

Research on the Dual-Layer Governance Model and Leadership and Coordination Bodies in China's Regional Integration with a Focus on the Yangtze River Delta Integration

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Abstract. This paper takes the Yangtze River Delta integration as the research object, deeply explores the application and importance of the dual-layer governance model in the process of China's regional integration. Through the analysis of the practice of Yangtze River Delta integration, it expounds the connotation and characteristics of the dual-layer governance model, as well as the key role played by the leadership and coordination bodies in it. Meanwhile, it analyzes the current challenges and problems, and puts forward corresponding countermeasures and suggestions, aiming to provide theoretical reference and practical guidance for promoting the development of China's regional integration.

Keywords: Yangtze River Delta integration, dual-layer governance model, regional integration, leadership and coordination bodies

1. Introduction

Regional integration has become an important strategic direction for China's economic and social development, with the integration development of the Yangtze River Delta region being both typical and leading. In the process of promoting the integration of the Yangtze River Delta, the dual-layer governance model and effective leadership and coordination bodies play a crucial role. Understanding and researching these elements is of great significance for promoting coordinated regional development and enhancing overall competitiveness.

2. Dual-Layer Governance Model and Regional Integration

The dual-layer governance model emphasizes the establishment of two independent levels within the governance structure, namely the board of directors and the supervisory board, to achieve supervision and control of company management. Regional integration refers to the process through which different regions coordinate, cooperate, and integrate resources to achieve common development, economic growth, and social welfare. In the process of regional integration, the effective combination of the dual-layer governance model with China's regional integration leadership and coordination bodies is of significant importance for advancing the regional integration process. By continuously optimizing the governance model and strengthening the construction of leadership and coordination bodies, it is possible to better address challenges, achieve coordinated regional economic and social development, and inject new momentum and vitality into China's high-quality development. Among these, macro-level guidance by the government and resource allocation at the market level are the main characteristics of this model.

2.1. Macro-Level Government Guidance

In terms of content: The government is responsible for formulating the long-term strategy, objectives, and phased tasks for regional integration development, clarifying development directions and key areas; establishing a series of policy systems, including industrial policies, fiscal policies, and land policies, to guide resource allocation and economic activities towards integration; leading the planning and construction of major infrastructure projects, such as transportation, energy, and communications, to create conditions for interconnectivity between regions; and striving to narrow the gap in public service levels within the region, promoting the balanced development of public services such as education, healthcare, and social security, and enhancing the overall welfare level of the region.

In terms of characteristics: Firstly, comprehensiveness, focusing on macro-level planning and layout from the perspective of overall regional interests; secondly, authority, utilizing the administrative power and resource allocation capabilities of the government, its decisions and plans have strong authority and executability; thirdly, stability, policies and plans have relative stability, providing a predictable development environment for market entities; fourthly, coordination, emphasizing coordination and cooperation between different regions and departments within the region to avoid self-governance and vicious competition; fifthly, public interest, focusing on public domains and public interests with the important goals of achieving sustainable regional development and enhancing social welfare; and sixthly, guidance, usually preceding market actions, creating a framework and foundation for market entities' activities and guiding market forces to participate orderly in the integration process.

2.2. Resource Allocation at the Market Level

In terms of content: The market mechanism promotes the free flow of production factors such as labor, capital, and technology within the region according to market signals, seeking optimal allocation to improve resource utilization efficiency; enterprises, based on market competition and cooperation, adjust and optimize industrial layout within the region, forming upstream and downstream coordination in the industrial chain and complementarity between different industries, promoting overall industrial upgrading; market-driven aggregation and integration of innovation elements stimulate the innovation vitality of enterprises, promote technological innovation and the dissemination and application of knowledge within the region; through the supply and demand mechanism of the market, automatically adjust the supply and demand balance of various resources and commodities within the region, achieving reasonable resource allocation.

