

中国高标准农田建设现状与发展趋势

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摘要: 高标准农田建设是保障中国粮食安全的一项重要举措, 中国已进入要逐步把永久基本农田全部建成高标准农田的新时期。为充分了解中国高标准农田建设现状, 把握新时期发展趋势, 该研究采用问卷调查的形式调研了 28 个省份高标准农田新建与改造提升工作。结果表明: 已建成的高标准农田主要集中在长江中下游区、黄淮海区、东北区, 各地已建高标准农田改造提升的需求较大。当前高标准农田建设存在的问题主要是工程设施老化和耕地地力不足, 其中, 以灌溉排水工程和田间道路工程的老化问题最为凸显, 地力问题中最为普遍的是土壤有机质含量低。新时期高标准农田建设应完善各项工程设施配套, 重点加强灌溉排水工程、田间道路建设, 注重耕地地力提升, 因地制宜强化建设规划的科学性, 增强建设方案的可行性与生态可持续性。运用新理念、新技术为农田赋能, 探索建设高效节水农田、数字智慧农田、绿色低碳农田, 不断向建设高效化、信息化、绿色化的现代化农业迈进。研究可为中国新时期高标准农田建设工作提供重要参考, 为推动农业现代化提供支撑。

关键词: 高标准农田; 农田建设; 农业现代化; 农业工程; 耕地质量

doi: 10.11975/j.issn.1002-6819.202302002

中图分类号: S27; S28; F303

文献标志码: A

文章编号: 1002-6819(2023)-18-0234-08

陈正, 刘瀛弢, 贺德俊, 等. 中国高标准农田建设现状与发展趋势[J]. 农业工程学报, 2023, 39(18): 234-241.

doi: 10.11975/j.issn.1002-6819.202302002 <http://www.tcsae.org>

CHEN Zheng, LIU Yingtao, HE Dejun, et al. Current situation and development trend of well-facilitated farmland construction in China[J]. Transactions of the Chinese Society of Agricultural Engineering (Transactions of the CSAE), 2023, 39(18): 234-241. (in Chinese with English abstract) doi: 10.11975/j.issn.1002-6819.202302002 <http://www.tcsae.org>

0 引言

耕地是农业生产的根基, 中国的农业现代化离不开耕地的现代化建设。当前中国的耕地保护建设十分紧迫, 耕地逐渐北移、地力不断下降等问题明显限制了耕地的生产力。近年来通过高标准农田建设增加了 10%~20% 的亩均粮食产能, 建设内容包括田、土、水、路、林、电、技、管等 8 个方面, 为中国粮食连续多年丰收提供了重要支撑^[1]。可见, 高标准农田建设是进一步提升耕地的质量、推动中国农业现代化进程的重要手段。

“十二五”以来全国高标准农田建设工作可划分为“五牛下田”“五牛合力”“一家统管”3 个阶段^[2]。建设初期, 由国家发展改革委、财政部、国土资源部(现自然资源部)、水利部和农业部(现农业农村部)等 5 个部门, 根据各自职责和年度任务分别开展建设。2018 年开始, 由农业农村部全面指导全国高标准农田建设工作, 实行集中统一管理体制。早期的分散管理使得高标准农田建设标准并不统一, 并且许多工程设施因长时间使用和管护不足出现老化和损毁, 因此需要对已建成的高标准农田进行改造提升。

欧、美、日等发达国家实现农业现代化的经验表明,

农业现代化并没有固定的发展模式^[3]。中国的高标准农田建设虽然取得了一定成效, 但仍有很大提升空间。党的二十大报告中明确提出要逐步把 15.46 亿亩永久基本农田全部建成高标准农田, 这意味着高标准农田建设规模将进一步扩大, 任务难度不断提高。本文基于问卷调查 28 个省份(海南、云南、西藏数据空缺)高标准农田新建与改造提升工作的结果, 全面总结了当前高标准农田建设现状与存在问题, 分析了质量提升途径和现代化模式, 以期为新时期高标准农田建设工作提供参考。

