




# Econometric Analysis of Cultural Tourism Policies in Ningxia--Based on Policy Tools Perspective

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**Abstract.** Vigorously developing cultural tourism is currently an important tool for China to promote high-quality economic development, meet people's demand for a better life and enhance national soft power. [1] This study applies the content analysis method, based on the policy tool analysis framework, to grasp the general characteristics and development direction of the cultural tourism policy text in Ningxia region, and to analyze the holistic and fundamental issues of the cultural tourism policy text. The study concludes that: the current Ningxia cultural tourism policy is dominated by planning and notification, with weak legal constraints; the policy tools are tendentious, with supply-based dominance and weak demand-based use; the policy subject is heavily government-led, with weak participation of non-government forces; there is a lack of basic research and development in the innovation value chain, with extensive industrialization and market-oriented applications; the similarity between Ningxia's culture and tourism and the neighboring regions is high, and the content of the policy has a lagging effect. In order to further improve the cultural tourism policy in Ningxia, it can be implemented in terms of strengthening the legal binding force and systematically codifying the special cultural tourism regulations; balancing the use of policy tools and strengthening the demand orientation; paying attention to the differentiated supply of policy subjects and strengthening the cooperation of tripartite subjects; improving the basic research and development capacity and cultivating the innovation driving force of cultural tourism market; creating regional characteristic cultural tourism brands and strengthening regional cooperation to achieve win-win situation.

**Keywords:** Ningxia; cultural tourism; policy text; policy tools; policy subject; innovation value chain

## 1 Introduction

According to the World Tourism Organization (WTO) 2018 survey data, cultural tourism tourists accounted for 47% of the total number of tourists. [2]The cultural tourism market has rapid incremental growth, huge development potential, and significant pull effect on economic growth. In this context, the national level has introduced a series of policies and measures to promote the development of cultural tourism. Especially in

the past five years, cultural tourism has become a hot spot for mass tourism, and the number of policies has shown a spurt of growth. As an important decision-maker and promoter of Ningxia's cultural tourism policy, the government has introduced a number of policies and measures to promote the development of cultural tourism. The Fourteenth Five-Year Plan for Culture and Tourism Development of the Ningxia Hui Autonomous Region points out that "we should comprehensively promote the integrated development of culture and tourism, and take the construction of the Yellow River, the Great Wall, and the Long March National Cultural Park as an opportunity to build a number of demonstration zones for the deeply integrated development of culture and tourism. Actively promote the integration and development of culture and tourism with characteristic industries, innovate the industry, optimize the supply, and build several "culture and tourism +" industry integration and development demonstration areas." In the context of the trend of structural transformation of Ningxia's tourism industry, it is of great practical significance to carry out empirical research on relevant topics for the scale-oriented cultural and tourism industrial policy.

Although the density and strength of government support for the development of cultural tourism has been increasing, there has been a lack of theoretical exploration and empirical testing of the development mechanism of cultural tourism at the institutional level in the academic community. Existing literature mostly explores the integrated development of culture and tourism industry, the evaluation of competitiveness of cultural tourism industry and the development mode of cultural tourism industry from the perspective of market subject, service provider or producer, but less based on the perspective of government subject to analyze the government's macro-regulation mechanism of the development of cultural tourism, and lack of systematic compilation of the use of government's policy tools and innovation orientation. [3] Therefore, based on the content analysis method, this study constructs a three-dimensional analysis framework of policy subjects, policy tools and innovation value chain from the perspective of policy tools, and uses Nvivo12 to code and measure the cultural tourism policies of Ningxia, to provide targeted opinions for further improving and optimizing the cultural tourism policies of Ningxia.

## 2 Analytical Framework and Data Sources

Based on the perspective of policy tools, this study uses the policy text analysis method to analyze the cultural tourism integration policy in Ningxia from 2018 to 2024, and constructs a three-dimensional analysis framework for cultural tourism (see Figure 1). The policy texts used in this study mainly come from the Peking University Faber database, the official website of the Department of Culture and Tourism of the Ningxia Hui Autonomous Region, and the Chinese government website. First, the key-word "culture and tourism" was used to conduct a fuzzy search in the Peking University Faber database, and the search scope was further expanded through backtracking and correlation. Secondly, we browsed the official websites of the Department of Culture and Tourism of the Ningxia Hui Autonomous Region and the Chinese government website and searched the database with the keywords of "culture industry", "nighttime

culture and tourism consumption", "non-genetic inheritance", "Yellow River tourism", and "culture and tourism". Finally, the collected cultural and tourism policies are screened, and twenty-two policy texts were finalized.