In terms of characteristics: Firstly, autonomy, where market entities make decisions and take actions autonomously based on their own interests and market signals, exhibiting strong autonomy and flexibility; secondly, efficiency, where resources can be allocated and adjusted in a relatively efficient manner in response to market changes; thirdly, dynamism, where the market is always in dynamic change, and resource allocation is continuously adjusted and optimized to adapt to new market environments and development needs; fourthly, diversity, where the methods and outcomes of resource allocation show diverse characteristics, and the behaviors and choices of different market entities lead to different resource allocation paths and patterns.

The dual-layer governance model provides useful insights for the construction of leadership and coordination bodies in China's regional integration. Firstly, the principles of separation of powers and checks and balances in the dual-layer governance model can be applied to the design of leadership and coordination bodies to ensure that power is not abused and that decision-making is scientific and fair. Secondly, the dual-layer governance model emphasizes information transparency and professional management, which also applies to leadership and coordination bodies, enabling them to better understand the progress and issues of regional integration and formulate corresponding policies and measures. Furthermore, the cooperation and checks and balances between the board of directors and the supervisory board in the dual-layer governance model can provide mechanisms for cooperation and consultation among various participants in the leadership and coordination bodies, promoting the smooth advancement of regional integration. At the same time, the practice of China's regional integration leadership and coordination bodies also provides practical reference for the application of the dual-layer governance model. These practical experiences can offer reference and inspiration for the promotion and application of the dual-layer governance model in other regions.

However, applying the dual-layer governance model to China's regional integration leadership and coordination bodies faces some challenges. For example, how to establish effective cooperation mechanisms between different regions, how to balance the interests of all parties, and how to solve coordination problems across departments and regions. Additionally, the division of responsibilities and powers between the board of directors and the supervisory board in the dual-layer governance model needs to be reasonably designed according to specific circumstances to ensure its effectiveness and adaptability.

From the above, it can be seen that the dual-layer governance model and China's regional integration leadership and coordination bodies have a mutually learning and promoting relationship. Introducing the concepts and methods of the dual-

layer governance model into the construction of leadership and coordination bodies can improve the governance efficiency of the institutions and promote the development of regional integration. At the same time, the practice of China's regional integration leadership and coordination bodies also provides practical experience and inspiration for the application of the dual-layer governance model. In practical application, reasonable design and adjustments are needed according to specific circumstances to meet the needs of different regions and fields.

3. Advantages of Applying the Dual-Layer Governance Model in Regional Integration Leadership and Coordination Bodies

3.1. Balancing Macro and Micro Aspects

Through upper-level strategic planning and decision-making, the direction of overall regional development can be grasped, while lower-level specific execution and coordination can better address the actual situations and detailed issues of each region. For example, in the coordinated development of the Beijing-Tianjin-Hebei region, the upper level formulates overall industrial layout, transportation planning, and other macro strategies, while the lower level is specifically responsible for the coordination of projects between cities and the allocation of resources, ensuring the effective implementation of the strategies.

3.2. Enhancing Coordination Efficiency

A clear hierarchical structure helps to reduce confusion and shirking of responsibilities during the coordination process. For instance, in the integration of the Yangtze River Delta, the provincial-level leadership and coordination bodies are responsible for communication with the national level and decision-making on major inter-regional matters, while the municipal level focuses on advancing specific cooperation matters and daily coordination, making the entire coordination work more orderly and efficient.

3.3. Promoting Resource Integration

It can better integrate resources from different levels and regions. In the construction of the Guangdong-Hong Kong-Macao Greater Bay Area, the dual-layer governance model facilitates the integration of resources such as funds, technology, and talent from Hong Kong, Macau, and Guangdong, achieving complementary advantages and jointly promoting regional development.

3.4. Enhancing Policy Consistency

The stability of upper-level decision-making and the continuous execution at the lower level ensure the consistency of policy implementation. In the construction of the Chengdu-Chongqing economic circle, the cooperation between the upper and lower levels ensures the continuous promotion and deepening of a series of supportive policies, providing a stable policy environment for regional integration.

