



## **Mission Report**

# **Agricultural Policy Dialogue – Summary of activities in 2016**

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## 1. Introduction

The purpose of the final report is (i) to review the activities and effectiveness of the Agricultural Policy Dialogue (APD) component in 2016, (ii) to summarize suggestions and discussions from involved experts on selected sustainability topics as well as (iii) to generate lesson learnt and policy recommendations on both further APD activities and policy making processes for sustainable agriculture.

### 1.1 Background

Since 1990s, APDs have been initiated and developed as an important instrument of bilateral cooperation in the field of agriculture between Germany and Russia, Kazakhstan, Ukraine and Mongolia. Germany's Federal Ministry of Food and Agriculture (in German: BMEL) commissioned the German Agency for International Cooperation (in German: GIZ) to implement the Deutsch-Chinesisches Agrarzentrum (DCZ), which was opened in March 2015 and the APD was planned as an essential working component of DCZ. GIZ's services in China focus on developing and providing technical input for political dialogues in many dimensions, e.g. environment, economic development and agriculture. At vice-ministerial level there are annual bilateral working group meetings on agricultural policies between Germany and China. These meetings are different from the DCZ-APD activities. Pursuant to the first DCZ Project Steering Meeting in November 2015, an agreement was reached to take up selected topics in the framework of the APD component, those are: (i) assessment of agricultural policy instruments for sustainable farming and ecological production and (ii) innovation and knowledge transfer systems for ecological production and modern sustainable agriculture. In May 2016, APD working group (WG) in collaboration with BMEL and Ministry of Agriculture (MoA) of China subordinate institutions was consolidated, for the exchange of country experiences and for the development of a cooperative working mechanism. Researchers from Research Center for Rural Economy (RCRE) of the MoA were proposed and selected in cooperation with Foreign Economic Cooperation Centre (FECC) as Chinese experts for the APD activities. Meanwhile, after screening several German institutions with Chinese experiences (IAMO, TI, University of Göttingen etc.), University of Hohenheim was selected as the German counterpart for APD due to its over 30 years cooperation history in China.

### 1.2 Overall goals of APD

The rather general topic "sustainable agriculture" is of high political relevance for both agricultural ministries. Starting from the political perspective of sustainable agriculture, it is the intention to identify more specific topics during the working group discussion. These more specific aspects can be taken up in subsequent phases of the project.

**Overall goals** of the APD 2016 are (i) to provide topical input on selected sustainability topics and (ii) to discuss challenges and transfer suggestions in the policy making process towards sustainable agriculture in China and Germany.

### 1.3 Scope of APD

The APD component in 2016 consists of three APD activity phases:

#### First APD activity phase, May 2016

- Core activities:

23<sup>rd</sup> - 25<sup>th</sup> May. Excursion to Liaoyuan, Jilin Province.

30<sup>th</sup> May. First APD WP meeting, Beijing.

- Other related activities:

26<sup>th</sup> May. Briefing with President KE and Professors from China Agricultural University (CAU), Beijing.

27<sup>th</sup> May. Visit of researchers from Institute of Agricultural Economics and Development of Chinese Academy of Agricultural Sciences (CAAS IAED) at DCZ, Beijing.

28<sup>th</sup> May. Regional planning meeting for Liaoyuan Project with FECC of MoA, Chinese Academy of Agricultural Engineering (CAAE) at DCZ, Beijing.

## **Second APD activity phase, Jul. - Sep. 2016**

- Core activities:

29<sup>th</sup> Aug. Excursion to Ouhua Farming and Animal Husbandry Co., Ltd, Langfang, Hebei Province.

30<sup>th</sup> Aug. Second APD WP meeting, Beijing.

- Other related activities:

27<sup>th</sup> - 30<sup>th</sup> Jul. Visit of a delegation from Department of Sectoral Policy and Law (DG, Mr. Zhang Tianzuo), MoA to Germany.

31<sup>st</sup> Aug.- 1<sup>st</sup> Sep. Contribution to MoA Sino-German Conference on Modern Ecological Agriculture, Liaoyuan, Jilin Province.

## **Third APD activity phase in the 2<sup>nd</sup> Deutsch-Chinese Agricultural Week, Nov. - Dec. 2016**

- Core activities:

28<sup>th</sup> Nov. Internal program of Deutsch-Chinese Agricultural Week (DCAW): APD preparation meeting DCZ and RCRE on drafting final report and policy recommendations, Beijing.

30<sup>th</sup> Nov. Public program of DCAW: Presentation of results of APD - Sustainable Agriculture - Efficient Use of Organic Residues, Beijing.

