

A Three-Dimensional Collaborative Study of the China Women's Football Reform and Development Plan (2022–2035) from the Perspective of Policy Tools

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Abstract

To critically assess the intrinsic potential and structural characteristics of the “Women’s Football Reform and Development Plan of the People’s Republic of China (2022–2035)” in both its design and implementation, this study draws on public policy instrument theory and sports development theory to construct a three-dimensional coordinated analysis framework of “policy instruments–policy goals–policy actors.” Using NVivo 12.0 software, we systematically coded 106 policy provisions in the Plan and, through content analysis, conducted quantitative and qualitative analyses of the distribution of instrument types, the tendency of goal support, and the degree of actor participation. First, policy instruments were classified into supply-type, environment-type, and demand-type, and each category’s frequency and functional characteristics were coded and tallied. Second, five goal dimensions—elite football, campus football, grassroots football, football industry, and football culture—were used to reveal the relative resource emphasis within the document. Third, from the perspectives of government, social organizations, and enterprises, we evaluated each actor’s role and responsiveness within the Plan. Findings indicate that environment-type instruments dominate (50.9%), focusing on strategic planning, institutional guarantees, and incentive mechanisms; supply-type instruments account for 38.7%, emphasizing talent development, infrastructure, and funding; while demand-type instruments constitute only 9.4%, such as market investment, social capital activation, and service outsourcing, reflecting an underutilization of market mechanisms. Goal support is skewed toward elite and campus football (73.5% of instruments), whereas grassroots football and the football industry each receive only 9.4%, and football culture a mere 3.4%, resulting in weak grassroots outreach and cultural development measures. Actor coordination is limited: government undertakes 52.8% of the response tasks, social organizations 37.7%, and enterprises only 9.4%, hindering the formation of a “government–social–enterprise” collaborative governance model. Based on these insights, we propose three optimizations: (1) expand the provision of demand-type instruments by strengthening fiscal incentives, government procurement, and service outsourcing to integrate administrative resources with market mechanisms; (2) coordinate the five goal dimensions by balancing resource allocation, increasing support for grassroots football, industry development, and football culture, and establishing robust goal-evaluation and feedback mechanisms; and (3)

build a collaborative governance model among government, social organizations, and enterprises by repositioning the government as a “coordinator,” leveraging the expertise of social organizations, and incentivizing enterprise investment in event operations and industry chain development. This study not only uncovers structural issues in the Plan’s design but also offers systematic theoretical and practical pathways to enhance policy implementation effectiveness and promote the sustainable development of women’s football.

Key words: Women's Football Reform; Policy Tools; Three-Dimensional Collaboration; Public Policy Analysis; Policy Text Analysis

1 Introduction

At present, the overall level of women’s football in China has shown signs of decline. Although the national women’s football team won the Asian Cup in 2022, women’s teams at different levels in China have gradually fallen behind when competing with European and American teams, and the gap with the world’s top teams continues to widen. Benefiting from the technological diffusion advantages derived from the well-established men’s football training system in the region, European women’s football has risen rapidly. Consequently, the global landscape of women’s football now shows a competitive pattern characterized by the strong rise of European women’s football and the overall decline of Asian women’s football [1].

On October 24, 2022, the General Administration of Sport of China, the Ministry of Education, the Ministry of Finance, and the Chinese Football Association jointly formulated the China Women’s Football Reform and Development Plan (2022–2035) (hereinafter referred to as the “Women’s Football Reform Plan”), based on the overall deployment of the State Council regarding football reform and development. This policy document serves as a programmatic guideline leading the reform and development of women’s football in China and aims to promote the healthy development of women’s football in the country [2].

However, the formulation of a policy text does not necessarily guarantee effective policy implementation. Any seemingly reasonable public policy does not always function rationally in practice. This may be manifested in deviations or weaknesses during policy implementation, as well as the emergence of “policy paradoxes” derived from the policy itself [3]. The problems exposed in the reform of China’s men’s professional football—such as “policy obstruction” and “poor policy coordination”—serve as warnings, reminding us that attention should be paid to the policy itself. It is necessary to anticipate potential problems that may arise during the future implementation of the Women’s Football Reform Plan and to design adjustment measures in advance in order to optimize the policy, avoid risks, and improve policy effectiveness [4].

