

Policy Capital Research on Cultivating High-Quality Farmers in the Context of Rural Revitalization*

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The Law of the People's Republic of China on the Promotion of Rural Revitalization has come into effect on June 1, 2021, which stipulates in Article 24 that the State shall improve the institutional mechanism for working with rural talents and promote the cultivation of high-quality farmers. In 2022 and 2023, the No. 1 document of the Central Government both proposed "implementing a plan to cultivate high-quality farmers", and in the report of the 20th Party Congress, General Secretary Xi once again emphasized "solidly promoting the revitalization of rural talents". High-quality farmers have become the core talent component of the rural talent team. In this context, there is an urgent need for in-depth research on the cultivation of high-quality farmers in China. This paper takes the cooperative leaders in Shanghai as an example, summarizes the current situation of high-quality farmer cultivation in Shanghai through quantitative and qualitative analysis, and proposes policy capital, explores the remaining problems of high-quality farmer cultivation from the micro, meso and macro aspects of policy capital, and puts forward some targeted development opinions, hoping to help the cultivation of high-quality farmers.

Keywords: strategy for rural revitalization, professional farmer, the policy of capital

Introduction

The "rural revitalization" strategy was proposed at the 19th national congress of the Communist Party of China (CPC), and in the report of the 20th national congress of the CPC, General Secretary Xi Jinping once again emphasized, "We will comprehensively promote rural revitalization and facilitate the revitalization of

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rural industry, talent, culture, ecology and organization”. The rural revitalization strategy offers the most powerful Chinese response to the widespread decline of villages in the modernization process worldwide. Implementing the rural revitalization strategy is an important foundation for building a modern economy system, and an inevitable requirement for agricultural modernization. The essence of agricultural modernization is the modernization of farmers. Modern agriculture has put forward the requirements of “high quality and new technology” for farmers, and various policies have been accumulated to support the growth and development of high-quality farmers. This paper discusses how to cultivate farmers from the perspective of policy capital to make them become high-quality farmers, and promote rural revitalization in the context of rural revitalization strategy.

Taking Shanghai as an example, this paper investigates the leaders of farmers’ cooperatives in Shanghai. There are two reasons why we choose them as the research object. First, Shanghai is a “big city and small village” with less and more dispersed land resources, so it is urgent to cultivate high-quality farmers to promote the traditional agriculture transformation. Second, the leaders play a “leading” role in farmer cooperatives. These leaders hold important posts in farmers’ cooperatives in accordance with the Laws on Specialized Farmers Cooperatives and articles of association. As a talented team, they are responsible for the operation, management and technology of farmers’ cooperatives. Therefore, the survey results are more typical and representative. We collected a total of 130 valid questionnaires in this survey. In order to further understand the relevant situation, we conducted structured interviews with the leaders of the “eagle program” and related people in the Agricultural Broadcasting School.

Characteristics of Agricultural Development in Shanghai

Land Scale: Less and Dispersed

From the survey we found that 68.5% of the land under 500 *mu* were managed by cooperatives, and only 3.8% were over 2,000 *mu*. It is difficult for Shanghai cooperatives to make more profits by scaling, because the land is relatively small and dispersed. Therefore, it is necessary to emphasize the cultivation of high-quality farmers. The agricultural development of Shanghai can only be effectively promoted by producing highly qualified and newly skilled farmers who can carry out innovative and high-end agriculture.

Main Industry: Mainly in Vegetable and Fruit Industry

The survey found that the main industry of Shanghai’s agriculture is the vegetable and fruit industry, which accounts for 50.8% and is located in the first place; grain cultivation industry accounts for 34.6%, located in the second, and the two together account for 85.4%. Through the interview, we found that the vegetable and fruit industry ranks first, because the “one-production” vegetable and fruit industry requires less land area, the technical level is not very high. Its cost is lower compared with the aquaculture industry. Planting industry ranks second, because Shanghai plans the area of grain cultivation according to the specific conditions of each district to ensure that the city has a certain amount of food supply, so the hard rules will limit some leaders to farming and make some of them be engaged in plantation.

However, simply relying on grain farming or fruit and vegetable industry cannot make great preponderances in the market of surrounding areas. This also determines that the Shanghai’ agriculture must take the road of specialization, that is, to achieve “no one has what I have, when they possessed, mine are better”, and high-quality farmers are the key to this innovation.

