Vol.6 Iss.4 2025 Economics & Management Review
https://doi.org/10.37420/j.emr.2025.043

Research on Innovation of Digital Governance Model for Rural Tourism Based on Value Co-creation Theory

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Abstract:
Against the backdrop of the overlapping Digital China and Rural Revitalization strategies, rural tourism governance faces dilemmas such as insufficient subject collaboration and unbalanced resource allocation. This paper takes the Value Co-creation Theory as the core framework, and systematically analyzes the driving mechanism, model types, effectiveness evaluation and optimization paths of digital governance in rural tourism by combining typical cases in the Yangtze River Delta Region.The study finds that digital technology promotes the transformation of governance models from "single-dominance" to "multi-subject collaborative co-creation" by reconstructing the relationships between governance subjects and optimizing resource allocation processes. The three models formed in the Yangtze River Delta Region—community-led, government-led, and market-led—essentially represent different paths for multi-subjects to achieve value co-creation through digital platforms, providing theoretical support and practical guidance for the digital governance of rural tourism. The key to model innovation lies in the synergy between technological empowerment and institutional guarantee. In the future, attention should be paid to cross-regional collaboration and ethical risk avoidance.

Keywords:
Rural Tourism; Digital Governance; Value Co-creation; Yangtze River Delta Cases

1 Introduction

1.1 Research Background and Significance

Rural tourism is a key engine for rural revitalization. In 2024, the national rural tourism reception volume accounted for over 50% of the total domestic tourism visits. However, traditional governance models face issues such as decentralized subjects, lagging experience-driven decision-making, and unfair benefit distribution caused by insufficient community participation.Digital technologies like big data, the Internet of Things (IoT), and blockchain provide new tools to address these dilemmas: breaking information barriers through data sharing, optimizing resource allocation via intelligent algorithms, and empowering multiple subjects using collaborative platforms.The Value Co-creation Theory (Vargo & Lusch, 2004) emphasizes the ser-

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vice-dominant logic, holding that value is co-created by multiple subjects (including producers, consumers, and partners) rather than provided solely by enterprises. Introducing this theory into the digital governance of rural tourism aims to build a co-creation ecosystem guided by the government, empowered by enterprises, led by communities, and participated in by tourists—achieving a win-win between governance efficiency and social value.This study attempts to theoretically enrich research at the intersection of digital governance and value co-creation; practically, it provides replicable model references for the digital transformation of rural tourism across regions.

1.2 Research Status

Current domestic and international research mainly focuses on the following aspects:**First,Practical Dilemmas of Rural Tourism Governance and Challenges of Subject Collaboration.**Rural tourism governance generally faces problems such as insufficient subject collaboration, prominent interest conflicts, and imbalanced resource allocation. From the perspective of stakeholders, scholars emphasize the importance of multi-subject participation: Shi Shaohua et al. (2020) pointed out that government absence and insufficient farmer participation are likely to trigger market chaos and interest conflicts; Zhang Xingyu et al. (2020) advocated cultivating new rural elites to connect subject relationships; Yin Shoubing et al. (2021) suggested introducing international tourism organizations to optimize the governance structure. However, multi-subject collaboration still has difficulties such as variable interest demands, high conflict coordination costs, and low governance efficiency. Existing solutions (e.g., Jing Fengrui's 2015 proposal to optimize interest relationship networks, Tang Zhongxia et al.'s 2018 construction of symbiotic relationships) mostly target specific regional issues and lack a holistic and systematic theoretical framework.**Scend,evolution of Rural Tourism Governance Models and Digital Adaptation Needs**.Existing governance models are mostly classified based on subject types, including government-led, government-enterprise cooperation, enterprise-led, and community self-governance forms. Some studies also involve regionally characteristic models such as private organization governance (Dudley & Jaeger 2019) and council-led governance (Beaumont 2020). However, in the digital era, the concepts and interest concerns of governance subjects have changed significantly. Traditional models are difficult to adapt to new needs such as cross-departmental data sharing and intelligent resource scheduling, so there is an urgent need to realize model innovation through technological empowerment. **Third,practical Exploration of Digital Governance in Rural Tourism.**Digital technology provides new tools for rural tourism governance. Scholars generally believe that it can improve resource allocation efficiency (Neuhofer et al. 2018), optimize service products (Cabiddu 2015), and enhance tourist experiences (Stamboulis 2018). However, the practice of digital governance in rural tourism is still in its infancy, with limited relevant literature: Guan Changchun (2021) explored a digital governance model based on the "cooperative +" carrier, enabling community subject participation through technological empowerment, but did not delve into the multi-subject collaboration mechanism; some studies focus on single technology applications (e.g., AI passenger flow prediction) and lack overall design of the governance system.**Fourth,research on Rural Tourism Digital Governance from the Perspective of Value Co-creation**.The value co-creation theory provides a new analytical dimension for rural tourism digital governance, but existing research has obvious gaps:Theoretical foundation level: Yang Zhuqing (2020) constructed a value co-creation model for the tourism service ecosystem, explaining the logic of multi-subject resource integration, but did not involve the empowerment path of digital technology on the co-creation process;Micro-behavior level: Su Zhen et al. (2025)

