

# ***The Dilemma of Environmental Governance in Urban-Rural Fringe and its Solution: A Case Study of Lizhou District, Sichuan Province***

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**Abstract:** The rapid development of China's cities and countryside has led to the construction of the urban-rural fringe. However, due to its location in the transition zone between urban and rural areas, it is greatly influenced by the inherent ecological model of rural areas, weak environmental awareness, lack of effective behavior management, and imperfect laws and regulations, which lead to increasingly prominent ecological environmental problems in the urban-rural fringe. It is urgent to build a beautiful environment, increase the happiness of residents in the urban-rural fringe, and carry out environmental governance in the urban-rural fringe. Through case reduction and in-depth interviews, this paper discusses the environmental particularity, environmental pollution, and collaborative governance of the urban-rural fringe. Given its internal mechanism and multi-core environmental governance, the summary and optimization are summarized, and many problems of its predicament and cracking ways still need to be solved by the government. It is hoped that environmental governance of the urban and rural combined part of Sichuan Province can bring enlightenment to environmental governance of the urban and rural combined part of China.

**Keywords:** urban-rural fringe, environmental particularity, environmental pollution, collaborative governance

## **1. Introduction**

During the 14th Five-Year Plan, the State Council issued the 14th Five-Year Plan for the Construction of Urban and Rural Community Service System. The 19th National Congress of the Communist Party of China pointed out that it is necessary to build a social governance pattern of co-construction, co-governance, and sharing, thus realizing the benign interaction between government governance, social co-governance, and residents' autonomy. In 2005, the Secretary put forward the scientific conclusion that "clear water and lush mountains are gold and silver mountains" while visiting Anji, Huzhou, and Zhejiang Province. His concept of ecological civilization construction and harmonious coexistence between urban and rural areas has been continued till now. Currently, there is no systematic research on environmental governance of the combination of urban and rural. It is also one of the problems that lead to the difficult integration of urban and rural areas.

## 2. Literature Review

The rural-urban fringe usually becomes the marginal gray zone of economic development, increasing employment for residents and generating economic benefits. However, the distance from the core area leads to problems such as low production capacity, uneven land use, complex contour, and lack reasonable spatial planning [1,2,3,4]. Some scholars have also analyzed the difficulty structure of the dual structure transformation of villages at the urban-rural fringe in megacities. Rapid urbanization also brings great differences in population, economy, land use, and other aspects to villages, resulting in the particularity of the urban-rural fringe [5,6]. Currently, there are three typical types of urban and rural planning: "big city" drives "big countryside", the interaction between cities and marginal villages, and the coordinated development from top to bottom in the whole urban-rural network system [7]. The living environment of the old communities in the urban-rural fringe is backward, and the contradiction between the fragmentation of public services in the communities and the daily improvement of residents' living demands is intensified. The action strategies and related policies for the embedded governance of the old communities are put forward to stimulate the initiative of residents, improve the quality of the living environment, and dynamically adjust the economic environment [8,9,10]. The restoration of ecological green space is also necessary and feasible in the governance of the urban-rural fringe, which can better stabilize the structure and restore the function of the green space system [11]. The analysis of the current situation of collaborative governance at home and abroad in the past two decades tends to discuss the feasibility of collaborative governance in combination with specific events [12]. The existing collaborative governance models can be divided into three types; Process, structure, and integration. The process model emphasizes the complete process of the whole governance model and the degree of connection of each part, which can be divided into three stages: antecedent conditions, process, and result, or four links of negotiation, agreement, action, and evaluation [13,14]. According to the structural model, synergy results are influenced by the environment, synergy mechanism, and driving factors [15]. Integration models focus on elements such as process and structure [16]. Inter-governmental collaborative governance of trans-regional environmental pollution is carried out in some provinces through top-down governance by the higher-level government, while in others, governments sign agreements and establish assessment mechanisms in a collaborative way [17]. In communities, rural areas, and other places, the party, and the government play a leading role in collaborative governance, guiding the establishment of trust among various subjects to produce synergistic effects [18,19,20].

In terms of the particularity of the environment, the urban and rural fringe in most areas will bring complex population structure, multi-source environmental pollution, a relatively backward economy, and unreasonable planning of the urban and rural fringe. As an important concept in environmental governance, collaborative governance involves that every subject has a strong sense of goal. As an important link in collaborative governance, the government should play a certain role in connecting and coordinating, leading all subjects to produce synergistic effects. In the Lizhou District of Guangyuan City, the government and the Party are generally under the leadership, and township communities, enterprises, and residents cooperate to carry out relevant regulations. The top-down and collaborative governance has achieved good results, but there are also corresponding deficiencies.

