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主编 李经谋



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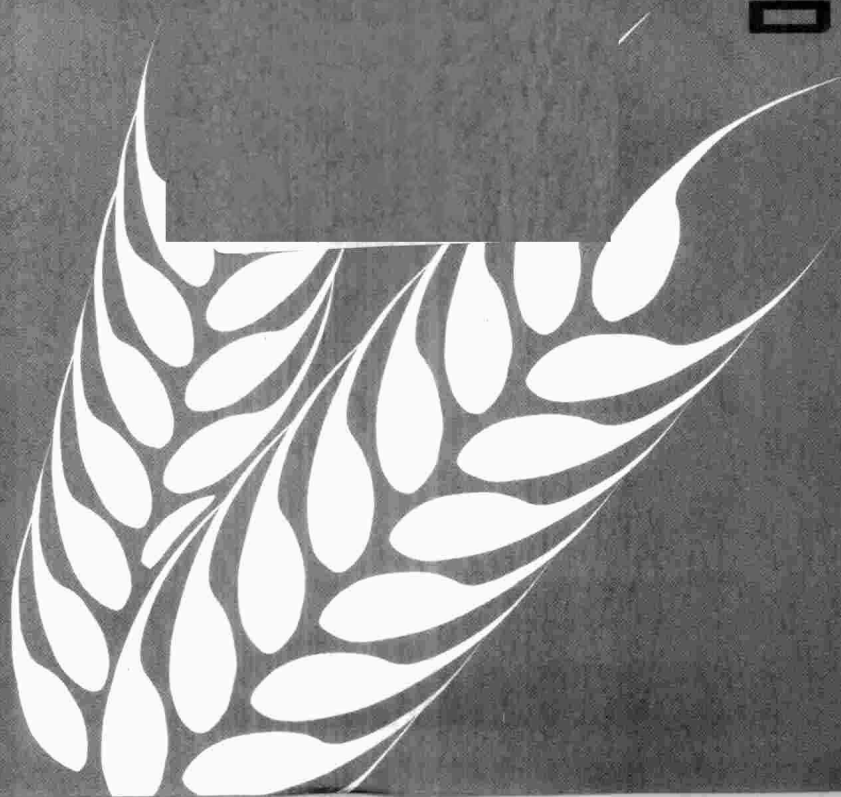
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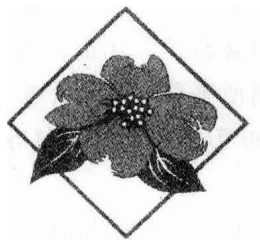
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春天的祈盼

(代序) 李经谋



我们满载着对祖国六十华诞的兴奋和喜悦，昂首阔步迈进了后危机时代的第一个春天，抚今追昔，感慨系之。六十年的辉煌成就，不仅极大地提升了中国的国际地位，也大大增强了中华民族的凝聚力和向心力。“大鹏一日同风起，扶摇直上九万里”，作为华夏儿女，从来没有像现在这样扬眉吐气和踌躇满志。

百年不遇的世界金融危机已成为具有划时代意义的历史事件。被称为世界“思想盛宴”的达沃斯论坛今年的主题思想是：“改善世界现状——重新认识、重新设计、重新构建”。世界在思考，中国在思考，粮食人也在思考，而且思考的是一个“天大”的问题——粮食安全。

接踵而至的世界粮食、石油和金融危机赋予人们认识粮食问题的新视野，粮食安全问题再次被聚焦。大家从多学科、多角度、多领域进行深入探讨，可谓华章荟萃，言高旨远。但国人对粮食安全问题的认知还存在诸多歧见，比如重粮食生产安全而轻粮食流通安全，重粮食数量安全而轻粮食质量安全。也有人认为，在我国不存在粮食安全问题，

特别是在阶段性供过于求的情况下讨论粮食安全是庸人自扰、杞人忧天，这显然有失偏颇。

“粮食安全”的概念是联合国粮农组织（FAO）于1974年首先提出，后几经完善，形成其核心思想：保证所有的人在任何时候都能够得到生存和健康所需要的安全和富有营养的食品。这充分说明，粮食安全既是一个发展的概念，也是一个系统工程，其内涵和外延都十分丰富，不同的国家、不同的时期以及不同的消费群体，都会对粮食安全有不同的诠释。一般来讲，粮食安全的概念包括三层含义，即数量保障、质量保障和购买力保障，它们是通过社会再生产过程的生产、流通和消费阶段来实现的，因此，粮食安全大体上可划分为生产安全、流通安全和消费安全。生产安全主要是指能否生产足够数量的粮食保障供应；流通安全则是通过市场的购销、储运、加工等活动，将粮食转化成安全、营养的食品，实现由田间到餐桌的转移；消费安全则是保证人们有能力随时得到所需要的安全、营养的食品，这又涉及社会保障问题。可见，三者之间相互独立、相互依存、相互影响。

