

A Century of Changes in the Policy of Fiscal Support for Agriculture under the Leadership of the Communist Party of China

——Based on a historical institutionalism perspective

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ABSTRACT

Financial support for agriculture is an important policy decision of the Communist Party of China to consistently support agricultural development. Based on historical institutionalism, looking at the evolution of the policy of fiscal support for agriculture over the past hundred years since the founding of the party, each stage can be roughly divided into: from "rent reduction and interest reduction" during the war, "scissors difference" after the founding of the People's Republic of China to absorb agricultural resources, to diversification of financial investment, the implementation of "more giving, less taking, and revitalization" for agriculture, and high-quality development in the new era. In the new journey of comprehensively advancing the strategy of rural revitalization, the future fiscal policy of supporting agriculture should continue to adhere to the leadership of the Communist Party of China, attach importance to the government's policy traction and the role of the market in resource allocation, actively respond to the demands of people's livelihood, enhance the endogenous development momentum and capacity of rural areas, and promote the good order change of the fiscal policy of supporting agriculture.

KEYWORDS

Financial support for agriculture; Policy changes; Logic of transition; Historical institutionalism

1. INTRODUCTION

The report of the 20th National Congress of the Communist Party of China emphasized that "the most arduous and onerous task of comprehensively promoting rural revitalization and building a modern socialist country in an all-round way is still in the countryside." Since its inception in 1921, the party has always been the core force of China's national governance and governance system changes, in the party's development process of more than 100 years, the party's guidelines and policies are inseparable from the development of China's governance system, especially the financial support for agriculture policy established by the party and gradually improved, after various stages of exploration, and always maintain the historical logic of national governance. The close coupling of theoretical logic and practical logic has promoted the development of agriculture and rural areas to continuously achieve historic achievements, and has profoundly influenced and changed the lives of hundreds of millions of peasants in China.

Financial support for agriculture is an important means and way to promote the development of agriculture and rural economy, guarantee and improve the lives of farmers, specifically refers to the national or local government through financial means, the implementation of investment, subsidies, preferential policies in agriculture, rural areas and other fields, support the development of

agricultural production, promote rural economic growth and increase of farmers' income, the policy of financial support for agriculture contains a huge policy system, such as the rural land system, grain price system, agriculture-related tax system and rural financial system and other types. In the following article, with the help of the historical institutionalism analysis paradigm, we will sort out the changes in the policy of financial support for agriculture since the founding of the party, extract the logical factors affecting the changes of the system, and specifically analyze the generation, survival and change of the system, which is of great theoretical and practical significance for strengthening the confidence in the road, theory and system of socialism with Chinese characteristics, and promoting the quantitative and qualitative development of agriculture in the new era.

2. LITERATURE REVIEW AND ANALYSIS FRAMEWORK

2.1. Literature Review

At present, the academic community has carried out in-depth research on the policy of fiscal support for agriculture, mainly focusing on the theoretical support, historical evolution, policy principles, shortcomings and optimization ideas, and empirical analysis of the impact of the policy on the implementation of the policy. First, most scholars focus on the summary and description of historical data, and summarize the achievements and experiences made after the implementation of the policy [1-4], among which there are different opinions on the division of policy stages, some scholars take the 1994 tax system reform as the basis for stage division, but there are also views on the stage division based on the comprehensive development of agricultural tax and fee reform in 2004; second, from the perspective of political economy, the discussion and analysis of the domestic economic situation reflected in the century-long process of policy evolution [5-7]; The third is to focus on the analysis of a specific agricultural system in fiscal support for agriculture and agriculture-related policies from the perspective of historical institutionalism [8, 9]. By combing through the relevant literature, the existing research on the change of fiscal support for agriculture policy can be said to be fruitful, but the analysis of the logic of the evolution of fiscal support for agriculture policy is relatively simple, and does not involve the introduction of theoretical perspective and the construction of analytical framework. Based on this, this paper introduces the analytical paradigm of historical institutionalism, and will focus on the following specific issues: the historical changes of fiscal support for agriculture policy from the perspective of historical institutionalism, the logical interpretation of policy changes, and the future prospect of fiscal support for agriculture.

2.2. Analytical Framework

North once said, "History is important not only because we can learn from the past, but also because the present and the future are connected to the past through the continuity of a social system." The choice between today and tomorrow is determined by the past, which can only be understood if it is seen as a historical process of institutional evolution. [10] As an analytical paradigm for analyzing the evolution of institutions, historical institutionalism takes the system itself as an independent variable, and starts from the perspective of "old system and new system", aiming to conduct historical analysis and situational analysis of the process of institutional change, which provides a feasible path for studying the logic of institutional change.

Generally speaking, the process of institutional change consists of three cyclical links: institutional generation, institutional continuity, and institutional change. In the theoretical paradigm of historical institutionalism, the institutional situation, path dependence, and key nodes can be used as logical entry points to analyze the logic of institutional change.

