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Driving High-Quality Development of Intermodal Transport through Data Governance: A Review of *Research on Data Governance for Intermodal Transport in the United States*

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Abstract: This article reviews *Research on Data Governance for Intermodal Transport in the United States*, following its demand-driven logic and governance closed loop to synthesize the book's argument from institutional arrangements and organizational structures, through planning-oriented data requirements, cost and demand data, performance indicators and survey methods, to the design of data quality, security, and architecture. The review contends that the book conceptualizes data as a foundational capability for public-sector planning, investment, regulation, and accountability. It proposes a structured process for assessing data requirements, outlines approaches to indicator computation, and develops an interoperability framework, which together support component-based architecture and a tiered implementation roadmap for a national freight data platform. These contributions provide useful references for China in strengthening intermodal transport data standards, data-sharing mechanisms, and security governance. The review further notes that incentive-compatible public-private

collaboration and the integration of emerging technologies warrant more extensive discussion.

Keywords: Intermodal transport; High-quality development; Data governance; U.S. experience; Information systems

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标题: 以数据治理驱动多式联运高质量发展——评《美国多式联运数据治理研究》

摘要: 本文评介《美国多式联运数据治理研究》，以数据需求牵引与治理闭环为主线，梳理其从制度组织、规划数据需求、成本与需求数据、绩效指标与调查方法，到质量、安全与架构设计的论证逻辑。文章认为，该书将数据界定为公共部门规划、投资、监管与问责的基础能力，提出需求评估流程、指标计算思路与互操作框架，并据此形成全国货运数据平台的组件体系与分级实施路径。其对我国多式联运数据标准、共享机制与安全治理具有参考意义。同时提示政企协同激励与新兴技术融入仍需再展开。

关键词: 多式联运；高质量发展；数据治理；美国经验；信息系统

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The strategic importance of intermodal transport has continued to rise amid the accelerated restructuring of integrated transport systems. The key determinants of operating efficiency and service quality extend beyond physical facilities such as corridors and terminals; they increasingly reside in the capacity for coordination across transport modes, administrative departments, and regions. In this sense, intermodal transport has shifted from a narrowly defined problem of transport organization to a more complex problem of system governance. Coordination capability rests on a robust data foundation. Data

must be defined with consistent conventions, shared in an orderly manner, and traceable, while also supporting performance evaluation and the implementation of accountability. As policy agendas converge, including the national strategy of building China into a transportation powerhouse, integrated development, digital government and digital governance, and the institutional recognition of data as a factor of production, the principal constraint on intermodal transport has gradually shifted from insufficient infrastructure supply to insufficient data supply and governance capacity.

Practice further corroborates this shift. The freight chain spans multiple links and involves heterogeneous actors, including regulators, operating enterprises, port and terminal operators, information service providers, and shippers; any link may generate informational isolation and fragmentation. Although the volume of data resources continues to increase, recurrent problems persist, including inconsistent statistical conventions, mismatched spatiotemporal granularity, the absence of quality control mechanisms, and ambiguous access boundaries. These deficiencies leave public decision-making with incomplete information. Planning proposals often lack verifiable empirical bases, the relationship between investment and output remains difficult to quantify, and performance indicators related to congestion, safety, and the environment struggle to form a calculable, comparable, and traceable closed loop. Interregional coordination therefore becomes vulnerable to divergent conventions and rising coordination costs. Accordingly, the binding constraint on intermodal transport typically does not lie in whether facilities exist, but rather in whether data are available, whether they circulate in an orderly way, and whether circulating data can be transformed into decision support and governance instruments.

