

The historical change and evolutionary logic of the policy of increasing farmers' income since the reform and opening-up: Based on Historical Institutional Analysis

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Abstract

Increasing farmers' income is the core task of "Agriculture, rural areas and farmers ". From the perspective of historical institutionalism, this paper divides the process of policy change of increasing farmers' income into four periods: preliminary exploration, transition, overall development and rural revitalization. Under the historical logic, the change and development of farmers' income-increasing policy is influenced by learning and self-adaptation mechanism, withdrawal cost and synergy, and shows a gradual development. Important conferences and events become the key nodes to promote the sudden development of policy. In structural logic, the political economy and social environment are the basic motive force of the policy change, the influence and shaping of the policy environment are the internal motive force of the policy coordination change, and the interaction game between the key actors is the direct motive force of the policy interaction change. Based on the overall evolution logic of policy changes, the policy of increasing farmers' income in our country should follow the optimized thinking of "Maintaining stability, dilapidation and innovation ", and promote the continuous development and deepening of the work of increasing farmers' income.

Keywords

Increasing farmers' income; Policy change; Historical institutionalism.

1. Research Issues and Literature Review

"Agriculture, rural areas and farmers" are fundamental issues related to the national economy and people's livelihood, and the increase of farmers' income is the core task of the work of the 'three rural areas'. Since the reform and opening up, the Party Central Committee has gradually deepened and developed the connotation of "common prosperity", and ensuring the sustainable growth of farmers' income is the key to realizing the goal of common prosperity. General Secretary Xi Jinping re-emphasized at the Central Rural Work Conference held at the end of 2022 that "we should insist on increasing farmers' income as the central task of the work of the 'three rural areas', and broaden the channels for farmers to increase their incomes and get rich by all means".

There are a large number of studies on the policy of increasing farmers' income in the academic circle. From the dimension of policy content analysis, some studies analyze the policy focus and results from the "8th Five-Year Plan" period to the "12th Five-Year Plan" period according to the policy time, based on the policy of increasing farmers' income in Beijing^[1]; a study based on Sichuan Province's policy of strengthening and benefiting farmers, combed the basic and safeguard policies, service and safeguard policies in farmers' income policies by policy category^[2]; there are also studies based on the policy body of the growth of farmers' income and the growth of the components of farmers' income to do the policy combing, the farmers' income is divided into a slow-growth stage, a high-speed growth stage and a medium-high growth stage^[3]. From the dimension of policy effect analysis, some scholars take the central

"No.1 Document" which promotes farmers' income as the entry point, and discuss the role of the central No.1 Document in farmers' income increase in the light of the policy content^[4]; some scholars select the precise poverty alleviation policy for research, and analyze the policy effect on the absolute income of the farmers, the relative income, and the satisfaction of the farmers in three aspects^[5]. From the dimension of policy logic analysis, some scholars have proposed that the logic of increasing farmers' income in China is mainly embodied in two categories, i.e., developmental logic and protective logic, and further explored the relevant paths of increasing farmers' income under this logic^[6].

According to the existing policy research in the current academic community, China's farmers' income-generating policies have significant results in terms of content development and implementation effectiveness, but most scholars have obvious geographical divisions in the policy content research, which makes it difficult to comprehensively summarize the process of change in China's farmers' income-generating policies; fewer scholars have chosen to use the perspective of historical institutionalism to systematically sort out the logic of change in China's farmers' income-generating policies. Therefore, the article adopts the perspective of historical institutionalism to clarify the historical evolution of China's farmers' income-generating policies since the reform and opening-up, and on the basis of this, it explores the internal logic of policy change from the three levels of policy path dependence, key nodes and power mechanism.

2. Theoretical Perspective and Analytical Framework

Since the 1980s, the new institutionalist political science began to rise, historical institutionalism belongs to the research paradigm of the middle theory, with historical and institutional; on the one hand, the policy system develops and debugs with the timeline, which is interconnected and has an impact on each other, which makes it easy to explore the root causes of the change of the policy system in the course of each course of change; on the other hand, the system as the main tool and means of national governance, the paradigm advocates as the core method of exploring the history of government management and political system of each country^[7].