3. THE EXPLORATION TRAJECTORY OF THE POLICY OF FISCAL SUPPORT FOR AGRICULTURE

Taking history as a mirror, we can know the rise and fall. Since its founding, the party has continued to introduce relevant policies and plans around the three rural issues, until the report of the 19th National Congress of the Communist Party of China was held, and finally under the leadership of the party, the countryside gradually moved towards the bright development road of "rural revitalization". In the process of continuous improvement of the policy system of fiscal support for agriculture, on the one hand, the party and the state are striving to achieve the goals of agricultural growth, increasing farmers' income and agricultural modernization, and on the other hand, due to the multiple influences of the country's political situation, economic development level, financial situation, governance capacity, institutional environment and strategic positioning, the policy of fiscal support for agriculture has also undergone complex and tortuous evolution. Based on this, the evolution process of the fiscal support for agriculture policy can be divided into the following five stages.

3.1. 1921-1948: The Initial Exploratory Stage of the Policy of Fiscal Support for Agriculture

In the early days of the founding of the Communist Party of China, when the theory and system were not yet perfect, the party's research on agricultural policy was still in a state of trying and exploring, but the party's concern and attention to agricultural and rural issues remained the same. In 1925, the "Resolution on the Present Political Situation in China and the Appointment of the Communist Party" pointed out that transitional policies such as rent reduction, water conservancy rectification, tax reduction, and salt tax reduction should be implemented [11]. In 1927, the Chinese Communist Party shifted its focus to the countryside and carried out a widespread agrarian revolution, that is, confiscating landlords' land and distributing it to landless and landless peasants. In 1937, the Kuomintang and the Communist Party established the anti-Japanese national united front, and in the face of the new political situation, the Luochuan Conference held by the Party in August 1937 adopted the "Ten Programs for Resisting Japan and Saving the Country", and officially implemented the policy of "reducing rent and interest" [12]. After the victory of the War of Resistance Against Japanese Aggression, the Communist Party of China (CPC) chose to continue the policy of rent and interest reduction during the War of Resistance against Japanese Aggression, and at the same time decided to carry out land reform in the old liberated areas such as Jinsui and Northeast China, and in May 1946, the "Instructions on the Land Question" clearly pointed out that the CPC firmly supported the masses in acquiring land from landlords and "realizing that the cultivators have their land" [13]. In September 1947, the National Land Conference of the Communist Party of China adopted the Outline of China's Land Law, which stated that the rural peasant associations should distribute the surplus livestock, farm tools, houses, grain, and other property of the landlords and rich peasants to the poor who lacked property [14]. From the founding of the party to the founding of the People's Republic of China, the policy of financial support for agriculture began to take shape, mainly to serve the agrarian revolution. At this stage, the party is faced with a special political situation, and the policy idea is to win the support of the broad masses of the people as much as possible by reducing rents and interest rates and dividing land and land, and to unite all forces that can be united to carry out struggles and consolidate political power, and land is the foundation of all policies to support agriculture. Although the exploration of the policy of fiscal support for agriculture by the Communist Party of China at this stage has just begun, and the effect of benefiting farmers is limited, the logical direction of its policy formulation also provides a reference for the formal establishment of the policy later.

3.2. 1949-1977: The Tortuous Development Stage of the Fiscal Support for Agriculture Policy

At the beginning of the founding of New China, the level of agricultural development was low, and the Party Central Committee believed that it was necessary to restore agricultural production and the vitality of the national economy as soon as possible, and transition from wartime finance to construction finance, so it continued to carry out land reform after the founding of the People's Republic of China, and passed the Land Reform Law of the People's Republic of China in 1950, abolishing the feudal land ownership system and initially establishing the collective ownership system of rural land [15]; This measure made the enthusiasm for agriculture unprecedentedly high, and the national financial policy of supporting agriculture was also strengthened. The total amount of financial support for agriculture has fluctuated and increased. At the same time, agricultural cooperation arose, and in 1951 and 1953, two "Resolutions on Agricultural Mutual Assistance and Cooperation" were issued. In 1953, in order to reverse the development situation of "one poor and two white" in New China as soon as possible, and transform from an agricultural country to an industrial country, the state made a strategic choice of giving priority to the development of heavy industry and the development of resource-inclined cities, and issued the "Resolution on the Implementation of Planned Grain Procurement and Planned Supply", which stipulated that the state purchased peasants' grain at low prices through unified purchase and sales [16], and absorbed a large number of agricultural resources for industrialization through the "scissors difference" in the price of industrial and agricultural products. In 1978, the state drew a total of 600 billion yuan in agricultural funds for industrialization, and the subsidies for agriculture were far less than those for agriculture [17]. In August 1955, the Interim Measures for the Unified Purchase and Marketing of Grain in Rural Areas and the Interim Measures for the Rationing of Grain Supply in Cities and Towns were promulgated, further strengthening the policy of unified purchase and marketing of grain [18].

