



中国农业大学
百年校庆
CENTENARY CELEBRATION
CHINA AGRICULTURAL UNIVERSITY

全球化与中国农业

Globalization and Chinese Agriculture

郭沛 辛贤 王秀清 主编

Edited by: Pei GUO Xian XIN Xiuqing WANG



中国农业出版社

China Agriculture Press

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图书在版编目 (CIP) 数据

全球化与中国农业 / 郭沛, 辛贤, 王秀清主编. —北京: 中国农业出版社, 2006. 2

ISBN 7-109-10697-7

I. 全... II. ①郭...②辛...③王... III. 经济一体化-影响-农业经济-经济发展-研究-中国 IV. F323

中国版本图书馆 CIP 数据核字 (2006) 第 006200 号

中国农业出版社出版

(北京市朝阳区农展馆北路 2 号)

(邮政编码 100026)

出版人: 傅玉祥

责任编辑 赵刚 闫保荣

中国农业出版社印刷厂印刷 新华书店北京发行所发行

2006 年 3 月第 1 版 2006 年 3 月北京第 1 次印刷

开本: 787mm×1092mm 1/16 印张: 30.5

字数: 705 千字 印数: 1~2 000 册

定价: 80.00 元

(凡本版图书出现印刷、装订错误, 请向出版社发行部调换)

Acknowledgement

Many people have been very helpful in convening the conference and preparing the edition of this Proceedings.

We would like to thank Ms. Fang Fang, Dr. Yufa An, Ms. Ying Xiao and Dr. Laping Wu, for their self-giving contributions to the conference preparation. The same gratitude should also be given to the post-graduate students in College of Economics and Management, China Agricultural University; Miss Ying Wen, Mr. Xiang Li, Mr. Hailong Cai, Miss Yuanyuan Hao, Miss Wenshuai Guo, Miss Wenli Zhang, Mr. Chuan Gao, Mr. Baoliang Zhao and Mr. Shuiqing Miao, for their hard working during the conference.

We are grateful to Miss Lilijia and Miss Wenshuai Guo for active efforts they made in editing this Proceedings and thus moving the production process along smoothly.

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Preface

The book is a product of the International Conference on “Globalization and Chinese Agriculture”, which was held, in celebration with the 100th birthday of China Agricultural University during September 17~18, 2005 in Beijing, PR China.

On behalf of the College I would like to extend my heartfelt gratitude to three keynote speakers: Professor Daniel Sumner, Professor Bingsheng Ke and Professor Weiming Tian, and to all scholars and experts from United States, United Kingdom, Mexico, Australia, Japan, Korea, India, Taiwan, Hong Kong and Mainland China. Many thanks should also be given to Center for Rural Development Policy for its great assistance.

Globalization has been rapidly progressing in various aspects of industrial activities of the world. Agriculture is one of the main targets of globalization. Globalization of agriculture is a condition under which agriculture is to be influenced not only in the individual countries but also in the international framework. While we are eager to develop and stabilize sustainable agriculture, we can not escape from those impacts induced and spread by the globalization. We, therefore, must firstly recognize the nature and extent of pressures of impacts, and secondly prepare countermeasures to adapt to or to cope with these pressures in order to protect and further develop our agriculture.

It is well understood that agriculture is a major sector of industrial activities in many developing countries, especially in China. Consequently, agriculture plays an important role in the national economy, rural development and environmental conservation in developing countries including China. Therefore, we select “Globalization and Chinese Agriculture” as the theme of this conference, and further arrange 5 specific presentation sessions respectively focusing on “Agricultural Market and Trade”, “Agricultural and Rural Development”, “Agricultural Production Factors”, “Agricultural Science and Technology Policy”, and “Development of Agricultural Economics”. Besides, The Third Sino-Korean Symposium on Agricultural Products Trade and Agricultural Develop-

ment was also of inclusion in this conference.

This Conference was organized primarily to provide an opportunity for the participants to exchange information on those impacts induced by recent waves of globalization on agriculture, and then to discuss strategies to cope with the impacts. Now, I am very pleased that all qualified papers submitted to the conference have been edited and ready for publication. I would like to ask all of the readers to bring all the information in this proceedings to your organizations or institutes and utilize them in your further activities in research, policy decision and administrative services. If the readers of this Proceedings would find it useful, it would be great pleasure.

