

Why does "Five-Pronged Co-Construction" Move Towards Collaborative Good Governance? A Case Study of Rural Governance in Haitang Town, Changshou District, Chongqing

Jiajia Yi*

School of Politics and Public Administration, Guangxi Normal University, Guilin, Guangxi, China

*Correspondence Author, Yijiajia@stu.gxnu.edu.cn

Abstract: *In the process of promoting the modernization of the national governance system and governance capacity, rural governance is an important part of the Rural Revitalization Strategy. The innovation of governance mode can not only improve the effect of grass-roots governance, but also lay a solid foundation for rural development. This paper takes the rural governance practice of "Five-Pronged Co-Construction" in Haitang Town, Changshou District, Chongqing as the research object, builds the "dynamics-mechanism-culture" collaborative governance analysis framework, and systematically explains the internal operation logic and practice path of this model. The study found that under the leadership of Party building of the Communist Party of China, the "Five-Pronged Co-Construction" model has formed a new paradigm of "embedded collaborative governance". The governance thinking has shifted from the "administrative transmission" led by the government unilaterally to the "collaborative production" jointly constructed by multiple subjects. At the same time, it has formed a governance pattern of internal and external dynamic resonance, multiple subjects coordination and long-term cultural support. This not only provides an empirical reference for the application of collaborative governance theory in rural China, but also provides a practical path for similar regions to promote the modernization of rural governance.*

Keywords: Five-Pronged Co-Construction; Rural governance; Collaborative governance.

1. INTRODUCTION

Rural governance is not only the cornerstone of the national governance system, but also the core content of the Rural Revitalization Strategy. Its effect is directly related to the process of agricultural and rural modernization in China, as well as the ruling foundation of the Communist Party of China in rural areas and the overall situation of social stability [1]. Under the background of the comprehensive promotion of Chinese style modernization, rural governance has become an important path for China to achieve the priority development of agriculture and rural areas and build a harmonious society. The 20th National Congress of the Communist Party of China further stressed the need to "improve the social governance system of co construction, CO governance and sharing", which shows that multiple collaborative and participatory governance is at the core of rural construction in the new stage [2]. In order to realize the transformation from traditional management to modern governance, China must build a governance model, fully mobilize the government, market, society, villagers and other subjects, and make them form a governance force, so as to promote the benign operation and sustainable development of rural society.

In recent years, Haitang Town, Changshou District, Chongqing has explored the "Five-Pronged Co-Construction" governance mode and built a social governance pattern of co construction, CO governance and sharing. The governance model of "Five-Pronged Co-Construction" is based on "Party building leadership" as the core and "courtyard micro governance" as the entry point, aiming to improve the governance ability of the grass-roots level and open up the "last mile" of serving the masses. The governance practice of Haitang town not only reflects the transformation characteristics of China's current rural governance from single point breakthrough to system construction, but also provides a reference for the actual implementation of the concept of national governance modernization at the grass-roots level. Therefore, this paper takes Haitang town as the research object, and sets up a theoretical analysis framework based on the theories of collaborative governance and multi-stakeholder participation. It uses it to analyze the governance path and operation mechanism of "Five-Pronged Co-Construction" in Haitang Town, and summarizes its paradigm characteristics. This can not only provide

experience reference for similar regions in China, but also provide beneficial enlightenment from the rural field for the deepening of the modernization of national governance.

2. THEORETICAL BASIS AND ANALYTICAL FRAMEWORK

2.1 Theoretical Traceability

2.1.1 Collaborative Governance Theory

In the 1970s, synergy theory was first proposed. Its formation and development rely on the research basis of sociology, physics, biology and other disciplines; Collaborative governance is the specific application of collaborative theory in the field of public management. Zhengqiaohe (2008) pointed out that collaborative governance is composed of many subjects such as government, non-governmental organizations, enterprises and individual citizens. It is an open overall system and a combination of instrumental rationality and value rationality [3]; Lihanqing (2014) summarized the characteristics of collaborative governance theory as four: the diversification of governance subjects, the coordination of subsystems, and the formulation and compliance of common rules [4]; Zhangjiachun (2017) believes that in the management system, if personnel, organization, environment and other elements are coordinated and cooperated, they can produce collective effects beyond individual ability, which further explains the synergy theory [5].