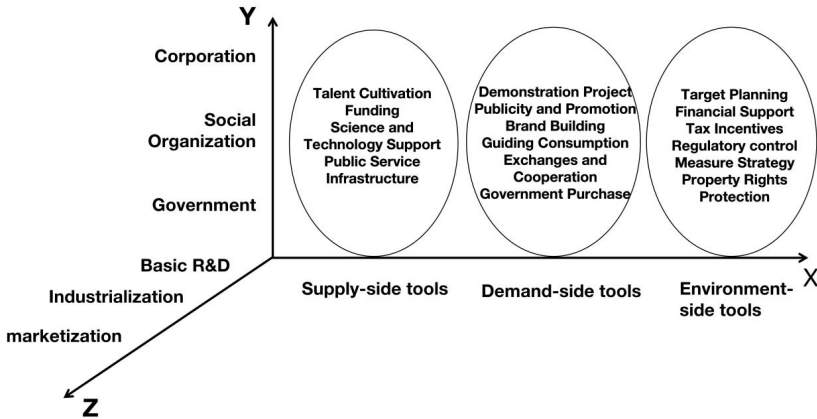


Fig. 1. Three-dimensional analytical framework for cultural tourism policy

### 3 Ningxia Cultural Tourism Policy Text Content Analysis

#### 3.1 Content Analysis Unit Coding of Ningxia Cultural Tourism Policies

The content analysis method is used to code and categorize and statistically analyze the content of the selected policy texts, and the analysis software is selected as Nvivo12. Specifically, firstly, according to the three-dimensional analysis framework of cultural tourism policy that has been constructed in the previous paper, the analytical categories of policy texts are set according to policy tools (X), policy subjects (Y), and innovation value chain (Z), and at the same time, the categories are defined more accurately and the mutual exclusivity between categories is ensured to ensure their credibility. Considering that the policy texts come from the functional departments of the central and local governments, and the texts are authoritative and legal, the validity of the policy texts will not be tested. The content of the policy text is then initially coded, labeled and classified based on the analyzed categories, and then grouped, organized, and counted according to the categories of the X-Y-Z three-dimensional framework. If the same policy provision contains multiple categories, they are all recorded. Table 1 reports the policy tools type and subcategory.

Table 1. Examples of policy tool types and subcategories

Types	Subcategories
Supply-side tools	S1-Talent Cultivation
	S2-Funding

	S3-Science and Technology
	S4-Public Service
	S5-Infrastructure
Demand-side tools	D1-Demonstration Project
	D2-Publicity and Promotion
	D3-Brand Building
	D4-Guiding Consumption
	D5-Exchanges and Cooperation
	D6-Government Purchase
Environment-side tools	E1-Target Planning
	E2-Financial Support
	E3-Tax Incentives
	E4-Regulatory control
	E5-Measure Strategy
	E6-Property Rights Protection

### 3.2 Analysis of Ningxia Cultural Tourism Policy Single Dimension

#### 3.2.1 Analysis of Policy Tool Dimension

There is a certain tendency of cultural tourism policy tools in Ningxia region, showing a distribution structure of supply-based, environmental-based and least demand-based.

Specifically, as a sustained driving force for cultural tourism development, supply-type policy tools account for approximately half of resource investment. Among its subcategories, "infrastructure construction" is a key sub-tool, accounting for 20.19%, and complete infrastructure construction is the foundation for the development of diversified and specialized cultural tourism industries. The distribution of sub-tools such as "talent cultivation", "scientific and technological support" and "public service" is relatively balanced. There are relatively more policies on "capital investment", mainly focusing on the establishment of special funds for the development of cultural and tourism projects, or subsidies for enterprises and individuals engaged in the research and development of cultural and creative products and tourism commodities. The government focuses on "infrastructure" in the rapid development stage of cultural tourism, but talent training and scientific and technological support are relatively weak, which will not be conducive to the sustainable development of cultural tourism in the long run.

