

摘要

本文以 2004 年下半年至 2005 年底,北京市提高居民合格碘盐食用率工作为案例,通过构建分析函数 $I=F\{G, E, P\}$ (I——代表居民合格碘盐食用率, G——代表政府盐业管理机构, E——代表食盐专营公司, P——代表公众),对北京市在提高居民合格碘盐食用率方面所做的工作进行了分析,论证了政府盐业主管部门、食盐专营公司、公众等三者与居民合格碘盐食用率的正相关性,并提出提高居民合格碘盐食用率应以政府主导的观点。

文章围绕北京市居民合格碘盐食用率问题,以案例描述的形式介绍了北京市从 2004 年下半年开始到 2005 年底,在历时一年半的时间内,如何通过加强盐业管理、推进食盐流通现代化等手段,全力提高居民合格碘盐食用率的做法,并对以政府为主导提高居民合格碘盐食用率的可行性进行了分析,同时总结了北京市提高居民合格碘盐食用率的经验与不足。

最后,根据北京市提高居民合格碘盐食用率的做法,对如何持续巩固、提高居民合格碘盐食用率给出了政策建议。

关键词 居民 碘盐 食用率 政府 主导

论政府和提高居民合格碘盐食用率方面的主导性

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居民合格碘盐食用率是衡量当前我国盐业管理工作的一项重要工作指标。该项指标由脱离于盐业主管部门之外的卫生行政主管部门监测发布，客观上具有公正的第三方性质。因而，关注居民合格碘盐食用率指标，对于评判政府盐业管理水平、衡量食盐专营政策效果等具有十分重要的现实意义。

实践证明，一个地区居民合格碘盐食用率的提高，是在政府、食盐专营企业、公众等三者的共同作用下完成的。在此，我们可以对一个地区的居民合格碘盐食用率与各种相关影响因素之间的关系用这样一个函数来表示，即

$$I=F\{G, E, P\}$$

其中，I--代表居民合格碘盐食用率

G--代表政府盐业管理机构

E--代表食盐专营公司

P--代表公众（居民）

上述函数反映的是 I 与 G、E、P 三者之间的正相关性，即如果 G--盐业管理机构在盐业管理中能够发挥积极有效的作用，那么居民合格碘盐食用率就会高；如果 E--各级盐业公司的业务经营能力高，那么居民合格碘盐食用率水平也会高；如果 P--公众的健康意识好，对公众的健康教育做的好，那么居民合格碘盐食用率水平也会高。如果 G、E、P 三者都发挥了积极有效的作用，那么在这三方面的综合作用下，这个地区的居民合格碘盐食用率水平不但会高，而且会长期保持一个有效的高水平。我们还发现，在食盐专营体制下，在 G、E、P 三者对 I 的影响中，G 始终居于主导地位。以下结合实际案例对 G 对 I 的主导作用进行分析，并提出食盐专营体制下提高 I 的政策建议。

一、居民合格碘盐食用率与政府盐业管理之间的关系

根据卫生部制定的《全国碘盐监测方案》，居民合格碘盐食用率是指“在一

定时间段内，卫生部门通过选取一定的居民户样本量，采用具体抽样的办法，对一个地区居民食用合格碘盐情况的一个综合评价”。《全国碘盐监测方案》规定，居民合格碘盐食用率指标应在 90% 以上，低于 90% 的地区为不达标地区。那么，这项指标与政府盐业管理有何关系呢。

（一）衡量政府盐业管理水平的有效手段

我国已经通过国务院法规的形式规定，通过食盐加碘的方式全面消除碘缺乏病对人的危害，而食盐又是一种政府专营商品，因而，由政府向居民提供合格碘盐，就是政府一项义不容辞的责任。那么，政府在向居民提供合格碘盐方面的工作是否到位？如何来衡量政府的工作质量？我以为，当前衡量政府盐业管理工作的一个重要的指标就是居民合格碘盐食用率，透过这一指标可以反映政府盐业管理水平。

