

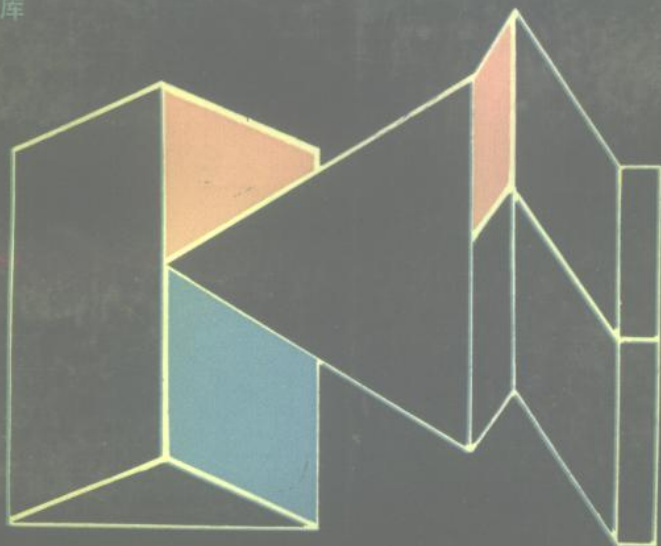


产业政策研究

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从各国所实际实行的产业政策看，产业政策的主要内容有产业结构政策、产业组织政策、进出口政策、技术政策、产业布局政策，等等。这些政策都是互相交叉、互相联系的，它们之间只有大致的分类，没有十分明确的界限。在各个国家和同一国家各个不同的发展时期中，产业政策中所强调的政策重点往往有明显的不同，但为了对产业政策的主要内容有一般的了解，大致可从以下几个角度来进行考察。

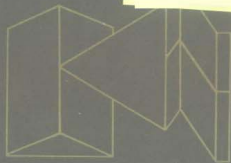
(一) 产业结构政策，即着重于影响产业结构变化的政策。具体可分为产业发展重点的优先顺序选择和保证实现这些优先顺序的政策措施。

产业发展优先顺序的选择是依据产业结构理论，各国产业结构的一般规律，本国产业结构的现状等来选择产业发展重点的优先顺序。由于技术经济关系的不同，各个产业部门在国民经济的投入产出关系中所处的地位和作用是有很大的区别的。地位比较特殊的主要的产业部门大致能列出三类：第一类是瓶颈产业，即由于它们的供给能力不足导致

DANGDAI JINGJIXUE XILIE CONGSHU

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产业 政策研 究

杨沐著
上海三联书店出版

在这种建设偏好、模仿偏好条件下，发展中国家一方面会计划化，企业之间和部门之间高投入，为自我平衡重复投资符合国防需求或因缺少互补延迟发挥不了效益；现有资产无法适应逐渐变化的需求；运行量和所形成的国防供给能力之额，我国称为差额1。另一方面企业国营化，绝大部分企业所面对产品定价、工资、雇佣等一般无相决策，企业的亏损也既无有效使用自己的生产能力

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杨 沐 著

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作者介绍

杨沐，1946年生于江苏省无锡市，1964年进入上海交通大学船舶制造系学习，1970年被分配到一农机厂当工人、技术员，1973年后在地方工业管理部门工作。1978年考入中国社会科学院研究生院，1981年获比利时鲁汶大学工商管理硕士学位，1982年进入中国社会科学院工业经济研究所，先后为助理研究员、研究室副主任、副研究员、研究所副所长，并于1988年获经济学博士学位。

近几年来，杨沐在《经济研究》、《人民日报》等报刊上发表学术论文几十篇，对新技术革命、工业发展战略、产业政策等问题作了比较深入系统的理论研究，引起了学术界的广泛重视。他参与组织和撰写的《中国工业发展战略问题研究》一书，获1986年度孙冶方经济科学著作奖。