## **2. APD – Activity and Outcome**

### **2.1 First APD Activity Phase, May 2016**

#### **Aim**

This first round of the APD working group meeting aimed (i) to provide an overview and orientation on the demands and needs of both sides, (ii) to identify an efficient working mechanism in the frame of the APD and (iii) to determine concrete working emphasis for further APD activities.

#### **Agenda**

- Before May 2016, a WG of experts was formed under guidance of FECC and DCZ; the WG members agreed on a detailed work plan. Experts analyzed predefined topics of Chinese policy on sustainable agriculture with German input. Experts from leading institutions exchanged experiences and best practice.
- 23<sup>rd</sup> -25<sup>th</sup> May. Excursion to Liaoyuan, Jilin Province.
  - 23<sup>rd</sup> May. Meeting with local government leader (presentation of local situation and local policies, Q&A).
  - 24<sup>th</sup> May. Full-day field visits to core project area (of Liaoyuan Demonstration Zone Project), small-scale farmers & cooperatives, farm enterprises in Liaoyuan, internal wrap-up (FECC, DCZ and experts).
  - 25<sup>th</sup> May. Meeting with representatives of local enterprises and investors, wrap-up meeting with APD WG members.
- 26<sup>th</sup> May. Briefing with President KE and Professors from CAU at West Campus in Beijing. Introduction to CAU-developed "Science and Technology backyard system" and China's upcoming new education system (dual approach).

- 27<sup>th</sup> May. Prof. WANG Jimin, Prof. LI Xiande and Dr. HU Xiangdong from CAAS IAED introduced 13<sup>th</sup> National Five Year Plan and 2016 Document No.1, together with Mrs. Puester from DeuBo, Elisabeth Lunik from TI and Kelvin Leibold from Iowa State University.
- 28<sup>th</sup> May. Regional planning meeting (related to Liaoyuan Demonstration Zone Project ) with FECC, Prof. XIAO from CAAE and German experts at DCZ.
- **30<sup>th</sup> May. First APD WP meeting, Beijing (Agenda see Annex).**

### Experts' inputs and contributions

- Prof. Reiner Doluschitz, University of Hohenheim. PPTs: (i) Sustainability: accruelement, development and current meaning in the agricultural and food economy (ii) Common Agricultural (CAP) and Rural Development Policy (RDP) of the European Union (see Annex). Contribution: (i) Sustainability concept and comprehensive sustainability measurement in Germany were introduced (ii) History and state of the art of EU CAP and RDP were introduced.
- Prof. ZHAI Xueling, RCRE. PPT and Handout: Agricultural waste utilization in China, problems and thinking (see Annex). Contribution: Status quo, problems and future policy measures to promote agricultural wastes utilization were introduced.
- Dr. HA Nan, University of Hohenheim. PPT and Handout: Sustainability assessment systems – from theory to practical application to support sustainable agricultural production in China (Life cycle assessment, indicators, KSNL-system) (see Annex). Contribution: Sustainability assessment system and its practical application in China were introduced.
- Mr. WEN Chenghui, Liaoyuan Representative. Oral report: Local policies to support agricultural transformation towards sustainable production, a case study of “Modern Agricultural Ecological Demonstration District of Dongliao River Source of Liaoyuan City”. Contribution: (i) Establishment of Liaoyuan demo district under guidance of 13<sup>th</sup> Five Year Plan and 2016 No.1 Document (ii) Support policy for demo district was indicated (iii) Selection criteria for enterprises in demo district were introduced.

### Phased sum-up

The first German experts' contributions, which broadly defined the term agricultural sustainability and its assessment, didn't reflex the expectations of RCRE and MoA towards the outcome of the WG. During WG wrap-up it became clear that RCRE had a joint work plan proposals already in mind. RCRE had been awarded a one year's contract by FECC to focus on organic residues. It was then agreed upon that the topic “Policies and strategies for the reduction of organic residues (straw and manure) from agriculture and their improved use” should be further elaborated and investigated. Opinions were exchanged on a schedule plan of a 2<sup>nd</sup> APD WG meeting and possible study trip in Germany.

## 2.2 Second APD Activity Phase, Jul. - Sep. 2016

### Aim

**Purpose of the second APD** activity in Jul. – Sep. 2016 was to further elaborate on the topic “policies and strategies for the reduction of organic residues (straw and manure) from agriculture and their improved use”, which was reached as an agreement in the first APD meeting on 30<sup>th</sup> May 2016, covering the following points:

- Regulatory, legal framework and compliance system related to residues management practices.
- Avoidance of wastes through improved production systems; different organic residue management options (e.g., crop rotation, livestock density, energy and biogas).
- Specific technical solutions; e.g. manure application and alternative machines for straw processing.

