

Research on the Synergistic Evolution of the Policy Subjects of Public Cultural Services in China-Policy-Based Empirical Analysis

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Abstract

Public cultural services play an important role in promoting the dissemination and development of social culture, and the issuance and implementation of public cultural service policies can meet the public's cultural needs from a policy perspective and support the benign development of national public cultural services. Firstly, 167 samples of policy documents issued by the government from 2006 to 2022 are identified as named entities, and the main bodies of policy issuance and implementation of public cultural services in China are identified, and the synergistic network of policy bodies is mapped and visualized. Publishing subjects are analyzed in three stages, namely, the beginning of public cultural services, modernization and high-quality development, to summarize the stage-specific characteristics of publishing subjects; executing subjects are classified into categories, and five clusters are classified by using the cluster analysis method, and important nodes in each cluster are sorted out through the node centrality statistics. At the level of issuing subjects, the uneven distribution of subjects is presented, and subject synergy becomes the trend of policy formulation and promulgation of public cultural services in China. At the level of executing subjects, the participation of social subjects is low, and the policy should be embodied with more specific provisions to enhance the participation of social subjects. At the same time, it should strengthen the importance of emerging subjects such as smart libraries and network platforms.

Keywords

Public Cultural Services, Named Entity Recognition, Policy Subjects, Text Analysis

1. Introduction

Public cultural service is an important cultural undertaking in China, and is the country's cultural calling card. The Chinese people enrich their cultural life and enhance their overall social cognition by making full use of public cultural resources. Public cultural service policies have been introduced one after another, and the study of public cultural service policies is conducive to strengthening the construction of the public cultural service system and providing policy guidance for public cultural services. Among them, the policy subject plays an important role in policy implementation. The realization of policy objectives requires the policy issuing body (government departments issuing public cultural policies) to formulate reasonable policy contents, and depends more on the effective policy implementation of the policy executing body (including government departments, enterprises and institutions and individuals involved in public cultural policies). The study of policy subjects is conducive to understanding the interaction between the subjects in the process of policy release and implementation, and provides effective guidance for policy formulation. Therefore, based on the policy text, this paper does research on the synergistic evolution of the subjects of China's public cultural service policy, in order to make effective reference for the scientific formulation of China's public cultural service policy in the future.

The current research on the main body of public cultural service policy is mainly divided into three aspects. One of them is the overall analysis of the policy subject, such as Cao Shujin analyzes the issuing body of public cultural service policy from the national level, and believes that the Ministry of Culture is the first policy issuing body in the policy making body of public cultural service (Cao et al., 2019), and that the scarce cooperation phenomenon between the issuing bodies can be stemmed from the realities, but it has an important influence on the success or failure of the construction of public culture, and that the implementation of the policy formulated by a single department has a quick and practical effect, but the public cultural service system has an effective and efficient way to implement the policy. The implementation of policies formulated by a single department is quick and effective, but the construction of public cultural service system involves all aspects and requires coordination and cooperation between multiple departments; Li (2022) combs through the main progress in the development of China's socialization of public culture and puts forward the meaning, principles, significance and problems faced by the universal non-basic public cultural services, pointing out that the development of universal non-basic public cultural services in the new period needs to be demarcated, and believes that the construction of a strong cultural country and the improvement of the public cultural service system requires the continuous promotion of public cultural service, which is the key to the development of a strong culture. It points out that the development of inclusive non-basic public cultural services in the new period needs to draw a clear line, and considers that the construction of a

strong cultural country and the improvement of the public cultural service system need to continuously promote the development of the socialization of public cultural services, and that the creation of a new situation of inclusive non-basic public cultural services is one of the important contents. The second is the local case study about the policy subject, such as Xu (2017) in his doctoral dissertation takes Kaifeng City as an example, believes that the main body of the implementation of public cultural service policy has four categories: the government, enterprises and social organizations, and individual citizens, and puts forward that at present the main body of the implementation of the policy of public cultural service in Kaifeng City exists the problems of insufficient play of the main role, unbalanced development of the main body, and the differences in the main body's value orientation, etc.; Wang (2022) uses the foreign social science data archive policy as a sample, in-depth excavation and refinement of the core elements of the policy, identify and classify the archive-based cultural policy subject categories and establish their respective division of responsibility. Thirdly, it is the research on the optimization of policy making path of policy subjects. In the process of cultural policy making, it often depends on the experience, wisdom, political judgment, adaptability and responsiveness of the cultural policy making subjects, so Liu (2010) emphasized that in the process of constructing responsive government, it should strengthen the cooperation and co-governance with the social subjects, and achieve the governance of the social public interest through extensive interaction and timely response. Wang (2017) in his doctoral dissertation, argues that the textual construction of cultural policy is the decision-making behavior of the subject of cultural policy, and it is the core link in the whole process system of cultural policy making, and on this basis, he constructs the content structure of the responsiveness of the local government's cultural policy making, and makes a detailed elaboration of its features and main functions one by one; Peng (2020), based on 25 policies related to the participation of social forces in public cultural services issued by the central and local governments, analyzes four main paths for social forces to participate in public cultural services from the content of the policy texts, namely, the government purchasing services from the social forces, the joint construction of branch libraries by public cultural institutions and social forces, the reform of the corporate governance structure of public cultural institutions, and the participation of social forces in the cultural volunteer services.