3.5. Flexibly Adapting to Changes

It can flexibly adjust strategies and actions according to actual situations. When encountering new situations or challenges, the upper level can quickly make decision adjustments, and the lower level can rapidly respond and implement specific work, such as in some cross-regional ecological governance projects, where governance strategies and action plans are timely adjusted based on environmental changes.

4. How the Yangtze River Delta Integration Leadership Coordination Body Implements the Dual-Layer Governance Model

The Yangtze River Delta Integration Leadership Coordination Body achieves coordinated governance through the establishment of a dual-layer governance model. The upper layer is usually composed of the main leaders from three provinces and one city, responsible for formulating macro policies and strategic planning; the lower layer consists of relevant

departments and institutions from various cities, responsible for the execution and coordination of specific policies. This dual-layer governance model plays a significant role in the following aspects:

4.1. Strategic Planning and Decision-Making

The upper-level leadership coordination body is responsible for formulating the overall strategy and policies for the integration of the Yangtze River Delta, determining development goals and key tasks. The lower-level execution bodies then develop specific implementation plans and work schemes based on the upper-level strategic planning. The “Outline of the Yangtze River Delta Regional Integration Development Plan” plans up to 2025, with prospects extending to 2035. This outline aims to promote the integration of the Yangtze River Delta region, including enhancing infrastructure connectivity, promoting industrial coordination, and advancing ecological environmental protection; the “Shanghai Implementation Plan for the Outline of the Yangtze River Delta Regional Integration Development Plan” was released on January 10, 2020, aiming to implement the “Outline of the Yangtze River Delta Regional Integration Development Plan” and to promote Shanghai’s leading role in the integration of the Yangtze River Delta [1].

4.2. Resource Integration and Coordination

The dual-layer governance model helps integrate resources in the Yangtze River Delta region, achieving complementary advantages and coordinated development. The upper-level leadership coordination body can coordinate industrial layouts and infrastructure construction across regions to avoid redundant construction and resource waste. The lower-level execution bodies are responsible for advancing specific projects and allocating resources, such as: Establishing a special agricultural product production and marketing cooperation alliance: By establishing the alliance, the production and marketing of special agricultural products in the Yangtze River Delta region are strengthened, increasing the added value and market competitiveness of agricultural products; Advancing transportation infrastructure construction: The lower-level bodies are responsible for advancing transportation infrastructure construction in the Yangtze River Delta region, including highways, railways, and ports, to enhance interregional transportation links; Strengthening environmental protection cooperation: The lower-level bodies are responsible for enhancing environmental protection cooperation in the Yangtze River Delta region, jointly promoting ecological environmental protection and management, and improving regional environmental quality.

4.3. Information Sharing and Communication

Through the dual-layer governance model, mechanisms for information sharing and communication channels between the upper and lower layers have been established. The upper-level leadership coordination body can promptly understand the work progress and issues of the lower-level execution bodies, while the lower-level execution bodies can better comprehend the policy intentions and work requirements of the upper level.

4.4. Supervision and Evaluation

The upper-level leadership coordination body supervises and evaluates the work of the lower-level execution bodies to ensure that various policies and tasks are effectively implemented. The lower-level execution bodies report their work progress and outcomes to the upper-level leadership coordination body, subject to supervision and evaluation.

By implementing the dual-layer governance model, the Yangtze River Delta Integration Leadership Coordination Body can better perform its overall coordination role, promoting the coordinated development of the Yangtze River Delta region.

5. Practical Implementation of Yangtze River Delta Integration

5.1. Intergovernmental Cooperation Mechanisms

Intergovernmental cooperation mechanisms mainly include high-level joint meetings and specialized cooperation agreements, which promote policy coordination and project cooperation.