From the founding of the People's Republic of China to the beginning of reform and opening up, the scope of the financial policy system for supporting agriculture has gradually included the important content of the grain price system in addition to the basic agricultural land system, but on the whole, the level of financial support for agriculture is low, and the form of supporting agriculture is relatively simple, mainly focusing on the support for agricultural production and infrastructure construction, and lacking expenditure on rural cultural and health construction. The strength of agricultural development is still dominated by the vast number of peasants themselves and peasant collectives, the peasants' burdens are heavier, the state's goals and tasks for the policy of financial support for agriculture are not clear, and in addition, the state has just been founded, and the state's governance capacity and financial resources have not yet been able to give support, under the financial management system of unified revenue and expenditure during the period of planned economy, the policy of financial support for agriculture is subordinated to the overall strategic situation of giving priority to the development of heavy industry, and the situation of "heavy industry suppressing agriculture and emphasizing cities over rural areas" has existed for a long time, and agriculture has made great contributions to the development of industrial construction. The weak foundation of China's agricultural development is, to a certain extent, the institutional root cause of the deterioration of China's "three rural" problems and the problem of urban-rural dual structure.

3.3. 1978-1993: The Stage of Reform and Adjustment of the Policy of Fiscal Support for Agriculture

In 1978, the Third Plenary Session of the 11th Central Committee of the Communist Party of China kicked off the prelude to reform and opening up. In the reform work centered on economic construction, the reform of the rural economic system is the primary task, and the support policies for the "three rural" areas have also been continuously strengthened. In 1979, the "Decision on Several Issues Concerning Accelerating Agricultural Development" proposed that in the next three to five

years, the proportion of agricultural investment in the total investment in infrastructure construction would gradually increase to 18 percent, and the proportion of fiscal expenditure on supporting agriculture in the total state financial expenditure would gradually increase to 8 percent [19]. At the same time, it was pointed out that it is necessary to adjust the original rural financial policies to provide more convenience for the rural commodity economy. Since the implementation of the financial management system of "dividing revenue and expenditure and contracting out the whole work at different levels," the pressure on the state's fiscal revenue and expenditure has increased, the fiscal expenditure on agriculture has decreased, the "Circular on the Restoration of the Agricultural Bank" has been issued, and the development of rural credit cooperatives has been vigorously accelerated [20]. In 1979, the Third Plenary Session of the 11th Central Committee of the Communist Party of China decided to raise the unified purchase price of grain in an all-round way while relaxing various policies in rural areas, and the unified purchase price of six kinds of grain in the country was 20.86% higher on average [21]. Since then, the party and the state have raised the purchase prices of grain, oil and other agricultural products six times, and the state has subsidized the difference between purchase and sales. The 1993 enactment of the Agricultural Law of the People's Republic of China clarified the state's responsibilities for supporting agriculture in the areas of agricultural science and technology, education, and resource and environmental protection [22], providing a strong legal guarantee for the policy of fiscal support for agriculture. At the same time, in order to promote the development of the rural economy, the party is also actively promoting diversified funding channels for supporting agriculture.

From the reform and opening up to the reform of the tax-sharing system, the connotation of the policy system of fiscal support for agriculture has been further enriched, the rural financial system has been advocated, and the channels of funds have been opened, and the amount of input in fiscal support for agriculture has increased significantly compared with the previous stage. At this stage, in addition to directly increasing the amount of financial support for agriculture, the state also indirectly subsidized the peasants by raising the unified purchase price of agricultural products, appropriately alleviating the negative impact of the excessive absorption of agricultural resources in the previous period, and striving to coordinate the dual relationship between urban and rural areas and promote the balanced development of industry and agriculture. At the same time, the use of financial funds to support agriculture has also covered a wider area, in addition to ensuring a large amount of investment in agricultural infrastructure construction, the three expenditures on agricultural science and technology have gradually risen, and the expenditure on public affairs such as education, sports, culture, and health has also been included in the scope of supporting agriculture. In general, compared with the previous stage, the CPC Central Committee has initially clear tasks and relatively clear goals for the policy of financial support for agriculture, and attaches more importance to the level of investment and channel methods of financial support for agriculture, but the capital structure and transformation efficiency of financial support for agriculture need to be further discussed and improved.