A Study on Data Governance for Intermodal Transport in the United States advances a systematic argument around these constraints and highlights the foundational role of data governance in intermodal transport development. The volume does not equate digitalization in intermodal transport with platform construction or information-system upgrading. Instead, it develops a coherent logic that starts with how public agencies articulate data requirements, proceeds to how they organize data resources, operationalizes governance applications through performance indicators and survey methods, and ultimately relies on governance arrangements to ensure data availability, controllability, and shareability. On this basis, the book offers a transferable systemic framework for China, encompassing data requirement assessment, data organization frameworks, performance indicator systems and survey methods, as well as data quality management, security controls, and data architecture design. This framework emphasizes unified conventions and shared reuse, reinforces an indicator-driven decision loop, and foregrounds the sustainability and governability of long-term platform operation. It thereby

provides intellectual support for the transition of intermodal transport from a project-construction orientation toward a governance-capacity orientation.

The book is authored by a cross-institutional team comprising Yang Lei, Hao Panfeng, Xu Jiefeng, and Li Jichun. Yang Lei, affiliated with the China Academy of Railway Sciences, has long specialized in railway containerization and intermodal transport and has participated in drafting multiple national and industry standards and policy documents. Hao Panfeng earned a doctoral degree at Beijing Jiaotong University and serves as Secretary-General of the China Container Industry Association; he has sustained engagement in consulting on corridor economies, hubs, and supply chains, supported by extensive practical cases. Li Jichun leads the logistics center at the Water Transport Research Institute of the Ministry of Transport and has directed multiple research and engineering programs as well as standard-setting initiatives. Xu Jiefeng brings a North American background in data-driven optimization and management research and has accumulated substantial experience across aviation, railways, and maritime logistics.

This combination of research institutes, industry associations, government research organizations, and internationally oriented consulting enables the book to align with public-sector decision logics while attending to the engineering details of data collection, standards, platforms, and applications. The authors do not treat data governance as synonymous with informatization. They situate it within the broader chain of transport system governance and organize the discussion around performance indicators, planning evaluation, data quality and security, and cross-departmental sharing mechanisms. Drawing on an extensive body of policy documents, standards, and case materials, the book explains how U.S. practice enables data to serve decision-making, accountability, and continuous improvement. This approach directly addresses China's practical challenges of fragmented data, limited sharing, and limited evaluability in intermodal transport.

The chapter organization presents an incremental relationship among transport planning data, performance indicators, and governance and platform recommendations, while the argument proceeds through problem definition, requirement derivation, and governance implementation. The authors first clarify the key governance problems that intermodal transport must address and the performance outcomes that require evaluation. They then derive the corresponding data requirements, propose schemes for data organization, collection, and dissemination, and finally establish institutional and procedural mechanisms that secure data sharing, responsibility tracing, and sustainable operation, thereby transforming data capacity into public governance capacity. For this reason, the book does not begin from platform construction; it examines intermodal transport within the framework of integrated

transport governance. It emphasizes that transport networks exhibit attributes of public systems, and data therefore carry not only enterprise operational information but also a shared medium for public planning, investment, regulation, and performance accountability. Under this positioning, the boundary of data governance follows the governance structure itself, and institutional arrangements and organizational division of labor directly determine the scope, granularity, and modes of data sharing and use.

1. Institutional Arrangements and Governance Actors Delineate the Boundaries of Data Governance

1.1 Repositioning Data within the Context of Public Governance

The book examines intermodal transport within a public governance framework and argues that, once a transport network functions as a public system, data cease to be confined to firm-level operational information and instead become a shared language through which public agencies conduct planning, investment decision-making, regulation, and performance accountability. The involvement of multiple actors increases coordination complexity and, in turn, elevates institutional requirements for data consistency, traceability, and verifiability. Accordingly, public authorities need to establish a unified data foundation on the basis of clearly defined responsibilities, well-specified authority–accountability chains, and explicit performance obligations, thereby enabling cross-modal and cross-regional comparative analysis and coordinated governance.