新形势下粮食安全的内涵和外延正在发生新的变化。与以往的世界粮食危机所不同的是，此次危机主要不是出在粮食的短缺上，而是出在粮价的大幅上涨致使缺粮人口买不起粮食上；也就是说，有了粮食并不一定能够保障粮食安全。因此，我们应以新的视野，全面、系统、科学地认知中国的粮食安全及其可持续发展问题。

“谁知岁丰歉，实系国安危”。长期以来，我国政府始终把粮食生产作为头等大事来抓，制定了“立足国内，基本自给”等一系列正确的方针政策。特别是改革开放以来，我国粮食生产实现突破性进展，粮食流通体制改革不断深化，现代粮食市场体系初步确立，并实现了由供不应求向供求基本平衡的嬗变，这充分说明，目前我国的粮食形势是基本安全的，是适应我国现阶段经济和社会发展要求的。

但从长远的观点来看，随着人口的增长、耕地的减少、工业化和城市化进程的加快，我国的粮食安全形势不容乐观。因此，要保持我国粮食安全的可持续发展，首先要解决粮食生产、消费和流通中存在的许多认识问题和实际问题。

粮食生产在粮食安全中无疑起决定作用，但如果不遵循粮食生产的基

本规律，而是急功近利，过度追求粮食高产，过犹则不及，最终会引发影响粮食生产可持续发展的一系列问题。其一，重产量、轻质量。单纯追求粮食产量，往往是以牺牲质量为代价的，尽管国家粮食标准未设营养指标，但粮食质量下降已是不争的事实，加之一些地区农田污染严重，构成了粮食生产的“隐性风险”，这同我国“高产、优质、高效”的农业发展战略背道而驰。其二，重开发、轻保护。过度消耗大自然的恩赐，使有限的耕地逐渐贫瘠化，会引发一系列环境和社会问题。舍本逐末，竭泽而渔，曾经的“黑土地”恐怕只会留在人们的记忆里。其三，重数字、轻实际。当粮食产量成为某些地方政绩的“标的物”时，那么实际数量就有可能被“潜规则”，从而亵渎了《统计法》的尊严。

尽管粮食生产安全尚存不少“隐性风险”，但毕竟有了基本的数量保障。令人堪忧的是，大量存在于粮食流通中司空见惯的“显性风险”并未提升到粮食安全的高度来认知。究其原因，同长期存在的“重生产、轻流通”的思想一脉相承。其一，储备过剩。由于粮食连年丰收，我国的粮食储备不仅超过了国际安全标准，也超过了我国规定的储粮标准，且品种结构也不尽合理，这不仅增加了储藏成本，也增大了粮食陈化、变质的风险，“前车之覆，后车之鉴”，教训是深刻的。这是粮食生产和粮食流通脱节的突出表现。其二，流通无序。目前我国的商品粮流通在很大程度上还处于无序状态，即使国家用于宏观调控的政策粮食，也未全部纳入规范化市场流通，加之普遍存在的“出库难”、“运输难”，一旦出现地区间粮食结构性短缺，货不畅其流，也会成为粮食安全的隐患。其三，加工堪忧。在粮油食品加工中，距国家“安全、优质、营养、方便”的要求相距甚远。屡禁不止的滥用添加剂问题、过度加工造成的营养流失问题以及饭店作坊的食品卫生等问题，已成为人们健康的“隐形杀手”，不可等闲视之。其四，浪费严重。粮食流通及消费过程中的浪费现象触目惊心，“强本而节用，则天不能贫”，仅仅宣传“节约粮食光荣，浪费粮食可耻”是不够的，要提升到粮食安全的高度来认识。其五，价格干预。粮食价格由国家制定而非市场形成，会造成轮番提价和带动相关产品涨价的不良循环，而且有可能增加通胀压力。“谷太贱则伤农，太贵则伤末”，虽然有利于农民的现实利益，但不利于农民的长远利益，也影响消费者的利益，我们是有前车之鉴的。其六，调节滞后。近年来，国外粮价高于国内粮价

时，限制出口，而国外粮价低于国内粮价时，又出不了口，从而失去了灵活利用国际、国内两个市场调节供求、缓解我国粮食生产压力、促进土地休养生息的机会。

粮食消费是粮食生产和流通过程的终点，要实现粮食消费安全，任重而道远，因为它是以粮食生产安全和流通安全为前提的。即使有了粮油食品数量和质量的安全保证还不够，还要有与购买力相适应的合理的价格水平。由于我国建立了主要粮食品种的宏观调控机制，加之社会保障体系的不断完善，一般不存在因购买力问题而引发的消费安全问题。但是也应该看到，对于“话语权”不在国家手中的粮油商品，其消费安全风险还是存在的。因此，如何在世贸组织规定的范围内，切实保障这类商品的消费安全，成为我国粮油安全需要面对的新课题。

