

**Research
on China's Strategy
of Food Security**

我国粮食安全战略研究

刘晓梅 著



中国市场出版社

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序

很高兴在第一时间读到刘晓梅同志的博士论文，并为她在此基础上扩展深化而完成的新书作序。

我荣幸地被邀请参加晓梅的博士论文答辩并担任答辩委员会主席，会上，她的论文《我国粮食安全战略研究》得到了一致的好评。对她在繁忙的教学和管理工作的同时，能写出这样高水平的毕业论文，我是很敬佩的，甚至感到惊讶，并由此联想到自己的怠惰而惭愧。

这本书论述的问题是十分重要的，关于这个问题的论著也相当丰富。能够详尽地占有这方面的资料，准确地把握各种不同的观点，而又能提出自己独到的见解是一件颇不容易的事情。作者的这项研究沿着这个方向进行了艰辛的跋涉，做到了这一点，我为之感到高兴。

粮食问题关系国计民生，粮食安全是国家经济、政治和社会安全的重要组成部分。如何确保我国粮食安全，对于我们这样一个处于重要经济发展时期的大国来说，具有重大的战略意义。同时，这也是一个理论研究和政策设计上的难题。显然，对这个问题采取任何轻慢态度都是不可原谅的。但是，那种认为国家粮食安全可以不计任何成本与代价的主张，也是不可取的。中国粮食安全战略应当具有科学性、经济性和可行性。如何从中国国情出

发，建立起具有中国特色的粮食安全战略理论与对策体系，是我们面临的重大课题。改革开放 20 多年来，许多学者专家和工作部门的同志为此作出了不懈的努力，取得了一系列重要的研究成果。但是，中国粮食安全问题十分复杂，既涉及国内，又涉及国外；既有生产问题，又有流通问题；既有发展问题，又有改革问题；既是经济问题，又是政治问题；既有实际问题，又有认识问题。在这个领域中，还有一系列的问题有待各方面深入研究并形成共识。

本书的研究是在国内同类研究基础上的深入提高，处于粮食安全问题研究的前列。作者在书中提出的我国粮食安全战略的“立足国内，适度进口”的基本原则和目标模式无疑是正确的，有科学的论证和较强的说服力。本书的主要特色体现在：一是作者对国内现有的研究成果及各种观点进行了潜心的研究和具体的分析，掌握了该项研究的理论前沿，抓住了需深入研究的主要问题，使本书研究的目的明确，针对性很强；二是立论从我国国情出发，并对有关国家的同一问题作了比较研究，拥有大量数据资料作为支撑；三是研究方法科学，结构体系设置合理：全书以粮食安全的概念、指标作为切入口，抓住粮食供求这个关系粮食安全的核心问题进行历史考察、未来趋势分析，在此基础上提出我国粮食安全战略模式及对策措施。全书逻辑性强，论证环环相扣，观点、结论顺理成章。同时，书中还提出了不少新的见解，如对粮食安全评价指标的重新构建、粮食安全的公共物品属性、国家粮食安全的基础是生产能力的安全、新的粮食安全观以及对粮食进口安全度的区间划分等等。

作者从事粮食问题研究的时间并不太长，能取得这样的成

果，是与她虚心求教、勤奋好学分不开的。在治学方面，她不仅向年长的同志请教，而且向自己身边同样年轻的同志学习，这种精神是难能可贵的。从这本书中还可以看出，开阔的视野与坚实的理论基础对作者的研究与写作帮助很大。另外，这也提示我们，研究粮食问题不能就事论事，不能就中国粮食问题论中国粮食问题，应当把中国粮食问题放到经济全球化的大背景中，运用社会主义市场经济理论进行广泛而深入的研究和探讨。因此，我很乐意在该书出版之际为之作序，向广大读者推荐这本书，希望有更多的同志加入到粮食安全问题的研究中来，我愿意在这个领域与晓梅及更多年轻的同志互助互勉、共同努力。

高 梅
2004.8.20

内 容 摘 要

本书试图对我国粮食安全战略进行比较全面、系统的研究。它通过对我国粮食安全现状进行综合评价,对我国未来较长时期的粮食供给与需求的变化趋势进行分析和预测,结合我国的基本国情和已经加入 WTO 的现实背景,提出新世纪我国粮食安全战略的目标和模式构想,并探讨了实施这一战略的措施和途径。全书共分为八章,各章的主要内容如下:

第一章研究粮食安全相关概念及粮食安全状况的评价指标。在对粮食概念及粮食安全概念进行科学界定的基础上,详细地介绍了粮食安全概念的产生和演变过程,阐述了粮食安全各个层次的内容以及经济界对粮食安全的不同理解,强调指出国家粮食安全是实现各个层次粮食安全的基础和保证,也是国家经济安全乃至整个国家安全的一个重要组成部分。

本章比较详细地介绍了联合国粮农组织和美国农业部经济研究局对粮食安全状况的评估方法,同时对国内学者曾运用过的评价方法进行了介绍和评价,分析了这些评价标准存在的不足,并在此基础上构建了新的粮食安全评价体系,即运用人均粮食占有量、粮食总产量波动指数、粮食储备率和粮食进口率(自给率)四项指标加权平均计算粮食安全系数的评价方法。以上这四项指标对于一个国家或地区的粮食安全的作用是有差别的,在构建粮食安全系数时应赋予不同的权重,这样就改进了国内已有的评价方法。

第二章对我国粮食安全的历史和现状进行了回顾与评价。从

历史上看,我国是一个粮食安全程度较低的国家。新中国成立以来,特别是改革开放以来,我国的粮食安全程度有了显著的提高。本章的重点是运用第一章所构建的评价方法对我国现阶段粮食安全的各项指标逐一进行分析,并据此计算出了同一时期世界主要粮食生产和消费国的粮食安全系数,通过历史比较和国际比较分析,说明现阶段我国已经达到了较高水平的粮食安全。但也必须看到,粮食安全状况具有动态性,对目前我国的粮食安全状况应有一个理性的认识,不可盲目乐观。

第三章研究未来较长时期内我国的粮食供求趋势。我国的粮食需求主要取决于两个方面的因素:一是直接需求;二是间接需求。粮食的直接需求变动主要取决于人口的增长。由于本世纪前30年我国人口总量将持续较大幅度增长,粮食直接消费需求呈现持续增加态势;粮食的间接需求变动主要取决于人们食物结构变动和居民收入的变动。随着我国城镇化、工业化进程的加速和居民收入水平的进一步提高,将推动居民膳食结构逐步升级,对粮食的间接消费需求仍将持续增加。这两方面的合力推动,最终将导致我国粮食总需求呈增长的趋势。

粮食供给的变动取决于多方面的因素。由于科技进步,粮食供给的增加还是具有较大潜力的。但是,我们更应看到,由于耕地减少、水资源短缺、生态环境恶化等多种制约因素的存在,使得未来粮食增产潜力的开发难度加大,供给能力提高有限。如果政策不当,甚至可能出现供给量逐渐减少的不良局面。

粮食需求与供给的这种非同步变化态势,决定了我国未来中长期发展中供给相对不足将是粮食供求关系的基本特征。我国自1996年以来的“粮食过剩”只是一种阶段性的过剩,同时也是一种结构性、地区性和低层次的过剩。根据中外专家及政府机构对我国未来粮食供求缺口的预测结果,我国粮食安全水平在今后有可能出现下降的趋势。因此,在我国全面建设小康社会,促进

经济社会协调发展和人民生活水平不断提高的宏观背景下，如何解决粮食供求矛盾，保障国家粮食安全，是下一阶段发展中面临的重大战略问题。

第四章研究我国粮食安全战略模式的构建，这是全书的核心部分。本章强调论述了粮食安全战略与可持续发展战略、对外开放战略以及增加农民收入之间的关系。粮食安全是国家经济安全乃至整个国家安全的一个组成部分，因此，不能只为追求粮食安全而忽略了国家在发展过程中的其他战略和政策目标，必须使之与这些战略和政策目标之间保持协调和统一，以谋求国家的长远利益。我们要处理好增加粮食生产与生态环境保护的关系，统筹考虑国内市场与国际市场的关系。本书阐明了“立足国内，适度进口”是我国粮食安全战略的基本原则，并对国内曾出现的粮食完全或基本自给自足的观点和完全自由贸易的观点进行了分析和评论。

