

Toward Industrial Revitalization: Text Analysis of Agri-Tourism-Health Integration

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Abstract

The industrial revival is the foundation of rural revival. The combination of agriculture, culture, tourism, and wellness has become more than a local pilot experiment, becoming an important national initiative to engage idle rural resources and increase the sources of income of farmers. This research will use NVivo 12 qualitative data analysis software to analyze 29 related policy documents systematically in different levels of administration with a focus on Gao County, Yibin City, Sichuan Province. Based on polycentric governance theory and collaborative governance theory, this paper develops a two-dimensional model of structure-process analysis to identify the process of integration policies and reveal the underlying principles of governance. The results demonstrate a significant imbalance in the structure of the existing policy framework. Although the government plays the role of the main center, the market dynamics have not been unleashed sufficiently, and the rights of grassroots villagers to participate are greatly undermined. Moreover, with regard to implementation procedures, policies are often focused on the earlier development phases, but there is a chronic shortage of policy supply on the mechanisms required to achieve sustainable operation over time, i.e., fair distribution of interests, all-encompassing monitoring and assessment, and risk mitigation. Significant institutional holes also exist in the creation of multi-party collaborative structures. In order to overcome these issues, it is proposed in the present study that implementing a pluralistic co-governance structure based on the concept of government guidance, management by the enterprises, and participation of the villagers, as well as correcting the flaws in the institutionalized collaborative mechanism, could be a feasible way to promote the deep integration of the sectors and remove the existing barriers of development. These findings offer broadly applicable reference significance for county-level areas in central and western China that possess comparable resource conditions and governance traits. Future research may further validate the relevant conclusions through multi-case empirical comparisons and on-site investigations.

Keywords: Industrial Revitalization; Wellness Industry; Polycentric Governance; County-level Agri-Tourism-Health Integration

1. Introduction

The revitalization of the countryside cannot happen until there are industries in place; and if industries are to succeed, they can not standstill - the innovative integration is the road to success. After the successful completion of the poverty alleviation task, rural development in China has also embarked on a new chapter of all-round advancement of rural revitalization. There are numerous rural regions that have a very practical dilemma of having plenty of natural resources (clear water and green mountains) and rich cultural heritage but are unable to turn such opportunities into development momentum. The solution of this problem has also become a necessary practical challenge in local development.

The essence of the Agri-tourism-health integration is to closely combine agricultural production, traditional culture, and leisure activities in order to have an intensive use of resources and multiply the value of industries. This developmental strength has also put it on the position of being a vital turning point that is identified by the government as the key to industrialization and energizing the rural endogenous forces. On July 2025, the Ministry of Agriculture and Rural Affairs along with nine additional ministries released the Implementation Plan

to Advance the Consumption of Agricultural Products, which explicitly stated encouraging the deep integration of agriculture, culture, and tourism, as well as creating new consumption scenes. It means that this integration is not an individual local experiment anymore but has become a systematic development strategy at the national level with more explicit top-level planning and the direction of its development.

Nevertheless, the handsome designs of policies tend to differ in practice. At the moment, integration initiatives are blooming all over, looking promising at first glance, but most of them are caught up in the vicious circle of superficial splicing and internal division. It looks like cross-sectoral integration but indeed every sector works on its own, not creating a synergetic effect of $1+1+1>3$. The research of the causes indicates that the old-fashioned single-center governance paradigm, which was prompted by administrative regulations and under the control of capital alone, is no longer able to compete with the current development demands and incapable of supporting the long-term development tendency.

The reflections provided above prompt this paper to discuss the multi-actor governance pain points in the integrated development of agriculture, culture, tourism, and wellness with respect to the industrial revitalization. Using the NVivo as a qualitative analysis software, by means of advanced text coding and quantitative analysis, this research paper closely analyzes the pros and cons of multi-level policies in creating governance structures and developing cooperative work processes. It has a goal of offering an empirical foundation to the optimization of policy design and the correction of governance flaws in the interconnection of these spheres.

This study chooses Gao County as the research object, given its representativeness in county-level governance practices in southwest China. The analytical framework established in this paper can be adopted for multi-case empirical tests in follow-up studies, so as to improve the reliability of the research conclusions.

