A Content Analysis of Ningxia Cultural Heritage Protection Policies

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Abstract

To enable Ningxia's cultural heritage protection policies to fully realize their intended function, this paper systematically reviews and summarizes existing Ningxia cultural heritage protection policy documents. This study employs content analysis methodology, taking 83 cultural heritage protection policy documents issued by Ningxia Hui Autonomous Region from 1982 to 2022 as samples, constructs a theoretical model for policy text content analysis based on a dual perspective of "policy instruments—policy objectives", and conducts quantitative analysis on the sample policies through the steps of analytical framework construction, analysis unit delineation, policy instrument coding, reliability and validity testing, and frequency statistical analysis. It conducts an in-depth analysis of the usage of policy instruments and the attention patterns of policy objectives, explores the existing problems in Ningxia's cultural heritage protection policy system, and proposes targeted recommendations.

Full Text

Research on Ningxia Cultural Relics Protection Policy Based on Content Analysis Method

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Abstract

To ensure that Ningxia's cultural relics protection policies fully realize their intended functions, this study systematically reviews and summarizes existing policy texts. Employing content analysis methodology, we examine 83 policy documents related to cultural relics protection issued by Ningxia Hui Autonomous

Region between 1982 and 2022. Based on a theoretical model combining "policy instruments" and "policy objectives," we conduct quantitative analysis through framework construction, unit delineation, policy instrument coding, and frequency statistics. The analysis thoroughly investigates the utilization of policy instruments and the prioritization of policy objectives, identifies problems within Ningxia's cultural relics protection policy system, and proposes targeted recommendations.

Keywords: cultural relics protection; content analysis method; policy research
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Since the reform and opening-up, China's cultural relics protection efforts have intensified, with the central government issuing a series of measures to advance the field. These national-level initiatives directly guide and influence the formulation and implementation of provincial policies. In Ningxia, multiple policies concerning cultural relics protection have been promulgated since the reform era, establishing development goals and measures for autonomous region-wide work. To maximize their effectiveness, systematic review and analysis of these policy texts are necessary to identify deficiencies and propose optimization strategies.

Current domestic scholarship on China's cultural relics protection policies remains limited, focusing primarily on three areas. First, studies examine policy evolution within specific timeframes. For instance, Gao Yongling (2020) systematically reviewed over 40 years of ancient architecture protection policies since reform and opening-up, identifying characteristics and shortcomings while concluding that policy formulation must properly balance protection, utilization, and development while fostering multi-stakeholder participation [1]. Second, research investigates policies for specific heritage categories. Wang Mingyue (2015) analyzed current policies for historic architectural heritage protection, referencing excellent practices from the UK, France, and Japan to propose strengthening legal frameworks, enhancing policy specificity, improving implementation, selecting appropriate policy instruments, and establishing government compensation mechanisms [2]. Third, studies address regionally representative heritage protection policies. Chen Zhenxing (2017) clarified government responsibilities in Fuzhou's historic district protection, identified existing problems, and recommended that government should lead planning and policy formulation while ensuring effective implementation and supervision [3]. While these studies provide valuable references, they rely primarily on qualitative analysis with scarce quantitative applications. Moreover, regional policy research concentrates on central and eastern China, neglecting western regions like Ningxia.

This study therefore employs content analysis—a quantitative method based on qualitative research (Qin You, 2016) [4]—drawing on Rothwell and Zegveld's policy instrument classification combined with a "policy objectives" perspective. Analyzing Ningxia's cultural relics protection policies from 1982–2022, we examine publication dates, issuing bodies, policy instruments, and objectives to characterize policy features, fill research gaps, and provide decision-making

references for policy improvement.

1. Theoretical Foundation and Analytical Framework Construction

The critical step in content analysis is framework construction. To comprehensively understand Ningxia's cultural relics protection policies, this study builds a dual-dimensional framework based on policy instruments and policy objectives.