In summary, Chinese scholars' current research on public cultural service subjects mainly focuses on the overall construction, evolution and optimization path of the public cultural service policy system, with few studies identifying and analyzing the current status of the synergistic network structure of public cultural service policy subjects. Therefore, this paper selects the central-level public cultural service policies issued from January 2006 to August 2022 as a sample, divides the development of China's public cultural service policies into the starting stage, modernization construction stage and high-quality development

stage based on the historical node of five years as a stage, adopts the method of naming entity identification and social network analysis, and starts from the two dimensions of the issuing body and the implementing body of the public cultural service policies. The article adopts the named entity identification and social network analysis method to analyze the public cultural service policies from the dimensions of the issuing body and the executing body. The article draws the synergistic network of policy subjects in different stages through Ucinet software, identifies the key nodes in the synergistic network of subjects, and visualizes them. The article summarizes the different characteristics of the synergistic network of public cultural service policies in China at different stages, so as to provide an effective reference for the scientific formulation of national public cultural service policies in the future.

2. Research Design

2.1. Sample Selection

The data for the text of the policy in this article comes from the policy database Beida Faber (<https://www.pkulaw.com/>) and the “Beida Faber” (<https://www.pkulaw.com/>) of the Shanghai Library Base of China’s National Culture and Tourism Public Service Research. The data of this paper are from the “Public Cultural Service Policy Database” and Peking University Fabulous. In this paper, the time of policy introduction is set as 2006-2022, and the retrieval time is June 20, 2023. Sample selection criteria: existing normative policy documents issued by central-level government departments; policy documents with the name or content of “public cultural services”; policy documents of laws and regulations, circulars, opinions, decisions, outlines, plans and reports. The types of policy documents are laws and regulations, circulars, opinions, decisions, outlines, plans and reports. According to the criteria, this paper finally sorted out 167 valid samples, and the samples of the last three years are shown in

Table 1:

Table 1. Table sample of selected policies (2020-2022).

No.	Name of the policy	Policy issuer	Year
1	Circular of the Ministry of Culture and Tourism on Further Optimizing the Business Environment and Promoting the Standardized Development of the Internet Access Service Industry	Ministry of Culture and Tourism	2020
2	Opinions of the State Council on the division of labor among key departments for the implementation of the Government Work Report (2020)	State Council General Office	2020
3	Opinions of the Supreme People’s Court on Providing Judicial Services and Guarantees for the Key Work in the Field of “Three Rural Areas” to Ensure the Realization of Comprehensive Well-being on Schedule	People’s Supreme Court (PRC)	2020

Continued

4	Opinions of the Central Committee of the Communist Party of China and the State Council on the Key Work in the Field of “Three Rural Areas” to Ensure the Realization of Comprehensive Well-being as Scheduled	General Office of the Communist Party of China, the State Council	2020
5	Notice of the China Disabled Persons’ Federation and the Ministry of Culture and Tourism on the 2020 National Cultural Week for Persons with Disabilities	China Disabled Persons’ Federation, Ministry of Culture and Tourism	2020
6	Law of the People’s Republic of China on Promotion of Rural Revitalization	Standing Committee of the National People’s Congress (NPC)	2021
7	Outline of the Fourteenth Five-Year Plan for the National Economic and Social Development of the People’s Republic of China and the Vision 2035	(Chinese) National People’s Congress	2021
8	General Office of the State Council on the issuance of the “14th Five-Year Plan” for the protection of cultural relics and scientific and technological innovation notification	State Council General Office	2021
9	Circular of the State Council on the issuance of the “14th Five-Year Plan” for the Protection and Development of Persons with Disabilities	State Council General Office	2021
10	Circular of the Ministry of Culture and Tourism on the Issuance of the “14th Five-Year Plan” for the Construction of the Public Cultural Service System	Ministry of Culture and Tourism	2021
11	Opinions of the Ministry of Culture and Tourism, the Development and Reform Commission and the Ministry of Finance on Promoting the High-Quality Development of Public Cultural Services	Ministry of Culture and Tourism, National Development and Reform Commission, Ministry of Finance	2021
12	Circular of the Department of Public Services of the Ministry of Culture and Tourism on the Implementation of the National Basic Public Service Standards (2021 Edition)	Ministry of Culture and Tourism	2021
13	Circular of the Central Propaganda Department, the National Development and Reform Commission, the Ministry of Education, the Ministry of Science and Technology, the Ministry of Civil Affairs, the Ministry of Finance, the Ministry of Human Resources and Social Security, the Ministry of Culture and Tourism, and the State Administration of Cultural Heritage on the issuance of the Guiding Opinions on the Promotion of Museum Reform and Development	Propaganda Department of the Central Committee of the Communist Party of China, National Development and Reform Commission, Ministry of Education, Ministry of Science and Technology, Ministry of Civil Affairs, Ministry of Finance, Ministry of Human Resources and Social Security, Ministry of Culture and Tourism, State Administration of Cultural Heritage	2021
14	Circular of the General Office of the Ministry of Culture and Tourism and the General Office of the National Development and Reform Commission on the Work Related to Tourism and Leisure Neighborhoods	Ministry of Culture and Tourism, National Development and Reform Commission	2021
15	Opinions on Deepening the Reform of State-Owned Arts and Cultural Troupes Issued by the General Office of the Central Committee of the Communist Party of China and the General Office of the State Council	General Office of the Central Committee of the Communist Party of China and the State Council	2021