The Yangtze River Delta region has established a mechanism for regular meetings among provincial and municipal leaders. In these joint meetings, the main leaders of the three provinces and one city discuss major strategies, plans, and policy

directions for regional integration development. They coordinate and decide on key cross-regional projects and tasks to ensure the overall coherence and synergy of regional development. This mechanism facilitates timely communication, coordination of positions, and effective resolution of significant issues and disagreements. On March 20, 2024, the first joint meeting of the high-tech zones across provinces in the Yangtze River Delta Ecological Green Integration Demonstration Zone was successfully held in Qingpu. The meeting studied and implemented the spirit of General Secretary Xi Jinping's important speech during his inspection of Shanghai and the spirit of the symposium on advancing the Yangtze River Delta integration, gathering consensus from all parties to jointly promote the construction of cross-provincial high-tech zones in the demonstration zone.

These agreements involve intergovernmental agreements targeting specific fields or projects. For instance, in the field of transportation infrastructure construction, agreements are signed to build and share responsibilities, clearly defining each party's responsibilities and obligations to promote the interconnectivity of the regional transportation network. In the field of ecological environmental protection, agreements are signed to jointly advance pollution control and ecological restoration, achieving mutual protection and governance of the environment. Specialized agreements in fields such as technological innovation and industrial coordination promote the optimized allocation and collaborative utilization of resources in specific domains. The three governments of Beijing, Tianjin, and Hebei signed the "Beijing-Tianjin-Hebei Technological Innovation Specialized Cooperation Agreement" [2], where Beijing leverages its scientific research resources to lead research and share results, Tianjin focuses on the transformation and industrialization of these results and provides support, and Hebei offers land, manpower, and other resources to accommodate industries. The agreement stipulates the establishment of a joint fund and the regular organization of exchange activities. This agreement promotes the optimized allocation and collaborative development of regional technological innovation resources, enhancing the overall innovation capacity and competitiveness of the Beijing-Tianjin-Hebei region.

For key tasks and urgent matters, joint working groups or task forces are formed. Personnel from relevant departments are seconded to work together, improving work efficiency and execution power. These groups are specifically responsible for advancing the implementation of particular projects, resolving difficult issues, and ensuring tasks are completed on time and with high quality. Currently, the joint working group of the Yangtze River Delta Ecological Green Integration Demonstration Zone is focusing on advancing key tasks such as ecological environment protection and infrastructure connectivity within the demonstration zone. For instance, regarding cross-border water management projects, the working group coordinates resources and actions to ensure efficient progress in management efforts. For major transportation integration projects in the Yangtze River Delta, task forces are established to coordinate the planning and construction progress of railway, highway, and other projects, ensuring that transportation projects in different provinces and cities effectively connect, are completed on time, and improve regional transportation accessibility.

These platforms include building intergovernmental information-sharing platforms to promptly release policy documents, project progress, and other information. Utilizing information technology strengthens daily communication and exchanges between governments, improving collaboration efficiency and allowing all parties to stay updated on regional development dynamics for better decision-making and action. In the Yangtze River Delta region, the "Yangtze River Delta Information Sharing and Communication Cloud Platform" has been established. On this platform, government departments from Jiangsu, Zhejiang, Anhui, and Shanghai can promptly release their industrial policies, investment policies, major project plans, and progress information. Through video conferencing systems and other information technologies, government staff from various regions can conduct online communication and discussions at any time about issues encountered in regional coordinated development. For example, during the construction of a major infrastructure project, all regions can understand the progress and coordination of other areas in real-time, allowing for timely adjustments to local work arrangements. Enterprises can also conveniently obtain policy information through this platform to better plan their investments and development. All parties can use the platform information for better decision-making and actions, significantly improving collaboration efficiency and the progress of regional integration development.

5.2. Active Participation of Market Entities

Businesses play a crucial role in industrial relocation and innovation cooperation. In the context of Yangtze River Delta integration, market entities actively respond to the demand for regional industrial layout adjustments. Many companies, based on their development strategies and market conditions, proactively transfer production processes to regions with cost advantages or more suitable industrial development environments. For example, some labor-intensive enterprises move from core cities in the Yangtze River Delta to surrounding cities to leverage lower costs of land and labor, thereby optimizing resource allocation and reducing business costs. This industrial relocation also drives the development of related industries in

the recipient areas, promoting a gradient distribution and coordinated advancement of industries within the region. An internet giant in Hangzhou, for instance, has relocated part of its data storage and processing operations to Nantong, taking advantage of Nantong's strengths in energy supply to achieve cost optimization, while Nantong has thus gained new developments in the digital economy.