1.2 Institutional Requirements Imposed by Multi-level Governance Structures

Against the backdrop of the institutional environment of intermodal transport in the United States, the authors note substantial heterogeneity across rail, highway, waterway, and air transport in terms of operational organization, cost structures, and risk profiles. Freight markets exhibit a high degree of market orientation, with extensive inter-state and cross-border connectivity. In matters such as corridor governance, hub integration, safety oversight, and environmental management, public agencies require data support that spans actors and modes in order to make testable judgments regarding operational efficiency, public safety, and externalities. A division of labor and collaborative relationship emerges among federal authorities, state departments of transportation, metropolitan planning organizations, and industry bodies with respect to mandates, budgets, and governance instruments. The multi-level nature of decision chains therefore demands that data coverage, statistical definitions, and update mechanisms align with governance responsibilities. In this context, data governance shifts from an optional technical choice to a binding governance constraint, with objectives oriented toward strengthening public-sector

decision capacity and governance capability rather than improving the informatization performance of any single organization.

1.3 Credibility Foundations of the Research Perspective and Writing Motivation

The author team comprises members with long-term engagement in research on intermodal transport, standards, and policy, combining expertise in transport systems analysis with experience in standards development, policy evaluation, and consulting practice. The book organizes its materials primarily from the vantage point of public governance and planning decision-making, systematically drawing upon policies and regulations, departmental mandates, and practical cases, and emphasizing implementable pathways from needs identification to a complete governance cycle. This approach enhances both the credibility and the usability of the book's arguments. The authors further remind readers that the core of data governance does not lie in the accumulation of technologies; rather, it lies in the boundaries of data that are jointly shaped by institutional design, organizational coordination, and accountability mechanisms.

2. Data System Development Driven by Demand and Performance

2.1 Demand Identification and Strategic Assessment for Constructing a Data Inventory

The book decomposes data work in transportation planning into interrelated stages that include articulating data needs, assessing those needs, organizing data, and integrating data collection. It argues that public-sector data needs do not arise from arbitrary enumeration; statutory requirements, strategic objectives, and the management system jointly constrain them. Because the planning system defines not only goals and responsibilities but also the scope of data coverage, statistical definitions, and update frequencies, demand identification requires systematic comparison of the responsibilities and focal concerns of planning entities at different levels. Such comparison supports a shareable data foundation and enables cross-regional and cross-modal benchmarking. For needs assessment, the authors propose an operational pathway consisting of internal assessment, external assessment, and strategy selection assessment. Internal assessment identifies existing data assets, data quality conditions, and management capabilities. External assessment evaluates contextual conditions, stakeholder structures, and technical feasibility. Strategy selection assessment links needs to implementable measures through gap identification, option selection, and strategy formulation. This pathway filters conceptual desires into essential data requirements and establishes correspondence between data needs and policy instruments, management measures, and resource commitments.

2.2 Responsibility Mapping and Data Organization to Enhance Implementability

The authors further stress the importance of responsibility mapping and argue that data requirements should correspond to accountable entities and executable actions. A single governance objective often spans multiple units, including operational management, engineering construction, and public transit management. When data cannot be mapped to organizational mandates, project measures, and performance appraisal requirements, public agencies encounter difficulties in performance evaluation and cannot establish a clear accountability chain. In data organization and integration, the book explains interdependencies among traffic monitoring, outcome evaluation, long-term planning, project implementation, and appraisal and improvement within the planning cycle. It shows that the manner in which management systems embed into planning processes determines the efficiency of data sharing and reuse. Building on information engineering and business-oriented approaches, the authors argue that data models, database design, and application design should evolve iteratively with business processes, and that data systems should serve continuous improvement rather than one-off construction. Regarding the organization of a data program, the book proposes that a dedicated entity coordinate needs assessment, data organization, data collection, and data dissemination under constraints of coordination, integration, organization, and consistency. It specifies primary and secondary data sources and defines corresponding storage and access mechanisms. The authors also emphasize that planning should incorporate externalities such as safety, environmental impacts, energy, and economic development into a measurable framework so that policy evaluation and resource allocation can rely on consistent evidence.