Policy instrument theory is an important approach for examining how policy actors rationally allocate and efficiently utilize different types of policy instruments in the process of achieving policy objectives [5]. This theory not only provides a theoretical foundation for public policy research in various fields such as political science, management, and economics [6], but has also been widely applied in the field of sports [7,8]. At the current critical stage when the country is vigorously promoting women’s football reform, the selection, scientific combination, and precise use of policy instruments are key prerequisites for maximizing the governance effectiveness of the Women’s Football Reform Plan.

Therefore, this study intends to employ policy instrument theory to construct a three-dimensional analytical framework consisting of policy instruments, policy objectives, and policy actors to conduct a textual analysis of the Women’s Football Reform Plan. It aims to examine whether there are potential risks of excess or absence in the selection, allocation, and use of policy instruments within the plan, thereby providing feasible suggestions for optimizing future women’s

football reform policies and promoting the sustainable and healthy development of women's football in China.

2 Research Design

2.1 Text Selection

Based on the principles of authority and representativeness, this study selects the China Women's Football Reform and Development Plan (2022–2035), issued on October 24, 2022, as the policy research sample. Through this document, the study analyzes the selection and application characteristics of policy instruments, as well as the features of policy coordination under the background of the “connotative development” of women's football in China, and proposes relevant suggestions to support the reform of women's football in the country.

2.2 Research Methods

This paper mainly adopts the content analysis method, which objectively and quantitatively encodes, categorizes, conducts semantic judgment, and measures the textual content [9]. By selecting an appropriate analytical perspective and establishing a scientific analytical framework, the selected sample is encoded and categorized, thereby evaluating the use of policy instruments and the characteristics of policy coordination.

2.3 Framework Construction

Constructing appropriate dimensions of policy instruments is the key to analyzing policy texts and proposing recommendations. The formulation and implementation of football policies inherently require the collaborative participation of multiple actors, while the scientific and rational selection, allocation, and application of policy instruments are important prerequisites for enabling policy actors to achieve policy objectives. Therefore, this study attempts to build a three-dimensional analytical framework that takes policy instruments as the primary analytical dimension, supplemented by policy actors and policy objectives, in order to measure the policy text [10,11].

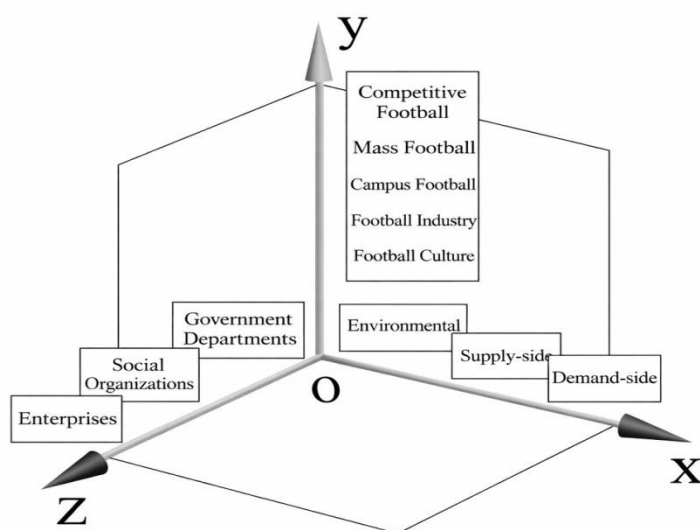


Figure 1. Three-Dimensional Analytical Framework of the Women's Football Reform Plan.