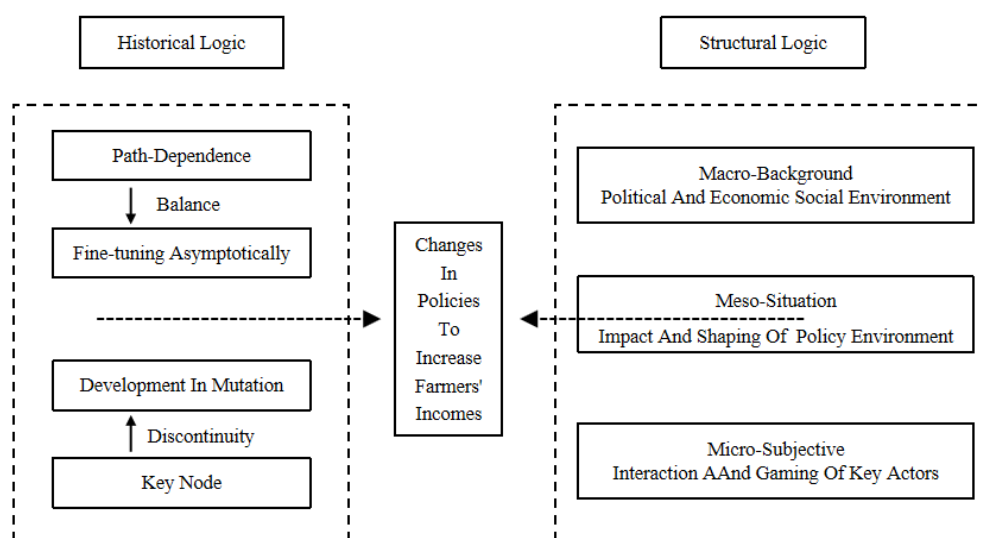


Fig. 1 An analytical framework for changes in policies to increase farmers' incomes

From the perspective of history, there are two analytical dimensions of path dependence and key nodes in the process of institutional development. From the perspective of institutionalism, institutional change has a close relationship with the macro-context, political variables and actors, forming the analytical framework of "macro-context - meso-situation - micro-subject"^[8].

Based on the perspective of historical institutionalism, the article constructs an analytical framework for the change of farmers' income-generating policies since China's reform and opening-up (Fig. 1), exploring the history and logic of the change of China's farmers' income-generating policies since the reform and opening-up from the perspective of the historical viewpoint and the institutional viewpoint.

3. Historical Evolution of Changes in Policies for Increasing Farmers' Income

3.1. Period of Initial exploration: Solving the problem of Subsistence (1978-1991)

China's long-term implementation of the traditional planned economic system, the implementation of a highly centralized mode of agricultural development, to a certain extent, limited the autonomy of rural areas, diversified direction of development, resulting in low rural food production, farmers are difficult to solve the problem of subsistence and other issues are increasingly prominent. 1978, the Third Plenary Session of the Eleventh Central Committee was held in Beijing, the meeting of China's "serious lagging behind in the agricultural development of the situation of widespread poverty in the lives of farmers," clearly indicated that the reform and opening up of the internal reform should start with rural reform. The Third Plenary Session of the Eleventh Central Committee was held in Beijing in 1978, and in response to the situation of "serious backwardness in agricultural development and widespread poverty among the peasants", the meeting made it clear that internal reforms in the context of reform and opening up should start with rural reforms; the Central Committee of the CPC adjusted the policies related to the organization of agriculture and broke the system of the people's commune with its high degree of centralization, unification of the government and the society, and egalitarianism; it also set up and popularized the system of responsibility for household contracting, which radically renewed the organizational structure of the rural micro economy. Since 1982, the State has issued the No. 1 Document of the Central Government for five consecutive years, with the overall policy line of "effectively ensuring food production, solving the problem of farmers' subsistence, and initially revitalizing the rural economy," and following the policy line of "micro-management mainstay" to "macro-market mechanism". In 1982, it recognized the "legalization of the household contract system," and in 1985, it carried out a reform of the unified purchasing and marketing policy, and in 1986, it reformed the policy of "unified purchasing and marketing," and in 1986, it reformed the policy of "ensuring grain production and solving the problem of food supply. In 1982, the "legalization of the household contract system" was recognized; in 1985, the "unified purchasing and marketing" policy was reformed; and in 1986, a document affirmed "the importance of the individual economy, allowing it to exist and develop reasonably in the countryside".