2. Literature Review

2.1. Polycentric Governance and Collaborative Governance Theories

The theory of polycentric governance offers an important analytical tool to comprehend the cooperation of many actors in complex public affairs. Developed by Elinor Ostrom with other co-workers, the main thesis of this theory is that management of public affairs is not organized around a single authoritative body, but it consists of several autonomous yet connected centers of decision-making that operate together. The various governance subjects in a polycentric institutional structure create a multi-level governance network by institutional rules and interaction mechanisms which lead to a better efficiency of the allocation of the public resources and more institutional flexibility (Ostrom, 1990). Moreover, polycentric institutions are based on the idea that local contexts should be matched with institutional diversity and, therefore, decentralized governance structures can reduce the likelihood of the failure of governance in complex settings (Ostrom, 2010).

Emerson et al. (2012) put forward an integrated framework for collaborative governance covering motivation, process and capacity, which has enriched the theoretical research on multi-stakeholder cooperation mechanisms. Meanwhile, Fisher and Leifeld (2019) argued that polycentric governance requires a sound social fit between stakeholders and social-ecological systems, offering more concrete theoretical support for the structural and processual analysis in this study.

In addition to the polycentric governance structure, collaborative governance theory also concentrates on the mechanism of multi-actor cooperation processes. A systematic examination of various examples of public governance by Ansell and Gash indicated that the collaborative governance is a framework in which state organizations and non-state entities cooperate and manage public issues on an institutionalized basis through negotiation and agreement-based decision making. There are major conditions that must be met to its successful functioning including the establishment of trust, institutionalization and ongoing interaction (Ansell and Gash,

2008). Recently, some researchers have used collaborative governance theory in the context of rural tourism governance. As an example, research has shown that when developing rural tourism, collaborative networks between various actors are useful in enhancing governance efficiency and integrating and utilizing local resources (Chen, Cai, and Chen, 2025). The different governance structures have been found to have significant effects on the outcomes of rural tourism development with one of them being an enterprise-led collaborative governance model with community participation which tends to perform better than a single government-led model.

Hence, polycentric governance and collaborative governance theories have slowly become complementary: the first one describes the distribution of powers in the governance system, whereas the second one discloses the cooperation processes in the multi-actor relationships. Such an analytical logic of the structure and process is one of the fundamental foundations of theoretical comprehension of the governance problematics of the integrated development of the agriculture, culture, tourism and wellness industries.

2.2. Research on Governance Issues in Agri-Tourism-health Integration

Since the development of the rural revitalization strategy, the combination of farming, cultural and tourism sectors has slowly gained a significant role in the process of rural economic transformation. The current literature on the topic usually maintains that such integration does not imply the change in the industrial structure only, but also implies the alteration of the local government systems and interests connections.

The current research shows that there is an opportunity to integrate both agriculture and tourism that will enable rural economies to be optimized and green development promoted. An empirical study using data of 152 cities of China revealed that the combination of agriculture and tourism could greatly boost the green development of the rural areas by optimizing the industrial structures and resource allocation (Liu et al., 2023). At the same time, there are other articles that examine the effects of the development of rural tourism on the rural social organization in terms of governance. The authors, Wang Xinrui and Sun Jiuxia, (2021) have indicated that, following survey data of villages in various provinces of China, rural tourism development has the ability to enhance the rural collective action capacity using the mechanisms of labor return migration and social network reconstruction, which positively affect rural governance.

Concerning industrial integration systems, researchers point to the possibility of using the integration of agriculture and tourism as a way of promoting the sustainable development of county-level economies by means of such mechanisms as consumer demand, capital inflow, and industrial structure upgrade (Wang et al., 2025). More so, other researches focus on the importance of community involvement in agricultural tourism development. Through the creation of multi-actor collaborative networks and market linkage mechanisms, community participation may help integrate local resources and contribute positively to the sustainability of the tourism industry (Sutawa et al., 2023).

To sum up, the majority of the current researches will be in agreement with the fact that the integrated development of agriculture, culture, and tourism depends on multi-actor collaborative mechanisms. Nevertheless, in concrete implementations, there are still such problems as unbalanced government structures, inadequate involvement of communities, and non-perfect interest-coordination systems.

2.3. Application of Policy Text Analysis in Agri-Tourism-health Integration Research

The analysis of policy texts is one of the important ways of understanding the aims of the government policies and the logic of governance. Through systematic coding and performing a content analysis of policy documents, scholars may be able to determine policy issues, policy instruments and their development trends, which in turn will help identify the structural features of the policy system.

