

Spatial Reorganization and Governance Synergy: Innovative Practices for Strengthening County-Level Wealth-Creating Industries—A Case Study of the Huameidani Area

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ABSTRACT

In 2026, the beginning of the 15th Five-Year Plan, the Central No. 1 Document emphasized the cultivation and expansion of county-level wealth-creating industries as the core approach to ensuring stable income growth for farmers. Addressing the pain points of fragmented county-level industries and weak connections between industries and farmers has become a key issue in the development of rural industries. This article takes the "Hua Meida Ni" rural revitalization demonstration area in Qingdao West Coast New Area as a case study, systematically analyzing its "three-in-one" model of integrated integration, market-oriented operation, and diversified expansion. It explains the innovative value of the "1+1+N" market-oriented operation system and the "811" income distribution mechanism, and explores the governance logic of this model in policy implementation, multi-stakeholder collaboration, and the stimulation of rural endogenous development. The research finds that this model has broken through administrative barriers through regional spatial reorganization and strengthened the connection of interests through market mechanisms, achieving the integration of rural resources and the upgrading of industries. However, it still faces problems such as unbalanced income distribution, weak industrial root, and a shortage of professional talents. Based on this, the article proposes optimization paths of deepening interest connections, building a resilient industrial system, and strengthening grassroots governance capabilities, providing practical references and theoretical support for county-level wealth-creating industries to break through the bottleneck of fragmented development and promote regionalized collaborative common prosperity.

Keywords: *County-level wealth-creating industries, Governance collaboration, Huameidani rural revitalization demonstration area, Market-oriented operation, Mechanism for connecting farmers and industries, Regionalized developmen, Spatial reorganization.*

1. INTRODUCTION

Since the implementation of the Rural Revitalization Strategy, China's rural industrial policies have undergone a profound shift from cultivating growth points to building industrial ecosystems. In 2026, the opening year of the 15th Five-Year Plan, the Central Document No. 1 issued that year, Opinions of the CPC Central Committee and the State Council on Anchoring the Goal of Agricultural and Rural Modernization and Advancing All-around Rural Revitalization with Solid Steps, placed "cultivating and strengthening county-level income-enhancing industries" at the center of efforts to secure stable growth in farmers' incomes while holding the two bottom lines of national food security and preventing mass poverty reoccurrence. It explicitly called for coordinated development of high-tech agriculture, green agriculture, quality agriculture, brand-name agriculture, for deeper integration of the primary, secondary, and tertiary rural industries, and for improvement of benefit-sharing mechanisms linking industries with farmers. Grounded in the overall goal of agricultural and rural modernization during the 15th Five-Year Plan period, this deployment goes beyond the fragmented support logic previously centered on individual industries or projects. It displays clear systemic, integrative, and endogenous features and defines the core

direction for the development of county-level income-enhancing industries in the new era (CPC Central Committee & State Council, 2026).

County-level income-enhancing industries are a comprehensive concept combining the spatial attribute of the "county," the social attribute of "enriching the people," and the economic attribute of "industry." Their development logic shows that resource endowment is the foundation, division of labor and cooperation are the endogenous driving force, and scientific and technological innovation is the source, while complex stakeholder networks and government support provide important guarantees (Zhuang & Yang, 2025). In practice, however, county-level income-enhancing industries generally face three dilemmas. Spatially, uneven development among towns and villages within a county and administrative barriers lead to fragmented resource distribution, making it difficult to achieve scale effects and synergy. Economically, industries are highly homogeneous, value chains are short, and value added is low, so underdevelopment remains prominent. Socially, benefit linkages between enterprises and farmers are loose and fragile, and weak mechanisms for connecting industries with farmers substantially dilute the income-enhancing effect of industrial development (Zhuang & Yang, 2025). Yet existing studies mostly focus on industrial cultivation in single villages or on policy-effect evaluation, with insufficient discussion of the practical logic and governance mechanisms of cross-village, area-based coordinated development. In particular, there is a lack of grounded verification of the policy deployment of "advancing rural revitalization on an area basis." These challenges point to a core question: how can we move beyond the fragmented development logic centered on individual administrative villages or projects and, under county-level coordination, use contiguous areas as implementation units to achieve resource integration, stakeholder activation, and benefit sharing at a more appropriate spatial scale and within a more systematic institutional framework?

