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**Report Name:** Number One Document Provides Beijing's Thoughts and Highlights Food Security and Rural Reform

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**Report Highlights:**

On February 23, the Chinese Communist Party (CCP) Central Committee and the State Council unveiled the 2025 No. 1 Document, which outlines comprehensive strategies for agriculture and rural development. While food security remains a cornerstone, the policy now places greater emphasis on reforming and modernizing rural practices to address emerging challenges in China's rural revitalization efforts. The Document advocates for financial relief for the beef and dairy cattle industry, and to monitor the size of China's swineherd. It also promotes genetically-engineered corn and soybean development as part of the "new productive" forces of agriculture emphasizing the transformative potential of AI, big data, and drone tech in advancing smart agriculture. To promote rural development, the Document extends expiring rural land leases by 30 years and promotes more flexible agricultural financing vehicles that could make access to capital easier for rural communities.

FAS China provides this analysis and reporting as a service to the United States agricultural community, and to our farmers, ranchers, and rural communities in support of a worldwide agricultural information system and a level playing field for U.S. agriculture.

The CCP and State Council produce the No. 1 Document to communicate agricultural policy objectives to party officials and to government officials at the provincial and local level. For over 20 years, the No. 1 Document has focused on agriculture and rural development related themes, including food security and efforts to create a rural, social safety net and broader rural revitalization programs to address China's "Three-Nongs" (or, 三农- 农业, 农村, 农民) opportunity and challenge for supporting agriculture, rural communities, and farmers.

### **Background**

Each year, Chinese authorities publish the "Opinions of the CCP Central Committee and the State Council on Further Deepening Rural Reform and Solidly Promoting the Comprehensive Revitalization of Rural Areas" as the nation's No. 1 Document. The [2025 No. 1 Document](#) continues the tradition of providing an annual policy blueprint on agriculture and rural development, to guide related effort for the year and immediate future. In recent years, the focus has been on food security and poverty alleviation. In addition, these documents have recently attached increasing importance to rural development (revitalization), covering industrial development and livelihood improvement in rural areas as well as rural construction and governance.

Food security, by the PRC definition, refers to self-sufficiency in cereals and domestic production covering China's consumption of food grains (e.g., wheat, rice, and even potato) though there is increasingly some shift in definition and added attention on feed security (e.g., corn and oilseeds). Therefore, the No. 1 Documents between 2019 and 2024 have set the goal of national grain output at above 650 million metric tons (MMT). To achieve this goal, these year's Documents have consistently unveiled supportive measures, including but not limited to subsidies, crop insurance, farmland control, seed breeding, and, most recently, yield-enhancing projects. Chinese authorities claim that because of these policy supports; the country's grain production has exceeded this goal for 10 consecutive years. In recent years and with the passage of China's National Food Security Law in 2024 (see [GAIN CH2024-0022](#)), the scope of food security has been extended to cover not just food and feed grains but other key commodities, such as meat (pork), cotton, sugar, etc. The policy paper has increased emphasis on ensuring supply of these additional commodities as important to Chinese livelihood.

Chinese authorities claim that the country eliminated absolute poverty in 2020, and Beijing has set a five-year transition period to consolidate and expand the achievements on poverty alleviation. According to contacts and from media reporting, one of the biggest apprehensions for Chinese leadership is a large-scale relapse to poverty by rural residents due to natural disasters, physical illness, etc.

This GAIN report does not exhaustively cover the 2025 No. 1 document nor provide a translation as done in previous years. However, the report looks at several important pieces by highlighting some of the document text with some brief FAS China analysis. For a complete review of the document, readers are encouraged to review the original Chinese text and may wish to compare translations with previous No. 1 documents attached at the end of this GAIN report.

## **Analysis of the 2025 No. 1 Document and Agricultural Situation**

- *Food Safety and Food Security Policy to Focus on Production Capacity Consolidation*

Unlike the previous No. 1 Documents, the 2025 policy does not set a specific grain production target. It re-emphasizes maintaining stable grain acreage while driving improvements in both yield and quality for grain and oilseed crops in a larger planted area. Key measures of the document include promoting efficient farming practices, such as water-fertilizer integration (i.e., precision fertigation), and continuing the 2024 initiative to boost grain production capacity by an additional 50 MMT. In addition to consolidating the alleged and reported gains from soybean acreage expansion, the document advocates increased cultivation of rapeseed, peanut, and woody oil crops such as camellia oleifera, while also supporting consistent production and quality enhancement of cotton, sugar, and natural rubber. According to Chinese authorities, the country's grain output surpassed 700 MMT in 2024, largely attributed to higher yields while others attribute the expanded definition of "grain" in 2024 as a contributing factor to the record-high output. Based on remarks following the release of the No. 1 Document and in various engagements, Beijing is optimistic that similar improvements will extend to other grain/oilseed crops in 2025.