## 3. How to Promote Environmental Governance in the Urban-rural Fringe: A Case Study

The author has visited Jingkaiqu, Shangxi, Xiaksi, and other areas in the Lizhou region to have an in-depth understanding of the specific situation of the local rural-urban junction by searching data successively. Jingkaiqu is responsible for the treatment of black water bodies in Wangjiagou, Qujiagou, and Zengjiaqiaogou. Wang Jiagou is polluted seriously, it is located in guangyuan Wang Jiaying

economic and technological development zone industrial park, belongs to the Jialing River tributary, the upstream water quantity is less, runoff is small, more pollution from living sewage, livestock breeding pollution, initial rainwater pollution and sewage pipe network leakage zone industrial and mining enterprises, etc., a large number of pollutants in the water deposit, damage to the ecosystem. The hardening of the two banks and the bottom of the river hindered the interaction of the water ecosystem, and the pollution substances could not be degraded naturally, which was the main factor causing the malodor of the water in Wangjiagou. Individual problems mainly include the high slope, green environment optimization need to improve, there are complaints from masses, on a visit to the district environmental protection bureau officials she said: "we governance will be affected by the space expansion factors have certain transitional, if increase the corresponding industry, the introduction of enterprise to a certain extent caused the dissatisfaction of the masses, not easy to coordinate".

Shangxi and Xiaxi region on the main problems of old village transformation, the masses for the government transformation area have different views, some people think that it will affect their own parking space, storing sundry place smaller, "the house is my own, my own, of course, have to feel convenient" while some people think it would make their living environment better, more cheerful mood. The new type of community governance also has a serious problem of floating personnel management. Local people tend to participate in management spontaneously while floating personnel have low participation. Residents mostly hold the attitude that government staff are responsible for the end, and do not cooperate with the staff. Secondly, the majority of projects in the urban-rural fringe area are dusty, and the excavation of large areas of ground roads will cause a series of problems such as road safety, poor environment, and loud complaints from residents. Some urban and rural residents still retain the rural lifestyle, household smoke, pig farming, and disorderly piles of garbage in front of the house and house, etc., which is difficult for the sub-district offices to deal with. Guangyuan often blowing wind, for most residents on the roof adhere to the use of color steel shed, easy to be blown down, is not conducive to the development of urban and rural appearance. Demolition houses are often marked with spray-painted rental ads, and some cars are parked indiscriminately, "which is impossible to control," the street office staff said.

As for the green planning of Xiaxi District, the author visited and observed that there is a certain space for development. Regarding this question, I asked the staff, "There is a deployment in this city, and we are responsible for the implementation." The infrastructure construction of the Shangxi and Xiaxi region is relatively weak, and the public's awareness of environmental protection is not high, which leads to perishable garbage (vegetable skins, kitchen leftovers, dead branches and leaves, straw, etc.), harmful garbage (batteries, light bulbs, expired drugs, etc.), other garbage (stained plastic products, worn textiles, etc.), Inert garbage (ash, construction waste, etc.) has great damage to the environment. Housing planning in the rural-urban border area has not been completely improved. Dilapidated and dilapidated houses exist, and water pollution caused by household garbage and sewage is still visible. In addition to farmers, water pollution caused by some aquaculture plants is a prominent problem. The proportion of aquaculture pollutants in the water far exceeds the self-purification capacity of water bodies, and the concentration of nitrogen and phosphorus in water bodies is high, which aggravates eutrophication and destroys ecological purification and water conservation functions. During the flood season, ditches and fishpond reservoirs will flow into the main river channels, causing more water pollution.

The government has taken corresponding measures, aiming at the above problems, such as black smelly water pollution mainly adopts SCEU strengthen ecological environmental protection method, internal management, and ecological restoration "efficient microbial preparations combined technique of water body repair management, through the delivery agent, efficient use of chemical products quickly to establish a strong ecosystem, water self-purification function to improve water quali-