通过对居民合格碘盐食用率水平的考查，可以直接反映出盐业管理机构对盐业市场管理的能力。由于居民合格碘盐食用率与食盐专营能力之间存在着明显的正相关性，可以明显的看出，如果一个地区的居民合格碘盐食用率水平高，那么这个地区完成国家下达的食盐销售情况就好，盐业市场的秩序就稳定，私盐对市场的冲击情况就少。居民合格碘盐食用率水平，数字背后反映的是盐业管理机构在盐业市场管理、盐政执法、盐业法规宣传等多方面的综合水平的高低。此外，居民合格碘盐食用率水平的测定是由当地的卫生行政部门公布的，这个结果的测定，并不是以各级盐业管理机构的意志为转移的，从某种意义上讲，居民合格碘盐食用率水平是由第三方机构做出的，用这个指标来衡量各级盐业管理机构的工作水平也是十分恰当的。

（二）加快我国盐业体制改革的步伐

诚然，我国现有的食盐专营体制对消除碘缺乏病危害发挥了积极的作用，但现有的盐业管理体制也有改革的必要，而以提高居民合格碘盐食用率为切入点，有利于促进我国盐业体制改革。

1. 促进食盐流通现代化建设

2005 年，国家发改委下发了《推进食盐流通现代化实施方案的通知》，明确要求“全国盐行业要不断提高盐行业的组织化程度、降低流通成本、提高流通效率”。而居民合格碘盐食用率水平的高低，直接反映了食盐企业的现代化流通水

平。因为，一个缺乏现代化流通手段的企业，在当今市场经济条件下，是没有能力将合格碘盐及时配送到下游销售终端的，在配送能力与水平不足的情况下，居民合格碘盐食用率的水平必然不会得到提高。故而可以说，居民合格碘盐食用率水平的高低，与企业流通现代化的建设息息相关。

2. 营造改革盐业体制的良好社会条件

国家发展和改革委员会宏观经济研究院俞建国研究员认为，“就我国总体情况来看，取消食盐专营起码应具备三个基本条件：一是成熟的经营主体。二是成熟的消费者群体。三是有效的市场管理。从这三方面看，我国近期取消食盐专营的条件尚不具备”。个人以为，上述三个方面问题的解决，直接依赖于居民合格碘盐食用率的提高。通过提高居民合格碘盐食用率水平，可以提高食盐专营企业的营销能力、增强消费者购买合格碘盐的意识、净化盐业市场环境，进而为盐业体制改革创造有利条件。

(三) 维护盐业市场稳定和食品安全

食盐是一种需求弹性很小的商品，社会需求量是有一定额度的。正规渠道的食盐销量下降了，必定是私盐的销量上升了。因而，政府提高居民合格碘盐食用率，就是占领了食盐市场，合格碘盐食用率的提高，意味着盐业市场秩序的稳定，意味着私盐对市场冲击的减弱。

居民合格碘盐食用率，反映的是居民直接入口食用的食盐食品安全情况，居民合格碘盐食用率水平较低的地区，居民食用盐的食品安全状况就差，进而直接影响到居民的身体健康。调查发现，在居民合格碘盐食用率低的地区，不仅食盐中不含碘，而且食盐质量不合格，屡屡出现国家明确禁止在食盐市场上销售的盐产品，长期食用这样的盐，将会严重影响居民的身体健康。

