



国务院发展研究中心

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如何推进农产品价格形成 机制改革？

How to Promote Reform of the Agri Pricing Mechanism

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Outline

- 为什么改革难以推进？ Challenges of Promoting Reform
- 改革的目标模式 Target Model of the Reform
- 如何推进改革？ How to Promote Reform

一、为什么改革难以推进？

Challenges of Promoting Reform

- 当前中国粮食出现产量、库存量与进口量“三量”齐增的矛盾现象：
China's grain market is seeing contradictory increase in Production, stock and import.
 - 生产：“十二连增”；
Production: increase for 12 consecutive years
 - **2015年粮食总产量62143.5万吨，比去年增长2.4%。**
The overall grain Production in 2015 stood at 621.435 million tonnes, up by 2.4% compared to 2014.
 - 进口：突破**1.2亿吨**；
Import: exceeding 120 million tonnes
 - 库存：“库满为患”！
Stock: filled to capacity
 - 目前玉米临储库存达**2.5亿吨**
Current temporary storage of corn reached 250 million tonnes.
 - Rice: storage around 100 million tonnes

- 改革临储政策的动议，早在2011年就被提出，但直到2013年，国家才决定试点“目标价格补贴”。

The motion of temporary storage policy reform was proposed early in 2011, but it was not until 2013 when the government decided to pilot target price subsidy.

- 2015年对玉米粮食临储政策作微调.....
Minor adjustments in temporary storage policy of corn were made in 2015.
- 2016年中央一号文件：
 - 按照市场定价、价补分离的原则，积极稳妥推进玉米收储制度改革，在使玉米价格反映市场供求关系的同时，综合考虑农民合理收益、财政承受能力、产业链协调发展等因素，建立玉米生产者补贴**制度**。

微调玉米临储政策，从1.12调低到1元...

Minor adjustments in temporary storage policy of corn, with price cut from CNY 2,240 per tonne to CNY 2,000 per tonne

- 根据玉米库存问题突出的实际，今年国家对玉米临时收购价格作出重大调整，从1.12/斤降到1元/斤。

Due to the high corn stock, China lowered the temporary purchasing price of corn from CNY 2,240 per tonne in 2014 to CNY 2,000 per tonne in 2015.

- 今年调低临储价格属于过渡性调整，虽然有利于保护种粮农民利益，但可能无助于缓解当前玉米高库存问题，政策调整远未到位。

The price cut was only a transitional measure. It might be favorable to farmers' interests, but it cannot reduce the high stock. More policy adjustments are needed.

政策改革的逻辑困境

Logical Dilemma of Policy Reform

■ 粮食高库存压力推动必须进行政策改革：

High grain stock calls for policy reform

- 高库存是目前粮食深层次矛盾的表象化。

The high stock is a reflection of deeper contradictions in food policy.

■ 头痛医头、脚痛医脚——管理部门的老毛病？

Piecemeal fix: a long-lasting management issue

■ 目前更多关注的是，如何消化玉米库存，而对粮价政策改革，充满迟疑、犹豫...

The authorities only focus on how to reduce corn stock but rather hesitant about grain price policy reform

- 只考虑采取某些消化某个单一粮食品种库存，不考虑消除库存的形成机制，没有理清粮价政策改革的机理与逻辑：

Taking measures to reduce the stock of a single grain variety instead of developing a mechanism that avoids high stock is a step back from a logical grain price policy reform

- 纠正价格支持政策对各粮食品种价格的过度干预，消除市场扭曲机制，建立以市场定价为基础的粮食价格形成机制？

A logical reform should reduce excessive intervention of price support policies for all grain varieties, correct the market distortion mechanism, and build a pricing mechanism based on market prices

改革的逻辑困境

Logical Dilemma of Policy Reform

■ 其一，政策目标功能错位，改革陷入逻辑矛盾：

First, complex policy targets present logic contradictions

- 现行粮价政策，目标多重、功能错位，既要保障粮食有效供给（即“保供给”），也要保护农民种粮利益（即“保收益”）；

Current grain price policies have multiple targets, including protecting farmers' interests (guaranteeing returns) and ensuring sufficient grain supply (guaranteeing supply).

