



The Implementation Effect, Blocking Factors and Relief Paths of The Policy on Cultivating New Professional Farmers Based on The Perspective of Policy Network Theory

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ABSTRACT

This study examines the effectiveness of policies aimed at cultivating new professional farmers in East China, with a particular focus on the role of government support, stakeholder collaboration, and the challenges faced during the implementation of training programs. The aim of the study was to critically assess the impact of these training initiatives and identify key factors that influence their success. A qualitative case study approach was employed, using secondary data analysis of government reports, academic studies, and local evaluations. The findings revealed that while government policies provided a strong framework for agricultural modernization, the success of training programs was impeded by insufficient local resources, fragmented stakeholder collaboration, and farmers' reluctance to adopt new farming techniques. Additionally, the quality of training varied significantly across regions, limiting the program's effectiveness. The study concludes that the full potential of these training programs can be realized through enhanced stakeholder collaboration, localized policy implementation, and addressing resource and motivation barriers. The implications for policy include the need for more tailored, region-specific strategies, greater investment in infrastructure, and improved coordination between stakeholders to ensure the sustainability and inclusivity of the training initiatives.

Keywords: New Professional Farmers; Government Policies; Agricultural Training; Stakeholder Collaboration; Policy Implementation; East China

1. INTRODUCTION

The innovative practices in agricultural transformation in East China focus on the new professional farmer training model and highlight that the model enhances farmers' technical skills, entrepreneurial capacities, and adaptability to modern agricultural demands (Chen, 2025). The focus on promoting sustainable development through integrating advanced training methods, policy support and stakeholder collaboration highlights the transformative potential of these initiatives in modernizing agriculture that enhances rural livelihoods, tackling issues such as inconsistent implementation and resource limitations (Meng et al., 2024). New professional farmers play a crucial role in driving agricultural modernization and rural revitalization strategies, making them key contributors to the broader goal of the significant regeneration of the Chinese nation. Their impact ranges from individual employment to ensuring the "vegetable basket" security at the societal level (Liu et al., 2022).

Bist et al., (2024) addressed that new professional farmers can be distinguished from traditional farmers by their updated technical skills, development concepts that align with modern needs, and agricultural production management strategies. These new characteristics are not solely derived from the title or spontaneously formed in social practice; they require external support for their development, as farmers face certain limitations in self-transformation (Maas et al., 2021). In this way, Akintuyi (2024) proposes that cultivating new professional farmers involves transforming and reshaping traditional or potential farmers. Therefore, the significance of cultivating new professional farmers is as crucial as the farmers' value. At the practical level, both central and local governments have issued key documents to promote the cultivation of new professional farmers; in this regard, the Ministry of Agriculture launched the Pilot Work Plan for Cultivating New Professional Farmers, initiating a nationwide pilot program.

Based on practical experience, Qin et al. (2022) argued that the Ministry issued the 13th Five-Year Plan for the Cultivation and Development of New Professional Farmers in 2017, aiming to increase the number of new professional farmers to over 20 million by 2020. Every year thereafter, Central Document No. 1 introduced further requirements and measures for cultivating new professional farmers (Liao et al., 2022). Locally, governments have issued policies aligned with central guidelines but tailored to regional needs. For instance, in 2015, Guangxi implemented a new professional farmer training project through its "10+3" characteristic in the agricultural industry (Karunathilake et al., 2023). In 2017, Heilongjiang established a "one-main-multiple-partner" education and training system, with farm radio and television schools (farmers' science and technology education centers) as the core, supported by agricultural vocational colleges and other local institutions (Zhang et al., 2024). Under a relatively complete policy system, China's new professional farmer training has achieved notable results. First, the number of new professional farmers has skyrocketed. Second, the structure of the latest professional farmer team has progressively improved. Third, the industrialization level of new professional farmers has continuously advanced, but challenges in the training process remain concerning (Sharma et al., 2022).