本章对我国粮食安全模式的选择和自给下限的确定提出了自己的观点。从形成一国粮食供给的自给和进口两个要素的不同组合模式中，根据我国粮食供求变化趋势和资源禀赋特点，确定了未来国内新增粮食需求应主要依靠进口来满足的粮食安全实现模式。由此建立我国粮食安全目标函数，并推论出国内粮食自给下限规模应该由人口总量和居民的基本生存和营养标准来确定。本书依据历史情况，把人均300公斤和350公斤分别作为我国居民的生存安全标准和营养安全标准，并依据这一标准对我国未来不同时期的粮食自给下限进行了估算。

第五章研究了我国的粮食综合生产能力。一个国家粮食安全的基础在于粮食综合生产能力的安全，因此粮食综合生产能力的保护和储备是未来实现粮食安全战略的核心。

本书认为耕地保护是粮食综合生产能力保护的首要问题，因此也是本章研究的重点。从耕地变化的趋势上分析，一方面，由

于人口持续增长和城镇化、工业化的发展，使耕地非农化的“外延式”占用压力依然存在；另一方面，农民增加收入的内在动力和农业比较优势发挥的需要，将使粮食耕地的“内涵式”占用即种植结构的调整必将持续下去。这两个方面因素的共同作用，使未来耕地数量的持续减少成为一个难以避免的趋势。为了使有限的耕地得到更加合理的利用，本书不仅提出了运用有效的政策法规来加强土地用途管理，严防耕地不合理的“外延式”占用的措施，还进一步论述了在农业结构调整过程中，如何协调结构调整与粮食安全之间的关系，确保足够数量的粮食播种面积。

此外，本章也对粮食综合生产能力的其他构成要素，主要包括水资源的保护和合理利用以及农业科技进步的提高措施进行了阐述。

第六章研究农业政策对粮食安全的作用。本书认为，如何促进农民收入增加，使农民的收入保持在一个合理的水平是实现粮食安全的又一个关键因素。首先运用大量资料分析了最近几年农民，特别是种粮农民收入增幅下降的状况及其原因，论述了农民种粮收益下降导致的粮食生产投入减少的后果。本章重点论述了我国粮食保护价格政策的作用和存在的问题，指出了实施粮食保护价格对于稳定粮食市场价格和增加农民收入曾经发挥了积极作用，但是也产生了财政补贴效率不高的弊端；论证了即将在全国全面实行粮食生产者直接补贴的重要意义，指出了这是世贸组织规则 and 我国粮食市场化改革的必然要求，并对实施粮食直补政策需要注意的几个问题进行了探讨。

收入增长状况是制约农民粮食生产积极性的重要因素，但还要重视减轻农民的税费负担。本章较为全面地论述了农村税费制度改革的背景、主要内容和相关政策，还讨论了扶持粮食主产区增加粮食生产的政策和措施。

第七章研究粮食储备调节体系。本章对我国现行的粮食专项

储备制度的建立、发展以及存在的问题进行了梳理,明确了储备规模过大和运行机制不合理是现行粮食储备体系问题的根源。本章研究的重点是合理粮食储备规模的确定,综合了经济学界对我国合理粮食储备规模的各种研究方法和观点,借鉴日本政府的作法,提出了确定国家粮食储备规模的思路,并参考已有的研究成果完善了粮食储备优化模型。

本章还针对粮食储备运行机制不合理问题,提出了引入市场机制,对粮食储备的保管和销售制度进行健全和完善的措施。

第八章研究利用国际粮食市场保障粮食安全的措施。首先通过对荷兰和日本这两个国家所采取的不同粮食发展战略的分析和比较,论证了我国充分发挥农业比较优势,适度进口粮食以提高国家粮食安全效率的可行性。在此基础上,对我国不同比例的粮食进口规模进行了划分和合理性分析,提出了15%的粮食进口规模警戒线,分析了我国粮食进口的主要地理区域和品种结构,探讨了实现粮食进口的保障条件和我国应采取的策略。

本章还结合WTO《农业协定》的相关规则,分析了加入WTO以后,由于逐步履行入世承诺对我国粮食生产和流通方面产生的影响,提出了相应的政府调控手段和粮食政策的调整措施,主要包括:建立与完善粮食生产支持保障体系;加快粮食流通体制市场化进程,建立发达的粮食市场体系;建立、健全粮食市场的宏观调控体系。

Abstract

This dissertation tries to do an overall and systemic research on China's strategy of food security. It has made an overall evaluation about China's food security situation and an analysis and forecast about China's trends of grain supply and demand in future long run. On this basis and the background of China's access to WTO, the paper puts forward targets and models of China's food security strategy in the new century, the policies and instruments related to the strategy are studied as well.