Market entities are the main driving force behind innovation cooperation. Businesses strengthen technological exchanges and collaboration by establishing strategic alliances and co-developing projects. Large enterprises might collaborate with small and medium-sized innovative companies to achieve technological complementarity and share innovation resources. Technology-based companies establish cross-regional R&D centers and branches in the Yangtze River Delta, promoting the flow and integration of innovative elements. For example, some high-tech enterprises set up R&D bases in different cities across the Yangtze River Delta to fully utilize local talents and technological advantages, thereby enhancing their overall innovation capacity. Additionally, companies actively participate in industry-university-research cooperation, working with universities and research institutions on technology development and results transformation, accelerating the conversion of technological achievements into practical productivity. The Shanghai Zhangjiang High-Tech Park collaborates with the Suzhou Industrial Park on innovation, promoting collaborative innovation development in fields like biomedicine through talent exchanges and project cooperation. For instance, biopharmaceutical companies in both areas jointly conduct new drug development projects, integrating resources and advantages.

6. Successful Cases of the Dual-Level Governance Model in the Yangtze River Delta Integration Leadership Coordination Mechanism

6.1. Zhejiang Province's "Heroes Judged by Mu Yield" Reform

Through practical experience, Zhejiang Province has demonstrated that the "Heroes Judged by Mu Yield" reform is an important mechanism for promoting high-quality economic development. On January 2, 2018, at the Provincial Comprehensive Reform Conference, Provincial Party Secretary Che Jun pointed out that the implementation of the "Heroes Judged by Mu Yield" reform in the industrial sector not only facilitated the transformation and upgrading of traditional industries but also promoted the cultivation and development of new driving forces. The province aims to implement a comprehensive "Mu Yield Benefit" evaluation for all industrial enterprises using more than 5 mu of land across the province by 2020. This includes all industrial enterprises and service enterprises above a designated size (excluding wholesale, retail, accommodation, catering, finance, securities, insurance, and real estate development). The key principles include a combination of county-level initiatives and three-tier linkage, a combination of reform innovation and adherence to laws and regulations, a combination of power conversion and cost reduction, and a combination of positive incentives and reverse pressure. The province aims to establish and improve a comprehensive "Mu Yield Benefit" evaluation mechanism, promote differential allocation of resource elements, drive industrial innovation and upgrading, improve low-efficiency enterprises, and strengthen the organizational leadership of the "Mu Yield Benefit" evaluation work [3].

6.2. Anhui Province's Cadre Assignment for Learning in Shanghai, Jiangsu, and Zhejiang

To promote the integration development of the Yangtze River Delta, and to discover, cultivate, and utilize talent, Anhui Province has innovatively established a mechanism for assigning cadres to learn in Shanghai, Jiangsu, and Zhejiang. In 2021, Anhui Province dispatched two large batches of cadres to Shanghai, Jiangsu, and Zhejiang for learning and training at key positions and platforms. In mid-March 2023, Lai'an County selected 15 outstanding village party organization secretaries from across the county to participate in learning and training in Pinghu, Changxing, and other places in Zhejiang. They aimed to learn from the "Thousand Villages Demonstration and Ten Thousand Villages Renovation" project. Through field, real-life, and practical learning, they studied advanced experiences and working models in rural industrial development, grassroots organization building, grassroots governance, and the development and strengthening of village collective economies. The village party organization secretaries, through immersive observation and learning, enhanced their skills, broadened their horizons, improved their abilities, and promoted their growth. After the learning period, the Lai'an County Party Committee Organization Department organized a results-sharing meeting, focusing on how Lai'an can implement the "Thousand Villages Demonstration and Ten Thousand Villages Renovation" project. They conducted "Compare Learning and See Application" lectures, "Leading Geese, Flock of Geese" leader forums, and opened a "Benchmarking the Yangtze River Delta, Lai'an in Action" WeChat column to discuss learning gains, share experiences, and promote collective improvement.