Xiuqing WANG

Professor, Executive Dean

College of Economics and Management

China Agricultural University

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Part 1

第一篇 WTO 与农业贸易 **WTO and Agricultural Trade**

China's Agricultural Development after WTO Accession

Weiming Tian*

Abstract: China chooses to participating globalization through joining the WTO in 2001. Since then, the Chinese government has taken a series of measures to adapt to the new circumstance. The experiences in the past four years show that, while the transition towards post-WTO accession system is relatively smooth, the outcomes with respect to the pattern of changes in agricultural production and trade seem to be deviated from predictions made before WTO accession. This paper attempts to identify major factors that affect the development in the recent years, based on which some long term issues in China's agricultural and rural development are then discussed.

Key words: WTO, agricultural development, agricultural trade

1. Introduction

China became a WTO member in the late 2001. Since then, the Chinese government took a series of measures to implement the commitments included in the protocols of accession. While transition to the new circumstance did show its impacts, the agricultural sector performed better than previous predictions made before the WTO accession. According to the official statistics (NSB 2004a and 2005), during the period of 2001 to 2004, agricultural GDP and rural per capital incomes grew in real term at 3.9% and 5.3% annually, higher than what achieved during 1990—2001. Besides, China was also able to maintain a surplus in agricultural trade until 2004. In brief, the accession to WTO did not result in any adverse consequence with significance.

Whether the smooth transition is a short-lived phenomenon or shows a sustainable pattern of development has important policy implications not only to China, but also to other countries. If it is rooted from real improvement of China's competitiveness in agricultural products, then China may not import farm products in large volumes in future. Otherwise, China is likely to remain as a net-importer of agricultural products in long

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term. Given the fact that China is the largest agricultural producer and consumer in the world, alteration of China's agricultural trade position may generate tremendous impacts on the world market. The Chinese government may have to reshape its strategy for national development as well. This paper attempts to identify underlying factors that determine the pattern of agricultural development in the period after WTO accession and analyze some key issues China faces in future.

The paper is organized as follows. After this introduction, development of China's agricultural sector and trade in the past four years is described. The third section analyzes underlying factors for the performance of the agricultural sector. The fourth section discusses key policy issues in the long-term development of China's agricultural sector. The last section is a summary of the paper.

2. Performance after WTO Accession

China made profound commitments in its protocols for WTO accession (WTO, 2001). With respect to agricultural trade, these commitments include reducing import tariffs, eliminating all SPS and TBT barriers without sound scientific basis, ceasing export subsidies, and capping domestic support within allowed *de minimis*. A tariff-rate quota system was installed for a range of sensitive commodities, which included provisions that certain proportions of quotas must be allocated to non-state trading entities and that unused quotas by state-trading enterprises must be redistributed to other end users within calendar year. China also accepted the condition that other members could use transitional safeguard measures to protect their domestic industries from potential injury by surging of import from China. As a consequence, while China committed to opening its agricultural market substantially, many barriers remained for China to access certain foreign markets.

The potential impacts of China's WTO accession were received wide attentions in the late 1990s when China was negotiating the conditions for accession. Many Chinese scholars made efforts to assess China's comparative advantages of major agricultural commodities (e. g. Li, 1998; Cheng and Peng, 1999). These studies reveal commonly that China has no comparative advantages in most land-intensive commodities but is competitive in a range of labor-intensive products. Consequently, China may import more bulk commodities (such as grains, oilseeds and cotton) while export more high-value products (such as meats and fruits). However, viewing in long-term prospect, China's comparative advantage in agriculture will decline over time since the growth of non-agricultural sectors and urbanization will lead to further diversion of resources away from agriculture. Such a general expectation is widely supported by findings from studies using quantitative modeling methods (e. g. Wang, 1997; College of Economics and Management, 1999; Martin, 1999; Cheng, 2000; Huang, 2000; USDA, 2000; Gilbert and Walh, 2000; Walmsley et

al 2000; Sun, 2001). It was expected that a substantial restructuring of the agricultural sector must be taken place after WTO accession. The perceived adverse effects include declining in production of certain agricultural products (especially grains), weakening of national food security, deteriorating income-earning capacity of the rural people, and turning of agricultural trade from surplus to large deficits. Such changes were believed to have undesirable socioeconomic consequences.

However, changes in agricultural trade after WTO accession were to some extent deviated from the initial expectations. According to official statistics (Ministry of Commerce, 2005), in 2002 and 2003, both agricultural import and export rose simultaneously and strongly (see Table 1), and China was able to maintain trade surplus. The situation changed in 2004, when the total values of import exceeded that of export. Deterioration of agricultural trade balance was related to significant increase in import of soybean, vegetable oils and cotton, and decrease in export of cereals. According to Ministry of Agriculture (2005), in 2004, export of cereals declined to 4.80 million tons while import rose to 9.75 million tons, a turning from net export of 19.92 million tons in 2003 to net import of 4.96 million tons. Import of vegetable oils rose to 6.76 million tons, rising by 25% over last year. Import of cotton even doubled the level in 2003. This situation looks like what is expected to happen after WTO accession as predicted by the previous studies.