## Agenda

- Before Aug. 2016, experts for 2<sup>nd</sup> APD meeting were augmented under guidance of FECC and DCZ. Experts with rich experiences in practice analyzed predefined topics related to organic residue utilization in Germany and China.
- 29<sup>th</sup> Aug. Ouhua Farming and Animal Husbandry Co., Ltd, Langfang, Hebei Province. Field/farm excursion with examples of waste management options.
- **30<sup>th</sup> Aug. Second APD WP meeting, Beijing (Agenda see Annex).**
- 31<sup>st</sup> Aug.- 1<sup>st</sup> Sep. Contribution to MoA Sino-German Conference on Modern Ecological Agriculture, Liaoyuan, Jilin Province.

## Experts' inputs and contributions

- Prof. Reiner Doluschitz, University of Hohenheim. PPT and Handout: Common Agricultural Policy (CAP), Cross Compliance (CC) and Rural Development Policy (RDP) of the European Union (see Annex).  
Contribution: EU CAP Reform, Good Agricultural and Environmental Conditions (GAEC) standards, Statutory Management Requirements (SMRs), Fertilizer impact under SMRs, Nitrate Controls under Nitrates Directive, N P index, Controls, data record, inspections, and sanctions were indicated.
- Dr. WANG Huimin, RCRE. PPT: Agricultural waste utilization policies and regulations (see Annex).  
Contribution: China agricultural organic waste emissions, handling policies and regulations to encourage organic waste utilization of policies and measures were introduced.
- Dr. Marco Roelcke, DCZ. PPT: Organic residue management options in a Chinese peri-urban region with high livestock densities (see Annex).  
Contribution: Case study of manure use with option biogas and an integrated system in Shunyi, Beijing was introduced. Recommendations for policy and soil remediation were given.
- Dr. YUAN Ruiling, RCRE. PPT: Manure resource utilization options and cost-benefit analysis - A Case Study of Enterprise Survey (see Annex).  
Contribution: Case study of manure use with option biogas in Langfang was indicated, taking excursion enterprises as example.
- Mr. Horst Bunge, Farm consultant. PPT: Cost-benefit analysis of different alternative sustainable farm level production systems (crop rotations and/or recycling agriculture, integration of livestock) in Northeastern China (see Annex).  
Contribution: Cost and benefit of two alternative production system (crop rotation, different fertilization system) were analyzed and compared with monoculture system.
- Mr. Thomas Illies, Team leader of Deutsch-Chinesischer Ackerbau- und Landtechnik Demonstrationspark (DCALDP). PPT: Best practice of straw management and specific technical solutions for straw processing (see Annex).  
Contribution: Good experience on straw management in DCALDP was introduced.
- Mr. Stephan Illi, Organic farming consultant. PPT and Handout: Residue management in organic farming – the CMC method for composting (see Annex).  
Contribution: The advantage of organic farming was indicated by taking an organic farm near Munich as example. CMC-composting, its benefit to soil and its worldwide application were introduced.

## Phased sum-up

The **2nd APD activity** was finalized with an agreement to produce a joint research paper, comparing the different policy approaches towards organic residue management in Germany and China as well as generating joint policy recommendations. A time plan for a joint research paper was made and agreed upon by all experts.

### **Related APD Activity – MoA delegation trip in Jul. 2016**

27th - 30th Jul.: Visit of a Chinese delegation from Department of Policy and Law, MoA to Germany. Requested by MoA, Oliver Rogall, APD expert of the DCZ, accompanied the delegation. The delegation visited 365FarmNet, representatives of the agro-machinery industry, Departments of BMEL, Ministry of Agriculture of the Land Brandenburg and three farms in Brandenburg (Agenda and Report see Annex).

Purpose of the delegation trip to Germany in Jul. 2016 was to investigate EU's common agriculture policy (especially direct payment policy and the cross compliance scheme) and its implementation in Germany.

The delegation trip was summarized by MoA in an investigation report, which shows direct payment policy is the investigation emphasis of the delegation trip and the main interest of the Chinese side in the CAP framework. This report was analyzed and translated by DCZ experts (Oliver Rogall, Dr. HA Nan) in a final visit report to promote further APD on the topic of agricultural subsidies.

## 2.3 Third APD Activity Phase, Nov.-Dec. 2016

### Aim

The outcomes of 1<sup>st</sup> and 2<sup>nd</sup> APD activities (discussion and recommendation) are summarized in a joint report by Prof. Doluschitz and RCRE and presented in Nov. - Dec. 2016 during the 2<sup>nd</sup> DCAW in Beijing.