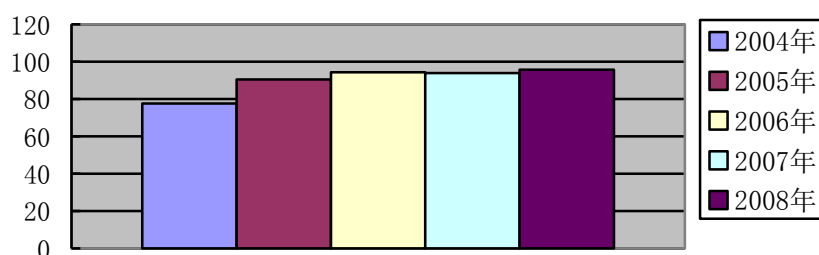
二、北京市提高居民合格碘盐食用率的实证分析

汉斯·范登·德尔认为：“市场失灵的这些例子会阻碍帕累托最优配置的实现，成为政府干预存在的原因”。从2004年下半年开始，北京市盐业管理部门转变工作思路，紧紧围绕提高居民合格碘盐食用率水平做文章，以推进食盐专营企业流通现代化建设为依托，以加强政府盐业管理为主导，在北京市构建了政府主导、企业参与的盐业管理新体制，全市盐业市场日趋稳定，主要表现在：

(一) 居民合格碘盐食用率达连年稳定在 90%以上

据卫生部公布的《2005年全国碘盐监测工作总结》，“北京市2005年的居民

合格碘盐食用率为 90.48%，比 2004 年提高了近 13 个百分点”。2006 至 2008 年分别为：94.36%、93.91%、95.74%。

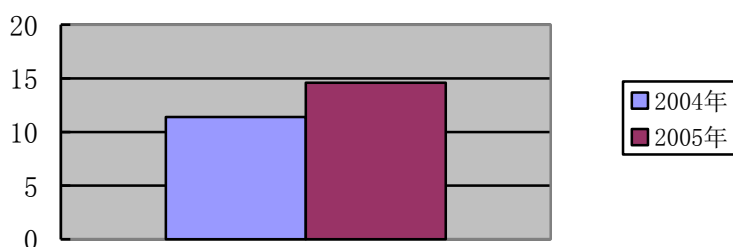


数据来源：国家卫生部 单位：%

图1 2004年到2008年居民合格碘盐食用率比较

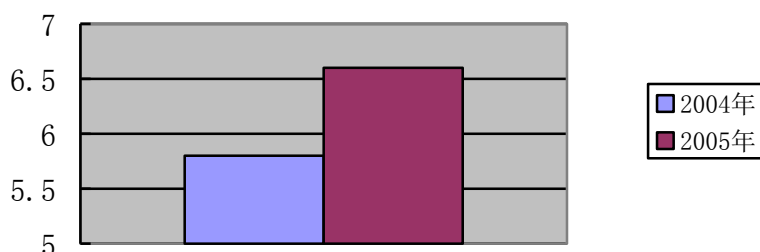
(二) 食盐销售量稳定增长

2005 年，北京市全年共销售各类食盐产品 14.6 万吨，与 2004 年的 11.4 万吨相比增长了 22.55%；完成入口小包装食盐 6.52 万吨，人均食用合格碘盐达到了 4.38 公斤，超过了国家规定的每人每年食用 4 公斤合格碘盐的标准，并且全市 18 个区县人均食用合格碘盐全部在 4 公斤标准以上。