Regarding China's new professional farmer training, farmers lack endogenous motivation to participate in training. Factors such as perceived risks and time costs deter farmers from engaging in social training programs (Mizik, 2023). Moreover, some enterprises and training institutions exploit the situation for profit by engaging in fraudulent practices such as enrolling participants without providing actual training. Yin (2020) argued that training resources for new professional farmers are relatively scarce. An inadequate teaching staff makes it challenging to address the dual needs of theoretical and practical training. It also highlighted that the current implementation of the new professional farmer policy does not fully align with the established goals, and there are significant challenges in the execution process. Theoretically, experts and scholars have conducted multi-dimensional discussions on the new professional farmer training policy (Lu et al., 2021) and focus on policy changes for new professional farmers traced the evolution of farmer training policy. It recognized that the training of new professional farmers is the latest phase in the farmer training policy reform. Besides this, a need to concentrate on the core issue of individual development in the context of these policy changes.

Yin (2020) has examined the impact of income expectations and environmental perceptions on the effectiveness of the latest professional farmer training policy through behavioral economics and utilized the Office of Management and Budget (OMB) tool to develop an evaluating index system for assessing the implementation of this policy.

Zhang et al., (2024) explored the performance evaluation and improvement strategies for the policy using the Context Input Process Product (CIPP) evaluation model. Zhao et al., (2019) focused on the policy goals of the new professional farmer training initiative and analysed practical problems and optimisation strategies for new professional farmer training in China from the perspective of the policy goals of the program to assess the current state of new professional farmer initiatives. They often focus excessively on the policy by examining the interactive relationships between stakeholders during its implementation and underlining the unexplored challenges. The new professional farmers encompass several central and local departments vertically and engage individuals and other social groups horizontally. The interactions among these subjects are intricate and interconnected, corresponding with the fundamental attributes of policy networks to examine the relationships among various subjects and their dynamics during the execution of the new professional farmer policy. It can assess policy efficacy, identify implementation obstacles, and provide remedies. Such an analysis is critical for developing a more appropriate policy for training new professional farmers and encouraging high-quality agricultural development. Study objectives are listed as;

1. The effectiveness of current policies for cultivating new professional farmers.
2. The key challenges faced in the policy implementation process.
3. The role of policy networks in addressing these challenges and enhancing the policy's effectiveness.
4. Propose solutions for improving the current framework and ensuring high-quality agricultural development.

The study focuses on applying policy network theory to the agricultural context in East China, particularly regarding the cultivation of new professional farmers. It focuses on the interactions among various stakeholders (Government networks, producer networks, professional networks, and others). Evaluating policy outcomes provides a fresh perspective on policy evaluation and improvement and identifies the structural dynamics and challenges that affect the overall implementation. It offers a more comprehensive and nuanced understanding of the policy's success and limitations.

2. THEORETICAL BASIS AND APPLICATION ANALYSIS

2.1 Network Theory of Policy Implementation

Policy implementation is the critical process that transforms policy ideals into reality, making it a cornerstone of the entire policy cycle. Despite its significance, theoretical research on policy implementation has lagged behind other stages, including policy formulation. Papamichail et al. (2023) argued that Western academia focused on the policy implementation movement, particularly in the United States. The classical administrative model influences it and focuses on administrative organizations and their activities, leading to a "top-down" approach that examines the flow of actions from policymakers to administrative officials—further proposed that the evolution of democratic politics highlighted the limitations of the classical administrative approach (Liu et al., 2023). Policy implementation increasingly relies on the participation of various social organizations and individuals, shifting the focus towards a "bottom-up" model and exploring how non-policymakers influence the implementation process, emphasizing the roles and tensions among diverse stakeholders (Zhao, 2022). Zhelyazkova et al., (2024) provide insightful information about numerous facets of policy implementation and capture the unique features of policies across time.

The complex relationships between various actors cannot be adequately explained by either the “top-down” or the “bottom-up” approaches. Policy network theory developed as a result of this gap provides a more thorough framework for examining the interactions of various actors in policy implementation (Alias et al., 2021). Policy network theory emerged in the United States during the 1950s and has been continuously refined and expanded. It explains the policy process within the context of heterogeneous and fragmented interactions between the state and society (Zhang et al., 2024). According to the contributions of Rhodes & Marsh (1992), policy network theory has become a key framework for analyzing multiple policy actors and their complex interactions, as it emphasizes the relationships between actors in the policy network, including correlation, dependence and complexity. They further proposed that policy networks are categorized into five distinct types: policy community, professional network, intergovernmental network, producer network, and issue network. While policy network theory addresses the overall policy process, it equally applies to policy implementation analysis.

