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Postprint: Thematic Analysis of Public Cultural Services Policy Content from a Policy Measurement Perspective

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Abstract

[Purpose/Significance] Through the perspective of policy bibliometrics, this study examines the overall landscape of China's current public cultural services policy environment, optimizes the design of public cultural services policies, and provides a framework and database for comparison among sectors such as policy, research, and practice.

[Method/Process] Policy texts on public cultural services were collected to form a sample set, subject indexing was conducted using a combination of machine automatic extraction and manual standardization, and a policy category framework was constructed.

[Result/Conclusion] The 8 first-level category groups and 24 first-level categories in the policy category framework are described, elaborating on the core content themes of public cultural services policies. Taking content themes as the unit of analysis enables examination of the interactive relationship among public cultural services policy formulation, theoretical research, and institutional practice.

Full Text

Preamble

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A Thematic Analysis of Public Cultural Service Policy Content from a Policy Measurement Perspective

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Abstract:

[Purpose/Significance] This study observes the overall landscape of China's current public cultural service policy environment from a policy measurement perspective, aiming to optimize public cultural service policy design and provide a framework and database for comparative analysis across policy, research, and practice sectors. [Method/Process] We collected public cultural service policy texts to form a sample set, then utilized a combination of machine-automated extraction and manual standardization for thematic indexing to construct a policy category framework. [Result/Conclusion] We describe eight primary category groups and 24 primary categories within the policy category framework, elucidating the core content themes of public cultural service policy. Using content themes as the unit of analysis enables examination of the interactive relationships among public cultural service policy formulation, theoretical research, and institutional practice.

Keywords: policy measurement; policy text; public cultural service

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1 Research Background and Problem Statement

1.1 Proposed Overall Analytical Framework

Since 2017, the *Public Cultural Service Guarantee Law* and the *Public Library Law* have been enacted successively. These two laws effectively complement each other, reflecting China's cultural rule-of-law development from macro-level progression to micro-level deepening, and demonstrating the timeliness and scientific nature of China's cultural legislation. Together, they provide coordinated dual-legal guarantees for the construction and development of China's public cultural service system. The development of China's public cultural service institutions, the improvement of public cultural service policies, and the advancement of public cultural service research proceed in a coordinated manner (see Figure 1 [Figure 1: see original paper]).

In the interactive relationship comprising "institutional practice," "policy formulation," and "theoretical research" in public cultural services, public cultural service institutions serve as carriers and infrastructure for disseminating public culture and providing public cultural services. Theoretical research offers explanations, predictions, and summaries for practical activities. Public cultural service policies function as tools and guidelines for the government to direct the construction of the public cultural service system, enabling overall control over its direction and guiding the development of the system and related industries. Since the formal proposal of China's public cultural service system construction in the early 21st century, these three elements have continuously influenced and driven one another, forming the foundation for system development.

The mutual influences among these three elements warrant further investigation (for example, how theoretical research influences policy formulation, how policy content is implemented in institutional practice, and how institutional practice is reflected in theoretical research). These interactions can be measured using bibliometric methods. The operational steps are as follows: First, complete the quantification processing for each of the three sectors—research, policy, and practice. Identify quantifiable indicators across these sectors, such as academic literature, policy texts, and institutional planning/evaluation/summary reports, which can serve as outputs of research, policy, and practical activities respectively, and conduct textual 计量分析 (quantitative analysis) on them. Second, identify cross-sector textual element associations, such as citations of policy texts in academic literature and institutional planning, as well as the adoption and recognition of academic research findings in policy texts. In this regard, citation analysis methods from academic literature can be applied. At the content level, we can examine the co-occurrence expressions and differential representations of public cultural service content themes across research, policy, and practice texts. Additionally, by incorporating temporal variables, we can conduct diachronic analysis of 计量指标 (quantitative indicators) such as citations and co-occurrences across these three sectors, thereby investigating the generation, diffusion, and adoption mechanisms of academic achievements, policy tools, and practical experience in the public cultural service domain.

