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序 言

农业保护早已成为世界潮流,世界各国普遍都将农业补贴政策作为农业保护的重要手段。而在中国,实行农业补贴政策具有极为特殊的重大意义。这不仅是因为中国农业发展有其自远古以来的悠久历程,而且更加重要的是因为当代中国的经济和社会发展很大程度上取决于农业发展。中国现代化战略目标的实现最终取决于农业的现代化,全面建设小康社会的重点和难点都在农业和农村,社会主义新农村建设的首要任务是发展现代农业。然而,在中国农业仍旧是弱质产业,农业增长方式仍旧是粗放型的,农业综合生产能力和国际竞争力仍旧不强。造成这种局面的重要原因之一,就在于自新中国建立以来长期实行“重工轻农”、“以农补工”的工业化战略,把高达几千亿元的巨额农业剩余转投到了工业中去,致使农业丧失了“造血”功能,无力自强。如今,显而易见,有效实施农业补贴政策,“工业反哺农业”,加大农业支持的力度,是十分必要并且非常紧迫的。这是关系到农村发展和农民增收,乃至关系到中国经济和社会发展的命运攸关的一件大事。

众所周知的上述背景,足以说明梁睿所著《中国农业补贴政策研究》一书,具有毋庸置疑的重大理论意义、现实意义和实际应用价值。

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综观《中国农业补贴政策研究》一书,作者研究农业补贴政策的思路清晰,全书在逻辑结构的安排上也是独具匠心。作者阐明:“本研究的目的在于,通过对国内外农业补贴政策历史的深刻反思和现状的系统把握,力求结合新形势,以新视角、新思路对农业补贴政策作较深层次的理论诠释。在此基础上,对中国农业补贴与支持问题进行理论探讨和实证分析,并提出构建适合中国国情的、操作性较强的农业补贴政策体系的基本构想,及提出切实可行的政策建议。”这里的寥寥数语折射出一位青年学者难能可贵的强烈社会责任感和知难而进的理论勇气。平心而论,研究中国农业补贴政策,是一项沉重的历史性课题,是一项热门的现实性课

题,是一项长远的战略性课题。

首先,之所以称其为沉重的历史性课题,是因为半个多世纪以来在中国的经济和社会发展过程中,对原本就弱质的农业,剥夺太甚,欠账太多,积重难返。诚如书中所云:“一些长期困扰农业和农村经济发展的深层次矛盾并没有得到根本解决,农业仍然是弱势产业,农民仍然是弱势群体。这种状况在很大程度上影响和制约了中国国民经济的健康发展。”眼下显而易见的农业、农村和农民贫穷落后的现状,使人们不由得想起“冰冻三尺,非一日之寒”这句话,“三农”问题无疑是长期日积月累形成的一个极为沉重的历史包袱,而这又是一个非要破解不可的历史课题。梁睿的著作所研究的农业补贴政策,正是破解“三农”问题的一项关键性举措。

其次,之所以称其为热门的现实性课题,是因为近些年来呼吁解决“三农”问题的社会舆论日益高涨,政府“惠农”政策陆续出台,其力度之大,其效应之广,都已达到了史无前例的境地。党的十六大以来,“三农”问题已成为全党工作的重中之重,对农业实行了“多予、少取、放活”的方针。2004年以来,每年颁布的中央一号文件都是以“三农”为主题的,其内容包括增加农民收入、提高农业综合生产能力、开展社会主义新农村建设等。近年来,我国实施了农业税减免、粮食直接补贴、良种补贴、大型农机具购置补贴、部分农产品最低收购价制度、增加农村基础设施建设支出和教育、卫生、医疗预算等一系列惠农政策。那么,这些惠农政策使中国农业支持水平发生了怎样的变化?对此,需要用国际可比方法进行科学的评估和监测。梁睿的著作在这一研究领域进行了深入的探讨。