2.3 Key Data Types and Evaluation Instruments as a Governance Closed Loop

Regarding key data types, the authors position cost data as a critical nexus between firm-level decision-making and public investment. Firms use cost data to conduct modal choice and system optimization analyses, whereas public agencies rely on cost structures and determinants to identify investment priorities, formulate maintenance strategies, and assess the feasibility of policy tools. In intermodal contexts, handling and transshipment, waiting and queuing, and mode-transfer time and fees generate cumulative effects that can substantially shape overall efficiency. Without stable and comparable cost data, public agencies cannot readily locate the sources of efficiency losses or distinguish among infrastructure, organizational, and regulatory bottlenecks. Demand data underpin the capacity to forecast freight flows, scales, and spatiotemporal distributions. Demand generation reflects shipper behavior, carrier organization, land-use structure, and changes in economic activity, and it should remain consistent with the input structure of forecasting models. Accordingly, the authors recommend

designing collection and updating mechanisms in reverse from model requirements, thereby building linkage among models, data, and policy and avoiding a disjunction between data and models that would weaken the evidentiary basis for planning decisions.

To embed data within a governance closed loop, the authors further examine the complementarity between performance indicator systems and freight demand survey methods. Performance indicators specify governance objectives and evaluation dimensions, whereas surveys provide stable data supply and updating mechanisms. Together they enable cross-regional and cross-modal comparison and policy evaluation. The book reviews major evaluation dimensions that include safety, system maintenance and preservation, mobility and reliability and congestion, availability and connectivity, environmental impacts, cost efficiency, and economic development. It argues that modal heterogeneity requires a framework that balances comparability with differentiation. Indicator systems should include both computational logic and data collection logic. They achieve comparability through explicit definitions of denominators, time windows, and spatial units. The book presents a comprehensive set of computational approaches, including weighted representations of mobility and reliability, intensity-based measures of safety risks, intensity-based expressions of energy consumption and emissions, unitized accounting of operating costs that incorporates labor, fuel, insurance, maintenance, and depreciation, and representations of investment effects through employment contributions. These computable indicators provide a technical basis for cross-regional and cross-modal comparison and offer actionable tools for budget allocation, project prioritization, and policy evaluation.

In data acquisition mechanisms, the authors note that freight demand surveys confront structural complexity caused by diverse commodity categories and measurement conventions, the coexistence of public and private actors, and nested cross-modal and cross-jurisdictional movements. Method selection therefore entails trade-offs among accuracy, cost, data availability, and compliance. The authors argue that surveys should not merely fill data gaps. Public agencies should define standards for statistical definitions, update frequencies, privacy protection, and boundaries of commercially sensitive information, and align survey processes with indicator systems, planning models, and management responsibilities. Such alignment supports a planning and evaluation system that can operate stably over time and continue to enable cross-departmental collaborative governance.

In addition, the authors contend that indicator systems should align with stakeholder demand structures. Shippers and carriers prioritize timeliness, reliability, and predictability. Public agencies prioritize safety, environmental performance, and infrastructure preservation. Investors prioritize cost efficiency and the performance of capital utilization. Only when an indicator framework provides an interpretable

logic of trade-offs across these dimensions can public agencies allocate resources transparently and communicate effectively with society.

3. A Data-Governance Loop and Platform Pathway Integrating Quality, Security, and Architecture

3.1 An Operational Governance Model Centered on Leadership and Accountability Chains

Building on the demand and methodological system, the book proposes a sustainable data-governance framework that institutionalizes governance capabilities through the coordination of quality, security, and architecture. It places data leadership at the center of overall coordination and relies on data architecture as the supporting backbone. It treats data quality, data security, data operations, and data implementation as core pillars, forming a governance structure that enables accountable performance assessment and reduces the extent to which any single tool determines governance outcomes. In its governance scheme, the book maps the relationships among data users, data types, and application scenarios. These scenarios include traffic operations and incident management, analysis and planning, model development and validation, and information services. This mapping presupposes clear boundaries of authority and authorization rules, thereby providing an institutional foundation for data sharing and reuse.

