

How does the Guangdong-Macao Cooperation Zone innovate its administrative system to enhance policy implementation capacity—based on the perspective of cultural and creative industries policy

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Abstract

This study explores how the Hengqin Guangdong-Macao In-depth Cooperation Zone utilizes "One Country, Two Systems" to innovate administrative systems and optimize cultural and creative industries (CCI) policy implementation. Combining qualitative and quantitative methods, it aims to uncover the internal mechanisms and external drivers of CCI development in the Zone. Using Vosviewer, the latest global research on industrial policies and CCI was systematically analyzed. The study highlights that effective public policy intervention can amplify CCI's positive effects and promote industry prosperity. Qualitative analysis, including content analysis with Octopus Software and Rostcm6, focused on the Zone's collaboration with Macao in developing CCI with Zen aesthetics, revealing their unique contributions to Macao's industrial diversification. Field research explored how the Zone attracts and retains CCI talents through an institutionally inclusive environment, finding distinct preferences for public policies among different talent groups. Regarding administrative innovations, the Zone's Management and Executive Committee-centered system facilitates integration and coordinated development with Macao, reflecting the central and provincial governments' commitment to empowering the Zone. Results show that this unique administrative system enhances investment willingness and promotes CCI agglomeration, laying a foundation for CCI's sustained and healthy development. Overall, this research provides theoretical support and practical guidance for promoting local industrial policy implementation through administrative innovations in the Hengqin Guangdong-Macao In-depth Cooperation Zone.

Keywords : Implementation of public policy, Innovative administrative system, Intergovernmental relations, Cooperation zone

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Introduction

In September 2021, the Central Committee of the Communist Party of China and the State Council publicly released the "Overall Plan for the Construction of the Hengqin Guangdong-Macao In-depth Cooperation Zone," outlining a visionary blueprint for the development of the Cooperation Zone, marking the beginning of a new phase of comprehensive implementation and accelerated progress.¹ Situated at the intersection of "One Country, Two Systems," the Guangdong-Macao In-depth Cooperation Zone serves as a natural testing ground, pioneering the alignment of domestic and international rules and institutional innovations in areas such as civil and commercial affairs, with the aim of generating replicable and scalable experiences. During his inspection tour in Guangdong, President Xi Jinping emphasized, "We should make the Guangdong-Hong Kong-Macao Greater Bay Area a strategic fulcrum for the new development paradigm, a demonstration area for high-quality development, and a pacesetter for China's modernization." Chinese-style modernization is the socialist modernization led by the Communist Party of China. It shares common features with other countries' modernizations but also has distinct Chinese

characteristics based on national conditions. People's Daily. The successful development of the Hengqin Guangdong-Macao In-depth Cooperation Zone is not only an inevitable requirement of Chinese-style modernization but also enriches its connotation and extension. On March 1, 2024, the Hengqin Guangdong-Macao In-depth Cooperation Zone officially implemented customs closure operations from zero hours, marking a crucial step in building a new, highly integrated, and open system with Macao, which contributes to enriching the practical exploration of "One Country, Two Systems." Currently, Hengqin's cultural and creative industries, driven by public policies, demonstrate significant development potential but also face challenges such as financing difficulties, talent shortages, insufficient internationalization, and an industrial structure needing optimization. These issues limit the further expansion and innovative development of the industry, urgently requiring increased policy support and corresponding strategies to promote higher-quality development. In this context, this study aims to delve into the current status, problems, and challenges of Hengqin's cultural and creative industries, providing valuable references for policy formulation and industrial development. The development of cultural and creative industries also cannot be separated from the promotion of industrial policy tools. Therefore, in the construction of the Hengqin Guangdong-Macao In-depth Cooperation Zone, how to precisely utilize industrial policy tools to break administrative barriers, optimize resource allocation, stimulate market vitality, and promote the deep integration and coordinated development of cultural tourism and entrepreneurship with Macao and even the Guangdong-Hong Kong-Macao Greater Bay Area at a higher level and in a broader

¹Breitung, W. (2009). Macau residents as border people – A changing border regime from sociocultural perspective. *Journal of Current Chinese Affairs*, 38(1), 7–17. <https://doi.org/10.1177/186810260903800106>.

scope has become an academic topic that requires in-depth research.

Literature Review

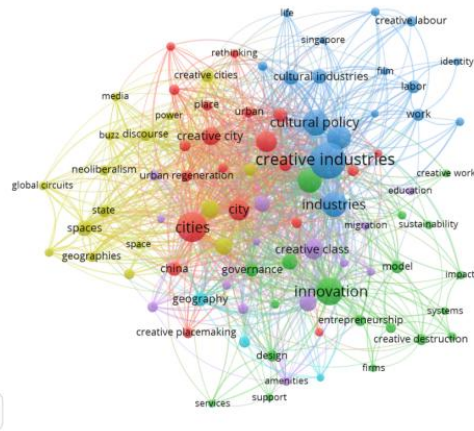


Fig1.The analysis result graph using Vosviewer for "culture and creative industry policy"

This study selected 450 articles related to "culture and creative industry policy" from the Science Citation Index Expanded (spanning from 2000 to the present) and the Social Sciences Citation Index (spanning from 2007 to the present), both part of the Web of Science Core Collection database, on the Web of Science website. The full records along with their cited references were exported. The data were then imported into VOSviewer to create this data visualization map. The purpose of this analysis is to explore the trends, patterns, and interconnections within the academic discourse surrounding this topic.