再次,之所以称其为长远的战略性课题,是因为尽管近年来已经出现了农业发展、农村稳定、农民增收的良好开局,但是要从根本上解决“三农”问题,达到农业现代、农村繁荣、农民富裕的美好前景,则需要一个相当长的历史过程,而不可能一蹴而就。梁睿认为:“工农业关系的演化过程中有两个重大转折。转折一:由以农补工转向小规模以工补农;转折二:由小规模以工补农转向大规模工业反哺农业。”2003年中国人均GDP、农业GDP比重、产业结构、就业结构、城市化率、恩格尔系数、农业税占财政收入比重等主要指标,按国际可比的参照系来衡量,表明我国现阶段的确已经具备了工业反哺农业的条件和能力。但是,目前能够做到的还只是“转折一”,而且即使将来做到了“转折二”,那也需要长期奋斗才能从根本上解决“三农”问题。

二

自从2001年底中国成为世界贸易组织的正式成员国之日起,中国农业已进入了国际化发展的新阶段。梁骞确切地把握了中国农业发展的这一历史转折点,研究了“入世”之前的农业补贴政策及其特征,以及“入世”之后的农业补贴政策的新动向及其绩效,并在这一研究中准确掌握和运用了WTO《农业协议》中所涉及到的出口补贴与国内支持这两大类农业补贴法规条款。作者的这种研究思路堪称具有独到的见地。

在《中国农业补贴政策研究》一书中可以读到,“入世”之前实施的农业补贴主要包括一般农业服务、粮食安全公共储备、国内粮食援助、自然灾害救济支付、环境计划下的支付和地区援助计划下的支付等“绿箱政策”中的六项措施,以及农产品价格支持政策与农业投入品补贴政策等“黄箱政策”中的两项措施。从支持水平上看,1994年之前PSE和TSE均为负值,农业处于被剥夺状态。1994年后,PSE和TSE虽由负值转为正值,但仍远远低于发达国家和部分发展中国家。根据上述史实,作者概括“入世”之前的农业补贴政策,除农业支持水平低之外,还具有以下五点特征:①农业补贴政策的目标偏重于增加国内农产品自给;②重流通补贴而轻生产补贴;③重基建方面的“硬”补贴而轻科技方面的“软”补贴;④重传统项目补贴,轻新型项目补贴;⑤重“暗补”而轻“明补”。这一部分研究成果,可以使读者清楚地看到“入世”之前的农业补贴政策的实施情况及其基本特征。温故而知新。考察和总结“入世”之前农业补贴政策,可以为今后进一步调整和改善农业补贴政策积累宝贵的历史经验。

正如《中国农业补贴政策研究》一书所指出的那样,“入世”后的中国农业补贴政策在政策目标、支持水平、补贴方式等方面均发生了比较显著的变化,概括起来就是政策目标趋于多元化,支持水平明显提升,补贴方式由“暗补”转向“明补”。近年来陆续出台的粮食直接补贴、良种补贴、农机购置补贴、稳定农业生产资料价格、减免农业税和农业特产税、退耕还林补贴等一系列新的措施,使农业补贴政策达到了前所未有的强度、深度和广度。评价这些新的农业补贴政策,首先必须充分肯定其积极成效,这明显表现在调动农民种粮的积极性、增加农民的收入、农业投入显著增加、促进了农村社会和谐发展、推进政府职能转变等方面。如此壮观的惠农政策之绩效,不能不令人欢欣鼓舞。但现行的农业补贴政策还存在不

少缺陷,表现在农业补贴的支持水平仍然不高,农业补贴的政策空间没有得到充分利用,农业补贴范围过宽,结构不合理,农业补贴管理、监督机制不完善,农业补贴的法律不健全等方面。这就要求我们今后为进一步调整和完善惠农政策而进行更加深入的探索。

