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Inter-Ministerial Coordination in The Formulation and Implementation of Cultural and Creative Industries Policy in Vietnam: Institutional Challenges and Prospects for Integrated Governance

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ABSTRACT: The growing importance of Cultural and Creative Industries (CCIs) has transformed them into a strategic policy domain that intersects culture, innovation, digital transformation, entrepreneurship, and sustainable development. In Vietnam, the implementation of the Strategy for the Development of Cultural Industries and subsequent cultural development policies has expanded the involvement of multiple ministries and governmental agencies. However, the increasing complexity of the sector has also generated significant challenges related to policy fragmentation, overlapping mandates, and limited inter-ministerial coordination. This study examines how inter-ministerial coordination is organized in the formulation and implementation of CCI policies in Vietnam and explores institutional barriers that constrain integrated governance.

Using a qualitative policy analysis approach, the study analyzes major policy documents, government reports, and relevant academic literature published between 2016 and 2025. Drawing upon the theoretical perspectives of Collaborative Governance and the Whole-of-Government approach, the analysis focuses on institutional structures, coordination mechanisms, and governance outcomes. The findings indicate that while Vietnam has established an important policy framework for CCI development, governance remains fragmented across sectoral jurisdictions. Existing coordination mechanisms are largely administrative rather than collaborative, limiting policy coherence and implementation effectiveness. The study argues that the future success of Vietnam's CCI sector depends on strengthening integrated governance through enhanced inter-ministerial coordination, shared planning mechanisms, collaborative funding arrangements, and institutional platforms for policy integration. The article contributes to the literature on CCI governance, collaborative governance, and public policy implementation in transitional economies.

KEYWORDS: Cultural and Creative Industries; Collaborative Governance; Integrated Governance; Inter-Ministerial Coordination; Public Policy; Vietnam.

1. INTRODUCTION

1.1. Background

Over the past two decades, Cultural and Creative Industries (CCIs) have emerged as a significant component of national development strategies and global economic transformation. Once primarily associated with artistic production and cultural preservation, CCIs are now increasingly recognized as drivers of innovation, employment generation, urban revitalization, and international competitiveness (Garnham, 2005; Hesmondhalgh, 2013). International organizations such as UNESCO, the World Bank, and the United Nations Conference on Trade and Development (UNCTAD) have emphasized the growing contribution of CCIs to economic growth, social inclusion, and sustainable development (UNESCO, 2022; World Bank, 2022). In many countries, the expansion of digital technologies and knowledge-based economies has further strengthened the strategic role of cultural and creative sectors within broader development agendas (Flew & Cunningham, 2010; O'Connor, 2020).

A major milestone in the global institutionalization of CCIs was the adoption of the UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions in 2005. The Convention broadened the understanding of culture beyond heritage protection and artistic expression by highlighting its contribution to sustainable development, cultural diversity, and international cooperation (UNESCO, 2005; De Beukelaer et al., 2015). Since then, the concept of the creative economy has gained increasing prominence in policy discourse, encouraging governments to integrate cultural production, technological innovation, entrepreneurship, and digital transformation into coherent development frameworks (Keane, 2013; Kong, 2014). UNESCO's recent report, *Re|Shaping Policies for Creativity*, further argues that CCIs contribute significantly to global GDP and provide important opportunities for youth employment, gender inclusion, and innovation-driven growth (UNESCO, 2022).

At the same time, the governance of CCIs has become increasingly complex. Unlike traditional cultural sectors, contemporary CCIs involve multiple policy domains, including culture, science and technology, education, investment, trade, digital economy, and

urban development. Consequently, effective governance often requires coordination among multiple ministries and agencies rather than reliance on a single lead institution (Vlassis & De Beukelaer, 2019; O'Connor, 2013). International experiences demonstrate that the success of CCI policies depends not only on strategic vision but also on the ability of governments to establish effective mechanisms for cross-sectoral and inter-ministerial collaboration (Prince, 2010; Kong, 2014).

1.2. Vietnamese Context

Vietnam's engagement with the global CCI agenda has accelerated since its accession to the 2005 UNESCO Convention and the subsequent adoption of national cultural development strategies (UNESCO, 2005; De Beukelaer & Tran, 2022). A particularly important milestone was Decision No. 1755/QĐ-TTg issued in 2016, which approved the Strategy for the Development of Vietnam's Cultural Industries to 2020, with a vision toward 2030. This was the first comprehensive policy framework that officially identified cultural industries as a strategic development sector and established priorities across twelve industries, including film, performing arts, design, advertising, and digital games (Prime Minister of the Government of Vietnam, 2016; Nguyen, 2022).