1.2 Research Questions Addressed

Within this framework, quantified research outputs focusing on the theoretical research sector of public cultural services are relatively abundant, such as Wang Qian et al.'s 10-year literature review of public cultural service research based on the CSSCI database, Liu Yu et al.'s bibliometric analysis of China's public cultural service research based on CNKI, and Yang Lin et al.'s analysis of research progress using co-word clustering and strategic coordinate methods. In the public cultural service policy sector, with the maturation of policy measurement methods in recent years, quantitative studies examining public cultural service policies have emerged, including Cao Shujin et al.'s study on the evolution of China's public cultural service policies based on 147 policy documents, Li Shaohui and Wang Ting's empirical analysis of policy research 脉络 (trajectories) and institutional characteristics based on 139 policy texts, Lang Dongyu's research on value characteristics and evolutionary logic based on 112 policy samples, Wang Ping et al.'s study on policy development trends based on 90 policy samples, and Wang Sheng and Liu Xuqing's analysis from a policy tools perspective based on 37 policy samples. While existing 计量研究 (quantitative research) helps clarify the internal development mechanisms of public service policies, their data processing methods are relatively singular and traditional, relying primarily on manual approaches that cannot cover large-scale samples. This may affect the systematicity and comprehensiveness of research results when conducting interactive analysis with 计量处理 (quantitative processing) results from the public cultural service research and practice sectors in the overall framework.

Therefore, this study focuses on deepening public cultural service policy measurement research by introducing machine-assisted analysis methods to learn and train thematic lexicons. Based on large-sample analysis, we attempt to enhance understanding of the following questions: What is the overall landscape of China's current public cultural service policy development, and what are its policy priorities and core categories? By addressing these questions, we can help public cultural service practitioners grasp their institutional environment, promote policy designers to optimize policy formulation, and facilitate the creation of a database for cross-sector comparative research among theoretical research, policy formulation, and institutional practice.

2 Literature Review

In terms of research objects, current domestic studies on public cultural service policies primarily involve policy origins and construction, diffusion and adoption, performance and evaluation, and other domains. Hu Shuigen et al. reviewed the developmental history of China's public cultural service policies, dividing it into stages of policy initiation, policy exploration, and policy deepening. Li Shaohui et al. studied the internal tensions in the diffusion of China's public cultural policies, noting that rational choice, compliance mechanisms, competition mechanisms, learning mechanisms, inertia mechanisms, and collusion mechanisms among governments and departments affect the implementation effectiveness of the modern public cultural service system. Zhang Jianzhao et al. 梳理 (sorted out) public cultural service policy content from perspectives such as legislation, financial guarantees, population coordination, public-private partnerships, and hierarchical systems.

In terms of research methods, domestic empirical research using policy measurement methods is still in its infancy, with policy samples primarily drawn from information policy, science and technology policy, and elderly care policy. Since scholars such as Li Jiang and Pei Lei systematically elaborated on the feasibility of policy measurement, domestic researchers have begun using policy measurement methods to analyze typical policy fields, though a unified processing model is lacking. Pei Lei et al. used measurement indicators to describe the application field distribution and adoption mechanisms of smart city policies, test the consistency of scientific data sharing policies, and identify lag effects in regional informatization policy diffusion. Wang Bo et al. applied policy measurement methods to analyze the evolutionary logic of elderly care policies. Wang Fang et al. combined policy measurement to analyze the historical evolution, key concerns, and issuing 主体 (entity) cooperation status of China's rural informatization policies.