1 高标准农田建设现状与主要问题

《全国高标准农田建设规划(2021—2030 年)》(以下简称《规划》)中将全国 31 个省份(不含港澳台)划分为 7 个高标准农田建设区域: 东北区、黄淮海区、长江中下游区、东南区、西南区、西北区、青藏区。全国于 2022 年底累计已建成 10 亿亩高标准农田(1 亩为 667m²), 2023—2030 年需年均新增建设 2 500 万亩、改造提升 3 500 万亩高标准农田。目前, 多数地区认为工程设施建成 5 年以上、工程出现一般程度以上老化、耕地质量大于 4 等的高标准农田即可纳入改造提升范围。

1.1 建设总体情况

全国 7 个高标准农田建设区域中, 已建成高标准农田主要集中在长江中下游区、黄淮海区、东北区, 而西北区、西南区、东南区的已建设规模相对较小, 青藏区的已建面积很小(表 1)。需改造提升的高标准农田面积分布情况与已建成情况一致, 表明建设规模大的区域

收稿日期: 2023-02-01 修订日期: 2023-07-21

基金项目: 国家重点研发计划项目(2021YFD1500202)

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需要改造提升的面积也大。全国已建成的高标准农田中，需要进行改造提升的比例约为 48.0%。其中，东南区、西南区已建成的高标准农田中有半数以上需要改造，黄淮海区、西北区、东北区、长江中下游区需改造的比例在 40%~50%，青藏区需改造的比例为 26.0%。总体来看，当前已建成高标准农田的改造提升任务较重。

表 1 已建成及需改造提升的高标准农田分布情况
Table 1 Distribution of built-up and to be renovated well-facilitated farmland

建设分区 Construction region	面积占比 Percentage of area/%		
	已建成 Built-up	需改造提升 To be renovated	区域内需改造提升 To be renovated in region
东北区 Northeast	19.2	18.0	45.2
黄淮海区 Huang-Huai-Hai	22.7	22.5	48.0
长江中下游区 Middle-Lower Yangtze	23.0	20.7	43.5
东南区 Southeast	6.4	7.2	54.4
西南区 Southwest	11.9	15.3	62.3
西北区 Northwest	16.3	16.0	47.4
青藏区 Qinghai-Tibet	0.5	0.3	26.0

注：已建成和需改造提升面积占比均为区域面积与总面积之比；区域内需改造提升面积占比为区域内需改造提升面积与已建成面积之比。数据来源于全国 28 个省（自治区、直辖市）农业农村厅（委）反馈的调研问卷（海南、云南、西藏调研数据空缺）。内蒙古有 4 盟（市）属于东北区，8 盟（市）属于西北区。由于调研数据为省市整体数据，本文将内蒙古调研数据计入西北区统计，下同。

Note: The percentage of built-up and to be renovated area is the ratio of the regional area to the total area. The percentage of the area to be renovated in region is the ratio of the area to be renovated and built-up area in region. Data from 28 provinces (autonomous regions and municipalities directly under the Central Government) Agriculture and Rural Affairs Department (Committee) feedback questionnaire (Hainan, Yunnan, Tibet research data is vacant). Four leagues (cities) in Inner Mongolia belong to the northeast area and eight leagues (cities) belong to the northwest area. Since the research data is the overall provincial and municipal data, Inner Mongolia is included in the statistics of Northwest Region in this study, the same below.

1.2 现存主要问题

已建成高标准农田现存的主要问题是工程老化问题和耕地地力问题。全国 90% 以上的省份均存在灌溉与排水工程老化、田间道路工程老化、土壤有机质含量低的问题（表 2）。其次，60% 以上的省份存在田块整治工程老化、农田输配电工程老化、土壤板结、有效土层厚度不足的问题。农田防护与生态环境保护工程老化、土壤盐碱化、酸化、沙化属于有地域性特点的个性问题，只在少数省份出现。