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analyzed the group differences in rural tourism practitioners' willingness to use digital technology based on the value co-creation theory, and found significant differences in co-creation motivations among different subjects, but did not rise to the macro-governance model level;Practical application level: Guan Changchun's (2021) "cooperative +" model emphasizes the value realization of community subjects, but does not systematically explain the value co-creation mechanism and interest distribution rules among multi-subjects such as government, enterprises, and tourists.**In summary**, existing studies focus on subject collaboration (Shi Shaohua et al., 2020) and model innovation (Guan Changchun, 2021), but lack systematic analysis from the perspective of value co-creation. Starting from the research on the impact of digital technology on multi-subjects and their collaboration methods and paths, and fully focusing on the value co-creation process of multi-subjects, it may become a new direction to explore new governance models.

2 Theoretical Basis and Driving Mechanism

2.1 Core Concepts of Value Co-creation Theory

The Value Co-creation Theory is rooted in the Service-Dominant Logic as its core foundation. This logic asserts that value is not produced solely by enterprises, but co-created through resource integration and service exchange among multiple subjects—enterprises act as promoters of value co-creation in this process.Its co-creation subjects cover core subjects (e.g., government, enterprises, communities) and participating subjects (e.g., tourists, social organizations). Each subject participates in the value creation process via resource sharing and interactive collaboration.The finally formed co-created value has multiple dimensions, including:Use value: Enhancing tourist experience;Economic value: Boosting community income growth;Social value: Facilitating cultural inheritance;And so on.

2.2 Intersection of Digital Governance and Value Co-creation

Digital technology deeply empowers the value co-creation process of rural tourism through multiple dimensions. It breaks information barriers between subjects (such as government, enterprises, and communities) via information sharing: the government opens public data, enterprises share operational dynamics, and communities feedback livelihood demands—laying a transparent foundation for co-creation. It realizes resource integration and optimization using intelligent algorithms: accurately matching personalized needs through tourist portrait analysis, ensuring fair benefit distribution with blockchain accounting mechanisms, and maximizing resource value release. It builds an interactive collaboration mechanism relying on digital platforms: villagers can participate in discussion and decision-making online, tourists can feedback experience suggestions in real time, promoting multi-subjects to deeply integrate into the entire co-creation process.