In the last few years, due to the emergence of qualitative analysis software, researchers have extensively used such software as NVivo in policy text studies. As an illustration, analyses performed on the basis of NVivo

to examine the Chinese policy framework on tourism support revealed that the policy system displayed an indication of fragmentation to systematization at various levels, and the policy instrument configuration was also characterized by specific phased modifications (Zhai and Shi, 2022). Cultural and tourism integration policies are also a subject that is often studied by analyzing policy texts. The related work by Long Yun et al. (2024) demonstrated via coding analysis that China culture and tourism integration policy system is highly influenced by supply-based policy instruments whereas demand-based and environment-based instruments are fairly limited. Such organization is also, to some degree, a representation of the features of a governance system based on the government.

Many domestic scholars have used NVivo to quantitatively analyze policy texts related to agricultural development at the county level, and built a policy analysis framework based on policy tools. This provides direct methodological support for the establishment of the two-dimensional analysis framework in this study.

Moreover, there are other studies that have shown the evolution of the tourism policy systems via text analysis. To illustrate, network and content analysis of tourism policy documents have indicated that policy systems typically experience a shift between emergency-response policies and institutionalized policies, where policy issues change over time to focus on short-term management and then industrialization and constructing governance systems (Zhai and Shi, 2022).

Thus, the approach of policy text analysis can disclose the governance rationale of industrial integration policies at the level of institutional design and offer a radical research method that will help identify problems in policy instrument arrangements.

2.4. Research Review

The available literature is also an essential theoretical basis and research approach to discussing the problem of governance in the integration of the agriculture, culture, tourism and wellness industries. Theoretically, the concepts of polycentric and collaborative governance theories provide a systematic model of how multi-actors participate; polycentric governance describes the distribution of power in structures whereas collaborative governance shows the interactive mechanisms of cooperation processes (Ansell and Gash, 2008; Ostrom, 2010).

In an industrial research context, there are many studies indicating that agriculture and tourism integration may stimulate rural economy growth, streamline industrial structure as well as improve the ability of rural governance (Liu et al., 2023; Wang et al., 2025). In terms of social governance, the development of rural tourism can influence governance structures through improving collective actions and building social capital (Zhao et al., 2025).

Policy text analysis is a methodologically useful approach to research, allowing researchers to determine policy tool configurations and developmental tendencies by means of systematic coding, which is an important instrument of comprehending industrial policy systems (Zhai and Shi, 2022; Wu et al., 2025).

Nevertheless, there are still a number of shortcomings to the present research. To begin with, the main emphasis of the research scale is on national or provincial policies, and few systematic researches have been conducted on county-level policy systems and governance practices- although counties are the central administrative levels where rural industrial integration policies should be implemented. Secondly, other studies are focused mainly on the governance structure and configuration of policy instruments, which do not provide a detailed overview of the mechanisms of interest coordination, supervision, and feedback in the process of collaboration. Fourth, some studies are purely statistical in nature in terms of policy texts content, not often integrating findings of analysis with particular governance situations, thus restricting their explanatory value regarding grass-rooted policy behavior.

Due to the present level of research, the paper chooses Gao County, Yibin City, Sichuan Province as the

research object. Through gathering appropriate policy documents at the national, provincial and municipal levels, as well as county level, and using NVivo software to perform systematic coding analysis, this paper develops a conceptual framework of governance structure and collaborative process. The objective is to determine problems of governance structures and collaboration mechanisms in the county-level Agri-Tourism-health-wellness integration policy system and provide suitable paths of policy optimization.