1.1 X-Dimension: Policy Instruments

Policy instruments are means to achieve government management functions, translating policymakers' value choices into implementers' actions. Their core concern is "how to transform policy intentions into management behaviors and policy ideals into reality" (Chen Zhenming, 2007) [5]. Policy instruments exhibit diversity and dynamism: they constitute a pluralistic "tool family" rather than a single instrument, and they evolve over time, adjusting to socio-economic development needs through different application strategies (Chen Zhenming, 2004) [6]. Researchers classify policy instruments differently based on varying criteria. The most widely accepted classification in academia is Rothwell and Zegveld's framework, which divides technological innovation policy instruments into supply-side, environmental, and demand-side types (Roy Rothwell, 1985) [7]. This classification reduces dimensionality while achieving intra-dimensional aggregation and inter-dimensional exclusivity. It also acknowledges government's supply-side role and market's demand-side influence, resonating with China's supply-side structural reforms, while emphasizing government's purpose of creating favorable market environments and addressing public needs—aligning with China's service-oriented government objectives. Given these compatibilities, this study adopts Rothwell and Zegveld's framework, categorizing Ningxia's cultural relics protection policy instruments into supply-side, demand-side, and environmental types. Figure 1 [Figure 1: see original paper] illustrates the mechanisms of these three instrument types.

Supply-side policy instruments are policies directly promoting cultural relics protection development through resource registration, technical support, public services, talent cultivation, funding, infrastructure improvement, resource integration, and innovation-driven initiatives. These measures enhance relevant 要素供给 (element supply) and create new momentum for protection work. Environmental policy instruments indirectly influence development through goal-setting, regulation improvement, social participation guidance, domestic/international exchange cooperation, and tax incentives. These tools regulate stakeholder behaviors based on environmental resource interests, creating favorable policy environments, reducing costs for governments and cultural institutions, and sharing operational burdens. Demand-side policy instruments directly stimulate development through exhibitions, educational promotion, government procurement, and cultural-tourism integration, guiding public demand, raising awareness, and

incentivizing governments and cultural institutions to optimize protection methods and improve work quality.

1.2 Y-Dimension: Policy Objectives

Policy objectives guide policy formulation and implementation. Reviewing Ningxia's policy development history, referencing protection concepts and connotations, and previewing analyzed policy texts, this study extracts ten sub-dimensions of policy objectives: improving regulatory systems, strengthening resource management, enhancing safety management, intensifying systematic protection of important relics, promoting technology empowerment, accelerating talent cultivation and team building, advancing museum reform, strengthening archaeological management, and excavating value for rational utilization.

1.3 Dual-Perspective Analytical Framework

Based on the above definitions, this study constructs a dual-perspective analytical framework for subsequent text coding and classification, forming the category system shown in Table 1 .

2. Policy Text Selection and Processing

2.1 Development History of Ningxia's Cultural Relics Protection Policies

Ningxia's cultural relics protection development has actively responded to national policy guidance. Based on China's overall policy development history (Qu Qingshan, 2018) [8] and the developmental stages outlined in *A Panoramic View of China's Reform and Opening-Up: Ningxia Volume*, Ningxia's policy development can be divided into four periods:

2.1.1 1982–1991: Exploration and Development Period On August 18, 1982, the Fourth Standing Committee of the Ningxia People's Congress passed the *Interim Measures for Cultural Relics Protection Management in Ningxia Hui Autonomous Region*, an early local administrative regulation. In September 1982, the 12th National Party Congress convened, and in November, China promulgated its first cultural domain law—the *Cultural Relics Protection Law of the People's Republic of China*—legally defining cultural relics protection for the first time in history. This law gradually institutionalized China's cultural relics cause and marked a new historical stage. In November 1987, the State Council issued the *Notice on Further Strengthening Cultural Relics Work*, clarifying the guiding principle that "strengthening protection is the foundation of cultural relics work" to resolve debates over whether protection or utilization should dominate. In 1989, the National Cultural Relics Work Conference established the "Four Haves" as foundational work. In October 1989, the Ningxia People's Congress Standing Committee approved the *Regulations on Cultural*

Relics Protection in Ningxia Hui Autonomous Region as the guiding document for subsequent work.

