年代初，一般美國人都認為，香港及日本等新興工業地區出口的工業產品價格便宜，導致香港和日本對美國的貿易存在逆差；因此，美國本地工業和美國財政部都傾向限制外國貨品的入口，以期達致貿易收支平衡及保護本地工業的發展。雖然包括美國和英國在內的 23 個國家，在 1947 年 1 月 1 日在日內瓦簽訂了《關稅暨貿易總協定》(General Agreement on Tariffs and Trade，簡稱 GATT)，減低各國間的關稅，以促進國際自由貿易的進行，但美國在協定中加入「逃避條款」(Escape Clause)，當某國出口至美國的貨品數目嚴重影響美國本地工業的生存或競爭力時，美國有權援引「逃避條款」，取消給予該國貨品的關稅優惠。美國在 1951 年通過的《貿易協定延長法》(Trade Agreements Extension Act) 更規定，日後和其他國家的任何貿易協定都必須附有這項條款。<sup>33</sup>

不論一般美國人的想法如何，事實剛好相反，美國和香港的貿易並不存在逆差。根據 1961 年 1 月至 4 月的貿易數字，美國運往香港的貨值是 4,740 萬美元，而香港運往美國的貨值只有 3,090 萬美元，差距達四分之一。因此，某個在遠東有廣泛業務的美國運動服裝公司負責人向當時的美國國務卿臘斯克 (David Dean Rusk) 指出，美國和香港的巨額貿易盈餘已經到了危險的水平。如果情況繼續下去，香港可能須要限制來自美國的入口。如果美國擬向海外出口高科技產品，便要向海外購買紡織品、塑膠花等產品，才能互惠互利，否則外國買家便沒有足夠資金購買美國產品，最終美國會得不償失。<sup>34</sup>

Starting from 1954, a large amount of cheap textile products made locally had been exported from Hong Kong to Britain, inciting the British textile merchants' complaint to the British Government against Hong Kong's low-priced textile products undermining their competitiveness. The British Government then imposed a Voluntary Restraints measure against Hong Kong's textile manufacturers, requiring them to sign a "voluntary" agreement to limit their exports to Britain to a certain amount. After replacing Britain as the largest export market of Hong Kong's textile products in the late 1950s, the United States also imposed Voluntary Restraints on textile products imported from Hong Kong starting from the early 1960s.<sup>32</sup> These measures were indeed regarded as the precursors of the quota system.

In the 1950s and early 1960s, the Americans' general perception was that the cheap exports of industrial products from new developing industrial regions like Hong Kong and Japan had led to the United States' trade deficits with these two places. As a result, both the industrial sector and the Department of the Treasury in the United States were inclined to limiting foreign imports in order to achieve trade balance and safeguard the development of local industries. Although the General Agreement on Tariffs and Trade (GATT) signed by 23 countries including the United States and Britain in Geneva on 1 January 1947 was geared to lowering tariffs among member countries to enhance free international trade, the Escape Clause in the Agreement introduced by the United States could be triggered to cancel the tariff concession on goods from a country when the volume of exports to the United States seriously threatened the survival or competitiveness of American industries. The Trade Agreements Extension Act passed in the United States in 1951 further required that an Escape Clause be incorporated in each and every trade agreement with other countries in future.<sup>33</sup>

Regardless of the Americans' general perception, the truth was completely opposite, as there was in fact no trade deficit between the United States and Hong Kong. According to the trade figures from January to April 1961, the value of imports from America was US\$47.4 million while the value of exports to the United States was only US\$30.9 million. Hong Kong had a deficit of a quarter in the trade with the United States. For this reason, a person in charge of an American Sportswear Company with a wide spectrum of business in the Far East pointed out to the then Secretary of State of the United States, David Dean Rusk, that the huge trade surplus between the United States and Hong Kong had reached a critical level. If the situation were to persist, Hong Kong might have to impose restriction on imports from the United States. If the United States intended to export high-technology products overseas, it would have to purchase products like textile and plastic flowers to engender a mutually beneficial situation; otherwise, foreign buyers would not have sufficient capitals to buy American products, which would result in more of a loss than gain to the United States.<sup>34</sup>