2.3.1 Policy Tool Dimension — X Dimension

This study is based on the three-category theory of policy tools proposed by scholars such as Rothwell, and classifies the policy tools contained in the text of the Women's Football Reform Plan into three categories: supply-type policy tools, environmental-type policy tools, and demand-type policy tools [12]. Among them, supply-type policy tools mainly refer to government

departments directly providing resources such as human, financial, and material support to ensure the development of women's football; environmental-type policy tools mainly include strategic measures, insurance, taxation, etc.; demand-type policy tools include the introduction of foreign capital, overseas exchanges, government procurement, etc. [13].

2.3.2 Policy Objective Dimension — Y Dimension

Research indicates that the international competitiveness of competitive sports and the overall development level of mass sports are two basic standards for measuring and evaluating a strong sports nation, while the sports industry, sports education, and sports culture constitute the supporting system of a strong sports nation [14]. Therefore, this paper summarizes the policy objective dimension of the Women's Football Reform Plan into five aspects: competitive (professional) football, mass football, campus football, the football industry, and football culture, which serve as the Y dimension of the analytical framework for the Women's Football Reform Plan.

2.3.3 Policy Actor Dimension — Z Dimension

The policy actor dimension of women's football reform mainly includes the government, enterprises, and social organizations. Among them, government departments are the primary supporting actors for the reform and development of women's football; social organizations represented by the Football Association are the main implementing actors; and enterprises play the role of participating actors in the reform process [15]. Under the broader context of the "connotative development" of women's football in China, the reform of women's football relies on the collaborative governance among multiple actors. Therefore, this study innovatively introduces a third dimension—the policy actor dimension—forming a three-dimensional collaborative analytical framework of X–Y–Z.

2.4 Coding of Policy Texts and Reliability and Validity Testing

Based on the three-dimensional analytical framework constructed above, and after repeatedly reviewing the policy texts, this study used NVivo 12.0 analysis software to conduct content coding and statistical classification of the policy texts. To ensure the objectivity and accuracy of the coding results, two coders independently conducted the coding. After coding, a consistency test was performed on the coding nodes of the two coders. The test results showed that the Kappa value of the two groups of coding nodes was 0.784 (Kappa \geq 0.75 indicates good consistency).

3 Results and Analysis

3.1 Analysis of the Policy Tool X Dimension

Overall, a total of 106 policy tools were identified, covering three major categories: supply-type, environmental-type, and demand-type policy tools. Among them, environmental-type policy tools had the highest frequency of occurrence; supply-type policy tools ranked second; and demand-type policy tools had the lowest frequency.

Table 2. Distribution of Policy Tools in the Women's Football Reform Plan

Primary Policy Tool Type	Secondary Policy Tool Type	Item Code	Frequency	Total	Proportion%
Environmental Type	Strategic Measures	1-1-1,2-1-5,2-2-11,2-2-15.....3-4-1	28	55	50.9%
	Regulatory Control	2-1-1,2-1-2,2-1-3,2-1-4,2-4-9.....3-4-3	7		12.7%

	Financial Services	2-3-8,2-3-10,2-4-8,2-5-19,3-2-2	5		9.1%
	Target Planning	1-2-1,1-2-2,1-2-3,1-2-4,1-2-5.....2-6-4	15		27.3%
	Tax Incentives	0	0		0
Supply Type	Venues and Facilities	2-4-5,2-4-16,2-5-3,2-5-6,2-5-10	5	41	12.2%
	Technological Support	2-2-18,2-2-19,2-5-17,3-1-1	4		9.8%
	Talent Development	2-2-2,2-2-3,2-2-4,2-2-5,2-2-6.....2-6-1	21		51.2%
	Information Services	2-4-2,2-5-15,3-5-1	3		7.3%
	Financial Support	2-1-6,2-2-17,2-2-20,2-5-16.....3-2-3	8		19.5%
Demand Type	Service Outsourcing	2-3-2,2-3-7	2	10	20%
	Overseas Exchange	2-2-13,2-2-14,2-2-16,2-4-14.....2-7-3	8		80%
	Trade Control	0	0		0
	Government Procurement	0	0		0

In the selection of policy tools, the government shows a preference for supply-type and environmental-type policy tools, while the use of demand-type policy tools aimed at expanding the development of women's football remains relatively insufficient. At present, the reform of women's football in China is in a stage of exploration and improvement; therefore, the emphasis on environmental-type and supply-type policy tools is consistent with current needs. However, the relatively low use of demand-type tools also indirectly reflects issues such as the low level of marketization in women's football and insufficient support for the development of the women's football industry in China.