- 涉及的利益关系复杂，既关乎粮食安全等国家利益，也涉及地方政府、粮食产业和农业生产者多重利益，但**财政成本全部由中央负担**。

Complex interests are involved, such as national interest of food safety interests of local governments, of the grain industry, and of agricultural producers. However, **all the costs are covered by the central government budget.**

- “保供给” “保收益” 是我国包括粮价支持措施在内的全部农业政策的两个基本目标。

Guaranteeing returns and guaranteeing supply are the two basic targets of all agricultural policies, including the price support policies.

- 两者既相向，也相背：

The two targets can be compatible or contradictory with each other

- 增收靠提价、增产，

Revenue increase needs higher price and higher Production

- 提价导致抑制国内消费+增产=库存增加

Higher prices may curb domestic consumption, which leads to stock increase when Production goes up

- 提价导致国内价格高于国际价格=进口增加

Higher price may also induce increase in import when domestic prices are higher than international prices

- 在国内粮食供给不足、国内价格低于国际市场时，若施策得当，两个目标可同时得到兼顾，

When domestic grain supply is lacking and the price is lower than the international market, the two targets can be compatible with proper policy interventions.

- 反之，两者将相互冲突。

Otherwise, the two targets will be in conflict.

- 2005-2010年：2005-2010

- 我国通过稳步提高粮食收储价格，有效刺激农民种粮积极性，在保护种粮农民利益的同时，也实现了粮食稳定增产、保障供给的目标。
By steadily increasing purchasing and storage prices, we have effectively stimulated farmers' initiatives of grain production. The policy protected farmers' interests and realized the objectives of grain Production increase and supply security.

- 2011年以来：Since 2011

- 国际国内粮食供大于求、国内价格高于国际市场，
Grain supply exceeds demand domestically and internationally, and domestic grain prices are higher than the international market
- 持续提高国家收储价格，虽然在表面上有利于保证种粮农民收益，也刺激粮食大幅增产，
Raising temporary purchasing and storage prices appeared beneficial for farmers' income and increase in grain Production
- 但由此形成的高库存、进口激增等外部性问题，已使政策实施难以为继，最终并不能真正有效保护农民利益，更不利于粮食可持续发展。
However, externalities of the price rise, such as high stock and roaring import, make continuation of the policy difficult. The price rise cannot effectively protect farmers' interests. Nor does it contribute to the sustainable development of the grain industry.

■ 其二，政策路径依赖严重，改革深陷利益樊笼：

Second, strong reliance on current policies and protection of vested interests from stakeholders hinder reform from happening

- 多年实施粮价政策，形成强烈的路径依赖，使粮食调控简单化，市场政策化，预期单一化，利益复杂化，矛盾突出化。

The current price policies, implemented for many years, have induced strong reliance of all, making **regulations simplified, policies overly influential in the market, expectations homogenous, interests complex, and contradictions obvious.**

- 若调整甚至是退出临储等价格支持政策，必然会导致一系列利益关系的变化和冲突，引发对政策改革的疑虑。

Adjustment or cancellation of price support policies such as the temporary storage policy, if implemented, will lead to major changes and even conflicts among stakeholders, and thus cause doubts about the policy reform.

- 调低政策性收储价格、退出临储等改革，容易引发对“保供给”“保收益”以及农民种粮积极性谁来保护等担忧。

Reforms like lower purchasing and storage prices or withdrawal from the temporary storage mechanism would lead to concerns such as how to guarantee supply or returns, or how to maintain farmers' initiatives in grain production.

■ 目前的政策主张：继续保留小麦、水稻的最低收购价政策？

Current policy stance: keeping the minimum purchasing price policy for wheat and rice?