According to Chinese commodity price data and from official and media reports, China's animal husbandry sector and affiliated agribusiness enterprises are confronted with persistently weak prices and anemic demand. To support the struggling meat, poultry, and dairy sectors, which the document claims are impacted by weak pork consumption and by trade (e.g., beef imports), the document recommends tighter monitoring and regulation on swine production to ensure sustainable development. Rather than easing controls and supporting a well-functioning market (e.g., promoting market transparency and using price signals for supply and demand responses versus managed trade and the use of state farms or state trading enterprises), Chinese authorities are looking to instill tighter monitoring and regulation that could result in further consolidation in the industry as officials seem to tacitly support greater integration and economies of scale (e.g., large-scale operations versus "backyard" production).

In the document, Chinese officials propose a bailout for the beef and dairy cattle industries while maintaining essential (i.e., floor) production levels. To promote the consumption and processing of fresh milk, the document mandates the adoption of a national standard for sterilized milk and supports the integrated dairy operations led by family farms and cooperatives. Furthermore, it stresses the urgent need to increase forage production capacity to accelerate the transformation and quality improvements of animal husbandry on grasslands. Overall, the policy document underscores the importance of balancing domestic production with strategic levels of imports, or, more simply stated, government regulated and managed trade, to stabilize agricultural prices.

According to the document, domestic support measures remain central to ensuring the steady output of grain and other strategic crops such as oilseeds. The document confirms that Beijing will continue to enforce the minimum purchase price policy for rice and wheat-with plans already in place for supportive rice purchases in Henan, Jiangsu, Heilongjiang, and Anhui, and for increasing wheat and corn reserves in 2025. It also calls for improvements to corn and soybean subsidy programs and a steady subsidy for arable land fertility as soil quality becomes increasingly important for production. Additionally, the policy recommends expanding full cost insurance and planting income insurance for rice, wheat, corn, and soybeans while gradually reducing local governments' share of insurance premium subsidies. (Note: A senior agricultural official indicates that Chinese authorities are increasingly shifting their focus from

preventing natural risks to preventing market risks as a way to create a rural, social safety net). Strengthening public service capacity and efforts like extension and use of government expertise in key grain-producing counties is also highlighted as a priority.

The government views farmland as the cornerstone of grain production and has long prioritized protecting arable land area. The government has tried to set a floor of no less than 120 million hectares of arable land. Recent regulations emphasize that any non-agricultural use of basic farmland must be counterbalanced by replenishment. The 2025 document intensifies efforts to preserve and improve soil quality by curbing illegal occupation and misuse, such as discouraging practices like “digging lakes for landscaping.” Provincial authorities are required to establish a catalogue of basic agricultural crops and implement monitoring systems to oversee crop-specific land use. According to industry contacts, the rigid application of these land use controls has resulted in having to convert land being used for high-value specialty crops or recreation back into land for staple grain production which many claim is not profitable and for which grain reserves are already high.

The policy continues to support the development of what Chinese officials call high-standard farmland through government subsidies aimed at stabilizing/increasing grain yields via improved infrastructure. However, the document stresses intensified monitoring over project quality during the whole process and insists on farmer involvement and rigorous project oversight to prevent fraud. Specific soil improvement initiatives include repairing eroded gullies in the Northeast’s black soil regions and rehabilitating degraded or acidified farmlands in southern China and making improvements to alkaline lands in eastern China.

Recognizing the critical role of technology in boosting productivity, the document calls for coordinated research efforts among governments, public institutions, and enterprises to achieve breakthroughs in core agricultural technologies and to develop key crop and livestock varieties. It promotes the commercialization of agricultural genetic engineering with biotech seed varieties, particularly for soybeans and corn, and advocates for the deployment of high-quality, smart, agricultural machinery that can run farming more efficiently. The policy also highlights the emergence of “new productive forces” (e.g., advanced technology and devices) in agriculture, emphasizing the transformative potential of artificial intelligence, big data, autonomous, and drone technology in advancing smart agriculture.

Finally, the document reinforces the concept of a “greater food system” by encouraging food sourcing from multiple channels. Alongside traditional agriculture, it highlights the development of forest foods and offshore or deep-sea fish farming. The policy also addresses food waste and loss by advocating for whole grain consumption and healthier, lower oil, salt, and sugar diets within the catering sector. To mitigate losses from disasters, it calls for stricter management of waterlogged plain areas and a gradual reduction in farming on unstable, dried riverbed lands.

- *Rural Reform Policy - Innovations to Tackle Agricultural and Rural Challenges*

The 2025 No. 1 Document introduces a series of reforms aimed at overcoming key issues in Chinese agriculture and rural development. Building on a gradual shift from merely “stabilizing the foundation” to “promoting vitality,” these policy changes claimed by Chinese officials emphasize quality over quantity and address a wide range of areas, including agricultural production, land management, and financial or domestic support.