Environment-based policy tools provide a favorable policy environment for the development of cultural tourism, which is the supporting force for the development of cultural tourism. [4]There are environmental policy tools, mainly "measure strategy" and "regulation", occupying 10.09% and 6.62% of the total policy texts respectively. As an important sub-tool, the "measures strategy" helps to promote the orderly development of cultural tourism activities by setting development goals for the cultural tourism industry, creating a favorable business environment and an orderly market mechanism, to improve the policy system and regulatory mechanism of cultural tourism. The distribution of "financial support" and "regulatory control" is relatively balanced, but

"property rights protection" is less mentioned in the policy text. At this stage, the government's policy on property rights protection for non-heritage crafts is not clear enough and lacks a systematic policy for protection and development.

Demand-based policy tools are mainly used to stimulate market demand through government procurement, service outsourcing, and the creation of high-quality projects, and are the pulling force for cultural tourism development. [5] However, demand-based policy tools are weakly used in the government's choice of tools, with "demonstration projects" and "guiding consumption" occupying a larger proportion, at 6.31% and 6.62% respectively. Cultural tourism demonstration zones play an obvious role in leading the development of the region, and through the construction of demonstration projects with regional characteristics, they show the "development model" of cultural tourism for the industry to learn from. The frequency of "exchange and cooperation" in the use of demand-based policy tools is also increasing, the Ningxia region's small geographical area of the status quo decided that the government must pay attention to the international and domestic markets. The government must pay attention to both domestic and international markets and retain the domestic market by improving the attractiveness of the brand, as well as make the international market bigger and stronger through continuous exchanges and cooperation.

Currently, there are various combinations of policy tools to support the development of cultural tourism, and the Ningxia government focuses on the use of supply-type policy tools, emphasizing the provision of complete infrastructure and sufficient financial support for the development of cultural tourism. However, in general, the supply-type and demand-type policy tools are not sufficiently used, and the policy tool system is not matched in a balanced way, which leads to an insignificant effect of policy implementation. In the theory of policy tools, if a certain policy tool is used in a low proportion, its actual effect will be greatly reduced, and it is difficult to play the expected role of policy tools. Therefore, the formulation and implementation of cultural tourism policy in Ningxia region should fully consider the comprehensive benefits of supply, demand, and environment.

### ***3.2.2 Analysis of the Dimension of Policy Subjects***

The government is the main promoter of the high-quality development of cultural tourism industry. It plays a leading role in the development of cultural tourism by means of financial support and environment creation. Enterprises as direct participants play an important supporting role in the process of cultural tourism development. Social organizations have relatively weak participation in the process of cultural tourism development compared with other policy subjects.

As the core body of cultural tourism policy formulation and planning, the government accounts for 71.21% of the total policy texts, and mainly guarantees and supervises the effective development and implementation of cultural tourism activities by means of infrastructure construction, policy support and guidance, and financial investment. Enterprises accounted for 20.12%, as the integrated development of culture and tourism is still in the exploratory stage of development in Ningxia and has not established a systematic and mature industrial development model, so the policy text focuses on the planning and leading role of the government. At the level of property rights

protection, the protection and development of enterprises specializing in non-heritage crafts, cultural and creative product design and research and development is still insufficient. Social organizations, represented by non-profit organizations, play an important role in providing public welfare services, coordinating, and organizing social forces to participate in governmental implementation, and expanding the development of related markets, accounting for 8.67%. Policies to increase and strengthen the role of social organizations in promoting the development of cultural tourism, through the injection of capital and publicity guidance by social organizations, can reduce government investment and expand the cultural tourism consumer market.

At present, the cultural tourism policy of Ningxia region has a certain bias towards the importance of the main body of the policy, presenting a development situation in which government guidance is the focus, and enterprises and social organizations coordinate and cooperate with each other. In the early stage of policy development, attaching importance to the government's correct planning and leading has a strategic orientation for the development of the industry, which can realize the effective supply of capital investment, infrastructure, and scientific and technological support in a relatively short period of time. However, different policy subjects have a complementary and interlocking relationship in the process of cultural tourism development, so from the perspective of sustainable development, the three types of policy subjects can only play a benign and comprehensive policy role if they are properly utilized and complement each other.[6] On the contrary, the unique functions of other policy subjects will be obliterated, resulting in "policy failure".