- 认为**粮价支持政策操作简单、受益直接、效果明显**，适合在中国实施。
Some believe that price support policy should be implemented in China since it is easy to operate and generates clear benefits.
- 认为**目标价格补贴等直接补贴措施**，操作复杂，在中国不适应。
Others argue that direct subsidy policies such as the target price subsidy are not applicable to China because it is too complicated to operate.
- **价格支持的效率损失：efficiency loss of price support**
 - **OECD研究：OECD research**
 - 发达国家价格支持的效率仅有25%左右，即每支持1美元，农民仅获得0.25美元（包括农民土地收益和农民劳动力收入）；
The efficiency of price support in developed countries is about 25 percent, which means that farmers can only gain 0.25 dollar (including land revenue and labor income) for every dollar spent in the price support policy
 - 由于刺激生产，投入品需求大幅增加，价格支持的1/3作为超额成本转移给投入品供应商，1/4作为资源成本损耗。
Input demand increased dramatically due to the need to stimulate production. One third of the resources invested in price support mechanisms goes to input suppliers as extra costs, and resource loss accounts for one fourth of the resource costs.
 - 与差价补贴、投入品补贴、面积补贴等政策措施相比，价格支持的收入转移效率最低。
The transfer efficiency of price support mechanisms is the lowest compared to price difference subsidies, input subsidies, and area subsidies.

- 水稻：第二个玉米？
- Will rice be the next corn?

■ 其三，改革动员机制：谁来有效推进改革？

Third, reform mobilization mechanism: who can effectively promote reform?

- 粮食政策问题错综复杂，涉及多个强力部门和主产区。
Grain policy is very complicated and involves many vital government departments and major production areas.
- 希望皆大欢喜，因此议而难决？
The authority wants to satisfy all stakeholders. Is this the reason why it is much discussed and not yet decided?

现在是改革的最好时机？

Is it the best time to start reform now?

- 从国内外宏观环境看，目前已具备推进改革的有利条件，是启动改革的最佳时机。

Reflective of the macro environment home and abroad, it is the best time start reform now as China is facing many favorable conditions.

- **国内**库存充足、全球粮食供求关系宽松，为改革临储等政策奠定了坚实的物质基础，提供了足够的回旋空间。

Ample domestic and global grain supply provides solid foundation for reforms and room for changes.

- 具有稳定的粮食产能基础，这是推进粮价政策改革的根本保障。

China has stable grain production capacity, which is the basis for policy reform.

- 已经形成改革共识和预期。

There are consensus and expectations that reforms on the grain policy should be carried out.

- 目标价格补贴改革试点，探索改革农产品价格形成机制，为新一轮粮价政策改革积累了难得的操作经验和实践基础。

Piloting programs of target price subsidy and exploration of the pricing mechanisms of agricultural products have provided valuable experiences for a new round of grain price policy reforms.

二、改革的目标模式

Target Model of the Reform

- 是否存在改革的目标模式？ Is there a target model of the reform?
 - 没有固定的模式 There is no fixed target model
 - 与时俱进、动态调整 We should advance with the times and adjust dynamically
- 改革的逻辑是什么？ What is the logic behind the reform?

改革的逻辑：定向施策，价补分离

Logic of the Reform: Targeted Policies, Separation of Prices and Subsidies

■ 定向施策，价补分离 Targeted Policies, Separation of Prices and Subsidies

□ 定向施策：即针对具体政策目标采取政策措施。

Targeted policies: taking separate measures for the two respective goals

- 调整长期以来对“保供给”“保收益”两个目标二位一体、不加区分的做法，优化政策功能配置，按照“桥归桥”、“路归路”原则，对两个目标分而治之，定向施策。

We should see returns and supply as two independent goals rather than one and take separate measures for the two goals respectively

□ 改革操作方式：价补分离

Reform Implementation: Separation of Prices and Subsidies

- (1) 退出粮价政策的“保收益”功能，将其回归到“解决农民卖粮难”的设计初衷。通过调低乃至取消价格支持来消除其对市场的干预和扭曲影响，把粮食价格形成还给市场机制，

Reemphasizing the initial aim of helping farmers with grain sales, abandoning the idea of guaranteeing returns, letting the market set grain prices by lowering or leaving the price support mechanism to reduce government intervention and price distortion

- (2) 另外通过直接补贴措施来“保收益”。

Using **direct subsidies** to guarantee returns

■ 改革的底线约束：必须设计利益补偿机制

Bottomline of the reform: Interest compensation measures are a must.