3.4. 1994-2011: The Stage of Structural Improvement of the Fiscal Support for Agriculture

In 1994, under the guidance of the central government's strategic plan of "comprehensively advancing and making breakthroughs in key areas", China's economic system reform entered a new stage, and the distribution relationship between the central and local governments was adjusted accordingly, promoting positive changes in the policy of fiscal support for agriculture. On the one hand, the socialist market economic system has just been established, the growth rate of financial support for agriculture is very fast, the party's thinking on the handling of the "three rural" affairs has become clearer, and a series of financial support policies for agriculture have been actively carried out. On the other hand, the central authorities are also concerned about the fact that the reform of the tax-sharing system has brought a heavy tax burden to the peasants and that many contradictions have arisen in rural society, so in March 2000 they promulgated the "Circular on Carrying Out the Pilot

Work of Rural Tax and Fee Reform" to take the lead in carrying out the reform of rural taxes and fees in Anhui, unifying the agricultural tax rate, abolishing the "three mentions and five unifications" and various apportionment fees and fund-raising fees, and allowing the central government to make up for the reduced fiscal revenue at the grassroots level through fiscal transfers [23]. In 2003, the reform of agricultural taxes and fees was carried out in full swing, and in 2004, the agricultural tax rate was reduced from 7% to 5%. In the same year, the Fourth Plenary Session of the 16th Central Committee of the Communist Party of China was convened, emphasizing that after industrialization reached a certain level, industry would feed agriculture, cities should support rural areas, and coordinated development would be a general trend [24], laying the foundation for the transformation of the fiscal policy of supporting agriculture to the principle of "giving more, taking less, and letting go". Since 2004, the CPC Central Committee has issued important instructions on the "three rural" issues through the No. 1 Document of the Central Committee every year, and the return of the No. 1 Document of the Central Committee has continued to promote agricultural modernization. In 2004, the central authorities successively promulgated the minimum purchase price and the policy of temporary grain purchase and storage, and the government entrusted qualified enterprises to enter the market to purchase grain at prices that were unfavorable to the peasants, and to make up the difference, so as to protect the peasants' enthusiasm for production. Since 2006, the "Regulations of the People's Republic of China on Agricultural Tax" have been abolished, and the agricultural tax of more than 2,600 years has officially come to an end [25]. After the abolition of agricultural tax, the Party Central Committee continued to innovate the agricultural subsidy system, and in 2009, the No. 1 Central Document pointed out that it was necessary to implement subsidies for improved seeds, subsidize eligible agricultural machinery, and establish an agricultural subsidy system based on the "four subsidies".

After the reform of the tax sharing system in 1994, China's financial policy system to support agriculture has entered a new and important stage, during this period, the policy of financial support for agriculture and benefiting farmers has been introduced the most, and the investment funds of financial support for agriculture have grown the fastest, and the policy of financial support for agriculture follows the principle of "giving more, taking less" or even "not taking". The structure of fiscal expenditure to support agriculture has become more and more rational, the expenditure on agricultural infrastructure has increased steadily, and the investment in rural education, new rural cooperative cooperative system, and new rural insurance has shown an upward trend year by year. The ways of financial support for agriculture tend to be diversified, agricultural taxes have been abolished, and the "four subsidies" have been increased, thus achieving a structural improvement in the policy of financial support for agriculture.

3.5. 2012 to the Present: The High-Quality Development Stage of the Fiscal Support for Agriculture Policy

Since the 18th National Congress of the Communist Party of China, the Party Central Committee with General Secretary Xi Jinping as the center has issued the No. 1 Central Document every year to indicate the latest agricultural development direction and goals, and the policy of financial support for agriculture in the new era is still the key content of the No. 1 Central Document. The 19th National Congress of the Communist Party of China put forward the strategy of "rural revitalization", which is a major decision of the Party Central Committee in the new era. Under the leadership of the Communist Party of China, the content system of the fiscal policy of supporting agriculture at this stage has become more scientific and reasonable, the capital system has become more stable and efficient, and it has steadily entered the stage of high-quality development.

In 2012, the first document of the Central Committee highlighted the deployment of agricultural science and technology innovation, and put forward the policy of "one connection and two coverage" for the reform and construction of the grassroots agricultural technology extension system, that is: the salary of township agricultural technicians should be connected with the average income of local

institutions, and the grassroots agricultural technology extension system reform and construction demonstration county project basically covered all agricultural counties, and the construction project of agricultural technology extension institutions covered all towns and towns. In view of the weak links restricting agricultural technology extension services, the central government has allocated 2.6 billion yuan for the reform and construction of the grassroots agricultural technology extension system, an increase of 225% over the previous year, basically covering all agricultural counties in the country. After the convening of the 18th National Congress of the Communist Party of China, the No. 1 Central Document of 2013 and 2014 proposed subsidies for the implementation of key technologies for agricultural disaster prevention, mitigation, stable production and production increase, and encouraged farmers to apply major technologies that have been proven to be effective in preventing and reducing disaster losses and promoting stable and increased grain production through subsidies. According to the deployment of the first document, one of the important investment directions of financial support for agriculture in 2015 and 2016 is to adhere to agriculture and rural areas as a priority area of fiscal expenditure at all levels, accelerate the establishment of a stable growth mechanism for investment, continue to increase fiscal agricultural and rural expenditure, and continue to tilt central infrastructure investment towards agriculture and rural areas, and increase expenditure on rural human settlements, public services, agricultural structure optimization and comprehensive reform. In 2018, the No. 1 document of the Central Committee emphasized the importance of finance and finance to agricultural and rural development. In 2019, the No. 1 document of the central government proposed to establish a government investment mechanism based on local governments and subsidized by the central government, and arrange special funds to improve the living environment in rural areas and improve toilets in rural areas. In 2020 and 2021, the need to increase financial investment in agricultural science and technology and modernization was once again emphasized. In 2022, it is proposed to promote the construction of digital villages and promote the application of information technology in the agricultural field. In 2023, it will be emphasized to strengthen the support of agricultural science and technology and equipment. At the same time, the financial support for agriculture has gradually formed a long-term mechanism for steady growth. Since 2013, the state has proposed to strengthen the effective coordination of fiscal and tax leverage and financial policies, and in 2015, it has actively promoted the reform of the rural financial system and strengthened rural inclusive finance. In 2016, it was proposed to accelerate the construction of a multi-level, wide-coverage and sustainable rural financial service system, and fully activate the rural financial service chain; In 2017, it was proposed to accelerate rural financial innovation and strengthen the restraint mechanism; In 2018, it emphasized the need to improve the level of financial services and improve the financial system suitable for the characteristics of agriculture and rural areas. In addition to the above measures, the government has also implemented innovative measures such as agricultural futures and options and multi-level capital markets to ensure the operation mechanism of agricultural funds.