### ***3.2.3 Analysis of Innovation Value Chain Dimension***

The innovation value chain of cultural tourism consists of three links: basic research and development (basic R&D), industrialization, and marketization. [7]The investment of cultural tourism in Ningxia region for basic research and development is low, industrialization is in the middle of the development stage, and the promotion and application of marketization is the most extensive.

Basic R&D, as a key starting point for industry development,[8] is still underutilized in the cultural tourism innovation value chain dimension, accounting for 17.24%. Ningxia's landlocked geographic location limits its economic exchanges and development to a certain extent, and it lacks financial and talent support for basic R&D. In addition, the lack of attention to basic R&D is also an important reason for the low input and output of basic R&D in the development process of cultural tourism industry invested funds in the process of large, high requirements for training of personnel, the return-on-investment cycle is long, in a short period of time cannot be for the economic benefits of the obvious growth. But with the development of the national cultural tourism industry into a high-quality development stage, homogenization, resource-based, over-development of cultural tourism has gradually come to an end, with distinctive features, non-heritage crafts, yuan universe combined with the new tourism model sought by the public, and this is inseparable from the back of the basic research and development support and investment, so in the policy planning, the government of Ningxia to increase the support for basic research and development efforts.

At the level of culture and tourism industrialization, the support of the policy is at a medium level, and the change is large, accounting for 39.22%. The successive introduction of policy documents such as the Three-Year Action Program for the Innovation and Upgrading Project of the "21 Scenes of Ningxia" (2023-2025) and the Action Program for Unleashing the Potential of Tourism Consumption and Promoting High-Quality Development of the Tourism Industry (2023-2025) indicates that the government has established the cultural tourism industry as one of the most important industries in China were introduced. [9] These policies indicate the government's goal of establishing cultural tourism industry clusters and expanding the cultural tourism market, providing new impetus for the development of cultural tourism industrialization in the Ningxia region.

Marketization due to the significant economic benefits it brings, the policy support for the marketization of cultural tourism has been at a high level and coincides with the development trend of industrialization, accounting for 43.53%. Currently, the government's market-oriented reform initiatives focus on building cultural tourism demonstration projects, creating regional characteristics of cultural tourism brands, and broadening the source market with policy support, media publicity and other means, thus promoting the high-quality development of cultural tourism.

### **3.3 Two-Dimensional Interaction Analysis of Ningxia's Cultural Tourism Policies from the Perspective of Policy Tools**

#### ***3.3.1 Policy Instrument (X dimension)-Policy Subject (Y dimension) Interaction Analysis***

In the supply-type policy tools, the government, as the main body responsible for promoting the development of cultural tourism industry, occupies an important position in the "infrastructure", accounting for 15.14%. (See Table 2.) As a pioneer in the development of cultural tourism, the completeness of infrastructure will directly determine the long-term development of cultural tourism in a region. Social organizations and enterprises in the organization of personnel to participate in the construction, increase investment and financing efforts to provide assistance for the construction of cultural tourism infrastructure. Enterprises, the basic unit of economic activities and the main body of the market, need more "capital investment" to expand the market. The government encourages the cultural tourism industry to increase investment attraction, expand industrial clusters, and maximize the vitality of the cultural tourism consumer market.

Among the demand-based policy tools, the government invests the most in "demonstration projects" and "guiding consumption" to guide consumption and expand the source market by building high-quality tourism routes, setting up cultural tourism scenic spots, and creating immersive performing arts projects and activities. [10] Social organizations and enterprises have their own focus on the specific choices of demand-based policy tools. Represented by non-profit organizations, the Ningxia region has held conferences and exhibitions through various organizations and associations to connect with international standards in cooperation and exchange, and to further enhance

the attractiveness of the regional brand. At the same time, enterprises focus on new forms and modes to attract consumers and expand the domestic market.

Among the environmental policy tools, the use of "measure strategy" is significantly higher among governmental entities than other categories, social organizations are weakly involved in the environmental policy tools, and enterprises are inclined to invest more in "financial support". This shows that there is a large gap in the frequency of use of this tool among the three actors, which needs to be balanced and coordinated.

