

裁撤與非效率之間： 由效率角度檢視台糖製糖廠的停閉政策

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台糖公司為求降低虧損幅度以及針對民營化政策預作準備，因此，自 1997 年起積極採取停閉所謂「效率不彰」(inefficiency) 之製糖工廠以為因應；然而，諸多文獻亦指出，公營事業的決策過程往往充滿了許多政治動機與政治考量。本文旨在透過資料分析，探討台糖公司停閉政策的實施，是否真肇因於製糖工廠之效率不彰？依據台糖公司各製糖工廠所劃定的原料生產區域，本文利用「資料包絡分析」、「Malmquist 生產力指數」等方法實證評估各製糖工廠之相對整體技術效率，以及長期生產力變動指數。分析結果顯示，台糖公司過去所核定之閉廠對象，多不為考量製糖效率不彰因素所致。筆者以為，即便在停閉政策上，台糖公司顯然仍然擔負著某種程度的「政策性任務」，造成停閉糖廠之後仍無法提高製糖效率、改善虧損幅度。此外，如何配合組織重整的人事精簡策略，將是台糖公司為求順利轉型所必須努力之方向。

關鍵詞：製糖工廠、非效率、停閉政策、資料包絡分析、Malmquist 生產力指數

The Relationship between Closure and Inefficiency: An Analysis of the Closing Policy of the Taiwan Sugar Factories from the Viewpoint of Efficiency

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ABSTRACT

To improve a deficit and prepare for privatization, Taiwan Sugar Corporation implemented a closing policy for its "inefficient" sugar factories starting from 1997. However, many previous studies pointed out that the policy process of a public enterprise always contains political considerations. This study compares the relative total technical efficiency and long-term productivity change of each sugar factory, using the "DEA" and "Malmquist productivity index" to analyze whether the closing policy of the sugar corporation is really based on inefficiency. The findings indicate that the reason some sugar factories were closed is hardly related to production efficiency. It is shown that instead, many political considerations are rather included about the closing policy. It is the reason why even Taiwan Sugar Corporation carries out the close-down policy, total management efficiency is not in the least improved.

Key Words: sugar factory, inefficiency, closing policy, DEA, Malmquist productivity index