

Multi-Stakeholder Collaborative Governance Mechanism in Rural Industrial Revitalization

-- Based on the Case Analysis of Village S

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Abstract

Against the backdrop of the in-depth advancement of the rural revitalization strategy, prominent dilemmas including scattered governance entities, fragmented resource allocation and insufficient cross-stakeholder linkage efficiency have become core bottlenecks restricting industrial revitalization. Integrating collaborative governance theory and stakeholder theory, this paper adopts qualitative research and takes Village S with targeted assistance from central state-owned enterprises (CSOEs) as the research case to systematically analyze the dynamic evolution and operational logic of multi-stakeholder collaborative governance in rural industrial revitalization. The study finds that taking embedded empowerment by CSOEs as a critical pivot, Village S has gone through four developmental stages, gradually formed a multi-stakeholder collaborative governance pattern and built a multi-level collaborative governance network, thus realizing the transformation from single-village governance to regional collaborative governance. This paper refines the embedded multi-stakeholder collaborative governance mechanism driven by CSOEs, and provides a practical paradigm and theoretical reference for villages with medium resource endowments to tackle governance obstacles in industrial revitalization.

Keywords

Collaborative Governance; Industrial Revitalization; Central SOE Embedding; Multi-stakeholder Linkage; Village S Case.

1. Introduction

Implementing the rural revitalization strategy is a core governance initiative to address unbalanced urban-rural development and inadequate rural development in the new era. As the top priority of rural revitalization, the performance of industrial revitalization hinges fundamentally on the collaborative operation of diversified governance stakeholders [1]. Current academic research on multi-stakeholder linkage and rural revitalization has formed three mainstream strands: collaborative co-governance, structural mechanism and endogenous development. Nevertheless, three critical research gaps remain from the perspective of practical demand.

First, the coverage of stakeholder types is incomplete. Most existing studies focus on the interactive logic of local enterprises, social organizations and governments [2], while few treat central SOEs as independent stakeholders to analyze their intervention paths. The unique attributes of central SOEs - powerful national strategic execution and cross-regional resource integration capacity - are overlooked, yet such entities play an irreplaceable role in resolving rural problems such as barriers to cross-regional resource access and unstable collaborative

mechanisms [3]. Second, research on in-depth resource collaboration is insufficient. Most literature discusses local resource integration without exploring the enabling value of cross-regional industrial chain resources for rural industries, which constitutes the core advantage distinguishing central SOEs from local stakeholders [4]. Third, studies on long-term mechanisms are inadequate. Conventional cooperation models such as "local enterprise + village collective" mostly rely on short-term policy subsidies or project partnerships, with an average service life of less than 1.5 years according to survey data. Few studies explore how institutional binding among stakeholders can stabilize long-term collaboration.

This paper selects Village S supported by targeted assistance of central SOEs as a case. Based on an integrated analytical perspective combining collaborative governance, stakeholder and holistic governance theories, qualitative research is adopted to reveal the dynamic evolution of multi-stakeholder collaborative governance in rural industrial revitalization, shifting from "external blood transfusion" to "endogenous symbiosis". Two core research questions are addressed: how diversified governance stakeholders realize adaptive collaborative behaviors in rural industrial revitalization; and how collaborative governance mechanisms evolve dynamically alongside developmental stages. Theoretically, this paper enriches research on stage adaptation and cross-regional integration of collaborative governance theory in rural industrial revitalization. Practically, it offers operable paths for similar villages to construct long-term multi-stakeholder collaborative governance mechanisms, responding to practical demands of governance research on rural industrial revitalization.

2. Theoretical Foundation and Analytical Framework

Rather than simply applying a single theory, this paper integrates collaborative governance theory and stakeholder theory from a governance research perspective to form a localized three-layer theoretical support system of "framework identification-resource integration", making up for the limitations of single theories in explaining multi-stakeholder collaboration in rural industrial revitalization.