Since the 18th National Congress of the Communist Party of China, as socialism with Chinese characteristics has entered a new era, the policy system of fiscal support for agriculture has also entered a stage of high-quality development, and the equalization of public services and agricultural modernization have been continuously promoted. On the one hand, more attention should be paid to serving the national strategy and overall layout, and on the other hand, attention should be paid to the application and promotion of agricultural science and technology, emphasizing the efficient, green, coordinated and innovative development of agriculture. At this stage, the financial support for agriculture adheres to the principle of "giving more, taking less, and letting go", and continuously increases investment in agricultural infrastructure construction, rural social undertaking development, and improvement of rural living environment, which has promoted the great victory of poverty alleviation and building a moderately prosperous society in an all-round way, and has also laid a solid foundation for the realization of the rural revitalization strategy.

4. THE LOGIC OF THE CHANGE OF THE POLICY OF FISCAL SUPPORT FOR AGRICULTURE

By systematically combing the evolution of the policy, it is found that the policy of fiscal support for agriculture has the characteristics of dependence on national governance and historical continuity, and the change process of the policy of fiscal support for agriculture shows how the Communist Party of China has led the people step by step to achieve fruitful results in the face of different economic situations and development stages since its establishment, reflecting the governance concepts of the party and the country in various periods, and has the internal logic of institutional changes. Based on this, from the perspective of historical institutionalism, this study will explain the logic of the change of fiscal support for agriculture policy from the perspective of historical institutionalism, focusing on the institutional situation, path dependence, and key nodes.

4.1. Institutional Context: The Structural Dynamics of Institutional Generation

Any system is in the structural relationship between it and related factors, which are the specific situations faced by the system in the process of development and change, and their structural interaction with the system constitutes the structural driving force of the system generation [26]. As a policy of fiscal support for agriculture that connects the political, economic and social fields, it faces institutional situations that include basic political, economic and social systems, as well as ideologies, ideologies and other factors.

First, the interaction between the national macroeconomic system and the changes in the policy of fiscal support for agriculture. The macroeconomic system is concerned with the basic rules of production, exchange and distribution, and is also a collection of basic political and economic systems under the framework of the Constitution [27]. During the war period before the founding of the People's Republic of China, in order to gain the support of the vast number of peasants and form a revolutionary united front, the Communist Party of China implemented the policy of rent reduction and interest reduction, which promoted agricultural production and obtained important materials for the revolution at the same time. In the early days of the founding of the People's Republic of China, under the pressure of domestic economic development and the international environmental situation, industrialization was accelerated, and the formation of an industrial system became an inevitable institutional choice, and agriculture became a blood transfusion; After the implementation of reform and opening up, with economic construction as the center, the industrial system was basically formed, and rural reform became the center of gravity, the Party Central Committee began to gradually raise the price of agricultural products, increase agricultural input and subsidies, and promote the rapid development of agriculture; Later, in terms of finance, in order to coordinate the power relationship between the central and local governments, the state implemented the reform of the tax sharing system, but caused the excessive tax burden on farmers, so it was decided to carry out the reform of agricultural taxes and fees, and gradually abolish the agricultural tax.

