

Research on Performance Evaluation of Rural Public Cultural Services under the “People-Centered” Orientation: A Case Study of Beijing’s Ecological Conservation Areas (Postprint)

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Abstract

[Objective/Significance] “People-centeredness” is the fundamental principle for constructing rural public cultural service systems in the new era and an important criterion for effectiveness evaluation. [Method/Process] Based on policy and demand orientation, this study constructs an effectiveness evaluation indicator system for rural public cultural services comprising five dimensions: awareness, participation, satisfaction, cultural gain, and cultural well-being, and conducts a “people-centered” effectiveness evaluation of rural public cultural services using Beijing’s ecological conservation areas as a typical case. [Results/Conclusions] The study finds that the effectiveness level of rural public cultural services in Beijing’s ecological conservation areas is at a “medium” level, with the lowest level of public cultural service participation, and significant differences in participation levels and cultural gain levels between groups, indicating substantial room for improvement and notable imbalance in the effectiveness level of rural public cultural services. In the future, it is necessary to enhance the effectiveness level of rural public cultural services by optimizing the structure and layout of public cultural service facilities, promoting the transformation of public cultural service products from universal to targeted approaches, constructing multi-level and multi-channel public cultural supply mechanisms, and deeply excavating and innovating excellent traditional local cultures.

Full Text

Preamble

“People-Centered” Orientation in Rural Public Cultural Service Efficiency Evaluation: A Case Study of Beijing’s Ecological Conservation

Areas

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Abstract:

[Purpose/Significance] “People-centered” represents the fundamental principle for constructing rural public cultural service systems in the new era and serves as a critical criterion for efficiency evaluation. [Method/Process] Grounded in policy and demand orientations, this study constructs a rural public cultural service efficiency evaluation index system encompassing five dimensions: awareness, participation, satisfaction, cultural gain, and cultural happiness, with 17 specific indicators. Taking Beijing’s ecological conservation areas as a typical case, the research conducts a “people-centered” efficiency evaluation of rural public cultural services. [Results/Conclusions] The findings reveal that rural public cultural service efficiency in Beijing’s ecological conservation areas ranks at a “medium” level, with participation scoring the lowest and significant disparities in both participation levels and cultural gain across groups. This indicates substantial room for improvement and notable imbalances in rural public cultural service efficiency. Future efforts should focus on optimizing public cultural service facility structures and layouts, transforming service products from universal to targeted approaches, establishing multi-level and multi-channel supply mechanisms, and deeply exploring and innovating excellent traditional local culture to enhance rural public cultural service efficiency.

Keywords: public cultural services; service efficiency; index system; ecological conservation area; rural revitalization

1 Introduction

Since the 19th National Congress of the Communist Party of China proposed the rural revitalization strategy, China’s rural public cultural service system construction has continuously improved its top-level framework design, cultural product and service supply, and funding mechanisms, initially forming a relatively comprehensive county-township-village three-tiered public cultural service system framework. However, rural public cultural services remain a weak link in the integrated and coordinated development of urban-rural public cultural services. Influenced by the long-standing urban-rural dual structure, rural public cultural services lag significantly behind urban areas, with issues primarily manifesting in service efficiency—such as low facility utilization rates and insufficient sense of gain. In the new development stage, enhancing public cultural service efficiency will become the core task and key focus of rural public cultural service system construction. Since the founding of the People’s Republic of China, China’s rural public cultural services have maintained a top-down administrative allocation system. This administrative command-style decision-

making mechanism fundamentally determines the supply-demand relationship, causing a disconnect between supply and demand and resulting in current inefficiencies. The public nature of public cultural services determines that rural public cultural service system construction should be a holistic public cultural space construction centered on people. Achieving efficiency improvement requires shifting from the previous top-down “supply determines demand” model to a bottom-up “demand guides supply” approach, fundamentally addressing service efficiency deficiencies.