- 降低临储价格乃至退出临储政策等改革，必然会在一定程度上损害农民现有利益。

Reform measures like lowering temporary purchasing and storage price or leaving the mechanism must harm farmers' interests to some extent

- 必须在改革中统筹兼顾，配套建立粮价改革利益补偿机制，使种粮农民在改革中利益不受损、收益不减少，种粮积极性得到有效保护。

We should consider all aspects in the reform, establishing interest compensation mechanisms for the grain price reform, so that farmers can have guaranteed income, their initiatives protected.

- 需要设计既不扭曲市场，又能实现“保收益”目标的粮食收益补贴措施。

We need to design a **grain returns subsidy** that guarantee returns without distorting the market

三、如何推进改革？ How to Promote Reform

■ 基本路径与思路： Guiding principles

- “定向施策、价补分离，创新调控、综合配套”。
Targeted policies, separation of prices and subsidies, innovation in regulation, complementary measures
- “三位一体”改革：“退出粮价支持”+“收益补贴”+“创新粮食调控”。
Three-in-one reform: withdrawal from price support mechanism + returns subsidy + innovation in grain regulation
- 用2-3年时间使粮价调整到位，形成以市场定价为基础的粮食价格形成机制，以直接补贴为主体的农民利益保护机制。
In the next two to three years, we should develop a grain pricing system based on market price, and an interest protection mechanism for farmers where direct subsidies play a major role
- 因地制宜、因时制宜，与时俱进、动态调整。
Formulating policies in reference to local situations, making adjustments to advance with the time

改革思路：“三位一体”

Guiding Principle of the Reform: Three-in-One



其一：改革的关键——消除市场扭曲机制，退出粮价支持政策

I. Key to the reform lies in the withdrawal from the price support policy which led to market distortion

- 用2-3年的时间，逐年同步将水稻、小麦的最低收购价、玉米的临时收储价格降至不扭曲市场的合理水平。

We should lower the minimum purchasing prices of rice and wheat and the temporary purchasing and storage price of corn to reasonable levels within market range in two to three years.

- 调整到位后，对水稻、小麦等重点粮食品种，另行采取不扭曲市场、随行就市的最低保障临时收储措施，为农民卖粮提供基本保障。

After grain prices are adjusted to appropriate levels, the government should take **measures of temporary purchasing and storage for minimum protection** towards major grain varieties like rice and wheat without distorting the market, to provide basic security for grain-selling farmers.

■ 第一，用2-3年时间同步退出水稻、小麦以及玉米的价格支持措施，逐年减少市场扭曲效应。

First, we should cancel the price support measures for rice, wheat and corn in two to three years, and gradually reduce their distorting impacts on the market

- **政策调整到位后，最终不再保留具有生产刺激作用的价格支持政策。**
After adjustments take effect, price support policies that stimulate production should no longer exist
- **玉米在价格调整到位后，不再纳入最低保障收储。**
After price is adjusted to an appropriate level, corn will not be included in the temporary purchasing and storage for minimum protection mechanism .
- **2014年已经退出价格支持的大豆等品种也不再纳入。**
Soybean, which left the price support mechanism in 2014, will not be included in the system either.
- **今后农民根据各粮食品种的市场价格信号来决定扩大或减少种植面积。**
From now on, farmers can decide whether they would like to expand or reduce their planting areas according to the market price signals of different grain varieties.