Development Direction: High-end and Brand

It is found in the survey that 48.5% of cooperatives are star demonstration cooperatives, only 14.6% cooperatives have no brand, and 85.4% of the cooperatives have one or more brand. Therefore, it's necessary for Shanghai cooperatives to follow the path of high-end and brand development, and only in this way can they insist on the sound and sustainable development of cooperatives in the post-epidemic era.

Wang Yin who is a farmer with high quality has deep feelings about branding: "I think that I must have own brand. When an enterprise has a certain scale, it had better develop towards branding. Its added value will really be reflected after branding". Mr. Zhou, principal of the Agricultural Broadcasting School, also said that "Farming in Shanghai is hard to make money unless you go the deep processing route".

Current Situation of Policy Capital for Cultivating High-quality Farmers in Shanghai**The Relationship Between the Micro, Medium and Macro Levels of Policy Capital**

This paper proposes policy capital on the basis of social capital theory. Policy capital is also classified according to the three levels of social capital theory. Firstly, at the macro level, policy capital refers to the income or benefits individuals obtain from the policy system, emphasizing the value and applicability of the policy system itself, which is concerned with the survival of high-quality farmers. Secondly, at the medium level, policy capital refers to the ability of individuals to obtain information from uploaded and distributed policy networks that contribute to the development of highly qualified farmers. Finally, at the micro level, policy capital refers to the ability of individuals to use policies and information to promote their personal development, and is related to the development of high-quality farmers. As the cornerstone of capital policy, only when the macro level is established, can there be a need to establish the medium level, and can individuals at the micro level have the ability to use policy capital. At the same time, the medium level of policy capital is a bridge, which establishes a network relationship between the macro level and the micro level, so that information can be uploaded and downward. Downward refers to the ability of individuals to access information from policy networks, and upward refers to monitoring feedback mechanisms that effectively reflect the effectiveness and shortcomings of the policy operation. The micro level of policy capital is the result, because the goal of cultivation is to make farmers become high-quality farmers due to their modern production capacity, which contains the ability of individuals to use policies and information to help their personal development, and plays a pivotal role in the development of high-quality farmers.

Macro, medium and micro levels are not isolated, but influence each other. The macro level determines the cultivation direction of the medium and micro aspects, while the medium and micro aspects will promote the macro level's dynamic adjustment through the supervision of feedback mechanism. Compared with the macro level, medium level has a more direct impact on the micro level, as shown by the fact that the stronger the ability of individuals to obtain information from the uploaded policy network, the more conducive it is for individuals to use policies and information to help their own development. This can be confirmed by Spearman's rank correlation coefficient in Table 1, $p = 0.003$, which is less than the significance level 0.05. Therefore it is considered that the degree of individuals' knowledge of the country's various favorable agricultural policies is significantly related to the degree of how ease it is for them to get government subsidies, and the rank correlation coefficient is 0.26, indicating that this correlation is a positive correlation with greater influence. However, this effect is not linear, because the ability of individuals to use policy capital is also affected by a number of other factors, which are explored in detail below.

Table 1

*Easier Access to Government Subsidy Programs * Knowledge of Various National Policies for Agriculture: Cross Tabulation*

I am able to get government subsidy programs relatively easily?	Your understanding of the national policies for agriculture					In total
	Know nothing	Have some understanding	Know well	Quite familiar	Very familiar	
Very unlikely to meet	1	7	0	0	0	8
Not to meet	0	7	3	0	0	10
Generally	2	57	3	1	2	65
More likely to meet	1	23	3	2	2	31
Very likely to meet	0	7	2	2	3	14
In total	(4)	(101)	(11)	(5)	(7)	(128)
Spearman coefficient of rank correlation = 0.260 ($p = 0.003$)						
Gamma coefficient of rank correlation = 0.421 ($p = 0.010$)						

The Macro Level of Policy Capital: The Policy System Has a Direct Impact on the Survival and Career Start of High-quality Farmers