3.1.1 Environmental-Type Policy Tools

Among environmental-type policy tools, the most frequently used secondary policy tools are strategic measures and target planning. Strategic measures, as specific means for the government to promote the reform and development of women's football, deeply reflect the government's strong intention to actively guide the reform of women's football by creating a favorable environment. Target planning is reflected in the government's formulation of the "three-step" strategic development goals based on an understanding of the value and development

patterns of women's football. However, a careful review of the policy text reveals that some of the goals in the plan are overly general and lack precise and operational classification. Government departments have placed great emphasis on the blueprint design of the "football reform framework," yet have not established a sound supervision system, resulting in less-than-ideal "outcome evaluation" of the reform. In addition, the insufficient use of tools such as financial services and tax incentives has, to some extent, constrained the vitality of women's football development. In fact, as one of the most highly commercialized sports in the world, football requires the active participation of social forces and market enterprises for its development. The absence of strong leverage mechanisms such as financial services and tax incentives may lead to difficulties in motivating and attracting attention and participation from market enterprises during the process of women's football reform.

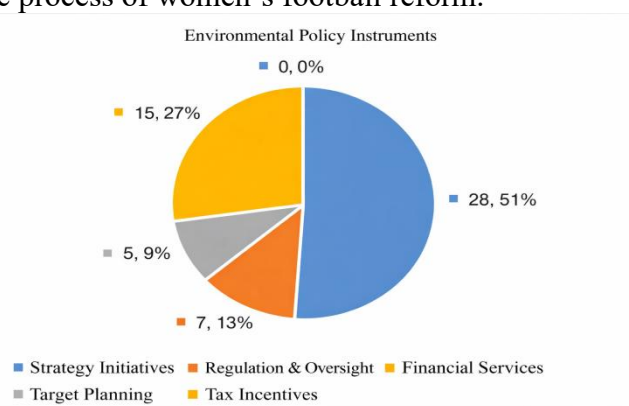


Figure 2. Proportion of Environmental Policy Tool Items

3.1.2 Supply-Type Policy Tools

From the perspective of the use of sub-tools within supply-type policy tools, talent development is used the most, while financial support and information services are used the least. The high level of attention given to talent development is related to the long-standing shortage of football reserve talent in China. The number of reserve talents in women's football is one of the key factors affecting the development of women's football in China.

Venues and facilities as well as financial support are fundamental projects that ensure the comprehensive popularization and long-term development of women's football. However, the plan does not further refine these aspects. At present, there is a significant gap between the availability of football venues and facilities and the proportion of funding for women's football, and the growing demand for football activities among the public. Issues such as the low proportion of public football fields and the insufficient allocation of special funds remain problems that urgently need to be addressed.

Finally, the promotional and publicity effects brought by information service tools are one of the ways for women's football to "take root and grow," and also serve as important nourishment for the "Steel Roses" to bloom again. Insufficient use of such tools may restrict the popularization of women's football and fail to create a social atmosphere that encourages widespread public participation in women's football activities.