3.2 A Closed Loop for Quality Management and the Implementability of Standardization

For quality management, the authors construct a closed-loop process that begins with business needs. It proceeds through needs definition, information-environment analysis, governance and business-impact assessment, root-cause identification, and improvement plan formulation. Control measures then support both correction and prevention. By linking quality improvement to business consequences, the authors make improvement goals measurable and provide data-based grounds for accountability and continuous improvement. For security and standards implementation, the book emphasizes unified terminology and executable rules. It regulates data transfer through requirements on coverage rates and minimum data volumes, improving both comparability and compliance in cross-departmental exchange. The authors also propose an interoperability framework that connects institutional arrangements, including operating policies and procedures, demand definitions and use cases, implementation guidance, and collaboration agreements, with technical functions such as data exchange standards, asset catalogs, gap identification, and interface standardization. This integrated pathway supports stable exchanges across systems and data nodes and enables querying, responding, and business coordination through multiple exchange modes.

3.3 Domain-Segmented Architecture and Processing Pathways for Trusted Sharing

In its architectural discussion, the book proposes a data-center approach that separates public domains from trusted domains. Multi-source heterogeneous data enter the data center through access and transformation interfaces, and the system then supplies downstream functions such as data warehousing, search, business intelligence tools, and business applications. This design enables trusted connections across systems. The authors compare ETL and ELT processing pathways in cloud environments, arguing that each better fits different requirements such as batch processing versus analytical elasticity. They also stress that architecture selection should balance processing efficiency, system scalability, and governance costs. Overall, the book integrates quality, security, and architecture into a single governance loop and provides a holistic design logic for platform construction that spans accountability chains and technical support.

3.4 A Gradualist Approach to Building a National Freight Data Platform

The book extends the above framework to platform construction recommendations for China. It argues that the accuracy, timeliness, and completeness of freight data directly shape the scientific quality of demand assessment, network performance evaluation, and investment decision-making. Although China's infrastructure supply capacity continues to improve, persistent problems remain, including dispersed data resources, inconsistent statistical definitions, and unclear boundaries for sharing authorization. These issues constrain cross-modal and cross-regional coordination while hindering stable performance evaluation and accountability tracing. The authors propose that an intermodal-transport authority or coordinating body lead a national research initiative to specify platform objectives, service scope, and top-level architecture. This initiative should integrate existing information resources in rail, road, water transport, aviation, and pipelines and should advance interconnection and resource sharing. The platform architecture should cover physical elements of the transport system, freight elements, functional roles and business processes, data sources and freight-related datasets, model systems, data standards, and user interfaces with supporting documentation, thereby ensuring scalability and continuous evolution. The authors also recommend embedding data-governance rules into collaborative mechanisms. They call for unified terminology and classification systems, a freight data-source inventory, explicit accountability boundaries and audit requirements, and a tiered authorization system that balances openness and sharing with national security and commercial confidentiality.

For implementation, the authors emphasize an application-scenario-driven and gradualist pathway. They recommend initiating the program with one or two core decision scenarios to conduct baseline

data inventorying and gap analysis. The program should then expand from single-application coverage to multi-application coverage and finally to comprehensive coverage. In parallel, decision makers should evaluate centralized and distributed storage routes, improve compatibility and integration with existing architectures and industry standards, and avoid redundant construction. The authors further note that platform implementation requires coordination across technical compatibility, the policy scope of openness, cost constraints, and stakeholder collaboration. A phased implementation plan and supervision mechanisms should support long-term operation. To increase implementability, the book proposes strengthening guidance and oversight in areas such as architecture definition, component inventories, phased plans, participation agreements, gap analysis, data classification, and storage-route selection. It also stresses strict data privacy protection strategies and security audit mechanisms to mitigate data security risks, together with integration interfaces that connect to existing standards and systems to reduce duplication of investment.