表 2 已建成高标准农田现存主要问题

Table 2 Major problems of built-up well-facilitated farmland

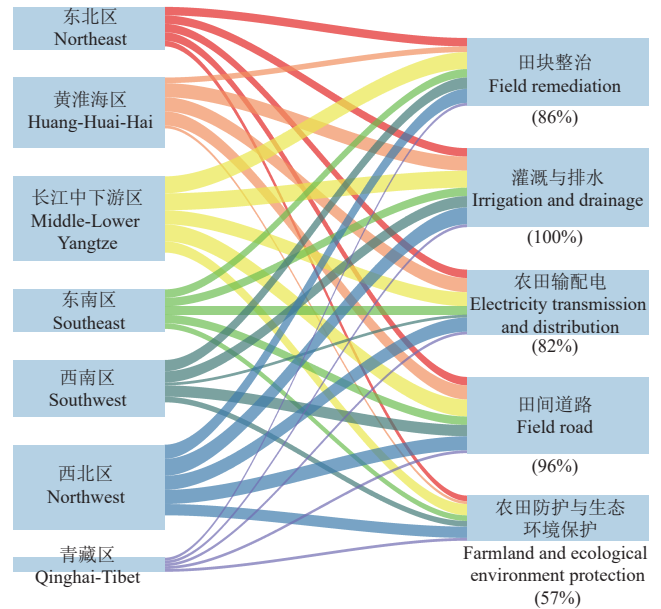
问题 Problem	项目 Item	比例 Percentage/%
工程设施老化 Ageing engineering facilities	灌溉与排水工程	96
	田间道路工程	96
	田块整治工程	75
	农田输配电工程	71
	农田防护与生态环境保护工程	57
耕地地力问题 Land productivity problem	有机质含量低	93
	土壤板结	75
	有效土层厚度不足	64
	土壤酸化	50
	土壤盐碱化	36
	土壤沙化	21

注：比例代表有此问题的省份比例。

Note: Percentage indicates the percentage of provinces with corresponding problem.

针对工程设施老化问题，各地高标准农田改造提升的工程建设需求重点是灌溉与排水工程和田间道路工程，尤其是所有省份都有灌溉与排水工程的建设需求（图 1）。

其次，对于田块整治工程和农田输配电工程的配套也有较大需求。各区域对工程的建设需求侧重点略有不同：黄淮海区对于田块整治、农田防护与生态环境保护的工程建设需求较小，西南区对农田输配电、农田防护与生态环境保护的工程建设需求较小，其他几个区域需要进行较为全面的工程建设。总体上各地对农田防护与生态环境保护工程的建设需求相对较小。



注：括号中的百分比表示有此类工程建设需求的省份比例。下同。

Note: Percentages indicate the percentage of provinces with such construction needs. Same below.

图 1 各区域高标准农田改造提升的工程建设需求

Fig.1 Engineering construction requirements for the renovation and improvement of well-facilitated farmland in each region

针对耕地地力问题，各地均会采取土壤培肥措施，并且高标准农田改造提升中有七成左右的省份需要进行土壤质地改良和板结土壤治理，半数左右的省份需要进行盐碱土改良和酸化土改良（图 2）。

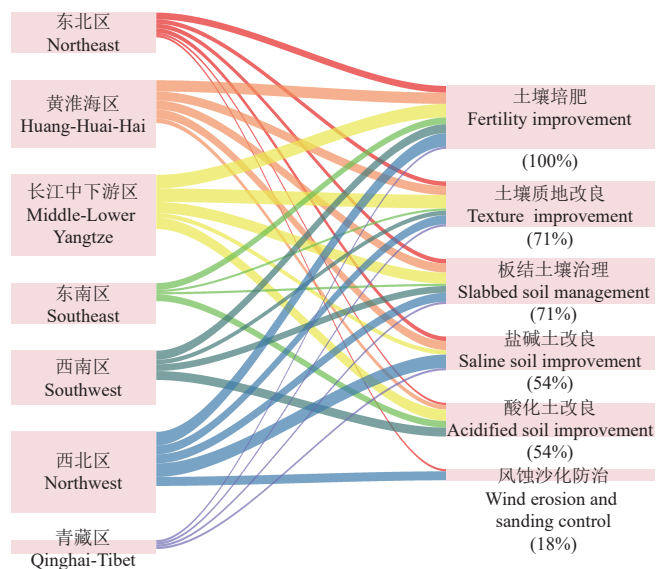


图 2 各区域高标准农田改造提升的地力提升需求

Fig.2 Land strength improvement requirements for the renovation and improvement of well-facilitated farmland in each region

土壤盐碱化问题在北方地区更明显,酸化问题在南方地区更常见,需要进行风蚀沙化防治的省份几乎都在西北区。东北区、黄淮海区、青藏区需要关注土壤质地改良、板结土壤治理、盐碱土壤改良。长江中下游地区主要是土壤质地改良、板结土壤治理、酸化土壤改良,以及少量盐碱土壤改良。东南区、西南区对于土壤质地改良、板结土壤治理的需求相对较小,更重视酸化土壤改良。西北区对除酸化土壤改良之外的措施均有较大需求。