2 Policy and Demand Orientation for People-Centered Rural Public Cultural Service Efficiency Evaluation

2.1 Policy Orientation

China’s genuine rural public cultural service system construction was formally promoted after the release of the “Recommendations of the CPC Central Committee for Formulating the 11th Five-Year Plan for National Economic and Social Development” in 2005. Since then, a series of policy documents including the “Implementation Outline for the Construction of a Public Cultural Service System during the 13th Five-Year Plan Period,” “National Basic Public Service System Development Plan,” “Opinions on Accelerating the Construction of a Modern Public Cultural Service System,” “National Basic Public Cultural Service Guidance Standards,” and the “Public Cultural Service Guarantee Law of the People’s Republic of China” have been successively introduced. These policies have gradually expanded the total resources of rural public cultural services, with a focus on improving rural public cultural facility construction levels and perfecting activity venue configurations. In 2020, as rural poverty alleviation concluded and rural revitalization advanced comprehensively, rural economic and social development entered a new stage, and rural cultural ecology began to be reconstructed. In April 2021, the Ministry of Culture and Tourism, National Development and Reform Commission, and Ministry of Finance jointly issued the “Opinions on Promoting High-Quality Development of Public Services,” proposing that the key to improving rural public cultural services lies in integrating them into urban and rural residents’ lives. In November 2021, the “14th Five-Year Plan for Public Cultural Service System Construction” established “adhering to a people-centered approach” as one of the four fundamental principles of public cultural service construction, emphasizing precise alignment with people’s cultural needs, in-depth supply-side structural reform, and demand-side management as core tasks. It also identified encouraging rural festival folk activities and other widely participatory cultural activities as primary tasks.

Existing literature on rural public cultural service efficiency evaluation primarily focuses on supply-demand matching and satisfaction levels, with relatively narrow content coverage. Lai Zuolian [1] constructed an index system cover-

ing public cultural investment, cultural facility completeness, and facility utilization, finding that western rural public cultural service efficiency was low but the gap with central and eastern regions was gradually narrowing. Feng Xian and Li Jin [2] built a rural public cultural service accessibility evaluation index system with five dimensions including availability and adaptability, conducting evaluations using Beijing as a case study. Kou Yin and Liu Jielei [3] proposed that satisfaction is a crucial indicator for evaluating rural residents' public cultural service efficiency, finding that eastern rural residents' comprehensive satisfaction levels required structural optimization. Ni Yonggui and Xu Jiahao [4], based on public value management theory, proposed paths for improving rural public cultural service efficiency from value management, operational capacity, and support acquisition. Yang Huan et al. [5] constructed an "actor-mechanism-efficiency" analytical framework, identifying government resources, villager participation, and public cultural team and activity coverage as main factors affecting collaborative governance efficiency.

Reviewing existing literature reveals that most studies adopt either a government input-output perspective or single-dimension efficiency evaluation, with few constructing comprehensive, multi-dimensional evaluation systems centered on rural residents. Even fewer conduct empirical analyses. However, as rural public cultural service system frameworks continuously improve and supply volumes increase, policies have begun shifting toward an "efficiency improvement" era characterized by "high-quality," "high-level," and "high-quality" services. While policy focuses remain on enriching rural public cultural service content and means, achieving full facility network coverage, and other aspects, the principle of being "people-centered" has emerged as a fundamental guideline for rural public cultural service system construction and efficiency evaluation.

2.2 Demand Orientation

In the new development stage, China's principal social contradiction has transformed into the contradiction between the people's ever-growing needs for a better life and unbalanced, inadequate development. The contradiction between farmers' needs for enriched cultural life and problems such as unbalanced urban-rural public cultural development and marginalized rural public cultural construction constitutes an important aspect. From a cultural governance perspective, rural public culture, as a cultural form with public attributes, should have matching evaluation criteria. The evaluation index system for "people-centered" rural public cultural service efficiency must therefore reflect these demand-oriented principles.

3 Construction of the People-Centered Rural Public Cultural Service Efficiency Evaluation Index System

3.1 Indicator Selection

The core objective of “people-centered” rural public cultural service efficiency improvement is to meet rural residents’ aspirations for a better life. Cultural gain represents a psychological experience of satisfaction after obtaining certain benefits, encompassing both deep spiritual cultural connotations and externalized material cultural forms. The core path to improvement similarly relies on the people. Addressing high-quality construction and efficiency improvement of rural public cultural service systems cannot simply involve quantitative stacking of cultural products and services; rather, it requires responding to cultural demands rooted in farmers’ daily lives. Limited by conservative, closed, and rigid smallholder economic thinking, rural culture has long occupied a marginalized position under urban cultural influence. As urbanization deepens, the space for rural cultural life has been continuously compressed, with urban-rural cultural exchange gradually evolving into one-way cultural transmission and passive acceptance. However, with comprehensive poverty alleviation and rural revitalization, rural residents’ demand for high-quality cultural life has become mainstream, and their demands for public cultural service products and facilities have become more diverse and personalized. How to grasp the soul of local culture, embody local flavor, familiarity, and sense of belonging, and innovate the inheritance of excellent traditional local culture has become the fundamental reliance for rural residents to find cultural consciousness and confidence.