2.1. Collaborative Governance Theory

Collaborative governance theory serves as a core paradigm in public administration to interpret the participation of diversified stakeholders in public affairs governance [5]. Its core constructs include multiple governance entities, interactive cooperation mechanisms, collaborative governance efficiency and maximization of public interests. It emphasizes establishing institutionalized communication, coordination and cooperation platforms to coordinate information, resources and actions of all stakeholders, thereby generating collaborative governance effects of "1+1>2" [6].

2.2. Stakeholder Theory

Stakeholder theory provides a critical perspective to accurately identify core governance stakeholders, their interest demands and internal driving forces for participating in collaborative governance in rural industrial revitalization [7]. The theory holds that the sustainable advancement of public affairs relies on balancing and satisfying the interest demands of key stakeholders.

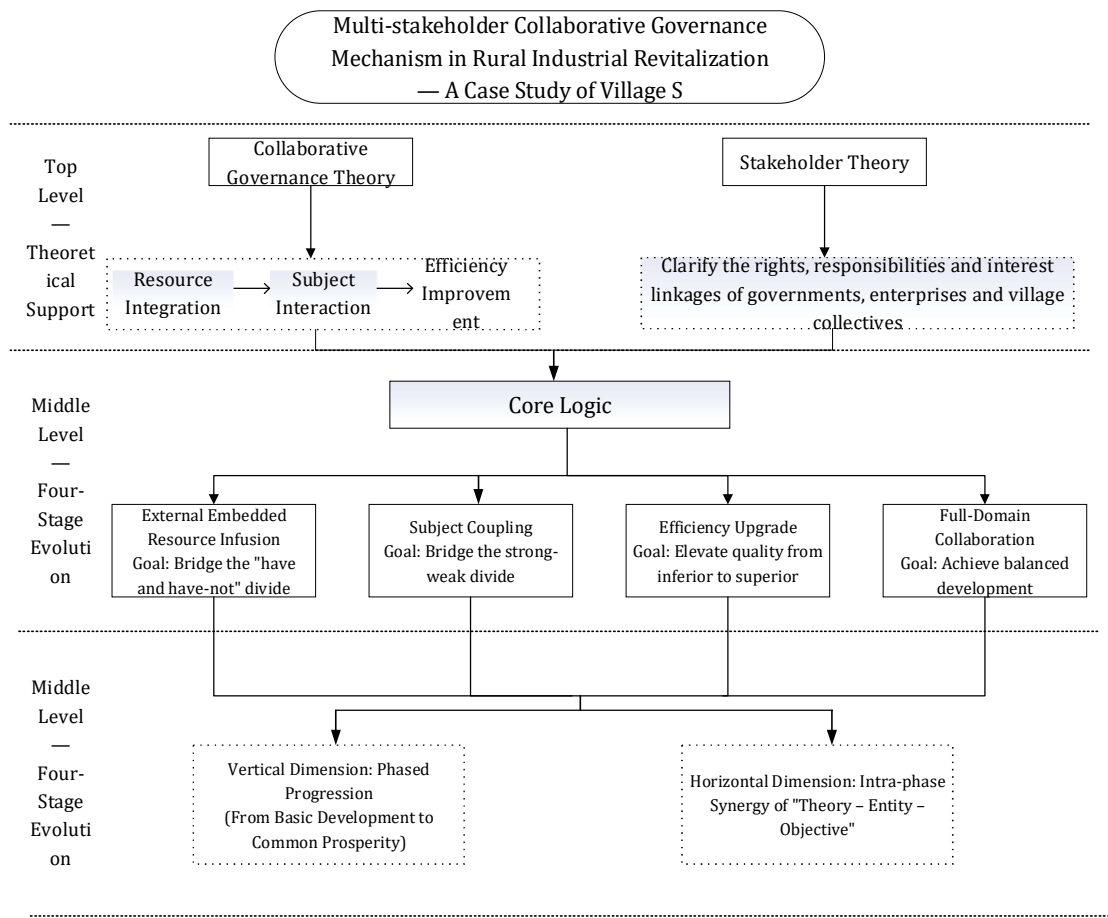


Figure 1. Theoretical Analytical Framework of This Paper

3. Research Methodology and Case Profile

3.1. Research Methods and Data Collection

This paper adopts the case study method and selects Village S receiving targeted assistance from central SOEs as the research object. The village has fully experienced the whole process from poverty alleviation to rural revitalization and formed a mature multi-stakeholder collaborative pattern, featuring typicality and universality to extract replicable experiences. Data are collected through phased field investigations combining three approaches: semi-structured interviews, participatory observation and document analysis. A total of 20 respondents including town and village cadres and villagers were interviewed. Field observation was conducted on industrial operation and stakeholder interactions, and official documents were used for cross-verification to guarantee authenticity and reliability of research data.

3.2. Case Selection and Background

Village S is located in the northeast of Dazhuang Town, covering 15 villager groups with a registered population of 6,173 residents across 1,438 households and cultivated land of 9,599.5 mu. It was lifted out of poverty and listed as an exit village in Si County. After poverty alleviation in 2021, its industries faced prominent challenges including a shortage of professional operation talents, low added value of agricultural products, limited small-scale processing enterprises within the village and narrow premium space for external sales of agricultural products.