**Table 2.** X-Y two-dimensional interaction frequency of China's sports tourism policy under the perspective of policy tools

	Government	Social organization	Corporation	Add up the total
	Frequency (Percentage)	Frequency (Percentage)	Frequency (Percentage)	Frequency (Percentage)
S1	8 (2.52%)	4 (1.26%)	5 (1.58%)	17 (5.36%)
S2	19 (5.99%)	2 (0.63%)	8 (2.52%)	29 (9.15%)
S3	15 (4.73%)	0 (0.00%)	3 (0.95%)	18 (5.68%)
S4	14 (4.42%)	3 (0.95%)	4 (1.26%)	21 (6.62%)
S5	48 (15.14%)	5 (1.58%)	11 (3.47%)	64 (20.19%)
D1	18 (5.68%)	0 (0.00%)	2 (0.63%)	20 (6.31%)
D2	4 (1.26%)	1 (0.32%)	1 (0.32%)	6 (1.89%)
D3	10 (3.15%)	1 (0.32%)	3 (0.95%)	14 (4.42%)
D4	16 (5.05%)	1 (0.32%)	4 (1.26%)	21 (6.62%)
D5	5 (1.58%)	4 (1.26%)	2 (0.63%)	11 (3.47%)
D6	3 (0.95%)	0 (0.00%)	0 (0.00%)	3 (0.95%)
E1	10 (3.15%)	1 (0.32%)	1 (0.32%)	12 (3.79%)
E2	11 (3.47%)	1 (0.32%)	8 (2.52%)	20 (6.31%)
E3	4 (1.26%)	0 (0.00%)	1 (0.32%)	5 (1.58%)
E4	15 (4.73%)	3 (0.95%)	3 (0.95%)	21 (6.62%)
E5	26 (8.20%)	2 (0.63%)	4 (1.26%)	32 (10.09%)
E6	2 (0.63%)	0 (0.00%)	1 (0.32%)	3 (0.95%)
Total	228 (71.92%)	28 (8.83%)	61 (19.24%)	317 (100.00%)

**3.3.2 Policy Tools (X dimension)-Innovation Value Chain (Z dimension) Interaction Analysis**

As shown in Table 3, supply-based policy tools are mainly concentrated on the basic R&D and industrialization stages of the innovation value chain, accounting for 14.22% and 12.07% respectively. These data reflect that in the early development stage of the culture and tourism industry, it is mainly through the government to guide tourism enterprises and scientific research institutions to jointly participate in and carry out applied R&D supported by scientific and technological innovation, in order to improve the conversion rate of innovation results and further provide various types of resources for the development of the culture and tourism industry. The demand-based policy tool



focuses more on industrialization and commercialization, accounting for 14.65% and 15.51%. It focuses more on initiatives such as guiding project development, stimulating market prosperity, and expanding the sports tourism industry chain to achieve the purpose of creating cultural tourism demonstration bases and tapping the potential of the cultural tourism market. Similarly, environmental policy tools also account for a higher proportion in the latter two segments, mainly promoting the industrialization and commercialization of cultural tourism by means of "measures and strategies" and "regulations". Accordingly, the application of the three types of policy tools in the innovation value chain is not balanced, mainly focusing on industrialization and commercialization.

**Table 3.** X-Z two-dimensional interaction frequency of China's sports tourism policy under the perspective of policy tools