VOSviewer, developed by Van Eck and Waltman in 2009, is a powerful tool for visualizing scientific literature, vocabulary, and other types of data. Its strength lies in its ability to reveal patterns within data and facilitate a deeper understanding of its internal structure. By leveraging VOSviewer's capabilities, this study aims to provide insights into the evolving landscape of research on culture and creative industry policy.

To conduct this analysis, relevant literature was first identified and retrieved from Web of Science using keywords such as "culture and creative industry" and "policy." The retrieved metadata files were then imported into VOSviewer for processing. The software was configured to analyze keyword co-occurrences, allowing for the identification of clusters and trends within the dataset.

The resulting visualization presents a network map of the keywords, with each node representing a unique keyword and edges connecting nodes that co-occur in the literature. The size and color of each node indicate its significance and the cluster to which it belongs, respectively. This representation allows for a clear visualization of the interconnections between different keywords and the formation of research clusters.

Through this analysis, several key findings emerge. Firstly, the visualization reveals several distinct clusters of research, each focusing on different aspects of culture and creative industry policy. These clusters reflect the diverse range of topics and perspectives within the field. Secondly, the analysis highlights the most significant keywords within each cluster, providing insights into the primary research themes and trends. Finally, the visualization allows for the identification of emerging research areas and potential future directions within the field.

In conclusion, this visualization analysis provides a valuable overview of the academic discourse on culture and creative industry policy. By leveraging VOSviewer's capabilities, this study has revealed the trends, patterns, and interconnections within the literature, offering insights into the evolving landscape of research in this field. The findings of this analysis have implications for both

researchers and policymakers, guiding future research endeavors and informing policy decisions.

In discussions about public policy and cultural and creative industries (CCI), a controversial survey question is whether the application of public policy to CCI is beneficial. On one hand, some individuals argue that the effects of public policy on CCI are significant.² From this perspective, Bruno S. Frey, in his book "Arts and Economics," points out that artistic creativity largely depends on artists' performance within the existing system, which varies based on the degree of centralization of power. In authoritarian countries, artistic form diversity is limited, but quality is high. Conversely, financial support for art is more widespread in decentralized democracies, resulting in smaller differences among different types of art. During comparative analysis, I found that different countries and regions have distinct focuses when developing CCI. The UK government promotes CCI through partnerships, while the US advocates free competition with minimal government intervention. Dave O'Connor, a British culturalist, states that local cultural policies influence CCI output, making municipal governments central to creative initiatives. In 2007, Botanzky and Chapelle observed that innovative artistic practices are often funded by the state, while cultural products like films and music generate profits through commerce, and traditional economic activities include manufacturing and services. Culture permeates various economic practices, most notably in consumption and services, fostering efficient workers regardless of the sector. As academics, politicians, and thinkers have expressed, cultural practices are embedded in a wide range of economic activities. The rapid development of CCI in the UK under the New Labour government was partially due to the institutionalization of CCI by the Department for Culture, Media, and Sport.

In contrast to these studies, Bruno Frey proposed the motivation crowding theory in 1997, which suggests that some scholars believe public policy intervention in CCI hinders its development. Under certain conditions, increased prices (or monetary rewards) reduce performance (work input). CCI creativity strongly relies on intrinsic motivation and self-expression, so the theory posits that public policy intervention is detrimental to CCI development. I most agree with the view expressed by Richard Florida and the urban new left in 2002, which states that the cultural labor force is emancipatory. Dave O'Connor says that addressing job exploitation and structural inequality is something that innovative workers may actively support. Public policy in the creative economy should allow people to work without having to worry about making a living. In 2010, Hesmondhalgh pointed out that jobs in the cultural sector are not only high-quality but also meaningful, which policymakers advocate as good jobs and social change. Therefore, I firmly believe that while paying attention to cultural policy, cultural work should strengthen cultural education, which cultivates people's diverse interests and ultimately expands the CCI market.