三

《中国农业补贴政策研究》一书深入研究了粮食补贴政策、农业投入品补贴政策、工业化中期农业补贴政策调整等重要问题。

民以食为天。对于世界第一人口大国的中国来说,保证粮食生产和粮食安全始终是农业的首要任务。因而,粮食补贴政策自然而然就要成为中国农业补贴政策的最重要的组成部分。作为研究中国农业补贴的专著,不能没有关于粮食补贴政策的论述。梁睿清楚地意识到这一点,并浓墨重彩地用专门一章分析了粮食直接补贴政策的实施及其效应,其中关于粮食直接补贴政策的地区差别问题的研究尤其引人注目。在粮食直接补贴政策的实施过程中,形成了安徽模式、吉林模式、河南模式和湖北模式等四种区域性模式。各地区在补贴规模、补贴标准、补贴品种、补贴范围、补贴对象、补贴依据等多方面,存在很大差别。粮食直接补贴政策存在地区差别是不可避免的,但也存在不同地区之间补贴标准差距过大,容易加重区域经济发展的不平衡等实际问题,务必要解决。

通过对农业生产资料的生产、运输、流通等环节实行各种形式的优惠政策,来降低农资价格和农业生产成本,此即农业投入品补贴政策,它是现阶段农业补贴政策的重要组成部分。经过实证分析,梁睿得出结论:“中国农业投入品补贴政策除对农产品播种面积具有明显的影响外,对农业产出和农民的获利水平均无显著影响。”事实的确如此。现行的农业投入品补贴政策,并没有使农民享受到低价农资。近年来农资价格快速攀升,严重侵蚀了农民的经济利益。可见,调整农业投入品补贴政策势在必行。梁睿主张:“在中近期里,应以转变农业投入品补贴方式,建立农业生产资料直接补贴制度为主要调整方向。而从长远来看,应逐步减小农业投入品补贴力度,直至全部取消。”这一具有现实针对性的对策建议,对于调整农业投入品补贴政策具有重要的参考价值。

中国的经济发展已步入工业化中后期阶段。落实以人为本,全面、协调、可持续发展的科学发展观,坚持“多予、少取、放活”的方针,适时地对农业

补贴政策进行调整,已成大势所趋,势在必行。针对这种局面,《中国农业补贴政策研究》一书运用德尔菲法和层次分析法构建了工业化中期农业补贴政策体系,它是由总体目标,以及4个二级目标和13个三级目标构成的。为了实现上述目标,梁骞提出农业补贴政策要采取12大类措施。进一步说,近期农业补贴政策的重点在于增加农民收入、强化农业服务体系建设、提高农产品品质、加强农业基础设施建设、优化种植业结构和优化畜牧业结构;中期农业补贴政策的重点在于农业基础设施建设、增加农民收入水平、服务体系建设、生态环境改善、提高农产品品质、提高劳动者素质和提高组织化程度。毋庸置疑,这些对策主张具有很强的实用性,对于构建现阶段我国农业补贴政策体系具有重要的指导意义。

综观全书,《中国农业补贴政策研究》不愧为充满时代气息的一部力作。梁骞作为青年学者敢于和能够驾驭如此重大而又艰难的研究课题,并取得令人瞩目的成果,应该说确实是可赞、可叹、可佩的。当此《中国农业补贴政策研究》付梓之际,我作为梁骞的研究生时期的导师,不能不深感欣慰,引以为荣,愿为此书作序。但愿有更多的学者关注“三农”问题,有更多的研究“三农”问题的著作问世,为解决当代中国面临的重大历史性课题——“三农”问题献计献策。

李昌宇

2007年7月12日 于哈尔滨师范大学

摘 要

农业补贴政策是农业支持政策的重要组成部分,绝大多数 WTO 成员国将其视为支持和促进本国农业发展的最直接、最灵便、最有效的手段。在目前中国已进入工业化中期阶段,具备一定工业反哺农业能力,且在农业发展和农民增收面临比较严峻的形势和挑战的背景下,进一步完善现有农业补贴政策,提升其政策效果具有十分重大的现实意义。

本文从研究农业补贴的一般理论问题入手,继而分别对“入世”前后中国农业补贴政策的总体状况及绩效进行了考察评估;并在对中国农业补贴政策进行全量化透视的基础上,重点剖析了中国的粮食补贴政策和农业投入品补贴政策;最后借鉴国际经验,提出了调整与完善中国农业补贴政策的基本构想。基于上述思路,本文进行了以下探索研究:

一是对农业补贴政策的基本理论问题进行了研究。认为,农业补贴政策的含义有狭义和广义之分。狭义的农业补贴政策,是指政府通过财政对农业生产、流通和贸易活动进行的转移支付。广义的农业补贴政策,是指政府对农业部门提供的各种形式的财政资助。在 WTO《农业协议》框架下,农业补贴政策可分为:出口补贴、绿箱政策、黄箱政策和蓝箱政策;依据促进农业发展的作用机理的不同,农业补贴政策可分为:农产品价格支持、直接收入支持、间接收入支持和一般服务支持。农业补贴政策具有系统性、协调性、差异性、阶段性等基本特征。实施农业补贴政策是保证农业基础地位、克服农业弱质性以及内化农业外部性的客观需要。一国农业补贴政策的制定受到宏观经济发展战略、农业发展目标、农业生产条件、财政支出能力、WTO 农业规则等多种因素的影响和制约。在生产效应方面,各种农业补贴政策措施都能够不同程度地保护农业生产者的利益,促进生产者剩余的增加;在社会福利效应方面,农业基础设施建设、农业科研、与生产不挂钩的收入补贴、退耕还林补贴等绿箱政策措施能够增加社会福利,而农产品价格支持政策、农业投入品补贴政策等黄箱政策措施和出口补贴政策则会导致社会福利的损失。

二是对“入世”前的中国农业补贴政策进行了总体分析与评价。研究发现,“入世”前中国农业补贴政策的生产者支持水平始终较低,1994

年之前生产者支持估计值均为负值,1994年转为正值后支持的规模和程度也十分有限;GSSE呈现不断上升的态势,%GSSE在高位震荡;TSE在1994年以前均为负值,1994年由负值转正值后,不断上升,但在GDP中占的比重(即%TSE)始终很低。“入世”前中国农业补贴政策具有以下六个特征:即支持水平低下;目标偏重于增加国内农产品自给;国内支持政策以绿箱政策为主,黄箱政策为辅;重流通补贴而轻生产补贴;重基建方面的“硬”补贴,而轻科技方面的“软”补贴;重“暗补”而轻“明补”。从实施效果看,“入世”前生产者支持对农民收入的影响总体来讲是负面的,对粮食总产量的影响不显著;一般服务支持对农民收入和粮食总产量均具有显著的正面影响。

三是对“入世”后的中国农业补贴政策进行了总体分析与评价。研究发现,“入世”后中国农业补贴的政策目标趋于多元化,支持水平明显提升,补贴方式由“暗补”转向“明补”。“入世”后中国农业补贴政策的实施,取得了一定的积极成效。具体来说,第一是有效扭转了粮食生产形势;第二是促进了农民收入的增长;第三是改善了农业基础设施条件;第四是推动了生态环境建设;第五是增进了农村社会的和谐。现阶段中国农业补贴政策还存在一些缺陷,主要包括:农业补贴的支持水平相对较低;农业补贴结构不合理;农业补贴管理体制不完善;农业补贴的法律不健全等。

四是对中国粮食补贴政策进行了分析与评价。认为,改革开放以来,中国粮食补贴政策的演变与发展先后经历了六个阶段。现阶段中国的粮食直接补贴政策主要有四种模式,即:按照农业税计税面积补贴、按照农业税计税常产补贴、按照粮食种植面积补贴和按照粮食交售量补贴。各地实施粮食直接补贴的规模、标准、品种、范围与对象限制以及补贴依据都不尽相同。导致粮食直接补贴政策存在明显地区差别的主要原因是:各地农业资源禀赋不同、经济发展不平衡以及中国粮食政策改革所具有的渐进性。粮食直接补贴政策的实施,增加了种粮农民收入,保护了种粮农民的利益;提高了农民的种粮积极性,促进了粮食生产;促进了国有粮食购销企业的改革,有利于多元化粮食流通渠道的形成;提高了补贴资金的使用效率,减轻了各级财政的负担。但同时,也存在着一些问题,主要有:粮食直接补贴政策仅包括固定补贴,有可能导致增产不增收;不同地区间补贴标准差距过大,容易加大区域经济发展的不平衡;粮食直接补贴政策运行成本过高,影响政策效果;以土地面积作为补贴发放依据,