数据来源：中盐北京市盐业公司 单位：万吨

图2 2004年、2005年食盐销售量比较

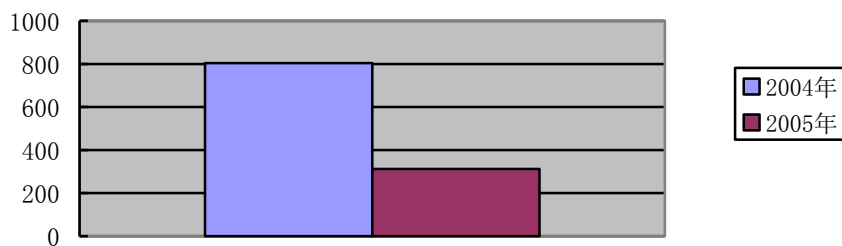


数据来源：中盐北京市盐业公司 单位：万吨

图3 2004年、2005年入口小包装食盐销售量比较

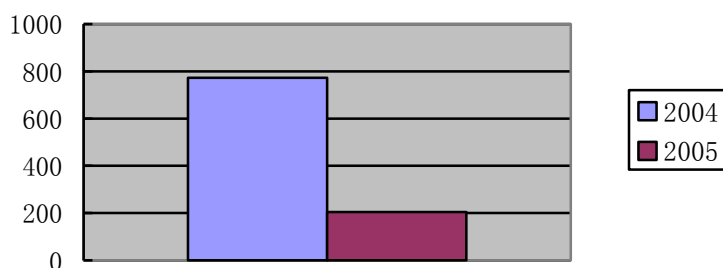
(三) 盐业市场秩序明显好转

经过一年多持续不断的严格市场管理，北京市盐业发展环境日益好转，全市涉盐违法案件逐年减少，年罚没私盐数量明显下降。2005年，北京市盐业执法部门实施简易处罚案件 312 起，没收盐产品 203.9 吨，与 2004 年的实施简易处罚案件 804 起、没收盐产品 773 吨相比，均有不同程度的减少。



数据来源：北京市商业法规监督检查办公室 单位：件

图4 2004年、2005年涉盐处罚案件比较



数据来源：北京市商业法规监督检查办公室 单位：吨

图5 2004年、2005年罚没私盐数量比较

(四) 食盐流通现代化水平显著提高

据统计，截止到 2005 年底，北京市各食盐批发企业均能够做到对用户 48 小时内送货上门，特别是对边远山区的食盐配送工作，有了一定程度的改观，并摸索出了一些工作规律。2005 年，北京市各食盐批发企业新增食盐配送线路 56 条，新增食盐配送用户 1646 个，每周食盐送销、访销次数平均增加 89 次，新增配送零售网点 1927 个。北京市各食盐批发企业共计掌控 1.6 万家主要食盐零售网点、2000 余家集体伙食单位、6000 余家主要餐饮企业、500 余家食品加工用盐企业、近 5000 家其它用盐单位的用户管理档案资料，为持续巩固、提高居民合格碘盐食用率打下了坚实的基础。

表 1.1 北京市 2005 年食盐流通现代化建设统计

新增食盐配送路线	新增食盐配送用户	新增零售网点	每周访销、送销次数增加
56 条	1646	1927	89

数据来源：中盐北京市盐业公司

三、关于提高居民合格碘盐食用率的政策建议

个人以为，在坚持现有盐业管理体制的情况下，若要持续巩固、提高居民合格碘盐食用率，应做好以下几个方面的工作：

（一）继续加大食盐专营工作力度

国家规定对食盐实行专营，各级盐业公司、盐业批发企业是食盐专营的主体。在现有国家盐业管理体制下，坚持食盐专营是我们做好盐业管理工作的基础。

坚持食盐专营并不是说食盐的流通体制不能变，在现有社会主义市场经济体制下，可以通过对食盐流通体制进行改革，从而更好地做好食盐专营工作。通过食盐流通体制改革，逐步解决现行盐业体制中的一些历史遗留问题，改善食盐批发渠道复杂、层次过多的状况，理顺各级批发企业之间的业务关系，加强上级盐业公司对下级盐业公司的业务指导。通过加大对各级食盐批发企业的管理，严格食盐批发许可证管理制度，加强对各级食盐代批点的整顿，对无法发挥批发作用、经营业绩差的食盐转（代）批点坚决予以关闭。通过这些举措，改革制约盐业流通现代化发展的机制与形态，从而更好地向社会提高合格碘盐，保证居民合格碘盐食用率稳固提高。

（二）推进食盐流通现代化，加强农村盐业流通市场建设

食盐流通现代化是食盐专营体制的外在表现形式，是提高居民合格碘盐食用率的基础。现阶段，食盐批发企业在食盐流通体系现代化建设方面，要重点加强食盐配送体系、网络方面的建设，按照《食盐批发企业管理质量等级划分及技术要求》，加大食盐配送力度，增加食盐送货频率，提高食盐配送效率，从而增加合格碘盐的市场占有率，保证合格碘盐的供应。