- 第二，最低保障临时收储：作为市场调控措施，基本功能是解决农民卖粮难问题，不以保障农民收益为目标。

Second, the measures of temporary purchasing and storage for minimum protection, as a market regulation, should focus on helping farmers with grain sales rather than guaranteeing returns.

- 第三，价格调整到位后，最低保障临储价格要能够与进口替代产品的价格竞争，挡得住进口替代。

Third, after price adjustments are made, the price of temporary storage for minimum protection should be able to compete with that of import substitutes and prevent import substitution from happening.

改革：什么是价格调到位？

reform: what is the right price level?

- 按照目前的进口到岸价测算，东北产区玉米最低保障临时收购价格若在0.75元/斤，基本可以挡住进口玉米、高粱等进入国内市场。
- Based on the current CIF, setting the price of temporary purchasing of corn for minimum protection at CNY 1,700 per tonne should curb the imports of corn or sorghum.
- 国家发改委公布的全国平均的种粮成本，将土地和劳动力机会成本均纳入计算，对于拥有承包地的农民来说，土地成本不应纳入收益测算，因此估计种粮成本时，需扣除土地租金成本。根据2014年数据，全国平均玉米成本为2129元/吨，扣除土地成本后为1680元/吨（即0.84元/斤）。
- Land rent and labor costs are all taken into account when the NDRC calculates the average grain planting costs in China. According to data released by the NDRC in 2014, the average corn planting costs in China stood at CNY 2,129 per tonne. But land rent should be subtracted from the planting costs for those farmers who owns contracted land. Therefore, the actual corn planting costs should be CNY 1,680 per tonne.

- 粮价改革路径：3年到位？ Price reform in three years?

- 按照逐步调整到位的原则，**2016**年可将临储价格过渡性调至**0.9元/斤**，**2017**年可进一步调低至**0.8元/斤**左右（具体需根据当时的进口价格确定）。

Based on the gradual adjustment principle, the 2016 temporary storage price can be set at CNY 1,800 per tonne in consideration of the transition, and the 2017 price CNY can be further lowered to 1,600 per tonne. (Specific prices should be adjusted according to import prices at the time.)

□ 改革效果检验：Examination of reform effects

- 既可弥补农民种粮的大部分成本，也基本挡得住进口产品竞争，还可理顺国内外以及上下游价格关系，也避免刺激产量继续增加。

The new policy should be able to compensate for most costs generated in the grain growing process and compete with imported goods without distorting price relations along the whole value chain home and abroad or inducing Production increase.

- 可以避免地租和生产资料价格的非理性上涨，有利于提高我国玉米国际竞争力。

It should also be able to avoid irrational increase of land rent and prices for means of production, and thus improve the international competitiveness of corn in China.

□ 在此基础上，进一步考虑将玉米全面退出临储政策。

Based on the above, complete withdrawal of corn from the temporary storage policy should be further considered.

■ 粮价改革路径：2年到位？ Price reform in two years?

- 美国等主产国自**2012**年以来已经连续**4**年减少玉米种植面积，国际玉米价格有可能在今后几年回升。
- Corn price in the international market is likely to rise in the next few years as major corn growing countries like the US has been cutting its corn growing areas for four consecutive years since 2012.
- 因此，也可考虑将玉米临储价格在**2016**年一步到位调低到**0.85元/斤**，用**2**年的时间退出玉米临储收购。
- Therefore, we can also consider cutting corn price in 2016 directly to CNY 1,700 per tonne and cancel the temporary purchasing and storage policy of corn in two years.

- 同步推进最低收购价改革.....

Promoting minimum purchasing price policy reform

- 价格调整到位后，今后设定水稻、小麦等最低保障临储价格，既要考虑进口产品竞争、种粮成本因素，也要考虑不同粮食品种之间的比较收益关系，避免出现新的资源集中、结构失衡问题。

When setting new minimum purchasing prices for rice and wheat after corn prices are adjusted to market levels, the government should consider multiple factors, including planting cost, competition from imported grains, and planting returns of different grain varieties, so as to avoid overconcentration of resources and imbalance of grain structure.