2.3 Driving Mechanism of Model Innovation

The driving factors of model innovation form an organic whole of multi-dimensional synergy.First, technology-driven serves as the underlying support: Technologies like 5G and the Internet of Things (IoT) significantly reduce information transmission costs, and AI algorithms effectively improve decision-making accuracy—providing technical feasibility for model innovation. Policy-driven plays a guiding role: A series of policy documents (e.g., Digital Rural Development Action Plan and Guiding Opinions on High-Quality

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Development of Rural Tourism) clarify the development direction, creating a favorable policy environment for model innovation.Second, market-driven constitutes the internal motivation: Tourists' growing demand for personalized services (such as customized farming experiences) and enterprises' continuous pursuit of efficiency-improving methods (like intelligent accounting) push model innovation toward marketization and refinement.Third, social-driven anchors the value goal: Community residents' strong demands for fair participation and benefit sharing prompt the governance model to gradually transform to "community-led", ensuring that model innovation balances efficiency and fairness.

3 Innovation of Digital Governance Models for Rural Tourism Based on Value Co-creation

3.1 Jiangsu Zhouzhuang Community-led Digital Governance Model

As China's first water town, Zhouzhuang faced problems such as low villager participation and vague benefit distribution in traditional tourism development. In 2018, villagers' satisfaction with tourism income was only 32%, and online participation rate in discussions was less than 35%. To address this dilemma, Zhouzhuang centered on "maximizing villagers' interests" and led digital transformation through a tourism cooperative, where villagers held 70% of the shares and the government only provided policy guidance and safety supervision.

The community-led model takes the villager cooperative as the core, with the government offering policy support and enterprises providing technical services—its core is empowering the community and sharing benefits. In terms of value co-creation mechanisms:It enables decision-making co-creation via the Water Town Steward APP, allowing villagers to submit business applications, complaints/disputes, and participate in discussions online;It achieves economic value co-creation through a blockchain accounting system that displays real-time income flow, increasing villagers' direct share from 32% (2018) to 58%;It realizes social value co-creation by using digital twin technology to protect the ancient town's ecology and VR to let tourists experience traditional life scenes and enhance cultural identity.The implementation of these mechanisms brought significant results: villagers' online discussion participation rate rose from 35% to 78%, tourists´revisit rate increased from 45% to 63%, and ecological damage complaints dropped by 70%.

3.2 Anhui Huangshan Government-led Digital Governance Model

Huangshan Scenic Area spans three counties (Shexian, Xiuning, Yixian) and involves 12 departments including culture and tourism, public security, transportation, and environmental protection—traditional governance suffered from severe silos between departments. In 2019, there were 18 touris incidents left due to poor traffic management during holidays, and multi-department coordination took over 24 hours.To break the bottleneck of cross-regional and multi-subject collaboration, Huangshan Municipal Bureau of Culture and Tourism led the construction of a government-led, department-linked, data-sharing digital governance system, forming a government-led digital governance model. This model takes the big data center as the core, integrates cross-department resources, and promotes data sharing and collaborative supervision.Value co-creation mechanisms:By accessing 23 types of data from 12 departments (passenger flow, meteorology, transportation,

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etc.) and realizing real-time scheduling via a unified dashboard, coordination time was reduced from 24 hours to 2 hours, achieving efficiency co-creation;Through the Wanshitong·Huangshan Tourism Mini-program (integrating reservation, transfer, rescue, etc.), complaint handling time was compressed from 48 hours to 1.5 hours, realizing experience co-creation;Using AI algorithms to predict passenger flow peaks and automatically push crowd-limiting instructions, the overloading rate dropped from 28% to 8%, promoting ecological value co-creation.After implementation, the results were remarkable: forest fire incidence decreased by 85%, tourist carrying efficiency increased by 30%, and complaint handling satisfaction reached 95%.