农村盐业市场建设的如何将直接影响到当地居民合格碘盐食用率水平的高低。通过加强农村盐业流通市场建设，把扩大郊区盐业市场配送作为促进农村地

区食盐消费的一个重要手段，紧密结合郊区小城镇规划，建设适合郊区发展特点的食盐配送体制。盐业管理部门要加强对郊区食盐流通产业发展的政策支持，引导食盐批发企业向郊区延伸，大力发展连锁经营、统一配送等现代商业发展业态，推进城乡食盐配送一体化，增强农村购销食盐的便利程度。各级盐业批发企业应建立县、乡（镇）、村三级食盐流通网络，通过开展连锁经营、送盐下乡等经营举措，逐步解决农村食盐流通市场发展中的薄弱环节，进而规范食盐流通行为、疏通食盐流通渠道，保证农村食盐市场的商品质量，全面提高农村地区居民合格碘盐食用率水平。

（三）加大盐政执法力度，严厉打击私盐冲销市场行为

盐政执法是落实食盐营政策的保证，是维护食盐专营秩序的重要手段。各级盐政执法部门要重点在堵源头、查市场方面加大工作力度，不断增加执法次数、扩大执法检查范围，严格排查餐饮市场用盐情况。对执法工作中发现的问题，要及时处理，绝不姑息。同时还要加大国家盐业政策、法规的宣传力度，使国家的各项盐业政策深入人心，做到食盐专营企业依法经营，食盐消费者了解如何购买合格碘盐，进而为食盐专营工作创造一个良好的政策舆论环境，巩固食盐专营工作的各项成果。

（四）修改盐业法规

我国有关食盐管理的《食盐专营办法》等法律、法规，都是制定于上个世纪90年代，至今已有10余年的时间了。但是，随着时间的变化，以及我国社会主义市场经济的发展，当初制定的许多法条与现有的经济发展形式已不配套，现阶段盐业发展中出现的新问题无法利用这些法规进行解决，给政府盐业管理、盐政指法带来了难度。为此，应该对现有的国家盐业管理法规进行修改，增加、删除适应现有盐业管理需要的法条，从而更好地做好食盐专营工作，提高居民合格碘盐食用率水平。

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THE ROLE OF AUTHORITIES IN IMPROVING IODINE SALT RATIO AMID CITIZEN

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Abstract

From half of 2004 to the end of 2005, the Beijing Salt Industry Supervision Office, had taken several measures to strengthen salt market management, and enhance government administration level, which led to a good result of the Iodine Salt Ratio Amid Citizen [Israc] in Beijing in the end of 2005.

The article selects Beijing's case to study, analyze and research, aiming to illustrate the fact that salt authorities could play an important role in improving Israc level in an area. This article introduces what had been done by Beijing salt authority in order to improve Israc in 2004, and explains why Beijing got a good result of Israc by the end of 2005.

Through establishing a formula of $I=F\{G,E,P\}$, the author's attitude is shown clearly in this article by analyzing relations between salt authorities, salt company and public citizen, which indicates that Israc is a very important data and can be improved by enhancing salt authorities performance.

The author also presents some advice on how to improve and maintain Israc level in the end of this article.

Key words: Authority Role Salt Supervision

Currently, in Chinese edible salt industry, the Iodine Salt Ratio Amid Citizen [Israc] , is a key indicator which can weigh salt authorities working performance, and can judge salt market operation, etc. This indicator, with a third-party characteristic, is issued and monitored by healthy authority instead of salt authority, which could be taken as a criterion to evaluate salt authority management from public view.

Practices show that the improvement of Israc is a joint action, which is

accomplished by authority, salt company, public citizen, etc. Here, a formula is given below:

$$I=F\{G,E,P\}$$

I refers to Israc

G refers to authority

E refers to salt company

P refers to public citizen

This formula reflects a positive relationship among I, G, E, P, which means the positive attitude of authorities, the effective operation of salt company, and the correct knowledge of public citizen, should push the improvement of I. If G, E, P, three play a positive role in salt management and operation, the Israc will keep a long stability. Statistics also show that G will stay in a guidance position among G E P for improving Israc. Hereunder, this essay will explain the role of G, E, P together with real examples, and give managing advice for improving Israc.