	Basic R&D	Industrialization	Marketization	Add up the total
	Frequency (Percentage)	Frequency (Percentage)	Frequency (Percentage)	Frequency (Percentage)
S1	7 (3.02%)	5 (2.16%)	3 (1.29%)	15 (6.47%)
S2	14 (6.03%)	11 (4.74%)	2 (0.86%)	25 (10.78%)
S3	12 (5.17%)	0 (0.00%)	2 (0.86%)	14 (6.03%)
S4	0 (0.00%)	0 (0.00%)	8 (3.45%)	6 (2.59%)
S5	0 (0.00%)	12 (5.17%)	10 (4.31%)	22 (9.48%)
D1	0 (0.00%)	5 (2.16%)	16 (6.90%)	21 (9.05%)
D2	0 (0.00%)	1 (0.43%)	6 (2.59%)	7 (3.02%)
D3	0 (0.00%)	13 (5.60%)	3 (1.29%)	16 (6.90%)
D4	0 (0.00%)	9 (3.88%)	9 (3.88%)	20 (8.62%)
D5	2 (0.86%)	6 (2.59%)	0 (0.00%)	8 (3.45%)
D6	0 (0.00%)	0 (0.00%)	0 (0.00%)	0 (0.00%)
E1	2 (0.86%)	5 (2.16%)	4 (1.72%)	11 (4.74%)
E2	0 (0.00%)	7 (3.02%)	0 (0.00%)	7 (3.02%)
E3	0 (0.00%)	2 (0.86%)	0 (0.00%)	2 (0.86%)
E4	0 (0.00%)	3 (1.29%)	14 (6.03%)	17 (7.33%)
E5	3 (1.29%)	10 (4.31%)	24 (10.34%)	39 (16.81%)
E6	0 (0.00%)	2 (0.86%)	0 (0.00%)	2 (0.86%)
Total	40 (17.24%)	91 (39.22%)	101 (43.53%)	232 (100.00%)

### 3.3.3 Policy Subject (Y dimension)-Innovation Value Chain (Z dimension) Interaction Analysis

Among the three links of basic R&D, industrialization and marketization, the government has always occupied a dominant position, with a total share of 71.21% (see Table 4). It plays an important guiding and supporting role in the whole innovation value chain. The government provides preliminary preparation for basic R&D through financial investment and scientific and technological support, which can be used for

professional talent training and scientific research support to promote innovation progress and intellectual property protection in the field of culture and tourism. In addition, the government boosts the transformation and upgrading of the cultural and tourism industry chain through incentives and tax concessions, thereby further expanding the domestic and international consumer markets.[11] However, the participation of social organizations and enterprises in the innovation value chain is relatively low, both accounting for less than 30%.

**Table 4.** Y-Z two-dimensional interaction frequency of China's sports tourism policy under the perspective of policy instruments

Policy Subjects	Basic R&D	Industrialization	Marketization	Add up the total
	Frequency (Percentage)	Frequency (Percentage)	Frequency (Percentage)	Frequency (Percentage)
Government	38 (11.76%)	89 (27.55%)	103 (31.89%)	230 (71.21%)
Social Organization	3 (0.94%)	9 (2.79%)	16 (4.95%)	28 (8.67%)
Corporation	9 (2.78%)	26 (8.05%)	30 (9.29%)	65 (20.12%)
Total	50 (15.48%)	124 (38.39%)	149 (46.13%)	323 (100%)

## 4 Research Conclusions

### 4.1 Ningxia Cultural Tourism Policy: Planning and Notification Dominate, and Legal Constraints Are Weak

In the current Ningxia cultural tourism policy document system, "planning", "notice", "opinion" type policy text occupies a large proportion. The legal binding documents are relatively few, and the degree of mandatory policy implementation is low. The Ningxia government mainly guides and promotes the development direction and focus of the cultural and tourism industry by formulating detailed plans, soliciting relevant opinions, and issuing specific notices, with strong foresight and leadership. However, on the whole, the binding documents of laws and regulations have failed to follow up the development process of Ningxia's cultural and tourism industry, especially the lack of special laws and regulations on the protection of property rights of cultural and tourism products and basic research and development, which leads to the problems of insufficient legal basis and imperfect regulatory means in the process of policy implementation, reduces the mandatory nature of the policies and their operability, and influences the standardized development of the cultural and tourism industry and the maintenance of order.