3.3 Zhejiang Moganshan Market-led Digital Governance Model

Moganshan has a highly market-oriented homestay cluster—with over 600 homestays in 2020—but faced problems like scattered housing resources, inconsistent service standards, and opaque benefit distribution. Malicious competition between homestay owners led to frequent price wars, and villagers only gained income through basic labor, with secondary distribution accounting for less than 15%.To improve market operation efficiency, Moganshan Homestay Association collaborated with internet enterprises to promote digital transformation centered on "technology empowerment + benefit sharing", forming a market-led rural tourism governance model. This model takes enterprise platforms as the core, optimizes resource allocation through technical means, and focuses on efficiency improvement and win-win benefits.Value co-creation mechanisms:On one hand, relying on intelligent algorithm recommendations and tourist portrait analysis (finding that Shanghai family tourists accounted for 58%), it developed targeted parent-child + cultural packages, increasing their sales share to 28% and realizing product co-creation;On the other hand, using transparent blockchain accounting with a tripartite distribution model (60% for homestay owners, 25% for villagers, 15% for platforms) and real-time on-chain fund flow, villagers' secondary income share reached 35%, achieving benefit co-creation;Additionally, through shared economy optimization (idle housing resources automatically matching orders, unified linen washing, etc.), single-store costs decreased by 30%, promoting efficiency co-creation.After implementation, the results were significant: average homestay occupancy rate rose from 65% to 82%, villagers' per capita tourism income increased by 80%, and malicious competition complaints dropped by 75%.

3.4 Model Comparison and Selection Matrix

Different models apply to different scenarios:Community-led model: Takes cooperatives and villagers as core co-creation subjects, focuses on decision-making participation and benefit sharing, and is suitable for traditional village scenarios. Such scenarios need to fully mobilize villagers' enthusiasm, protect their right to speak and benefit in development, and achieve sustainable community co-governance;Government-led model: Takes the government and cross-departments as the core, focuses on cross-department collaboration and ecological protection, and is applicable to large scenic areas. Large scenic areas involve multi-dimensional management (passenger flow scheduling, ecological control, etc.), requiring the government to integrate resources for efficient collaboration and strengthen ecological protection;Market-led model: Takes enterprises and tourists as the core, emphasizes product innovation and efficiency improvement, and is suitable for homestay cluster scenarios. Homestay clusters rely on enterprises' market insight and operation capabilities, requiring product optimization and service efficiency improvement based on tourist needs.Thus, the matrix clarifies the core logic and applicable boundaries of each model, helping operators accurately match mod-

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els:Traditional villages prioritize community-led models to activate endogenous motivation;Large scenic areas rely on government-led models to achieve systematic governance;Homestay clusters use market-led models to enhance commercial vitality.This classification guidance reduces the blindness of model selection, helping cultural tourism projects achieve value co-creation and sustainable development in different scenarios.

Table 1 Selection Guide for Digital Governance Models of Rural Tourism

Model Type	Core Co-creation Subjects	Key Focus of Value Co-creation	Applicable Scenarios
Community-led Type	Cooperatives + Villagers	Decision-making Participation, Benefit Sharing	Traditional Villages
Government-led Type	Government + Multi-departments	Cross-departmental Collaboration, Ecological Protection	Large Scenic Areas
Market-led Type	Enterprises + Tourists	Product Innovation, Efficiency Improvement	Homestay Clusters

4 Optimization of Digital Governance Paths for Rural Tourism Based on Value Co-creation

4.1 Strengthening Subject Collaboration

Strengthening subject collaboration is the core measure to consolidate the foundation of value co-creation, requiring the construction of a four-in-one multi-stakeholder co-creation network involving the government, enterprises, communities, and tourists. First, it is necessary to clarify the role boundaries of each subject: the government acts as a rule-maker and resource coordinator, providing a policy framework for co-creation; enterprises leverage their technical advantages to empower scenario innovation (e.g., developing intelligent management tools); communities, as grassroots execution units, are responsible for implementing specific measures and feeding back frontline needs; tourists participate in product optimization and service improvement through experience feedback. Meanwhile, establish regular communication mechanisms such as quarterly joint meetings and online feedback channels to ensure timely transmission and resolution of all parties' demands. On this basis, formulating the Measures for the Management of Data Sharing in Rural Tourism to promote data sharing is key to breaking collaboration barriers—connecting databases of public security, culture and tourism, agriculture, and other departments to realize one-time collection and multi-party reuse of data (e.g., tourist flow, agricultural product supply, safety warnings), which not only reduces redundant work but also provides unified data support for cross-subject decision-making.