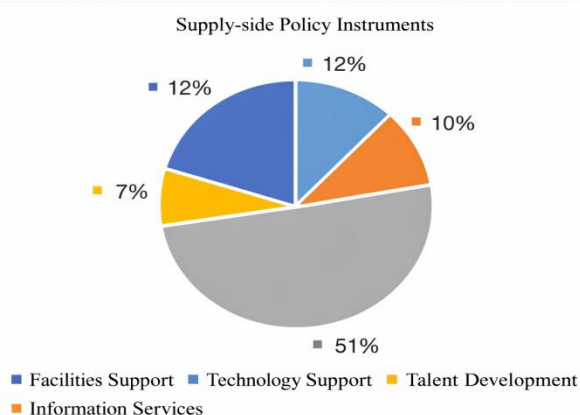


Figure 3. Proportion of Supply-Side Policy Tool Items

3.1.3 Demand-Type Policy Tools

According to the statistical data, the use of sub-tools within demand-type policy tools also shows an imbalanced pattern. Overseas exchange is used most frequently, while service outsourcing, trade control, and government procurement are used far less frequently. Strengthening overseas exchange is one of the important measures to promote the integration of Chinese women's football with the international community. The development of women's football in China requires mobilizing multiple forces to carry out overseas exchanges, implementing the strategy of "bringing in" by inviting high-level foreign coaches to work in China and hosting international competitions, and achieving "going out" by sending outstanding domestic players and coaches abroad.

However, the lack of government procurement, service outsourcing, and trade control significantly weakens the driving effect of the plan. The absence of government procurement and service outsourcing makes it difficult for the government to play a macro-guiding role in the market, hindering the optimal allocation of resources and disrupting the reform chain that integrates government, society, and enterprises. The lack of trade control may also become an obstacle on the path toward the market-oriented reform of women's football, leading to the weakening of the "self-sustaining" capacity of women's football. Relying solely on the support of government administrative power makes it difficult to ensure the sustainable and healthy development of women's football in China.

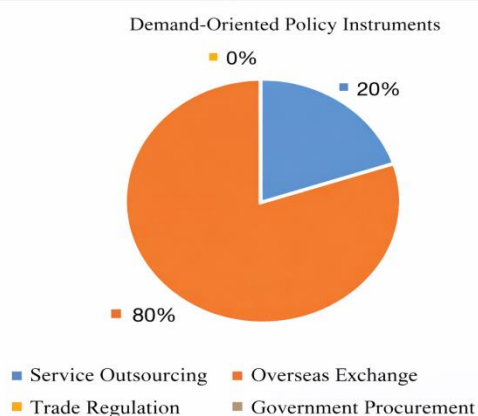


Figure 4. Proportion of Environmental Policy Tool Items

3.2 Analysis of the Policy Tool X–Y Dimensions

The selection and application of policy tools involved in the Women's Football Reform Plan are not well coordinated across different policy objective dimensions. Among them, the policy tools applied in the competitive football objective dimension have the highest frequency, accounting for 44.3%, followed by campus football at 29.2%. Mass football and the football

industry each account for 9.4%, while the football culture dimension has the lowest frequency of policy tool application.

The use of policy tools across different objective dimensions still shows the characteristic that the frequency of environmental-type and supply-type policy tools is higher than that of demand-type policy tools.

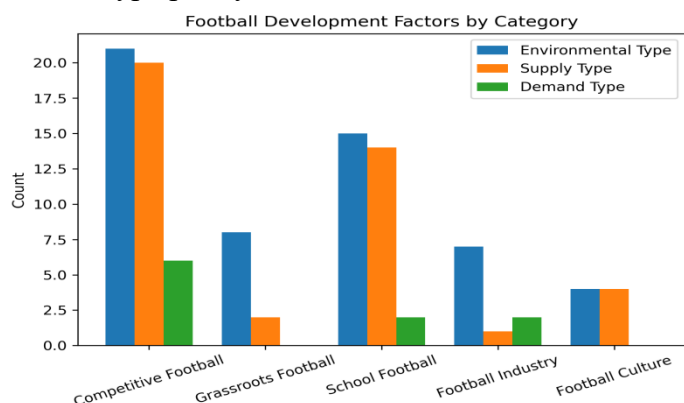


Figure 5. Proportion of Policy Tool Use Across the Policy Objective Dimensions of Women's Football

3.2.1 The Government Attaches Great Importance to the Coordinated Development of Women's Competitive Football and Campus Football