Land circulation policy is directly related to the sustainable and standardized survival ability of high-quality farmers. Land circulation policy refers to the transfer of the land use right, which means that farmers with contracted land management rights transfer the land use right to other farmers or economic organizations. Access to land use rights is a prerequisite for farmers to carry out agricultural production. At present, land circulation is mainly carried out through the government-led platform, and the land transfer procedures are more standardized. When signing contracts, the leaders and the village committee signed the contract under the third-part witness of the agricultural technology center. This makes the signing of contracts more legal and avoids disputes with the villagers. But the duration of land circulation is still a major problem which restricts the development of farmer cooperatives. According to our survey, one-year land circulation contracts account for 31%, followed by five-year and three-year contracts accounting for 25% and 21%, respectively. Whether the land circulation contract can be signed for a long time is related to whether the early investment of cooperatives can be converted into the later income, which affects the enthusiasm of high-quality farmers in production. As Jin Weifeng, chairman of Shanghai Tengda Rabbit Professional Cooperative, said when talking about the short-signature drawbacks of land transfer: “Our biggest capital is the land we have to grow. If the term of land transfer contract cannot be regulated, it will hurt me. There is no development without land to grow”.

Therefor, the land circulation contract policy is directly related to whether high-quality farmers have sustainable and standardized survival ability.

The participation rate, insurance types and payout rates in agricultural insurance policies affect the business survival of highly qualified farmers. The choice of agricultural insurance is an important strategy and way out for farmers to improve their agricultural production returns and effectively deal with various risks in agricultural production. The survey found that 87.7% of high-quality farmers have participated in agricultural insurance, which indicates a relatively high participation rate in agricultural insurance. At the same time, this high participation rate is concentrated in three main types of insurance: catastrophic weather insurance, pest insurance, and revenue protection insurance, while the participation rate of other types of insurance is relatively low, even less than one-fifth. Even so, it builds a guard wire and a safety net for the career development of highly qualified farmers so that they can have the capital to start over when the

unexpected happens. It is through corresponding policy subsidies for high-quality farmers who participate in agricultural insurance, the government effectively guarantees the survival bottom line of high-quality farmers and promotes their career development. As Director Wang of the Jinshan District Science and Education Center put it:

All cooperatives have taken part in agricultural insurance, which covers planting, facilities, diseases and insects, as well as production. For example, if you pay 300 yuan per mu for peach insurance, the government will subsidize half of it, so then you will only pay 150 yuan after signing the insurance policy. In fact, the biggest risk faced by these cooperatives in Shanghai during their development is natural disasters, one is typhoon, one is temperature. Many cooperatives still have weak infrastructure and weak ability to resist natural disasters. (First-hand data from our own research)

Fund support policy: Provide fund solutions for the career development of high-quality farmers.

Fund support policy refers to the fund policy support provided by the government to optimize the industrial structure, promote the transformation of achievements and support the rapid development of enterprises. In the cultivation of high-quality farmers, the fund support policy mainly means that the government provides financial policy support to solve the shortage of funds encountered in the development of high-quality farmers. From the survey, 77.7% of the cooperatives leaders would use bank loans to solve the problem of cooperative capital. This indicates that when high-quality farmers have fund problems, they no longer simply rely on individual solutions such as personal assets or loan from acquaintances; instead, they know how to approach banks, the governments, joint societies and village committees for more diversified financing. The fund support policy has solved the shortage of funds for highly qualified farmers and has played a greater role in helping their career development.

As Director Wang of the Jinshan District Science and Education Center said:

The cooperative loan is very convenient. There are all kinds of loans. Since 2008, we have been helping cooperatives with loan guarantees. They could borrow up to ¥200,000 with a guarantee from the district. Later, if the city can also guarantee, cooperative can loan up to 500 million yuan. This is the guarantee support. The district and the city review it, then recommend it to the bank. The bank sees our guarantee center chapter, and they will handle the loan. We bear 80% of the guarantee, and the bank bears 20% of the guarantee.

The interest rate of the bank is determined according to the degree of the collateral.