“东方风来满眼春”。成功抵御了世界粮食危机并在金融危机中率先复苏的中国，正在建设“仓廩实则知礼节，衣食足则知荣辱”的小康社会，以科学发展观认知粮食安全，以市场经济原则解决粮食安全中的问题，切实保障我国粮食安全可持续发展，是经济发展和社会进步的必然要求。尽管粮食安全“路漫漫其修远”，但我们有优越的社会主义市场经济制度，一个“供给稳定、储备充足、调控有力、运转高效”的粮食安全保障体系正在构建中。可以预见，我国粮食安全可持续发展的前景非常广阔。

中国粮食的长治久安——所有粮食人终生的祈盼。

2010年3月18日

Expectations in Spring

(Preface)

Li Jingmou

We have stepped into the first spring in the post – crisis era with great pride and excitement for the sixtieth anniversary of the foundation of our country. The splendid achievements we made in the past 60 years have not only rapidly enhanced China’s international status, but also strengthened to a great extent the attraction and centripetal force of the Chinese nation. “Once the roc starts flying along with the wind, it will soar ninety thousand miles straight up into the sky.” As members of the Chinese nation, we have never been so proud of ourselves.

The global financial crisis that would rarely happen in 100 years has become a historical event of epoch – making significance. The major theme of the annual meeting of Davos Forum this year, which is known as the world’s “thinking feast”, is “Improve the State of the World: Rethink, Redesign, Rebuild”. The world, China and grain industry related people are all thinking about food security, which is the biggest issue on earth.

The global grain crisis, crude oil crisis and financial crisis that appeared in succession offered us a new vision to understand the grain issue, and the issue of food security was put in focus again. Many people have made deep researches into the issue from the angles of many subjects and fields. But there are some people with misunderstanding of the issue, who pay more attention to grain production security than to grain logistics security, or pay more attention to grain quantity security than to grain quality security. Still some other people even think that the issue of food security does not exist in China at all, and that

it is to meet trouble halfway to discuss the issue under the periodical situation with more supply and less demand, which is obviously wrong.

The concept of Food Security was first put up by the FAO in 1974, and modified several times later on, and has formed its core definition, i. e., “to guarantee that all people, at all times, have access to sufficient, safe and nutritious food to meet their needs of life and health. This fully shows that food security is both a developing concept and a systematic project with rich connotative and denotative meanings. Different countries, periods and consumer groups have different definitions for it. Generally speaking, the concept of food security contains 3 meanings, i. e., quantity guarantee, quality guarantee and purchasing power guarantee. They are achieved through the phases of production, logistics and consumption in the process of social reproduction. So food security can be generally divided into production security, logistics security and consumption security. Production security mainly refers to producing enough grain to guarantee supply; logistics security refers to converting grain into safe and nutritious food through various activities such as purchase, sale, reserve, transportation and processing, so as to achieve the transfer from the field to the table; consumption security refers to guaranteeing that people have access to safe and nutritious food that they need, which is also an issue of social security. We can see that the above 3 meanings are independent with each other, dependent on each other and influencing each other.

The connotations and denotations of Food Security under the new situation are changing. Unlike the previous one, the recent global grain crisis was not caused by shortage of grain supply, but by the sharp increase of grain prices which made people in need unable to afford to buy food. That is to say that even with enough grain supply, we might be unable to guarantee food security. Thus, we should try to cognize the issue of China's food security and sustainable development comprehensively, systematically and scientifically from a new viewpoint.

“Bumper or poor harvests in one year are closely related to the security and stability of a country.” For so many years, China's government has taken grain

production as its top priority, and has established a series of correct courses and policies like “achieving basic self – sufficiency based on domestic production”. Especially since the Reform and Opening – up, China has made break – through progress with its grain production, deepened gradually the reform of its grain logistics system, established initially its modern grain market system, and achieved the transfer from less grain supply and more demand to basic balance between supply and demand. It fully demonstrates that China’s current grain situation is basically safe and can meet the requirements of its economic and social development at the current stage.

From a long – term viewpoint, along with the growth of population, the decrease of arable land and the speedup of the process of industrialization and urbanization, China’s situation of food security would not be so optimistic. Therefore, in order to keep sustainable development of China’s food security, we must first settle many cognitive and practical problems with grain production, logistics and consumption.