2.1.2 Theory of Synergistic Advantage

In 1993, Huxham first put forward the concept of synergistic advantage. He believed that when the parties involved in the synergy get some creative results, it means that "synergistic advantage" has been formed [6]. Later, huxham introduced this theory from the business field to the field of public policy, and proposed "synergistic inertia"; The so-called collaborative inertia means that although collaborative behavior is carried out, the efficiency of achieving results is too low, and the price paid for success is too high; Synergetic advantage and synergetic inertia are two completely opposite concepts, which together constitute the core argument of synergetic advantage theory. Zhang Liwei and yinmeixing (2024) have further expanded the application of this theory in rural governance. Their practical research shows that the root cause of formal collaboration in rural governance is that the backbone of collaboration is not in place and the system design is defective. Therefore, it is necessary to use more specific negotiation mechanisms such as "fireside night talks" to turn formal collaboration into substantive collaboration [7].

2.1.3 Multi-Stakeholder Participation Theory

The rise of the theory of multi-stakeholder participation can be traced back to the governance theory and stakeholder theory that emerged at the end of the 20th century. Liqiufang (2024) pointed out that under the environment of rural governance in China, the governance subject has changed from a single "state farmer" relationship in the past to a complex network, which includes grass-roots Party organizations, villagers' autonomous organizations, collective economic organizations, new agricultural business subjects, homecoming talents (rural elites), social organizations, etc. [8]; However, Zhang Liang (2016) believes that the "presence" of multiple subjects does not mean effective "synergy". How to build an orderly and reasonable governance structure and avoid "multiple governance" or "elite capture" should be the core issue of theory and practice [9].

2.2 Analysis Framework of "Dynamics-Mechanism-Culture" Collaborative Governance

Based on the key points of these theories and the actual situation in China, this paper constructs an integrated analysis framework including three dimensions (dynamic dimension, mechanism dimension, and cultural dimension) and six elements (top-level driving force, endogenous driving force, subject coordination mechanism, platform integration mechanism, trust and regulatory capital, cultural identity, and rural elite guidance) (see Figure 1).