#### **4.2 Policy Tools Have Tendency, Mainly Supply-Type, Environment-Type Auxiliary, Demand-Type Use Is Weak**

The use of government policy tools in Ningxia presents an unbalanced state. The supply-type policy tools are most widely used, giving a lot of policy support in infrastructure and capital investment, and focusing on the large-scale construction and development of the cultural tourism industry. The extensive use of supply-type policy tools, although in the early stage of cultural tourism development for the rapid promotion of industrial construction has a certain role, but not combined with the actual needs of the excessive use of the long term will result in some of the cultural tourism facilities idle and deserted, is not conducive to the sustainable development of the industry. Environmental policy tools are oriented to measures and strategies, favoring macro policy guidelines, but not clear enough in terms of specific means of implementation, such as "tax incentives", "property rights protection" and other detailed specifications are fewer. Demand-oriented policy tools are mainly demonstration pilots, which are innovative in guiding consumption, but the overall use of weak performance in "publicity and promotion" and "communication and cooperation" is insufficient. The positive trend is that the Ningxia government has gradually emphasized the pulling effect of exchange and cooperation on the cultural tourism industry in recent years. Ningxia has successively carried out international conferences and exhibitions such as China-Arab States Expo and International Wine Culture and Tourism Expo, gradually opening the international market. However, due to "publicity and promotion" in this area of investment is small, and Ningxia cultural tourism and Qinghai, Gansu and other neighboring regions have a certain degree of similarity. If the unique charm of cultural tourism cannot be effectively publicized and promoted, not only easy to be replaced by neighboring competitors, but also difficult to attract more domestic and foreign tourists.

#### **4.3 The Main Body of the Policy is Dominated by the Government, and the Participation of Non-Government Forces is Weak**

The policy body of cultural tourism in Ningxia region is government-led, and the participation of enterprises and social organizations is weak. Strong government-led role for the development of the cultural tourism industry has a key role in promoting, easy to play a concentrated effort to do great things, mobilize social resources for the cultural tourism industry infrastructure, demonstration project construction. Or the government can increase the financial investment to help the development of the cultural tourism industry, which shows that the administrative force is the absolute force to promote the development of cultural tourism. However, it is worth drawing attention to the fact that under the influence of government-led, the participation of non-government forces is relatively weak, and policy subjects such as enterprises and social organizations are not actively involved in all aspects of cultural tourism development. As a tertiary industry, cultural tourism cannot be separated from the market environment, and the status quo of absolute domination by the government is very likely to cause problems such as insufficient demand pull, poor service quality and weak innovation driving force in the

process of industry development. Especially when the government's investment in cultural tourism is insufficient, the enterprises and the market are not highly involved and have insufficient power, which will easily lead to the dilemma of low internal power and external thrust, thus restricting the development of cultural tourism.

#### **4.4 Insufficient Basic Research and Development in the Innovation Value Chain and Extensive Industrialization and Market Application**

The cultural tourism industry in Ningxia is mostly focusing on the two ends of "industrialization" and "marketization", and the basic research and development is relatively insufficient. In particular, the policy documents for non-heritage technology, intellectual property protection and other basic legal norms are not perfect, basic research and development only focus on the development, but not to do the follow-up protection, which is likely to lead to vicious competition in the market, "bad money driving out good money" and other phenomena are endless. These phenomena are not conducive to the characteristic branding of Ningxia cultural tourism, but also restrict the sustainable development of cultural tourism.

#### **4.5 Ningxia Cultural Tourism and Neighboring Areas with High Similarity, Policy Content Has Lagged Behind**

The cultural tourism industry of Ningxia and neighboring regions have a certain degree of similarity. If the government and relevant institutions cannot establish an influential cultural tourism brand with regional characteristics, it may be replaced by surrounding areas. Moreover, the content of the policy text is to a certain extent limited by regional development. Compared with cities with rich humanistic landscapes and mature development of cultural and tourism industries, such as Beijing, Xi'an and Luoyang, the content of Ningxia's cultural tourism-related policies are lagging behind.

## **5 Policy Recommendations**

### **5.1 Strengthen the Legal Binding Force and Systematically Codify Special Cultural Tourism Laws and Regulations**

To solve the problem of weak legal constraints on Ningxia's cultural tourism industry, the government should strengthen the construction of laws and regulations, clarify the responsibilities of various departments, subjects, and industries by formulating strict risk prevention mechanisms and specific management requirements, and strengthen the binding force of the law, so as to improve the Ningxia government's ability to comprehensively govern cultural tourism. Systematically compile special regulations on cultural tourism, formulate and improve special regulations on property rights protection of cultural tourism products and basic research and development, enrich and improve the policy system of cultural tourism, and escort R&D-oriented small and medium-

sized enterprises and the inheritance of non-heritage crafts. At the same time, strengthen the supervision of the cultural tourism industry to ensure that the policies are implemented in place, maintain the order of the industry, and create a favorable market environment for the development of cultural tourism.