然而，貿易保護主義還是在美國出現了。美國成衣業人士以至工會都認為，香港成衣及紡織品的入口嚴重影響他們的生存空間，這些擔憂在美國各大貿易雜誌和媒體經常出現。因此當時香港業界普遍預期，美國將會限制香港成衣的入口。香港作為一個細小的英國殖民地，在貿易戰中沒有絲毫的議價能力，因此，早在 1959 年，佔業界出口 70% 至 80% 的香港製衣業總商會（Hong Kong Garments Manufacturers' Union）便已向美國承諾會限制香港成衣的出口，以表達善意，希望香港紡織業在未來美國實行入口限制後，能取得更多配額，使之對業界的影響減至最低。而工商業管理處也代表業界和美國駐港領事就此進行談判。<sup>35</sup>

由於美國認為其紡織業受到包括香港在內的新興工業地區威脅，故此率先透過《關稅暨貿易總協定》的框架，進行國際間管制紡織貿易的多邊談判。1961 年 6 月 16 日，各國訂立了《棉紡織品國際貿易短期協定》（Short-term Arrangement Regarding International Trade in Cotton Textile），限制指定類別紡織品出口至美國和英國。這個短期協定生效後，於 1962 年為《棉紡織品國際貿易長期協定》（Long-term Arrangement Regarding International Trade in Cotton Textile）所取代。在長期協定下，入口國家即使沒有證據證明紡織品的入口嚴重影響本地產品的競爭力，仍然可以實行配額限制，這令香港紡織品受到更全面的出口限制。<sup>36</sup>

因應英國、美國及加拿大對香港紡織品入口實施配額制度，工商業管理處在 1962 年 8 月成立紡織品管制科（Textile Controls Branch），檢查紡織品出口商的出口貨物報表，編寫各類紡織品的出口牌照申請紀錄，並研究香港紡織廠商及出口商在配額制度下所面對的困難，採取相應的貿易措施，以配合業界的發展。紡織品管制科下設英國部（United Kingdom Section）及美國與加拿大部（United States and Canada Section），因應這些國家對香港紡織品所實行的出口管制，處理香港廠商申請出口牌照事宜。截至 1964 年 12 月，有 60% 的香港紡織品出口受到配額制度的限制，佔香港總出口的 23%。<sup>37</sup>

Nevertheless, trade protectionism eventually emerged in the United States. American garment employees and their unions reckoned that the garment and textile products from Hong Kong seriously threatened their survival, and such worries were frequently reported in trade magazines and the media in the United States. As such, the industry sector of Hong Kong generally anticipated that the United States would limit the import of Hong Kong garments. As a small British colony, Hong Kong had scarcely any bargaining power in any trade war. In view of that, as early as 1959, the Hong Kong Garments Manufacturers' Union, which contributed 70% to 80% of the total export volume in the industry, had already pledged to the United States to limit the export of Hong Kong garments as a gesture of goodwill, in the hope of securing more quota to minimize the impact on Hong Kong's textile industry if the United States were to implement import restrictions in future.<sup>35</sup>

Since the United States opined that its textile industry was severely threatened by the new developing industrial regions including Hong Kong, it started multilateral negotiations regarding the regulation of the international textile trade under the framework of GATT. On 16 June 1961, the various member countries formulated the Short-term Arrangement Regarding International Trade in Cotton Textiles to limit the export of certain types of textile products to the United States and Britain. The agreement was later replaced by the Long-term Arrangement Regarding International Trade in Cotton Textiles in 1962. Under the long-term agreement, member countries importing products could practise quota restrictions even in the absence of evidence to prove that the competitiveness of their local textile products had been seriously undermined, hence imposing more stringent export restrictions on Hong Kong's textile products.<sup>36</sup>