ty. The improvement effect is obvious, the social recognition is high, the operation is relatively simple, economical, and applicable, and it will not disturb the original water system. The Economic and Technological Development Zone has taken relevant measures for greening transformation and the restoration of green Spaces on both sides of the road. By restoring 100,000 ecological green Spaces and using permeable concrete and permeable mud-brick, the green Spaces are extended from the urban area to the urban-rural fringe area. The sewage management system covers 60 km of main and branch pipes involving residents, businesses, commercial zones, etc airport sewage treatment plant, originally planned to treat 100,000 tons of sewage per day, is now treating 10,000 tons per day. The former 120 old factory building and the area around the South Railway station of Xiayi Street have been transformed with the theme of "Old Memories". The residential area, cafe, and shop have been updated. On the walls of the buildings, a comparison picture of the reconstruction before and after the reconstruction is attached, showing obvious differences and remarkable effects. Visit Shangxi Street, where the "Cherry Blossom Community" at 126 Zetian South Road has been relatively successful, the middle partition of the dormitory building of the original development company, the dormitory building of the No.5 and No.6 of the Industrial Bank of China, and the dormitory building of the real estate company were removed for rectification, and the Red Property Management Company founded by the sub-district office was introduced to solve the social service problems in the community. The company was also responsible for outsourcing property services in other residential areas to promote the development of the local economy. The rural-urban fringe community committee carries out many activities, such as dumpling banquets, hosting classes, making zongzi, New Year's Day haircut, and other activities by the residents. There are environmental damage phenomena in each zone. The sub-district office adopts the "river chief system", "street chief system", "road chief system", "forest chief system" and other relevant systems to find the person in charge relatively directly, and restrict behavior by WeChat notification, interview, exposure, and other ways.

#### **4. Internal Mechanism of Environmental Governance in Lizhou District**

Located in the transition zone between cities and towns, the environmental governance at the urban-rural junction often has its particularity compared with the general areas. The author analyzed the situation one by one based on in-depth interviews and field visits. The main driving factors of environmental governance in the Lizhou District are the economic lag caused by long-term exposure to problems and the high voice of the public. For example, the superior departments make relevant instructions for environmental governance but do not follow the local situation, the allocation is small and the environmental regulation is required to meet high requirements, and the sub-district offices and urban management bureau are in a dilemma when they refuse to cooperate with some residents. The top-down and collaborative governance mode is difficult to carry out. Residents' feedback of problems through letters and visits, reporting phone calls, etc. takes a long time to wait for treatment, and the channels are single, leading to the shelving of practical problems, which is also one of the reasons for the low efficiency of the treatment of environmental governance problems in urban and rural areas. In the environmental governance of the urban-rural fringe, the Environmental Protection Bureau, the Housing and Construction Bureau, and other departments have corresponding law enforcement teams for violations of rules and regulations, damage to road safety, illegal construction, and other behaviors, but most of them are traffic departments, urban management departments, public security departments, staggered law enforcement, and the efficiency needs to be improved. The transformation of the community in the urban-rural fringe and the governance of some surrounding environments are still in the advancing stage, and some areas have not yet been included in the governance scope. Relevant government personnel must conduct field investigations and relevant governance research. Most of the construction projects in the urban-rural fringe

area are dusty and the construction dirt and slag are piled up. The treatment of this situation is not effective. To appease the masses, we will apply corresponding economic compensation to the residents, but how to eradicate the disease needs to be explored. The color steel shed and the governance of "rural life habits", have not been effective, the public consciousness is weak only relying on the propaganda column of knowledge is insufficient, the need for staff to hold a large number of publicity activities, the all-around establishment of environmental maintenance ideology.

#### **4.1. Located at the Edge of the City, Multiple Pollution Sources**

Water pollution is one of the biggest problems in environmental management at the urban-rural fringe. Because the rural-urban junction is located at the edge of the city, it is a key area for domestic sewage discharge, and the garbage recycling station is also established here. Unified garbage and sewage treatment at the urban-rural junction. Coming and going out of the city vehicle dust, greatly affected the appearance of the area. Including household garbage generation, construction site ash accumulation, low air quality, and so on. Compared with the general area, it has the characteristics of multiple pollutions.

#### **4.2. Personnel Structure is Complex, and Environmental Awareness Is Weak**

The rural-urban fringe is highly inclusive, leading to more migrants living here. Residents are divided into two parts: the migrant population and the local population. However, in the process of local environmental governance, non-local residents may have a low willingness to cooperate and no enthusiasm for autonomy. The education level of urban and rural residents is generally low. "We are generally farmers, and many of us have moved here from the countryside," said the staff of the sub-district office. Many residents have retained the living habits of the original rural areas, such as smoke caused by cooking and burning firewood, fecal pollution caused by raising poultry, and the behavior of throwing household garbage everywhere. People's environmental awareness is weak, and it is difficult for relevant staff to carry out environmental protection work.