This applicability stems from two key factors. First, policy and implementation share a "process" characteristic while focusing on the interaction and relationships between policy actors and explicitly highlighting the dynamics and tensions between various execution agents. Second, as societal values diversify and governance structures evolve, the traditional "top-down" or "bottom-up" implementation models have proven insufficient for many aspects of policy implementation, which now exhibit network-like characteristics. Thus, employing policy network theory offers a more accurate and comprehensive explanation of modern policy implementation processes.

2.2 The Implementation of Network Policy on Cultivating New Professional Farmers

Cultivating new professional farmers represents an advanced form of farmer education in the modern era. Within learning villages, it has become a significant component of adult and lifelong education (Rust et al., 2022). The participants in the cultivation process have expanded from a traditional bilateral relationship between the Government and rural vocational schools to a diversified framework that includes governments, vocational schools, enterprises, and other institutions. Additionally, the scope of cultivation now spans multiple dimensions, including politics, economy, and culture, highlighting its cross-border and symbiotic nature (Zhong & Ferrand, 2022).

The policy implementation network for cultivating new professional farmers consists of vertical interactions between central and local governments and horizontal connections among social organizations and individuals, resulting in a complex web of interconnected relationships among numerous parties. Initially, each participant engages in activities compatible with the policy and regularly uses shared resources to interact. However, differences in the interests of diverse stakeholders can result in uneven policy implementation intentions and, in some cases, competing goals. Using the policy network analysis model (dialectical model) proposed by Rhodes & Marsh (1992), the structure of the policy implementation network for new professional farmer training reflects this complexity, which is illustrated in Figure The policy implementation network for cultivating new professional farmers is structured into several interconnected layers, each with distinct roles and responsibilities (Guo et al., 2022). The policy community is at the heart of the network, and it encompasses the Party's and the State's most powerful agencies, such as the Central Government, the Ministry of Education, and the Ministry of Agriculture and Rural Affairs. These entities have relatively stable, interdependent, and cooperative interactions.

As the most authoritative members of the policy network, they are responsible for the top-level design and supervision of the new professional farmer policy (Du et al., 2021).

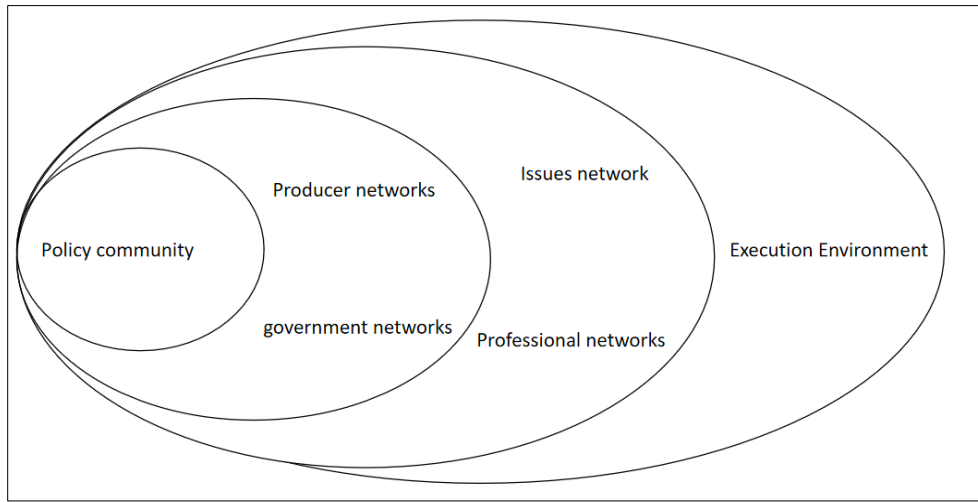


Figure 1. Network structure of the policy implementation of new professional farmers training (Rhodes & Marsh, 1992)

The inter-governmental networks and producer networks form the next layer, located at the center of the network. It includes local Government departments below the provincial level, such as those managing education, rural agriculture and finance (Zhong & Ferrand, 2022). These entities interpret central policies, transform them into executable local plans and implement them using their organizational resources. Their internal cooperation is critical in the determination of effective policy implementation. The producer network comprises key practitioners, including secondary and higher vocational colleges, enterprises, institutions, industry associations, and other organizations (Liu et al., 2023).