2.2.1 Dynamic Dimension - "Why Collaborate?"

2.2.1.1 Top Level Driving Force

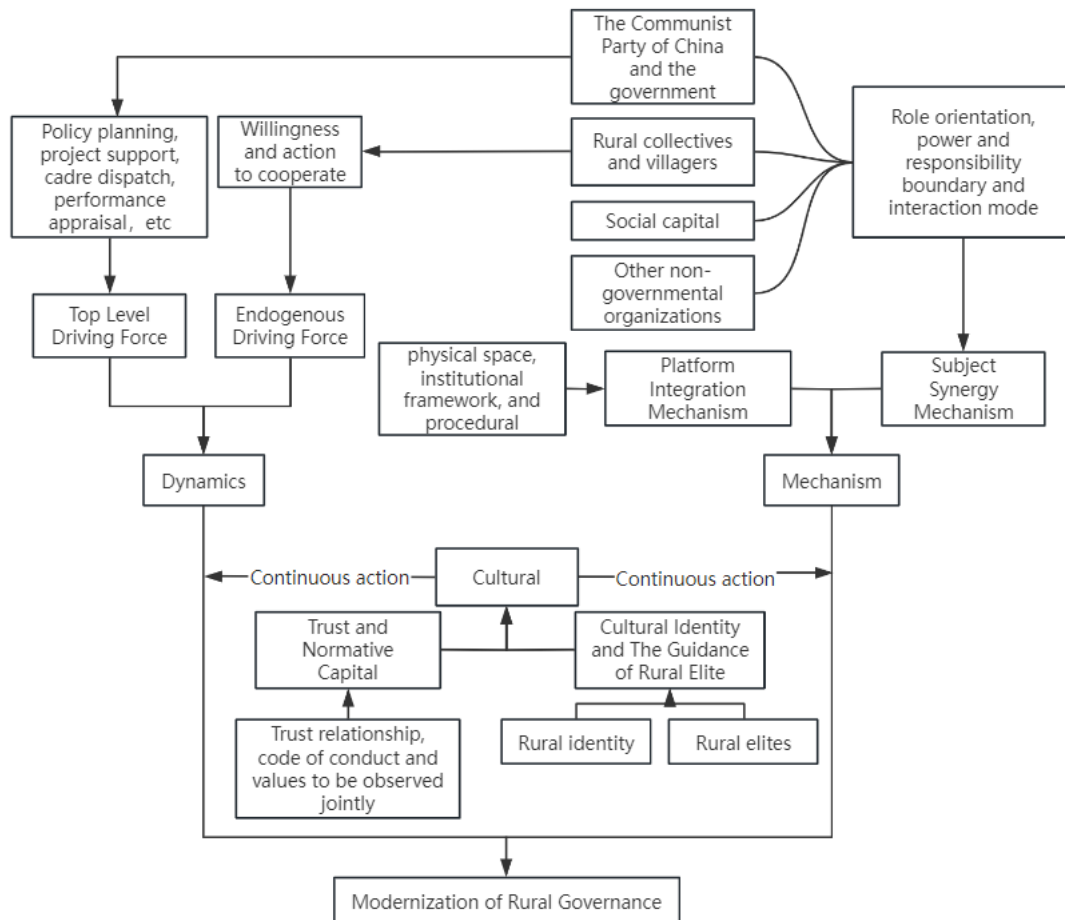


Figure 1: Analysis Framework of "Dynamics-Mechanism-Culture" Collaborative Governance

Cuilibo (2022) explained the "top level driving force" as a series of policy guidance, system construction and top-level design carried out at the national level to promote the innovation and optimization of governance mode [10]. In the Chinese context, the top-level driving force is mainly manifested in that the Party and the government set the direction, provided security and injected initial impetus into rural governance through policy planning, project support, cadre dispatch and performance appraisal.

2.2.1.2 Endogenous Driving Force

Endogenous driving force refers to the internal force generated within an individual or system to promote its behavior and development. It is an independent and lasting driving force. The endogenous driving force of this paper refers to the willingness and action of cooperation within the rural areas to solve common problems and meet common needs; It can be said that the endogenous driving force is the fundamental source for the sustainability and vitality of the rural governance model.

2.2.2 Mechanism Dimension - "How to Collaborate?"

2.2.2.1 Subject Synergy Mechanism

Liquifang et al. (2024) interpreted the cooperative governance of multiple subjects as a collective action, which is completed by the cooperation of exogenous and endogenous subjects; Among them, exogenous subjects include governments at all levels and their functional departments, social capital and other non-governmental organizations, while endogenous subjects include rural collectives and villagers [8]. Therefore, this paper interprets the subject synergy mechanism as the roles, boundaries of power and responsibility, and ways of interaction of each subject participating in the collaborative governance in rural governance.

2.2.2.2 Platform Integration Mechanism

Peng Bo et al. (2022) believe that the platform integration mechanism is a core capability in modern information technology and enterprise operation. The grass-roots can integrate different systems and resources to achieve an efficient, intelligent and collaborative way of work [11]. The platform integration mechanism provides physical space, institutional carrier and procedural rules for the interaction between multiple subjects.

2.2.3 Cultural Dimension - "Why is Collaboration Possible and Sustainable?"

2.2.3.1 Trust and Normative Capital

Gash A A (2008) believes that trust and norms are an important part of social capital [12]. In this paper, trust and normative capital are specifically used to refer to the code of conduct and values formed by the members of rural governance in the long-term interaction and observed jointly; It can be said that it is a "social lubricant" to reduce collaboration costs and promote voluntary cooperation.