#### **4.3. Poor Spatial Planning Makes It Difficult to Bring in Enterprises**

Most of the enterprises located in the urban-rural fringe are heavy industrial polluters. On the one hand, it is conducive to the emission and waste disposal of enterprises. On the other hand, the construction of the related enterprises requires a large land area, but it is relatively easy to cause dissatisfaction among the surrounding residents and the government's order for rectification. Due to poor spatial planning, less customer flow, and serious environmental pollution, most commercial enterprises do not consider the urban and rural fringe areas, which is difficult to promote their economic development.

#### **4.4. Capital Investment is Low and Infrastructure Is Weak**

Urban-rural fringe of the special geographical position, which leads to the government departments often ignore the important economic status, the money is less, it is difficult to maintain local staff to work enthusiasm of environmental governance "to the above money is less and less, also requires our environment must maintain good, still a little difficult, to a certain extent" related staff said, At the same time, the investment in the infrastructure construction of the urban-rural fringe is not strong, which leads to the relatively poor appearance, and the residents' quality of life and happiness need to be improved.

#### **4.5. Lack of Environmental Autonomy, Lack of Laws and Regulations**

The ecological environment in the rural-urban fringe area is affected by multiple factors, and the autonomy of residents, civil servants, and the ecological environment is insufficient, which greatly requires external adjustment. The construction of laws and regulations is of great significance to the environmental governance of the urban-rural fringe, which is a mandatory means of governance. At the same time, relevant departments need to clarify the main responsibility, punish violations of laws and regulations, and prevent the occurrence of improper measures.

### **5. A Core of Multiple Environmental Governance Operation Logic**

In the economic and technological development zone, Upper west area, and Lower west area involved in the geographical scope of Lizhou District, Guangyuan City, the environmental governance is led by the government, from the environmental supervision departments to the residents, connecting all parts, integrating resources, uniting and co-governing peacefully. However, the details of the relevant governance process need to be improved. Based on the discussion on environmental governance of the combination of city and countryside in Liczhou, maps the development of the combination of city and countryside in our country. The following analysis is made.

#### **5.1. Uphold the Party's Leadership in Coordinating Environmental Governance**

One core and multiple environmental governances are the long-term implementations of the Party and the government concept, with the Party and the government as the core, to carry out various policies. The overall objectives of each link should be highly consistent and coordinated and organized by the Party and the government to give full play to their effectiveness. The link of the rural-urban fringe of the government includes the Bureau of Ecology and Environment, the Bureau of Housing and Urban-Rural Development, the Bureau of Urban Management, the Bureau of transportation, the surrounding neighborhood offices, community committees, and the masses. It adheres to the leadership of the Party in overall planning for environmental governance and coordinates the governance of the environment of the rural-urban fringe from top to bottom. The government should also keep close contact with the people, start from the grassroots level, build the grassroots level, and improve the corresponding system. During the visit, all departments were familiar with the environmental governance of the urban-rural fringe, had a deep understanding of the implementation of their departmental policies, and had a certain understanding of the voices of the masses. The careful performance of responsibilities by all departments was the factor for the environmental optimization of the urban-rural fringe in the Lizhou District. Supporting the Party's policy is not only the key to the development of the combination of urban and rural areas of Shandong province but also the primary requirement for the development of our country. We need to keep the Party and the government as the core, while the government needs to reflect the role of the link, coordinate all links, and bring into play the coordination effect of all links.

#### **5.2. Strengthen All Links, Improve the Awareness of Environmental Autonomy**

From the analysis of environmental governance problems in the urban-rural junction, many problems are reflected in the lack of close connection between the upper and lower levels, the repeated and old environmental problems, which have not attracted the attention of relevant departments, failed to solve the problems from the root, and the implementation of relevant policies is insufficient. The environmental supervision department can carry out special inspections for the areas with bad environments, strengthen the inspection and management efforts, and make strict requirements for lower-level personnel. Environmental protection awareness education activities can be regularly



carried out to convey the determination of environmental governance awareness cultivation from higher levels to lower levels, not only to carry out ideological education, training, and publicity for civil servants but also to popularize the idea of thorough environmental governance in the urban-rural fringe. Supervision departments can be set up in various links, from government superiors to lower levels, from the government to enterprises, from the government to communities and residents, to assess and supervise whether resources are reasonably utilized, whether policies are implemented to the end, whether funds are abundant, and whether they are reasonably planned and used. Good performance can be allocated or given reasonable resources and other material rewards and spiritual rewards, bad violations of the relevant punishment, interview, public, ordered rectification, and other treatment. The grassroots level determines the superstructure. Environmental governance requires not only coordinated governance by government departments but also diversified and harmonious co-governance by communities, residents, enterprises, towns, and other social strata.