These stakeholders provide essential training resources, such as educators, courses, teaching venues, and skill-development equipment. On the periphery of the network are the professional networks and issue networks. These include experts, scholars, and academic groups that address challenges in cultivating new professional farmers, provide recommendations, and contribute to policy development due to their high level of expertise and significant professional qualifications. On the other hand, the issue network comprises a diverse range of social individuals and organizations interested in the policy, such as social media platforms, potential farmers, and the general public. It has the broadest spatial distribution and the largest membership and frequently provides suggestions on policy implementation through channels like social media, books, and newspapers. However, their dispersed nature and relatively low influence limit their ability to shape policy discourse.

Implementing the policy for cultivating new professional farmers operates within a broader implementation environment, where a "center-edge" logical relationship defines the connection between the policy network and its outcomes. Most entities in the network play many functions in a dynamic structure of interdependence and competition for interests. The interactions between these network elements substantially impact the success of policy execution.

3. METHODOLOGY

The study adopted a qualitative research design to investigate the implementation of policies for cultivating new professional farmers in East China. It focuses on the challenges faced and the role of policy networks in addressing these issues. The research aims to uncover the fundamental dynamics between various stakeholders, understand the effectiveness of current policies and explore the interactions that influence policy outcomes. Despite the complexities of policy networks, a thematic analysis approach will be used to extract patterns and significant themes from the data. It will result in a more comprehensive knowledge of the policy implementation process.

3.1 Research Design

The qualitative research design thoroughly examines the policy implementation procedures for developing new professional farmers in East China. It explores policy implementation's context-specific dynamics and complexities of real-world settings. It also analyzed the factors influencing policy outcomes by focusing on specific regions implementing significant policy initiatives, such as the "Pilot Work Plan for Cultivating New Professional Farmers" and local government-led training programs. It also provided a method of understanding policy implementation, the challenges faced, and the interactions among various stakeholders within the policy networks.

3.2 Data Collection

The study collected data primarily through secondary data analysis, examining existing documents and reports on cultivating new professional farmers. The primary data sources included Government policy documents such as the "13th Five-Year Plan for the Cultivation and Development of New Professional Farmers," Central Document No. 1, and other relevant local Government publications outlining the policies and strategies for farmer training. Reports from agricultural institutions, local Government evaluations, and academic studies were reviewed to evaluate the impact of the policies and to gain a broader understanding of the challenges faced during implementation, as these sources provide valuable insights into the goals, objectives, and implementation strategies outlined by the Government and the real-world outcomes of these policies. The study can construct a comprehensive picture of the policy landscape and the effectiveness of the new professional farmer training initiatives across different regions to draw upon the collective knowledge and evaluations already available in the field. Table 1 shows the data source of the literature

Table 1. Data collection

Aspect	Details
Data Collection	
Method	Secondary Data Analysis
Time Frame	2012-2023 (covering multiple years of policy implementation)
	1. Government Policy Documents (e.g., '13th Five-Year Plan', Central Document No. 1)
	2. Local Government Reports
	3. Agricultural Institution Reports
Data Sources	4. Academic Studies and Evaluations
	1. Government Policy Documents outlining objectives and strategies
	2. Reports and evaluations of training program impact
Included Data	3. Academic research on policy implementation

Excluded Data	1. Primary Data (interviews, surveys, direct observations)
Purpose of Data	2. Documents not publicly available or not relevant to the research questions
Collection	To assess the effectiveness of new professional farmer training policies, explore policy implementation challenges, and analyze the impact of various policies and strategies

3.3 Data Analysis

The secondary data were analyzed using thematic analysis to identify recurring themes and patterns across diverse data sources. It determines essential policy matters, implementation obstacles, and stakeholder activities within policy networks. It also reviews the data to gain familiarity before conducting text segment coding from reports, documents, and evaluations. The initial codes underwent categorization to present themes that conveyed key elements of the research questions about Government backing, obstacles to farmer participation, and training program successes. They also focused on examining and refining these initial themes to confirm that they precisely captured the study data while delivering significant findings. They obtained detailed insights regarding the connections between participants who executed the policy and an in-depth analysis of policy challenges and successes, resulting in recommendations to improve the policy framework. It also developed final themes with specific sub-themes, while documents included supporting quotes for verification purposes.