Government departments attach great importance to the development of women's competitive football and campus football. The Women's Football Reform Plan repeatedly mentions the construction of the women's football league and the development of the national team. The government hopes to provide direct support for the development of women's competitive football through the active use of supply-type and environmental-type policy tools. Campus football, on the other hand, represents a new attempt in China's football reform under the background of the integration of sports and education, aiming to popularize football and strengthen the talent foundation by introducing football into schools. In fact, since the promulgation of the football reform plan and the launch of campus football programs, the idea of relying on campus football and competitive football to develop simultaneously has been very clear. The frequent use of environmental-type and supply-type policy tools reflects China's continuous efforts in exploring the coordinated development of women's competitive football and campus football, with the government expecting to achieve the popularization and development of women's football through mutual support and complementary advantages.

However, it is worth noting that although competitive football and campus football dominate in terms of the total amount of policy tool usage, there are still shortcomings in the combination of policy tools and the use of sub-policy tools, particularly the insufficient use of demand-type policy tools. At the competitive football level, women's football in China has long failed to form a standardized and mature professional football system in accordance with the development laws of professional sports, and the lack of demand-type policy tools has aggravated the "non-professional" problem of women's professional football in China. At the campus football level, the lack of demand-type policy tools prevents the use of market leverage to upgrade competitions. At the same time, the absence of a "self-sustaining" mechanism increases the financial burden on local governments and sports bureaus. Once the funding supply chain of relevant departments is interrupted, campus football activities cannot be carried out smoothly.

3.2.2 Fragmentation of Policies on Mass Football and the Football Industry, with a Single Type of Policy Tools

Broad public participation is the foundation for the healthy development of football, while a thriving football industry can enhance the willingness of the public to participate in football. In turn, widespread public participation can stimulate market consumption and promote the upgrading of the football industry. Mass football is one of the main forms of national fitness activities. The vitality of mass football can provide a platform for the popularization of women's football, and a well-developed mass football competition system is an important guarantee for the orderly development of women's football. However, due to the lack of effective support from government departments, the women's mass football competition system remains underdeveloped, and some women are unwilling to participate in women's football due to the negative influence of gender stereotypes. At present, the development of football in China presents a particular pattern: the government and sports authorities actively invest in campus football and professional football, while the mass football sector has not received sufficient attention and support, which to some extent restricts the cultivation of the grassroots foundation for football.

It is also noteworthy that the plan involves relatively few policy tools for the development of the football industry. At present, the country has not yet issued specialized guiding documents at the level of the football industry. Relevant policy information is often embedded in other sports policy texts. Such scattered and fragmented policy information greatly limits the diversity of policy tool selection and may lead to blind or chaotic policy implementation. The development of the football industry must rely on market regulation. However, due to the insufficient application of demand-type and supply-type policy tools—especially the lack of financial instruments such as funding investment and government procurement—the market “leverage” fails to function effectively, resulting in insufficient participation from social forces and enterprises in the reform and development of women's football.

3.2.3 Insufficient Attention to Football Culture Development and Inadequate Supply of Policy Tools

Football culture is the core and foundation of a strong football nation. Among its components, spiritual culture serves as the internal driving force, institutional culture provides the guarantee, and behavioral culture acts as an effective means of regulating the football industry. In Europe, where women's football is relatively well developed, football carries cultural meanings such as fair competition, serving the public, and promoting gender equality. However, the use of policy tools in the football culture dimension in the Women's Football Reform Plan accounts for only 3.39%, indicating that the construction of the women's football cultural system has not yet received sufficient attention from the government, which also creates various obstacles to the popularization of women's football in China.

At present, the cultural dimension of women's football only involves three sub-policy tools: consulting services, strategic measures, and overseas exchanges. Among them, consulting services have the highest proportion of use, aiming to promote women's football culture and create a positive atmosphere encouraging widespread participation. However, the lack of other types of policy tools means that the needs of women's football cultural development have not been fully met, thereby hindering the rooting of the spiritual culture embodied in women's football among the public and weakening the promotion of women's football culture and related football values. Moreover, neglecting cultural development may lead to football becoming merely an accessory to rankings and interests, deviating from the core educational value of football. If women's football is to establish a long-term development mechanism, it is necessary to mobilize multiple actors from the environmental, supply, and demand perspectives to pay greater attention to the construction of women's football culture, enrich the types of policy tools used, move beyond a competition-oriented mindset, create a positive and healthy football environment, and

allow the cultural value carried by women's football to be fully realized so that the public can genuinely recognize women's football in terms of ideas and values.