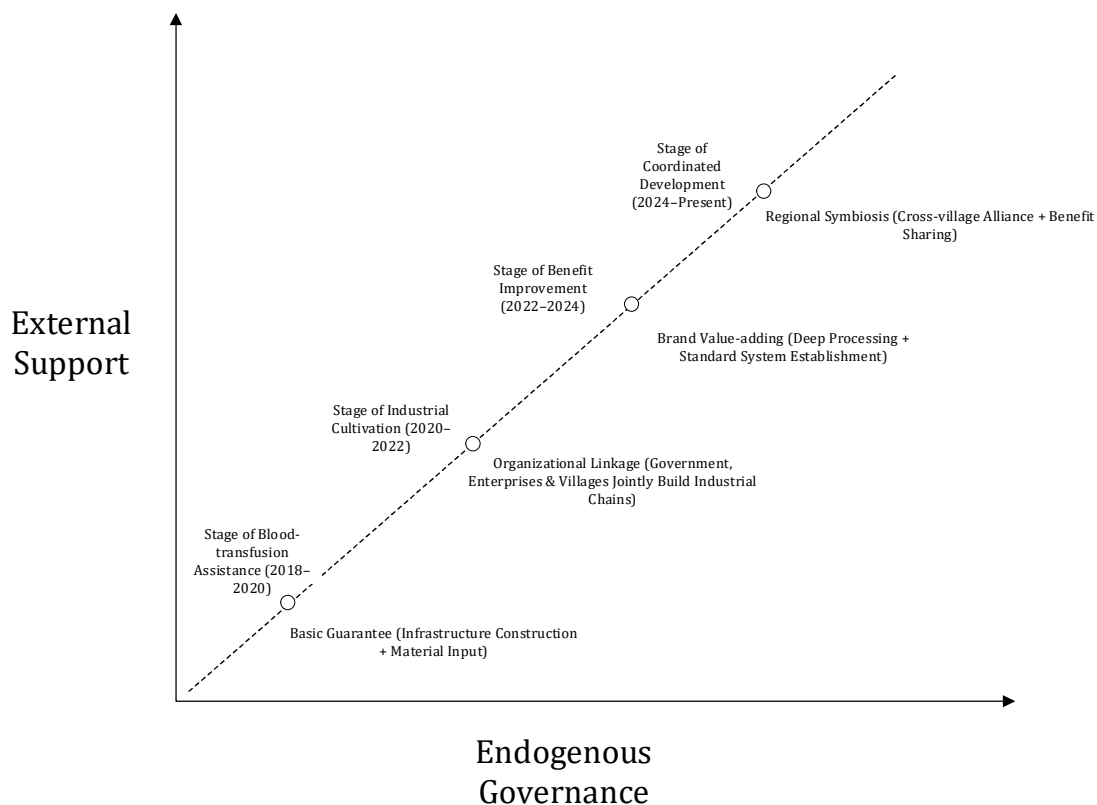


Figure 2. Timeline of Rural Revitalization Development in Village S

4. Practical Evolution and Stage Characteristics of Central SOE-Embedded Multi-stakeholder Collaborative Governance in Village S

Driven by embedded empowerment of central SOEs, the collaborative governance of Village S evolves through four progressive stages: external blood transfusion (foundation construction), stakeholder coupling (industrial cultivation), efficiency upgrading (industrial transformation) and cross-regional collaboration (symbiotic development). The roles of local governments, central SOEs and village collectives are dynamically adjusted at each stage.

4.1. External Blood Transfusion: Foundation Construction Stage

In this stage, tripartite collaboration among local governments (policy supply), central SOEs (resource input) and village collectives (implementation) addresses shortages of rural public goods and governance vacuum, laying a foundational framework for multi-stakeholder cooperation [8].

4.1.1. Local Government: Governance Leader, Policy Safeguard and Infrastructure Prioritization

Local governments fill gaps in public goods supply via fiscal transfer payments and policy tools, creating basic conditions for market entities to enter rural areas [9]. Relying on national targeted assistance policies, a three-in-one mechanism of "policy preference - fund integration - people's livelihood guarantee" was established. The town government took photovoltaic poverty alleviation as a breakthrough, with revenues from photovoltaic projects prioritized for people's livelihood security and infrastructure construction at the initial stage.

4.1.2. Central SOE: Primary Embedded Participant, Resource Input and Industrial Pilot

Breaking the traditional single donation model, central SOEs adopted a composite assistance model combining targeted donation, technical matching and channel docking to inject momentum into industrial development of Village S. The enterprise donated 500,000 RMB to

set up an industrial start-up fund, and established a special working group together with the town government and village collective. Relying on underutilized forest land resources in the village, mushroom greenhouses were built with suitable strains introduced and senior technicians stationed to provide on-site guidance, eliminating farmers' concerns about planting risks.