2. INNOVATIVE PRACTICE OF THE "THREE-IN-ONE JOINT OPERATION" MODEL IN THE "HUAMEIDANI" AREA

The "Huameidani" Rural Revitalization Demonstration Area is not a statutory administrative village but a functional zone for contiguous rural revitalization development created under county-level coordinated planning in Qingdao West Coast New Area. Its core planned area covers five administrative villages with a total area of 13 square kilometers and radiates to drive the coordinated development of 11 surrounding villages (Gao, 2025). Drawing deeply on the experience of the "Qianwan Project" project, the area focuses on revitalizing both villages and people and has innovatively implemented a "three-in-one joint operation" model of integrated consolidation, market-oriented operation, and diversified expansion. Specifically, it takes cross-village spatial integration as the foundation, market-oriented collaborative operation as the core, and multi-business integration and expansion as support, thereby building an area-based development model featuring multi-stakeholder collaboration and tightly linked interests. This model has enabled a systemic transition from scattered and independent operation to cluster-based coordinated development, and from fragmented resource distribution to overall development advantages.

2.1. Integrated Consolidation: Spatial Restructuring and Community Building

Integrated consolidation refers to the systematic reshaping of dispersed spaces and resources. Breaking away from the traditional mindset of administrative village boundaries, the area integrates villages with different spatial forms and development levels into a development community with complementary functions. This practice can be summarized as a model of "nested boundary governance," in which local government reshapes multiple organizational boundaries including geographic, administrative, industrial, social, and cognitive ones, pushing villages to evolve from isolated units into an integrated area-based system (Feng & Qi, 2025).

In terms of platform-based resource integration, the area joined forces with 67 agri-cultural-tourism enterprises and parks to establish the first rural revitalization joint-operation club in northern China and build six themed platforms for rural cuisine, shopping, picking, homestays, leisure, and art. In essence, this move reorganized scattered courtyard and node spaces into themed and networked arrangements, forming a clearly structured product matrix (Gao, 2025). In terms of coordinated operational design, the area innovatively launched a cultural & tourism consumption passes with a total value of RMB 100,000, which visitors can use across different places and business formats within the area. This not only channels external consumption into the internal circulation,

but also guides business entities away from isolated competition toward coordinated symbiosis, significantly enhancing the area's overall attractiveness and capacity to retain visitors. In 2025, this model attracted more than 2 million tourists and drove total regional consumption of 120 million yuan (Qingdao Daily, 2025).

2.2. Market-Oriented Operation: Collaborative Governance and Benefit Linkage

The area has built a "1+1+N" market-oriented operating system, whose core lies in clarifying boundaries of rights and responsibilities and innovating benefit-linkage mechanisms. This aligns intrinsically with the requirement of a high-standard socialist market economy to better leverage government functions and stimulate the endogenous dynamism and innovative vitality of all types of business entities (Zhou & Liu, 2025). In the "1+1+N" system, the first "1" is a professional market-oriented operating company introduced to handle overall planning, brand marketing, and daily management, injecting market thinking and professional expertise into the area. The second "1" is a Village-Strengthening Common-Prosperity Company jointly funded by 11 village collectives, representing collective assets and farmers' interests. Villagers participate in company decision-making and dividend distribution as shareholders, ensuring that development gains remain in the countryside (West Coast Media, 2025). "N" covers multiple types of actors, including specialized cooperatives, family farms, and artists' alliances, which provide products, services, and creativity to build a complete industrial ecosystem. In this process, the role of government shifts to that of a rule-maker and environment-builder.

To uphold the people-enriching orientation of industrial development, the area innovatively designed an "811" profit distribution mechanism: of the net profits from unified area-level operations, 80% is used for daily operations, brand promotion, and project iteration within the area, under the execution and allocation of the professional operating company; 10 percent is distributed to the Village-Strengthening Common-Prosperity Company for the development of the village collective economy and improvement of public services; and 10 percent is distributed directly to villagers. This institutional design allows village collectives and villagers to participate deeply in area development and profit distribution through equity, fundamentally addressing the common problem of weak linkages between industries and farmers and putting into practice the principle that county-level income-enhancing industries should center on improving farmers' sustainable livelihood capabilities (Zhou & Liu, 2025).

Table 1. Structural composition of the "1+1+N" market-oriented operating system.

Constituent entity	Role and function	Representative case/Outcome
One professional operating company	Responsible for overall planning, brand marketing, and daily management; introduces market concepts and professional expertise.	Planned and executed large-scale events such as the Red Maple Cultural Festival and the Cherry Blossom Festival, with a single event attracting as many as 300,000 visitors.
One Village-Strengthening Common-Prosperity Company	Represents collective village assets and farmers' interests, participates in decision-making and dividend distribution as a shareholder, and ensures that gains remain in the countryside.	Jointly established by 11 village collectives; in 2025, village collectives received more than RMB 1.2 yuan in dividends through the "811" mechanism Qingdao Daily (2025) .
N co-building collaborative actors	Including market entities, cooperatives, universities, and artists' alliances, providing products, services, and creativity to build an industrial ecosystem.	An alliance of 67 agriculture-culture-tourism enterprises has developed more than 10 characteristic products such as art study tours and pastoral weddings.