Second, the interaction between relevant political variables and the change of fiscal support for agriculture policy. Historical institutionalism analyzes institutions and other factors in a causal chain, focusing on socio-economic and ideological distributions. The policy of fiscal support for agriculture is driven by a certain economic level, ideology, and ideological concepts. Specifically, with regard to the policy of fiscal support for agriculture, in terms of economic level, after the founding of the party and New China, the level of social and economic development has continued to improve, and the policy of fiscal support for agriculture as a financial system, the total amount of input and the proportion of the state's fiscal expenditure have continued to increase, economic prosperity will promote agricultural development, and the gradual strengthening of the policy of fiscal support for agriculture is an inevitable development trend. At the same time, in the grassroots areas, the broad masses of peasants have a high degree of recognition of "integration" and "revolutionization," and the ideology of the upper echelons and the ideological concepts of the peasants at the bottom have

influenced each other, thus enabling the smooth implementation of the strategy of giving priority to the development of heavy industry. After the implementation of reform and opening up, "taking economic construction as the center" became the constructive ideology of the party and the state, and "emancipating the mind and seeking truth from facts" and "practice is the only criterion for testing truth" struck at and broke people's rigid mode of thinking, and created conditions for promoting the reform of the planned economic system and the development of agriculture. Since the 18th National Congress of the Communist Party of China in 2012, General Secretary Xi Jinping has repeatedly emphasized and expounded the scientific concept of "lucid waters and lush mountains are invaluable assets", which has become a craze, promoting the formation of a new concept of rural development and ecological protection for the people, and the intensity, breadth and depth of the implementation of financial support for agriculture policies have been enhanced.

Third, the interaction between institutional actors and policy changes. Historical institutionalism argues that the values, interest judgments, and goal choices of institutional actors are crucial to policy development, and that strong actors tend to have greater influence on policy formulation and change. As the core leading body of the Party, the Central Committee of the Communist Party of China must respond to the interests of the ruling party and reflect the party's class will and political goals. At the same time, local governments and grassroots practitioners will continue to give feedback on the effectiveness and value of the system to complete the innovation of the system. For example, at the beginning of the reform and opening up, peasant households were the main body of policy implementation, and they took the lead in experimenting with "package production to households" in rural areas, creating a precedent for the household contract system. However, at first, the central level did not have the same views on this, and when Deng Xiaoping, Wan Li, and others went to the grassroots level to inspect the grassroots, they found that the problem of food and clothing for the peasants could indeed be effectively solved, and finally in the No. 1 document of the central government, clear instructions and support for the "package production to households" provided an important impetus for promoting the implementation of the household contract system. It can be seen that policy change cannot be separated from the actual actions of rural households, nor can it be separated from the leadership of policymakers.

4.2. Path Dependence: The Historical Inertia of the Existence of the System

In the process of the evolution of the system, the fixed costs brought about by the construction of the system itself will produce the inertia that makes the system run in a given direction. Path dependence emphasizes the importance of the initial establishment of the system and the cost of institutional correction, and if the initial system design is scientific, the institutional change is more likely to enter a virtuous circle. If the system is not scientifically designed, the system may fall into a vicious circle of "inefficiency" over time [28]. This is because the system is actually driven forward by the dominant and powerful interest groups. The policy of fiscal support for agriculture has undergone a tortuous process of change, and an important reason for the twists and turns is that the policy of fiscal support for agriculture involves a wide range of stakeholders, including farmers, central and local governments, and many interest groups, etc., and these subjects often form a certain pattern of interests in the process of policy implementation, hindering further changes in the system. In order to give full play to the effectiveness of the policy of fiscal support for agriculture, it is necessary to properly handle the distribution of financial and administrative powers of the central and local governments in the process of supporting agriculture, as well as the issue of the relationship between their interests in the field of financial support for agriculture. Due to the initial choice of the CPC Central Committee for the financial management system, the starting point of the reform of China's financial and taxation system has always been to adjust the distribution of financial powers, and the division and definition of powers have always been unclear, and the operability is weak, showing the characteristics of "emphasizing the adjustment of financial powers and neglecting the distribution of

powers", which has made the policy of financial support for agriculture fall into a relatively "inefficient" dilemma.

After the founding of New China, under the highly centralized financial management system of "unified revenue and expenditure," a pattern of "agriculture and labor, and rural areas supporting cities" was formed, and the proportion of financial investment in agriculture was very small, resulting in insufficient self-accumulation capacity of agriculture and a very slow agricultural development [29]. However, the beneficiary groups of the system will gradually evolve into interest groups, and in order to protect their own interests, they may hinder the reform of the agricultural system, and make the financial support for agriculture fall into an impasse of inefficient or even ineffective use. After the reform and opening up, although the state has been trying to reform this problem, it has not been able to completely correct it due to the huge inertia of policy barriers and the influence of industrial priority development and urbanization thinking. In the reform of the tax-sharing system, local governments are excessively concentrated in the central government, but agricultural power is delegated to the local government, which leads to problems such as insufficient financial support capacity of local governments to support agriculture and difficulty in matching funds, and leads to the dependence of local governments on transfer payments from the central government. There is a serious asymmetry between the fiscal power and fiscal power between the central government and the local government. In addition, driven by the "GDP supremacy doctrine", when local governments pursue political performance, they often allocate financial support funds according to the optimal choice of local interests, and invest funds in some areas with high significance, quick results, and easy to produce political performance, such as "hard" public goods that can be seen in non-agricultural industries and towns, while "soft" public goods (such as agricultural scientific research, agricultural technology promotion, etc.) have not received due attention, which reduces the utilization efficiency of fiscal support for agriculture.