Regarding the externalities of CCI, a controversial issue is whether CCI possesses and how it exerts these externalities. From the perspective of new findings in spatial economics, or new economic geography, local markets have an amplification effect. The larger the local market, the greater the proportion of enterprises concentrated in the area, akin to gravitational attraction spreading from a point to an area. Due to the existence of circular and cumulative causal chains, industries are interconnected. Specifically in the cultural tourism industry within CCI, in 1982, tourist scholars Wall and Mathieson were the first to apply multiplier theory to tourism research. They indicated that industrial interconnectedness refers to the interdependence, close connection, and joint development of various industries during socio-economic development. Tourism is closely related to transportation,

² Cheong, S. -M., & Miller, M. L. (2000). Power and tourism: A Foucauldian observation. *Annals of Tourism Research*, 27(2), 371–390. [https://doi.org/10.1016/S0160-7383\(99\)00065-1](https://doi.org/10.1016/S0160-7383(99)00065-1).

construction, arts and crafts trade, and trade production technology. However, another view contradicts these conclusions. A 2006 study by Lausch and Negre in the US showed that the size of the creative class had a negligible impact on urban economic growth. I most agree with the US scholars Hansen and Niedomysl, who in 2009 pointed out that the creative class is the most valuable and growth-potential part of the labor force, with work that contains a high creative component. The creative class attracts innovative companies and capital inflows, while the demand for creative class services creates low- and middle-income service jobs, driving regional economic growth. Therefore, "creative hubs" with a dense creative class will have a higher proportion of innovation, more startup high-tech companies, stronger job creation capabilities, and more sustained economic growth.

Research Design

This study is based on five policy documents, which are categorized into three levels. The first level includes documents issued by the Central Committee of the Communist Party of China and the State Council, namely, the "Overall Plan for the Construction of the Hengqin Guangdong-Macao In-depth Cooperation Zone" and the "Construction Plan for Hengqin International Leisure and Tourism Island". The second level consists of documents issued by central government departments and provincial governments, specifically, the "Overall Development Plan for the Hengqin Guangdong-Macao In-depth Cooperation Zone" and the "Cultural and Tourism Development Plan for the Guangdong-Hong Kong-Macao Greater Bay Area". The third level comprises policy documents issued by Hengqin itself, namely, the "Support Measures for the Development of Cultural and Tourism Industry in the Hengqin Guangdong-Macao In-depth Cooperation Zone". However, through participatory observation and in-depth interviews, it was found that there are deviations between the actual situation and the ideal scenarios outlined in the aforementioned policy documents.

The inadequate implementation of cultural and creative industry policies in the Hengqin Guangdong-Macao In-depth Cooperation Zone is mainly manifested in the following aspects: Firstly, insufficient policy awareness and understanding. Some market entities in the cultural and creative industries may lack in-depth understanding of policies, and have inadequate comprehension of policy specifics, application conditions, operational procedures, etc.³ resulting in the failure to fully unleash policy dividends. This may be related to the insufficient breadth and depth of policy promotion, necessitating further enhancements in policy interpretation, promotion, and dissemination efforts. Secondly, imperfect policy implementation mechanisms. Despite the issuance of policies, issues such as inadequate mechanisms and cumbersome processes may exist during implementation, leading to inefficient policy implementation. For instance, policy application, approval, and fund disbursement processes may involve long timelines and complex procedures, which can dampen enterprise enthusiasm and policy effectiveness. Thirdly, uneven distribution of policy resources. Within the cultural and creative industry, enterprises in different fields and of different sizes may face different policy treatments. Some large enterprises or well-known brands may more easily obtain policy support and resource allocation, while small and medium-sized enterprises or emerging sectors may face resource scarcity and insufficient support. This can lead to unbalanced development within the cultural and creative industry, affecting the healthy development of the overall industrial ecosystem. Fourthly, policy disconnect from market demand. Some policies may fail to fully consider market demand and industry development trends, resulting in deviations between policy orientation and market

realities. This can lead to ineffective policies and even negative effects. Therefore, policy formulation needs to be closer to market realities, with a focus on close integration with industrial development. Fifthly, the absence of policy supervision and evaluation mechanisms. The lack of effective supervision and evaluation mechanisms during policy implementation may lead to issues such as inadequate policy execution and poor effectiveness. Establishing sound policy supervision and evaluation mechanisms can promptly identify problems in policy implementation and take effective measures to resolve them, ensuring the smooth achievement of policy objectives. Addressing the above issues, the Hengqin Guangdong-Macao In-depth Cooperation Zone needs to further strengthen policy promotion and interpretation, improve policy implementation mechanisms, optimize policy resource allocation, enhance policy alignment with market demand, and establish sound policy supervision and evaluation mechanisms. These efforts will drive the effective implementation of cultural and creative industry policies and the sustained and healthy development of the cultural and creative industry.

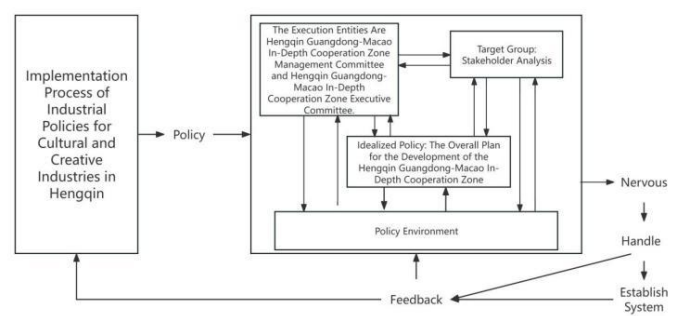


Fig2. Technical Roadmap

Discussion

Smith's Policy Implementation Model provides a comprehensive framework for analyzing how policies are translated into action, highlighting the importance of factors such as idealized policies, implementing organizations, target groups, and environmental conditions. Applying this model to the context of Hengqin's administrative system innovation to enhance policy execution capability, specifically in the cultural and creative industries (CCI) sector, involves several key considerations.