To meet the requirements of the quota system for textile trading imposed by Britain, the United States and Canada, the Commerce and Industry Department set up the Textile Controls Branch in August 1962 to check the returns of the exported textile product, to compile records of export licence applications of various types of textile products and to study the difficulties faced by Hong Kong's textile manufacturers and exporters under the quota system in order to formulate trade measures to support the development of the industry. Under the Textile Controls Branch were the United Kingdom Section and the United States and Canadian Sections, which handled applications for export licences made by Hong Kong's manufacturers in response to the different export controls imposed by these three countries on Hong Kong's textile products. By December 1964, 60% of the exports of local textile products were restricted by the quota systems, which accounted for 23% of all exports from Hong Kong.<sup>37</sup>



## 注釋 Notes

1. 鄧開頌、陸曉敏主編：《粵港關係史：1840-1984》，頁 177-187；余繩武、劉蜀永主編：《20 世紀的香港》（香港：麒麟書業有限公司，1998），頁 130、144-148。
2. 陳詩啟：《中國近代海關史》（北京：人民出版社，2002），頁 813-822。
3. CO129/574, F. Maze to E.A. Pritchard, 1 November 1938, pp. 18-21; CO129/574, Mr. Allen to Under-Secretary of State for Foreign Affairs, 2 November 1938, p. 22-23; CO129/574, G. Northcote to Malcolm MacDonald, 16 November 1938, pp. 15-17; 九龍海關編志辦公室編：《九龍海關誌：1887-1990》，頁 24、96-97。
4. CO129/585/9, A.S. Campbell, “Kowloon Customs Question”, 25 July 1940, p. 23-27.
5. CO129/585/9, Edwin A. Pritchard to N.L. Smith, 12 August 1940, p.18; N.L. Smith to Edwin A. Pritchard, 3 September 1940, p. 19; 余繩武、劉蜀永主編：《20世紀的香港》，頁 130-131。
6. George Welsby, A History of Preventive Service, 1909-1939, pp. 54-55; Customs & Excise Department, 75th Anniversary, p. 4; 謝永光：《戰時日軍在香港暴行》（香港：明報出版社，2005），頁 88-89；J.C. Prisk to Captain Morley, 14 May 1984, PRO 998/3/1; 王光遠：〈蔣介石與許崇智〉，《文史精華》第 10 期（1998 年），頁 36。
7. 九龍海關編志辦公室編：《九龍海關誌：1887-1990》，頁 86-87。
8. Customs and Excise Department, 75th Anniversary, p. 4; Ho Pui-yin, The Administrative History of Hong Kong Government Agencies, 1841-2002 (Hong Kong: Hong Kong University Press, 2004), p. 245; 鄭宏泰、黃紹倫：《香港米業史》，頁 137-140。
9. Ho Pui-yin, The Administrative History of Hong Kong Government Agencies, 1841-2002, p. 245-247; 鄭宏泰、黃紹倫：《香港米業史》，頁 143-144、157。
10. Harold H. Traver, “Colonial Relations and Opium Control Policy in Hong Kong, 1841-1945”, in Drugs, Law and the State, eds. Harold H. Traver and Mark S. Gaylord (Hong Kong: Hong Kong University Press, 1992), pp.141-147; “Opium Ordinance, 1932” (No. 7 of 1932), 8 April 1932, in The Ordinances of Hong Kong, p. 65-71; “Proclamation No. 13”, 20 September 1945, in The Ordinances of Hong Kong, p.18; Customs and Excise Department, 75th Anniversary, p. 17; Karen A. Joe Laidler, David Hodson, and Harold Taylor, “The Hong Kong Drug Market: A Report for UNICRI on the UNDCP Global Study in Illicit Drug Markets” (Hong Kong: Centre of Criminology, The University of Hong Kong, 2000), p. 3-4.
11. Michael G. Whisson, “Some Sociological Aspects of the Illegal use of Narcotics in Hong Kong”, in Hong Kong: A society in Transition, ed. Ian Charles Jarvie (London : Routledge & Kegan Paul, 1969), p. 299; “Annual Report by the Director of Commerce and Industry for the Financial Year Ended 31st March 1951”, p. 2; 章盛：《香港毒品泛濫真相》（香港：七十年代雜誌社，1976），頁 23-29、36-38。所謂「紅丸」，是以鴉片為原料，混入一些化學物料和香料，製成紅色的小丸。吸食時，「紅丸」會產生蘭花的香味，歷久不散。只要五兩生鴉片，便能製造一萬粒「紅丸」，可說本小利大。“Red pills” were small pills in red colour made by adding chemicals and spice to opium. In the smoking process, the red pills would emit lingering odour of orchids. The red-pill business was very profiteering as 5 taels of raw opium could make 10,000 red pills. 參見章盛：《香港毒品泛濫真相》，頁 5。
12. Customs and Excise Department, 75th Anniversary, p. 4, 18; 《香港毒品問題：一九五九年十一月十一日在香港立法局公佈之白皮報告書》（香港：香港政府印刷所，1959），頁 8-9；《香港禁毒運動第一周年報告書》（香港：香港政府華民政務司署：1960），頁 3。
13. 陳詩啟：《中國近代海關史》，頁 856-857；久保亨：〈國定稅則委員會的作用和張福遠〉，程麟蓀、張之香主編：《張福遠與近代中國海關》（上海：上海社會科學院出版社，2007 年），頁 24-25；鄧