4.1.3. Village Collective: Governance Executor, Resource Coordination and Policy Implementation

Village collectives remedy dual failures of government and market through organized operation, integrating production factors such as land and labor and flexibly implementing policies at the last mile ^[10]. Taking the village share economic union as the carrier, Village S built a closed-loop governance system of "resource inventory - consultation mechanism - implementation hub".

4.2. Stakeholder Coupling: Industrial Cultivation Stage

A linkage mechanism of "government planning guidance - market-driven central SOE - mobilized village collective" was constructed to foster sustainable industries and activate endogenous rural development momentum ^[11].

4.2.1. Local Government: Planning Guide, Top-level Industrial Design and Policy Innovation

Local governments undertake top-level industrial planning. The town government collaborated with the county Bureau of Agriculture and Rural Affairs to compile Special Industrial Development Plan of Village S (2021-2025), identifying mushroom and chrysanthemum as leading industries via SWOT analysis.

Survey data showed that forest shade coverage reached 60% across the village, creating natural conditions for mushroom cultivation, and no large-scale industrial bases of the same type existed within a 50-kilometer radius. Per mu benefit of under-forest mushroom cultivation was 5 times that of traditional crops, which consolidated the industrial layout of "mushroom in the east, chrysanthemum in the west". Twelve supporting policies covering land circulation and financial support were released to form an institutional framework for industrial development.

4.2.2. Central SOE: Core Empowering Entity, Industrial Chain Binding and Benefit Mechanism Innovation

Central SOEs innovated a four-tier benefit linkage model: "central SOE + local processing enterprise + village collective + farmers", differing from the simple raw material purchasing model of traditional local enterprises, realizing risk sharing and benefit distribution across the whole industrial chain.