Continued

16	Guiding Opinions of the Ministry of Culture and Tourism, the Ministry of Public Security and the Ministry of Natural Resources on Promoting High-Quality Development of Rural B&Bs	Ministry of Culture and Tourism, Ministry of Public Security, Ministry of Natural Resources, Ministry of Ecology and Environment, National Health Commission, Ministry of Emergency Management, State Administration of Market Supervision and Administration, China Banking and Insurance Regulatory Commission, State Administration of Cultural Heritage, National Rural Revitalization Bureau	2022
17	The General Office of the Central Committee of the Communist Party of China and the General Office of the State Council issued the Cultural Development Plan for the Fourteenth Five-Year Plan.	General Office of the Central Committee of the Communist Party of China and the State Council	2022
18	Opinions on Advancing the Implementation of the National Cultural Digitization Strategy issued by the General Office of the Central Committee of the Communist Party of China and the General Office of the State Council	General Office of the Central Committee of the Communist Party of China and the State Council	2022
19	Notice of the China Disabled Persons' Federation, the Ministry of Culture and Tourism, and the State Press and Publication Administration on the Activities of the National Disabled Persons' Cultural Week 2022	China Disabled Persons' Federation, Ministry of Culture and Tourism, State General Administration of Press and Publication	2022

2.2. Sample Stage Division

This paper takes the Outline of the National Cultural Development Plan for the Eleventh Five-Year Plan Period as the starting point of the study, and takes the cultural development plans issued by the General Office of the Central Committee of the Communist Party of China (CPC) and the General Office of the State Council (GOSEC) every five years as the nodes, and divides the development of China's public cultural service policies into the following three phases: the first phase (2006-2012) is the starting phase of public cultural services. The first stage (2006-2012) is the beginning stage of public cultural services, the concept of "public cultural services" was first proposed in 2006, and then many policies with the theme of public cultural services have been introduced one after another; the second stage (2013-2017) The second phase (2013-2017) was the modernization phase of public cultural services, in which the state coordinated and promoted the balanced development of public cultural services, strengthened the supply of public cultural products and services, and promoted the integration of public cultural services with modern science and technology; the third phase (2018-present) was the high-quality development phase, in which the state encouraged the government to purchase public services, and accelerated the network of facilities, diversification of supply, and integration of urban and rural areas. The third stage (2018-present) is the stage of high-quality development, during which the State encourages the government to purchase public services and accelerates the networking of facilities, diversification of supply and integra-

tion of urban and rural areas to achieve high-quality development of public cultural services.

3. Research Methodology

This paper focuses on mining and analyzing policy texts using two methods: named entity recognition and social network analysis. Named Entity Recognition (NER) is a task aimed at identifying the boundaries of entities in a text and categorizing them accurately (Liao & Xie, 2022). Firstly, the selected policy samples were subjected to institutional name recognition, (as mentioned before, extracted from the places where the policy contains names and the places where the policy content contains public cultural services) the phrases indicating the names of Chinese governmental departments in the target text were identified in the dimension of policy issuing body, and the phrases indicating the names of the implementing agencies in the target text were identified in the dimension of policy executing body; and secondly, the commonly used social network analysis tool Ucinet to measure the network structure indicators of the subjects in the extracted Chinese public cultural service policies, and to draw the mapping of Chinese public cultural service policy releasing subjects and executing subjects respectively, in order to better study the collaborative network structure of the subjects of public cultural service policies.

4. Analysis of Policy Issuing Subjects

4.1. Basic Description Statistics

From the statistical results of policy issuing bodies from 2006 to 2022, there are 43 issuing bodies of public cultural service policies in China. Due to the large statistical time span and the problem of changing the name of the policy issuing body during the period, this paper always follows the existing name of the issuing body, with the Ministry of Culture as the Ministry of Culture and Tourism, and the Ministry of Science and Technology as the Ministry of Science and Technology. **Table 2** provides statistics on the issuing bodies of China's public cultural policies and their individual and joint issuance volumes, with the Ministry of Culture and Tourism, the General Office of the State Council, and the Ministry of Finance releasing 71, 46, and 20 policy texts, respectively, ranking in the top three in terms of the total volume of issuance volumes. The main body of the issuance generally presents the Ministry of Culture and Tourism, the General Office of the State Council and the Ministry of Finance as the core, and the characteristics of the co-existence of multiple main bodies. There are 17 subjects involved in issuing documents individually, with a total of 104 policy texts issued. The Ministry of Culture and Tourism, the General Office of the State Council and the State Administration of Cultural Heritage issued 34, 20 and 6 items respectively, ranking the top three in terms of the amount of individual texts issued. According to the stage division, from 2006 to 2012, there were 9 subjects that issued texts individually, with the Ministry of Culture and Tourism

Table 2. Statistics on the number of articles issued by the main issuers of public cultural service policies in China.