Idealized Policies in the Guangdong-Macao Cooperation Zone

The idealized policies in the Guangdong-Macao Cooperation Zone, specifically in the context of enhancing policy implementation capacity for cultural and creative industries (CCI), relate to policies that are clearly defined and well-targeted. To evaluate whether the public policies formulated by the Hengqin Guangdong-Macao In-depth Cooperation Zone Administration to promote the development of the CCI constitute idealized policies, the following analysis is conducted from several perspectives:

Clear and Practicable Policy Objectives:

Idealized policies should possess clear and feasible objectives. The policy objectives of the Hengqin Guangdong-Macao In-depth Cooperation Zone are aligned with local conditions, resource endowments, market demands, and long-term development plans. However, some policy objectives are overly ambitious, overlooking

3 Yang, L. (2019). Tourism-driven urbanisation in China's small town development: Yiren Town, China. *International Journal of Tourism Anthropology*, 7(2), 132–156. <https://doi.org/10.1504/IJTA.2019.101238>.

4 Lin, D., & Simmons, D. (2017). Structured inter-network collaboration: Public participation in tourism planning in southern China. *Tourism Management*, 63, 315–328. <https://doi.org/10.1016/j.tourman.2017.06.024>

potential difficulties and challenges in practical operation. Although they fully consider regional characteristics and industrial foundations, they fail to account for demographic downtrends, and the practicality of policy objectives needs enhancement. The public policies formulated by the Hengqin Guangdong-Macao In-depth Cooperation Zone Administration to promote the development of CCI are typically closely related to deepening cooperation between Hengqin and Macao in CCI, enhancing the competitiveness and innovation capabilities of CCI, and driving high-quality development of CCI. These objectives closely integrate the actual situation and development needs of the Hengqin Guangdong-Macao In-depth Cooperation Zone, fully utilize regional characteristics and advantages, and align with the overall trend of current cultural industry development. Therefore, from the perspective of policy objectives, these policies are practical.

Appropriateness of Policy Content:

The content of idealized policies should provide reasonable support measures and guidance for the development needs of CCI, including financial support, tax incentives, talent cultivation, market development, etc. The policy content should be based on sufficient research and demonstration to ensure that policy measures effectively address key issues in the development process of CCI, while avoiding adverse impacts on other industries or public interests. The Hengqin Guangdong-Macao In-depth Cooperation Zone Administration usually introduces a series of specific measures to support the development of CCI. For example, by providing fiscal subsidies, tax incentives, talent introduction and training policies, it attracts and cultivates CCI enterprises and talents; by building CCI service platforms and promoting the integrated development of CCI with tourism, technology, and other industries, it enhances the added value and market competitiveness of CCI; by strengthening exchanges and cooperation with the international market, it promotes the internationalization of CCI products. These policy measures are both targeted and forward-looking and innovative, providing strong support and guarantees for the development of CCI. Therefore, from the perspective of policy content, these policies are appropriate.

Clarity, Feasibility, and Flexibility of Policy Provisions:

Idealized policies should have clear guiding principles and operational procedures, enabling policy executors to clearly understand policy intentions and act accordingly. At the same time, policy provisions need to consider implementation feasibility, including policy regulatory mechanisms, enforcement efforts, resource allocation, etc. Ambiguous policy provisions or excessive execution difficulty will affect the effective implementation of policies. In terms of policy provisions, the Hengqin Guangdong-Macao In-depth Cooperation Zone Administration usually formulates detailed and specific policy measures and implementation rules, clarifying key elements such as the scope of application, application conditions, approval processes, and reward standards of the policies. These provisions not only help enterprises and individuals better understand and grasp the spirit of the policies but also enable policy enforcement departments to work more standardly and efficiently. At the same time, these policy provisions fully consider the feasibility and effectiveness of practical operations, avoiding ambiguity and uncertainty in the policy implementation process. Therefore, from the perspective of policy provisions, these policies are clear and feasible.

The CCI is a rapidly developing and ever-changing field; therefore, policy design should possess a certain degree of innovation and flexibility to adapt to the constantly changing market and technological environment. Policies should encourage innovative thinking and practice while reserving space for adjustment and optimization to address new situations and challenges that may arise in the future.