In terms of matching research objects with methods, current fields applying policy measurement methods share the following characteristics: relevant policies are directly related to national welfare and people's livelihood (such as elderly

care policies) or related to new drivers and orientations of economic and social development (such as data policies and industrial development policies), providing “sample value” for policy measurement analysis; relevant policies have either long development cycles (such as informatization policies) or have experienced explosive growth in policy quantity and thematic emergence in the short term (such as smart city policies), providing “sample size” for policy measurement analysis. China’s public cultural service policies originated in the early 1980s, and in recent years, under the upsurge of modern public cultural system construction, various localities have 集中出台 (intensively issued) special plans, implementation opinions, and related policies, thus meeting the aforementioned requirements of “sample value” and “sample size.” However, the object of public cultural service policy has not yet been effectively covered in existing research.

3 Concept Definition and Sample Description

Public cultural service policies constitute the institutional foundation of the public cultural service system and represent the standardization of public cultural services. This study defines public cultural service policies as laws, regulations, plans, and measures formulated by the government to meet people’s needs for public cultural services, ensure equitable access to basic public cultural services for all citizens, and achieve the standardization and equalization of public cultural services.

The connotation and extension of China’s public cultural service policies have continuously evolved. The concept of public cultural services formally appeared in policy documents in the early 21st century, before which national policies did not clearly distinguish between “cultural undertakings” and “cultural industries,” with relevant policies being relatively scattered. However, public cultural phenomena and service behaviors have long existed, regulated and guided by various policies found in cultural market policies, cultural institution development policies, and even regional development policies. This necessitates tracking not only recent policies explicitly titled with public cultural services but also 追溯 (tracing back) policy origins and foundations over longer time horizons.

During the policy sample collection phase, data were primarily collected from the following sources: the central regulation judicial interpretation database and local regulation database in the “Peking University Law Information Network” database; the State Council website and Ministry of Culture and Tourism website using a combination of automated crawling and manual collection; provincial government portals and cultural authorities’ websites following the principle of maximum effort; extraction of policies mentioned in public cultural service policy research literature.

In the policy text retrieval process, considering the complexity of the connotation and extension of public cultural service policies, we first adopted a full-text retrieval strategy using search terms such as “public cultural services,” “cultural

undertakings,” and “public welfare culture,” 爬取 (crawling) 7,413 original policy entries. After deduplication, 6,605 policy samples were retained, forming a policy text set covering 667 administrative units from central to local levels, with key fields such as policy text time, region, and institution preserved. The set includes 220 State Council policy texts, 2,106 provincial government policy texts, and 4,279 sub-provincial government policy texts.

During the standardized processing phase of the policy text set, paragraphs served as the minimum analysis unit for data cleaning. First, machine recognition identified paragraphs related to public cultural services in the texts. For paragraphs with unclear themes, manual backtracking to original documents was employed to determine relevance. Finally, paragraph texts from the same source were concatenated in sequence to ensure unchanged analysis weights for each policy text.

4 Research Methods and Research Process

In the data statistical analysis phase, since this study is based on large-sample analysis, we did not adopt the traditional approach of researchers reading and manually indexing entire texts. Instead, we employed machine-based thematic extraction. The specific steps are as follows: Conduct word segmentation on the standardized policy texts, use the TF-IDF algorithm to calculate text theme words, and assign three theme words to each text; Manually control and standardize the machine-identified theme words; Construct a policy thematic category framework based on the standardized theme word set; Conduct 计量统计 (quantitative statistics) and content analysis on policy thematic categories.

5 Results Presentation

5.1 Policy Thematic Category Framework

In constructing the policy thematic category framework, this study’s approach treats standardized theme words extracted from policy texts as policy elements reflecting the focus objects and involved fields of public cultural service policies. These policy elements are logically clustered to form multi-level categories reflecting the structural system of public cultural service policies. Following this research process, computers first extracted theme words from the policy text set, which were then manually standardized. The standardized theme words served as objects for open coding, from which analytical concepts were 提炼 (extracted) to establish a thematic category framework describing the deep meanings of concepts and relationships between them. To ensure coding validity, two researchers independently conducted standardized coding of theme words, extracting and merging them through discussion to finalize 935 theme words, forming a complete theme word set. Theme words were categorized according

to their semantic features. Inter-coder reliability testing was conducted on the coding results, yielding a consistency of 0.846 between the two researchers (reliability > 0.7), indicating good research reliability. Discrepant coding results were unified through discussion, ultimately producing 215 secondary categories, 24 primary categories, and 8 primary category groups, as shown in Table 1 .