Table 1. Citation of each articles

No.	Article	Citation	Title of the article
1	Ansell, C., & Gash, A. (2008)	14795	Collaborative governance in theory and practice.
2	Emerson, K., Nabatchi, T., & Balogh, S. (2012)	5789	An integrative framework for collaborative governance.
3	Fisher, D. R., & Leifeld, P. (2019)	79	The polycentricity of climate policy blockage. <i>Climatic Change</i> , 155(4), 469-487.
4	Ostrom, E. (1990)	64301	Governing the commons: The evolution of institutions for collective action.
5	Ostrom, E. (2010)	7009	Beyond markets and states: polycentric governance of complex economic systems.
6	Ostrom, E., & Cox, M. (2010).	1047	Moving beyond panaceas: a multi-tiered diagnostic approach for social-ecological analysis.
7	Chen, Q., Cai, L. A., & Chen, J. (2025)	4	Collaborative governance for rural tourism in a centralized state: a tale of two villages in China.
8	Liu, Y., Zhang, M., Cao, Q., Wang, E., & Zou, B. (2023)	30	Can integration of agriculture and tourism promote rural green development?—Empirical evidence from 152 cities in China.
9	Wang, X. & Sun, J. (2021)	106	Research on Return Migration of Rural Labor under the Background of Tourism Development—Influencing Factors and Intergenerational Differences.
10	Wang, Q., Dang, X., Song, T., Xiao, G., & Lu, Y. (2025)	7	Agri-tourism integration and county-level sustainability: Mechanisms and regional heterogeneity in China.
11	Zhai, Y., & Shi, P. (2022)	37	The evolutionary characteristics, driving mechanism, and optimization path of China's tourism support policies under COVID-19: A quantitative analysis based on policy texts.
12	Long, Y., Jiang, J., Xu, Q. & Liu, R. (2024)	50	Research on the Policy Innovation System of Culture and Tourism Integration—A Three-dimensional Framework Analysis of "Subject-Path-Instrument" Based on Central Policy Texts.

3. Research Design and Methods

3.1. Sources of Policy Texts

Following the principles of "authoritativeness, relevance and timeliness", this paper systematically collected policy documents related to the integration of agriculture, culture, tourism and the health preservation industry issued at the national, Sichuan provincial, Yibin municipal and Gaoxian county levels from 2018 to 2025. Through retrieval on government official websites, Pkulan Database and other channels, non-substantive documents such as replies and commendations were excluded, and a total of 29 valid sample documents were finally selected, including 8 national documents, 7 provincial documents, 9 municipal documents and 5 county documents (including the rural revitalization plan and relevant implementation plans of Gaoxian County).

3.2. Construction of the Analysis Framework

Based on the polycentric governance theory and collaborative governance theory, this paper builds a two-dimensional "governance structure-collaboration process" analysis framework to analyze the policy governance logic of the integration of agriculture, culture, tourism and health preservation from two dimensions. First, the governance structure dimension focuses on various governance subjects in the policy texts and the clear definition of the rights and responsibilities of each subject in the texts. Specifically, it sorts out the roles and the boundaries of rights and responsibilities of different subjects such as the government, enterprises, villagers and village collectives, and social organizations in industrial integration. Second, the collaboration process dimension focuses on the institutional design of interaction between different subjects, that is, to see whether the policies have made specific and implementable institutional arrangements for key collaboration links such as planning guidance, resource allocation, interest connection, communication and consultation, and supervision and evaluation.

3.3. Analysis Process Based on NVivo

All the 29 selected policy texts were imported into the NVivo12 qualitative analysis software for systematic coding and disassembly. The entire coding process was not completed in one step, but advanced layer by layer and gradually focused in three stages: first, open coding was carried out, each policy text was read word by word, and relevant sentences involving governance subjects, specific implementation measures and various mechanism designs were marked one by one to complete the initial coding, and finally 156 initial nodes were sorted out, so that the core information in the policies had corresponding text landing points. On this basis, axial coding was carried out to classify, integrate and merge these scattered initial nodes, eliminate duplicate content and refine the core essence, and finally condense the dominant nodes with a general nature such as "subject role", "industrial layout" and "interest distribution", so that the originally fragmented information formed a clear classification framework. Finally, selective coding was carried out. Closely following the previously built theoretical analysis framework, all dominant nodes were respectively placed under the two core dimensions of "governance structure" and "collaboration process". Through such directional classification, a clear logical relationship was formed between various nodes, and finally a hierarchical tree node system was constructed.

4. Analysis of Policy Text Coding Results

Through the coding statistics of the 29 documents, a total of 482 valid reference points were obtained. Among them, the governance structure dimension accounts for 208 reference points, and the collaborative process dimension accounts for 274 reference points.

4.1. Governance Structure Dimension Analysis: Subjects Show a "Center-Periphery" Structure

The NVivo coding results show significant differences in the degree of attention paid to governance subjects by policies at different levels (see Table 2).