### **1. Grain and Oilseed Production Supported by Wealth and Investment Transfers**

To boost production, the central government has introduced an inter-provincial interest compensation mechanism. Under this approach, provinces that consume significant amounts of grain are required to invest in the producing regions, thereby offering additional economic support to major grain-producing areas which may not be as densely populated and that could be far from consumption bases. This strategy was first hinted at in the 2024 No. 1 Document (see [GAIN CH2024-0031](#)). In parallel, local governments are encouraged to pilot specialized loan projects with subsidized interest rates specifically tailored to support grain and oilseed production.

### **2. Arable Land Preservation Using Big Data, Central Planning, Greater Official Steering**

According to the document, a new system has been launched to maintain a dynamic balance of arable land across provinces. By monitoring and categorizing the planting purposes of various crops, the system aims to optimize the overall planting structure according to Chinese officials' stated development needs and the natural growth cycles of crops. This government scheme reportedly allows provinces a transition period to adjust land use—such as converting areas previously dedicated to specialty crops into grain production.

### **3. Land Reform and Farmer Rights Protections**

The document states that rural reform seeks to secure rural land rights by proposing an extension of rural land contracts for an additional 30 years beyond their expiration while also expanding pilot programs across more regions. This initiative is designed to ensure that most farmers retain secure, long-term access to their contracted lands. Moreover, while actively exploring effective ways to revitalize and utilize rural residential land, the document strictly prohibits urban residents from purchasing rural homes or constructing houses on the rural residential land by retired government officials. It also paves the way for reforming the market entry of rural collective construction land, with new regulations being formulated to streamline income distribution and protect rights.

### **4. Financing Rural Revitalization May Create Good and Bad Banking Obligations**

To further support rural revitalization, the document recommends the use of several monetary policy tools, including relending, rediscounting, and differential reserve requirement ratios, to motivate financial institutions to allocate more funding to rural projects. It also calls on these institutions to issue specialized financial bonds aimed at agriculture, rural areas, and farmers, and encourages eligible enterprises to release rural revitalization bonds. Additionally, the policy facilitates, poultry, and agricultural facilities, while also promoting reforms in rural credit cooperatives and local banks at township and village levels.

According to Chinese authorities and the plans in the No. 1 document, these reforms are supposed to assist with comprehensive efforts to modernize and revitalize China's rural sector and ensure that

agricultural development remains sustainable, economically viable, and responsive to the dynamic challenges.

- *Grassroots, County-Level Industrialization to Boost the Rural Economy and Farm Incomes*

In comparison with previous No. 1 documents, Beijing is designating counties for the first time as the primary point for rural revitalization, aiming to bridge urban-rural gaps by leveraging local resources and asking them to nurture industries with distinct regional characteristics and significant employment potential. Emphasizing “local specialties,” the document advocates for the development of green agriculture, forest economies, and courtyard-based enterprises, while also promoting quality and efficiency upgrades in agricultural processing, the creation of “public” brands, and the formation of industrial business clusters. In addition, the document supports blending rural cultural heritage with tourism, expanding rural e-commerce, and enhancing cold-chain logistics. Chinese authorities call for stronger cooperation among leading enterprises, cooperatives, and farmers and encourage farmers receive a fair share of the added-value through dividends and equity participation.

- *Poverty Alleviation as a Long-Term Support Commitment*

As the current five-year plan transition period concludes in 2025, the document and its authors reiterate the commitment to prevent widespread regression into poverty among rural residents. Beijing proposes establishing a sustainable, long-term framework for asset management, bolstered by national investments in poverty alleviation. The document outlines a tiered support system that pairs social assistance with targeted measures for low-income groups and underdeveloped regions, with relevant authorities already working on post-transition assistance policies.

- *Rural Construction Focuses on Urban-Rural Integration*

The document also calls for an optimized county-level layout that seamlessly integrates rural industries, infrastructure, and public services. Priority projects include upgrading rural water supplies, road networks, and logistics systems. Enhancements in public services are targeted through improved boarding schools, nutrition programs, and the creation of county medical communities, alongside efforts to expand pension coverage. Environmental improvements are not overlooked; the policy urges coordinated management of sewage and waste, stricter control of agricultural surface pollution, and effective utilization of straw. Moreover, it underscores the need for major ecological restoration projects, such as desert control and grassland protection, to foster sustainable rural development.

#### **Attachments:**

[2025 No 1 Document cn.pdf](#)

[Top Ag Policy Document Outlines Food Security and Rural Development Priorities in 2024 Beijing China - People's Republic of CH2024-0031 \(1\).pdf](#)

[National Food Security Law Published Beijing China - People's Republic of CH2024-0022.pdf](#)

[Top Ag Policy Document Outlines Key Agricultural and Rural Development Priorities Beijing China - People's Republic of CH2023-0026.pdf](#)