2.2.3.2 Cultural Identity and The Guidance of Rural Elite

Cultural identity means that individuals or groups have a sense of belonging and identity to a certain culture or cultural group. "Rural elites" usually refer to people with higher social status and greater influence in the countryside, who often play an important role in local governance, cultural inheritance, education, economy and other aspects [13].

3. CASE PRESENTATION AND ANALYSIS

3.1 Case Practice and Core Concept of "Five-Pronged Co-Construction" in Haitang Town

Haitang town is located in the north of Changshou District, Chongqing, with a total area of 46 square kilometers, a registered population of 32000 people and a cultivated area of 34000 mu. It is the current version of Bayu granary. The "Five-Pronged Co-Construction" mode in Haitang Town, Changshou District, is an innovative practice of rural governance under the guidance of Party building of the Communist Party of China, and also an important practice sample to solve rural hollowing out and improve governance effect in China. The practical logic of the "Five-Pronged Co-Construction" mode is that the government sinks the governance unit to the most microcosmic and human "village", and then activates the "acquaintance society", so as to systematically improve the governance effect of the whole grass-roots level; It promotes "Wan Xian+" team, villagers' meeting and other subjects to participate in affairs together, and constructs a governance pattern of co construction, CO governance and sharing; It has provided a solid economic foundation for rural governance in Haitang town by developing characteristic industries and driving villagers to return home to start businesses; By building the cultural brand of "Haitang nostalgia" and building a clean Cultural Square, it has improved the civilization level of the countryside, and also enhanced the villagers' sense of belonging and identity; In addition, Haitang town has actively explored the effective ways of enabling rural governance by digitization through optimizing grid management and establishing an integral management platform, which has effectively improved the modernization level of rural governance; In 2025, Haitang town innovated and developed the "one task" airing mechanism to refine the annual tasks into a list that can be specifically assessed, forming a tough situation of "focusing on key points, breaking through difficulties and promoting highlights".

3.2 Analysis of Driving Factors: The "Dual-Wheel Drive" of Party Building and People's Livelihood Needs

3.2.1 Top Level Driving Force: Political Empowerment and Organizational Guarantee under The Leadership of Party Building

Haitang town regards "the leadership of Party building" as the core principle of the governance model. It builds a vertical organizational system of "Town Party Committee-Village Party Branch-Courtyard Party Group", establishes a working group for Party building to lead rural governance, compiles members of the Party committee team and cadres in the village community into the village level work steering group, and then uses the "head geese pilot" mechanism to promote the systematic promotion of governance innovation. This top-level drive of organization, on the one hand, provides institutional and material guarantee for the implementation of the governance model through policy transformation, project support and resource preference, on the other hand, through political guidance, keeps the governance practice consistent with the strategic goal of the revitalization of national villages, and avoids the direction deviation caused by decentralized exploration at the grass-roots level,

which provides core support for the overall promotion of collaborative governance in Haitang town.

3.2.2 Endogenous Driving Force: People's Livelihood Oriented Demand Response and Subjectivity Activation

Around the development vision of "longevity granary · flowering crabapple", Haitang town has formed the "133" development idea of "planting a bag of grain, nurturing a flower, and building a new district". With the help of the three action plans of "Begonia rich valley", "Begonia homesickness" and "Begonia dream", it can meet the realistic demands of villagers in terms of industrial development, human settlements and public services; These practices directly respond to the "urgent difficulties and anxieties" of the masses, and also promote the transformation of the governance pattern from "cadres and the masses' view" to "everyone's work is done by everyone", so that the villagers' subjective consciousness and willingness to participate gradually become the endogenous driving force of collaborative governance.