Table 2. Statistical Coding Reference Points for Governance Subject Roles

Subject Category	Reference Points	Percentage	Key Words for Role Positioning
Government	112	53.8%	Planning guidance, policy support, supervision and management, infrastructure construction
Enterprises	48	23.1%	Investment and operation, market development, industrial driving
Villagers / Village Collectives	38	18.3%	Participation in labor, land transfer, interest sharing
Social Organizations	10	4.8%	Technical services, evaluation and certification

The coding results clearly indicate that the government occupies an absolute dominant position across all policy texts. Particularly in county-level documents, the coding density for "government" nodes is significantly

higher than other subjects. Phrases like "strengthening leadership," "coordinating advancement," and "assessment and evaluation" appear repeatedly, indicating the government's "all-around" role, managing top-level design while deeply intervening in specific micro-operational links.

In contrast, enterprises are mostly positioned as resource investors and operational executors, lacking a voice at the institutional design level and struggling to participate in core rule-making. More notably, the subjectivity of villagers shows an extremely weak presence. Policies often treat villagers as passive "driven entities" or mere "beneficiaries," mentioning actions only like "participating in labor" or "transferring land." Content concerning "decision-making participation" or "supervision and management" is almost untraceable in the texts.

These results corroborate the reality that current integration policies still carry a strong administrative-dominant hue. While they ostensibly propose multi-actor participation, a true collaborative governance structure has yet to be genuinely formed.

4.2. Collaborative Process Dimension Analysis: Heavy on "Construction", Light on "Governance"

In the collaborative process dimension, the coding results reveal an imbalance in policy focus (see Table 3).

Table 3. Statistical Coding Reference Points for Collaborative Process Elements

Process Elements	Reference Points	Percentage	Core Content Analysis
Planning Guidance	86	31.4%	Strategic positioning, spatial layout, project construction
Resource Allocation	75	27.4%	Land supply, financial subsidies, financial support
Interest Linkage	52	19.0%	Joint-stock cooperation, dividend mechanisms, employment generation
Communication & Negotiation	31	11.3%	Joint meetings, soliciting opinions, information disclosure
Supervision & Evaluation	30	10.9%	Performance assessment, project management, risk prevention

It is evident that planning guidance and resource allocation occupy an absolute dominant position in policy design, with these two codes accounting for nearly 60% of the total. The policy focus heavily falls on "how to build projects" and "what resources to provide." Policy texts are filled with hard targets like "building demonstration sites," "constructing wellness bases," and "allocating special funds," entirely revolving around the foundational stages of industrial implementation. Conversely, the design of interest linkage mechanisms appears quite thin. Although related reference points account for 19%, a closer look at the sub-nodes reveals mostly principled statements like "improving interest linkage mechanisms" or "promoting farmers' income growth," lacking actionable content. For example, in Gao County's policy texts, specific operational distribution schemes like equity ratios and guaranteed minimum returns are only mentioned twice, indicating a lack of refined consideration. Institutional supply regarding communication and negotiation as well as supervision and evaluation is even more inadequate, combining for only 22.2%. Current supervisory assessments in policies are mostly unidirectional internal government evaluations, completely omitting the establishment of regular tripartite dialogue platforms involving the government, enterprises, and villages. Particularly regarding potential interest disputes or land conflicts during integration, policy texts lack clear mediation mechanism descriptions, leaving conflict resolution in a ruleless state at the policy level.

5. In-depth Analysis of Gao County's Integration Policies

Based on the entire NVivo coding outcomes, this paper also addresses local policy documents in Gao

County. The research concludes that the county has developed very clear project-based governance features as it is developing the Agriculture + Culture & Tourism + Wellness integration.

5.1. Innovative Exploration of Strategic Positioning and Business Formats

The policy formulation of Gao County clearly incorporates the concept of wellness in the agricultural and cultural tourism development systems. It specifically suggests the creation of three main sectors namely: "Technological Smart Agriculture + Themed Cultural Homestays + Urban Wellness Communities." The NVivo data indicates that the level of node density concerning the keyword of "wellness" in the county-level documents is much higher compared to the provincial documents. This indicates that Gao County has a very clear aim of using the local ecological resources to create a different development route. Local policies also materialize the integrated business models with specific examples of particular forms such as TCM therapy centers and diet therapy restaurants that make the micro-development picture of integration perceptible.