Table 1 Public Cultural Service Policy Category Framework

5.2 Policy Thematic Category Content

(1) Public Cultural Service Goals and Concepts. This category group consists of primary categories including public cultural service goals, guiding ideology, and development concepts. Theme words parsed from policy texts for public cultural service goals include universalization, equalization, networking, standardization, institutionalization, normalization, diversification, intensification, integration, refinement, socialization, vitalization, accessibility, etc. In terms of guiding ideology and development concepts, the specific content of the “Five Development Concepts” (innovation, coordination, green development, openness, sharing), core socialist values, spiritual civilization construction, ideals and beliefs, civic morality, promotion of traditional Chinese culture, protection of citizens’ basic cultural rights, satisfaction of people’s cultural needs, and 坚守 (holding firm to) public opinion and propaganda positions are frequently appearing themes in relevant policy statements.

(2) Characteristics of Public Cultural Services. This category group comprises primary categories such as public cultural service-related issues, characteristics, and regional/local features of public cultural services. Public cultural service statements appear not only in specialized policies but also in a series of comprehensive or related policies. Table 2 references the State Council website’s policy theme classification, presenting frequently occurring public cultural service-related policy issues:

Table 2 Frequently Occurring Public Cultural Service-Related Policy Issues

Policy Theme Category	Content
Civil affairs, poverty alleviation, disaster relief	Poverty alleviation and poverty eradication policies; civil affairs and social security policies; aging and elderly care policies

Policy Theme Category	Content
Environmental protection, urban-rural construction	New urbanization policies; public safety and emergency management
Commerce, trade, tourism, customs	Tourism development policies; intellectual property policies; “Belt and Road” initiative-related policies
Agriculture, forestry, animal husbandry, fishery	Three rural issues policies; rural revitalization policies
Sports, health	Medical policies; sports policies
Education, science and technology	Education and science and technology policies

In terms of public cultural service characteristics, high-frequency theme words extracted include inclusiveness, public welfare, free-of-charge, 普惠性 (universal benefit), equality, fairness, mass participation, systematic nature, innovation, ideological nature, accessibility, convenience, openness, value-added nature, comprehensiveness, grassroots nature, interactivity, and precision. Policies from different regions also exhibit local characteristics. For example, Henan’s policies emphasize the inheritance and innovation of Central Plains culture, Fujian’s policies highlight cross-strait cultural exchanges and interactions, and cities like Beijing and Shanghai emphasize strengthening transnational cultural exchanges and international cooperation.

(3) Public Cultural Resources. This category group consists of primary categories including cultural resources and cultural supply, cultural styles, and cultural activities and products. Regarding sources of cultural supply, major sources identified from policies include literary and artistic creation, humanities and social sciences research, press and publishing, archaeology and cultural heritage development, and libraries and archives. Cultural styles refer to thematic behavioral activities with specific connotations and manifestations, such as customs and traditions. Typical cultural styles presented in public cultural policy statements include red culture, folk culture, traditional Chinese culture, and local characteristic culture. Regarding cultural activities, products, and services, relevant policy themes are increasingly diversified, including not only traditional

forms such as cultural expositions, reading activities, radio, film and television, drama, dance, performances, calligraphy and photography, competitions, and lectures, but also new forms such as sports and fitness, leisure tourism, science popularization activities, and annual festivals and holiday celebrations, reflecting the diversification of cultural supply.