3.3 Analysis of Mechanism Elements: Subtle Coupling Between "Courtyard Platforms" and "Wan Xian+ Governance"

3.3.1 Subject synergy Mechanism: Governance Embeddedness of "Wan Xian" as An Intermediary Authority

Haitang town has established the "Wanxian evaluation hall" system, which employs retired cadres, veterans, local entrepreneurs and respected elders to serve as "Wanxian", turning the interpersonal prestige in the local society into an institutionalized governance authority; In the governance practice of Haitang Town, "Wanxian" has many functions, such as policy propagandist, public opinion collector, conflict mediator and project supervisor; They can not only translate the official policy into the local expression that the villagers can easily accept, so as to reduce the resistance to the implementation of the policy, but also timely feed back the villagers' demands to the formal governance system, and promote the problem to be resolved in the early stage; This institutionalized embedding of informal authority has made up for the deficiencies of the formal administrative force in the governance of the micro courtyard level, and achieved the governance effect of "no small matters out of the courtyard, no major events out of the village, and no contradictions handed over".

3.3.2 Platform Integration Mechanism: Functional Aggregation and Closed-Loop Governance of Multiple Interactive Carriers

Around the main line of villagers' autonomy, Haitang town has set up three types of governance platforms with complementary functions: the first type is the mass participation platform with the integral system as the core, which turns 34 key village level affairs into integral indicators, and establishes an incentive mechanism of "promoting management by division and promoting performance by division" through the combination of "accumulation of work points" and spiritual and material rewards to guide villagers to actively invest in work and labor and participate in public affairs; The second type is a mass discussion platform based on "Haitang dialogue bar", which forms a discussion channel for the masses' active expression and collective negotiation around the five links of "speaking, commenting and commenting"; The third type is the migrant service platform for migrant workers. It relies on mobile Party branches to set up remote service stations to collect the opinions of villagers outside by combining online and offline services, and also provides convenience services; These three kinds of platforms effectively bring together government resources, township intelligence, villagers' labor and social capital, promote the formation of a closed-loop governance process of "discussion decision action evaluation", and effectively improve the operational efficiency of collaborative governance.

3.4 Analysis of Cultural Elements: Consolidating the Foundation of Good Governance with "Cultural Synergy"

3.4.1 Trust and Normative Capital: Governance Transformation of Social Resources of Acquaintance

Haitang town uses the "Fengqiao Experience" of the new era for reference to carry out "micro culture" and other activities with the courtyard as a unit, and through the establishment of "anti campus bullying workstation" for left behind children and "one-to-one" regular visit system for the elderly living alone, it strengthens the relationship network of neighborhood mutual assistance in daily interaction, and continuously cultivates the trust capital of the grass-roots society; At the same time, it also established a long-term mechanism for the participation of the whole people through the renovation of the whole region's human settlement environment, promoted the transformation

of the rural environment from "dirty, messy and poor" to "white, clean and beautiful", and enhanced the villagers' awareness of rules and responsibility in joint action; This practice of sinking the governance unit into the courtyard has fully activated the social capital of acquaintances deposited in the local society, making it a "social lubricant" to support the operation of micro governance.

3.4.2 Cultural Identity and The Guidance of Rural Elite: The Construction and Reproduction of Collective Belonging

Haitang town revised the village rules and regulations, the courtyard Convention and the family motto, carried out the activity of "ten resistances and ten advocates" to change customs, combined traditional ethics with modern governance requirements, and reshaped the cultural norms of rural governance; At the same time, Haitang town strives to build a cultural brand of "Haitang nostalgia", build a ceramic culture village, a nostalgia square, and hold cultural activities such as "village Spring Festival Gala", which not only inherits the agricultural civilization and local culture, but also awakens the collective memory and cultural belonging of the villagers; Under the guidance of the "Wanxian" group, villagers actively participate in public affairs and cultural activities, and gradually establish a collective sense of honor; After the improvement of cultural identity, it further enhanced the intrinsic willingness of villagers to participate in collaborative governance, forming a virtuous cycle of "governance practice - cultural identity - deeper participation".

4. PARADIGM SUMMARY AND PATH INNOVATION OF THE "FIVE-PRONGED CO-CONSTRUCTION" MODEL IN HAITANG TOWN

4.1 "Embedded Collaborative Governance" Paradigm Under the Guidance of Party Building

"Embedded collaborative governance" is the core paradigm feature of the "Five-Pronged Co-Construction" rural governance model; The essence of this paradigm is that Haitang Town, under the guidance of political parties, combines the will of national governance with the local social order through the two mechanisms of political embeddedness and social embeddedness, and then solves the two long-standing problems of "administrative absorption of society" and "social decentralization and low efficiency" in rural governance.

