

中国煤炭产业效率及其规制效应分析

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摘要 由于煤炭资源开发的外部性和能源安全保障需求,政府通过合理的政策规制以提升煤炭产业的效率水平,应该成为煤炭产业政策的主要目标之一。在政府试图对煤炭产业实施再规制的当下,科学考察我国煤炭产业的效率水平,评价现有主要政策对煤炭产业效率的规制效应,具有必要性和现实意义。本文采用中国煤炭企业 100 强 2007—2012 年的数据,构建 Malmquist 指数测算我国煤炭产业的效率水平,并基于 SFA 方法检验技术水平、安全生产和清洁生产规制对煤炭产业技术效率产生的冲击效应。结果显示:①样本期内,煤炭产业平均全要素生产率相对稳定,但技术效率却出现了恶化趋势;②规模较大企业的全要素生产率和技术效率都高于规模较小企业,而特大型企业的规模效率却不一定高;③技术水平规制对煤炭产业技术效率的正向效应明显,而安全生产和清洁生产规制的负向效应明显。这意味着,要想规制不伤害煤炭产业效率,就要短期内鼓励煤炭企业加大 R&D 投入以提升效率水平,而中长期要引导煤炭企业循序渐增加大安全投入以避免“暴饮暴食”和“消化不良”,并主要通过经济手段支持煤炭企业提高清洁生产水平和努力构建现代煤炭产业体系。同时,应在目前资源整合政策效应已显现的基础上,继续“抓大放小”,扶持适度规模的中大型煤炭企业,关停并转小煤矿,以促进整个煤炭产业效率水平提升。

关键词 煤炭产业;效率;规制效应;中国

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自 1992 年中国工业化进程加速以来,国内煤炭资源得到了大规模、高强度开发,煤炭产业在国家能源供应安全保障方面扮演着不可替代的角色。然而,长期以来,国内煤炭产业的粗放式扩张,导致产业集中度偏低,技术水平不高,矿难频繁发生,煤炭百万吨死亡率居高不下。“三率”(煤矿采区回采率、原煤入选率、煤矸石与伴生矿产资源利用率)水平低下,资源浪费严重,环境影响巨大。针对这些问题,2007 年国家发改委出台《煤炭产业政策》进行规制,以期能够促进煤炭产业健康发展。可是,2013 年以来全国严重雾霾天气的频繁发生,传统煤炭产业被推上风口浪尖。为此,政府试图对煤炭产业实施再规制。例如,2013 年国务院相继颁布《大气污染防治行动计划》和《关于促进煤炭行业平稳运行的意见》,国家能源局也为《煤炭产业政策》(修订稿)公开征求意见。由于煤炭资源开发的外部性和能源安全保障需求,政府通过合理的政策规制以提升煤炭产业的效率水平,应该成为煤炭产业政策

的主要目标之一。在政府试图对煤炭产业实施再规制的当下,科学考察我国煤炭产业的效率水平,并评价现有主要政策对煤炭产业效率的规制效应,具有必要性和现实意义。基于此,本文主要从投入产出视角考察我国煤炭产业的生产率和技术效率,并着重评估技术水平、安全生产和清洁生产规制对煤炭产业技术效率产生的冲击效应,最后在此基础上揭示相应的政策含义。

1 文献综述

一个企业需要运用资本、劳动、原材料等生产要素才能生产出产品,因而投入产出视角下的效率可以从生产率和技术效率两个层面来理解。生产率衡量企业每单位投入的产出量,而技术效率衡量企业对现有生产要素有效利用的能力。在经济学中,为了评价此种意涵的效率,往往需要联系“最优”的概念。这里的“最优”是对一个经济系统最优生产行为的描述,代表了最优生产状态下的最大产

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