3.3 Analysis of the Policy Tool X–Y–Z Dimensions

By introducing the policy actor dimension in the study, it becomes possible to identify the coordinated and interactive relationships among policy actors, policy tools, and policy objectives in the Women's Football Reform Plan (see Table 4).

Table 4. Three-Dimensional Distribution of Policy Tools, Objectives, and Actors

X-axis	Y-axis				Z-axis				
	Competitive Football	Mass Football	Campus Football	Football Industry	Football Culture	Government Departments	Social Organizations	Enterprises	
Environmental Type	1-1-1	1-2-3	1-2-8	1-2-2	2-2-21	1-1-1	1-1-1	1-2-2	1-2-3
	2-1-5	1-2-4	2-1-3	2-3-11	2-3-6	3-4-1	1-2-1	1-2-5	2-3-3

Supply Type	2-4-5	2-2-2	2-1-6	2-4-2		2-2-6	2-1-6	2-2-4	3-1-2
	2-4-16	2-2-3	2-4-1	2-4-4	2-2-18	2-2-12	2-2-2	2-2-5	3-2-3

Demand Type	2-3-2	2-2-13	—	2-5-13	2-3-2	—	2-2-13	2-3-2	2-3-7
	2-3-7	2-2-14	—	2-7-3	2-3-7	—	2-2-14	2-7-3	2-3-7

The analysis shows that government actors responded to a total of 56 policy tools, accounting for 52.8% of all policy tools, including 32 environmental-type tools, 19 supply-type tools, and 5 demand-type tools. Social organizations responded to 40 policy tools, accounting for 37.7%, including 21 environmental-type tools, 17 supply-type tools, and only 2 demand-type tools. Enterprises responded to only 10 policy tools, accounting for 9.4%, including 6 environmental-type tools, 3 supply-type tools, and 1 demand-type tool.

From the perspective of the interaction between policy objectives and policy actors, achieving policy objectives in the competitive football dimension such as national team management, professional league construction, and industry standard formulation mainly relies on the compulsory power of administrative departments. Social actors mainly undertake the tasks of promoting and developing campus football and mass football, while enterprises mainly aim to promote the upgrading and transformation of the football industry and stimulate consumption.



Figure 6. Three-Dimensional Statistical Chart of Policy Tools, Objectives, and Actors

The Women's Football Reform Plan particularly emphasizes the model of "government guidance with market support." This indirectly expresses the government's intention to achieve decentralization through macro-level guidance. The use of a joint policy document issued by multiple ministries is also intended to fully leverage the potential advantages of "high-level promotion + hierarchical governance" to facilitate the realization of policy objectives. However, a joint issuance of policy documents does not necessarily mean that scientific and efficient collaborative governance among the actors has already been achieved. If coordination among the actors is poor and policy objectives are unclear, it may lead to "interest bargaining" among departments due to differing goals. This phenomenon of "acting independently" without overall planning can easily slow down the reform process and make it difficult to produce substantive changes.

Further analysis of the use of different types of policy tools among different actors shows that government actors respond actively to supply-type and environmental-type policy tools but make relatively little use of demand-type policy tools, failing to fully play the government's role of "taking overall responsibility" in the reform of women's football. Social organizations also lack responses to demand-type policy tools, and their level of participation in women's football reform remains relatively insufficient, failing to transform their professional advantages effectively. Enterprises, as one of the policy actors in women's football reform, have not fully demonstrated active responses to the three different types of policy tools, which makes it difficult to utilize the powerful leverage of the market to mobilize resources during the reform process.