5.2. Floating Collaborative Mechanisms and Institutional Voids

Even though the proposed governance structure of government guidance, enterprise leadership and villager participation is stated in Gao County policies, the coded information indicates that the strength of this structure in practice is low and needs great enhancement. Policies give operational leadership to enterprises without defining its particular tasks in the area of community integration and ecological protection, which results in significant imbalance between rights and responsibilities. Equally, although policies indicate that villagers have rights to participate, they do not give detailed directions on how to actualise these rights to know or veto, making this statement of participation right an empty rhetoric.

Nevertheless, despite the fact that the local government had created a joint conference system that would link interests during the progress of projects by the enterprises, policy text outlines institutional design that is extremely unclear. The most important aspects like the frequency of meetings, the regulations on procedures and how effective the resulting resolutions are remain totally empty. In practice, these vague institutional designs tend to result in passive scenarios whereby enterprises are dominant, villages are deprived and government cannot have a solid foundation to mediate.

6. Optimization Paths Based on Polycentric and Collaborative Governance Theories

The core governance dilemmas in the integrated development of agriculture, culture, tourism and health preservation lie in the "center-edge" imbalance of governance structure and the tendency of "valuing construction over governance" in the collaboration process. Combined with the institutional gaps and project-based governance features in Gao County's county-level practice, and based on polycentric and collaborative governance theories, practical optimization paths should be explored from three dimensions—reconstructing the rights and responsibilities of multiple subjects, implementing collaborative mechanisms, and adapting to county-level scenarios—to push industrial integration from administratively driven superficial combination to in-depth integration under multi-stakeholder co-governance.

The core rationale behind these optimization approaches is applicable to inland and western counties with similar ecological resource conditions and governance features, and can also be suitably adapted for eastern coastal areas based on their respective levels of market development.

To reconstruct the governance structure, the government's all-round leading pattern must be broken to clarify the rights and responsibility boundaries of all subjects and build an efficient multi-governance system. The government should transform from an all-round manager to a rule-maker and precise service provider, focusing on top-level planning, cross-departmental coordination, public infrastructure support and fair supervision, and establishing a special county-level working group for integrated development while issuing a management

measure for subject rights and responsibilities. Enterprises, as the core of industrial operation, are endowed with the right to speak in product innovation and market operation, and at the same time bound with clear community co-construction and ecological protection responsibilities, with mandatory standards for local employment and ecological investment. The subject status of villagers and village collectives needs to be materialized: village collectives are encouraged to invest in projects with land and collective assets with a specified minimum equity ratio, villagers' deliberation groups are set up to grant the right to know, propose and veto, and villagers' supervision is incorporated into village regulations with a reward fund for reports. Social organizations' professional value should be activated, with county financial funds purchasing their technical services, and their independent evaluation results serving as the core basis for government policy support and project assessment.

To improve collaborative mechanisms, institutional support is essential for the reconstruction of governance structure. Targeting the problems of vague interest linkage, lack of communication and single supervision, the mechanisms should be institutionalized, refined and normalized to ensure rule-based multi-stakeholder coordination. A regular multi-party communication and consultation mechanism should be consolidated by improving the implementation rules of the interest linkage joint meeting system, setting up a green channel for dispute mediation and a county-level information disclosure platform. A refined composite interest linkage model should be designed, implementing a guaranteed land rent with annual increases and a four-dimensional income model of "guaranteed earnings + equity dividend + secondary rebate + employment income", and encouraging villagers to participate in the health preservation industry with enterprise support. A whole-process multi-stakeholder supervision and evaluation system should be built, shifting the assessment focus to operational efficiency, villagers' satisfaction, ecological protection and interest guarantee with quantifiable indicators, and rigidly linking evaluation results with government support and project continuation. A precise resource allocation mechanism should be optimized, adopting "performance-based subsidies and demand-based land supply", setting up a special support fund for local micro and small business entities, and developing characteristic financial products to solve financing difficulties for enterprises and villagers.