Based on this understanding of rural public cultural service efficiency connotations and development principles, and following principles of scientificity, systematicity, and operability, this study designed a rural public cultural service efficiency evaluation index system through three rounds of expert consultation within the field. The system comprises five dimensions—awareness, participation, satisfaction, cultural gain, and cultural happiness—with 17 specific indicators .

**** Evaluation Index System and Index Interpretation****

Dimension	Indicator	Calculation Method
Awareness	Content Awareness	Sub-item score = villagers’ evaluation of understanding of public cultural service content (1=very unfamiliar, 2=relatively unfamiliar, 3=neutral, 4=relatively familiar, 5=very familiar)

Dimension	Indicator	Calculation Method
Participation	Channel Awareness	Sub-item score = villagers' evaluation of understanding of access channels for public cultural services (same 5-point scale)
	Policy Awareness	Sub-item score = villagers' evaluation of understanding of relevant policies for public cultural services (same 5-point scale)
	Venue (Facility) Visit Frequency	Sub-item score = villagers' annual visits to cultural venues (1=0 times, 2=1-2 times, 3=3-5 times, 4=6-9 times, 5=10+ times)
	Activity (Service) Access Frequency	Sub-item score = villagers' daily frequency of accessing public cultural services (1=1-2 times/week, 2=3-4 times/week, 3=1-2 times/day, 4=3-4 times/day, 5=almost constantly)
	Interactive Feedback Frequency	Sub-item score = villagers' frequency of feedback to public cultural service institutions (1=never, 2=almost never, 3=occasionally, 4=when problems arise, 5=frequently)
Satisfaction	Content Timeliness Satisfaction	Sub-item score = villagers' satisfaction with content timeliness (1=very dissatisfied, 2=dissatisfied, 3=neutral, 4=satisfied, 5=very satisfied)
	Content Relevance Satisfaction	Sub-item score = villagers' satisfaction with content relevance (same 5-point scale)
	Content Comprehensiveness Satisfaction	Sub-item score = villagers' satisfaction with content comprehensiveness (same 5-point scale)
	Service Quality Satisfaction	Sub-item score = villagers' satisfaction with service quality (same 5-point scale)

Dimension	Indicator	Calculation Method
Cultural Gain	Venue and Facility Satisfaction	Sub-item score = villagers' satisfaction with venues and facilities (same 5-point scale)
	Cultural Life Level	Sub-item score = villagers' perceived improvement in 业余 cultural life level after accessing services (1=no improvement/negative, 2=no improvement, 3=neutral, 4=improved, 5=greatly improved)
	Cultural Literacy Level	Sub-item score = villagers' perceived improvement in cultural literacy (same 5-point scale)
Cultural Happiness	Artistic Skill Level	Sub-item score = villagers' perceived improvement in artistic skills (same 5-point scale)
	Cultural Identity	Sub-item score = villagers' evaluation of cultural identity (including traditional, revolutionary, and advanced socialist culture) after accessing services (1=strongly disagree, 2=disagree, 3=neutral, 4=agree, 5=strongly agree)
	Cultural Confidence	Sub-item score = villagers' evaluation of cultural confidence (same 5-point scale)
	Cultural Fulfillment	Sub-item score = villagers' evaluation of cultural fulfillment (same 5-point scale)

In the awareness dimension, villagers' understanding of public cultural service facilities, activities, content, and channels forms the prerequisite and foundation for participation. Understanding of rural public cultural service construction and guarantee policies directly reflects government-led promotion effectiveness. In the participation dimension, indicators should include villagers' utilization of public cultural service venues or facilities, depth of participation, and interactive feedback frequency. The three indicators of venue visit frequency, service access frequency, and interactive feedback frequency comprehensively express participation levels. In the satisfaction dimension, evaluations should cover service

content, venues, and facilities, with particular emphasis on content relevance, timeliness, and comprehensiveness. In the cultural gain dimension, gain represents tangible, perceptible psychological satisfaction after obtaining benefits, encompassing cultural life, cultural literacy, and artistic skill dimensions. In the cultural happiness dimension, happiness is a comprehensive evaluation indicator based on life satisfaction and emotional experience, specifically including cultural identity, cultural confidence, and cultural fulfillment.

3.3 Data Sources

This study's data originates from a questionnaire survey conducted in October 2022 among residents living in towns and villages in Beijing's ecological conservation area core regions. A total of 700 valid samples were obtained, with 140 samples from each district/county. Respondent basic information is shown in .