Table 1 Changes in China's agricultural trade in recent years (US\$ Billion)

	2001	2002	2003	2004	2005 *
WTO definition					
Export	11.94	13.50	15.97	16.42	10.87 (20.1)
Import	9.98	10.19	16.47	24.82	11.96 (-8.3)
Balance	1.96	3.31	-0.50	-8.40	-1.09
WTO + fisheries					
Export	16.07	18.14	21.43	23.39	12.87 (22.2)
Import	11.83	12.44	18.93	28.03	13.33 (-6.9)
Balance	4.24	5.70	2.50	-4.64	-0.46

Note: * Trade during January to June, figures in parentheses are growth rates over the same period of last year.

However, the fact that China's agricultural trade turned into deficit in 2004 may not be strong enough to witness a permanent turning of China's position in agricultural trade. The statistics in the first half of 2005 suggest that China's agricultural trade position is likely to restore a basic balance, given the strong increase in export and decline of import (see Table 1). Improvement in trade balance in the first half of 2005 occurred not only in those products for which China is thought to have comparative advantages, but also in some bulk commodities whose imports rose most in the last year. For instance, export of corn rose to 4.92 million tons, or three times of that in the same period of 2004. Import of

rice, soybean oil and cotton declined by more than 40 percent over the same period of the last year (Ministry of Commerce, 2005). It seems that China is unlikely to occur a large net importing of cereals and cotton in 2005.

Figure 1 depicts changes in fill-rates of TRQs during 2002—2004. It is evident that the TRQs were not fulfilled for all listed commodities except for cotton in 2003 and 2004. Fill-rates were particularly low for cereals, averaging 31% for wheat, 0% for corn and 9% for rice during the period of 2002—2004. In contrast, fill-rates for palm oils, sugar and wool remained relatively high. The sharp increase of cotton import is partially due to an expectation that the ending of MFA in 2005 will offer China a promising opportunity for expanding export of textile products. While cotton import in 2005 may exceed the quota again, considering that some importing countries attempt to set new trade barriers for the Chinese textile products, the amount is surely much lower than that in 2004.

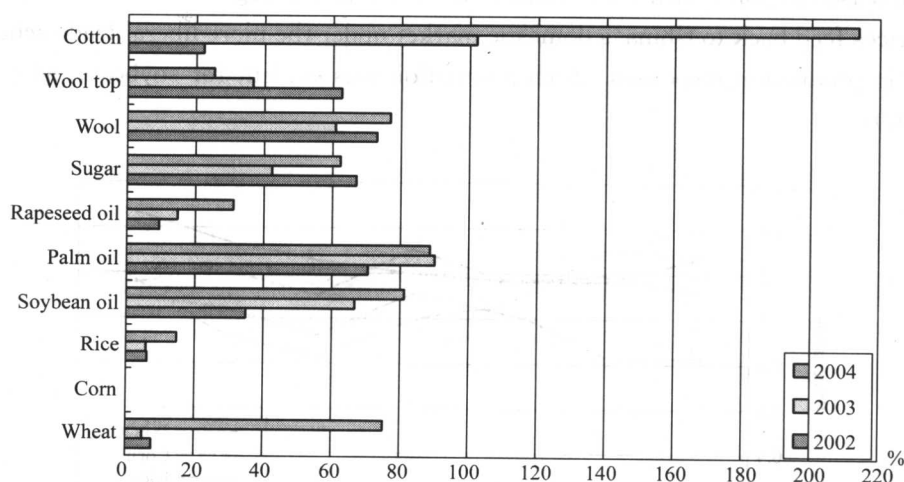


Figure 1 Fill-rates of TRQs during 2002—2004

Source: Ministry of Commerce, 2005.

Given the fact that China's agricultural trade did not deviate much from the previous pattern of change, the impacts of WTO accession on agricultural production and rural economic development seems to be trivial. While China's grain production remained at a level lower than the record harvests in 1998—1999, outputs of other commodities trended up with significance. The farmers were able to raise their incomes from both household agricultural production and off-farm employment (NSB, 2004a). It seems that so far the transition looks like very smooth.

3. Major Determinants

Many factors have their effects on the development of agricultural production and