2 高标准农田建设质量提升途径

现阶段中国高标准农田改造提升的任务面积较大,农田建设质量有待进一步提升,其原因涉及到资金、政策、管理、技术等多个方面。早期高标准农田的亩均投入较低,使得高标准农田并未达到预期建设标准,在田间工程设施配套和耕地地力提升方面存在明显短板。按照《规划》要求,高标准农田建设的亩均投入应逐步增加到3000元,新时期应考虑区域特点,在推进新建任务的同时重点解决关键问题并全面提高建设标准。

2.1 重点解决关键问题

2.1.1 灌溉与排水工程

灌溉与排水工程是各省共同的高标准农田改造提升工程需求,对农田的稳产、增产、提效起着关键作用。高标准农田规划时常有“以水定田”的思路,在新一轮建设中应加强对农田水利工程的规划。目前存在小型农田水利设施损毁严重,灌区末级渠系和田间工程不配套等问题^[4]。长江中下游区、黄淮海区的农田水利工程建设基础较好,西南区次之,其余地区的农田水利工程数量相对较少(表3)。高标准农田改造提升应充分考虑各区域的灌溉用水需求特点,做好已有农田水利设施的管护和升级,加强从水源到田间的完整灌排体系建设,配套末级渠系和田间工程。

表3 现有农田水利设施分布状况

Table 3 Distribution of available farm water facilities

分区 Region	数量占比 Percentage of number/%		
	水塘和水库 Ponds and reservoirs	机电井 Electromechanical wells	灌排站 Irrigation and drainage station
东北区 Northeast	0.9	14.0	2.7
黄淮海区 Huang-Huai-Hai	6.3	46.2	13.4
长江中下游区 Middle-Lower Yangtze	64.7	12.7	49.4
东南区 Southeast	5.7	2.8	12.9
西南区 Southwest	21.0	13.6	11.4
西北区 Northwest	1.0	10.6	10.0
青藏区 Qinghai-Tibet	0.4	0.1	0.2

注:数据来源于31个省(自治区、直辖市)公布的第三次全国农业普查主要数据公报。

Note: The data come from the Third National Agricultural Census Main Data Bulletin published by 31 provinces (autonomous regions and municipalities directly under the central government).

2.1.2 田间道路工程

高标准农田田间道路工程应充分考虑区域生产作业需要和农业机械化要求,对机耕路、生产路的布局进行优化,整修田间道路并充分利用现有农村公路。目前,农田内田间道路存在路面质量较差、通达度不足等问题,

生产道路存在建设不合理、运输不便等问题,与高标准农田要求尚有差距。改造提升过程中应兼顾地区自然条件特点、施工工艺差异、实地沟渠情况等实际需求,制定田间道路施工方案,实现景观、生态和实用等方面的相互融合^[5]。

2.1.3 耕地地力提升

施用有机肥、秸秆还田和种植绿肥可有效提高土壤肥力,3种手段既可以单独使用又可以互相配合,秸秆还田在多种土壤中均可提升绿肥的种植效果^[6-7]。中国北方旱作区不仅秸秆还田替代化肥潜力较大,在配方施肥基础上施用有机肥或秸秆还田能够明显增加土壤中的有机质、氮磷钾含量^[8-10]。东北地区秸秆制成颗粒后连年还田能够增加土壤碳氮含量,培肥和增产效果优于秸秆直接切碎后还田^[11]。种植绿肥在中国的旱地农业中起到提高土壤质量、促进主栽作物生长、服务生态系统等多项作用,不同地区可根据当地的种植制度选取不同的绿肥种类^[12-14]。此外,通过客土回填、剥离回填表土层、深耕、深翻等手段可以解决有效耕作层厚度不足、土壤板结问题^[15]。

2.2 全面提高建设标准

2.2.1 强化不同区域建设规划科学性

不同区域的高标准农田建设中应用模型分析、遥感大数据等手段,能够从多个角度评价建设成效,提高耕地信息的获取便利度,有利于综合地形、气候、农业生产特点等因素规划建设区域,提高决策科学性^[16-19]。模型分析表明,高标准农田建设能显著拉动县域农村经济,不同县域拉动效应的差异与区域经济、高标准农田建成前后农业生产与经营方式的改善程度等因素有关,在陕北地区“一组一田”模式更有利于促进高质量的高标准农田建设^[20-21]。利用地理信息空间数据库可构建多维度的高标准生态农田建设评价体系,分析各地适宜性等级、各类障碍度分布、生态与粮食安全等级等内容,划定生产优先建设区^[16,22]。