2.1.2 1992–2001: Steady Development Period With deepening reform and the gradual establishment of the socialist market economy in early 1992, cultural relics protection advanced. In May 1992, the State Council convened the highest-level and largest-scale National Cultural Relics Work Conference since 1949, explicitly proposing the principle of "protection first, rescue foremost" regarding the protection-utilization relationship. In September 1995, the Party Central Committee further proposed the complete principle of "effective protection, rational utilization, strengthened management" for the market economy era—a major breakthrough in understanding cultural relics work patterns and a driving force for development. In March 1997, the State Council issued the *Notice on Strengthening and Improving Cultural Relics Work*, requiring localities to implement the "Five Inclusions" (incorporating cultural relics protection into economic and social development plans, urban-rural construction planning, fiscal budgets, institutional reforms, and leadership responsibility systems)—a significant guideline for the market economy context. To implement these requirements, the Ningxia government successively issued normative documents including the *Management Measures for Cultural Relics Reproduction and Rubbing*, *Management Measures for Construction Project Cultural Relics Protection*, and *Management Measures for Cultural Relics Protection Units*, gradually institutionalizing cultural relics protection management.

2.1.3 2002–2011: Continuous Development Period Following the 16th Party Congress, cultural relics work entered a continuous development period as a vital component of cultural construction. With the revised *Cultural Relics Protection Law* (2002) and its implementation regulations (2003), the 1989 Ningxia regulations could no longer meet new needs. After research, discussion, consultation, and revision, the Ningxia People's Congress Standing Committee approved the *Implementation Measures of the Cultural Relics Protection Law of the People's Republic of China in Ningxia Hui Autonomous Region* in November 2006, earnestly implementing the "protection first, rescue foremost, rational utilization, strengthened management" principle and the "Five Inclusions" requirement. In October 2007, Ningxia launched the third national cultural relics survey to comprehensively grasp resource quantities, distribution, and preservation status. During this period, Ningxia also formulated multiple local administrative regulations and normative documents. The Standing Committee successively approved local regulations including the *Yinchuan Western Xia Imperial Tombs Protection Regulations*, *Yinchuan Helan Mountain Rock Art Protection Regulations*, and *Yinchuan Historic City Protection Regulations*, providing comprehensive legal guarantees (Yinchuan Party History Research Office, 2018) [9].

2.1.4 2012–Present: Prosperous Development Period Since the 18th Party Congress, China's cultural relics protection and inheritance have entered a new era of high-quality development, and Ningxia's cultural relics cause has welcomed its best historical period. In March 2013, following the State Council's notice on the first national movable cultural relics survey, the autonomous region government launched the survey to consolidate foundational work. During the 13th Five-Year Plan period, the region's cultural relics protection showed favorable development momentum. In March 2017, the government issued the *Implementation Opinions on Further Strengthening Cultural Relics Work* to enhance cultural relics resources' role in promoting excellent traditional culture. In March 2018, the government issued separate opinions on strengthening cultural relics safety work. Between 2017–2019, the Standing Committee approved the *Wuzhong Red Cultural Heritage Sites Protection Regulations*, *Guyuan Northern Dynasties-Sui-Tang Tombs Protection Regulations*, and *Guyuan Red Cultural Heritage Sites Protection Regulations*. The Party Committee and government issued the *Implementation Plan for Strengthening Cultural Relics Protection and Utilization Reform* and the *Regional Revolutionary Cultural Relics Protection and Utilization Project (2019-2022) Implementation Plan*, providing policy support. In December 2021, the government issued the *14th Five-Year Plan for Ningxia Cultural Relics Development*, making systematic arrangements. During this period, enhanced inter-departmental collaboration produced multiple joint policy documents, strengthening the policy foundation.

2.2 Policy Text Selection

Given Ningxia's four developmental periods, policy issuance dates were set between January 1, 1982, and December 31, 2022. To ensure authority and comprehensiveness, policy texts were sourced from the "Peking University Law Database," policy big data analysis systems, and official websites of the autonomous region government and relevant departments. Sources were cross-referenced with existing literature on Ningxia's cultural relics development and local legal documents to ensure sample richness and completeness. Full-text searches used keywords: "cultural relics," "cultural heritage," "cultural relics protection," and "cultural heritage protection." Selection criteria were: (1) issuing bodies at the autonomous region level, including the Party Committee, government, and constituent departments; (2) policies themed on cultural relics protection or containing specialized sections; (3) formally issued administrative documents or regulations. Following these criteria, 83 policy texts were selected.