1. The Relationship between Authorities and Israc

Israc, which is issued by national health ministry, is produced by healthy authorities selecting salt samples from residents randomly in an area to evaluate the content of iodine in the sample. The national health ministry releases Israc, which states the qualified Israc is up 90 per cent. The relationship between authorities and Israc are listed below:

(A) The Measure of Weighing Authorities Performance

According to Chinese law, adding iodine into edible salt is a major way to eliminate iodine-lacking diseases in China, and all edible iodine salt is supplied by licensed companies who get a permission from salt authorities. So, providing sufficient iodine salt is an obligation of salt authorities. But, how to evaluate salt authorities' performance is a difficult way. Now, with Israc, this issue can be solved easily. That is because Israc can reflect the performance of salt authorities directly. Due to the existence of positive relationship between the salt authority and the Israc, a high level Israc area must have an effective

salt authority and a stable salt market.

(B) Pushing Salt System Reforming

Though current Chinese salt management system is effective, it is necessary to reform it in some points in order to get a more effective operation. At present, Israc is a best way to reach this result.

• Improving Modern Circulation in Salt Industry

In 2005, an important plan was issued by national salt authority, aiming to promote modern circulation development in salt industry. In my view, improving Israc is an efficient way to achieve this goal. Because, under current salt industry circumstances, a low Israc reflects a low salt circulation, low transportation, and low logistics, which can not distribute iodine salt to the place where people need it urgently. If salt companies can not distribute edible salt promptly, there must leave a room for illegal companies to conquer the salt market , which means a reduce for salt companies, and an increase for illegal companies. So, improving Israc is a key to accomplish modern circulation goal in salt industry.

• Creating an Reform Environment

Now, Chinese edible salt industry is a monopoly area, which operated by authorized companies who could get a licence from the salt authority. This method suits to Chinese situation, and guarantee the elimination of iodine-lacking diseases. But, for a long term, also, there is the space, giving edible salt industry system to be reformed. Some Chinese specialists point out Chinese edible salt system can be changed with three rules, which means: strong edible salt companies, well-educated customers with full iodine salt knowledge, and an efficient management. In fact there are two of them about salt companies and better management which correspond that I have mentioned above. For well-educated customers, I think we should take measures to instill the knowledge of the importance of the iodine salt into customers. So in my opinion, to realize all of these, the key is to improve Israc

is very important.

(C) Maintaining Food Safety and Salt Market Stability

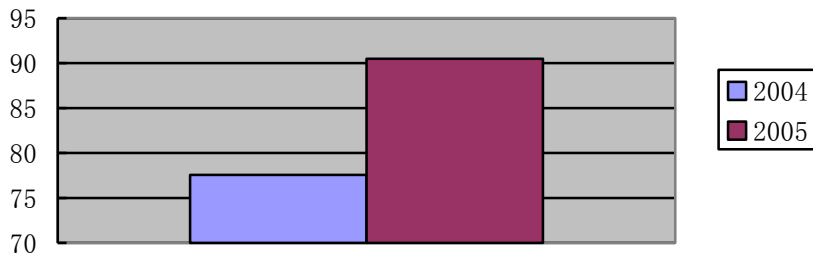
The wobbling edible salt demand is small, and the whole demand for edible is fixed in a society. If the sales of salt companies reduce, then illegal companies' sales will raise, which means Israc decreasing. Under this circumstance, there must be a problem of food safety, because the quality of edible salt is bad. In the mean time, the salt market is fragile, because there is a fierce competition between salt companies and illegal companies. Investigation shows where a low Israc area is, there is a bad quality of edible salt.