### Agenda

- 28<sup>th</sup> Nov. Internal program of DCAW: APD preparation meeting DCZ and RCRE on drafting final report and policy recommendations, Beijing.
- 30<sup>th</sup> Nov. Public program of DCAW: Presentation of results of APD - Sustainable Agriculture - Efficient Use of Organic Residues, Beijing.

### Experts' inputs and contributions

- Prof. Reiner Doluschitz, University of Hohenheim. PPT: A German-Sino comparative study of the utilization of agricultural organic residue resource and CAP (see Annex).
- Prof. ZHAI Xueling, RCRE. PPT: Agricultural waste utilization in China – status-quo, problems and policy recommendations (see Annex).
- Prof. Doluschitz and Prof. ZHAI from RCRE. Report: A comparative study of the utilization of German-Sino agricultural organic residues resource (see Annex).

## Phased sum-up

The working group enabled the discussion of challenges and transfer of concepts in the policy making process towards sustainable agriculture in China and Germany. The event was open to a broader audience and integrated in the annual Sino-German Agricultural Week 2016.

### 3. Recommendations

There were hardly any policy recommendations generated after the first round working group meeting, but rather the different expectations towards the working mode and methodology of a working group in general were tested and discussed. The second WG had a more specific technical focus and generated experts recommendations regarding the organic residue use (see report 2<sup>nd</sup> working group meeting).

It was planned (but not accomplished due to limited staff) to jointly discuss these recommendations with RCRE and integrate them into the joint research report, which was presented during the DCAW.

NOTE: Part 3.1 is generated from paragraph 6 “policy suggestion to promote utilization of organic residue in China” from the joint report. However, the paragraph 6 is mainly written by RCRE experts, which could have been more thoroughly discussed with German experts.

#### 3.1 Policy recommendations for organic residue use in China

To promote utilization of organic waste in China and develop circular and ecological agriculture, it is essential to strengthen top-down policy design and policy innovation, and further complete the policy system of agricultural waste utilization.

##### **Increase policy support and establish long-term policy support mechanism**

Screening the existing various laws and regulations to promote utilization of organic residue is to avoid any conflict in policy implementation. In the policy making process, it is important to take into account both short-term policy goals, and long-term function mechanism of support policy.

Concrete policy suggestions to promote utilization of straw, manure and plastic mulching can be found in the joint research paper paragraph 6.

##### **Improve participation mechanism**

The utilization of agricultural organic residue involves several market participants including government, enterprises and farmers. It is significant to motivate participation in each procedure of residue utilization, coordinate the interests of all parties and improve the involvement mechanism.

##### **Strengthen technical support**

To accelerate the scientific and technological innovation is of importance to build up a long-term technology development of agricultural residue utilization. Specific technologies of straw, manure and plastic mulch utilization are mentioned in the joint report.

##### **Promote utilization demonstration**

China's vast diversity determines that each region should consider its own suitable way to comprehensively utilize organic residue. It is recommended to promote pilot projects to demonstrate utilization mode and continually explore sustainable, replicable, applicable utilization mode.

##### **Increase public participation**

To promote utilization of organic residue, various means of propaganda should be promoted to improve public consciousness on environment protection, recycling economy and a healthy lifestyle.

#### 3.2 Organization and communication recommendation for further APD

##### **Selection of experts**

- In the establishment process of the APD working group, FECC/MoA chose RCRE as the Chinese APD counterpart without initial consultation of DCZ. Similarly, DCZ did not clearly

inform FECC/MoA on the project selection criteria of German experts. It is recommended that both FECC and DCZ should consult each other during selection procedure of experts.

- In the 2<sup>nd</sup> APD WG meeting, except for Prof. Doluschitz, more German experts with rich practical experiences were included. It is suggested that Chinese experts could also be accordingly selected during year-round APD activities. As such, Chinese experts from a practical field may be invited to share their experiences and perceptions regarding organic residue use in practice.

### **Divergent understanding**

There is obviously a strong gap in understanding between Chinese and German experts regarding the concepts and definitions of organic farming, organic residue and sustainability. It is recommended to always prepare a background paper to compare exact definitions, related preconditions, relevant standards and the public's general understanding of these definitions before each APD WG meeting. Creating awareness for the differences in Chinese and German understandings of the relevant terms and concepts helps to reduce ambiguity and allows a more target-oriented discussion among APD participants.