2.3 Coding and Classification

Defining analysis units is essential before coding. Given policy texts' clause-based structure, this study uses policy clauses and paragraphs as units. Each of the 83 policy texts was reviewed and coded using the format "Policy Number — Primary Title/Clause—Secondary Title (or Paragraph Number)—Sequence Number ," creating a content analysis coding table. After coding, analysis units

were classified according to the "policy instruments" and "policy objectives" frameworks, transforming discrete text into structured statistical data and forming detailed classification tables.

2.4 Reliability and Validity Testing

2.4.1 Reliability Testing Reliability refers to measurement consistency or stability (Li Can, 2008) [10]. Content analysis emphasizes two interrelated reliabilities: category reliability and inter-coder reliability, with the former partially represented by the latter (Yan Shimei, 2008) [11].

For category reliability, "the level depends on the analyst's ability to establish categories and clearly present definitions to competent judges to achieve consensus on category assignment" (Yan Shimei, 2008) [11]. This study follows the principle of exhaustive and mutually exclusive categories, analyzing Ningxia's policies from instrument and objective perspectives. The instrument dimension adopts Rothwell and Zegveld's theoretically mature and widely applied classification with strong discriminatory power. The objective dimension, based on Ningxia's policy development history and protection concepts, divides into ten distinct directions that are exhaustive and mutually exclusive.

For inter-coder reliability, it measures consistency among different coders using the same categories, commonly calculated through inter-coder agreement coefficients. Values above 0.8 are generally acceptable, above 0.9 considered excellent . This study invited two cultural relics protection researchers as comparative coders, using Category Agreement (CA) to test consistency. The formula is:

$$CA = \frac{2S}{T_1 + T_2}$$

where S represents consistent codes, T_1 and T_2 represent each coder's total codes, and CA is the proportion of identical classifications. Randomly selecting 60 analysis units, the coding consistency levels are shown in Table 2 : both instrument and objective dimensions exceed 0.9, indicating high reliability.

2.4.2 Validity Testing Validity refers to the degree to which measurement tools accurately capture intended phenomena (Fan Bonai, 2013) [12]. Face validity, the most common method, examines whether measurement tools effectively assess research content, whether categories are rigorously constructed, and whether analysis is appropriately conducted (Li Benqian, 2000) [13]. This study's samples derive from public data sources. Based on cultural relics protection definitions and connotations, policy texts were systematically screened twice, reducing omission probability and ensuring reliability and completeness. The widely recognized Rothwell and Zegveld classification, combined with Ningxia's characteristics, ensures valid category construction and analytical framework, guaranteeing subsequent analysis effectiveness.

3. Analysis of Ningxia's Cultural Relics Protection Policies

3.1 Policy Publication Dates

Statistical analysis of the 83 policies' publication dates reveals a phased distribution (Figure 2 [Figure 2: see original paper]), aligning with the developmental periods described earlier. The 1982–1991 exploration period saw only 2 policies, indicating initial exploration. The 1992–2001 steady development period produced 6 policies, primarily regulations and measures with broad applicability and high normative force, laying foundational groundwork. The 2002–2011 continuous development period, influenced by national policies like the revised 2002 *Cultural Relics Protection Law* and the 2005 State Council notice that first used "cultural heritage" to broaden "cultural relics" concepts [14], saw 11 policies issued. Since the 18th Party Congress (2012), unprecedented national emphasis has driven prosperous development. After the State Council's 2016 guiding document, Ningxia intensively issued 12 policies in 2017, reaching the first peak. Following the 2021 national *14th Five-Year Plan for Cultural Relics Protection and Technological Innovation*—the first national-level specialized plan—Ningxia issued 15 policies in 2021, achieving explosive growth and propelling institutionalization, standardization, and scientization.

3.2 Policy Publishing Bodies

Analysis of the 83 policies shows diverse issuing bodies involving 22 departments, with 10 jointly issuing policies and 12 issuing independently (Table 3). The Party Committee and government (including General Offices) issued 47 policies (56.63%), over half, including 3 jointly issued at the highest level. The People's Congress and its Standing Committee issued 9 policies (10.84%). Regional departments issued 24 policies (28.92%), including 11 from the Department of Culture and Tourism (13.25%), demonstrating its leading role. Two specialized social organizations issued policies (2.41%). Different administrative levels command vastly different resources. The distribution shows the Party Committee and government's substantial attention, forming a mechanism with Party leadership, government responsibility, departmental management, inter-departmental coordination, and social participation.