If the collateral is very false, its interest rate will go up. Therefore, the bank is very confident about our guarantee, for which the interest is always at the lowest 4.35%, but now it goes down again to 3.85%. It is a low interest rate and a discount interest rate. In the past, the discount interest rate was 80 percent, and then it was 60 percent. So it is almost free to use in the situation of 4 point 8 percent. (First-hand data from our own research)

High-quality farmer training policy: Effectively improve the quality and comprehensive management ability of agricultural leaders. All kinds of training for high-quality farmers meet the various needs of professional farmers to solve the bottleneck of career development and really improve their comprehensive management ability. The survey shows that the training of high-quality farmers covers lots of personnel and a wide range of training contents. 98.4% of the leaders have received training; and the training content covers a very wide range, including professional breeding technology, business management, sales, law, agricultural environmental protection, finance, etc., and also includes academic education and professional title training sections. As Director Zhou of the Training Department of Shanghai Agricultural Broadcasting School said:

Each class has a different goal in our training courses for new types of professional farmers. For example, in the training courses for young farmers, we take innovation and entrepreneurship as our main goal and motivate them to want to do it; and for agricultural managers, who have passed the entrepreneurial period, they should go to the formal way, with

the goal of operation and management, so that they can be “capable”; and for the elite program (like the cooperative leaders), but also on the basis of agricultural business to improve, they have done a good job, but we hope that they want to go out of Shanghai to the whole country, and be able to lead the development of the whole region. Therefore, they should be able to “do well” on the basis of ability, and lead other people to do right. (First-hand data from our own research)

The Medium Level of Policy Capital: The Information Which Individuals Obtain from the Policy Network to Fuel Their Career Development

The ability of an individual to obtain information from the policy network can be reflected by the variable of “knowledge of various favorable policies of the State”, that is, the more individuals know about various national preferential agricultural policies, the stronger their ability is to obtain information from the policy network.

As a whole, high-quality farmers have a good understanding of the national preferential agricultural policies. According to the survey, 78.5% of the high-quality farmers have some understanding of the national preferential agricultural policies and 17.7% of them have a very good understanding of it or are very familiar with it and can get relevant information in the first time. This indicates that the majority of high-quality farmers are aware of the country’s various preferential agricultural policies, that is, the majority of them have the ability to obtain information from the uploaded policy network.

Rely on “official” promotion to understand various national preferential agricultural policies. Government publicity, village meetings and training are the official ways to know the various national preferential agricultural policies, while self-study and other people’s information are the unofficial ways. According to the survey, 69.7% of the respondents understand the national policies on agricultural benefits through official channels, while 30.1% understand it through unofficial channels. Obviously, the official channels are still the main channels to promote the country’s preferential agricultural policies, but personal self-learning and relation network have also begun to play a greater role in understanding the country’s preferential agricultural policies, realizing the combination of official government promotion and personal understanding.

As Guo Yingkui, a high-quality farmer, said in the interview:

I mainly learned about various preferential agricultural policies through the Agricultural Commission and the Training Department of Shanghai Agricultural Broadcasting School. Policy provisions are documented. We have a WeChat group, and sometimes some new policies will be directly posted by Agricultural Broadcasting School’s teachers in the group. You can see them for yourself. If you want to apply and do the project, you follow the requirements to see if you meet them; if you meet the requirements, you can declare. There will be no special meeting on this kind of thing. Some documents are sent out and you see them for yourself. If you think it’s appropriate, you can consult the teacher who is in charge of it. Like we also have our own agricultural association, our president is also better, and we usually communicate with each other and so on. (First-hand data from our own research)

In-depth interpretation of various national preferential agricultural policies and various support measures, which help the high-quality farmers have integrated development in their career. *The larger the cooperative, the deeper the understanding of highly qualified farmers about the national policies for agricultural benefits.* According to the survey, there is a significantly positive correlation between the current operation scale of cooperatives and the understanding degree of high-quality farmers on various national preferential agricultural policies: The larger the scale of the cooperative operation is, the more the cooperative leaders understand the various national preferential agricultural policies. This is because the larger the

cooperative is, the more information it will register in the relevant departments, and local villages, towns and even higher-level counties and cities, etc. and it will also pay high importance to it. When issuing new policies or adjusting the original policies, they will proactively contact the cooperatives' leaders and conduct publicity. Thus, the larger the cooperative, the more the individual's knowledge of the State's preferential agricultural policies.