4.2.3. Village Collective: Mass Mobilizer, Cooperative Operation and Organized Farmer Governance

The model of "Party branch + professional cooperative + farmers" was adopted to incorporate scattered farmers into modern industrial systems under an institutional framework of clear property rights, democratic management and shared benefits. The village collective held 51% equity via land contribution, while farmers held 49% equity through capital and labor input. A distribution system of "dividend by share + rebate by transaction volume" was implemented.

In 2023, Hongyuan Mushroom Cooperative achieved total sales of 4.2 million RMB with an annual dividend of 800 RMB per share; farmers obtained an extra rebate of 50 RMB per ton of sold mushrooms, generating an average annual income increase of 15,000 RMB per participating household.

The village collective built labor skill archives and organized regular training and skill assessments, incorporating 80% of the village labor force into unified management. A total of 150 skilled industrial workers were exported, raising the utilization rate of rural labor by 40%.

A coordination committee was set up to resolve conflicts between villages and enterprises, such as the dispute over mushroom purchasing price adjustment in early 2024.

4.3. Efficiency Improvement: Industrial Upgrading Stage

Local governments built public technical platforms, central SOEs promoted deep processing technology iteration, and village collectives formulated industrial standards to extend upstream and downstream industrial chains and boost the added value and market competitiveness of agricultural products^[12].

4.3.1. Local Government: Technology Enabler, Technical Platform Construction and Regional Brand Cultivation

As public service providers, local governments built town-level agricultural technology service stations to deliver full-cycle technical support, coordinate regional public brand cultivation, and resolve core contradictions of unstable product quality and limited sales channels^[13].

4.3.2. Central SOE: Innovation Driver, Deep Processing Breakthrough and Cross-regional Market Expansion

Leveraging R&D capacity as market entities, central SOEs extended to high-value segments of industrial chains to break the low-end lock-in of agricultural products^[14]. A fully automatic production line with total investment of 3 million RMB was introduced for chrysanthemum processing, developing six types of terminal products including chrysanthemum lozenges and essential oil. The retail price of chrysanthemum essential oil reached 800 RMB per bottle, 8 times the profit of primary dried chrysanthemum products.

Operation data indicated that selling dried chrysanthemum only generated less than 5 RMB profit per jin, and products were vulnerable to mold losses in rainy weather. Deep processing products achieved a comprehensive gross profit margin of 65%, contributing 70% of the enterprise's total profit in 2023. Secondary-grade flowers with imperfect appearance were fully utilized, completely solving the dilemma of high output yet low income. The enterprise's overall profit margin rose from 15% to 45%, and farmers' stable order volume increased by 25%, achieving a win-win outcome of enterprise profit growth and farmer income rise.

4.3.3. Village Collective: Industrial Operator, Capitalization of Idle Assets and Industrial Standard Formulation

The function of village collectives transformed from grassroots administrative management to market-oriented industrial operation, acting as the core hub connecting governments, enterprises and farmers. Abandoned old village office buildings were renovated into a live-streaming e-commerce base, with the village collective holding 30% equity via venue contribution.

In 2023, 32 special live-streaming sessions generated online sales of 2 million RMB, bringing a dividend of 600,000 RMB to the village collective. Three young talents returned to the village to engage in full-time e-commerce operation, delivering regular training on short-video production and online stores for villagers. More than 20 rural households opened individual e-commerce shops, forming an e-commerce ecosystem of "collective base training + independent farmer operation + collective equity dividend". The village's e-commerce sales volume increased tenfold within three years. Capitalization of idle assets revitalized dormant resources and cultivated local rural e-commerce talents simultaneously.