其二：收益补贴 Returns Subsidy

■ 收益补贴：Returns subsidy

- 是粮价政策改革的配套措施，主要用于补偿粮价改革对农民收益的影响，有效保护农民种粮积极性。

As a supplementary measure to the grain price policy reform, returns subsidy compensates for the losses of farmers brought by the price reform so as to maintain farmers' initiatives in grain growing.

- 实质上是“目标价格补贴”升级版，其不与具体粮食品种挂钩，任何粮食品种均有获得补贴的权利，

It is **an upgraded version of target price subsidies**, but it does not focus on a specific grain variety. Every grain variety can receive subsidy.

- 属非特定产品补贴（即对所有粮食品种的种植补贴）。

It is a subsidy without specific target product, i.e. a planting subsidy for all grain varieties.

- 第一，按面积进行补贴，单位面积补贴标准根据改革过程中价格调低后种粮收益减少情况确定，并随价格调低逐年提高补贴标准。
- First, subsidy should be made based on the size of the area. Subsidy amount per mu should be adjusted according to the returns lost in price cut and should be raised every year when the corn price drifts lower.
 - 例如，假定2016年玉米临储价格下调到**0.9元/斤**，比2015年降低**0.1元/斤**，按照亩产**1000斤**平均水平计算，需补贴**100元/亩**。
Supposed the temporary storage price of corn be cut by CNY 200 per tonne to CNY 1,800 per tonne in 2016, farmers could obtain a subsidy of CNY 100 per mu assuming an average Production of 0.5 tonne per mu.

- **若2017年调低到0.8元/斤，则补贴200元/亩。**
If the price is cut to CNY 1,600 per tonne in 2017, farmers should receive a subsidy of CNY 200 per mu.
- 这样，相当于农民每斤玉米仍得到**1元**，与今年国家实施**1元/斤**临储政策的效果相当，但不会扭曲市场，也不增加库存，还能挡住进口。
- The subsidy guarantees that farmers receive CNY 2,000 per tonne for their corn crop, same as the current temporary storage policy of CNY 2000 per tonne, but it does not distort the market or increase domestic corn stock. Instead, it can effectively curb grain imports.

■ 补贴的财政成本：Financial cost of the subsidy

- 假定政策调整到位后，补贴标准定为**200元/亩**，按照玉米平均单产**500公斤/亩**测算，相当于**400元/吨**，明显低于国家玉米库存**2年504元/吨**的成本。

Supposed a subsidy of CNY 200 per mu be granted assuming an average Production of 0.5 tonne per mu, farmers can obtain CNY 400 per tonne, much lower than the cost of CNY 504 per tonne, the cost for 2-year corn stock for the government.

- 库存成本：收购费**50元/吨**，做囤费**70元/吨**，保管费**92元/吨·年*2年=184元/吨**，资金利息**2000元/吨*5%/年*2年=200元/吨**。

Cost of corn stock: purchasing price CNY 50 per tonne, stockpile building cost CNY 70 per tonne, 2-year storage charges CNY 92 per tonne year * 2 years = CNY 184 per tonne, capital interest CNY 2000 per tonne * 5% per year * 2 years = CNY 200 per tonne

■ 第二，不与具体品种挂钩。

Second, subsidies do not focus on a specific grain variety.

- 即不论生产者种植何种粮食品种（包括杂粮杂豆），单位面积均获得相同的补贴。

Farmers should receive the same amount of subsidy per unit area, regardless of the grain variety they produce (mixed grain and mixed beans included)

- 有利于发挥市场机制作用，避免资源向单个品种转移，逐步优化粮食品种结构。

It optimizes grain variety structure using market mechanism, avoiding the concentration of resources towards a single variety.

- 也有利于规避WTO特定产品“黄箱补贴”的“微量允许”约束，有效利用我国非特定产品补贴较大的政策空间。

It also helps avoid WTO rules on amber box subsidy and de minimis, leaving much room for subsidies on nonspecific products.