Finally, the authors argue that platform implementation should include comprehensive cost-benefit accounting. This process should identify hidden costs such as efficiency losses and resource waste caused by data fragmentation, thereby determining priority application scenarios and data domains. The book recommends leading with unified terminology and standards, progressively improving interface specifications and data catalogs, and expanding the scope of sharing within a tiered authorization and audit framework. This approach can release the value of data as a factor of production while preserving controllability.

Implications

Overall, *Research on Intermodal Data Governance in the United States* offers value not merely by summarizing U.S. experience, but also by articulating a transferable analytical framework and an implementable pathway.

First, the book demonstrates strong systemic coherence. It begins with the institutional environment and organizational arrangements, proceeds to the identification and assessment of data needs, data organization and collection, performance indicators and survey methods, and ultimately concentrates on data quality management, data security, and interoperability architecture, before deriving policy recommendations for platform development. This analytical chain foregrounds the intrinsic linkage among institutions, organizations, and data, and it avoids reducing platform development to a narrowly construed digitalization project.

Second, the book provides methodological clarity. It presents the strategic assessment process for

data needs, the composition of data plans and responsibility mapping, and the alignment between performance indicators and functional objectives in stepwise, checklist-oriented forms, which facilitates reuse across regions and transport modes.

Third, the book emphasizes practical operability. It consistently attends to the economic feasibility of data collection, integration bottlenecks, and boundary conditions, while proposing rules such as minimum data-volume and coverage requirements, a closed-loop approach to quality management, and coordinated institutional–technical frameworks for interoperability. In doing so, it translates standards, security, and quality into enforceable managerial requirements.

Fourth, the book provides directly applicable guidance. Guided by public-sector decision needs, it develops a component architecture and a tiered implementation approach for a national freight data platform and offers recommendations for oversight and rollout. These contributions supply a workable reference for top-level design, clarification of responsibilities, and collaborative governance in China.

Fifth, the book exhibits notable integrative capacity. It places transportation planning, statistical indicators, survey techniques, data governance, and systems architecture within a single logical framework, thereby offering a shared language for cross-sector and interdepartmental coordination.

At the same time, the book leaves room for further development. The discussion adopts public-sector governance as its main axis, and it could deepen its analysis of incentive mechanisms for enterprise-side data collaboration, particularly regarding data rights, cost sharing, and benefit distribution among shippers, carriers, and platform operators. In addition, the cases and application scenarios largely address generic planning and management tasks; future work could test the adaptability of the proposed framework in more highly constrained contexts such as cold-chain logistics, hazardous materials transport, and cross-border intermodal services. Finally, the book could further elaborate how emerging technologies interface with governance mechanisms, for example privacy-preserving computation, trustworthy data sharing, and intelligent data-quality monitoring, in order to enrich the governance toolkit.

Conclusion

Research on Intermodal Data Governance in the United States connects scholarship on intermodal transport with scholarship on data governance. Its contribution lies not only in its systematic synthesis of U.S. practice, but also in the transferable analytical framework and implementation pathway that it provides. By integrating the institutional environment, organizational arrangements, data requirements, indicator-based evaluation, survey mechanisms, and a governance feedback loop into a coherent logic,

the book offers methodological support for public agencies seeking to advance collaborative governance in intermodal freight. The authors consistently foreground the economic feasibility of data collection, integration bottlenecks, and boundary conditions; they translate standards, security, and quality into operational rules; and they propose actionable recommendations on national-level platform architecture and phased implementation. The book also indicates that incentive-compatible mechanisms for public–private data collaboration and the incorporation of emerging technologies warrant further development. Overall, the book merits the attention of transportation authorities, researchers and practitioners in transportation planning and management, logistics scholars, and leaders responsible for data platforms and data governance, and it can provide both theoretical grounding and practical pathways for promoting the high-quality development of intermodal transport in China through data governance.

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