Forms and Types of Policies:

The form of a policy typically refers to its expression and structural arrangement. In formulating policies to promote the development of CCI, the Hengqin Guangdong-Macao In-depth

Cooperation Zone Administration may adopt various forms, including laws and regulations, policy documents, action plans, project guides, etc. These forms have their own characteristics and can comprehensively and systematically guide the development of CCI. For example, laws and regulations provide legal protection for CCI, policy documents clarify development goals and measures, action plans detail implementation steps, and project guides direct the implementation of specific projects. This diversified policy form contributes to forming a systematic and comprehensive policy support system, reflecting the scientificity and systematicness of policy formulation. Policies can be classified into multiple types, such as incentive policies, restrictive policies, and guiding policies. When promoting the development of CCI, the Hengqin Guangdong-Macao In-depth Cooperation Zone Administration comprehensively utilizes various types of policies. For example, it attracts enterprises and talents through tax incentives and fiscal subsidies; it regulates market order through industry access standards and intellectual property protection; and it clarifies development directions through industrial planning and project guidance. This combination of multiple types of policies can provide targeted support for different links and aspects of CCI development, reflecting the flexibility and targeted nature of policy formulation.

Social Image of Policies:

The social image of a policy refers to its image and recognition in the public mind. In promoting the development of CCI, the Hengqin Guangdong-Macao In-depth Cooperation Zone Administration focuses on policy promotion and dissemination, increasing public awareness and recognition of policies through media releases, policy interpretations, experience sharing, and other methods. At the same time, policy formulation fully considers social needs and public interests, reflecting policy fairness and democracy. These efforts help shape a good social image of policies, increase public support and cooperation for policies, and lay a solid foundation for the smooth implementation of policies and the rapid development of CCI. In summary, the public policies formulated by the Hengqin Guangdong-Macao In-depth Cooperation Zone Administration to promote the development of CCI demonstrate a high level in terms of goal setting, content arrangement, and provision clarity. These policies are not only practical, appropriate, and feasible but also highly targeted and innovative, providing strong support and guarantees for the development of CCI. Of course, any policy needs continuous testing and improvement in practice. The Hengqin Guangdong-Macao In-depth Cooperation Zone Administration should also promptly adjust and optimize policy measures based on actual conditions to ensure the realization of policy objectives and the sustained and healthy development of CCI. The public policies formulated by the Hengqin Guangdong-Macao In-depth Cooperation Zone Administration to promote the development of CCI demonstrate a high level in terms of form, type, scope, and social image. These policies are not only scientific and systematic but also flexible and targeted; they fully consider factors such as audience, geography, and target objects, forming a comprehensive and systematic policy support system; in addition, they focus on policy promotion and dissemination, shaping a good social image. These characteristics collectively constitute important elements of idealized policies, providing strong support for the rapid development of CCI in the Hengqin Guangdong-Macao In-depth Cooperation Zone.

Analysis of Policy Implementation Entities - Innovating Public Administration Systems

The implementation of new public administration systems is pivotal in establishing a new cross-regional integration framework. The Hengqin Guangdong-Macao Deep Cooperation Zone has established an administrative management system centered on a Management Committee and an Executive Committee. These bodies serve as the deliberative and decision-making entity and the daily operational entity responsible for the cooperation zone's development and management, respectively. This system facilitates

integrated development and the coordination of economic interests between the two regions and represents a new manifestation of "delegating power and empowering" the cooperation zone by the central and provincial governments.

Personnel and Structure:

The personnel composition of the Hengqin Guangdong-Macao Deep Cooperation Zone Management Committee is diversified and professional. The personnel of the Executive Committee of the Cooperation Zone and its subordinate working bodies (such as the Administrative Affairs Bureau, Legal Affairs Bureau, Economic Development Bureau, etc.) embody the characteristic of "joint construction by Guangdong and Macao, with Macao taking the lead." This means the team comprises professionals from Guangdong as well as experts and officials from Macao, which helps integrate the advantages of both regions. Additionally, international recruitment is possible: the Executive Committee can select and hire staff from professionals both within and outside China. This initiative helps attract talents with international perspectives and experience in the cultural and creative industries, providing intellectual support for the development of the cultural and creative industries in the cooperation zone. The Hengqin Guangdong-Macao Deep Cooperation Zone Management Committee has separated decision-making and execution within its organizational structure. The Management Committee has established an Executive Committee and a Secretariat, with the Executive Committee undertaking functions such as economic and livelihood management and serving as the main executing body for the development of cultural and creative industries. This structure ensures the scientific nature of decision-making and the efficiency of execution. Departmental collaboration is essential: the multiple working bodies under the Executive Committee (such as the Economic Development Bureau, Financial Development Bureau, Commercial Services Bureau, etc.) need to closely collaborate to jointly promote the implementation of cultural and creative industry policies. Regarding obstacles in policy execution, Zhuhai Dahengqin Group Co., Ltd., a state-owned enterprise established in April 2009, is a Zhuhai city-owned enterprise. However, the leadership of the Hengqin Management Committee is mainly composed of individuals from Guangdong Province and the Macao Special Administrative Region (SAR). This is certainly not a healthy organizational structure. Currently, the Management Committee, led by Guangdong Province and the Macao SAR, delegates specific tasks to Zhuhai's state-owned enterprises for implementation, which can lead to significant issues. Targeted suggestions include appointing the Zhuhai Municipal Party Secretary as the Deputy Director of the Standing Committee and allowing Macao to take the lead in development. Wu Chuangwei serves as the Director of the Commercial Services Bureau of the Hengqin Guangdong-Macao Deep Cooperation Zone, while Qiu Runhua, from Macao, serves as the Deputy Director. This presents certain challenges in work coordination. In response, the Hengqin Guangdong-Macao Deep Cooperation Zone established Hengqin Deep Cooperation Investment Co., Ltd. on June 9, 2022. Hengqin Deep Cooperation Investment Co., Ltd. is an important platform for efficiently implementing key tasks of the Executive Committee of the Cooperation Zone. With "industrial investment, development and construction, asset operation, and talent services" as its main businesses, it actively contributes to fulfilling the Cooperation Zone's mission of promoting the moderate diversified development of Macao's economy. In the future, Hengqin Deep Cooperation will further play the role of a practitioner and main force in investment promotion services within the Cooperation Zone, striving to become a shaper of the business environment, an operator of state-owned assets, a provider of public services, and a completer of industrial investments in the Cooperation Zone. It will endeavor to contribute new and greater strength to implementing national strategies and serving the overall interest of "One Country, Two Systems."