Policy issuer	Separate document	Joint document	Figure
Ministry of Culture and Tourism	34	37	71
General Office of the State Council	30	16	46
PRC State Administration of Cultural Heritage (SACH)	6	7	13
State Administration of Press, Publication, Radio, Film and Television (PRC)	5	6	11
PRC National Development and Reform Commission (NDRC), formed in 2003	4	9	13
Standing Committee of the National People's Congress (NPC)	4	0	4
(Chinese) National People's Congress	4	0	4
Central Committee of the Communist Party of China	3	6	9
China Disabled Person's Federation (since 1988)	3	8	11
General Administration of Press and Publication (PRC state censorship bureau)	3	1	4
Ministry of Finance	2	18	20
General Office of the Communist Party of China Central Committee, which oversees appointments of Party members	1	10	11
State Administration for Industry and Commerce (SAIC)	1	2	3
Ministry of Civil Affairs (MCA) of the PRC	1	5	6
China Association for Science and Technology	1	2	3
National Working Committee on Ageing (NWCA)	1	0	1
Supreme People's Court (PRC)	1	0	1

and the General Office of the State Council issuing the largest number of texts, 16 and 12 respectively. From 2013 to 2017, there were 14 subjects that issued texts individually, with the General Office of the State Council and the Ministry of Culture and Tourism issuing 15 and 13 items, and the newly added subject State Administration of Press, Publication, Radio, Film and Television (SARFT) issued 5 items in the 3rd place. There are 6 subjects of separate issuance in 2018-2022, with the Ministry of Culture and Tourism and the General Office of the State Council remaining the core subjects of issuance in this period, issuing 5 and 3 items respectively. There are 39 subjects involved in joint issuance, with a total of 63 policy texts issued. The Ministry of Culture and Tourism, the General Office of the State Council and the Ministry of Finance jointly issued 37, 16 and 18 policy texts respectively, ranking in the top three in terms of the number of jointly issued policy texts. The number of policies jointly issued by three subjects was the highest, 17; the number jointly issued by two subjects was the second highest, 11; and the number jointly issued by four or more subjects was the least, 10. When the number of issuing subjects reaches 4 or more, as the number of issuing subjects increases, the frequency of subject coordination decreases and the number of joint issuance decreases.

4.2. Network Analysis

Based on the 167 policy samples selected, this paper constructs an $N \times N$ order matrix between the policy issuing bodies of public cultural services in China during the period of 2006-2022. On this basis, the Chinese version of Ucinet software is borrowed to draw the cooperation network mapping of the policy issuing subjects in each stage during the 17 years, as shown in **Figures 1-3**, which shows the distribution of each policy issuing subject in the network more clearly. The nodes in the graph represent the policy issuing subjects, and the connecting lines represent that the issuing subjects have jointly participated in the issuing of at least one public cultural service policy.

In the initial stage (2006-2012), a total of 65 policies on public cultural services were issued, and there were fewer policy issuing bodies, with the Ministry of Culture and Tourism and the General Office of the State Council having a higher

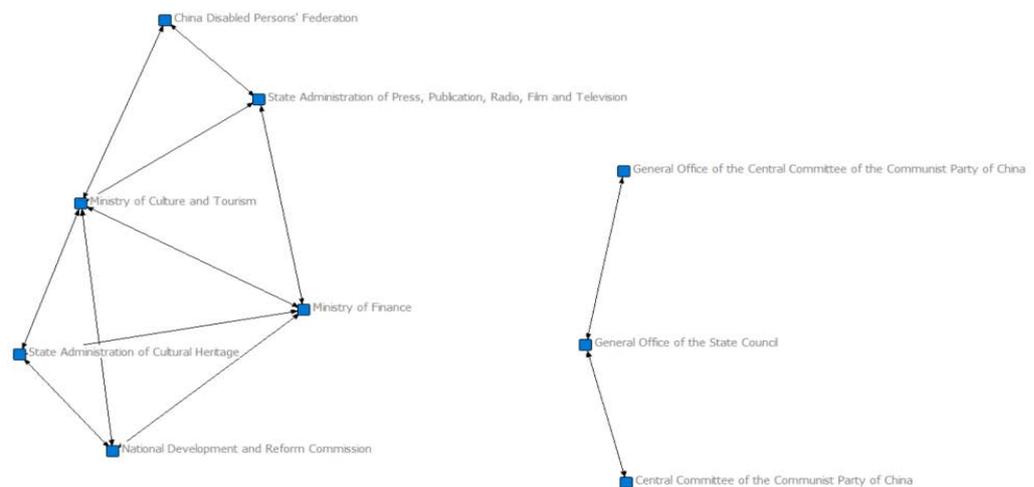


Figure 1. 2006-2012.