3.3 Policy Instrument Analysis

Data analysis (Figure 3 [Figure 3: see original paper]) reveals that environmental policy instruments are most emphasized (88 instances, 53.01%), indicating government focus on creating favorable environments. Supply-side instruments follow (64 instances, 38.55%), showing diverse measures to enhance element supply. Demand-side instruments are least used (14 instances, 8.43%), suggesting insufficient policy strength in stimulating public demand. The usage ratio is 1.38:1:0.22.

3.3.1 Supply-Side Policy Instruments Cultural relics resource registration (10.24%) and technological information support (6.02%) are primary supply-side tools. Resource registration plays a foundational role in management. Following national guidance, Ningxia has comprehensively clarified resources, improved databases, and standardized state-owned resource management. Technological support is essential for high-quality development, employing modern IT and digitalization to establish a big data cloud platform for data sharing, and applying science and technology in excavation, protection, research, and exhibition to enhance standardization and scientization. Public services, innovation-driven development, and funding each account for 5.42%. Talent cultivation (3.01%) and infrastructure (2.41%) are less frequent, with resource integration lowest at 0.6%. For talent, Ningxia combines internal training with external recruitment to strengthen teams and optimize structure.

3.3.2 Environmental Policy Instruments Regulatory control (30.12%) and goal planning (17.47%) are the most frequently used environmental instruments and the two most common overall. Legal system construction is crucial for high-quality development. As rule-of-law advances, Ningxia increasingly emphasizes improving local regulations and normative documents to provide comprehensive protection. Goal planning provides directional guidance through short- and medium-term objectives that transmit pressure and consolidate responsibility. Social participation, exchange cooperation, and tax incentives account for 2.41%, 1.81%, and 1.2% respectively. Social participation is necessary as cultural relics protection is a public cultural undertaking reflecting public interests. Participation can both undertake government functions and enable public supervision. However, top-down controls and bottom-up demands require channels for communication and feedback to reach consensus. Ningxia should encourage third-party organizations to establish a horizontal cooperation system covering institutions, regulations, and funding, serving as a medium for opinion collection, talent aggregation, and resource acquisition.

3.3.3 Demand-Side Policy Instruments Educational exhibition and promotion (5.42%) is the primary demand-side tool, aiming to create an atmosphere of "everyone participates, everyone shares" to raise public awareness. Cultural-tourism integration and rational utilization account for 2.41%, while government procurement is lowest at 0.6%. Advancing government purchase of public services in cultural relics can improve quality and efficiency while broadening social funding channels.

3.4 Policy Objective Analysis

As shown in Figure 4 [Figure 4: see original paper], improving regulatory systems is the top priority (38 instances, over 20%). Regulations and standards are fundamental norms for orderly work and legal administration, providing solid guarantees for sustainable development. Second is intensifying systematic protection of important relics (25 instances, over 16.67%). Third is value

excavation (13.04%), leveraging cultural relics as knowledge carriers to fulfill their roles in governance, education, international exchange, economic transformation, and public service through exhibition, opening, exchange, and industrial integration. Subsequent priorities include safety management (10.56%), resource management (8.7%), rational utilization (7.45%), and museum reform (6.83%). Archaeological management, technology empowerment, and talent cultivation are relatively low (5.59%, 4.97%, and 3.73% respectively). Regarding archaeological management, despite the golden age since the 18th Party Congress and the 2019 national opinion on strengthening archaeological management, Ningxia's policy support remains weak, focusing mainly on construction-related archaeology with insufficient attention to local funding, talent cultivation, and technological support.

Figure 5 [Figure 5: see original paper] compares policy objective distributions before and after high-quality development. Before the prosperous development period, regulatory system improvement dominated (60%), with the People's Congress and government formulating local regulations like the *Implementation Measures*, *Market Management Regulations*, *Construction Project Cultural Relics Protection Management Measures*, and *Rock Art Protection Regulations* to institutionalize all work aspects. Resource management accounted for 15%, aiming to clarify resources and values for comprehensive protection. After entering the prosperous development period, policy objectives became more balanced, promoting high-quality development from multiple dimensions including systematic protection, value excavation, and safety management.