4 Research Recommendations

4.1 Moderately Increase the Supply of Demand-Type Policy Tools and Achieve the Coordinated Use of Policy Tools

The coordinated use of policy tools should be considered from both structural coordination and functional coordination. At the structural level, the overall integrity of policies should be emphasized. Based on the practical needs of football reform, various policy tools should be organically combined to avoid duplication and conflict among policies and to achieve unified policy deployment. While emphasizing supply-type and environmental-type policy tools, it is also necessary to maintain a balanced number of policy tools within the system and reduce the use of policy tools that lack practical operability.

At the functional coordination level, demand-type policy tools have a relatively strong influence in promoting the development of women's football and are also more dynamic; therefore, their frequency of use can be moderately increased. First, government departments can promote the development of women's football through the active use of demand-type policy tools such as government procurement, service outsourcing, and trade control. Taking advantage of the popularity generated by the victory in the 2022 Women's Asian Cup, efforts can be made to moderately expand the women's football market and promote a positive shift in consumption concepts related to women's football products. Second, government departments can guide social organizations to organize various forms of women's football activities, encouraging more women to participate in football and increasing the visibility and influence of women's football. Third, the government can attract corporate sponsorship to provide financial and resource support for women's football reform and promote innovation in the women's football industry.

4.2 Grasp the Internal Connections Between Policy Objectives and Clarify the Coordinated Relationships Among Policy Objectives

Overall coordination is an inevitable requirement for promoting the comprehensive, coordinated, and sustainable development of sports. In terms of the policy objectives of women's football reform, it is necessary to shift from excessive concentration toward balanced development

across the five major dimensions. At present, strong women's football countries in Europe and North America generally adopt "integrated" or "alliance-based" development strategies, achieving balance and coordination among multiple objective dimensions by drawing on the development experience of high-level men's football within their countries, thereby promoting improvements in women's football based on mutual benefit and win-win cooperation.

Therefore, it is necessary to correctly understand and properly manage the relationships among the policy objectives of women's football across different dimensions. Relevant actors can establish policy coordination mechanisms based on the principles of "overall consideration, coordinated development, and key breakthroughs," accurately analyze the internal connections and interactions among various objectives, and achieve coordinated development among the three dimensions of policy tools, actors, and objectives through communication and consultation. This will help form a pattern of policy linkage, information sharing, and collaborative interaction, ensuring the consistency of goals among multiple actors. In addition, evaluation mechanisms should be strengthened to comprehensively assess the implementation effects of policy tools from the perspectives of environment, supply, and demand. Deficiencies and shortcomings should be identified in a timely manner, and the combination and implementation plans of policy tools should be optimized, so as to maximize the overall coordinating role of the Women's Football Reform Plan and assist government departments, social organizations, and enterprises in jointly advancing the reform and development of women's football.

4.3 Optimize the Actor Structure of Women's Football Reform and Promote Collaborative Governance Among Multiple Actors

Coordination among policy actors runs through the entire policy-making process and also affects the effectiveness of policy implementation. Therefore, at the level of policy actors in women's football reform, collaborative governance among multiple actors should be achieved, creating a "three-driving-forces" reform model composed of the government, enterprises, and social organizations to support the reform and development of women's football.

In the context of the deepening reform of women's football, government departments should, on the basis of formulating and improving relevant policies, play the role of coordinators, actively guiding various actors to participate in women's football reform while paying attention to the effectiveness and operability of policies, thereby making women's football reform a cooperative undertaking jointly built by all parties. Social organizations can provide professional support by organizing and supporting training for young women's football players, hosting competitions, and conducting talent selection activities, thereby expanding the influence and participation of women's football. Enterprises should also actively participate in football reform by expanding scale, improving quality, and stimulating consumption, thus improving the market mechanism of women's football. Ultimately, a three-in-one structure of government guidance, social organization support, and enterprise market participation can be formed, creating a healthy and positive social atmosphere with broad participation in women's football and realizing the vision of prosperous development of women's football in China.

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