(4) Public Cultural Service System. This category group comprises primary categories including service objects, service regions, service levels, and service systems. Regarding service objects, while emphasizing services for all citizens, policies highlight the protection of cultural rights and interests for specific social groups, such as ethnic minorities, farmers and herders, migrant workers, persons with disabilities, women and children, people in difficulty and poverty, floating populations, and enterprise employees. Regarding service regions, border areas, remote regions, poverty-stricken areas, pastoral areas, old revolutionary base areas, and urban shantytowns receive focused attention in policy statements. Regarding service levels, public cultural service policies cover all levels from province, city, and county to township and street community residents' committees. Service systems primarily involve service centers, service networks, service platforms, service catalogs, service classifications, cultural projects, and cultural programs.

(5) Public Cultural Service Implementation. This category group consists of primary categories including government institutional types, administrative management, and implementation strategies. Institutional types include laws, regulations, plans, proposals, suggestions, and opinions. Administrative management measures include policy guidance, resource guarantees, resource allocation, audit statistics, supervision and inspection, market supervision, cultural law enforcement, administrative penalties, and government transparency. Table 3 presents typical specific implementation measures:

Table 3 Typical Public Cultural Service Implementation Measures

Measure Type	Description and Examples
Pilots, experiments, and demonstrations	Public cultural service system demonstration zones and demonstration projects
Service networks and main-branch systems	Public library main-branch system
Customized services and order-based services	Customizing personalized public cultural service content
Cultural creativity and product design	Development of cultural creative products
Ticket pricing for service activities and facilities	Free opening, ticket discounts, ticket preferences
Creating cultural brands, building famous cultural cities/towns	

Measure Type	Description and Examples
Service industry formats and model innovation	Utilizing e-commerce means and platforms
Creating cultural service entities and carriers	Cultural parks, cultural courtyards, folk villages, stores, flagship stores
Precise services and targeted services	Services for specific user groups and special populations
Emphasizing cultural experience in services	
Supporting innovation and entrepreneurship	
Encouraging private forces to participate in public cultural service system construction	
Fully exploring annual holiday resources and traditional culture	Cultural activities during traditional festivals such as Spring Festival, Dragon Boat Festival, and Mid-Autumn Festival

(6) Public Cultural Service Governance. This category group comprises primary categories including multiple stakeholders, governance structures, system reform, and development drivers. In the diversified supply pattern of public cultural services, policy texts involve governments, enterprises, institutions, and social organizations, emphasizing the participation of social forces (private, non-governmental). Regarding governance structures and organizational methods, forms such as councils, consortiums, alliances, joint conferences, association committees, and volunteer organizations are involved, reflecting the trend of encouraging and guiding social forces' participation and cultivating and regulating the development of cultural social organizations. Regarding development drivers, these mainly include cultural system reform, development of cultural industries and service industries (manifested as cultural markets, market orientation, industrial sectors), and promotion of cultural consumption (manifested as cultural consumer goods, consumption capacity, consumption concepts, and consumption habits).

(7) Public Cultural Service Evaluation. This category group consists of primary categories including evaluation indicators and evaluation activities. Evaluation indicators align with public cultural service goals and characteristics. Typical indicators mentioned in relevant policy texts include number of sessions, number of participants, utilization rates, coverage, 达标率 (compliance rates), completion rates, contribution rates, influence, and awareness rates. Main evaluation activities include evaluation and grading, qualification certification, project acceptance, assessment and 评比 (ranking), and awards and recognition of advanced typical demonstrations.

(8) Public Cultural Service Guarantees. This category group comprises primary categories including infrastructure, financial resources, personnel, and technical guarantees (see Table 4). Regarding infrastructure guarantees, relevant policies focus not only on traditional venues such as libraries, museums, art galleries, cultural stations, rural book houses, theaters, and activity centers, but also begin to emphasize the creation of new cultural functional zones (such as cultural creative bases, cultural industry parks, exposition parks, cultural parks, cultural service zones, and cultural tourism zones). Regarding financial resource guarantees, policies address not only traditional government fiscal support but also begin to emphasize governance structures and system reform, proposing funding guarantee forms such as investment and financing, joint ventures, and leasing. Regarding personnel guarantees, policies emphasize cultural team construction and sustainable development (manifested as personnel training, job training, and talent cultivation) and personnel specialization (such as professional qualifications, expert teams, and technical talents). Regarding technical guarantees, policies increasingly emphasize the networking, digitalization, and intelligence of public cultural services.