不利于土地流转等等。今后粮食补贴政策改革的基本方向是:合理搭配直接补贴政策和价格支持政策,合理分摊粮食补贴政策的成本,努力改善粮食补贴对象与结构。

五是对中国农业投入品补贴政策进行了分析与评价。认为,改革开放以来,中国农业投入品补贴政策的发展大体经历了实物补贴、间接补贴以及间接补贴与直接补贴并存三个阶段。目前仍然以间接补贴方式为主。1993年以来,中国农业投入品补贴政策在一定程度上提高了粮食单产,扩大了粮食种植面积,促进了农民增收。在中近期,要加大中国农业投入品补贴政策的投入力度,同时转变补贴方式,逐步建立健全专项补贴与综合性补贴相结合的直补体系。从长远来看,应逐步减小农业投入品补贴力度和规模。

六是对美国、欧盟、日本、韩国、印度的农业补贴政策进行了较为全面的分析。认为,总结美国、日本、欧盟、韩国、印度对农业进行补贴的经验,可以得到以下启示:强化对农业的补贴力度是大势所趋,合理调整农业补贴结构是更好地参与国际竞争的前提,完善农业补贴方式是提高农业补贴效率的有效途径,健全农业补贴法律法规是农业补贴顺利实施的重要保证,建立完善的配套制度是保证农业补贴效果的必要条件。

七是提出了调整和完善中国农业补贴政策的基本构想。研究认为,中国农业补贴政策的调整与改革应遵循符合国情国力、坚持市场化方向、遵守世界贸易组织农业规则及努力实现成本最小化的基本原则。当前及今后一段时期内,中国农业补贴政策应从全方位促进农业发展和农民增收方面确立总体目标。这一总体目标可以分解为稳定农民收入、优化农业产业结构、提高农产品竞争力和改善农业发展环境等4个二级目标和稳定农民收入、改善农业基础设施、加强农业服务体系建设、提高农产品品质、提高农民组织化程度、改善农业生态环境、优化种植业结构、优化畜牧业结构、发展林果园艺、发展渔业、保证农产品安全、降低农业生产成本、提高劳动者素质等13个三级目标,由此构成了中国农业补贴政策的目标体系。中国近期(2008~2010年)农业补贴政策的重点是:稳定农民收入、加强农业服务体系建设、提高农产品品质、加强农业基础设施建设、优化种植业结构和优化畜牧业结构。中期(2010~2020年)农业补贴政策的重点是:加强农业基础设施建设、稳定农民收入、加强农业服务体系建设、改善农业生态环境、提高农产品品质、提高劳动者素质和提高农民组织化程度。现阶段应通过提高农业补贴的支持水平、优化农业补贴结

构、建立健全农业补贴的法律制度、创新农业补贴的管理体制等途径进一步完善中国农业补贴政策。同时,应大力提高农民组织化程度,改革和创新农村金融系统,规范和发展农业生产资料市场,加强农业社会化服务体系建设,创新农业科技推广体系,构建农业灾害救助体系,以有效提升中国农业补贴政策的效果。

关键词: 农业补贴; 政策; 效果; 支持水平; 对策

Abstract

The agricultural subsidy policy is the important component of agricultural supporting policy; the overwhelming majority WTO members regard it as the most direct, most agile, most effective method of supporting and promoting our country's agricultural development. China has entered the intermediate stage of industrialization at present, with certain ability of returning nurture to agriculture through industry, under the quite stern situation and the challenging background of facing agricultural development and growth of farmers' income, it is of very important practical significance to further consummate the existing agricultural subsidy policy and promote its policy effect.