3.4 Ethical Considerations

Secondary data analysis comprised the primary research methodology, but ethical considerations remained an important operational element throughout the investigation. Analysis of second-order data eliminated potential issues with participant approval and data secrecy requirements. It is verified that every document included in the analysis was available in the public domain or authorized with official permission from the proper governing bodies. When documents contain personal data or sensitive information, the researcher takes appropriate measures to de-anonymize content before treating it with extreme caution to prevent breaches of ethics. All reports, alongside academic articles and documents, received credited authorship from their original creators through precise citation methods. The process-maintained research integrity while maintaining compliance with academic research ethics. Throughout the analysis, the study presented results while upholding constant ethical responsibility toward protecting individual and institutional privacy.

4. RESULTS AND DISCUSSION

4.1 Overview of Themes

The secondary data analysis revealed several key themes that offer valuable insights into the implementation and impact of policies designed for cultivating new professional farmers in East China through the thematic analysis of Government reports, academic studies and local evaluations. The primary themes that emerged are the significance of Government support and policy frameworks in establishing training programs, the barriers encountered in accessing and participating and the effectiveness of training in enhancing farmers' technical and entrepreneurial skills. Moreover, the stakeholder collaboration highlighted the complex interactions between Government agencies, agricultural institutions and local communities, along with barriers to successful implementation, such as resource constraints, lack of qualified trainers, and insufficient farmer motivation, which emerged as a critical theme.

They also discussed the policy's successes, limitations, and the factors influencing its outcomes. It offers insights into how policy can be enhanced to develop new professional farmers in China. Table 2 shows the Theme identified in the literature

Table 2. Identified Themes

Theme	Description
Role of Government Support and Policy Frameworks	This theme explores how government policies, frameworks, and support structures shape the design and delivery of farmer training programs, influencing their effectiveness.
Challenges Faced by Farmers	This theme highlights the difficulties faced by farmers in accessing and engaging with training programs, including time constraints, lack of awareness, and perceived risks.
Effectiveness of Training	This theme assesses the outcomes of training programs in enhancing farmers' technical and entrepreneurial skills, and their ability to adapt to modern agricultural demands.
Stakeholder Collaboration	This theme examines the complex interactions between key stakeholders, including government agencies, agricultural institutions, and local communities, and how these collaborations impact the success of the policy.
Barriers to Successful Implementation	This theme identifies the key challenges in policy implementation, including resource constraints, lack of qualified trainers, and insufficient farmer motivation to participate in training.

4.2 Role of Government Support and Policy Frameworks

Government-supported policy frameworks remained the central dynamic since state-led initiatives opened routes for new professional farmers to grow. Changes to Government policies, including the "13th Five-Year Plan for the Cultivation and Development of New Professional Farmers" and Central Document No. 1, were the primary impetus for establishing programs that enhanced farming qualifications. According to Zhong & Ferrand (2022), the Government's policy framework expressly declares technical training and entrepreneurship development essential to agricultural modernization. The policy frameworks establish standardized training systems that provide funding and superior resources to training institutions and local governments to attain national rural revitalization and agricultural modernization targets. The alignment with national goals is critical since it sets a focused path for consistently executing training programs between all regions.

The basic infrastructure provided by Government policies is a necessary foundation for farmer training, yet practical limitations within local areas commonly restrict their effectiveness. Secondary data analysis revealed significant policy implementation challenges because of constrained resources, limited infrastructure, and weak local Government capacities. A document from the Guangxi report shows that "Government policies displayed clear design yet their local execution struggled due to insufficiently trained staff and budget scarcity within local administrative structures" (Rust et al., 2022). Further, it highlighted that effective policy implementation relies on governments possessing relevant resources and abilities to carry out stated measures. The successful application of national strategic policies requires appropriate modifications by regional institutions together with the execution capabilities of their local institutions (Zhao et al., 2019). Government policies that correspond to local needs are recognized as essential for successful farmer training programs, with the adaptation of central guidelines for individual regions to address farming conditions and farmer-specific obstacles.

The “One Main Multiple Partners” program in Heilongjiang province used flexible arrangements by connecting farm radio-television schools with agricultural colleges and local institutions for efficient training delivery. It is demonstrated that successful policy implementation achieves better results through localized approaches. China's agricultural policies will succeed by delivering solutions for varying regional conditions while actively including local stakeholders in planning and operational steps; according to Liu et al., (2022), professional farmer capacity enhancement and transformation of traditional farming practices prove more successful when governments form policies that integrate targeted local agricultural priorities.