Table 4 Main Content of Public Cultural Service Guarantees

Guarantee Type	Content
Infrastructure	Functional zones; venues and stations; sites/land/environment; equipment and instruments; property management
Financial resources	Procurement; leasing; subsidies; investment; financing; joint ventures; finance; taxation; reductions; credit; expert advisors and think tanks
Personnel	Personnel training and talent cultivation; cultural workers; professional qualifications; professional personnel;

Guarantee Type	Content
Technical guarantees	Basic networks; base stations; terminal equipment; internet; intelligent technology; technology promotion; technological innovation; technical content; digital information content

5.3 Policy Thematic Category Associations

In the constructed public cultural service policy category framework, the number of primary categories is moderate, with good generality and connectivity, making it suitable for co-occurrence analysis to observe connections between policy themes. Co-occurrence analysis was conducted on the 24 primary categories, and distances between any two categories were calculated based on co-occurrence results. The distance between categories a and b is calculated as follows:

$$dist(a, b) = \frac{\text{Maximum co-occurrence count} - (a, b) \text{ co-occurrence count} + 1}{\text{Maximum co-occurrence count}}$$

Based on the co-occurrence distances between categories, hierarchical clustering analysis was performed. The clustering results are shown in Figure 2 [Figure 2: see original paper]. The closer the distance between two categories, the more likely they appear in the same policy text. The analysis reveals that the categories “regional characteristics of public cultural services” and “related issues” are more likely to co-occur in the same policy text, and these two as a whole are also likely to co-occur with the “cultural resources and cultural supply” category. This reflects that such content mostly originates from local regional development policies, which on the one hand implement and continue various central policies, and on the other hand connect with local cultural resources and characteristics, demonstrating the endogenous vitality of regional public cultural services. Meanwhile, the “service objects” category and the “cultural activities, cultural products, and services” category are more likely to co-occur, reflecting the need to provide specific cultural products and services tailored to different service objects’ situations and needs. The “public cultural service characteristics” category shows high co-occurrence with the “guiding ideology and development concepts” category, reflecting the guiding and shaping role of relevant concepts on public cultural services. The “public cultural service goals” category shows relatively high co-occurrence with the “government administrative management” category, reflecting the government’s target management mechanism and leading role in public cultural services.

5.4 Policy Spatiotemporal Characteristics Analysis

By statistically analyzing the release time, issuing institutions, and regions of policy texts in the set, we reflect the spatiotemporal characteristics of public cultural service policies. Figures 3 [Figure 3: see original paper] to 6 [Figure 6: see original paper] respectively show the regional distribution, temporal distribution, and inter-agency co-issuance patterns of China's public cultural service policies. The figures reveal: East China accounts for the largest proportion of public cultural policies nationwide, with Jiangsu and Zhejiang provinces issuing the most public cultural service policies, reflecting these provinces' advantages in regional socioeconomic development, resource endowments, and cultural heritage. In contrast, inland provinces, remote areas, old industrial regions, and ethnic minority areas have relatively fewer public cultural service policies. Using five-year intervals corresponding to national economic development five-year plans, we can see that since the "Tenth Five-Year Plan," China's public cultural service policies have experienced stages of initiation, system formation, and comprehensive development. Multi-department joint issuance reflects policy network characteristics, 折射 (refracting) the diversification of interest 诉求 (appeals) behind policy issues, the complexity of public problems, and the pluralization of policy subjects. Since policy samples come from different government levels with inconsistent agency names, this study classified them into 12 functional systems such as government general offices, cultural systems, education systems, and financial systems. In Figure 6 [Figure 6: see original paper], connecting lines indicate co-issuance relationships between systems, with line weights representing the frequency of joint issuance between two nodes. The analysis shows that culture and tourism systems, financial systems, civil affairs and social security systems, and education and science/technology systems are more likely to engage in co-issuance behavior, with the cooperation between cultural and financial systems being the closest, reflecting public cultural services' dependence on funding guarantees while fiscal tools such as taxes, subsidies, and investments have become important means for advancing modern public cultural service system construction.