### **Joint paper with weak joint discussion and recommendation**

It was agreed by Chinese and German experts in the 2<sup>nd</sup> APD WG meeting, on 30<sup>th</sup> Aug. that a joint paper will be written together to (i) compare utilization and options of organic residue in China and Germany and to (ii) give joint recommendations on policy making process on the topic of organic residue in China. However, it seems that the joint recommendation part in the final paper (submitted in Nov. 2016) was not discussed thoroughly by experts before submitted to FECC/DCZ. Suggestions given by experts in the 2<sup>nd</sup> APD WG meeting should be carefully generated as policy recommendations with full consideration of the Chinese situation and transferred to actual decision makers of agricultural policy in China.

### **DCZ' coordination with demonstration projects**

Resources from and for Sino-German demonstration projects in China (e.g. expert, workshop and training opportunity) are a crucial factor for DCZ to support more/potential Sino-German cooperation and projects, as the Chinese approach towards policy making includes and demands learning from pilot demonstration projects. Thus, during the second WG more German experts and practitioners from Sino-German projects were invited to present.

### **Connection with MoA**

It seems that the contact with the Department of Policy and Law, MoA was significantly strengthened during the MoA delegation trip in Germany, Jul. 2016. DCZ may have put more effort on knowing and being known by the Department of Policy and Law of MoA in the first half year of 2016.

### **Communication with Chinese counterpart**

In both the 1<sup>st</sup> and 2<sup>nd</sup> APD WG meetings, the German side was twice taken by surprise by the Chinese experts' plan to select organic residue as the joint topic and prepare a joint paper on this topic. It highlights the existing differences between DCZ and RCRE regarding the communication preference, working language and understanding of APD.

- Preference on communication mode: The German side is used to communicate important matters via email. However, the Chinese side may prefer to communicate face-to-face and consider email as a more unofficial communication mode. Thus, more face-to-face meeting is recommended for further APD activities, especially in APD preparation phase. At the same time the Chinese side may increase their efforts in communicating by email.
- Communication language: The German side is generally able to explain their ideas and opinion well in English. For the Chinese side, writing (official) email in English constitutes an

extra effort in communication, while oral English is generally no problem for Chinese researchers. Thus, it is recommended to visit Chinese counterparts regularly to maintain good communication and the same understanding on the working plan.

- Understanding of APD as a working approach: APD was understood by Chinese experts more as “a meeting to discuss a to-do plan” rather than “a meeting to exchange experiences for policy advices”. This understanding could partly explain the repeated surprises from RCRE towards the German side in APD meetings. In addition, the Chinese experts from RCRE and FECC had an exact advisory direction on the topic “organic residue” (policy or selection of technique) in mind right from the beginning, but the suitable German experts for APD were not identified until 2<sup>nd</sup> APD WG meeting. It indicates that Chinese and German sides do not share the exact same understanding on the APD working approach.

## Planning

In general, an APD working plan should be (i) thoroughly discussed with all relevant APD members at the beginning; (ii) its importance should be repeatedly stressed to the Chinese counterpart to realize compliance throughout the year-round APD activities and (iii) the APD working plan should be updated by both sides, if there is any change.

## Working group at expert level

Usually (as the Chinese side sees it), working group members are government officials from both agricultural ministries, but not experts from leading institutions. In case of the DCZ approach towards WGs the decision was made to conduct the meetings with scientific technical experts rather than ministerial staff from BMEL and MoA.

## 4. Follow-ups in 2017

- The APD in 2017 focuses on the topic “agricultural subsidies”, which was agreed upon by German and Chinese experts in the DCZ Project Steering Meeting in Jul. 2016.
- APD 2017 outline has been drawn up by DCZ and already revised according to discussion with MoA.
- DCZ has chosen Prof. Doluschitz and Dr. Hagel from University of Hohenheim as German experts for 2017 APD activities. The selection of Chinese experts is currently in process.
- 6<sup>th</sup> Apr. 2017, Workshop on “Agricultural subsidies in China” in DCZ office, Dr. Hu Xiangdong, together with Prof. Wang Jimin from CAAS IAED gave a presentation on “History and future prospects of subsidy policy in Chinese agriculture”. Participants include DCZ, FECC, CAAS IAED, GIZ and DLG.
- German expert Dr. Hagel will visit DCZ in May, 2017, give a presentation in workshop “EU subsidies” and discuss with DCZ on study trip’s preparation in Jun. 2017.
- In Jun. 2017, a delegation from MoA, FECC and APD’s Chinese counterpart will visit several institutions related to EU subsidies policy in the Netherlands and Germany.
- In Aug. 2017, final workshop of APD 2017 will be held to discuss lesson learnt and suggestions of further APD activities.

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