Industrial upgrading constitutes a systematic project of multi-stakeholder collaborative innovation: local governments bridge technical gaps via technological empowerment, central SOEs break profit ceilings through deep processing, and village collectives remedy organizational deficiencies via asset operation^[15]. Centered on unified production standards and benefit linkage and oriented by market demand, the three stakeholders jointly shift industrial development from resource dependence to innovation-driven growth, forming a

collaborative paradigm of "effective government, efficient enterprises and empowered village collectives" [16].

4.4. Cross-regional Collaboration: Symbiotic Development Stage

Through cross-village organizational innovation, market-oriented factor allocation and institutionalized benefit sharing, a long-term collaborative mechanism of "joint investment by multiple stakeholders, shared regional resources and tiered benefit distribution" was established, realizing the transformation from single-village development to cross-regional coordinated growth [17].

4.4.1. Cross-regional Industrial Alliance: From Single-village Governance to Regional Co-governance

Central SOEs broke administrative barriers among villages through market-oriented industrial alliances, distinct from administrative top-down linkage in traditional models. Initiated by central SOEs in 2023, Village S united three neighboring villages (Li Village, Wang Village and Zhao Village) to establish the Dazhuang Mushroom Industrial Alliance. The alliance realized unified bulk purchasing of strains and shared technical standards, cutting comprehensive planting costs by 200 RMB per mu and stabilizing farmers' planting income.

4.4.2. Market-oriented Factor Governance: Efficient Allocation of Cross-regional Resources

Institutional innovations in market-oriented allocation of land, talent and digital factors broke the dual urban-rural barrier of factor flow [18]. A land linkage policy for abandoned homestead reclamation was implemented to build agricultural product cold storage and logistics centers. Village collectives obtained an annual income of 150,000 RMB through leasing storage positions, making up for shortages of industrial construction land.

The three categories of factors form a complete collaborative logic chain: intensive land integration provides physical space for industrial projects, flexible talent mobility fills technical innovation gaps, and digital platforms eliminate information barriers between production and sales. Jointly, they promote the transformation of rural industries from extensive resource utilization to intensive and efficient development [19].

4.4.3. Institutionalized Benefit Sharing: Guarantee Mechanism for Long-term Collaboration

A three-tier institutional system of tiered dividend distribution, public welfare feedback and risk reserve was designed to stabilize long-term cooperation expectations. A three-stage dividend mechanism was adopted for the mushroom industry: 50% of profits retained by enterprises for industrial reinvestment, 30% extracted by village collectives for village public welfare, and the remaining 20% distributed to farmers in proportion to their shareholdings. In 2023, the average annual dividend per participating farmer reached 2,400 RMB, a year-on-year increase of 33%.

Dividend distribution mechanisms stimulate farmers' willingness to participate, public welfare feedback consolidates cohesion of village collectives, and industrial risk funds hedge fluctuations caused by climate and market prices. The three components form a closed institutional loop, fundamentally avoiding short-term and formalized collaboration.

4.5. Summary of Multi-stage Collaborative Governance Model

The complete evolutionary context of collaborative governance in Village S follows the path: external blood transfusion → endogenous hematopoietic capacity → cross-regional symbiosis. The four stages advance progressively, with local governments, central SOEs and village collectives dynamically adjusting their functional positioning. The objectives of collaborative governance evolve sequentially to address four core industrial issues: "existence vs. absence",

"weakness vs. strength", "low quality vs. high quality", and "isolated vs. balanced development", constituting a full path of collaborative rural industrial development.

5. Mechanisms and Efficiency of Multi-stakeholder Collaborative Governance in Rural Industrial Revitalization

The central SOE-embedded collaborative governance model of Village S is not a simple superposition of multiple stakeholders. It abides by three core principles: progressive adaptation, stakeholder complementarity and efficiency spillover. Five interlinked core mechanisms operate synergistically to realize in-depth collaboration among diversified stakeholders and continuous improvement of governance efficiency, namely organizational coordination, capacity adaptation, resource integration, benefit binding and efficiency spillover mechanisms.