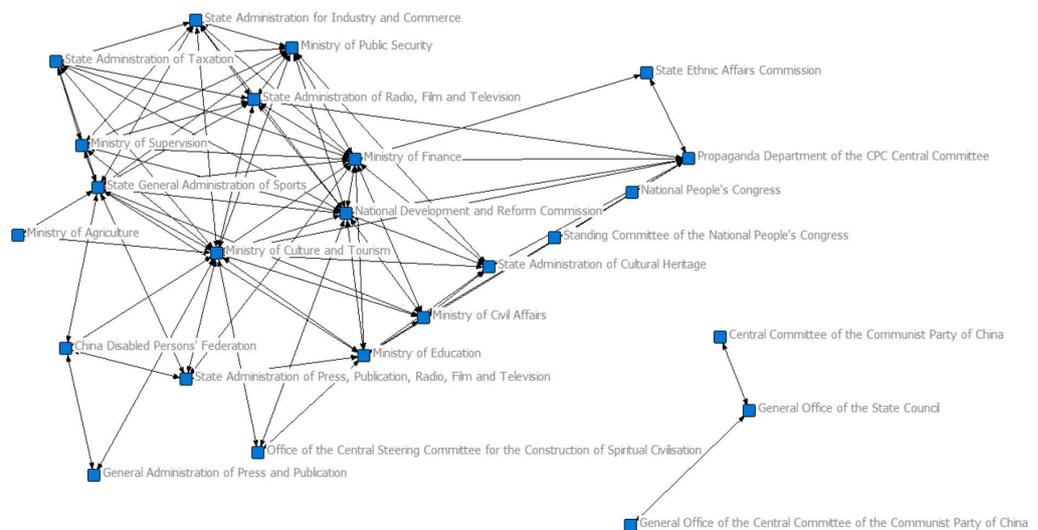


Figure 2. 2013-2017.

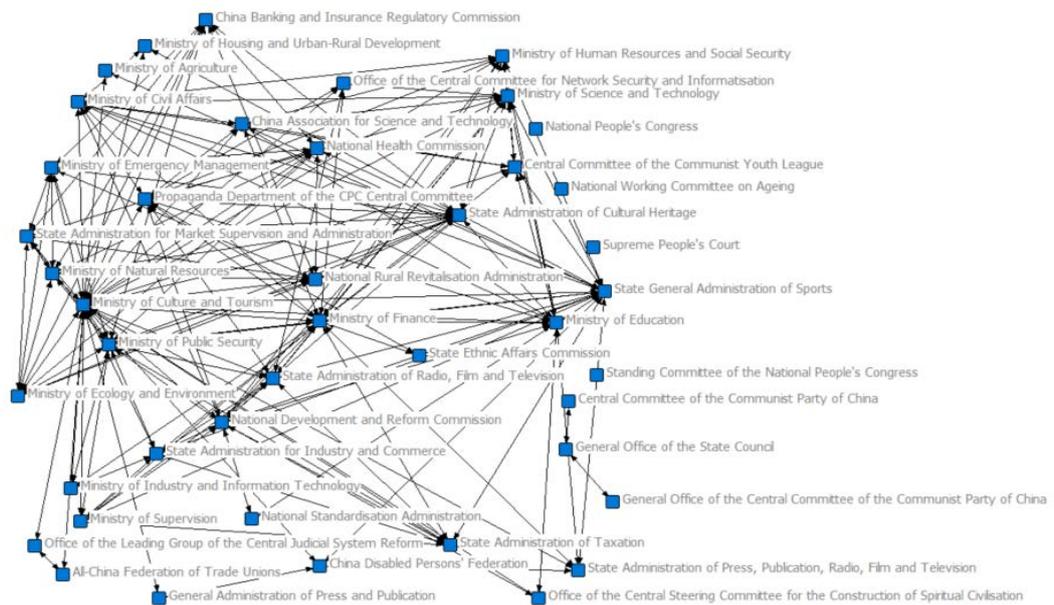


Figure 3. 2018-2022.

number of network connections and a central position in the network. The total number of jointly issued policies is 23, with a sparse network structure among the issuing subjects and mostly two-by-two co-operation, indicating a lack of co-operation awareness among the issuing subjects. In the modernization phase (2013-2017), a total of 73 policies on public cultural services were issued, and the number of policy issuing subjects increased, with a total of 24 jointly issued policies, and the Ministry of Culture and Tourism retained a central position in the network, while the State Administration of Press, Publication, Radio, Film and Television and the Ministry of Finance also became the main issuing subjects in this phase, and the size of the network and the number of networks increased compared with the previous phase, and the network structure became more balanced stage, the network size and the number of networks have increased and the network structure has become more balanced, indicating that the sense of cooperation among the publishers of public cultural service policies has increased. In the stage of high-quality development (2018-present), a total of 29 public cultural service policies have been issued, with the number of issued policies decreasing compared with the previous two stages, but the number of issuing subjects expanding to 1.5 times that of the initial stage, and many issuing subjects not directly related to public cultural service work also starting to participate in policy formulation, making the network structure more balanced and stable.