Policies in this period were mainly oriented towards solving the problem of "farmers' subsistence", taking the reform of the rural production and management system as the entry point, and laying a solid foundation for the transformation of the problem of "solving the problem of farmers' subsistence" into the problem of "increasing farmers' incomes". A solid foundation has been laid for the transformation of the problem of "solving the problem of farmers' subsistence" into the problem of "increasing farmers' income". Its main features are: adherence to agriculture as the basis for development, while at the same time opening up a wide range of industries to broaden income-generating channels; advocacy of cooperative economic development, fostering and increasing the number of industrial sites in the rural economy; and reform of the circulation system to promote the free flow of agricultural products on the basis of the emancipation and development of the mainstay of production and factors of production.

3.2. Transitional period of Transition: Building Bridges (1992-2000)

In 1992, the State Council forwarded for approval the "Key Points on the 1992 Economic System Reform", pointing out that continuing to deepen rural reform was the focus of the current economic system reform, and solving new problems such as the slow growth of farmers' incomes, the outflow of funds from the countryside, and the lack of dynamism in agricultural development.

In order to revitalize the rural economy and reduce the tax burden on peasants, the CPC Central Committee has promulgated policies on reducing the tax burden on peasants for seven consecutive years since 1993; in 1996, the CPC Central Committee and the State Council promulgated the "Decision on Effectively Reducing the Burden on Peasants", which explicitly proposed thirteen normative regulations on the implementation of tax policies, charging standards, economic activities, and the targets and scope of exemption and exemption, to effectively solve the problem of the burden on peasants at the root of the problem. In 1994, the State Council issued the Notice of the National Eighty-seven Poverty Alleviation Plan to promote rural poverty alleviation and development work through the stage of institutional reform to promote poverty alleviation, large-scale developmental poverty alleviation stage^[9], the promulgation of the Plan indicates that rural poverty alleviation work has now entered the stage of comprehensive attack.

Policies during the transition period are mainly oriented to promote the change from solving the problem of "farmers' subsistence" to "farmers' income", with the following main features: reducing the burden of farmers into a standardized, legalized management track, curbing the rebound of the burden of farmers, and releasing the vitality of farmers' income; further promoting poverty alleviation; and promoting the development of rural poverty reduction through institutional reform. The main features include: putting the work of reducing the burden on farmers on the track of standardization and legal management, curbing the rebound of the burden on farmers, and releasing the vitality of farmers to increase their incomes; and pushing forward the work of poverty alleviation, basically solving the problem of food and clothing for the poor in rural areas, and eliminating the basic obstacles affecting the high-quality and sustainable advancement of the work of increasing the income of farmers.

3.3. The period of Integrated Development: Clarifying Objectives (2001-2016)

In order to consolidate the policy achievements during the transition period of transformation and continuously promote the work of increasing farmers' income, on the one hand, the Central Committee of the Communist Party of China (CPC) and the State Council decided in April 2001 to implement a pilot reform of rural taxes and fees in Anhui Province and some other geographical areas, and to set up a standardized and systematic rural tax and fee system, so as to solve the problem of the farmers' burden at the root; and in 2003, the State Council issued the Opinions on Comprehensively Pushing Forward Pilot Reforms of Rural Taxes and Fees, promoting the pilot work of rural tax and fee reform nationwide; in January 2006, the Regulations of the People's Republic of China on Agricultural Tax were repealed, and the agricultural tax was completely abolished. On the other hand, in May 2001, the Central Work Conference on Poverty Alleviation and Development discussed the Outline of China's Rural Poverty Alleviation and Development (2001-2010), which determined the blueprint for rural poverty alleviation for the next ten years, and carried out nationwide poverty alleviation in the form of whole-village promotion.