2.3. Diversified Expansion: Business Integration and Vitality Activation

Guided by market demand, the area promotes cross-sector industrial integration and business-format innovation. This is not only a market-responsive business strategy, but also a process of reconstructing the cognitive framework of rural development. By endowing rural resources with new cultural meaning and market value, the area successfully attracted early adopters and then diffused its appeal to the mass market. In terms of deep

integration between the countryside and industry, the area has deeply tapped the cultural connotations of "painting" and "beauty," promoting the deep integration of artistic creativity with characteristic agriculture, rural tourism, study-tour education, and other sectors, and preliminarily building an integrated agriculture-culture-tourism industrial system. In addition to continuously holding flagship festivals such as the Cherry Blossom Festival and the Red Maple Cultural Festival, it has developed a series of products including art study tours, pastoral weddings, camping under maple trees, and farming experiences, forming a development pattern that integrates culture and industry. In building all-time, all-season vitality, the area has planned 20 themed series and more than 80 events throughout the year, creating full-time consumption scenarios of "cherry blossoms in spring, lotus in summer, red maples in autumn, and berries in winter," effectively breaking the seasonal bottleneck of northern rural tourism. During the 2025 Cherry Blossom Festival, the farmers' market absorbed more than 350 farmers into business operations, and participating farmers earned more than RMB 2,000 per person per day on average, directly increasing farmers' operating income ([Qingdao West Coast New Area Government, 2025](#)).

3. POLICY INNOVATION DIFFUSION AND GOVERNANCE LOGIC IN THE "HUAMEIDANI" PRACTICE

The success of the "Huameidani" model reflects a process of local policy innovation and localized governance reconstruction, offering a theoretical explanation for the development of county-level income-enhancing industries.

3.1. Innovative Translation of Textual Policy into Local Practice

The macro policy orientations proposed in the 2025 Central Document No. 1, such as "strengthening county-level income-enhancing industries," "improving mechanisms linking industries with farmers," and "coordinating county-level urban-rural planning and spatial layout," were creatively translated by the area into an operational scheme for integrated development. Its core innovation lies in moving the key scale of policy implementation, within the overall framework of county-level coordination, from the entire county down to the contiguous area. This both effectively avoids the lack of focus caused by an overly large county-wide scope and overcomes the resource scarcity caused by the overly small scope of an individual administrative village. In this way, it identifies an optimal balance point between resource integration and precise intervention. It is a vivid interpretation of the policy requirement to coordinate county-level urban-rural planning and spatial layout, and it also corresponds to scholarly perspectives in rural development studies that emphasize both macro- and micro-level analysis ([Feng & Qi, 2025](#)).

3.2. A Compound Governance System of Government-Market-Society Collaboration

The area's development model moves beyond the singular governance logic of either government-led or market-led development. Through the "1+1+N" operating structure, it organically combines the government's capacity for planning and coordination, the market's capacity for resource allocation, society's capacity for collaborative participation, and farmers' subjectivity as development actors. Among these, the Village-Strengthening Common-Prosperity Company is the core institutional innovation. As a new realization form of the rural collective economy, it both safeguards farmers' voice and right to benefits within market-oriented development and effectively bridges the potential tension between industrial efficiency and distributive fairness. It thus provides a practical reference for exploring forms in which collective ownership and market-oriented operation can coexist in rural areas ([S. Zhou & Liu, 2025](#)).

3.3. Policy Innovation Diffusion Activates Endogenous Rural Momentum

As a local policy innovation, the core value of the area-based model lies not only in its own development achievements, but also in its ability to realize localized adaptation and cross-regional diffusion through institutional designs that can be replicated and promoted. Within the area, concrete and implementable development outcomes have reshaped the cognitive frameworks of local governments, business entities, and farmers regarding rural industrial development. Their attitudes have shifted from initial doubt and wait-and-see behavior to proactive participation, generating endogenous momentum for development. Specific institutional arrangements such as the Village-Strengthening Common-Prosperity Company and the cultural & tourism consumption passes, as practical experiences that can be imitated and adapted, have spread outward through official promotion, media

coverage, and cross-regional study visits. They provide a practical template for the development of similar rural areas in eastern China and complete the full process of policy innovation from local pilot to model innovation to experience diffusion.