4.1.1 Political Embeddedness: Vertical Integration of Institutional Authority

Political embeddedness is an important support for this paradigm to maintain the direction of governance and organizational momentum; It closely connects the Party's organizational system with the rural governance system by means of the Trinity mechanism of "organizational embeddedness - resource sinking - assessment traction"; At the organizational level, grassroots Party organizations are extended to the courtyard micro governance unit, and political leadership is also covered at the end of governance; At the resource level, it takes the Party building project as the carrier, puts policy, capital and technical resources in a targeted way, turns institutional resources into the actual driving force of grass-roots governance, and makes resources play a leverage role; At the assessment level, it turns the goal of national governance into the assessment agenda of local governance, so that the governance practice always keeps the same frequency as the Rural Revitalization Strategy. This vertical integration mechanism provides stable political authority and organizational guarantee for collaborative governance, and also avoids the absence of leadership and fragmentation of direction.

4.1.2 Social Embeddedness: Horizontal Activation of Local Capital

Social embeddedness is the social basis for the realization of governance and long-term operation of this paradigm; Its core is to put the formal governance system into the local social capital network, so as to realize the unity of institutional rigidity and cultural flexibility; Haitang town relies on the relationship pattern formed in the rural acquaintance society, which is based on kinship, alienation and proximity. It turns the interpersonal trust composed of blood and geography into social capital in governance and cooperation, reducing the transaction cost generated by the interaction of multiple subjects; Haitang town also absorbed rural elites such as "Wan Xian" as members of formal governance, bridging the gap between formal system and local logic, and promoting the institutionalization of informal authority; In addition, Haitang town has transformed the traditional local ethics into a code of conduct that meets the requirements of modern governance through the carrier of village rules and regulations, rule of virtue and education, so as to realize the reproduction of cultural norms; This horizontal activation mechanism enables the formal governance to be internally supported by the local society, and also effectively solves the problems of system suspension and governance idleness.

This dual structure of "political embeddedness+social embeddedness" is not only different from the Western multiple game model, but also breaks through the limitation of one-way government control under the traditional rural administrative model, forming a symbiotic governance ecology of "Party led social participation", so that rural governance has the advantages of both system execution and social affinity.

4.2 Path Innovation: Governance Transformation from "Administrative Transmission" to "Collaborative Production"

The "Five-Pronged Co-Construction" mode has made a deep transformation in the logic of governance operation. It has shifted from the "administrative transmission" mode led by the government unilaterally to the "collaborative production" mode jointly constructed by multiple subjects; This transformation logic is reflected in the system reconstruction of the subject relationship, dynamic mechanism and output logic (see Table 1).

Table 1: Comparison of Governance Transformation Dimensions from "Administrative Transmission" to "Collaborative Production"

Dimension	Administrative Transmission Mode	Collaborative Production Mode
Subject Relationship	Unidirectional subject-object relationship with the government as the actor and villagers as the recipients	Equal and collaborative relationship involving multiple subjects, including the government, villagers, and social organizations
Dynamic Mechanism	Top-down implementation driven by external policy pressures	Bidirectional resonance between endogenous demand traction and external institutional incentives
Output Logic	Top-down rationing of public services	Collaborative Production of public value by multiple subjects

Key Features of Governance Transformation from "Administrative Transmission" to "Collaborative Production":

4.2.1 Reinventing the Role of Government: From "Omnipotent Controller" to "System Enabler"

Under the mode of collaborative production, the government gradually withdrew from direct intervention in micro affairs and turned to assume basic coordination functions such as system supply, platform construction and conflict mediation; The role of the government has changed from directly producing governance products to providing institutional environment and basic support for governance production. In this way, the governance efficiency can be improved as a whole in the process of decentralization and empowerment.