Leadership Models of Administrative Organizations:

A dual-director system is implemented for joint leadership: The Management Committee of the Cooperation Zone adopts a dual-director system, with senior officials from Guangdong Province and the Macao SAR serving as co-directors. This leadership model helps coordinate the interests of the two regions and ensures the fairness and effectiveness of policy formulation. It aids in forming consensus in decision-making: In areas such as major planning, policies, projects, and personnel appointments and removals, the dual-director system helps form a consensus, reducing friction and resistance in the decision-making process. Strong interdepartmental collaboration mechanisms: A joint decision-making mechanism needs to be established in the development of cultural and creative industries to ensure that relevant departments form a synergetic force in policy formulation, project approval, financial support, and other aspects. Information sharing: An information sharing platform should be established to ensure smooth communication between departments and timely grasp of the development dynamics and demand changes in the cultural and creative industries.

Execution Plans and Capabilities:

Regarding execution plans: Firstly, clarify objectives: Formulate clear development goals and plans for the cultural and creative industries, clarifying tasks and timelines for each stage. Secondly, project-driven: Drive the development of the entire industry by implementing a series of key cultural and creative industry projects. These projects should cover various fields such as creative design, cultural tourism, and digital culture.

Regarding execution capabilities:

Firstly, policy support: Leverage policy advantages to provide preferential policies such as tax incentives, funding subsidies, and financing support for cultural and creative enterprises, reducing their operating costs and stimulating market vitality. Secondly, infrastructure construction: Strengthen the construction of infrastructure such as cultural and creative industrial parks, incubators, and public service platforms to provide a favorable development environment for cultural and creative enterprises. Thirdly, talent introduction and cultivation: Increase efforts to attract domestic and foreign outstanding cultural and creative talents to settle in the Cooperation Zone; at the same time, strengthen local talent cultivation to improve the overall industrial quality. Fourthly, international promotion: Leverage Macao's advantage as an international free port to strengthen exchanges and cooperation with the international cultural and creative industries, enhancing the international influence of the cultural and creative industries in the Cooperation Zone.

In summary, the Hengqin Guangdong-Macao Deep Cooperation Zone has strong execution capabilities in promoting the development of cultural and creative industries. By optimizing personnel and structure, improving the leadership model of administrative organizations, formulating feasible execution plans, and enhancing execution capabilities, the Cooperation Zone is poised to become a new highland for the development of cultural and creative industries.

Enhancing Administrative Capabilities of Hengqin :

The establishment of the Hengqin Guangdong-Macao Deep Cooperation Zone itself is an important layout of the central government for cross-regional cooperation within the Guangdong-Hong Kong-Macao Greater Bay Area. By establishing high-level cross-regional coordination mechanisms, such as regularly convening high-level joint meetings between Guangdong and Macao governments, in-depth exchanges on major issues such as the development planning of cultural and creative industries, policy coordination, and project matchmaking are conducted, effectively addressing the policy implementation challenges posed by traditional administrative division barriers. The Management Committee and Executive Committee of the Cooperation Zone actively promote the efficient integration and sharing of resources between Guangdong and Macao, including cultural and creative resources, market resources, and talent resources. At the same time, a scientific and reasonable benefit distribution mechanism is established to ensure