It is doubtless that grain production plays a decisive role in food security. But if we don’t follow the basic rules of grain production, and if we seek overly high grain production for near – term benefits, a series of problems might arise which could affect the sustainable development of grain production. **One problem** is paying more attention to quantity than to quality. Simply seeking high grain quantity often causes the sacrifice of its quality. Although we have not yet established a national grain standard, it is an undisputable fact that the grain quality is falling. Besides, the serious pollution in farmland in some areas is causing “implicit risks” to grain production. It is not in line with China’s agricultural development strategy of “high production, good quality and high efficiency”. **Another problem** is paying more attention to development than to protection. If we overuse the natural resources, our limited arable land might be impoverished gradually, which might cause a series of environmental and social problems. If we kill the goose that lays the golden egg, the existing fertile land might only exist in our memory in the future. **The third problem** is paying more attention to figures than to practice. If grain production becomes a “sub-

ject matter” in the achievements of some local governments, the actual figures might be revised according to some “hidden rules”, which would profane the dignity of the *Statistics Law*.

Although there are many “implicit risks” to our grain production security, we have the basic guarantee of quantity. What is really worrying is that we are not cognizing many “explicit risks” that frequently appear in our grain logistics from the viewpoint of food security. The reason is the same as the thought of “paying more attention to production than to logistics” that has been in existence for a long time. **One risk** is overstock. Due to successive bumper harvests, China’s grain stock level is above both the international security standard and its own standard. Besides, its structure of varieties is not so reasonable. It not only raises the stock costs but also increases the risks of staleness and deterioration of grains. “The remembrance of the past is the teacher of the future.” We should never forget the past lessons. This is a typical demonstration of separation between grain production and grain logistics. **Another risk** is in – disorder logistics. Right now, China’s commercial grain logistics is in disorder to a great extent. Even not all the policy grain used by the government for macro – regulation is being circulated through regular markets. In addition, there are also the difficulties of “checking out of stock” and “transportation”, which might pose implicit risks when structural grain shortages happen in certain areas. **The third risk** is worrisome processing. The processing of grains and oils is still not up to the national requirement of “safe, quality, nutritious and convenient”. The problems of abuse of additives, nutrition loss due to over – processing, food hygiene in restaurants and workshops, ect., remain incessant after repeated prohibition, and have become “hidden killers” to public health. We must never neglect these problems. **The fourth risk** is serious waste. Wastes in grain logistics and consumption are astonishing. “If we save for our essential interests, the whole world would not be poor.” It is not enough just to say that “it is glorious to save grain and it is shameful to waste grain”. We must cognize the issue from the angle of food security. **The fifth risk** is price intervention. If grain prices are determined by the government rather than the market, it would

result in the vicious cycle of price increases in turn for grains and related products, and strengthen the pressure of inflation. "Grains too cheap hurt farmers, and grains too expensive hurt their essential interests." Highly expensive grains benefit farmers' current interests, but harm their long-term interests as well as consumers' interests. It is a lesson we have learnt again and again in the past. **The sixth risk** is lagging regulation. In recent years, we limited grain export while international prices were higher than domestic ones, and we had difficulties exporting grains while international prices were lower than domestic ones. It made us lose the opportunity to flexibly make use of the international and domestic markets to regulate supply and demand, relieve pressure of domestic grain production, and revitalize our farmland.

Grain consumption is the terminal point of the process of grain production and logistics. Much still remains to be done in order to achieve grain consumption security, because grain production security and grain logistics security are its prerequisites. It is far from enough for us to simply have security guarantee of quantity and quality of grains and oils. We also need to have reasonable prices in line with people's buying power. China has established a macro-regulation system for major grains, and continuously improved its social security system. Generally speaking, the problem with consumption security would not appear in our country due to people's buying power. But we should note that in countries without "the right of say" for their grains and oils, the risks to their consumption security do exist. Therefore, how to ensure consumption security of these commodities under the rules of the WTO, is a new subject facing China's grain and oil security.

"When the east wind comes, we see spring everywhere." After successfully resisting the global grain crisis and taking the lead in recovering from the financial crisis, China is building a well-off society where "people behave themselves well due to their enough reserves, clothing and food." Cognizing food security with the scientific concept on development, settling the problems with food security with the principles of market economy, and really guaranteeing sustainable development of China's food security, is a necessary requirement

of its economic development and social progress. Although we still have a long way to go to achieve food security, we can predict with confidence that the outlook for the sustainable development of China's food security is very bright, because we have an outstanding system of socialist market economy and we are establishing a food security guarantee system with "stable supply, ample reserve, powerful regulation and high efficiency."

The long-term solution to China's grain problem is what the grain industry related people expect throughout their whole lives.

March 18, 2010



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