To adapt to county-level scenarios, Gaoxian, as a county in southwest China, must base itself on its own ecological resources, local culture and industrial foundation to create a distinctive integrated development model and avoid copying the paths of developed areas. Local resources should be revitalized to develop characteristic formats such as tea and sericulture health preservation, integrate local folk culture into homestays and cultural tourism experiences, and transform idle rural houses into health preservation stations to build a distinctive county brand. The talent shortage should be addressed through "local cultivation + external introduction", cooperating with local universities to set up relevant majors for targeted talent training and issuing preferential policies to attract high-end talents. Industrial barriers between towns and villages should be broken to realize overall coordination, with the county-level special working group as the core to build a pattern of "one village one product, one town one feature and county-level linkage", guide different towns and villages to develop differentiated formats, and avoid redundant construction to promote the overall integrated development of agriculture, culture, tourism and health preservation.

7. Conclusion

Taking Gaoxian County of Yibin in Sichuan Province as a sample, this paper conducts a qualitative analysis of 29 policy texts at the national, provincial, municipal and county levels related to the integration of agriculture, culture, tourism and health preservation by using NVivo12, and builds a two-dimensional "governance structure-collaboration process" analysis framework based on polycentric and collaborative governance theories, systematically analyzing the policy governance logic and practical obstacles of industrial integration at the county level. The study finds that the current policy system for the integration of agriculture, culture, tourism and health preservation still relies on the single-center governance model: the governance structure shows obvious "government centralism" with the government accounting for 53.8% of the policy discourse power,

the market initiative of enterprises and the participation right of villagers being weakened, the professional role of social organizations underutilized, and the rights and responsibility boundaries of multiple subjects lacking institutional definition; the collaboration process is trapped in the misunderstanding of "valuing construction over governance", with policy resources overly inclined to planning guidance and resource allocation, while the supply of core mechanisms for long-term industrial operation such as interest linkage, communication and supervision is weak, featured by more principled statements and insufficient practical design. Although Gaoxian has explored a distinctive industrial layout and a multi-stakeholder participation framework in its policies, the lack of institutional details and the suspension of mechanisms prevent real in-depth integration.

Gao County is highly representative of county-level areas in central and western China. Its governance dilemmas and optimization ideas reflect the common issues faced by similar regions in the integrated development of agriculture, tourism and healthcare, thus offering valuable practical insights at the micro level. Meanwhile, the analytical framework can also be used in comparative studies of eastern regions to help formulate targeted governance strategies.

As a crucial path for rural industrial revitalization, the integrated development of agriculture, culture, tourism and health preservation is essentially a process of multi-stakeholder collaboration and in-depth resource integration, and superficial combination driven solely by administrative power cannot break the dilemma of "integrated in form but not in essence". The three-dimensional optimization paths proposed in this paper—reconstructing rights and responsibilities, implementing mechanisms and adapting to scenarios—are the concrete application of polycentric and collaborative governance theories in county-level practice: clarifying the core rights and responsibilities of all subjects breaks the "center-edge" imbalance and ensures each subject performs its own duties; building rigid mechanisms such as regular communication, refined interest linkage and diversified supervision fills the institutional gaps in the collaboration process and turns multi-stakeholder coordination from a slogan into actionable rules; creating localized formats, cultivating local talents and promoting overall coordination based on county-level resource endowments ensures the optimization paths fit with grassroots practice and avoid the disconnection between policy design and actual operation.

In conclusion, the high-quality development of the integration of agriculture, culture, tourism and health preservation hinges on breaking the traditional government-led governance model and building a multi-governance pattern of "government guidance, enterprise leadership, villager participation and social organization support". Future county-level policy design should abandon extensive resource investment and formalistic stakeholder participation, take institutional construction as the core, focus on the diversity and balance of the governance structure by clarifying the rights and responsibilities of all subjects, strengthen the refinement and practicality of the collaboration process by filling the gaps in interest coordination and supervision mechanisms, and adapt to local scenarios based on ecological, cultural and industrial foundations. Only in this way can idle rural resources be truly activated, the value-added of industrial integration be realized, and sustainable impetus be injected into rural industrial revitalization. As a typical sample of southwest Chinese counties, Gaoxian's policy practice and optimization explorations provide valuable micro-experiences for similar counties to promote the in-depth integration of agriculture, culture, tourism and health preservation. Follow-up research can be carried out on the interactive practice of multiple subjects and the effect evaluation of policy implementation to further improve the governance system of county-level industrial integration.

Future research can draw on multi-case comparisons and mixed methods, integrating policy text analysis with field surveys and in-depth interviews to empirically test the conclusions and optimization pathways proposed in this study. Long-term dynamic tracking can also be employed to further refine the governance system for county-level industrial integration.

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