** Basic Statistics of Respondents in the Questionnaire Survey**

Demographic Variable	Category	Sample Count
Age	18-30 years	(data)
	31-40 years	(data)
	41-50 years	(data)
	51-59 years	(data)
	60+ years	(data)
Education	Primary school or below	(data)
	Junior high school	(data)
	High school/technical secondary school	(data)
	College/undergraduate	(data)
	Graduate or above	(data)
Occupation	Individual business owner/entrepreneur	(data)
	Enterprise staff	(data)
	Farmer	(data)
	Other	(data)
Household Disposable Income	Below ¥3,500	(data)
	¥3,500-10,000	(data)
	¥10,000-30,000	(data)
	¥30,000-50,000	(data)
	Above ¥50,000	(data)

3.4 Data Reliability Analysis

To ensure scientific rigor and reliability of questionnaire data, this study employed exploratory and confirmatory factor analysis for reliability and validity testing using SPSS software. Factor analysis results showed KMO=0.930>0.8 and Bartlett's test $p=0.00<0.05$, indicating data suitability for factor extraction. Five factors were extracted, with all 17 items showing communality values

>0.4, demonstrating strong correlations between items and factors. Confirmatory factor analysis yielded AVE values >0.5 and CR values >0.7 for all five factors, indicating high convergent validity and reliable questionnaire data.

3.5 Indicator Measurement and Weight Establishment

All specific indicator data in this study originate from villagers' subjective perceptions and objective judgments in the questionnaire survey. Awareness, satisfaction, cultural gain, and cultural happiness dimensions used a 5-point Likert scale (1=weakest to 5=strongest). For the participation dimension's objective indicators, such as annual visits to cultural centers, museums, libraries, and other public cultural venues, scores were assigned through summation. To balance population and area differences across districts, each district's weight β_k ($k = 1, 2, 3, 4, 5$) was determined by normalizing population density d_k ($k = 1, 2, 3, 4, 5$):

$$\beta_k = \frac{d_k - \min\{d_1, d_2, d_3, d_4, d_5\}}{\max\{d_1, d_2, d_3, d_4, d_5\} - \min\{d_1, d_2, d_3, d_4, d_5\}}, \quad k = 1, 2, 3, 4, 5$$

4 Evaluation Method and Results for Rural Public Cultural Service Efficiency in Beijing's Ecological Conservation Areas

4.1 Evaluation Method

When calculating comprehensive scores for each indicator dimension, secondary indicator question scores were averaged to obtain primary indicator scores. To calculate the weighted average score across districts, primary indicator scores were standardized using the index method. The specific formula is:

$$F_i = \frac{\sum_{j=1}^{n_i} X_{ij}}{n_i} \times 100, \quad i = 1, 2, \dots, N$$

where X_{ij} represents the score for the j -th secondary indicator under the i -th primary indicator, n_i is the number of secondary indicators under the i -th primary indicator, and N is the number of primary indicators.

For each district's rural public cultural service efficiency score Y_k ($k = 1, 2, 3, 4, 5$):

$$Y_k = \sum_{i=1}^N \beta_k \cdot F_{ik}, \quad k = 1, 2, 3, 4, 5$$

where F_{ik} is the score of the i -th primary indicator in the k -th district. District-specific weight values are detailed in .

** Partition Weight Values**

District	Area (km ²)	Population Density (10k people/km ²)	Weight β_k
(District 1)	(data)	(data)	(data)
(District 2)	(data)	(data)	(data)
(District 3)	(data)	(data)	(data)
(District 4)	(data)	(data)	(data)
(District 5)	(data)	(data)	(data)

4.2 Results Analysis

Referencing the “Beijing Public Cultural Service Guarantee Regulations” issued in September 2022 and current comprehensive performance evaluation standards for basic public cultural services in various provinces and cities, this study divides efficiency evaluation levels into four grades: $S < 60$ (poor), $60 \leq S < 75$ (medium-low), $75 \leq S < 85$ (medium), and $S \geq 85$ (good).

The current average score for rural public cultural service efficiency in Beijing’s ecological conservation areas is **75.90**, indicating a “medium” level and demonstrating considerable room for overall improvement. The **participation score is lowest at 61.31**, while awareness (78.87) and satisfaction (77.46) are relatively high, suggesting that while policy promotion and content channels have achieved good results, facility utilization and activity participation remain problematic.

Regarding cultural happiness, scores are highest at 82.38. From the 5-point Likert scale, cultural identity, cultural confidence, and cultural fulfillment average 4.10, 4.12, and 4.11 respectively, indicating high cultural happiness indices among ecological conservation area residents. This primarily results from Beijing’s comprehensive promotion of rural civilization construction in recent years, using new-era civilization practice centers as platforms to achieve full administrative village coverage, deeply disseminate socialist culture with Chinese characteristics, and enhance ideological and emotional identification with mainstream culture.