The core logic of the model takes embedded empowerment of central SOEs as the key pivot, institutionalized benefit sharing as the core bond, and standardized institutional construction as the fundamental guarantee, driving the transformation of governance modes from single-stakeholder control to multi-stakeholder collaboration, and from single-village point governance to cross-regional coordinated governance.

Figure 3 Framework of Multi-stakeholder Collaborative Governance

5.1. Theoretical Logic and Operational Mechanisms of the Collaborative Governance Model

5.1.1. Progressive Adaptation Principle and Organizational Coordination Mechanism

Diversified governance stakeholders differ greatly in resource endowments and behavioral logic. Synergistic forces can only be aggregated when stakeholder functions precisely match core tasks at each rural development stage ^[20]. Village S set stage-specific core tasks to build closed organizational loops: the blood transfusion stage centered on people's livelihood security, with governments issuing safeguard policies, central SOEs injecting capital and materials, and village collectives undertaking implementation, forming a complete chain of "policy - resources - execution".

5.1.2. Stakeholder Complementarity Principle and Capacity Adaptation Mechanism

Demand for stakeholder capacities varies across developmental stages. The core of collaborative governance lies in matching the comparative advantages of each stakeholder with rural development weaknesses ^[21]. In the blood transfusion stage, public service capacity of governments and resource supply capacity of central SOEs made up shortages of infrastructure and start-up funds. In the industrial cultivation stage, market channel advantages of central SOEs and mass mobilization capacity of village collectives resolved the dilemma of smallholder farmers connecting with large markets.

5.1.3. Efficiency Spillover Principle and Regional Development Mechanism

Achievements of industrial revitalization need to radiate from single demonstration sites to surrounding regions, realizing spillover of governance efficiency via "driving by core villages and overall upgrading across regions" ^[22]. At the symbiotic development stage, cross-village industrial alliances were built based on mature industrial foundations of Village S, exporting standardized planting and production-marketing linkage operation experience to drive supporting industries in neighboring villages.

5.2. Practical Efficiency of Multi-stakeholder Collaborative Governance

Relying on multi-layer collaborative mechanisms, Village S achieved phased development of "external blood transfusion - endogenous hematopoietic capacity - regional spillover", with efficiency reflected in three dimensions: stakeholders, industries and regions.

5.2.1. Stakeholder Dimension: Shift from Passive Task Participation to Active Interest-driven Collaboration

The participation motivation of all stakeholders transformed from policy task-driven to long-term shared benefit-driven, realizing the shift from "being forced to participate" to "voluntary participation". Central SOEs evolved from short-term assistance providers to long-term rural development partners, taking the initiative to lead cross-village resource integration and industrial alliance construction [23].

5.2.2. Industrial Dimension: Shift from Scattered Single Projects to Integrated Primary, Secondary and Tertiary Industries

Industrial forms upgraded from scattered photovoltaic and mushroom planting projects in the initial stage to a system centered on two leading industries (mushroom and chrysanthemum), supplemented by deep processing, live-streaming e-commerce and rural leisure tourism, realizing in-depth integration of primary, secondary and tertiary industries.

5.2.3. Regional Dimension: Shift from Isolated Single-village Breakthrough to Cross-regional Symbiosis

Leveraging the resource integration advantages of central SOEs, administrative boundaries among villages were broken through industrial alliances, market-oriented factor allocation and institutionalized dividend distribution. A regional collaborative governance pattern centered on the Dazhuang Mushroom Industrial Alliance was constructed, completing the transformation from pilot breakthrough in a single village to balanced symbiotic development across the whole region.