4.3 Challenges Faced by Farmers

Results from data analysis showed that professional training programs encounter central access and participation barriers which farmers must navigate. The survey revealed that people participating in training programs face difficulties due to limited perceived value and the lengthy time needed for these training sessions. Studies in Heilongjiang province show farmers believe training programs waste valuable time and deliver no immediate financial rewards, thus keeping participants from joining. Prior research confirms that farmers fear training commitment due to their assessment of time requirements related to training program expenses. Farmer behavior indicates they choose immediate revenue generation rather than sustained educational development because they struggle to understand how training leads to profitability (Alias et al., 2021). A hesitancy to participate calls for Government policies that establish direct relationships between training benefits and immediate rewards, which farmers can perceive.

According to one Government report, rural and remote areas where farmers operate usually experience challenges because they lack enough training resources. Training resources such as qualified instructors and relevant materials frequently experience shortages, creating subpar training results (Meng et al., 2024). The reduced availability of training resources diminishes program efficiency because farmers cannot learn the comprehensive knowledge and skills needed to adopt contemporary agricultural practices. According to Zhelyazkova et al., (2024), resource scarcity is demonstrated by the fact that training programs demand competent instructors and durable infrastructure and educational materials. Quality training remains unevenly accessible across different regions as many local governments and institutions fail to meet training programs' needs adequately. Resource shortages create a fundamental impediment that hinders the achievement of farmer training policies. It shows similar patterns where farmers' adoption preferences depend on cultural beliefs about change and their degree of trust in new agricultural techniques (Zhao, 2022). The existing barrier shows the necessity for offering specialized training that understands farmers' individual needs while incorporating their farming practices and modernization preferences. The underlying concerns must be resolved, and a supportive educational space must be created to improve farmers' involvement and adoption of contemporary farming practices.

4.4 Effectiveness of Training

Training programs designed for new professional farmers became a central finding during analysis because they demonstrated successful elements and notable gaps in training skill enhancement capabilities. Participation in training programs led farmers to improve their technical abilities, but these programs appeared weak in influencing their entrepreneurial abilities. A Heilongjiang Government report states that farmers have developed better knowledge of advanced farming methods yet catch errors in implementing entrepreneurial projects and modern business frameworks.

The study also reveals unachieved expected results among programs targeting agricultural training. Participating farmers obtained enhanced technical competencies, but the training did not effectively develop their essential entrepreneurial capabilities to leverage their new skills and documented that how Chinese agricultural training programs lack sustainable entrepreneurial abilities by emphasizing technical expertise instead. The study found considerable differences in how farmers apply training knowledge across different regions because some farmers experienced difficulties managing their acquired knowledge because of resource limitations and inadequate infrastructure. Meng et al., (2024) showed that farmers in distant regions encountered significant obstacles to adopting contemporary farming practices because they lacked essential tools and equipment together with market access. Farmers need more than just knowledge-based training since program support systems must exist to help them translate their learned knowledge into practical usage, and the practical training needs supplementary programs that develop infrastructure, market access, and necessary tool distribution to yield successful knowledge applications in agricultural systems.

Different levels of training effectiveness emerged from weak consistency in the quality of instruction at various locations. Rust et al., (2022) reported that training quality exhibited significant diversification based on the professional competence of local institutions and expertise shortages throughout different regions in Guangxi. The inconsistent training quality reveals an implementation flaw because regional resource disparities generate uneven farmer education opportunities. Further emphasized that superior training techniques are essential for effective agricultural programs. Agricultural training programs succeed based on how well trainers match their qualifications with farmer needs.

4.5 Stakeholder Collaboration

Analysis revealed stakeholder collaboration as the essential theme, confirming that effective implementation of farmer training programs depends on the coordinated actions between institutions, training providers, local communities, Government agencies and agricultural institutions. The results demonstrated that training delivery depends on cooperation networks that provide accessible educational support. Local agricultural schools, in partnership with Government agencies and community organizations, effectively organized their resources to extend training reach according to Heilongjiang data (Chen, 2025). Results support other scholarly works emphasizing multi-stakeholder partnerships' critical role in policy execution procedures. The study of Bist et al., (2024) demonstrated that policy networks reach optimal results through multi-stakeholder cooperation that enables expertise and resource sharing for unified goal attainment. Local agricultural schools joined forces with Government agencies to create training programs that suit both the national objectives and the distinctive agricultural requirements of the local area.