ABSTRACT

A THEORETICAL STUDY ON INDUSTRIAL POLICY

The Japanese economists, who have a lot of practical experiences and who have made substantial theoretical study on industrial policy (IP), believe that the theoretical bases of IP are on market failure of resource allocation. The benefit of these ideas is the limitation of government regulations, so that the market can play the important role where their behaviors are effective. But there is also much insufficiency in these ideas for most developing countries, such as China, for in most areas of these countries the market structures are very incomplete. Where there is no market structure, there is no point of talking about market failure. How then can the government regulations or policies help to

allocate resources? How can they help to establish market structure? In this book the author tries to set up new fundamental theoretical bases for IP. Four aspects are salient:

1. The Supply Theory. The typical characteristics of developing countries is their backwardness and their strong ambition to change this backwardness. On the one hand this ambition can become the motive to accelerate economic developments; on the other hand, it can also become a fever that may force the economy to slip off its own way. There are some common behavior propensities in the supply developments of developing countries: (1) growth-rate propensity; (2) imitating propensity; (3) centralization propensity. Because of these three kinds of propensities in the developing countries, the actual supply is not equal to the total supply, which appears always with the total demand, but equal to the effective supply. When the propensities are stronger, the effective supply

is much smaller than total demand and the pressure to force the investment larger is also stronger, so that there is a vicious circle: the stronger ambition to change backwardness — the more investment — the more insufficiency in effective supply — the more investment. In this circle the policy to contract the total demand will loosen its effects. Therefore, the fundamental basis to set up IP for developing countries is to control the three above-mentioned propensities and to strive for increase of the effective supply.

2. The Structure Theory. In the short run, the resource supply for developing countries is inelastic, as the product structure is decided by demand structure. But, in the long run, the resource supply can be changed by technological progress and investment structure, as new products can create new consumers. So the industrial structure for developing countries is decided not only by the demand structure, but also by technological progress, resource endowment, and

government policies. In the development process, structure change is inevitable for any country. There are always some sectors where growth rates are higher than the growth rate of total economy. The better choice for IP is to help the limited resources move into these sectors, and to help them overcome the entry barrier which appears in most developing countries, because the market structure is incomplete and the market information is tortured.

3. The Organisation Theory. In market competitions the major factors that influence market structure are scale economy, merger, product differentiation, market entry barrier, policy and so on. When productive technology and management technology achieve greater and greater progress, when market structure is going to be nearer and nearer to perfection, the optimal scale for one product, one plant or one firm has the tendencies to be bigger or smaller simultaneously. Simply to qualify one scale as a standard

rational scale is unsuitable for market competitions. An enterprise is not always more profitable when it grows bigger, and market is not always more efficient when its centralization ratio climbs higher. We can say that the scale-decision and merger-decision of a firm is a risk management art for entrepreneurs, and the government is in no position to play this role in their stead. For the developing countries the important IP is not to simply imitate the market structure from the industrialised countries, but to form a self-organizing system. Under this system the market can be organized by itself to move to a more effective level.

4. The Foreign Trade Theory. Historical experiences show that foreign trade plays an important role in a country's economic development. However, for developing countries to increase the effective supply in a certain period, they ought to carry out a trade protective policy, and most often than not this protective policy may induce a loss

of consumers' benefit, more monopoly and other inefficiencies. And there would be a danger of leading the country to greater self isolation. So the IP must also try to find an effective balance between developing foreign trade and protecting the native industries.

The author of this book uses theories to analyse the past experiences of IP both in China and other countries and regions, and to discuss the important parts of future IP in China.

The author, having taken his MBA in Belgium and Ph. D (for economics) in China's Academy of Social Sciences, is an associate research fellow and deputy director of Industrial Economics Institute of CASS. He has worked on industrial development and industrial policy for many years. The preface of this book is written by Professor Ma Hong, President of Development Research Center under the State Council of the People's Republic of China.