5. Analysis of Policy Implementation Entities

5.1. Basic Descriptive Statistics

Public policy implementation takes the realization of the fundamental interests

of the broadest masses of people as its starting point (Zeng & Zhong, 2023). The main body of public policy is the actor who directly or indirectly participates in the whole process of public policy, and the main body of the implementation of public policy in China includes the administrative institutions, the judiciary, the legislature, the ruling party and the public. Taking the previous article as a reference, this paper defines the implementation subjects of public cultural service policies as government departments at all levels and various libraries and cultural institutions mentioned in the policy text. The policy texts in the sample whose titles include “public cultural services” are identified as named entities within the scope of the whole text, and the paragraphs in the sample whose titles do not include “public cultural services” but whose contents include “public cultural services” are identified as named entities within the scope of the whole text. Named entities were identified for the paragraphs in the sample that did not contain “public cultural services” in the title, but contained “public cultural services” in the text, and the extracted nouns for the implementation subjects are summarized in **Table 3**.

Table 3. Summary of terminology of the executive body (partial).

No.	Name of the policy	Policy issuer	Year
1	Notice of the Department of Public Services of the Ministry of Culture and Tourism on the Implementation of the National Basic Public Service Standards (2021 Edition)	People’s governments of provinces, autonomous regions and municipalities directly under the Central Government, grassroots talent,	2021
2	Circular of the Central Propaganda Department, the National Development and Reform Commission, the Ministry of Education, the Ministry of Science and Technology, the Ministry of Civil Affairs, the Ministry of Finance, the Ministry of Human Resources and Social Security, the Ministry of Culture and Tourism, and the State Administration of Cultural Heritage on the Issuance of the Guiding Opinions on Promoting the Reform and Development of Museums	Central Propaganda Department, National Development and Reform Commission, Ministry of Education, Ministry of Science and Technology, Ministry of Civil Affairs, Ministry of Finance, Ministry of Human Resources and Social Security, Ministry of Culture and Tourism, State Administration of Cultural Heritage, museums, national museums	2021
3	Circular of the General Office of the Ministry of Culture and Tourism and the General Office of the National Development and Reform Commission on the Work Related to Tourism and Leisure Neighbour-hoods	Provinces, autonomous regions and municipalities directly under the Central Culture and Tourism Department (Bureau), Development and Reform Commission, Xinjiang Production and Construction Corps Culture, Sports, Radio, Television and Tourism Bureau, Development and Reform Commission,	2021
4	Opinions on Deepening the Reform of State-owned Cultural and Artistic Troupes Issued by the General Office of the CPC Central Committee and the General Office of the State Council	Literary and art workers, state-owned cultural and art institutions, party committees at all levels, and governments at all levels,	2021
5	Guiding Opinions of the Ministry of Culture and Tourism, the Ministry of Public Security and the Ministry of Natural Resources on Promoting the High-Quality Development of Rural B&Bs	Ministry of Culture and Tourism, Ministry of Public Security, Ministry of Natural Resources	2021

Continued

6	The General Office of the CPC Central Committee and the General Office of the State Council issued the Cultural Development Plan for the 14th Five-Year Plan.	Cultural units, Internet users, copyright agencies, museums, memorials, cultural relics protection units, representative heritage groups of intangible cultural heritage, national cultural ecological reserves, intangible cultural heritage villages and towns, national cultural parks, grass-roots public cultural institutions, county-level integrated media centers, public libraries, cultural halls (stations), art museums, museums, township cinemas, smart libraries, national public cultural Cloud, digital farmhouse, grassroots mass cultural and art teams, grassroots literary federation, grassroots writers' association, grassroots group art museums, grassroots cultural halls, state-owned cultural enterprises, micro, small and medium-sized cultural enterprises, theaters, non-heritage display venues, National Development and Reform Commission (NDRC), Ministry of Finance (MOF), Ministry of Natural Resources (MNR), Ministry of Commerce (MOFCOM), General Administration of Taxation (GAAT), social forces, party committees, operating cultural institutions	2022
7	Opinions on Promoting the Implementation of the National Culture Digitization Strategy issued by the General Office of the CPC Central Committee and the General Office of the State Council	Smart libraries, online platforms, government	2022
8	Notice of the China Disabled Persons' Federation, Ministry of Culture and Tourism, and State Press and Publication Administration on the National Disabled Persons' Cultural Week in 2022	Provinces, autonomous regions, municipalities directly under the Central Disabled Persons' Federation, Department of Culture and Tourism (bureau, commission), Xinjiang Production and Construction Corps Disabled Persons' Federation, Culture, Sports, Radio, Television and Tourism Bureau	2022

A secondary extraction was carried out from all the aggregated executive subject terms, extracting subject terms that appeared at least 2 times in the sample of policy texts, summarized in **Table 4**.