Gao Weihua, a high-quality farmer, also highlighted the level of cooperatives. He said:

The establishment of cooperatives should be rated by stars. The main rating refers to these aspects: the output value of the cooperative, the closeness of the members, the tightness of the cooperation, the distribution of the surplus, etc. From these aspects to assess whether you can reach the district, municipal or national standards. And your debt-to-asset ratio, the cooperation has it too, as the same as corporations. First of all, the district level is one star, two stars, three stars, and then to the city level, and then to the national level, if you have the assessment that the government will be more inclined, financing and other aspects will be relatively more focused. Take financing as an example, we now have unsecured loans with discount interest. Our state-level cooperative can get ¥10 million in platform financing without collateral. (First-hand data from our own research)

Good relations with the local agricultural committee, township and village cadres can increase the understanding of various national preferential agricultural policies, so that high-quality farmers get more help. Cooperatives are usually located in a village or town, and they directly obtain policy information from the village or town cadres. If they have a good relationship with these cadres, the cadres will explain the policies more actively, which can effectively help high-quality farmers better understand the specific content and scope of application of the policies. When talking about the relationship with the leadership, beekeeper Gu Xinhui also said: "If you have a good relationship with leaders, you can get a lot of benefits in terms of agricultural funds, and some people rely on this to make a fortune".

The head of Huimin Cooperative, Fan Huifeng, was the head of the marketing section of the vice company before he engaged in agriculture. He was assigned to a family farm and later founded an establishment after the merger of agriculture and vice industry. His working experience in the vice company enabled him to accumulate a lot of human capital in the Agricultural Commission, which gave him a great advantage in policy understanding and application. In September 2021, the cooperative sold 180,000 kilograms of rice on the Oriental Shopping platform. Due to the tight time, the processing and packaging of rice were so heavy, which could not be completed even the available workers worked overtime. The cooperative was facing a financial crisis for not being able to deliver goods on schedule. At a critical moment, Mr. Fan applied to the Agriculture Commission for special approval under special circumstances.

I appealed overnight to the leaders of the Agricultural Commission, told them about our difficulties and the real problems. With the help of the leaders, we bought a fully automatic bagging machine from Fujian. The leaders said it is now the end of the year and this project can only be counted in 2022, but the machine can be purchased first because it is a special case. The government is very supportive of us and has solved many of our real problems. (First-hand data from our own research)

Getting acquainted with industry partners can help high-quality farmers to increase their understanding and application of various national preferential agricultural policies. Industry partners are a kind of interpersonal capital that can work in tandem with policy capital to help highly qualified farmers expand their businesses. The survey shows that getting acquainted with the industry partners through the training has a significant impact on the highly qualified farmers' in-depth understanding of the national policies that benefit

agriculture. These industry partners include peers and non-peers. Peers exchange specific policies and norms, including quality inspection, sales channels, etc., while non-peers exchange more of the general direction of policies, including social insurance, agricultural insurance, agricultural facilities land, etc. Multi-party exchanges can help each other better understand the various national policies that benefit agriculture.

High-quality farmer Ma Tian said:

We have an agricultural technology extension service center, called agricultural technology station for short. They will read us policies and guide us on how to prevent and control diseases of pests. They organized a WeChat group for our peers to exchange, including the interpreting of new policies, safety of medication, or organize meetings about quality assurance. They gave us very detailed instructions. We often get together and communicate with each other. (First-hand data from our own research)

At the same time, the study also found that the more highly qualified farmers know about the national agricultural policies, the better they are at establishing contacts with local agricultural research institutes or technical guidance departments such as agricultural universities; the more they are willing to actively participate in cooperative associations or other cooperative organizations, the better they are at communicating effectively and establishing rapport with key customers in the market.

Therefore, it can be considered that the more highly qualified farmers know about the national policies of benefiting agriculture, the better they can establish good connections with the relevant subjects in the policy network and market network, and then effectively promote their career development.

Micro Level of Policy Capital: High-quality Farmers Use Various Favorable Agricultural Policies and Information to Promote the Rapid Development of Their Businesses, and Transform Policy Capital into Various Resources

Policy capital is a kind of empowering capital for high-quality farmers. Through this empowerment, high-quality farmers can deepen their interpretation of various beneficial policies and agricultural information, understand the direction and trend of career development, and make full use of policy capital to promote their economic income, career fulfillment, career satisfaction, and promote the common prosperity of surrounding farmers.

Economic income increases significantly and policy capital is transformed into economic capital. Economic development is inseparable from policy guarantee, and the accumulation and growth of economic capital is also inseparable from the support of policy capital. In the survey, it is found that for high-quality farmers, the government's support and preferential policies are not only an expression of the government's attitude, but also one of the driving forces of their economic income growth.