The paper consists of 8 chapters and the main contents are as follows:

Chapter 1 discusses the concepts about food security and indicators about the situation of food security. On the basis of scientific clarification about grain and food security, the paper makes a detailed introduction about the emerges and development of the concept of food security; It discusses the different level of food security and points out the state food security has been the basis for different level food security and food security is also a important part of state economic security and state security as well.

This chapter makes a detailed introduction about evaluation methodology of food security situation developed by the Food and Agriculture Organization (FAO) of UN and Economic Research Bureau of USDA. The methods used by domestic economists are discussed as well. On the basis of analysis to the shortcoming of these evaluation methods, the paper developed a new evaluation indicators system of food security. This new system is made of four indicators. These indicators are: output of grain per capital, index of fluctuation of output of grain, the ratio of grain stocks to grain consumption and the share of grain imported to consumption. According to the paper, the four indicators play different roles to a

country's or a region's food security and different weights should be given in the system. This is an improvement to current domestic evaluation methods.

Chapter 2 reviews and evaluates the history and current situation of China's food security. General speaking, China had been a food insecurity country in the history. Since the founding of PRC and the reform and opening to world in particular, the great progress has made in the food security. This chapter analyses the every indicator related to China's current food security by using the methods developed in chapter 1. The coefficient of food security of major producer or consumer countries in the same period is calculated. The paper concludes that China has enjoyed a high level food security in present period based on the historical and international comparative study. However, it is needed to have a right understanding to current food security situation and the unrealistic optimistic is harmful, because the food security has a dynamic characteristic.

Chapter 3 studies the long-run trend of China's grain supply and demand in the future. The demand for grain is determined mainly by two factors. The first is direct demand and the second is indirect demand. The trend of direct demand for grain is determined by the increase of population. In the first 30 years of this century, the population of our country will increase at higher rate and the direct demand for grain will also increase continually.

The indirect demand for grain is determined mainly by two factors also. The first factor is the change of population structure and another factor is the change of income. Along with the increase of ratio of urban population to the national population and development of industrialization as well as increase of income level, the dietary structure will update gradually and the indirect demand for grain will increase continuously. The combination of the two factors will bring about a sustained growth of demand for grain increase in the future.

Many factors play roles in the change of supply of grain. There will be some potential for the increase of grain supply with the progress of science and technology. However, we must realize that it is very difficult for the increase of grain supply, because of the decrease of farmland, shortage of water and deterioration of conditions of ecology and environment mainly. There would even be a decrease of

grain supply if the agricultural policies were not correct.

The relatively shortage of grain supply will be a basic feature in the relation of supply to demand of grain in the mid and long run in future, just because of the different trends of supply and demand of grain. The surplus since 1996 was a kind of structural, regional and low level surplus. According to the forecasts of gap between supply and demand of grain from experts and government organizations in domestic as well as abroad, the level of food security would decrease in the future. It will be very important issue to solve the contradiction between supply and demand of grain and ensure the food security in the next stage of development in our nation, in the macro background of building a well - off society and promoting a harmonious development of economy and society as well as stable growth of people's income level.

Chapter 4 studies the model of food security strategy and this is a core of the paper. This chapter studies the relations among major strategies of food security, sustainable development, and opening - up and increase of farmer's income. In order to ensure our nation's long - run interests, it is very needed to keep harmonious and unity among these strategies and policy targets. It is not right to ignore other strategies or policy targets with improving the food security only. We must maintain a proper balance between increase of grain production and protection of ecology and environment; make overall plans between domestic market and international market. This paper expounds that the basic principle for the strategy of food security is "based on domestic and import a moderate amount". The various opinions about food security of China, such as that we should keep self - sufficiency fully or basically in grain supply and we should take a free trade wholly in grain imports are discussed and reviewed.