2.2.2 增加旱地建设高标准农田可行性

高标准农田建设能够改善干旱半干旱地区薄弱的农田基础设施条件,有利于旱地农业的增产提效和降低土壤盐度。通过坡改梯、增厚土层、建设小型拦蓄水设施、新型软体水窖、推广集雨补灌等措施,能够更充分的利用天然降水,为旱地提供水源保障^[23]。研究表明,灌溉与施肥能够提高作物产量和资源利用效率,水和氮的投入使得小麦产量和水分生产力平均分别能提高40%和15%,其中西北地区产量受水和氮投入的影响大于其他地区^[24-25]。

2.2.3 提升高标准农田生态可持续性

要解决生态制约条件下的粮食可持续问题,需要提高机械化水平、加强农业水利工程建设力度、提高灌溉效率、减少化学性要素的投入^[26]。建设生态水沟、生态田埂、农田水循环系统、田园生态景观等设施,同时不断提升耕地内在质量,能够有效提高高标准农田的生态可持续性^[27]。目前中国东部地区的农业生态效率值最高,东北地区最低,财政支农投入可通过影响种植结构和机

机械化水平达到“促增长”与“促减排”的目的^[28-29]。

3 高标准农田建设现代化模式

高标准农田进入“一家统管”阶段后，选取了部分区域进行高效节水、数字智慧、绿色低碳农田示范建设。近年来，农业工程领域在高标准农田建设方面提出了许多新的理论、方法和技术，提高水土资源利用率的同时也推进了农业绿色发展^[30-31]。在基本农田建设与保护方面有许多研究关注到高标准农田质量监测、高标准基本农田生态环境研究等^[32]。科技的进步为提高高标准农田建设质量，迈向农业现代化创造了良好条件。

3.1 高效节水农田

农业现代化发展要向节水要效益，向科技要效益。在水资源短缺的地区，采用水肥一体化、旱作节水、地膜覆盖等技术能够有效增产提效，在水资源较为丰富的地区，高效节水农田的优势主要体现在通过节水、节肥、节工在减少面源污染的同时节本增效。据统计，水肥一体化技术节水效果可达 30%，使小麦和玉米分别增产 100~150、200~300 kg/亩；旱作节水示范区粮食作物节水 60~120 m³/亩，增产 70~100 kg/亩、节本增效分别达到 80~140 元/亩；地膜覆盖技术将降水利用率提高了 15%，玉米增产 150~200 kg/亩^[23]。根据各地的自然、社会、经济、技术因素综合考虑，选取合适的高效节水灌溉模式能够充分发挥农田的生产潜力、获取最大收益^[33]。

3.2 数字智慧农田

遥感、无人机、植物表型等科技的进步使得农业生产中作物与土地的数据信息更易于获取，大数据时代下人工智能、云计算、物联网等技术的赋能使得灌溉的全过程、全环节转向数字化、网络化和智能化^[34-38]。新型智慧农业将形成“天空地”一体化监控体系，“天”有卫星遥感监测获取大尺度数据，“空”有无人机遥感技术对重点区域进行中小尺度监测评估，“地”有地面物联网采集地区数据^[19, 39-41]。目前在高标准农田建设基础较好的地区已逐步开始探索智慧农田建设和无人农场，通过建设农业农村大数据平台、土壤墒情监测系统、为农机配备“北斗”系统等方式强化农田信息化管理，提高农业现代化水平。

3.3 绿色低碳农田

绿色低碳农田应在农田建设过程中充分考虑与其他生态系统融合设计，加强生态化设计技术和材料运用，重视耕地内在质量提升和农田生物多样性保护。灌排渠系、农田、道路都是生态景观的基本景观单元，提升生态景观价值能够增强生态服务功能^[42]。优化灌排渠系有利于改善多项农田土壤问题，土地整治时实施工程生态化建设可以弱化对周边环境的影响^[5, 43]。渠道衬砌采用生态防渗技术、田间配备节水灌溉设备均能够有效提高农田水肥利用系数，减少水资源浪费的同时减少化肥污染^[44-46]。有研究将生态农业和无人农场结合起来，通过无人化作业手段完成对农药、化肥的减施与替代，以及土壤耕作的轻简化，无人农场试点已经可以实现数字化感知、智能化决策、精准化作业、智慧化管理^[47-48]。