4.2.2 Transformation of Villagers' Identity: From "Policy Consumers" to "Governance Producers"

The collaborative production mode promotes the change of villagers' identity, and villagers have changed from passive recipients of public services to active participants in public affairs and co producers of governance value; Villagers are included in the whole process of decision-making, implementation and supervision of public affairs, and villagers' subjectivity is also more fully established; At the same time, the discussion platform was normalized to provide villagers with practice scenes of consultation and discussion, gradually cultivate their public participation ability, and then solve the dilemma of villagers' inability to participate; The change of villagers' identity is the core symbol of rural governance from "administrative leadership" to "multi governance".

4.2.3 Governance Product Reconstruction: From "Single Supply" to "Composite Co creation"

Under the "Five-Pronged Co-Construction" mode, traditional public goods such as human settlements improvement and dispute mediation are no longer standardized governance supplies exported by the government in one direction, but the compound production results of "government policy tools+villagers' labor input+villagers' cultural capital+social capital support"; In the process of governance, each subject has established a positive feedback cycle of "input benefit", which ensures the sustainability of rural governance collaborative production. This change in the nature of governance products has realized the diffusion of public value creation from a single subject of the government to multiple social subjects.

In general, the transformation of this governance path not only verifies the feasibility of collaborative governance practice in the context of Chinese rural areas, but also shows that the Governance Innovation led by political parties is not to strengthen the administrative authority by dissolving social forces, but to achieve the overall improvement of governance ability by absorbing social participation, which provides a replicable practice path for the realization of "national embedded autonomy" in the context of Rural Revitalization.

5. CONCLUSION

Under the background of the comprehensive promotion of Rural Revitalization and the continuous promotion of the modernization of the national governance system and governance capacity, the "Five-Pronged Co-Construction" mode in Haitang Town, Changshou District, Chongqing provides a fresh sample of grass-roots practice to solve the "last mile" problem of rural governance. This paper systematically analyzes the operation logic and internal structure of the model by constructing the analysis framework of "dynamics-mechanism-culture" collaborative governance. The study finds that "Five-Pronged Co-Construction" has formed a new paradigm of "embedded collaborative governance" with stable structure, which combines the will of national governance with the local social order by virtue of the dual mechanisms of political Embeddedness and social embeddedness; At the same time, it also makes rural governance change from the "administrative transmission" led by the government unilaterally to the "collaborative production" jointly constructed by multiple subjects, promotes the transformation of governance logic, and truly achieves the goal of collaborative good governance of co construction, CO governance and sharing. On the one hand, this practice enriches the content of the theory of socialist grass-roots governance with Chinese characteristics, and on the other hand, it also provides empirical evidence from the rural field for the localization application of collaborative governance theory.

However, the formation and effectiveness of the "Five-Pronged Co-Construction" model are deeply rooted in the specific resource conditions, social structure and cultural soil of Haitang Town, so its promotion has certain conditions and restrictions; The operation of this model highly depends on the governance ability and dedication of grassroots "head geese". If there is no normalized leadership training and intergenerational inheritance mechanism, it is prone to the risk that the governance effectiveness will fluctuate with personnel changes; The premise of the effective operation of "Wan Xian+governance" is that Haitang town has sufficient rural elite resources, and in areas with insufficient reserve of township sages and different characteristics of population flow, this mechanism is difficult to be directly reproduced; The trust capital and cultural identity of the acquaintance society are the deep support for the collaborative governance of Haitang town. In villages with a high degree of population hollowing out and atomization, the governance role of cultural synergy will be limited; In addition, if the check and balance supervision mechanism is not in place in the diversified coordination pattern, it may bring the risk of "elite capture" and may also allow the public interest to be kidnapped by powerful groups.

Future research can further carry out fieldwork and quantitative analysis to test the explanatory power and applicability of this framework, and also explore different implementation paths of rural collaborative governance under different regional conditions, so as to provide more solid theoretical and empirical support for the modernization of Chinese rural governance.

CONFLICT OF INTEREST

The authors declare no conflicts of interest relevant to this study.

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