The survey found that 82.31% of high-quality farmers achieved a significant increase in their annual household income after using policy capital. The ability of highly qualified farmers to obtain low-interest loans is significantly and positively correlated with income level; the better qualified farmers are good at establishing contacts with technical guidance departments, the higher the income level is, and the two also show a significant positive correlation. This is because low-interest loans can reduce the cooperatives' loan costs, and when cooperatives encounter difficulties in development or need liquidity, loans can help them tide over difficulties or further development, thus promoting the income growth. By establishing contact with the technical guidance department, we can obtain more technical guidance for cooperatives, thus promoting the development of cooperatives to improve the quality and increase efficiency.

Therefore, it can be found that most of the highly qualified farmers' household income levels are significantly correlated with low-interest loans and linkages with technical guidance departments through the above analysis, that is, policy empowerment can significantly affect the income of new professional farmers.

High-quality farmers' career satisfaction, sense of honor, and sense of accomplishment are enhanced, and the policy capital promotes the improvement of individual psychological capital. Among the 130 high-quality farmers (cooperative leaders) studied, about 40.8% and 42.3% were highly and very highly satisfied with their current occupation. That is, overall satisfaction with current occupation is high. Through data analysis, it can be seen that the career satisfaction of high-quality farmers is significantly correlated with whether they maintain a good relationship with township and village cadres, whether they can easily get government subsidy projects, whether they are good at obtaining low-interest loans, whether they are good at establishing relations with technical guidance departments, whether they can establish cooperative relations with other business entities and so on; and the more they have access to the above resources, the higher the career satisfaction is. That is, the empowerment brought by external resources such as interpersonal, policy, technology and cooperation significantly affects the satisfaction of new professional farmers.

Shanghai Green Coconut Agricultural Planting Cooperative is one of the beneficiaries of the policy capital. Its director Liu Yongjun received guidance of expert and teachers from major agricultural universities, and participated in a project about promoting agriculture through science and technology when he was researching and developing the "aquaponic" system. Chinese Academy of Agricultural Sciences and Agricultural Commission give different degrees of technical guidance and financial subsidies. In the interview, Liu Yongjun regards "aquaponics" as the greatest achievement of his work in recent years, which is the common pride of both individuals and the cooperatives.

At the same time, the sense of honor and achievement that comes from agricultural business activities has inspired Liu Yongjun to make continuous leap in his career.

I've won some honorary titles over the years of running the co-op, for example, in 2017, I was awarded the title of "Excellent Migrant Workers in Shanghai". This year, I also won the "Shanghai Chief Technician" and "Expert (Master) Studio" from the Human Resources and Social Security Bureau, and the "Chief Technician", "Lian Tang Artisan", "Young Talents" and so on from Qingpu District. These honors are actually a recognition of the enterprise and the individual. With these honors, our enterprise will have extra advantages in doing some projects and competitive bidding. I also love agriculture more and am proud to be a professional farmer. (First-hand data from our own research)

It can be seen that policy capital can make psychological capital get positive accumulation.

High-quality farmers play a radiation-driven role, driving the surrounding farmers to progress and common prosperity. High-quality farmers (leaders in cooperatives) are the leading goose and forerunner among farmers. Policy support and increased policy capital for them will not only improve their own ability and competitiveness, but also radiate and drive the transformation of ordinary farmers into new professional farmers.

For example, there are currently more than 1,200 cooperatives counted in Shanghai, and on average, one cooperative can radiate to two or three agricultural entities. In the production process, it will drive farmers to implement the unification of production standards, unify the use of seeds, chemical fertilizers and pesticides, and help farmers to uniformly sell. At the same time, it drives farmers to update and improve their production skills, enhance their income and development security, and virtually drive farmers to improve their thinking

and concept and promote their transformation into new-style farmers. Liu Yongjun, director of Shanghai Green Coconut Agricultural Planting Cooperative, said:

The method we use now is called the “Unification at both ends, Intermediate contracting”. What is Unification at both ends? We rent land and build it in a unified way. This is the unified head. In addition, unified end means unified sales, unified management and unified agricultural resources. The Intermediate contracting means that our farmers are responsible for the production. How do we engage them in the process? The first condition is affordable prices, and secondly we have to provide reliable security throughout their production process. For example, if their facilities are broken, we will repair them in time. If there is no water or electricity, we will also solve them in time. Timely and in-place security services are very important for them. (First-hand data from our own research)