that all parties share development outcomes in cooperation, stimulating enthusiasm for participation. The central and provincial governments have delegated more autonomy to the Hengqin Guangdong-Macao Deep Cooperation Zone, making it a pilot zone for policy innovation. In the field of cultural and creative industries, the Cooperation Zone can take the lead in experimenting with more flexible and open policy measures, such as tax incentives, market access, and investment and financing support, to provide more convenient development conditions for cultural and creative enterprises. To enhance the execution efficiency of cultural and creative industry policies in the Cooperation Zone, the central and provincial governments have delegated some approval authorities to the Management Committee and Executive Committee of the Cooperation Zone. This helps shorten approval processes, reduce corporate costs, and improve policy response speed, creating a more convenient market access environment for cultural and creative enterprises. In summary, the governance model of the Hengqin Guangdong-Macao Deep Cooperation Zone Management Committee and Executive Committee strengthens intergovernmental relations, obtains "delegated power and empowerment" from the central and provincial governments, and significantly enhances its capabilities in formulating and executing cultural and creative industry policies. These initiatives not only provide broader development space and policy support for cultural and creative enterprises within the Cooperation Zone but also set a new benchmark for the development of cultural and creative industries in the Guangdong-Hong Kong-Macao Greater Bay Area and even the whole country.

Target Group Analysis

The public policies targeting the cultural and creative industries (CCI) in the Hengqin Guangdong-Macao Deep Cooperation Zone involve a wide range of stakeholders with complex interests. Their interest demands, the level of organization and institutionalization of the target groups, their awareness of the policies, and previous policy experiences all have profound impacts on the implementation of these policies. The following is a detailed analysis of these aspects:

Stakeholder Analysis:

The key stakeholders in the public policies for CCI in the Hengqin Guangdong-Macao Deep Cooperation Zone include:

Government Departments: Including the Guangdong Provincial Government, the Macao Special Administrative Region Government, and the Management Committee of the Cooperation Zone. They are the formulators and executors of the policies, responsible for policy planning, implementation, and supervision.

CCI Enterprises: As the primary beneficiaries of the policies, CCI enterprises hope to obtain support in funding, technology, markets, and other areas through policy support to achieve rapid development.

Macao Residents and Mainland Residents: Especially those working and living in the Cooperation Zone, they are concerned about improvements in the living environment, increased employment opportunities, and enriched cultural life brought about by the policies.

Industry Associations and Chambers of Commerce: These organizations represent the interests of CCI enterprises, participate in the policy-making process, and strive for more rights and interests for enterprises.

Academia and Think Tanks: They provide theoretical support and research findings for policy formulation, evaluate policy effects, and propose improvement suggestions.

Degree of Organization and Institutionalization: The degree of organization of CCI enterprises within the Cooperation Zone has a significant impact on policy implementation. If enterprises can form effective industry associations or chambers of commerce, it will help unify demands, coordinate actions, and improve the efficiency of policy implementation. However, the current degree of organization of CCI enterprises may vary due to industry characteristics, enterprise size, and other factors.

Degree of Institutionalization: Whether the policies related to CCI in the Cooperation Zone are complete and whether the implementation mechanisms are sound are also important factors affecting policy implementation. A complete policy system and sound implementation mechanisms will help reduce uncertainties and risks in the policy implementation process and improve the effectiveness of policy implementation.

Awareness of Policies by Target Groups: The awareness of policies by CCI enterprises, residents, and other target groups directly affects the effectiveness of policy implementation. If target groups lack understanding or have misunderstandings about policy content, purposes, and implementation methods, it may lead to obstacles in policy implementation or poor results. Therefore, the Cooperation Zone needs to strengthen policy promotion and interpretation efforts, increase target groups' awareness of policies, and ensure smooth policy implementation.

Previous Policy Experiences:

Previous policy experiences provide valuable references for the implementation of public policies targeting CCI in the Cooperation Zone. If the Cooperation Zone or similar regions have had successful or failed policy experiences in CCI development, lessons learned can be drawn to provide references for the formulation and implementation of current policies. Meanwhile, successful experiences from other regions both domestically and internationally can also be borrowed, combined with the actual situation of the Cooperation Zone for innovation and optimization.

Impact on Policy Implementation:

There may be differences or even conflicts in the interest demands among government departments, CCI enterprises, residents, and other stakeholders, which require coordination through negotiation, consultation, and other means. Inadequate coordination or intense competition may affect the smooth implementation of policies. The degree of organization and institutionalization of target groups and their awareness of policies will directly influence their participation in policy implementation and its effectiveness. If target groups can actively participate in policy implementation and provide effective feedback, it will contribute to the continuous improvement and optimization of policies. Previous policy experiences can provide references for the implementation of current policies, but they also need to be flexibly adjusted and optimized according to the actual situation of the Cooperation Zone. Flexibility and adaptability are required in the policy implementation process to cope with various uncertainties and risks. In summary, the implementation of public policies targeting CCI in the Hengqin Guangdong-Macao Deep Cooperation Zone is influenced by multiple factors. To ensure the smooth implementation of policies and achieve expected results, it is necessary to fully consider the demands of stakeholders, strengthen the organization and institutionalization of target groups, increase policy awareness, and flexibly adjust and optimize policies based on previous policy experiences.