### **5.3. Construction of Characteristic Tourism Urban-Rural Junction to Promote Economic Development**

The establishment of characteristic tourism urban-rural junction, in the Nanhe area around the urban-rural junction related houses, have been relocated and transformed into a wetland park, the introduction of a large number of commercial enterprises around, forming a small economic circle. In Guangyuan, the gate northwest edge combination zone between urban and rural areas, building a total area of 836 hectares of black rock slope forest park, it contains rich animal and plant resources and a good ecological environment, with hotels, shooting range, circuit, amusement hall, entertainment facilities such as car films, also can undertake activities such as rock climbing, rafting, camping, in the way of tourist attractions to create economic benefits, drive the development of the surrounding economy. The two parks have realized a virtuous circle of re-investment in environmental governance. Among them, Guangyuan Culture and Tourism Investment Group, founded by the government, has made a great contribution. In collaborative governance, earnestly implements policies, constantly innovates, attracts investment, and successfully builds Heishipo Park, changing the environment of the urban-rural integration zone. According to the regional particularity of the rural-urban fringe and the unique history and culture of Wuzetian in Guangyuan City, the rural-urban fringe of Wu Zetian culture can be built in addition to park tourist attractions. Some cultural relics will be moved to key urban-rural fringe areas, cultural museums will be established, and cultural tourism facilities will be constructed. The propaganda department should give unconditional support to its tourism construction work, cooperate with the relevant departments, and cooperate with the cure of cultural tourism urban-rural junction. Tourism project is the key way of economic development, and it is very feasible to integrate the urban-rural fringe with tourism. Local governments can develop the characteristic tourism urban-rural fringe according to their geographical conditions, history, culture, and other factors, to drive economic development.

### **5.4. Do a Good Job in Green Space Planning and Establish a Good Ecological Environment**

Green space planning requires a large area of green plants to reasonably cover the urban and rural areas, surround the urban area with high-value green space, and build a natural and harmonious ecological network system. The first green isolation area in 1986 and the second green isolation area in 2003 can be referred to in Beijing, focusing on the urbanization and greening of the urban-rural fringe, solving a series of social problems, and bringing good ecological environment and recreation places to the people. Covering major regional resources as a whole, insisting on not expanding the scale of land use, supporting farmers to move back to land, and balancing the use of funds; Opti-

mize the industrial structure and improving the land utilization rate; Fully adjusting the distribution of land income; Implement the method of dismantling in batches and phases, demolish illegal buildings, and vacate the land. The green space has the functions of rainwater collection, infiltration, purification, etc., to build linear green spaces such as green parks, road green plants, and protective green spaces, and build a city sponge system to create a good ecological environment. It is necessary for the housing and urban-rural construction bureau, environmental protection bureau, urban management bureau, and other relevant departments to do a good job in planning and coordinating, give full play to the synergistic governance effect, and tackle the difficult problem of green space construction in the urban-rural fringe.

## 6. Conclusion

Based on the research of the urban-rural fringe in the Lizhou District of Sichuan Province, it is found that its environmental governance has certain universality and regional characteristics in China. It is necessary to break the dual structure of urban and rural areas and promote the integrated development of urban and rural areas from the perspective of personnel, region, and local unique development environment. An urban-rural fringe is a gathering place of various social interests and contradictions, and the complicated economic and environmental conditions have not cured the governance problem. The complex structure of its residents, including urban residents, rural residents, and migrants, has brought about the disorderly construction of its houses, serious pollution of domestic garbage, and corresponding social security problems. In addition, urban garbage recycling is often built here, which greatly affects the appearance of the city. However, in the communities located on the fringe of urban and rural areas, farmers have the right to use land, and the communities below towns belong to autonomous communities. Therefore, most villages around cities are not included in urban management, and villagers and village committees are easy to ignore the major problems of environmental pollution while considering economic interests. The collaborative governance team led by the party and the government should consider the local situation, gradually explore the environmental governance of the urban-rural fringe suitable for local development, solve the residents' problems by combining rigidity with softness, and establish and improve the collaborative governance system.

There are still many shortcomings in the research. Only analyzing the environmental optimization of the urban-rural fringe in Lizhou District, Guangyuan City, Sichuan Province, which has certain contingency and regional characteristics, can't comprehensively analyze the environmental problems of the urban-rural fringe in China. The author's ability is limited, and the analysis is superficial. It is necessary to deeply explore the environmental governance in the urban-rural fringe of China through a large number of literature research and scholars' discussions in the later period.

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