開頌、陸曉敏主編：《粵港關係史：1840-1984》，頁 220-223；《工商日報》，1947 年 8 月 7 日。

14. 《工商日報》，1948 年 2 月 5 日；《工商日報》，1948 年 3 月 24 日；《工商日報》，1948 年 8 月 11 日；《工商日報》，1948 年 9 月 13 日；陳詩啟：《中國近代海關史》，頁 857-858；W.I.J. Wallace to P.D. Coates, 31 December 1948, FO371/75869, p. 4-5; Peter Wesley-Smith, Unequal Treaty 1898-1997: China, Great Britain and Hong Kong's New Territories (Hong Kong: Oxford University Press, 1981), p. 139.
15. Frank Welsh, A History of Hong Kong, p. 444-447；劉潤和、高添強：《歸程熹願—香港走過的道路》（香港：三聯書店，2005），頁 164；“Control of the Flow of a Strategic Materials to China”, 26 July 1949, FO371/75857, p. 3；鄭宏泰、黃紹倫：《香港身份證透視》（香港：三聯書店，2004），頁 55-56；Hong Kong Hansard, 13 August 1949, p.227。
16. Shanghai to Foreign Office, 21 August 1949, FO371/75869, p. 9; 財政部關稅總局編：《中華民國海關簡史》，頁 28-29；九龍海關編志辦公室編：《九龍海關誌：1887-1990》，頁 87-88。
17. 全國政協文史和學習委員會香港小組：《香江歷程》（香港：香港文史出版社，2007），頁 221；“The Exportation (Prohibition) (North Korea) Order, 1950”, 8 July 1950, Supplement No.2 to the Hong Kong Government Gazette, p. 297；“The Exportation (Prohibition) (Specified Articles) Order, 1950”, 11 August 1950, Supplement No.2 to the Hong Kong Government Gazette, p. 347-357.
18. “Additional Measures to be Employed to Meet Aggression in Korea” (UN General Assembly Resolution no. 500 (V)), 14 May 1951, p. 2.
19. E.F. Szczepanik, The Embargo Effect on China's Trade with Hong Kong (Hong Kong: Hong Kong University Press, 1958)，p. 85-87; Hong Kong Annual Report by the Director of Commerce and Industry, 1951/1952 (Hong Kong: Government Printer, 1952)，p. 1-2; “Review of Organization and Structure of Trade Controls Group, 1989”; 劉蜀永主編：《簡明香港史（新版）》（香港：三聯書店，2009 年），頁 323-324；《工商日報》，1952 年 11 月 21 日。
20. Hong Kong Annual Report by the Director of Commerce and Industry, 1951/1952, p. 6; Hong Kong Annual Report by the Director of Commerce and Industry, 1952/1953 (Hong Kong: Government Printer, 1953), p. 5-6; Hong Kong Annual Report by the Director of Commerce and Industry, 1953/1954 (Hong Kong: Government Printer, 1954), p. 5; Hong Kong Annual Report by the Director of Commerce and Industry, 1963/1964 (Hong Kong: Government Printer, 1964), p. 80; E.F. Szczepanik, The Embargo Effect on China's Trade with Hong Kong, p. 5; 劉蜀永主編：《簡明香港史（新版）》，頁 324-325。
21. Hong Kong Annual Report by the Director of Commerce and Industry, 1951/1952, p. 1-2, 6; Hong Kong Annual Report by the Director of Commerce and Industry, 1952/1953, p. 5-6; Hong Kong Annual Report by the Director of Commerce and Industry, 1953/1954, p. 5; Hong Kong Annual Report by the Director of Commerce and Industry, 1963/1964, p. 80; “Trade Development in the C. & I. Department--Staffing Policy”, May 1958, PRO 270/5/44, p. 2; “The Commissioner of Police's Report of July 1962 about the Preventive Service”; 劉蜀永主編：《簡明香港史（新版）》，頁 325-326。
22. Hong Kong Annual Report by the Director of Commerce and Industry, 1949/1950, p. 1; Hong Kong Annual Report by the Director of Commerce and Industry, 1950/1951, p. 1; Hong Kong Annual Report by the Director of Commerce and Industry, 1951/1952, p. 6-7; Hong Kong Annual Report by the Director of Commerce and Industry, 1952/1953, p. 5-6; Hong Kong Annual Report by the Director of Commerce and Industry, 1953/1954, p. 5; Hong Kong Annual Report by the Director of Commerce and Industry, 1954/1955, p. 5; Hong Kong Annual Report by the Director of Commerce and Industry, 1955/1956, p. 1; Hong Kong Annual Report by the Director of Commerce and Industry, 1958/1959, p. 74-75; Hong Kong