4.3. Key Node: The Opportunity Structure of Institutional Change

Historical institutionalism emphasizes the role of the "key node" in the period of fracture generation, which often arises when major changes occur in the political and economic fields of the country, and provides many exploration opportunities, directions and impetus for the evolution of the system in the reshaping of the institutional order.

Under the leadership of the Communist Party of China, the policy of fiscal support for agriculture has seen four major key nodes in the process of change. The first key node was the founding of the People's Republic of China in 1949, before the founding of the People's Republic of China, the foundation of agricultural production was weak, the poverty of farmers was serious, and the policy system of financial support for agriculture had not been formally established. The second key node was the 1953 "Resolution on the Implementation of Planned Grain Procurement and Planned Supply", the main purpose of which was to vigorously promote industrialization with the "scissors difference" in the prices of industrial and agricultural products. The third key node is the reform of agricultural taxes and fees, in 2001 gradually carried out the pilot work of agricultural tax reform, in 2006 the formal abolition of agricultural taxes, the distribution relationship between the state and farmers has undergone epochal changes, effectively promoted the farmers' burden reduction and income increase and the sustainable development of the "three rural", the goal of financial support for agriculture has obviously changed to "give more, take less, and live". In 2017, the 19th National Congress of the Communist Party of China proposed to vigorously promote the realization of "rural revitalization", and in 2021, it was announced that it would win the battle against poverty. For example, the CPC Central Committee is committed to establishing a long-term and holistic development mechanism in rural areas through the implementation of rural subsistence allowances and rural social insurance, and promoting the better integration of fiscal support for agriculture and rural revitalization.

5. THE FUTURE PROSPECT OF THE POLICY OF FISCAL SUPPORT FOR AGRICULTURE

Mr. Sun Yat-sen once pointed out: "The trend of the world is mighty, and if you go with it, you will prosper, and if you go against it, you will die." "In the face of the new situation, new challenges and new tasks in agricultural and rural work, we must clearly understand the current historical trend of industrialization, urbanization, marketization, and globalization and the general direction of the times. On the road of socialist agricultural development with Chinese characteristics, the policy of financial support for agriculture under the leadership of the Communist Party of China must firmly adhere to the direction of socialist development and adhere to the leadership of the Communist Party of China. If we look forward to the future with the logic of past choices, the policy of fiscal support for agriculture will be an institutional arrangement that resonates with the times and conforms to the economic concept and social justice under the goal of harmony of interests.

5.1. Government Leadership: Improve The Efficiency of Financial Investment

The policy of fiscal support for agriculture is a compulsory system change, which is indispensable for the promotion of the party and the government, and it is necessary to clarify the leading role of the central government and the dominant position of local governments. At present, the policy of fiscal support for agriculture has entered a stage of high-quality development, and its institutional innovation must be realized by the government and stakeholders from both exogenous and internal levels.

The central government should give full play to its authoritative position and dominant position in the allocation of resources, proceed from the overall situation of agricultural development and the overall goal of the national economy, actively promote the innovation of the policy of financial support for agriculture, rationally use power and resources, control and guide the process of change in the policy of financial support for agriculture, make clear plans for the financial and administrative powers of the central and local governments, and reduce the behavior of local governments in crowding out funds and changing the use of funds. The long-term interests of the central government and farmers' organizations are aligned, so the central government should take the initiative to pay attention to the disadvantaged groups in farmers' organizations, design reasonable systems, establish institutions and mechanisms that can enable farmers to smoothly express their preferences and demands, and use self-reinforcing mechanisms, such as systematic learning, collaboration and adaptation, to form socially consistent actions. At the same time, the party and the central government should strive to stimulate the initiative and enthusiasm of local governments to participate in the implementation of the system, so that the central and local governments are consistent with the decision-making intentions, the central government still occupies a dominant position in the system change, in order to reduce the probability of local governments violating and not implementing policies, the supervision and incentive system and the assessment and evaluation system of local governments must be strengthened and implemented, strengthen the supervision and control of the use of local government power, and reduce the cost of the game between the central and local governments. Maximize the efficiency of the use of financial funds to support agriculture.

5.2. Market Regulation: Make Up for The Shortcomings of Financial Support

With the development of the market economy, financial support for agriculture is also tending to be market-oriented, and the government needs to give play to the role of market regulation to promote the marketization of agricultural production and circulation. Although in the course of the change of the policy of fiscal support for agriculture, the government has played a leading role in the allocation of resources, but in the long run, the role of the market in it will become increasingly large, the Sixth Plenary Session of the 19th Central Committee of the Communist Party of China pointed out that "the

market plays a decisive role in the allocation of resources", but also "better play the role of the government". Specifically, the market cannot provide public services, so the "three rural" problem has become a problem, and with the implementation of the rural revitalization strategy, under the premise that the government implements integrated public services for urban and rural areas, the market needs to be flexibly adjusted according to the government and national strategies, so as to play a more effective role.