2. The Example of Beijing Practice

Professor Hans Van Den Doel, an author of Democracy and Welfare Economics, says authorities manage the market because of existing Pareto Efficiency, which frustrates normal market development. According to this theory, from 2004, Beijing salt authority changed management idea, and concentrated on how to improve salt market efficiency by improving Israc level. With the assistance of modern circulation, strengthening authority management, a new salt management system has been established in Beijing, which has played an important role in salt industry, and has brought positive results shown below:

(A) The Israc Keeps Over 90%

According to healthy authority statistics, Beijing achieved 90.48% of Israc in 2005, increasing 13 points comparing with 2004. (refers to picture 1)

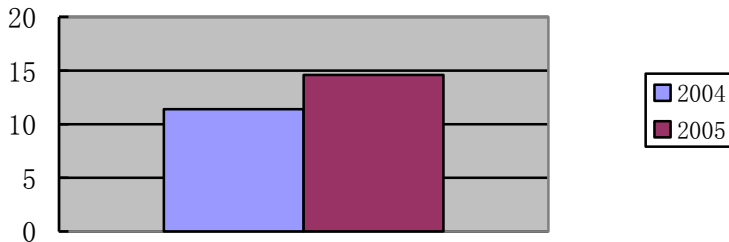


Source: National Health Ministry Unit: %

Picture 1 The Israc Comparison Between 2004 and 2005

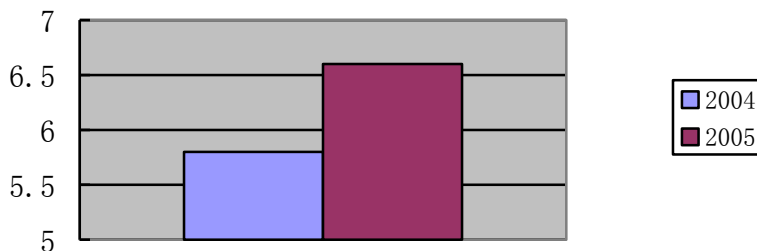
(B) The Sales of Salt Continues to Increase

In 2005, the salt sale of Beijing is 146,000 ton, increasing 22.55%, comparing with 114,000 ton of 2004. The edible salt sale is 65,200 ton. The average citizen consumption of edible salt is 4.38 kilograms, which is above the national standard of 4 kilograms of every citizen. (refers to picture 2, picture 3))



Source: China Salt Company Beijing Branch Unit: 10,000 Ton

Picture 2 Salt Sales Output Comparison Between 2004 and 2005

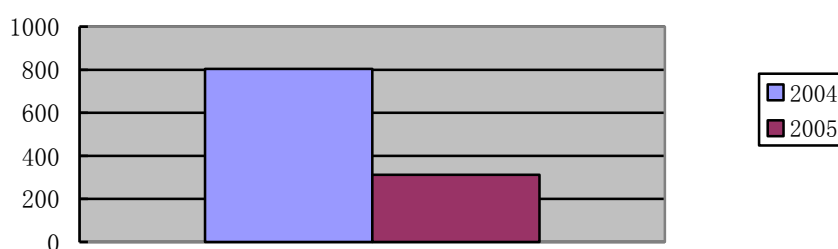


Source: China Salt Company Beijing Branch Unit: 10,000 Ton

Picture 3 Edible Salt Sales Output Comparison Between 2004 and 2005

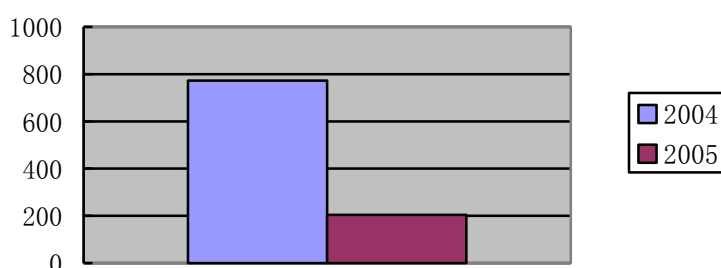
(C) The Order of Salt Industry Is Stable

Over one year hard job, the market situation in Beijing becomes stable with the decreasing of illegal cases, and the reducing of confiscating salt products (refers to picture 4, picture 5).