Highly qualified farmers can also play a good leading role in leading the development of cooperatives into field schools and training for cooperative members, surrounding farmer, thereby improving the overall quality of farmers. In an interview with Zhou, director of the Agricultural Broadcasting School, he said, “This is the ultimate goal of setting up the training course for high-quality farmers (co-op leaders), hoping to give full play to their leading role”. He also mentioned,

They are more knowledgeable after the training, their eyes are open, and they have more resources. Many cooperatives have set up their own field schools, they hire teachers and technicians to train their members according to the development needs of cooperatives, in order to improve their skills and broaden their horizons, and gradually drive the general farmers to improve their own quality. Some cooperatives have even set up party organization departments. (First-hand data from our own research)

Problems in High-quality Farmers Policy Capital Cultivation

Policy capital has played a significant role in the cultivation of high-quality farmers, providing indispensable policy guarantee for the start, survival and development of the career of high-quality farmers. However, there are still some problems, partly due to imperfect policy guarantee, which needs to be further improved.

Social Insurance Cannot Cover Members, and Security Policy Capital Is Lacking

Unlike companies, cooperatives established by high-quality farmers cannot pay five social insurances and one fund for their members and employees. Cooperatives are less attractive to young people because they can't provide basic security. For the purpose of retaining talents, many cooperatives set up a company outside the cooperatives and pay five social insurances and one fund for members and employees in the name of the company, but this may also lead to problems such as unclear accounts between the cooperative and the company. Jinshan District in Shanghai has made more attempts, for example, the district-level model society can pay five insurances and one fund to its members or employees, but not more than three people, and the number of municipal-level model society cannot exceed six people. Although this is a significant improvement compared with the inability to pay, these schemes are still not being implemented in most areas, and even if implemented, the speed and coverage is still very limited and does not effectively meet the security needs of highly qualified farmers.

Few Types of Agricultural Insurance and Low Payout Ratio, Developmental Policy Capital Is not yet Sufficient

The participation rate of agricultural insurance is very high, but many agricultural insurance needs are still not being met. For example, bee industry and some species in aquaculture are not included in agricultural

insurance, and leaders whose business industry is not included in agricultural insurance can only fully bear the losses. Meanwhile, indemnity ratio of agricultural insurance is very low. One of the leaders said that rainstorm in July destroyed the greenhouses and resulted that all the vegetables were flooded, but the amount of agricultural insurance payouts were not even as high as the premiums paid. Part of the reason for this problem is that there are still relatively few agricultural insurers companies in China, with a degree of monopoly that keeps payout ratios low and developmental policy capital for highly qualified farmers inadequate.

Occupational Certificates and Honors Are not Linked to Specific Preferential or Welfare Policies, Encouraging Policy Capital Is Still to Be Improved

At present, the government and Agricultural Broadcasting School have given more professional certificates and honors to the leaders in order to effectively increase the social respect of new professional farmers, and this initiative has achieved better results. Some honors or medal have a high gold content, but they are not very meaningful to high-quality farmers because they can not be linked with preferential policies and welfare policies, and incentive-based policy capital. The encouraging policy capital needs to be further improved.

The Assets of Cooperatives Lack Protection of Legal Institutional

High-quality farmers say that the cooperatives' assets can not be mortgaged, and when the cooperatives face liquidity problems and need loans, they often take their own houses to mortgage. The assets of cooperatives cannot be mortgaged, that is, the value of cooperatives' assets is not recognized. It is also because of the lack of recognition of the cooperatives' assets in the legal system that a large number of agricultural buildings have been forcibly demolished due to illegal and unauthorized construction after the introduction of policies related to agricultural facilities land, and many leaders of cooperatives are afraid to further expand their scale and promote development due to the uncertainty of such assets.

The Initial Stage of High-quality Farmers Has not Received Sufficient Attention, and the Supportive Policy Capital Is not Enough

Leaders of cooperatives have been engaged in agriculture for 4 to 10 years and 10 to 20 years, among which 4 to 10 years accounted for more, and overall the leaders of cooperatives have been engaged in agriculture for a long time. This is mainly because 1-3 years is a two-way selection process of "agriculture and individuals", many people choose to devote themselves to agriculture because of national call, preferential policies and all the business opportunities in agriculture itself. But they often lose all the money and then give up agriculture because of their insufficient knowledge, outdated technology, and inadequate experience. They even warn others not to enter agriculture. This is a fresh force engaged in agriculture, but premature death due to lack of preparation, makes high-quality farmers' reserve force seriously insufficient. When cultivating high-quality farmers, agricultural and Guangzhou universities and the government focused on leaders or high-quality farmers with some achievements, instead of paying enough attention to this early group. They did not pay much attention to these reserve forces who needed more policy help, and the supporting policy capital was insufficient.