4.2 Improving Digital Infrastructure

Improving digital infrastructure requires implementing differentiated strategies based on regional differences, balancing technical advancement and feasibility of implementation. Eastern regions, relying on their sound economic and technical foundations, can deepen scenario-based applications of AI and metaverse technologies: for example, using AI algorithms to build passenger flow prediction models to assist dynamic adjustment of scenic area capacity; developing metaverse virtual tourism experience projects to allow tourists to enjoy immersive visits to cultural heritage without leaving home, expanding cultural tourism consumption

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scenarios. Central and western regions focus on the popularization of low-cost, lightweight facilities: promoting solar-powered sensors to monitor ecological environments (e.g., water quality, vegetation status) for data collection without complex wiring; launching lightweight platforms like WeChat Mini Programs covering core functions such as reservation, navigation, and complaints, avoiding implementation difficulties caused by high technical investment, effectively narrowing the regional digital divide, and enabling more rural areas to share the dividends of digital cultural tourism development.

4.3 Building Benefit Distribution Mechanisms

Building a fair and reasonable benefit distribution mechanism is a critical guarantee for maintaining co-creation motivation. On one hand, use blockchain technology to achieve transparent accounting: record real-time fund flows (e.g., homestay income, agricultural product sales) on the chain, allowing villagers to check the distribution details of each income item via mobile phones at any time, eliminating black-box operations and enhancing trust in the co-creation model. On the other hand, establish a dynamically adjusted distribution ratio mechanism: flexibly adjust the profit-sharing ratio based on tourism off-peak/peak seasons and community contribution—for example, during peak seasons with large tourist flows, villagers' workload in cleaning and guiding increases, so their profit-sharing ratio can be appropriately raised; for community members who actively participate in scenic area maintenance and cultural inheritance, additional incentive-based profit sharing is given to better match contributions with returns, stimulating the community's sustained enthusiasm for participation.

4.4 Cultivating Co-creation Culture

Cultivating co-creation culture requires simultaneous efforts to enhance capabilities and stimulate willingness. In terms of digital literacy cultivation, implement the "One Village One Administrator" program: select community backbones to participate in micro-professional training on rural digital governance, covering skills such as smart device operation, data statistics and analysis, and online communication and coordination, ensuring each village has core talents to lead co-creation work. Meanwhile, establish a positive incentive mechanism: give point rewards to villagers who actively participate in online discussions, provide tourist services, or share cultural resources—points can be exchanged for scenic area tickets, agricultural product packages, or daily supplies, transforming abstract "co-creation contributions" into tangible benefits, guiding villagers from "passive participation" to "active co-creation", and gradually forming a community cultural atmosphere where everyone is willing to participate and can contribute.

4.5 Avoiding Ethical Risks

Avoiding ethical risks is an important line of defense to ensure the sustainable development of value co-creation. First, promote algorithm transparency: disclose the core logic of profit-sharing rules and tourist recommendation algorithms—for example, clarify content such as "parent-child package recommendations prioritize family tourist portraits" and "calculation basis for villagers' profit-sharing ratio"—to accept public supervision and avoid unfair phenomena caused by algorithm bias. Second, strengthen data privacy protection: desensitize tourist identity information by removing sensitive fields like names and phone numbers; use encrypted storage technology to protect community members' personal data and strictly restrict data access

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permissions to prevent information leakage. Through these measures, we not only protect the public's right to know and privacy rights but also create a healthy ethical environment for the co-creation model, allowing all participants to engage with peace of mind.