As can be seen from **Table 4**, the categories of cultural enterprises and institutions have the highest frequency of “libraries”, “cultural centers” and “museums”, with 84, 65 and 63 occurrences respectively. Libraries, museums and cultural centers are mentioned several times in the sample of public cultural service policies, referring to them as the “three libraries”. In the category of cultural administrative departments, governments at all levels, units of the Xinjiang Production and Construction Corps, and cultural departments at all levels occupy an important position, with the noun “governments at all levels” appearing as often as 79 times, units of the Xinjiang Production and Construction Corps as often as 74 times, and the noun “ministries of culture at all levels (departments and bureaus)” as often as 80 times. The frequency of the noun “all levels of government” is 79 times, the frequency of the units of Xinjiang Production and

Table 4. Frequency statistics of executive subject terms.

Policy implementation entities	Frequency
Library	84
Governments at all levels	79
Units of the Xinjiang Production and Construction Corps	74
Cultural Centers	65
Museums	63
Cultural departments (departments and bureaus) at all levels	61
Social Forces	50
Public libraries	48
Financial departments at all levels	46
Art museums	45
Farmers' bookstores	40
Education Departments at All Levels	36
State Council Ministries and Commissions	29
Party Committees	27
State Administration of Cultural Heritage	19
Township Comprehensive Cultural Station	19
Science and Technology Museum	18
Digital Library	18
Memorial Hall	17
Public Welfare Cultural Units	17
Cultural and Artistic Workers	16
Broadcasting Authority	15
Community Cultural Centers	15
Cultural Enterprises	15
Disabled Persons' Federation	15
Electronic Reading Room	13
Cultural Volunteers	10
Women's Associations	10
Literary Troupe	10
Youth League	9
Press and Publication Bureau	9
Television stations at all levels	9
Sports Bureaus	8
Network Platform	7
Mobile Integrated Cultural Service Vehicle	7

Continued

Party Committee Propaganda Department	7
Experts and Scholars	6
Operating Cultural Institutions	6
Digital Museum	6
National Digital Library	6
Village Cultural Activity Rooms	5
Private Cultural Enterprises	5
State-owned Cultural Enterprises	4
National Key Cultural Relics Protection Units	4
Small and Medium-sized Cultural Enterprises	4
Intelligent Libraries	4
Performing Arts Organizations	3

Construction Corps is 74 times, and the frequency of the noun “all levels of ministries (departments and bureaus) of culture” is 61 times. In the category of cultural workers, the term “social forces” appears frequently, with a frequency of 50 times. This indicates that among the three categories of policy subjects, namely government cultural departments, cultural enterprises and institutions, and cultural workers, cultural enterprises and institutions occupy a very important position in policy implementation, with government departments playing the second most important role, cultural workers the least important, and the roles of the three in public cultural services showing a decreasing order.

5.2. Network Analysis

As shown in **Figures 4-6**, the network of executive agents in the three stages shifts from sparse to dense. With the promotion of time, some new types of subjects such as online platforms and cultural volunteers have appeared among the enforcement subjects, to which we should pay attention.

6. Discussion

The synergistic interaction between the policy issuing bodies is conducive to the introduction of “policy consensus” into the content of policy formulation, which is conducive to the achievement of effective decision-making (Hong & Ma, 2021). At present, China’s public cultural services policy issued by the main body of the “subject is too centralized” to “multiple subjects synergistic” trend, but the policy issued by the main body is still mainly to the Ministry of Culture and Tourism, the State Council General Office of the main. At the same time as guaranteeing the dominant position of the government’s issuing body, the relevant policies should be issued to guide the social body to invest in construction funds, and to actively speak out and make suggestions, so as to promote the pluralistic mode of supplying public cultural services. With regard to the implementation

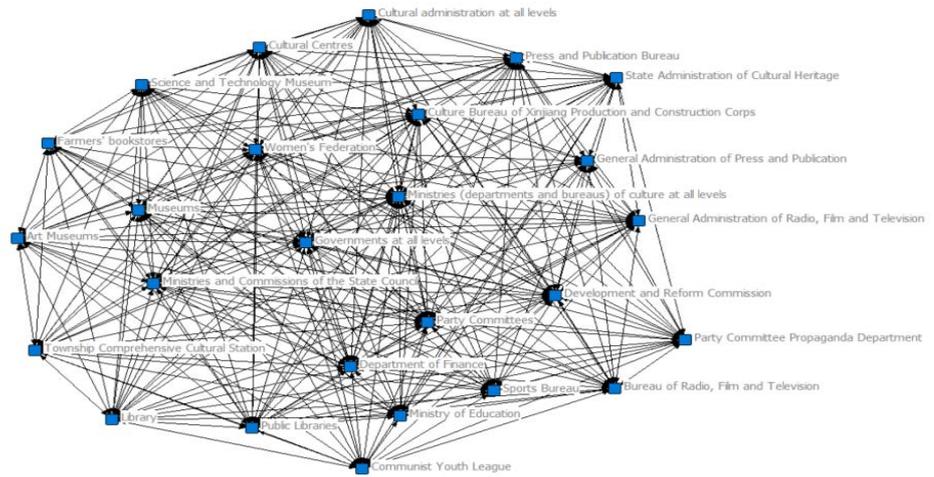


Figure 4. 2006-2012.