- Annual Report by the Director of Commerce and Industry, 1959/1960, p. 80, 82; Hong Kong Annual Report by the Director of Commerce and Industry, 1960/1961, p. 72, 75; Hong Kong Annual Report by the Director of Commerce and Industry, 1961/1962, p. 70, 73; Hong Kong Annual Report by the Director of Commerce and Industry, 1962/1963, p. 78, 81; Hong Kong Annual Report by the Director of Commerce and Industry, 1963/1964, p. 80. 1949 年至 1959 年香港出口至中國和美國的金額，包括香港轉口及香港產品出口的數字。Figures in 1949-1959 included values of export and re-export to China and the United States.
23. Customs and Excise Department, 75th Anniversary, p. 4.
  24. Commerce and Industry Department, The Preventive Service Drill Book (Hong Kong: Commerce and Industry Department, 1954), p. 1-6.
  25. "Open Ceremony of the Preventive Service Training School Tai Lam Chung", 13 June 1974, HKRS998-7-2; "Preventive Service: Initial Training Course", October 1955, HKRS163-1-1921.
  26. "Examination for Promotion to Revenue Inspector Held in 13 April, 1956", The See and Eye: The Magazine of the Preventive Service, Commerce and Industry Department, June 1956, p. 26-32.
  27. 李宗文：《香港進出口貿易手冊》（香港：工商觀察社，1954），頁 25、61-63。為了讓英國的殖民地有更大自主權，英國國會在 1931 年通過建立英聯邦。除了英國外，英聯邦成員一般都是英國的殖民地，包括加拿大、南非、印度、澳洲及 1997 年前的香港等國家和地區。英聯邦各成員互相尊重彼此獨立和平等的關係，如 1932 年英國實行的特惠關稅制度，便是建基於英聯邦成員國的平等和互惠關係。In order to give British colonies higher autonomy, the British Parliament approved the establishment of the British Commonwealth in 1931. Except Britain, members of the Commonwealth were generally British colonies, including Canada, South Africa, India, Australia, Hong Kong (before 1997) and other countries as well as regions. The Commonwealth members paid mutual respect to one another's independence and equality. The Preference Tariff System implemented in Britain in 1932 was established on the basis of equality and mutual benefit among the Commonwealth members.
  28. Hong Kong Annual Report by the Director of Commerce and Industry, 1949/1950, p. 19; Hong Kong Annual Report by the Director of Commerce and Industry, 1963/1964, p. 101.
  29. Hong Kong Annual Report by the Director of Commerce and Industry, 1949/1950, p. 19; Hong Kong Annual Report by the Director of Commerce and Industry, 1950/1951, p. 20; Hong Kong Annual Report by the Director of Commerce and Industry, 1951/1952, p. 30; Hong Kong Annual Report by the Director of Commerce and Industry, 1952/1953, p. 35; Hong Kong Annual Report by the Director of Commerce and Industry, 1953/1954, p. 51; Hong Kong Annual Report by the Director of Commerce and Industry, 1954/1955, p. 19; Hong Kong Annual Report by the Director of Commerce and Industry, 1955/1956, p. 14; Hong Kong Annual Report by the Director of Commerce and Industry, 1958/1959, p. 90; Hong Kong Annual Report by the Director of Commerce and Industry, 1959/1960, p. 97; Hong Kong Annual Report by the Director of Commerce and Industry, 1960/1961, p. 92; Hong Kong Annual Report by the Director of Commerce and Industry, 1961/1962, p. 90; Hong Kong Annual Report by the Director of Commerce and Industry, 1962/1963, p. 98; Hong Kong Annual Report by the Director of Commerce and Industry, 1963/1964, p. 101.
  30. Hong Kong Annual Report by the Director of Commerce and Industry, 1950/1951, p. 19; Hong Kong Annual Report by the Director of Commerce and Industry, 1951/1952, p. 6; Hong Kong Annual Report by the Director of Commerce and Industry, 1952/1953, p. 6; Hong Kong Annual Report by the Director of Commerce and Industry, 1953/1954, p. 4; Hong Kong Annual Report by the Director of Commerce and Industry, 1954/1955, p. 6; Hong Kong Annual Report by the Director of Commerce and Industry, 1955/1956, p. 1; Hong Kong