Suggestions on Improving Policy Capital in Cultivating High-quality Farmers

In the cultivation of high-quality farmers, we need to constantly perfect the policy capital, improve the policy information network, and better play the supporting role of policy capital.

Expand the Coverage and Improve Subsidies of Social Insurance

At present, only Jinshan District in Shanghai is gradually trying to let cooperatives' members to pay for the urban workers' social insurance, which is also named the five social insurances and one housing fund. But the exploration process is very slow, and a limited number of people are allowed to participate. It is very hardly to attract the masses of young people involved in agriculture. Therefore, we should expand the number of members who can pay the five social insurances and one social insurance fund, and even the leaders and members should be fully included in the scope of urban employees' social insurance. At the same time, we will provide subsidies to commune members who participate in the five social insurances and one pension fund programs or to new professional farmers who participate in the social insurance programs for urban and rural residents, and the level of subsidies is appropriately increased to reduce the pressure to participate in insurance.

Expand the Strength and Scope of Agricultural Insurance

Agriculture urgently needs agricultural insurance to provide a safety net for it because it is affected by the natural environment and has higher risks. However, many insurance companies are reluctant to carry out agricultural insurance because of the low insurance rate and high loss rate, and the companies that carry out agricultural insurance will lower the level of claims due to the relatively small competitive pressure, so that the role of agricultural insurance is just a drop in the bucket, and can not play the role of protection. In addition, the types of agricultural insurance are relatively few; honeybee industry, aquaculture and other aspects have not been included in the coverage of agricultural insurance, so that the leader can only be fully responsible for the loss. Therefore, the types of agricultural insurance policies should be increased according to the actual situation, and the payout level should be appropriately increased, so that agricultural insurance can really play the role of protection.

Social Respect Is Linked to Specific Policies that Benefit Agriculture

In the past, farmers were considered an identity, but today, this "identity" is gradually being transformed into a "profession", and this transformation is inseparable from the various professional certificates, honors and medals that highly qualified farmers have received. The government has effectively improved the social respect of high-quality farmers by allowing them to obtain various honors or attend various meetings as representatives, but the social respect has not been linked with specific policies to benefit agriculture, that is, the social respect is still in name, but has not provided practical help to high-quality farmers. At the same time, their recognition is not high because these certificates and honors are not linked to specific preferential or welfare policies, therefore, these certificates and honors should be linked to social security subsidies, loan lines, discount rates and so on in order to effectively improve social respect and recognition. For example, Jinshan District has linked the social security subsidy policy with the certificate of high-quality farmers, and effectively promoted the process of high-quality farmers cultivation.

The Establishment and Improvement of Legal System

At present, the current agricultural laws in our country are mainly based on the principle stipulations. Although the importance of farmer cultivation has been emphasized, it lacks maneuverability and should formulate systematic farmer cultivation regulations and supporting system. At the same time, existing laws and regulations also need to be further improved, including refining the cultivation subjects, and the criteria and conditions for high-quality farmers, so as to make them more practical, and also to adjust and introduce new laws and regulations in a timely manner according to changes in national conditions.

Improve the Cultivation and Management Mechanism

The cultivation of high-quality farmers is a strategy that requires joint deployment and action of multiple sectors. However, there is a phenomenon of “absence” or even “shirking responsibility” in the current cultivation work. When leaders or other high-quality farmers need to handle business or consult on certain situations, they are often pushed from one department to another, running back and forth between departments, wasting time and energy, but the problem is still not solved. A separate department can be established, which is mainly responsible for the cultivation of high-quality farmers. At the same time, by integrating various forms of professional farmer management institutions and training organizations, we can realize resource reorganization and establish network and dynamic management and evaluation mechanism. Government also needs to change its functions from “control” to “guidance” and from “control” to “service”. All departments should also clarify their responsibilities and establish a smooth vertical and horizontal cooperation mechanism.

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