4. Conclusions and Implications

4.1 Research Conclusions

4.1.1 Weak Inter-Departmental Cooperation Analysis reveals 22 departments involved in policy issuance. The Government General Office issued the most policies (32.93%), followed by the Department of Culture and Tourism (12.20%). Overall, issuing bodies are dispersed, with multiple departments bearing important responsibilities without dominance by any single entity. Joint issuance accounts for only 14.63% of policies—about one-sixth of independent issuances—with over half of regional departments participating through single policy issuance. This indicates insufficient communication and unbalanced cooperation, easily causing multi-headed management, unclear responsibilities, and buck-passing. Cultural relics protection requires concerted multi-level, multi-departmental efforts, necessitating strengthened coordination mechanisms.

4.1.2 Overuse or Absence of Policy Instruments Ningxia's policy instrument selection emphasizes environmental control and adjustment, focuses on government supply elements, but neglects public demand stimulation. Internal sub-instruments also show overuse or absence. Within environmental instruments, regulatory control and goal planning receive excessive attention with high

usage frequency, while tax incentives, social participation, and exchange cooperation are underused. While legal protection is necessary, over-restriction hinders development. Goal planning, though macro-guiding, often becomes formalistic without supporting implementation measures and suffers from repetitive content across documents. Among supply-side instruments, distribution is relatively balanced, emphasizing resource registration while also covering technology, public services, and funding, but underemphasizing talent cultivation, infrastructure, and resource integration. Demand-side instruments are least used with internal imbalance. Possible reasons include path dependence on effective environmental and supply-side instruments from early development stages, and the influence of policy evolution and work principles that prevented demand-side instruments from fully exerting their "pull" effect.

4.1.3 Gradually Balanced Objectives with Persistent Shortcomings Different developmental stages show varying objective priorities, trending toward balance but with persistent gaps. Archaeological management should address not only the "archaeology first, then transfer" mechanism for construction projects but also on-site protection and laboratory restoration of excavated artifacts. For technology empowerment, Ningxia shows weak awareness and capacity in applying science and technology in surveys, excavations, protection, research, exhibition, and dissemination, lacking integrated research results and a complete scientific system adapted to protection patterns. For talent cultivation, Ningxia shows clear deficiencies in exploring new training systems and mechanisms and mobilizing all parties' enthusiasm, requiring strengthened cultivation of high-level and specialized professionals tailored to protection application characteristics.

4.1.4 Incomplete Supporting Mechanisms Although many policy clauses address funding, social participation, and technological support, they are scattered across documents without forming unified multi-channel financing or stable technology investment mechanisms. Following the central-local fiscal responsibility reform scheme for public cultural services, the Ministry of Finance and National Cultural Heritage Administration issued the *Opinions on Strengthening National Cultural Relics Protection Fund Management* in 2020. Under this top-level design, Ningxia issued its own implementation plan in 2021, dividing intergovernmental responsibilities for cultural heritage protection. However, Ningxia's funding mechanism remains incomplete, necessitating establishment of a long-term, stable funding guarantee system matching local fiscal capacity and responsibilities.

The 2021 national *14th Five-Year Plan for Cultural Relics Protection and Technological Innovation* emphasized relying on technology for cultural relics protection, echoed in Ningxia's corresponding plan. However, Ningxia's technology investment mechanism remains incomplete. Following science and technology development patterns, investment should be systematic, multi-path, and long-term rather than singular and phased. Therefore, a technology investment

mechanism based on understanding of scientific and market economy patterns is necessary to activate multiple forces and form a new investment pattern.

4.2 Policy Implications

This analysis identifies key problems in current policy formulation. Future improvements should focus on the following aspects:

4.2.1 Clarify Primary Responsibilities and Improve Inter-Departmental Coordination To address insufficient inter-departmental communication, future policy formulation should improve collaborative mechanisms. First, following the *Opinions on Deepening Administrative System Reform*, streamline management systems, clearly define departmental functions and responsibility chain junctions, and avoid buck-passing from unclear responsibilities. Second, improve coordination and division mechanisms, emphasizing collaborative functions while leveraging core bodies' driving roles, and establish close cooperation and information-sharing linkage mechanisms to form work synergies. Policies should also be specific and clear for audience comprehension and operational feasibility.