Subsequent policy initiatives, including the Strategy for Cultural Development to 2030, further emphasized the role of culture as a resource for sustainable development and national competitiveness (Prime Minister's Office, 2021). Simultaneously, Vietnam has witnessed rapid growth in digital industries, innovation ecosystems, creative entrepreneurship, and technology-based services, which increasingly intersect with traditional cultural sectors (Ngoc & Anh, 2022; O'Connor, 2020). As a result, policymaking in the CCI sector now involves not only the Ministry of Culture, Sports and Tourism but also the Ministry of Science and Technology, the Ministry of Planning and Investment, the Ministry of Finance, provincial governments, and various non-state stakeholders (Gasparin & Quinn, 2020; Labbe et al., 2022).

The growing involvement of multiple actors reflects the expanding scope of CCIs but also introduces new governance challenges. While cultural preservation remains an important policy objective, increasing attention has been directed toward innovation, digital transformation, creative entrepreneurship, and international integration. These developments require stronger coordination mechanisms capable of bridging sectoral boundaries and aligning diverse policy objectives (Le, 2010; Vlassis, 2017).

1.3. Research Problem

Despite the existence of a national strategy for cultural industries, the governance of CCIs in Vietnam remains fragmented. Responsibilities are distributed across multiple ministries with differing mandates, priorities, and administrative traditions. Existing studies have highlighted tensions between cultural, economic, and technological approaches to CCI development, as well as institutional overlaps and coordination difficulties among government agencies (Gasparin & Quinn, 2021; Labbe et al., 2022). In practice, the absence of a comprehensive inter-ministerial coordination mechanism often results in fragmented implementation, duplication of efforts, and inefficient resource allocation. Consequently, understanding how coordination is organized and identifying barriers to integrated governance have become increasingly important for the future development of Vietnam's CCI sector.

1.4. Research Questions

This study addresses three research questions:

RQ1: How is inter-ministerial coordination organized in the formulation and implementation of CCI policies in Vietnam?

RQ2: What institutional barriers affect coordination among ministries?

RQ3: What governance mechanisms could strengthen integrated policy implementation?

1.5. Contribution

This article contributes to four strands of scholarship. First, it enriches the literature on CCI governance by shifting attention from sectoral development strategies to governance arrangements and coordination mechanisms. Second, it contributes to collaborative governance studies by examining how multiple ministries interact within a complex policy domain. Third, it advances public policy implementation research by exploring institutional fragmentation and policy coherence in a transitional governance context. Finally, it contributes to Vietnamese cultural policy studies by providing a comprehensive analysis of the challenges and opportunities associated with inter-ministerial coordination in the governance of cultural and creative industries.

2. LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1. Cultural and Creative Industries Policy

The emergence of Cultural and Creative Industries (CCIs) as a policy domain reflects broader transformations in the relationship between culture, economy, and governance. Early debates were largely centered on the concept of "cultural industries," which emphasized the production, distribution, and consumption of cultural goods and services within capitalist economies (Garnham, 2005). This perspective highlighted the economic dimensions of culture while maintaining a strong concern for artistic value, cultural diversity, and public cultural policy. Hesmondhalgh (2013) further developed this approach by examining how media, communication, and cultural production systems operate within changing political and economic contexts.

Since the late 1990s, the concept of "creative industries" has gained increasing prominence in policy discourse. Influenced by policy developments in the United Kingdom, Australia, Singapore, and later East Asian economies, creative industries expanded the scope of analysis beyond traditional cultural sectors to include design, software, digital media, advertising, and innovation-based activities (Flew & Cunningham, 2010; Kong, 2014). This conceptual shift reflected the growing importance of knowledge, creativity, and innovation as strategic resources in contemporary economies.

The rise of the "creative economy" further broadened the policy agenda. Rather than focusing exclusively on cultural production, the creative economy framework links creativity to entrepreneurship, technological innovation, urban competitiveness, and sustainable development (Keane, 2013). O'Connor (2013) argues that creative industries increasingly function as a bridge connecting cultural production with wider economic transformation processes. More recently, O'Connor (2020) has emphasized the role of creativity within digital economies, highlighting the interconnectedness of culture, innovation, and technological change.