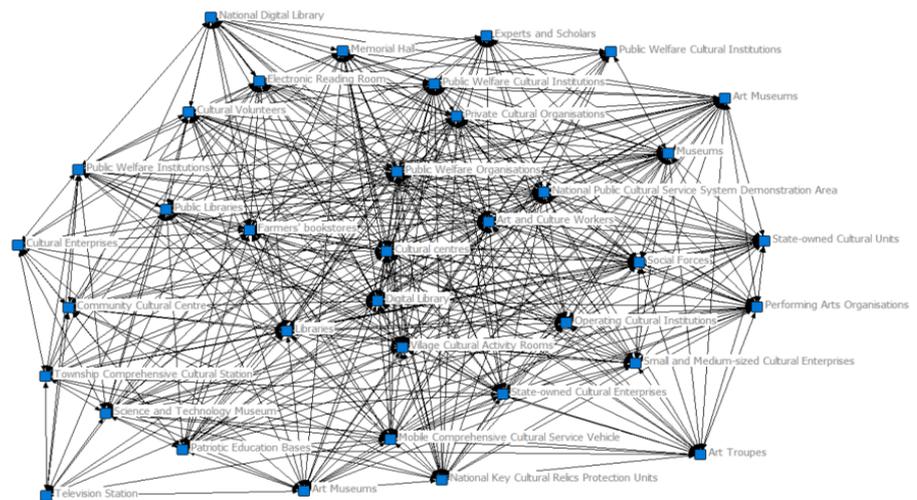


Figure 5. 2013-2017.

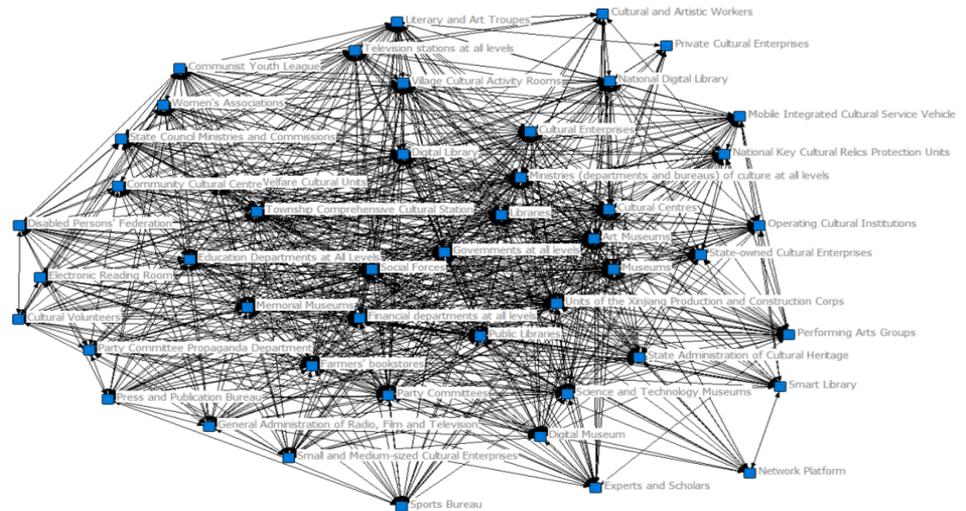


Figure 6. 2018-2022.

of public cultural service policies, through subject clustering, cluster division and centrality ranking, it is found that the main body of policy implementation is mainly dominated by cultural institutions such as libraries, cultural centers and museums, with government cultural departments, cultural enterprises and cultural workers accounting for a smaller proportion of policy implementation. The policy text has more specific guidance for libraries and other institutions, but most of the words “encourage”, “guide”, “promote” and so on are used for social implementation subjects, which to a certain extent indicates that the social implementation subjects have not been given enough attention. There should be more detailed guidance in the policy text.

The issuing body of the policy has a supervisory and control role over the executing body, and the executing body has a feedback role to the issuing body. In a few groups of implementation subjects, there are emerging subject terms in recent years, such as “cultural volunteers”, “small and medium-sized cultural enterprises”, “intelligent libraries”, “network platforms”, and “cultural organizations”, “network platform” and so on, the policy publisher should pay attention to this kind of emerging subjects, guide them from the policy, make clear their specific policy implementation process, and strengthen their role in policy implementation, so as to promote the high-quality development of public cultural services. On the whole, the evaluation mechanism of the implementation effect of China’s public cultural service policies is not clear enough, and the relevant construction should be strengthened to promote the improvement of policies with feedback results. In the release and implementation of policies, the participation of social mass subjects and cultural workers subjects is low, but both have an irreplaceable position in public cultural policies, and their participation should be actively improved. It is necessary to absorb social forces and encourage the training of a team of cultural professionals to provide basic support for public cultural services.

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Conflicts of Interest

The authors declare no conflicts of interest regarding the publication of this paper.

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