In 2004, the Central Document No. 1 issued by the Central Committee of the Communist Party of China and the State Council clearly put forward increasing farmers' income as a policy objective; subsequently, the State promulgated policies on supporting agriculture, arable land protection, farmland water conservancy, agricultural structure adjustment, agricultural science and technology innovation, etc., and promoted the legalization and institutionalization of the

policy of increasing farmers' income through the establishment and improvement of laws. 2007, the Central Document No. 1 In 2007, the No.1 Document of the Central Government clearly put forward the development goal of modernized agriculture, and guided the transformation of the orientation of agricultural development from "stable production and quantity preservation" to "high quality and quantity increase"^[10]. Since 2013, the work of increasing farmers' income has mainly focused on the construction and development of rural modernization, tapping into the "new growth points" of increasing farmers' income, and focusing on the supply mechanism of agricultural products, agricultural support and protection policies, agricultural production and management system, agricultural socialized service mechanism, rural collective property rights system, and rural socialized service system. In seven aspects, namely, agricultural supply mechanism, agricultural support and protection policy, agricultural production and management system, agricultural socialization service mechanism, rural collective property right system, rural public service mechanism and rural governance mechanism, detailed policy planning and guidance have been provided on the material basis of rural agricultural development, policy preferences, degree of organization, subject diversity, property right protection, balance of public resources, and governance infrastructure construction.

In this period, increasing farmers' income has been explicitly taken as the central task and basic goal of the policy, moving towards a new stage of rural modernization and development, and focusing on the quality and sustainability of the work of increasing farmers' income as a whole. The main features of the policy are: deepening the reform of farmers' taxes and fees, and effectively reducing the burden on farmers; poverty alleviation work has entered the stage of precise poverty alleviation from whole-village promotion, and has changed from "blood-supply" poverty alleviation to "blood-creation" poverty alleviation; and the establishment and improvement of a system of rights and interests protection, to ensure that farmers' incomes can be increased. The establishment and improvement of a rights and interests protection system to ensure the effective unification of "increased income" and "real income"; and the transformation of agricultural development from "stable production and quantity preservation" to "high quality and quantity increase". agricultural development from "stable production and quantity preservation" to "high quality and quantity increase".

3.4. Period of Rural Revitalization: High Quality and Increased Income (2017-present)

The No. 1 document of the Central Government in 2017, with the main line of promoting the structural reform of the agricultural supply side, began to address the resistance point of the work of increasing farmers' income from the internal structure of rural development, and comprehensively deployed the strategy of rural revitalization at the Nineteenth National Congress of the Communist Party of China (CPC), explicitly establishing a new countryside.

Under the guidance of the rural revitalization strategy, the work of increasing farmers' income has made a new breakthrough in four aspects, including industrial development, precise poverty alleviation, institutional mechanisms, and policies to benefit farmers. At the level of industrial development, the policy puts forward the strategy of "quality and green agriculture", and introduces new business models such as "sharing economy, creative agriculture, and specialty parks"; at the level of precise poverty alleviation, it adopts the policy guidance of precise assistance and focused efforts, and follows the principle of "helping the will + helping the intellect". At the level of precise poverty alleviation, the policy is guided by precise assistance and focused efforts, following the basic idea of "helping the will + helping the intellect" to carry out endogenous poverty alleviation work, promoting the improvement of one's own "blood-creating ability", fully releasing the vitality of the farmers' groups to increase their endogenous incomes, and perfecting the dynamic monitoring and assistance mechanism to prevent the return of poverty, so as to strictly guard the bottom line of the return of poverty.

At the level of institutional mechanisms, the policy focuses on improving the property rights system and the market-oriented allocation of factors, further releasing the vitality of production and management bodies, factors of production, and the market, and effectively adopting policy measures such as tax cuts and fee reductions, employment subsidies, and wage guarantees.

In this period, the overall policy line of "rural revitalization" has been taken as the core of the policy, and the work of increasing farmers' income has been carried out in a planned, hierarchical and focused manner, so as to gradually realize the high-quality development of farmers' income increase. The policy features mainly include: shifting from a "passive orientation" to an "active orientation" in increasing farmers' income, and exploring potential income-generating points; developing special features in accordance with local conditions and digging deep into the value-added chain of industries, so as to realize the maximization of added value; and deepening the poverty-alleviation principle of "helping the will + helping the mind". The Government has also deepened its thinking of "helping the will + helping the mind" in poverty alleviation, so as to prevent the return of poverty on a large scale.