With the help of studying general theories of agriculture subsidy, this article made inspection appraisal of overall condition and the achievements before and after China entering the WTO; based on the panorama perspective of Chinese agriculture subsidy policy, it analyzed China's grain subsidy policy and agricultural products investment subsidy policy; finally in terms of the international lessons and experience, it proposed the basic conception of adjusting and perfecting the Chinese agriculture subsidy policy. Based on the above thoughts, this article has conducted the following exploratory research:

Firstly, it has conducted the research to the agricultural subsidy policy's elementary theory. The agricultural subsidy policy has the narrow sense and the broad sense. The narrow agricultural subsidy policy refers to that the government makes transfer payment to the agricultural production, the circulation and the trade activity through finance. The generalized agricultural subsidy policy refers to that the government provides multiform financial aid to the agriculture departments. Under the frame of "Agricultural Agreement" of WTO, the agricultural subsidy policy may be divided into: export subsidy, green box policy, yellow box policy and blue box policy; According to different mechanism of the promotion agricultural development's action, the

agricultural subsidy policy may be divided into: price support, direct income support, indirect income support and general service support. The agricultural subsidy policy has the systematic characteristic, the coordination, the difference, and other essential features. The implementation of agriculture subsidy policy is to guarantee the leading position of agriculture, overcome the agricultural feeble constitution as well as internalize outside the agriculture the objective need. Making a country agriculture subsidy policy needs to receive many kinds of influence factors and the restrictions, such as the macro economic development strategy, the agricultural development goal, the agricultural production conditions, expenditure ability, the WTO agriculture rules and so on. In the aspect of production effect, each agricultural subsidy policy can protect agriculture producer's benefits in vary degrees, and promote producer surplus increase; In the aspect of social welfare effect, some green box policies, such as the agriculture infrastructural facilities, the agricultural scientific research, the income subsidy which, the returning farmland to forest subsidy can increase the social welfare, but some yellow box policies, such as the farm price support policy, the agricultural investment subsidy policy and the export subsidy policy will cause social welfare's loss.

Secondly, it has carried on the macro analysis and the appraisal on the Chinese agriculture subsidy policy before entering WTO. The research found that before entering WTO, the level supporting Chinese agriculture subsidy policy's producer is always low. Before 1994, the estimated value of the producer being supported was negative; After 1994 being transferred, the supporting scale and the degree were also very limited; GSSE presents the situation which rises unceasingly and GSSE in the top digit shake; Before 1994, TSE was the negative value, and in 1994 after transferred from negative to regular status, it unceasingly rose, but its proportion in GDP (i. e. % TSE) was very throughout low. Before entering WTO, Chinese agriculture subsidy policy had the following six characteristics: the support level was low; the goal stresses in increasing the domestic agricultural products to be self-sufficient; domestic support policy took green box policy primarily, yellow box policy as auxiliary; the circulation subsidy committed more important than producing subsidy; stressing on capital construction aspect "hard" subsidy,

but ignoring technical aspect “soft” subsidy; valuing vague subsidy, but making little of public subsidy. Looking from the implementation effect, before entering WTO, the influence made by the producer who supports the farmers’ income overall speaking was negative, and it had not remarkable influence to the grain ultimate output; whereas the general service supporting to the farmers’ income and the grain ultimate output had the remarkable positive influence. And, the agricultural scientific research, the rural education and the countryside infrastructural facilities and other general services had more obvious positive influence on the farmers’ income; the countryside infrastructural facilities had the remarkable positive influence on the ultimate output of grain.

Thirdly, after entering WTO, it has carried on the macro analysis and the appraisal on the Chinese agriculture subsidy policy. The research found that after entering WTO, the Chinese agriculture subsidy policy goal tends to be multiple, the level of support be obviously promoted, and the way of subsidy transferred from dark to light. After entering WTO, the implementation of Chinese agriculture subsidy policy has made certain positive progress. Specifically speaking, firstly, China has reversed the food production situation effectively; secondly, China has promoted the farmers’ income growth; thirdly, China has improved the agriculture infrastructure condition; fourthly, China has promoted the ecological environment construction; fifthly, China has promoted rural community’s harmony. In the present stage, Chinese agriculture subsidy policy also has some flaws, which mainly includes: the agricultural subsidy’s support level is relatively low; the structure of agricultural subsidy is unreasonable; the agricultural subsidy management system is imperfect; the agricultural subsidy law is not perfect and so on.