The data showed that training programs achieved success through stakeholder cooperation in specific regions yet exposed major hurdles in areas where stakeholder relationships were disconnected or fragmented. Local news reports from Guangxi province showed that when training providers and local governments failed to collaborate effectively, farmers received reduced support and fewer training possibilities (Akintuyi, 2024). Participants from regions without coordination between stakeholders encountered obstacles preventing them from obtaining the necessary resources to implement new training knowledge. Qin et al., (2022) validated the prevalence of fragmented collaboration, demonstrating that policy networks perform better when stakeholders maintain strong working relationships.

The quality of stakeholder interactions influences policy implementation because weak or improperly managed relationships result in resource inefficiency and missed opportunities to enhance outcomes. A report from local agricultural chambers emphasizes that private-sector collaboration provides farmers with modern agricultural technologies while extending market information beyond what training programs teach (Chen, 2025). Farmers obtain practical practice-based knowledge about agriculture through collaboration, while training programs connect academic theory to marketplace agricultural methods; in this regard, Liu et al., (2023) illustrated how industries create agricultural policies through partnership with private stakeholders whose proficiency and funding help connect theory to practice, while Zhao (2022) stated the inclusion of private sector actors in this situation has become a valuable resource that improves training results and empowers farmers with more substantial capabilities to achieve success in their competitive market.

4.5 Discussion

The study sheds light on the role of Government policies, stakeholder collaboration, and the barriers encountered during training program implementation. It revealed important insights into the challenges and successes of cultivating new professional farmers in East China. Government support and policy frameworks have proven to be critical drivers in shaping the overall direction of farmer training initiatives. In this way, the 13th Five-Year Plan for the Cultivation and Development of New Professional Farmers can provide a clear framework for agricultural modernization and rural revitalization. The effectiveness of these policies is contingent not only on their design but also on the capacity of local governments to implement them effectively. While national policies offer strategic guidance, their success depends mainly on how well these policies are adapted and executed at the local level; addresses the importance of local adaptation, with scholars like Zhong and Ferrand (2022) noting that the ability to tailor national policies to local contexts is a critical factor for success, which is often hindered by resource constraints and insufficient infrastructure, leading to uneven outcomes across regions.

The study demonstrated that stakeholder alliances are essential for achieving policy success, along with effective teamwork between Government agencies, agricultural institutions, and local communities, which leads to better training programs that remain accessible to farmers. Efficient partnerships between entities enhance resource-sharing capabilities and know-how sharing with additional benefits in training support mobilization. Regions marked by weak stakeholder collaboration faced major implementation problems that resulted in incomplete program delivery and restricted access to training options. Rust et al., (2022) proposed that policy networks are essential in public policy outcomes. A coordinated system emerges when Government institutions join forces with educational institutions, the private sector, and civil society organizations to support policy implementation effectively. When agricultural training programs had fractured partnerships or inadequate oversight between stakeholders, farmers found it difficult to capitalize on the benefits of learning opportunities, resulting in a diminished impact of the initiative.

Despite extensive Government and stakeholder initiatives, multiple obstacles prevent the maximum achievement of training program effectiveness. The main barrier preventing farmers' active participation in these programs originates from their weak motivation toward them. Numerous farmers view training programs as lengthy commitments which fail to yield immediate practical advantages given the deep traditional character of farming methods throughout their lands.

The unwillingness of farmers to experiment with new methodology matches, indicating farmers adopt new practices with apprehension due to cultural traditions and assessment of dangers (Alias et al., 2021). Training programs must overcome this difficulty through structured demonstrations showing practical outcomes that answer farmers' fundamental questions about improved yield production while offering higher economic rewards and expanded market opportunities. The success of training programs requires focused tactics combining technical expertise with entrepreneurship training and creative problem-solving skills development. In many regions, insufficient training materials, lack of qualified instructors, and inadequate infrastructure remain pervasive resource allocation challenges. They conclude that better financial support must accompany strategic resource planning efforts at local institutions, and the effectiveness of training programs in numerous regions depends on sufficient resources. In contrast, local educational institutions conduct hands-on training sessions successfully.