4. Historical Logic of Changes in Farmers' Income Increase Policies

4.1. Path Dependence of Progressive Development

Historical institutionalism believes that the various forces in the process of institutional change will be affected by path dependence, resulting in the variability of institutional outcomes; path dependence is specifically manifested in the process of institutional change by holding back and kidnapping various forces to prevent the old system from overthrowing and the new system from arising^[11]. Douglas North proposed that after the implementation of the policy, due to the learning effect, adaptive effect, coordination effect, exit costs and other factors for self-adjustment and optimization, it is very likely to enter the "self-locking" state^[12]; therefore, path dependence makes the policy in the stability and extensibility of the policy, but also leads to the development of the policy at the same time, it will lead to the development of the policy in the stability and extensibility. At the same time, it will also lead to a certain degree of policy development stagnation.

First, the policy has a learning and self-adaptive mechanism, in the repeated practice of the original policy to summarize and optimize, to promote the progressive development of the policy. Increase in production is the core objective of agricultural development, although the growth of total agricultural income relies to a large extent on the increase in agricultural production, but there is no necessary correspondence between the increase in agricultural production and the increase in agricultural income^[13]; because of the long-held idea of increasing agricultural production, "increase in production but not increase in income" has become a common dilemma in agricultural development. In terms of poverty alleviation, since the reform and opening up, the policy has gone through the evolution of "institutional reform for poverty alleviation - large-scale development for poverty alleviation - village-wide poverty alleviation - precision poverty alleviation", and the debugging of each stage of the evolution is based on the practical experience of the original policy.

Secondly, policies continue to accumulate costs in the process of generation and debugging, resulting in high exit costs for the policy system, which to a certain extent hinders the innovation of policy paths. Since the reform and opening up, the state has actively joined hands with the Central Organization Department, the Ministry of Finance, the National Development and Reform Commission, the Ministry of Natural Resources, the Ministry of Agriculture and Rural Development and other relevant departments to discuss and deliberate on the issue of increasing farmers' income, and has successively set up the State Council's Leading Group for Economic Development of Poverty-stricken Areas and the National Rural Revitalization Bureau, etc., which have provided targeted support and assistance for the work of increasing farmers'

income; and a series of policy documents have been promulgated and implemented, with a great deal of human, financial and material resources being invested. The promulgation and implementation of a series of policy documents have poured a large amount of human, financial and material resources, and following the principle of increasing returns, the policy of increasing farmers' income has gradually shown a scale effect, increasing the cost and risk of policy innovation.

Thirdly, policies are not independent individuals, but have synergistic effects. Farmers' income policy is a multifaceted and complex policy system, is a series of policies of the organic collection of community. From the content dimension, the policy of increasing farmers' income is a collection of industrial development policies, agricultural policies, rural property rights policies, poverty alleviation policies, rights and interests protection policies and other policies in various fields, and the policies interact with each other and complement each other; from the implementation dimension, the implementation of the work of increasing farmers' income involves a variety of subjects, and builds a network system of policy subjects such as the government, social organizations and other policy subjects.

4.2. Key Nodes of Mutation Development

Farmers' income-generating policies on the whole maintain a relatively stable state of progressive development, and when the policy is affected by internal and external factors, the policy will constantly break the original balance and reach a new balance state. The key node is the interface between breaking the original balance of the system and realizing the new balance^[14]. The farmers' income policy has experienced five key nodes in the development process in 1978, 1992, 2001, 2004, and 2017, respectively.

The first key node was in 1978, when the Third Plenary Session of the Eleventh Central Committee of the Communist Party of China (CPC) put forward that agriculture, as the foundation of the national economy, was still in a weak state, and that it was necessary to vigorously revitalize and accelerate agricultural production; the meeting agreed to distribute documents such as the "Decision of the Central Committee of the Communist Party of China on Accelerating the Development of Agriculture on a Number of Issues (Draft)" to the various provinces, municipalities, and autonomous regions for discussion and trial implementation, and to start from revitalization of agriculture, to carry out the work of farmers' income increase. The initial exploration of the work of increasing farmers' income was carried out, and the prelude to the rural reform was opened.

The second key point was in 1992, when Comrade Deng Xiaoping carried out the Southern Dialogue, which pointed out the direction of socialist modernization; the 14th CPC National Congress further clarified the direction of the reform of establishing and perfecting the socialist market economic system, which guided the focus of the rural reforms to shift to the operation mechanism and management system of the socialist market economy, and the work of increasing farmers' income entered a period of transitional transition, with the gradual adjustment of the distribution pattern of social capital and national income, and the practical exploration of the distribution pattern of national income. The work of increasing farmers' income entered a period of transition and transformation, gradually adjusting the pattern of distribution of social capital and national income, and effectively reducing the burden on farmers.