Cultural gain scores are relatively high at 76.53, showing that ecological conservation areas have achieved tangible results in improving villagers’ cultural life levels, literacy, and artistic skills through public cultural services.

Analysis of district-level results reveals that all five ecological conservation districts score around 76 points, relatively balanced, except Pinggu District

at 74.96. However, participation scores vary significantly: 61.52, 63.41, 60.89, 59.78, and 60.75, with Miyun District even ranking at “medium-low” level. ANOVA analysis using SPSS shows significant differences in participation ($P=0.021$) and cultural gain ($P=0.074$) dimensions across districts, indicating unbalanced rural public cultural service system efficiency levels.

**** Evaluation Results of Rural Public Cultural Service Efficiency in Beijing Ecological Conservation Area****

Dimension	District Average Score	Weighted Average Score	Inter-group Significance (P-value)
Awareness	78.87	78.87	0.215
Participation	61.31	61.31	0.021**
Satisfaction	77.46	77.46	0.156
Cultural Gain	76.53	76.53	0.074*
Cultural Happiness	82.38	82.38	0.312

- indicates 10% significance level, ** indicates 5% significance level

Low participation stems from several factors: 44% of villagers visit cultural venues like libraries fewer than 5 times annually, and 59% access public cultural services less than 3-4 times weekly. This reflects not only low facility utilization but also mismatched supply structures—government-built facilities following uniform standards often fail to align with villagers’ preferences, reducing participation enthusiasm. The significant inter-district differences in participation and cultural gain highlight the need for targeted measures to address weaknesses and narrow gaps between ecological conservation areas and other regions.

5 Strategies for Improving Rural Public Cultural Service Efficiency

The ultimate goal of improving rural public cultural service efficiency under the “people-centered” orientation is to build a rural public cultural service system with universal participation and shared benefits, meeting rural residents’ new expectations for enriched spiritual and cultural life and enabling public cultural services to play a greater role in comprehensive rural revitalization. Addressing low participation and regional imbalances, this paper proposes four strategies:

5.1 Optimize Public Cultural Service Facility Structure and Layout

Unreasonable facility structures and layouts constitute a primary factor limiting rural residents’ participation. Current government-supplied facilities and

products—primarily basic township comprehensive cultural stations, new-era civilization practice centers, fitness equipment, and opera performances—are predominantly universal rather than targeted, failing to meet diverse and personalized demands. Under the national cultural digitization strategy, digital technology should be utilized to integrate county library resources and build provincial-county public cultural service cloud platforms, fully connecting with national platforms like the National Public Cultural Cloud. Using digital platforms as a lever, channels for rural residents to express needs and provide feedback should be smoothed, granting them rights to express, participate in, and speak about their cultural needs. Through accessible, agriculture-life-relevant content, villagers can enjoy cultural services matching their tastes, generating different levels of cultural gain.

5.2 Promote Transformation from Universal to Targeted Public Cultural Service Products

The long-term urban-rural dual structure has oriented China's public cultural service resource construction primarily around urban residents' needs, with rural residents passively receiving urban-to-rural cultural resources. Rural residents' generally lower education levels and cultural tastes compared to urban residents have led to urban-centric resources failing to gain rural recognition. This requires changing the inertia of covering rural culture with urban culture, starting from endogenous rural cultural excavation and innovation. By integrating advantageous rural traditional cultural resources such as farming culture and ethnic minority culture, and combining them with regional cultural resources like imperial culture and intangible cultural heritage, distinctive culture can empower rural industrial upgrading, allowing villagers to enjoy tangible value-added benefits and enhancing cultural confidence and fulfillment.

5.3 Build Multi-Level and Multi-Channel Public Cultural Supply Mechanisms

The traditional government-dominated public cultural service management concept and investment model must shift from “administrative management” to “social co-governance.” Market-oriented operations should be accelerated, lowering entry barriers for social capital investment in rural public cultural services. Through public-private partnerships, government purchase of services, and other mechanisms, market entities should be guided to participate in rural public cultural service supply. A strict supervision, management, and performance evaluation system for market participation should be established to comprehensively track and evaluate supply capacity and quality throughout the entire process, ensuring standardized and effective market participation.

5.4 Deeply Explore and Innovate Excellent Traditional Local Culture

Rural public cultural service efficiency improvement must fundamentally shift from simple quantitative supply to responding to cultural demands embedded

in farmers' daily lives. By deeply exploring and innovating excellent traditional local culture, building multi-level supply mechanisms, and optimizing facility structures, a people-centered rural public cultural service system can truly meet rural residents' needs for a better life, enhance cultural gain and happiness, and provide strong cultural support for rural revitalization.

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