This chapter expounds the viewpoint about the choice of models of food security strategy and the determination of lowest limit of self - sufficiency. It puts forward that the new increased demand for grain should be meet by importing in the future would be a right model of food security, according to the trends of grain supply and demand and natural endowment of our nation. The function of food security is developed based on this model. The amount of the lowest limit of self -

sufficiency should be determined by the amount of population and basic standard of people's living and nutrition. Based on historical trend, this paper takes 300kg per capital and 350 kg per capital as a standard of living and nutrition for our people. The paper makes forecasts about the lowest limit of self-sufficiency in various periods in the future according to the standard above.

Chapter 5 studies the overall grain production capability of China. The basis of national food security is the security of the overall grain production capability. So the protection and storage of the overall grain production capability is the core to achieve the strategy of food security in the future.

The paper believes that the protection of farmland is a very important factor of the protection of the overall grain production capability. It is needed to analyse the trend of farmland from two sides. On the one hand, because of the continued growth of population and development of industrialization and urbanization, there will be pressure of changing farmland into no-agricultural use; On another hand, because of the motivation of increase of income for farmers and the role of agricultural comparative law, there will also be a trend to change the farmland to no-grain use. The trend of decrease of farmland would be inevitable because of the two factors. In order to utilize the limited farmland more reasonably, this paper puts forward the viewpoint that it is needed to adopt the strictest measures to control over the use of farmland by the law and policies with the target of decreasing the no-agricultural use, and it is also very important to coordinate the relationship between structure of agricultural adjustment and food security, it is needed to ensure enough sown areas of grain crops in the course of agricultural adjustment.

Other factors and policies affecting the overall grain production capability, such as protection of water resource and agricultural science and technology are discussed in this chapter.

Chapter 6 studies on roles of agricultural policies of food security. It is important to accelerate the income of farmers and maintain a reasonable income level for ensuring the food security. This chapter discusses the situation and cause of slow growth of farmer's income in recent years and analyse the negative results, which is the decrease of input on grain production because of the decrease of farmer's in-

come of grain production. This chapter discusses the roles and problems of supportive price policy of grain in our nation. This policy has played active role in stabilizing the grain market price and increasing the income of farmers and there are some negative results in this policy, such as lower efficiency of financial subsidy. It is very important to implement the policy of direct subsidy to farmers nationally in this year and it is in line with the principles of WTO and with the reform of grain market system. The related problems in the course of implementing of the direct subsidy are explored.

Although the situation of increase of farmer's income has been an important factor restraining the enthusiasm of farmers in grain production, it is needed to pay attentions to decreasing the taxes and administrative charges burden on farmers. This chapter discusses comprehensively the background, main contents and related policies. The supportive policies and measures of increasing production in major grain production areas are discussed in the last part of this chapter.

Chapter 7 studies the state grain reserve system. It makes a comprehensive review about the establishment, development as well as problems of the current state grain reserve system. It points out that the overscaled stock and unreasonable operation mechanism are the major causes for these problems in current state grain reserve system. The reasonable scale of the reserve is the key issue and is discussed in this chapter. This paper puts forward viewpoints about the determining of reasonable scale of reserve on the basis of various study methods and opinions about the reasonable scale in economic circles and study about Japan's practice in grain reserve. This chapter improves the optional model of grain reserve based on current studies.

In order to solve the problems in the operation mechanism of grain reserve, this chapter puts forward a viewpoint that market mechanism should be introduced into state grain reserve system and this maybe useful to improve the storage and sale system.

Chapter 8 studies the measures to ensure grain food security by utilizing international market. It makes a comparative study about the different grain development strategies between Netherlands and Japan and proves that moderate import of

grain is feasible to increase the efficiency of food security based on agricultural comparative advantages of our country. It analyses the various ratio of import to domestic consumption of grain and puts forward that 15% of ratio should be the highest limit for import of grain. This chapter discusses the structure of regions and products of grain and explores the safeguarding measures for grain import and strategy we should adopt.

This chapter makes comprehensive analysis about the impacts of accession and fulfillment of commitments to WTO on the grain production and distribution. The related government instruments and policies of control and adjustment of grain market are discussed in the chapter. The paper puts forward some suggestions on the enhancement of food security of China and the major suggestions are: establishment and improvement of supportive system on grain production; acceleration of reform of grain distribution system and establishing a developed grain market system; building - up a macrocontrolling and adjustment system on grain market.