The third key point was in 2001, when China joined the World Trade Organization, marking the entry of China into a new stage of deep participation in economic globalization, which also brought great impacts and challenges to China's agriculture, rural areas and farmers; China's commitment to opening up agricultural products to the outside world had a short-term impact on the domestic market, resulting in a situation in which it was difficult to match supply and demand; in order to respond to the challenge, the Central Committee of the Communist Party

of China further deepened the work of reducing the burden on farmers, and launched a large-scale campaign to reduce the burden on farmers. To address this challenge, the Central Committee of the Communist Party of China has further deepened its efforts to reduce the burden on farmers, launched large-scale tax-exempted pilots, and carried out more targeted and hierarchical precision poverty alleviation, formulating the "Outline for Poverty Alleviation and Development in Rural China (2001-2010)".

5. The structural logic of the policy change of increasing farmers' income

5.1. Macro Driving Force: Political Economy and Social Environment are the Basic Driving Force of Policy Change.

Historical institutionalism suggests that the necessary condition for grasping the law of institutional development is to place it in the context of the times and the macro-environment, otherwise the analysis will lack the corresponding explanatory power if it is detached from the environment. Macro-driving force refers to the basic driving force jointly constituted by the three variables of political, economic and social environment.

China's political system provides a stable policy field for farmers' income-generating policies and guarantees the development of farmers' income-generating policies. Since the reform and opening up, the Party Central Committee has made bold breakthroughs in the construction of the cadre, the reform of the administrative system and the administrative working methods, and has pushed forward the establishment and perfection of the democratic centralism and the modernization of the political system. The growing cadre, perfect administrative system and scientific administrative methods have guarded the possibilities of rural development, and the democratic political construction of socialism with Chinese characteristics has become the political impetus for the development of the policy of increasing farmers' incomes from initial exploration to deepening development.

The reform of China's economic system promotes the development speed of the policy of increasing farmers' income and provides strong support for the formulation and implementation of the policy. On the one hand, the reform of the economic system provides a development direction for the policy of increasing farmers' income; the socialist market economic system provides ideas for the rural economic reform, broadening the development of industries, developing the commodity market mechanism, fostering township and village enterprises, and building the cooperative economy. On the other hand, economic development provides solid material support for the policy of increasing farmers' income; with the continuous improvement of China's socialist market economic system, the Central Committee of the Communist Party of China (CPC) has continuously deepened the reforms in key areas such as the ownership system, the fiscal and taxation system, the income distribution system, and the social security system, and has promoted the tilting of financial resources toward rural reform.

Our society's concern for the development of farmers' quality of life is driving the improvement of farmers' income-generating policies. The strong atmosphere in which society as a whole pays attention to agriculture, the countryside and farmers reflects the importance that society attaches to the "three rural issues". Social expectations for the quality of farmers' income come from the State's conception of common prosperity for all people on the one hand, and from the results and prospects of rural reform on the other. The grand blueprint for common prosperity is a practical response to the needs of society and the interests of the people. As the rural economy grows by leaps and bounds and the quality of life of farmers improves in real terms, the expectations of society as a whole regarding the promotion of sustainable, high-quality development of farmers' income-generating activities have been further raised.

5.2. Meso-dynamics: The Policy Environment influences and shapes Policy Change endogenously.

The policy environment is the endogenous driving force for policy change, influencing and shaping existing policies in a quantitatively cumulative manner. The mesoscopic driving force mainly refers to the policy itself and other policies constitute the policy environment on the farmers' income policy to produce the power of influence, mainly reflected in the adaptive expectations and external coordination effect.

Farmer income policy has strong adaptive expectations. Relevant policy makers and outsiders will have expectations for the policy, policy makers will assess the policy effect in advance, and outsiders will have subjective expectations for the policy based on the past results; when the policy achieves corresponding results in the implementation process, policy makers and outsiders will increase the expectations for the policy, and the policy debugging and revision will form a benign cycle in this way.

Farmer income policy in a wide range of policy environment has external coordination effect. According to North, formal rules will lead to the creation of a large number of informal constraints^[15], the continuous development and introduction of farmers' income-generating policies, resulting in the gradual emergence of formal or informal policies related to them to complement or coordinate the work of farmers' income-generating efforts.