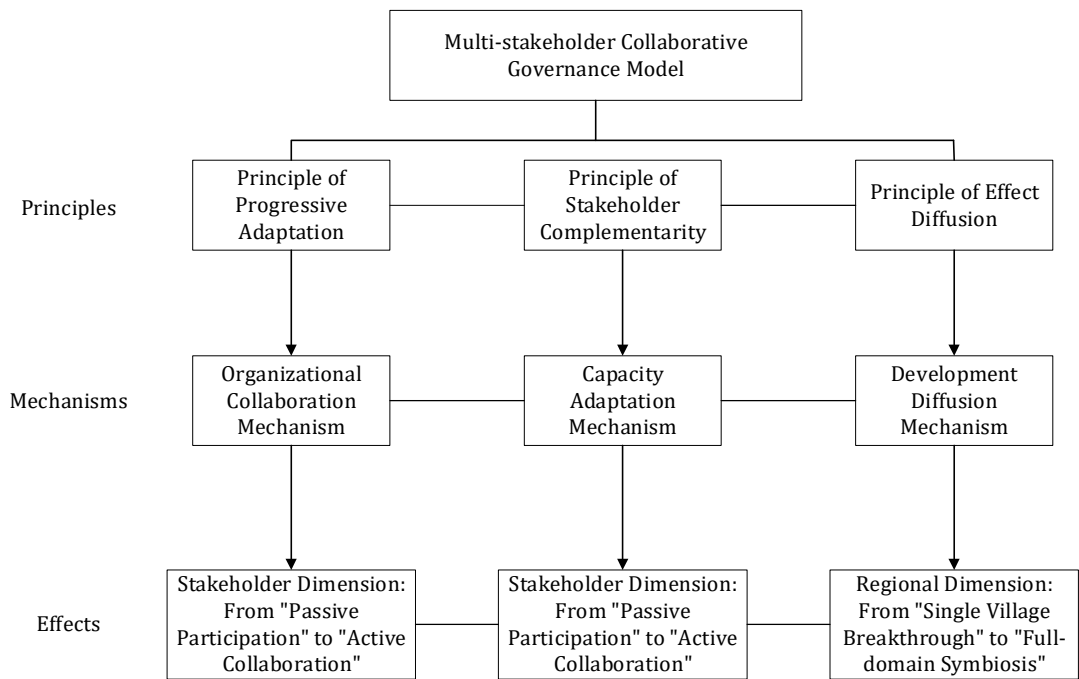


Figure 3. Framework of Multi-agent Collaborative Governance

6. Conclusion and Discussion

6.1. Theoretical Contributions

Integrating collaborative governance theory and stakeholder theory, this paper takes Village S with targeted assistance from central SOEs as a case to systematically interpret the evolutionary logic, operational mechanisms and governance efficiency of central SOE-embedded multi-stakeholder collaborative governance. The research verifies that this model

constitutes a feasible path for villages with medium resource endowments to resolve governance dilemmas in industrial revitalization. After four stages of iteration, the village formed a stable multi-stakeholder collaborative network to achieve leapfrog industrial upgrading.

The overall governance model operates under three core principles with five interlinked mechanisms for efficiency growth. Central SOEs act as core carriers for cross-regional resource integration and construction of long-term collaborative relations. Institutionalized tiered benefit sharing and power-interest binding mechanisms serve as fundamental guarantees to avoid short-term formalized cooperation and sustain long-term stable collaboration.

6.2. Practical Implications

(1) Local governments should abandon one-size-fits-all industrial support policies and implement stage-based targeted collaborative governance. Functional positioning should be adjusted dynamically (security provider, planning guide, technology service deliverer) in line with village development stages, and supporting institutional systems for collaboration should be improved.

(2) Central SOEs should transcend the mindset of short-term public welfare assistance and transform into long-term rural development partners. Relying on their industrial chain, channel and technical resources, full-chain industrial empowerment should be realized to build long-term cooperation mechanisms featuring risk sharing and benefit distribution.

(3) Village collectives should shift from passive policy implementers to hub entities integrating urban and rural resources. Market operation capacity of cooperatives should be continuously enhanced, normalized multi-stakeholder consultation platforms built, farmers' income steadily guaranteed, and the governance discourse power of village collectives consolidated.

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