6 Research Implications and Discussion

6.1 Understanding Public Cultural Service Policies

Through policy measurement methods, this study promotes a panoramic understanding of public cultural service policies. Regarding the internal aspects of the public cultural service policy sector, we can obtain the following general understandings:

First, since entering the new century, the number of China's public cultural service policies has grown rapidly, with continuous improvement in policy systems and policy tools. The public cultural service policy category framework demonstrates that policy elements cover goals, concepts, resources, systems, im-

plementation, governance, evaluation, and guarantees. Policy formulation and implementation rely not only on cultural systems but also require participation and coordination from financial systems, civil affairs and social security systems, and others. Public cultural service policy elements have different emphases across regions but maintain overall coordination and consistency, reflecting to some extent horizontal exchanges and institutional migration between regions.

Second, China's public cultural service policy formulation and implementation process exhibits a clear policy generation model combining top-down planning and guidance with bottom-up exploration and experimentation. For example, the national-level *Public Cultural Service Guarantee Law* was formally enacted in 2017, but before this, various regions and cultural systems had already issued corresponding development plans, normative documents, and departmental regulations, laying the foundation for national-level policy introduction. Similarly, after the 2015 State Council *Opinions on Accelerating the Construction of a Modern Public Cultural Service System*, localities issued local implementation opinions for response and implementation, with policy tools of different effectiveness playing roles as carriers for policy diffusion and learning.

Third, the target orientation of China's public cultural service policy statements has become increasingly explicit. The Fifth Plenary Session of the 16th CPC Central Committee proposed gradually forming a relatively complete public cultural service system covering the entire society; the Sixth Plenary Session of the 17th CPC Central Committee proposed basic public cultural services; the *Decision of the CPC Central Committee on Several Major Issues Concerning Comprehensively Deepening Reform* proposed building a modern public cultural service system and promoting the standardization and equalization of basic public cultural services. The 19th Party Congress report in 2017 again emphasized accelerating the equalization of basic public services and noted that basic public services would be essentially equalized between 2020 and 2035. This series of statement changes demonstrates the steady advancement of China's modern public cultural service system construction and reflects the policy orientation's clear emphasis on the fairness, universality, and guarantee nature of public cultural services. Local policies have also proposed specific goals combined with regional characteristics, such as refinement, networking, integration, and accessibility of public cultural services.

Fourth, public cultural service policies exhibit strong associations with other types of policies due to their rich connotations. Public cultural services represent a combined field of "public services," "public culture," and "cultural services," being a subcategory of "public services" with distinct cultural attributes. "Public culture" is a specific form of cultural expression in China, primarily referring to all beneficial "social information 总和 (aggregates)" provided by national public departments to protect public basic rights, meet public cultural needs, disseminate human cultural achievements, promote social progress, and realize individual spiritual and cultural pursuits. Therefore, public cultural services involve not only activities conducted in public cultural venues and facilities but

also cultivating social consciousness, public concepts, and cultural values among the general public through services. “Cultural services” serve as channels for cultural dissemination and are one of the drivers for achieving “cultural innovation.” This determines that when examining public cultural service policies, we must not only investigate policies directly related to public cultural services but also 关注 (pay attention to) their 上位类 (superordinate) public service policies and their close connections with information policies, cultural policies, and innovation policies. This also explains why multi-department joint issuance has become the norm in public cultural service policies, with cross-departmental cooperation providing strong guarantees for the prosperity of public cultural services.