5.3. Micro-driving Force: The Interactive Game of Key Actors is the Direct Driving Force of Policy Change.

There is an extremely complex link between policy and individual behavior, which is explained by historical institutionalism in terms of "calculating path" and "cultural path"^[16].

The CPC Central Committee and the State Council are the main formulators and advocates of the policy of increasing farmers' income, and are directly responsible for the top-level design of the policy. The CPC Central Committee and the State Council design the macro strategy of the work related to increasing farmers' income, and shape the underlying logic and basic blueprint of the policy of increasing farmers' income; analyzed from the perspective of the "calculation path", the interests of the CPC Central Committee and the State Council lie in the practical development of the rural economy, the increase in the income of farmers, and the gradual realization of the overall goal of common prosperity. According to the viewpoint of historical institutionalism, there is asymmetry of power in the process of policy generation and operation, and the CPC Central Committee and the State Council can fundamentally control the basic development direction and implementation of the work of increasing farmers' income in the whole country from their absolutely dominant policy positions. Analyzed by the "cultural path", the work of increasing farmers' income represents the fundamental interests of farmers, and is the main issue that the whole society is concerned about and attaches importance to, in order to respond to the interests of the majority of farmers' demands as well as the ardent expectations of the whole society, the Central Committee of the Communist Party of China and the State Council keep abreast of the times, and promote the main ideas and objectives of the policy of increasing farmers' income in line with the call of the people and the times for innovation and development. The main ideas and objectives of the policy of increasing farmers' income have been innovated and developed in response to the call of the people and the times.

Local governments and related departments are the main implementers of the policy to increase farmers' income and promote the implementation of the policy. The behavior of local governments and related departments is guided and constrained by the top-level design, and they need to carry out the policy will of the CPC Central Committee and the State Council on the work of increasing farmers' income according to the policy. According to the viewpoint of "counting path", local governments and related departments focus on the increase of local farmers' income and the promotion of local economic development; in the implementation of

the policy will of the CPC Central Committee and the State Council, they will debug the implementation of the specific policy according to the actual situation of the region in which they are located, and on the one hand, promote the policy to land smoothly in the process of implementation, and on the other hand, provide practical feedback for the CPC Central Committee and the State Council to implement the policy will. On the other hand, as a practical feedback, it also provides the CPC Central Committee and the State Council with a reference basis for deepening the policy of increasing farmers' income. According to the viewpoint of "cultural path", local governments and related departments are different in terms of the number of farmers, geographical distribution, and economic development due to their different geographical and cultural backgrounds, which profoundly affects the behavioral choices of the local governments and related departments on the work of increasing farmers' income.

6. Policy outlook

Promoting rural economic development, increasing farmers' incomes and gradually moving towards common prosperity has long been the goal of the Party Central Committee; the policy of increasing farmers' incomes has evolved and developed under the interplay of the basic driving force, endogenous driving force and direct driving force, and has constructed a long-term policy mechanism that promotes farmers' sustained income growth. Historical institutionalism holds that institutional development should respond to the problems of the times in a timely manner to ensure that it resonates with the times, and that the development of farmers' income-generating policies should follow the thinking of "stabilizing, destabilizing, and establishing new ones", so as to empower farmers' income-generating work.

First, the initial foundation of the policy should be strengthened to maintain the vitality of the policy. Economic construction is the root of development, adhere to the economic construction as the center is the unswerving basic line of the Party Central Committee, the rural economy is an important part of China's economic development, but also the eternal theme of rural development.

Second, break through the original path of dependence, release policy vitality. In order to fully release the vitality of the policy of increasing farmers' income, and to realize high-quality and sustainable income-generating effects, it is necessary to break through the inertia thinking, break the original path of dependence, and constantly stimulate the potential of increasing income within the countryside while broadening the space of increasing income outside the countryside.

Third, innovate the supply structure of policies and enhance policy resilience. In order to adapt to the development of the new situation, farmers' income-generating policies need to effectively respond to the problems of the times and maintain the same frequency resonance with the development requirements of the times. We should further optimize and innovate the supply structure of policies to increase farmers' income, and improve our ability to cope with unexpected events, challenges and problems.

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