### **5.2 Balancing the Use of Policy Tools and Strengthening Demand Orientation**

Breaking the blueprint of cultural and tourism development policies with a systematic concept, balancing the use of supply-type, environment-type, and demand-type policy tools, avoiding the waste of resources and industrial idleness caused by the excessive use of supply-type policy tools. The Ningxia government should consider the development stage of the cultural tourism industry, comprehensively consider the function and effect of each policy tool, and appropriately increase the frequency of the use of demand-type policy tools on the basis of infrastructure improvement to strengthen the demand orientation. At the same time to increase cooperation with the media, based on the characteristics of the brand building publicity and promotion. Cooperate with the main bodies of society to organize international cultural tourism activities, do a good job in the international and domestic two-way market, and improve the brand awareness and market competitiveness of the cultural tourism industry in the Ningxia region.

### **5.3 Pay Attention to the Differentiated Supply of Policy Subjects and Strengthen the Cooperation of Tripartite Subjects**

Government should mobilize the vitality of the main body of the cultural tourism market, and targeted policies should be formulated to improve the business environment and support enterprises and social organizations to give full play to the advantages of talent and technology for the basic research and development of cultural and creative products, to cultivate the innovation driving force of the cultural tourism market. Meanwhile, government should formulate regulations and measures to maintain the order of the cultural tourism market, lower the market access threshold, increase tax incentives, liberalize management areas, promote the full play of private capital, and accelerate the process of de-administration and de-monopolization.

### **5.4 Improve Basic R&D Capability and Cultivate the Driving Force of Innovation in the Cultural Tourism Market**

To improve the scientific and technological momentum of the cultural tourism industry, the Ningxia government should focus on cultivating the basic research and development capacity of the cultural tourism industry, empowering science, and technology in all aspects of industrial development, increasing the investment in basic research and development, and supporting enterprises and research institutions to carry out relevant technological research. Meanwhile, enterprises are encouraged to establish close cooperative relationships with universities and research institutions, share resources, and jointly carry out cultural and tourism product technology research and development and

innovation, and improve the conversion rate of scientific and technological achievements. Moreover, the government can utilize scientific education and training system to increase the inflow of talents, use professional welfare and incentive system to ensure the stock of existing talents, and increase the protection of intellectual property rights of innovative achievements, to provide innovative power and technical support for Ningxia's cultural and tourism industry.

### **5.5 Create Regional Characteristics of Cultural Tourism Brand, Strengthen Regional Cooperation to Achieve Win-Win Situation**

In view of the high similarity between Ningxia and its neighboring regions, the government should focus on creating a cultural and tourism brand with regional characteristics, increase the publicity and branding of the hometown style, Xixia culture and wine tourism industry, and highlight the advantages of cultural and tourism resources in the Ningxia region. At the same time, improve the policy foresight, comprehensive reference to learn from developed countries or regional cultural tourism excellent case, based on the local actual optimization of cultural tourism policy and management experience, and strengthen the cultural tourism with Gansu, Qinghai, and other neighboring regions of regional cooperation. Thus, the competitive disadvantage into a cooperative advantage, to create a regional cultural tourism network system in line with the current stage of tourists' tourism needs, reduce the zero-sum game, to achieve a win-win situation for all three parties in the cultural tourism industry.

## **6 Conclusion**

Taking the text of Ningxia cultural tourism policy as the research object, this study establishes a three-dimensional analysis framework of Ningxia cultural tourism policy from the theory of policy tools and the main focus of Ningxia cultural tourism policy. It also adopts a combination of quantitative and qualitative research methods to conduct a comprehensive study of Ningxia's cultural tourism policies since 2018 from three aspects: policy subject, policy tools, and innovation value chain. The analysis reveals that Ningxia's current cultural tourism policy presents the trend of planning-driven, supply-oriented, and government-led. Concurrently, there are problems such as insufficient basic research and development, and policy content with lagging. Finally, based on the above deficiencies, corresponding suggestions and countermeasures are provided for the development of local government's future cultural tourism policy, with a view to providing certain reference for future cultural tourism policy research.

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