- Annual Report by the Director of Commerce and Industry, 1958/1959, p. 73; Hong Kong Annual Report by the Director of Commerce and Industry, 1959/1960, p. 79; Hong Kong Annual Report by the Director of Commerce and Industry, 1960/1961, p. 72; Hong Kong Annual Report by the Director of Commerce and Industry, 1961/1962, p. 70; Hong Kong Annual Report by the Director of Commerce and Industry, 1962/1963, p. 78; Hong Kong Annual Report by the Director of Commerce and Industry, 1963/1964, p. 80.
31. 饒美蛟：〈香港工業發展的歷史軌迹〉，王賡武主編：《香港史新編》（香港：三聯書店，1997），上冊，頁 375-377；元邦建：《香港史略》（香港：中流出版社，1993），頁 221-223。
  32. Hong Kong Commerce and Industry Department, Textiles, Hong Kong (Hong Kong: Government Printer, 1965), p. 39; 饒美蛟：〈香港工業發展的歷史軌迹〉，頁 390。
  33. Joseph B. Friedman, "Protection of Rights of Foreign Exporters in United States Tariff Commission 'Escape Clause' Proceedings", PRO 270/5/32, p.1-3; Bud Beramn to Dean Rusk, 7 July 1961, PRO 270/5/33, p.1.
  34. Bud Beramn to Dean Rusk, 7 July 1961, PRO 270-5-33, p. 2-4.
  35. D.C. Barty, "Export of Garments to the U.S.A", 15 July, 1959, PRO 27/5/31, p. 1-3; Chan Tung-Wai, "An Analysis of the Textile Quota Control System in Hong Kong" (Master of Public Administration diss., University of Hong Kong, 1994), p. 15-17.
  36. Chan Tung-Wai, "An Analysis of the Textile Quota Control System in Hong Kong", p. 21-22; Lee Yuk-kei, "The Textiles Quota System in Hong Kong: A Study of Efficient Allocation under Rationing" (MPhil. Diss., The University of Hong Kong, 1988), p. 12; Lee Yuk-kei, The Textiles Quota Allocation System in Hong Kong (Hong Kong: The University of Hong Kong, 1985), p. 1-2.
  37. D.C. Barty, "Textile Controls Brach-Establishment", 14 August 1962, PRO 270/1/8; A.T.L. to S.C.L., 13 August 1962, PRO 270/1/8; Hong Kong Commerce and Industry Department, Textiles, Hong Kong, p. 39.