4. PRACTICAL CHALLENGES AND OPTIMIZATION PATHS OF THE "HUAMEIDANI" MODEL

4.1. Major Challenges

4.1.1. Insufficient Development Inclusiveness and Risks in Benefit Distribution

Although the "811" profit distribution mechanism institutionally guarantees the basic returns of village collectives and villagers, there remain potential risks of internal imbalance in benefit distribution behind the area's overall development. First, there is a risk of divergence in inter-village distribution. Villages within the area differ markedly in natural resources, locational conditions, development foundations, and degrees of participation. Villages covered by core scenic spots participate more deeply in industrial development and have stronger earning capacity, whereas villages on the geographic periphery benefit less from spillover effects, making it easy for development gaps among villages to widen. Second, there is uneven coverage of returns among farm households. Vulnerable households, small-scale operators, and farmers lacking professional skills often find it difficult to participate deeply in high value-added segments of the industrial chain and may be excluded from the main scope of development dividends. Achieving full coverage of participation rights and benefit rights for vulnerable groups in the course of area-based development is a core criterion for evaluating whether industry truly enriches the people (Zhou & Shao, 2025).

4.1.2. Insufficient Industrial Embeddedness and Weak Risk Resistance

The area's industrial system shows a strong culture-and-tourism orientation, and such business formats are highly sensitive to fluctuations in the broader consumer market. If the area becomes overly dependent on culture-and-tourism revenue and forms a single industrial structure while neglecting the cultivation of basic rural industries such as specialized planting and breeding and deep processing of agricultural products, its industrial system will have severely inadequate resilience when facing external shocks such as macroeconomic downturns or public emergencies (Yin, Sun, & Xu, 2026). In addition, the area's culture-and-tourism operations depend heavily on holidays and branded festival events to attract visitors, and consumption shows clear pulse-like growth characteristics, lacking steady and stable consumption support. From the perspective of industrial embeddedness, although the area has preliminarily built an agriculture-culture-tourism integrated framework, it has not yet formed a diversified composite industrial system of agriculture, culture, tourism, and manufacturing rooted in agriculture and characterized by deep multi-sector integration. It therefore faces a structural contradiction of high traffic but insufficient industrial depth (Zhou & Shao, 2025).

4.1.3. Insufficient Governance Sustainability and Talent Shortages

For the area's governance to achieve efficient and durable operation in the future, two dimensions are crucial: building professional operating teams and introducing external resources. On the one hand, although the Village-Strengthening Common-Prosperity Company represents village collectives and villagers within the overall system, its governance structure is still at an initial stage. Its professional management capacity, risk-control ability, and business negotiation capacity remain relatively weak, making it difficult to face increasingly complex market competition independently in future development. On the other hand, because the area is located in a rural part of eastern China, a talent gap remains a persistent development challenge. The outflow of young labor has resulted in a shortage of local people who understand business, excel at management, and possess creativity, while mechanisms for cultivating and retaining local young talent are still inadequate. This means that the area's future development must move beyond project-based thinking and turn toward sustainable community building and investment in human capital (Hou & Zhao, 2025).

4.2. Optimization Path Recommendations

4.2.1. Deepen Benefit-Linkage Mechanisms: From Equity Linkage to Diverse Common Prosperity

On the basis of the existing "811" equity distribution mechanism, the area should further expand the depth and breadth of benefit linkage and build a multi-level, full-coverage common prosperity mechanism. First, it should

deepen the multi-level profit distribution system by optimizing the existing model. On top of guaranteed returns and equity dividends, it can add a secondary rebate mechanism based on operating performance and explore multiple distribution methods such as contract farming, service outsourcing, and profit returns, so that more farmers from peripheral villages and more small-scale operators can share the value-added benefits of the industrial chain. Second, it should implement targeted assistance for vulnerable groups by establishing special skills-training and employment-support programs for elderly farmers, low-income households, and similar groups, and by prioritizing common-prosperity jobs in areas such as sanitation, scenic-area services, and transport support. Third, it should establish a dynamic monitoring mechanism for benefit distribution, regularly assessing the returns of each village and different groups within the area and providing differentiated support and compensation to villages and households with lower returns, thereby ensuring that development gains benefit all farmers more broadly and strengthening the pro-poor orientation of industrial development (Zhuang & Yang, 2025).