7. Promotion of the Dual-Level Governance Model of the Yangtze River Delta Integration Leadership Coordination Mechanism Nationwide

The dual-level governance model of the Yangtze River Delta integration leadership coordination mechanism is an innovative governance structure aimed at strengthening regional cooperation and coordination, achieving the integrated development of the Yangtze River Delta region. At its core, this model establishes a leadership coordination mechanism involving provincial and municipal governments to drive the integration process through a dual-level governance structure. To promote the dual-level governance model of the Yangtze River Delta integration leadership coordination mechanism nationwide, several aspects need consideration: Firstly, adapting to local conditions: During the promotion process, it is essential to fully consider the actual conditions of different regions, including factors such as geographical location, economic development level, and political system. Pilot projects can be conducted in representative areas to explore dual-level governance models suitable for local conditions and gradually extend them to other regions. Secondly, establishing effective communication mechanisms: Promoting the dual-level governance model nationwide requires establishing effective communication mechanisms to enhance exchanges and cooperation among different regions. This can be achieved through information platforms, training programs, and other means to improve understanding and acceptance of the dual-level governance model across various regions. Thirdly, enhancing policy support: Policy support is crucial to promoting the dual-level governance model. The national government can introduce relevant policies to encourage and support local exploration and implementation of the dual-level governance model, providing corresponding financial and technical support. Fourthly, cultivating professional talents: The dual-level governance model requires specific professional knowledge and skills, necessitating the strengthening of talent cultivation efforts. This can be achieved through training programs, talent introduction initiatives, etc., to enhance the talent reserve and capability level of various regions in implementing the dual-level governance model. Fifthly, establishing evaluation mechanisms: It is important to establish scientific evaluation mechanisms to assess and monitor the promotion effectiveness of the dual-level governance model. This facilitates timely identification of issues and adjustments for continuous improvement.

Simultaneously, during the promotion process, attention should be paid to the following points: respecting local characteristics, as China is geographically diverse with significant regional differences. When promoting the dual-level governance model, it is crucial to respect local characteristics and differences to avoid a one-size-fits-all approach. Gradual promotion phases can be adopted, starting with mature conditions in certain areas, summarizing experiences, and gradually expanding to other regions. Strengthening publicity and training is essential to enhance understanding and support for the dual-level governance model, thereby increasing its promotion effectiveness and initiative.

8. Conclusion

Through an in-depth study of the dual-level governance model in the Yangtze River Delta integration and China's regional integration leadership coordination mechanism, it is clear that this model has played a crucial role in promoting the integration process of the Yangtze River Delta.

From a theoretical perspective, the dual-level governance model effectively integrates the power of government macro-guidance and market resource allocation, providing a solid theoretical foundation and feasible path for regional integration. In practical terms, the Yangtze River Delta region has achieved significant results in strategic planning, decision-making, resource integration, coordination, information sharing, communication, supervision, and evaluation through this model. The continuous improvement of intergovernmental cooperation mechanisms and active participation of market entities have promoted the free flow and efficient allocation of factors within the region.

Successful cases further validate the effectiveness and adaptability of the dual-level governance model. The nationwide promotion of the dual-level governance model from the Yangtze River Delta integration holds great significance, serving as an example and reference for the development of regional integration in other areas, and assisting China in achieving comprehensive regional coordinated development. However, adjustments and optimizations should be made in the promotion process according to the actual conditions of different regions. In summary, the dual-level governance model holds significant value for the development of China's regional integration leadership coordination mechanism. Continuous exploration and innovation should be pursued to propel China's regional integration to a higher level.

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