序

我国社会主义建设面临的重大课题是改革和发展。

近10年来，在改革开放政策的指导下，我国的社会主义经济建设取得了引人瞩目的巨大成就，但也面临着不少困难和问题，如社会总需求大于总供给，经济发展过热，效益不高，市场秩序紊乱，社会分配不公等等。要妥善解决这些问题，不仅要继续深化经济体制的改革，完善企业的经营机制，建立社会主义商品经济新秩序；同时还必须制定出一套符合我国实际情况的产业政策和与之配套的利率政策和税收政策，对经济实行有效的控制和调节，调整和改造产业结构，实现生产要素的合理配置，提高资金和资源的利用效益，进一步促进经济的发展和人民生活的改善。

过去，我们促进经济的发展，重点是放在对不同经济形式的优惠政策（如对个体经济、

中外合资经济、外商独资经济以及乡镇企业等的优惠政策), 以及不同地区的优惠政策(如对经济特区、开发区、沿海开放城市的优惠政策)方面。执行这种政策, 已经取得了显著成效, 今后仍应继续执行。但是无论是对不同经济形式的优惠政策, 还是对不同地区的优惠政策, 都应当以产业政策为基础。因为不论什么经济形式, 不论什么地区, 对于哪些产业要鼓励发展, 哪些产业要限制发展, 哪些产业要禁止发展, 都有一个如何从宏观上正确引导的问题; 就是说, 必须要有正确的产业政策和相应的立法, 并严格执行。这样, 才能逐步达到产业结构的优化, 实现生产要素的合理配置, 提高资源和资金的利用效益。否则, 近几年来一直存在的各种各样的盲目建设和不必要的重复建设, 使投资规模日益膨胀, 而投资效益日益下降的状况, 就很难从根本上加以改变。因此, 今后在制定促进经济发展的优

惠政策时，应当把注意力转移到产业政策方面来。

目前，一个全国范围的产业政策研究的局面已经出现，许多地方和部门结合计划工作职能的转变，广泛开展了产业政策的研究和制定工作，在指导当前的经济发展、结构和布局的调整方面，发挥了积极的作用。但是，由于理论指导薄弱，缺乏间接管理的经验，产业政策研究的深度和广度还是很不够的，产业政策的研究和制定在我国还只是处于起步阶段。

杨沐同志是国内较早地从事于产业政策研究的学者之一。近年来他积极参加了国内和国际的有关的学术讨论会，作了大量的调查研究，撰写和发表了一系列的论文，在数年积累的基础上，写成了这本专著。

这本书的特点之一是理论性强。作者综合地应用了马克思主义的经济学和西方的宏

观经济学、微观经济学、发展经济学、产业组织学、新制度主义经济学、国际贸易理论等，提出了研究和制定产业政策理论的主要理论基础是供给理论、结构理论、组织理论和外贸理论。他的着眼点不是政策本身，而是制定政策的依据和指导思想。

特点之二是现实感强。这不仅表现在本书中有较多的数据和实证材料，也不仅是因为作者应用他所提出的理论框架，总结了历史经验，探索了当前我国产业政策中的若干重要问题，尤其是因为作者对产业政策的理论研究是放在人均收入处于 300 至 1000 美元、市场机制才初步建立的发展中国家的背景和时点上的。

特点之三是探索性。作者不同意像日本学者那样，把“市场失败”作为产业政策的立论基础；指出中等收入的发展中国家面临的主要问题，既不是有效需求不足，也不是资金

积累太低，而是有效供给和总供给之间的差额。由于发展中国家的后进地位所形成的赶超冲动，很难避免发展供给中的速度偏好、模仿偏好和集中偏好。产业政策就是用冷静的理性，在努力加快发展中，克服这种偏好，提高有效供给的比重。作者在这里试图勾画出中等收入发展中国家经济发展中的根本症结，这种探索的意义超出了产业政策本身，对形成我国自己的发展经济学理论是有启发的。

这本书还有其他一些优点，如把产业结构和产业组织的优化看作一个动态过程，把一国投入产出的平衡放在国际环境中进行考察研究，等等。

但也必须指出，作为产业政策理论研究的首批专著之一，这本书的分析研究只能看作是一个开始，有些观点还有待于作者在今后的研究中进一步完善；有些观点，如认为价格的基本放开应放在企业制度改革以后，只

能看作是一家之言。但可以预料,这本书对从事经济理论研究的同志和参与研究制定产业政策的实际部门的同志都是有参考价值,并且能够从中得到启迪的。

马 洪

1988年10月于北京