4 结论与建议

逐步把永久基本农田全部建成高标准农田是一项十分艰巨的任务，既要补齐前期短板，又要大力推进建设进度。目前各区域高标准农田建设情况差异较大，灌溉与排水工程、田间道路工程老化以及土壤有机质含量低是现存的主要问题。强化灌溉与排水工程建设不仅有利于粮食的增产增收、解决有关土壤问题，也是为发展高效节水农业等现代化新型农业打下重要基础。为进一步提高高标准农田建设质量应充分考虑区域特点及需求，提高建设规划的科学性，增强建设方案的可行性与生态可持续性。

新时期的高标准农田建设要提高建设工作的系统性、整体性，加强与大中型灌区建设和改造的统筹衔接，尝试通过整区域推进的形式来基本实现区域内划定的永久基本农田全部建成高标准农田。目前未建成高标准农田或建设情况不理想的耕地多为旱地，由于多数旱地的自然资源禀赋较差，农业生产受灌溉水源限制明显，因此旱地建成高标准农田是高标准农田建设需要解决的一个难题。

为了提高农田建设质量，需要加快构建标准体系，加强高标准农田的规范化建设，统筹区域高标准农田建设方案实施。高效化、信息化、绿色化是农业现代化的发展趋势，要不断将新的信息化技术、农业技术、管理模式等研究成果应用和推广到高标准农田建设与改造提升中来，破解整区域建设高标准农田和旱地建成高标准农田面临的难题，推动中国农业现代化进程。

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Current situation and development trend of well-facilitated farmland construction in China

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Abstract: Well-facilitated farmland construction is one of the most important initiatives for national food security. All permanent basic farmland is required to gradually build into well-facilitated farmland in recent years. However, most of the existing studies are aimed at the situation in a certain region and aspect, such as the evaluation of regional construction performance and programs at present. It is conducive to summarizing the current situation of construction and the subsequent development needs on a nationwide scale. This review aims to fully understand the current situation of well-facilitated farmland construction in China, in order to grasp the development trend for the subsequent implementation of the follow-up work. A questionnaire was used to investigate the new construction and upgrading of well-facilitated farmland in 28 provinces. The results showed that the completed well-facilitated farmland was concentrated mainly in the Middle-Lower Yangtze, the Huang-Huai-Hai, and the Northeast zones. There was a high demand for the retrofit and upgrading of the constructed well-facilitated farmland in various places. The large area of retrofit and upgrading was attributed to the combination of funding, policy, management, and technology. The construction quality cannot fully meet the expectations, due to the lack of construction investment. The different construction of the main body resulted in the nonuniform standards of well-facilitated farmland construction without the management and maintenance. There was the aging of engineering facilities and the cultivated land with insufficient fertility current well-facilitated farmland construction, most of which was the aging of irrigation and drainage, as well as field road projects. The most common issue of land was the lack of soil organic matter content. In addition, they were also commonly found in the aging field remediation, aging farmland transmission and distribution, soil compaction and insufficient effective thickness layer. Distinct regional characteristics were observed in the soil sanding, acidification and salinization. Although there were some differences in the construction bases, as well as retrofit and upgrading needs of well-facilitated farmland in each construction region, the quality of construction was effectively improved to focus on the key issues for the comprehensive upgrading of construction standards. Therefore, the construction of well-facilitated farmland should improve all engineering facilities to strengthen the irrigation and drainage projects, as well as the field road construction. The enhancement of arable land can be focused on strengthening the scientific nature of construction planning for the feasibility and ecological sustainability of the construction programs, according to the local conditions. New concepts and technologies can be expected to empower the highly efficient water-saving, digital intelligent, and green low-carbon farmland in the efficient, information-based, green and modernized agriculture. The findings can also provide an important reference for China's well-facilitated farmland construction in the promotion of agricultural modernization.

Keywords: well-facilitated farmland; farmland construction; agricultural modernization; agricultural engineering; arable land quality