- 第三，补贴只针对法定承包地的种植面积，可与土地承包权脱钩，“谁种补谁”。

Third, subsidies would be granted to planted areas of the land and the planters instead of the whole area contracted.

- 简化政策操作，避免出现类似目标价格补贴试点执行困难等问题。

Simplifying policy operations can address challenges in implementing similar pilot programs of target price subsidies.

- 按省市包干补贴总量，据实补贴到实际生产者。

Provincial and municipal governments should provide all subsidies and distribute them to actual producers based on specific situations.

其三：创新调控机制

Innovation in regulation mechanism

- 退出价格支持的同时，既有的粮食市场与支持政策的路径依赖关系将被打破。若不及时对调控体系进行调整，有可能引发市场主体的不稳定预期甚至是粮价的大幅波动。

The withdrawal from price support mechanism would cut the reliance of the current grain market on the support policy. Slow adjustments to the regulatory system could lead to expectations of an unstable market from players and thus volatile grain prices.

- **2015**年下半年国家调整玉米收储价格后，玉米市场价格出现的剧烈波动已经证明了这一判断。

The volatility of corn price during the second half of 2015 when the government lowered purchasing and storage price of corn is a proof of the argument above.

- 抓紧建立与粮价政策改革配套的新型粮食调控体系，重构粮食市场的结构关系与稳定机制。

We should build a comprehensive grain regulation system in line with the grain price policy, and reconstruct the relationships in the grain market to develop a stable mechanism.

- 推动政策从目前的以价格支持直接干预为主导的“增产取向”，向以价补分离、市场机制为基础的“供求基本平衡”转型，
Promoting policy transformation from “output stimulation orientation” led by direct interventions of price support to “basic balance between demand and supply” based on market mechanism and the separation of prices and subsidies
- 逐步形成以政策补贴为基础，预期引导、风险管理、储备调控、贸易补充等工具相结合的新型调控体系。
Developing a new regulatory system based on policy subsidies, combined with tools like expectation direction, risk management, reserves regulation, and trade complementation

■ 调控体系的目标模式：Target model of the regulatory system

- 在粮食供给紧张时，采取综合支持措施既“保供给”也“保收益”，统筹发挥进口贸易的积极作用，提高国内有效供给水平；
- Taking comprehensive supporting measures to guarantee supply and returns when grain supply is low, stimulating effective supply through import
- 在粮食供给相对宽裕时，要弱化价格政策作用，以补贴政策“保收益”为基础，重点管理好生产，严控进口，实现国内供需基本平衡。
- Weakening price policies when grain supply is high, reaching basic balance between domestic demand and supply by managing production and curbing import, using subsidy policies to guarantee returns

■ 第一，粮食产能补贴。 First, grain production capacity subsidy

- “粮食产能补贴”是新型粮食调控体系的结构调整工具。其目的在于，通过提供收益补偿，引导农民对耕地轮作休耕，退出超载粮食产能，促进粮食结构调整，推进农业生态修复、环境保护，增强农业可持续发展能力。该政策应按**WTO**绿箱政策条款设计，不与任何农产品生产挂钩。
- Grain production capacity subsidy is a structural adjusting tool for the new grain regulation system. By providing returns compensation, it aims at encouraging farmers to let land rotate to avoid excess grain supply, to adjust grain structure, to promote ecological recovery and environmental protection, and to enhance China's capacity for sustainable development. The policy should be designed in accordance with WTO terms about Green Box policy, separate from production of all agricultural products.