4.6 Barriers to Successful Implementation

The analysis found deficient resources across rural and remote regions are the central obstruction to successfully implementing new professional farmer training programs. Governments in Guangxi face delivery challenges due to insufficient financial support and inadequate site personnel, which prevents them from deploying essential training facilities. According to a report from Guangxi (Li, 2023), the training programs face substantial quality obstacles because of resource constraints, trainer shortages, and restricted equipment access. Zhang et al., (2024) state that substantial infrastructure and human capital investments are essential for successful agricultural policy implementation, which typically remains absent in underdeveloped areas. Limited and inadequate resources create dual challenges which degrade training standards while restricting equal access to educational opportunities in marginalized farming areas. New agricultural training initiatives encountered difficulties because most farmers resisted shifting from their existing practices. Most farmers applied doubt to official farming training programs because they hesitated to change their present farming conduct. Farmers in Heilongjiang demonstrate reluctance toward new practices because they consider modern agricultural techniques complicated and incompatible with their traditional ways (Javaid et al., 2022). The literature shows that cultural background and strong historical dependence on conventional farming have proven to be substantial impediments to adopting innovation. Addressing this challenge requires purposeful training, community participation, education, and a phased introduction of new farming practices that match established cultivation techniques.

4.7 Policy Implication

The imbalance of resources requires immediate policy intervention, especially in underdeveloped remote locations. The accomplishment of training programs remains limited by outdated infrastructure, instructor shortages, and access to current agricultural tools. Leadership at all levels must dedicate funding to remote regions so local administrators can get training materials and qualified staff to execute premium curricula. Training programs require integrated coordination between governmental departments, agricultural institutions, and local communities to develop region-specific programs for optimal results. Empowered policy networks can accelerate collaboration between Government sectors by increasing shared resources. Nation-wide policy success requires local agricultural institutions to develop capacity which serves federal goals and rural transformation initiatives.

The policy requires farmer-centered training programs that put the professionals at the forefront. The survey data established that farmers resist training opportunities because they see no immediate rewards and stick to conservative agricultural methods. Training programs should present immediate advantages to farmers through raised productivity and income levels while offering further backing for using new techniques in their farming operations. It should focus its curriculum on the particular needs of farmers while offering instruction in entrepreneurial abilities, market entry approaches, and hands-on applications for new technologies. When policymakers base training programs on specific farmer needs and aspirations, these measures will drive higher participation levels alongside more substantial program commitment, which leads to broad-scale adoption of modern agricultural methods.

5. CONCLUSION & RECOMMENDATIONS

The study reveals important details about East China's new professional farming development by examining the lasting contributions of Government support and stakeholder contributions and the obstacles training programs face. The established policies have brought substantial progress toward farmer technical skill improvement and agricultural modernization, but research reveals essential limitations that challenge program effectiveness. The widespread adoption of new agricultural practices faces obstacles from multiple directions, including limited financial resources, inconsistent training quality across regions, and farmers stubbornly opposing the implementation of new methods. The research reveals that effective agricultural development demands additional specific initiatives tailored to local contexts, better coordination between stakeholders, and increased assistance for farmers to fight financial limitations and motivational hurdles.

Agricultural modernization and rural revitalization require policies prioritizing closing gaps through effective resource management, improved training methods, and swift application of new agricultural practices. Manual enterprise success requires joint participation from governments, agricultural institutions, private sector actors, and local community members to create educational and training conditions for farmers. Developing professional farmers through local-specific policies and practical skills-based training programs will become essential in sustainable agricultural growth and rural community revitalization in China.

6. LIMITATIONS AND FUTURE RESEARCH

This study delivers significant findings about developing new professional agricultural producers but faces several constraints. The use of secondary data successfully obtained broad policy frameworks yet limited researchers' potential to understand specific farmer experiences and emotional responses. Primary data collection techniques through interviews and surveys targeting farmers and local officials and trainers would produce enhanced knowledge about the implementation outcomes of farm policies. The study focused on an East China case and therefore limits its universality when applied to agricultural conditions and policy dimensions that differ from the ones studied. Future research should introduce expanded analysis between distinct geographical areas of China and worldwide comparisons for assessing training program results in multiple regions. The study will also examine how training interventions influence farmers' livelihoods and rural economic sustainability and provide valuable insights into policy longevity in rural communities.

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