Source: Beijing Commercial Regulation Surveillance Office

Unit: Case
Picture 4 Illegal Salt Case Comparison Between 2004 and 2005



Source: Beijing Commercial Regulation Surveillance Office Unit: Ton

Picture 5 The Confiscating Illegal Salt Between 2004 and 2005

(D) The Modern Circulation Has Improved

By the end of 2005, statistics show that salt company is able to distribute salt products to clients within 48 hours, especially for rural areas, mountain areas, etc. Under the guidance of salt authority, a lot of achievements were achieved in 2005 in Beijing. 56 new-added distribution lines were established. The new-added distribution clients and stores are 1646 and 1927 respectively. (refers to table 1.1)

Table 1.1 The Statistics of Modern Salt Circulation Construction in 2005

New-Added Distribution Lines	New-Added Distribution Clients	New-Added Distribution Stores

56	1646	1927
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Source : China Salt Company Beijing Branch Unit: piece

3. The Advice for Improving Israc

In my opinion, in order to maintain and improve Israc, the salt authorities should focus on the aspects mentioned below:

(A) Continuing to Strengthen Salt Industry Management

It is necessary to adhere to authorized policy in salt industry in China, because the salt policy made by government has been playing a positive role over 10 years since the first national regulations issued in 1994. The main pillar of authorized salt management system is salt company, which is the base of implementing salt management policy. At present, in order to get an efficient modern circulation in salt industry, it is necessary to reform management, but first of all, we must adhere to authorized salt policy, which has shown an effective role in salt management and operation.

The aim of reform is to strengthen the guidance of salt authority by the means of regulating different salt companies. Those authorized salt companies, which can not match the demand of market, must be cancelled. Through salt management reform, a more efficient modern circulation system should be established in China, which means a better salt service in China. So, Chinese salt industry can provide edible iodine salt efficiently with a good result, presenting on a high Israc.

(B) More focusing on Rural Area

Beijing practice tells us that rural area is a key to improve Israc. Salt company should treat establishing rural distribution as a major measure to establish modern circulation system, which does not only focus on urban areas, but also rural demands. Salt authority should issue policy which encourages salt company to establish distributor in rural areas and place a focus on rural market. By using modern sales method, such as establishing chain-store, the

supply of edible salt in rural area should be enlarged, aiming to provide convenient access for rural citizens. Salt company also could build up a three-level-distributing system, which includes city distributor, county distributor and village distributor, to accomplish salt delivery in rural areas. By the means of rural distribution construction, it is possible to supply sufficient and qualified edible salt in rural areas, which means a high and stable Israc.

(C) Strengthening Modern Salt Circulation Construction

The symbol of an efficient authorized salt system is a modern salt circulation system, which is a base of improving Israc. Currently, in order to establish a modern salt circulation, the main method is to build up a salt distribution system, salt IT system, etc. Under authorized salt policy, we should reform the way of circulation in salt industry, such as multi-level distribution channel, more distribution centers, etc, which obstruct the development of salt industry, In 2005, a regulation, introducing guidance on how to establish a modern salt circulation, was issued by national salt authority. Salt company should learn it thoroughly, and work hard to establish salt distributor according to guidance, aiming to increase sales greatly and enhance operation efficiency.

(D) Striking on Illegal Salt Sales Business

With authorized salt policy, striking on illegal salt business is an important task of salt authority. So, salt authority should enforce various actions to strike on illegal salt business, which could guarantee the stability of salt market. The main task of salt authority is to cut off illegal salt inflowing channel and increase enforcement frequencies. Once an illegal salt business is uncovered, a prompt action must be taken without any delay. In the mean time, salt authority ought to propaganda national salt policy during the action, teaching people how to distinguish salt products, which could establish a stable salt environment to assure Israc.

(E) Revising Salt Regulations

At present, most of salt regulations and laws were issued in last century in 90s. Comparing with current situation, some items can not match current demand,

which obstructs salt authority's action in striking on illegal salt business. So, it is necessary to revise some items of salt laws and regulations. In my view, some items should be cancelled , some new items should be added.

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