Fourthly, the thesis has carried on the analysis and the appraisal in terms of the Chinese grain subsidy policy. According to the thesis, since the reform and open-up policy, the evolution and the development of the Chinese grain subsidy policy have gone through six stages. The present stage of Chinese grain direct grants policy mainly has four kinds of patterns, namely, to count the tax area subsidy according to the agricultural tax, to count the tax fixed property subsidy according to the agricultural tax, to count the tax subsidy

according to the grain sown area, and to count the subsidy according to the sales. The regional implementation of grain direct grants scale, the standard, the variety, the scope and the object limit as well as the subsidy basis are different. The primary cause of the grain direct grants policy which leads to the obvious regional difference is; the difference of the regional agricultural resources, the imbalance of economic development, as well as the evolvement of Chinese grain policy. The implementation of grain direct grants policy increases the income of farmers who plant crops and protects the benefit of the planting crops farmers. It also enhances farmer's enthusiasm to plant crops, promotes the food production and promotes the state-owned grain buying and selling enterprises' reform which is helpful for the multiplex grain circulation channel's formation. It raises the subsidy fund usage efficiency which lightens all levels of finance's burden. However, simultaneously, it also has some problems, mainly including: the grain direct grants policy only consists of the fixed subsidy, which is likely to cause the increase of production but the decrease of income; the different inter-zone subsidy standards is oversized, easy to aggravate the imbalance of the regional economic development; the cost of grain direct grants policy is excessively high, affecting the policy effect; takes the subsidy based on the land area, does not favor land circulation and so on. From now on, the fundamental direction of the grain subsidy policy reform will reasonably match the direct grants policy and the price support policy, reasonably distribute the cost of the subsidy policy, and improve the grain subsidy object and the structure diligently.

Fifthly, it has carried on the analysis and the evaluation to the Chinese agricultural investment subsidy policy. Since the reform and opening policy, the development of Chinese agricultural investment subsidy policy has roughly experienced the following three stages, namely, 1979 ~ 1992 material object subsidy stage, 1993 ~ 2003 indirect subsidy stage and 2004 indirect subsidy and direct grants coexisting stage. At present, indirect subsidy was still the primary way. Since 1993, China's agricultural input subsidies policy to a certain extent, has improved the grain yield, and expanded grain acreage and promoted peasant incomes. In mid-term and the near future, it must enlarge the Chinese agricultural investment subsidy policy's dynamics,

simultaneously transform the subsidy way, gradually establish the system which straighten the perfect special subsidy and the comprehensive subsidy unifies. In the long run, we should reduce the agricultural investment subsidy dynamics and the scale gradually.

Sixthly, we carried on the inspection about the agricultural subsidy policies of the US, European Union, Japan, Korea, India and so on. We can draw the following Enlightenment: it's a strong tendency to strengthen the agricultural subsidy; to adjust the agricultural subsidy reasonably is the premise of the participation in the international competition; the perfect agricultural subsidy way is to raise the agricultural subsidy efficiency; the perfect agricultural subsidy laws and regulations are the important guarantee of the agricultural subsidy's smooth implementation; the essential condition of the agricultural subsidy effect is to establish the perfect necessary system.

Seventhly, We put forward the proposed basic adjusting and consummating conception of the Chinese agricultural subsidy policy. The research believed that the Chinese agricultural subsidy policy's adjustment and reform should conform to the national condition and national comprehensive strength, insist the marketability direction, respect World Trade Organization agricultural rules and realize the cost minimum basic principle diligently. Currently and in next times, the general goals of the Chinese agricultural subsidy policy are the agricultural development and growth of farmers' income. These general goals may decompose into the following conditions: the stable farmers' income, the optimized agriculture industrial structure, enhanced the competitive power of agricultural products and the improvement of the agricultural development environment including 4 second-level goals and the stable farmers' income. The improvement of agricultural infrastructure, strengthens the construction of countryside services structure, improves the quality of agricultural product, enhances the degree of farmer organization, improves agricultural ecological environment, optimizes the structure of crop production and animal husbandry, develops wood's fruit gardening, fishery, guarantee the security of agricultural products, reduce the cost of agricultural production, improve the educational level of workers and so on 13 third-level goals, from these constituted the target complex of Chinese agricultural subsidy policy. In the