4.2.2. Expand the Depth of Industrial Integration and Build a Resilient Industrial System

Future development should take counter-cyclical adjustment as its core orientation and promote optimization and adjustment of the industrial structure, shifting from a single culture-and-tourism pillar to a diversified pattern driven by agriculture, culture, tourism, and manufacturing. On the one hand, it should continue to consolidate the agricultural foundation by strictly upholding the red line of cultivated land protection and the bottom line of grain production, and by leveraging the area's high-quality agricultural resources to develop efficient agriculture such as premium fruits and vegetables, specialty grain and oil crops, and ecological breeding. At the same time, it should vigorously promote the deep processing of agricultural products, extend the agricultural value chain, and build agricultural product brands with strong local characteristics, allowing agriculture to play the role of a stabilizer amid economic fluctuations. On the other hand, it should continue to deepen cross-sector rural-plus integration. While consolidating and upgrading the core competitiveness of culture-and-tourism industries, it should actively cultivate new business forms such as rural wellness services, artistic creativity, and nature-based study tours, enrich product supply, and lengthen consumption chains. Through a dual-wheel structure of agricultural stabilization, culture-and-tourism attraction, and diversified empowerment, the area can comprehensively improve the industrial system's risk resistance, resilience for sustainable development, and market competitiveness, while strengthening the local embeddedness of industrial development.

4.2.3. Strengthen Governance Capacity Building: From External Input to Endogenous Growth

To build a sustainable endogenous mechanism for area development, attention should be placed on transforming area governance from project-driven to institution-driven. As for the Village-Strengthening Common-Prosperity Company, governance modernization should be advanced by clarifying the corporate governance structure, learning from the management and operational methods of mature enterprises, and improving the company's overall risk prevention and market-oriented management capacity. The company should explore a professional manager system internally and introduce appropriately matched management talent so that professionals can do professional work, enabling the village-strengthening company to evolve from a government helper into a capable market actor (Zhou & Liu, 2025). In terms of talent, a multi-level system for talent attraction and cultivation should be built by implementing rural entrepreneurship training programs, attracting returning agripreneurs and rural innovators to start businesses, and establishing school-enterprise assistance mechanisms and regular cooperation with universities, research institutes, and leading firms so as to flexibly bring in intellectual resources. In terms of villager participation, the area should continue improving the self-governance system, clarifying the functions of bodies such as villagers' councils and village affairs supervision committees, and ensuring villagers' rights to information, participation, and supervision in major matters such as future area planning, project development, and benefit distribution. Only in this way can the principle that development is for farmers, relies on farmers, and shares its fruits with farmers be truly implemented.

5. IMPLICATIONS OF THE "HUAMEIDANI" MODEL

The success of the "Huameidani" Rural Revitalization Demonstration Area has important demonstration effects. First, the effective implementation of macro policy depends on innovative local translation and cognitive reconstruction. The central policy deployment of strengthening county-level income-enhancing industries must be

deeply aligned with local resource endowments, spatial structure, and social networks, and translated into concrete practical schemes that use contiguous areas as implementation units. Only by reshaping the cognitive frameworks of multiple stakeholders through perceptible development results can policy truly take root. Second, the core vitality of county-level income-enhancing industries lies in the deep integration of mechanisms that enrich the people with market mechanisms. Institutional arrangements must be built that allow farmers to participate deeply as both owners of property rights and beneficiaries and that can withstand market competition. The Village-Strengthening Common-Prosperity Company and the "811" profit distribution mechanism provide crucial institutional innovations in this respect and represent a useful exploration of market-based realization forms for the new rural collective economy. Third, the vitality of sustainable rural industrial development comes from the systemic construction of a resilient industrial ecology. Development must go beyond the short-term festival economy and dependence on a single tourism sector and instead focus on building a multi-level industrial ecosystem covering household resilience, agricultural resilience, and rural resilience. Through deep industrial integration and the empowerment of technology and creativity, it can comprehensively strengthen the industrial system's capacity to cope with both internal developmental imbalance and external market shocks.

6. CONCLUSION

The practice of the "Huameidani" Rural Revitalization Demonstration Area in Qingdao West Coast New Area shows that strengthening county-level income-enhancing industries is a complex undertaking requiring systematic planning and innovative implementation. Its original "three-in-one joint operation" model is essentially a systematic practice, against the backdrop of urban-rural integrated development, in which the county serves as the coordinating subject and the contiguous area serves as the implementation unit. Through innovations in area-based spatial organization and market-oriented collaborative governance, it creatively reorganizes dormant rural resources and reshapes their value. The "Huameidani" practice not only explores a feasible path for contiguous rural revitalization in eastern China, but also demonstrates the full logic of achieving endogenous rural revitalization through area-based integrated development and market-oriented collaborative momentum. It provides core ideas and operable practical solutions for the many counties across China, especially those with distinctive resources but suffering from fragmented development. In the future, as this model continues to deepen and its development experience is rationally absorbed, it is likely to foster a new and more diverse, inclusive, and sustainable landscape of county-level income-enhancing industrial development across a broader territory.

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