6.2 Discussion Based on the Overall Analytical Framework

By placing the policy sector’s measurement analysis results within the overall analytical framework shown in Figure 1 [Figure 1: see original paper], we can initiate discussions and further explorations of the following questions:

Comparing the results of 计量分析 (quantitative analysis) of public cultural service research papers reveals consensus and divergence between the policy and research sectors. Public cultural service goals (such as equalization) and public cultural service systems are themes of common concern to both sectors, belonging to the macro perspective of public cultural services. In micro perspectives, a considerable number of public cultural service studies emphasize the role of public libraries, reflecting the library profession and discipline’s attention to public cultural services. However, the role of libraries is relatively limited in public cultural service policies, indicating that while the library community strengthens its public cultural service functions, it also needs to enhance its influence in policy agenda-setting and implementation processes. Additionally, content themes that appear frequently in public cultural service research literature (such as public cultural service evaluation and rural public cultural services) are less reflected in policy texts, reflecting to some extent that China’s public cultural service system is still in the construction and development stage, requiring timely follow-up in evaluation activity design and institutional arrangements. Meanwhile, when addressing supply mechanisms and governance structures of public cultural services, the policy sector actually has richer expressions than the theoretical research sector, with mechanisms such as joint operations, co-management, donations, charities, alliances, and joint conferences appearing in policy texts but lacking sufficient follow-up in research literature, also reflecting the pilot value and leading role of relevant policies and their involved fields.

Although theoretical strength is the primary criterion for evaluating theoretical research quality, in the public cultural service field, the function of relevant research is not only knowledge accumulation but also its policy implications, which places higher demands on public cultural service research. Theoretical research reflects the pursuit of what is, while policy formulation reflects efforts to change practice, with policy implications always being normative or prescrip-

tive. China's public cultural services are developing rapidly, but from system formation to the present has been less than 20 years, with a certain distance between what is and what ought to be, which also determines the divergence in content themes between research and policy sectors. We need to further examine the displacement relationship between this distance, identifying whether the influence relationship between the two is "reinforcing" or "corrective," and whether the leading relationship is "theory serving policy" or "policy subordinate to theory." Although traditional concepts hold that theoretical research guides decision-making, in reality we often see newly emerging themes in the policy sector leading research trends and even bringing "strategic surprises" to research fields.

When examining the above relationships between policy and research sectors, traditional literature-unit-based analysis methods face significant difficulties, as cross-sector literature linkages (such as citations between academic literature and policy texts) are not obvious and difficult to effectively 挖掘 (mine). Some viewpoints also note that administrative departments rarely publicly acknowledge their adoption of certain academic viewpoints. Therefore, we can further delve into the content theme level, 沿用 (continuing to use) and developing the policy measurement methods and policy thematic category framework provided in this study to examine conceptual consistency across different sectors and the diffusion and adoption of content themes between sectors. Finally, within the overall analytical framework, the public cultural service institutional practice sector has not yet received sufficient quantitative research attention as a whole, though some studies have conducted quantitative analysis of texts produced by specific public cultural service institutions (such as libraries) in practice (such as strategic planning and evaluation materials). In the future, artificial and machine-combined methods can similarly be used to expand sample scale and incorporate this sector into the overall analytical framework to better examine interactive relationships among theoretical research, policy formulation, and institutional practice.

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Abstract: [Purpose/significance] To observe the overall landscape of China's current public cultural service policy environment, optimize public cultural service policy design, and provide a framework and corpus for comparative analysis across policy, theory, and practice sectors. [Method/process] Collected public cultural service policy texts to form a sample set, then used a combination of machine-automated extraction and manual standardization for thematic indexing to build a policy category framework. [Result/conclusion] Describes eight primary category groups and 24 primary categories in the policy category framework, presenting the core content themes of public cultural service policies. Using content themes as the analysis unit enables investigation of the interactions among public cultural service policy formulation, theoretical research, and institutional practice.

Keywords: polimetrics; policy text; public cultural service

Note: Figure translations are in progress. See original paper for figures.

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