Since the reform and opening up, the allocation of resources between urban and rural areas has been more effectively exchanged through the market, thus effectively promoting the development of China's modern economy. With the rapid development of e-commerce platforms, the market also provides more sales channels for agricultural products, efficient and convenient e-commerce platforms and logistics services, avoiding intermediate links in the traditional market and reducing transaction costs. On the one hand, the living standards and consumption capacity of farmers continue to improve, and the focus of the future financial support for agriculture policy will gradually shift from subsidizing the production of agricultural products to helping rural development and improving farmers' lives, and pay more attention to rural infrastructure, public services and consumer markets. On the other hand, the possible trend of the future fiscal policy to support agriculture is that the government will put more energy on supporting farmers' characteristic industries and rural tourism, focusing on strengthening cultural and ecological construction, protecting traditional culture and local features, and promoting the inheritance and innovation of China's excellent traditional culture. For the market, you can pay attention to the leading enterprises or potential stocks in related industries, and conduct investment analysis based on their business models, transformation capabilities, brand growth and other factors.

5.3. People's Livelihood Demands: Strengthen the Construction of Farmers' Organizations

Mr. Huang Zongzhi once said that the key to embarking on a comprehensive and surpassing path of agricultural and rural development lies in a transcendent political and economic system with people's participation as the core between "democracy" and "mass line" [30]. As a socialist country, China has always been committed to the realization of the goal of social equity, however, the gap between urban and rural areas at this stage is still the biggest injustice in front of farmers. The focus of financial support for agriculture should always be on areas closely related to people's livelihood, so that farmers have no worries, fully enjoy national treatment, and improve farmers' happiness index. Therefore, in addition to relying on the government and market forces, it is indispensable to improve the policy of fiscal support for agriculture, as well as the participation of farmers, to ensure that the people's livelihood demands are actively responded to, and the interests of all subjects are balanced.

As a weak interest group, farmers have a low degree of organization and are at the bottom of the interest chain of financial support for agriculture. To this end, it is first necessary to cultivate farmers' organizations, strengthen farmers' power, and promote organic cooperation. Through the promotion of the joint business model between peasant households, between village collective economies, or between township enterprises and peasant households, joint organizations will be formed to realize collective management and agricultural modernization; Second, make good use of Internet thinking and strengthen publicity and training. Use modern information technology means, as well as publicity advertisements, electronic screens, newspapers and magazines, community radio and other media, establish platforms such as self-help consultation for farmers' rights and interests, online self-training, etc., disclose financial support and support policies to the majority of rural households, and provide convenient information and training services; In addition, farmers' organizations, forums, associations, and other organizations should be fully encouraged to express their demands. Local governments may, on their own initiative or by entrusting relevant departments, conduct research and solicit opinions on the needs of the rural grassroots people, promote targeted efforts to do a good job in all kinds of technical support and targeted financial support for farmers to increase their income;

Finally, establish and improve an open and transparent management system for the examination and approval of funds to support agriculture. The government should provide financial support policies with open procedures and rules, and supervise and manage the process of review, issuance of subsidies and rewards, increase punishment, protect the rights and interests of farmers and the transparency of the use of funds, and balance the interests of all subjects.

6. CONCLUSION

Under the leadership of the Communist Party of China, it has experienced the initial exploration period of "rent reduction and interest reduction" during the Anti-Japanese War, the tortuous development period of "taking more and giving less" to agriculture after the founding of New China, the reform and adjustment period of "giving more and taking less" diversified financial input, and the structural improvement period of abolishing agricultural taxes and strengthening agricultural subsidies. The changes in the five stages of high-quality development in the new era show their specific change logic, in which the institutional situation composed of macro institutional background, ideology and concept is the structural driving force of system generation. After the formation of the system, the historical inertia of the existence of the system, that is, the path dependence, sometimes restrains the change of the system; The key juncture of immediacy provides an opportunity for institutional change.

In general, the century-old changes of the fiscal support for agriculture policy reflect the great attention of the Communist Party of China to the "three rural" issues for more than 100 years, and the fiscal support for agriculture policy is an important measure for the Communist Party of China to prosper the rural economy, realize the sustainable development of agriculture, and pragmatically solve the problems of people's livelihood. By combing the evolution process and change logic of the policy of fiscal support for agriculture, it also enlightens us: the "three rural" work in the new era should continue to strengthen the national governance system under the leadership of the Communist Party of China, give full play to the effect of the policy of fiscal support for agriculture to benefit farmers and the people, and at the same time continue to summarize relevant historical experience, seek the path of policy innovation and breakthrough, correctly grasp the content and direction of comprehensive rural reform in the new era, and accelerate the construction of an agricultural power.

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