4.2.2 Rationalize Policy Instruments and Optimize the Instrument System High-quality development requires systematic coordination of supply-side, environmental, and demand-side instruments. Future formulation should optimize overall structural layout and application systems, fully leveraging supply-side and environmental instruments' direct and indirect roles while cultivating demand-side instruments' pulling effect to achieve balanced, synergistic application.

(1) Optimize Environmental and Supply-Side Instrument Structures

For environmental instruments, while continuing to create favorable environments, Ningxia should refine internal combinations. First, detail goal planning: for expressions like "promote," "strengthen," and "encourage," supporting implementation measures should follow macro guidance to improve operability. Second, enhance the roles of social participation, exchange cooperation, and tax incentives in stimulating vitality. Particularly for social participation, government alone cannot comprehensively ensure safety or benefit all citizens—social participation is essential for maximal protection and function realization. Top-down controls and bottom-up demands require communication channels to reach consensus. Ningxia should encourage third-party organizations to establish a horizontal cooperation system covering institutions, regulations, and funding, serving as a medium for opinion collection, talent aggregation, and resource acquisition to build dialogue platforms among government, market, and public.

For supply-side instruments, while ensuring element supply, Ningxia should optimize internal combinations. After securing resource registration, technological

support, public services, and funding, the government should address shortcomings in talent cultivation, infrastructure, and resource integration. Considering talent's importance, this instrument deserves particular attention through innovative models: develop targeted, practical training programs jointly formulated by the regional cultural heritage bureau, education department, and universities based on grassroots needs; implement mentorship programs; and cooperate with leading provinces for targeted training to strengthen grassroots teams.

(2) Strengthen Demand-Side Instrument Application

Ningxia should enhance demand-side instrument usage, leveraging market guidance and resource allocation to pull development from the demand side. First, increase educational exhibition and promotion to raise public awareness and enable universal participation and social supervision. Second, strengthen rational utilization as an effective inheritance pathway that can tap commercial attributes and enhance sustainability. Ningxia should explore virtuous-cycle protection-utilization models to truly activate cultural relics.

4.2.3 Accelerate Institutional Improvement and Address Systemic Gaps Ningxia's understanding of its policy system is dynamic, gradually enriching with development. Only through comprehensive institutional improvement can further progress be achieved.

First, strengthen regulatory system construction's specificity and effectiveness. Current regulations have vague definitions and weak penalties for violations, hindering judicial application and deterrence. They also lack provisions for new requirements. Future policies should enhance regulatory rigor and deterrence while specifying protection priorities in legislation according to evolving tasks.

Second, further emphasize archaeological management. Since the 18th Party Congress, archaeology has entered a golden age. Following the 2019 national opinion on strengthening archaeological management, Ningxia should formulate supporting measures under national top-level planning to provide institutional guarantees for high-quality development.

Third, accelerate technology empowerment. Technology offers more protection and utilization pathways. Ningxia should improve technological institutions and mechanisms, increasing support and broadening funding sources while innovating integration mechanisms between technology and cultural relics protection.

Fourth, strengthen talent cultivation and team building through multi-level training programs, improved recruitment mechanisms, and refined evaluation systems for archaeological, technological protection, communication, professional technical, and comprehensive management personnel.

4.2.4 Broaden Financing Channels and Establish Stable Technology Investment Mechanisms For funding, the government should leverage market resource allocation to attract social capital, learning from international prac-

tices. Italy encourages private enterprise investment in cultural heritage, allowing tax deductions for project funding and allocating portions of lottery revenues annually (Yang Lian, 2019) [16]. France encourages multi-stakeholder participation through heritage foundations and associations (Zhang Li, 2013) [18]. The UK has built diversified financing channels including fiscal appropriations, lottery funds, voluntary contributions, and operational income (Liu Aihe, 2012) [19]. Ningxia should innovate mechanisms to broaden financing channels and establish long-term, stable funding systems.

For technology investment, recognizing its systematic, multi-path, and long-term nature, Ningxia should strengthen full-process funding coordination in cultural relics protection, establish stable investment mechanisms, provide financial and technical support for innovation, and form a pattern of continuous fiscal and social investment to fully realize science and technology as primary productive forces.

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