- 在当前库存压力较大的背景下，建议“粮食产能补贴”标准与同期实施的“种粮收益补贴”相当。这样可以为农民在种（获得非特定生产补贴）与不种（获得产能补贴）之间提供自由选择的机会。今后若出现粮食供给紧张，再相应调低或者停止“粮食产能补贴”。
- With the high grain stock, we suggest that the level of grain production capacity subsidy should be the same as that of grain growing returns subsidy, which offers an opportunity for farmers to choose between planting (and obtaining nonspecific production subsidy) and resting (and obtaining production capacity subsidy). We can lower or cancel the grain production capacity subsidy when grain supply is low.
- 从政策的可操作性看，建议以行政区划为单位，集中连片在部分地区现行试点实施土地轮作休耕计划，对计划内土地面积纳入产能补贴。对其他地区主动进行粮食结构调整的农户，也可考虑给予“粮食产能补贴”。
- In terms of feasibility of the policy, we suggest that piloting land rotation plans should be carried out in some administrative areas, with the planned areas covered by production capacity subsidy. We can also consider granting grain production capacity subsidy to farmers in areas which volunteer to carry out grain structural adjustment.

■ 第二，预期管理机制。 Second, expectation management mechanism

- 尽快确定粮价改革以及相关配套政策措施，并在年底前抓紧通过多种途径（如官方半官方研究机构、权威人士等），对外发文发声，强化政策前期舆论解读，有效引导社会预期。

Developing grain price reforms and related policies as soon as possible, and promoting the policies in multiple ways (such as semi-official research institutes or experts), publishing announcements and encouraging media interpretation to guide social expectations

- 在此基础上，在春节前正式公布详细政策方案和措施，并通过多种方式广泛宣传。

Publishing the official policy and measures based on the above, and promoting the reform in multiple ways

- 要重点组织县乡村组培训宣传，做到户户知晓、人人明白，让每个基层干部和种粮农民熟悉新政策、了解新办法，确保政策能够不折不扣落地、扎扎实实到位。

Organizing trainings for villages, towns, and counties to promote the policy, making sure that every household and every person understands the policy, and to familiarize local governments and farmers with the new policies so that the policy can have real effects.

■ 第三，粮食市场风险管理。 Third, grain market risk management

- 要根据粮价政策改革后的新形势新要求，抓紧开发研究市场风险管理工具，加快推出适合新型农业经营主体的期货、保险等产品，有效分散和管理农业生产者市场风险。
- According to the new situation after the grain price policy reform, futures or insurance products suitable to new agricultural management entities should be developed to effectively spread and manage market risks faced by agricultural producers.

■ 第四，粮食调控储备。 Fourth, regulatory grain reserves

- 今后粮价政策改革到位后，对主要粮食品种实施保障性临时收储措施，在解决农民卖粮难的同时，可将收储的部分粮食转为调控储备。

After the grain price policy reform is complete, temporary protective purchasing and storage measures should be taken for major grain varieties. While it helps farmers with grain sales, the grains stored can also be used as regulatory reserves.

- 建立粮食调控储备，目的在于高抛低吸、调峰填谷，维护粮食市场的稳定。
The aim of establishing regulatory grain reserves is to maintain a stable grain market by using the reserves to absorb price volatilities.

- 使粮食专项储备定位于保障粮食安全、应对突发事件，粮食调控储备主要负责维护市场稳定，形成分工明确、职责清晰的国家粮食储备体系。

Special grain reserves should be used to ensure food safety and to deal with emergencies, while regulatory grain reserves are responsible for market stability. The two combined can form a national grain reserves system with clear task division, functions and responsibilities.

■ 第五，严厉打击走私，有效调控粮食进口。

Fifth, taking strong measures against grain trafficking, effectively regulating grain import

- 据估计，按照目前国内外粮价测算，若采取措施严控粮食进口，可为国产玉米增加近**3000**万吨的饲用需求和**1500**万吨的深加工需求，比不采取措施分别增加**50%、80%**。
- According to the current grain price home and abroad, the needs of domestically produced corn for feeds and further processing, if strict measures of curbing imports are taken, are estimated to increase by 30 million tonnes and 15 million tonnes respectively, i.e. up by 50 percent and 80 percent respectively.

谢谢

Thanks for your attention

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