Analysis of Environmental Factors

The current macro and micro environments have exerted various influences on the implementation of public policies aimed at promoting the development of cultural and creative industries (CCI) in the Hengqin Guangdong-Macao Deep Cooperation Zone. The following is a detailed analysis of these impacts:

Impact of Macro Environment on Policy Implementation:

From the perspective of policy orientation and support, the attention and support given by national and local governments to the CCI have provided a favorable policy environment for the development of CCI in the Hengqin Guangdong-Macao Deep Cooperation Zone. For instance, the "Master Plan for the Development of the Hengqin Guangdong-Macao Deep Cooperation Zone" explicitly proposes to develop cultural tourism, exhibition, and commerce industries and supports the high-level construction of Hengqin as an international leisure tourism island. This provides strong support for the policy promotion of CCI. Policy orientation

not only clarifies the development direction but also offers a series of specific measures such as tax incentives, funding support, and talent introduction, which help reduce the operating costs of CCI enterprises and enhance their market competitiveness. From the perspective of regional economic integration, the development plan for the Guangdong-Hong Kong-Macao Greater Bay Area has accelerated the process of regional economic integration, providing broader market space and cooperation opportunities for CCI in the Hengqin Guangdong-Macao Deep Cooperation Zone. The Cooperation Zone can fully utilize the resource advantages of the Greater Bay Area, strengthen industrial cooperation with surrounding areas, and achieve complementary advantages and coordinated development. From the international environment perspective, the current international environment places increasing emphasis on cultural industries, with cultural exchanges and cooperation becoming increasingly frequent globally. This provides favorable conditions for CCI in the Hengqin Guangdong-Macao Deep Cooperation Zone to go global. The Cooperation Zone can actively participate in international cultural exchanges and cooperation, introduce internationally advanced cultural concepts and creative resources, and promote the international development of CCI.

Impact of Micro Environment on Policy Implementation:

From the market demand perspective, with the improvement of people's living standards and changes in consumption concepts, the demand for cultural products and services continues to increase. This provides enormous market potential for the development of CCI in the Hengqin Guangdong-Macao Deep Cooperation Zone. The Cooperation Zone can develop CCI products with local characteristics and cultural connotations tailored to market demand, satisfying consumers' diverse needs. From the enterprise competitiveness perspective, the competitiveness of CCI enterprises directly affects the effectiveness of policy implementation. The innovation capabilities, brand building, marketing, and other aspects of CCI enterprises within the Cooperation Zone will directly impact their market share and profitability. Therefore, the Cooperation Zone needs to improve enterprises' core competitiveness and promote the sustainable development of CCI through policy support and guidance. From the talent resource perspective, talent is a critical factor in the development of CCI. The Cooperation Zone needs to attract and cultivate a batch of CCI talents with innovative thinking and professional skills, providing a strong talent guarantee for the development of CCI. During policy implementation, attention should be given to talent introduction and cultivation issues, attracting more outstanding talents to work and live in the Cooperation Zone by providing preferential policy environments and good development platforms. From the infrastructure construction perspective, well-developed infrastructure is the material foundation for the development of CCI. The Cooperation Zone needs to accelerate the pace of infrastructure construction, improving urban carrying capacity and service levels. This includes the construction and improvement of transportation, communications, cultural facilities, and other aspects. Good infrastructure will provide strong support and guarantees for the development of CCI. In summary, the macro and micro environments have exerted profound influences on the implementation of public policies aimed at promoting the development of CCI in the Hengqin Guangdong-Macao Deep Cooperation Zone. During policy implementation, it is necessary to fully consider the impacts of these factors and take corresponding measures to address and adjust them to ensure the realization of policy objectives and the sustainable development of CCI. Furthermore, Smith's model emphasizes the importance of Policy Implementation Processes. Hengqin should develop clear and actionable implementation plans, including timelines, milestones, and performance indicators. These plans should incorporate risk management strategies to anticipate and address potential challenges. Regular monitoring and evaluation should be conducted to assess progress, identify gaps, and make necessary adjustments to the implementation strategy.

Lastly, Disposition and Capacity of implementing organizations are also critical. Hengqin should invest in building the capacity of its administrative bodies through training, professional development,

and the adoption of cutting-edge technologies. A culture of innovation and continuous learning should be cultivated among staff, encouraging them to develop creative solutions and adapt to changing circumstances.

Conclusion

In conclusion, Hengqin can leverage Smith's Policy Implementation Model to innovate its administrative system and enhance policy execution capability in the CCI sector. By defining clear policies, establishing efficient implementing organizations, engaging target groups, considering environmental conditions, developing robust implementation processes, and building organizational capacity, Hengqin can effectively translate CCI policies into action, driving growth and innovation in the cultural and creative industries.

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Conflict of interest

The authors declare that the research was conducted in the absence of any commercial or financial relationships that could be construed as a potential conflict of interest.


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