5 Conclusions and Prospects

5.1 Research Conclusions

5.1.1 New Logic of Digital Governance for Rural Tourism Based on Value Co-creation

As the core logic of digital governance for rural tourism, value co-creation essentially breaks the limitations of single-subject governance. It links multiple roles such as the government, enterprises, communities, and tourists through digital technology, realizing efficient resource integration and two-way service exchange. Specifically:The government can release policies and public data via digital platforms;Enterprises can develop intelligent management tools (e.g., passenger flow prediction models, accounting systems) using AI and blockchain technologies;Communities can provide local cultural resources and labor;Tourists can participate in service optimization through online feedback.Under the four-party linkage, economic, social, and ecological values are co-created synergistically:Villagers in Moganshan achieved an 80% increase in per capita tourism income through the digital accounting system (economic value);Villagers in Wuyuan had an online discussion participation rate of over 80% (social value);Huangshan Scenic Area achieved a 95% noise compliance rate using noise monitors (ecological value).These cases fully verify the comprehensive effectiveness of value co-creation.

5.1.2 Model Innovation Must Adapt to Regional Endowments

Model innovation in digital governance of rural tourism is not a one-size-fits-all approach but must closely adapt to regional resource endowments and development needs:Traditional villages (with profound local culture and community networks): The community-led model fully mobilizes villagers'initiative, gives them a voice in decision-making, protects cultural authenticity, and ensures benefit sharing;Large scenic areas (involving complex issues like cross-departmental coordination and ecological protection): The government-led model realizes systematic governance of passenger flow scheduling and ecological control through policy coordination and resource integration;Homestay clusters (relying on market sensitivity and operational efficiency): The market-led model allows enterprises to quickly iterate products (e.g., themed homestays, customized services) using technical advantages and tourist insights, enhancing commercial vitality.This region-specific model selection is a key prerequisite for ensuring the implementation of governance effects.

5.1.3 Synergy Between Institutions and Technology Is Key Support

The release of digital governance effectiveness cannot be separated from the dual drive of institutions and technology—technology is a tool, and institutions are a guarantee; neither is dispensable.Without supporting institutions, deploying intelligent devices alone will lead to empty governance: For example, a scenic area installed intelligent passenger flow monitoring devices but failed to use them for cross-departmental scheduling due to the lack of data sharing regulations (resulting in disconnected data between public security and cultural

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tourism departments); some villages equipped digital management platforms but had a usage rate of less than 30% because villagers lacked digital literacy.Conversely, institutions can use for technology implementation: The Measures for the Management of Data Sharing in Rural Tourism breaks down inter-departmental data barriers and activates the data of intelligent devices; the One Village One Administrator program enables villagers to operate intelligent tools proficiently through digital literacy training.Only when institutions and technology work synergistically can the potential of digital governance be truly transformed into practical effectiveness.

5.2 Research Prospects

Future digital governance of rural tourism will evolve in a more systematic and in-depth direction:Cross-regional value co-creation will become an important breakthrough: By building a national-level data center, cross-provincial channels for passenger flow, ecological, and economic data will be opened, realizing cross-regional linkage of passenger flow early warning and intelligent accounting of ecological compensation, thus optimizing resource allocation on a larger scale;Avoiding AI ethical risks needs to be prioritized: Establish an algorithm fairness evaluation mechanism, disclose the logic of recommendation algorithms and resource allocation rules, prevent service resources from tilting toward high-consumption groups, and protect the right to fair participation of different groups;Long-term impact research is indispensable: Systematically analyze the impact of digital technology on the authenticity of rural culture (both challenges and inheritance opportunities) and the boundary of its influence on ecological thresholds. Scientific research will define boundaries and provide basis for sustainable development.Exploration in these directions will promote digital governance of rural tourism from single-point breakthroughs to systematic upgrades, inject lasting momentum into rural revitalization and common prosperity, and provide more solid theoretical support and practical guidance for the high-quality development of rural tourism.

Funding

1. Philosophy and Social Sciences Research Project of Colleges and Universities in Jiangsu Province (2023SJYB2219)

2. Fund Cultivation Project of Jiangsu Vocational College of Agriculture and Forestry (2024kj45); Phased research achievement of Student Education Management Research Project of Nanjing Agricultural University (X20250126)

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