Despite growing international consensus regarding the economic significance of CCIs, debates continue regarding their governance. Scholars disagree on whether CCIs should primarily be governed through cultural policy frameworks, economic development strategies, or innovation policies (Garnham, 2005; Flew & Cunningham, 2010). Some researchers emphasize the need to preserve cultural values and artistic autonomy, while others advocate stronger integration with innovation systems and digital economy policies (Keane, 2013; Kong, 2014). These debates become particularly relevant in developing and transitional economies, where multiple government agencies often claim authority over different aspects of CCI development. Consequently, governance has emerged as one of the most important dimensions of contemporary CCI policy research.

2.2. Inter-Ministerial Coordination in Public Policy

The increasing complexity of public policy challenges has generated growing scholarly interest in inter-ministerial coordination and cross-sector governance. Traditional bureaucratic systems are typically organized according to sectoral responsibilities, with ministries operating within clearly defined jurisdictions. While this structure may facilitate administrative specialization, it often creates barriers to addressing policy issues that cut across multiple sectors (Peters, 1998).

To overcome these limitations, public administration scholars have developed concepts such as horizontal governance, cross-sector governance, network governance, and joined-up government. Horizontal governance refers to collaborative arrangements among public agencies operating at similar administrative levels, enabling coordination across organizational boundaries (Peters, 1998). Cross-sector governance expands this perspective by incorporating interactions among governmental, private, and civil society actors involved in policy processes. Network governance emphasizes the importance of inter-organizational relationships, shared resources, and collaborative problem-solving in increasingly interconnected policy environments (Emerson et al., 2012).

The concept of joined-up government emerged as a response to policy fragmentation and administrative compartmentalization. Christensen and Lægreid (2007) argue that contemporary governance challenges often require integrated policy approaches that transcend traditional organizational boundaries. Joined-up government seeks to improve coordination, reduce duplication, and enhance policy coherence through collaborative structures and shared objectives across government agencies.

However, achieving effective coordination remains difficult. Public organizations frequently operate within institutional silos characterized by distinct mandates, professional cultures, and resource allocation systems (Emerson et al., 2012). These institutional arrangements may generate coordination failures, policy inconsistencies, and implementation gaps. Emerson et al. (2012) note that collaborative governance processes often face challenges related to power asymmetries, conflicting priorities, and limited organizational capacity. Consequently, understanding the institutional conditions that facilitate or constrain inter-ministerial collaboration has become a central concern in contemporary governance research.

2.3. Collaborative Governance Framework

To analyze inter-ministerial coordination within Vietnam's CCI policy, this study adopts the collaborative governance framework developed by Ansell and Gash (2008). Collaborative governance refers to formal and consensus-oriented decision-making processes in which public agencies engage multiple stakeholders in collective policy formulation and implementation.

According to Ansell and Gash (2008), successful collaboration depends on four interrelated dimensions. First, stakeholder participation is essential because policy effectiveness often depends on the involvement of diverse actors possessing different resources, expertise, and interests. Second, shared objectives provide a common foundation for cooperation and help reduce conflicts among participating organizations. Third, institutional arrangements establish the formal rules, procedures, and structures that facilitate collaborative interaction. Finally, collaborative capacity reflects the ability of actors to build trust, exchange information, and sustain long-term cooperation.

This framework is particularly relevant for CCI governance because cultural and creative industries span multiple policy domains, requiring coordinated action among ministries responsible for culture, science and technology, investment, finance, education, and digital transformation. Collaborative governance therefore offers a useful lens for understanding both the opportunities and constraints associated with inter-ministerial policy coordination.

2.4. Integrated Governance and Whole-of-Government

While collaborative governance focuses on interaction among actors, the Whole-of-Government approach emphasizes institutional integration at the system level. Christensen and Lægreid (2007) developed this perspective in response to the fragmentation produced by New Public Management reforms and increasing policy complexity.

The Whole-of-Government approach seeks to improve policy coherence through stronger coordination across organizational boundaries. Its central objective is to align policy goals, administrative processes, and implementation mechanisms among multiple agencies pursuing interconnected objectives. Integrated governance therefore involves strategic coordination, joint planning, shared accountability, and collective resource mobilization (Christensen & Lægreid, 2007; Emerson et al., 2012).

In the context of CCIs, integrated governance is particularly important because cultural development increasingly intersects with innovation policy, digital transformation, entrepreneurship support, urban development, and international cooperation. Consequently, effective policy implementation requires not only collaboration among ministries but also the creation of governance structures capable of promoting long-term policy coherence across sectors.

2.5. Analytical Framework

Drawing upon the literature on CCI governance, collaborative governance, and integrated governance, this study develops an analytical framework consisting of three interrelated dimensions.

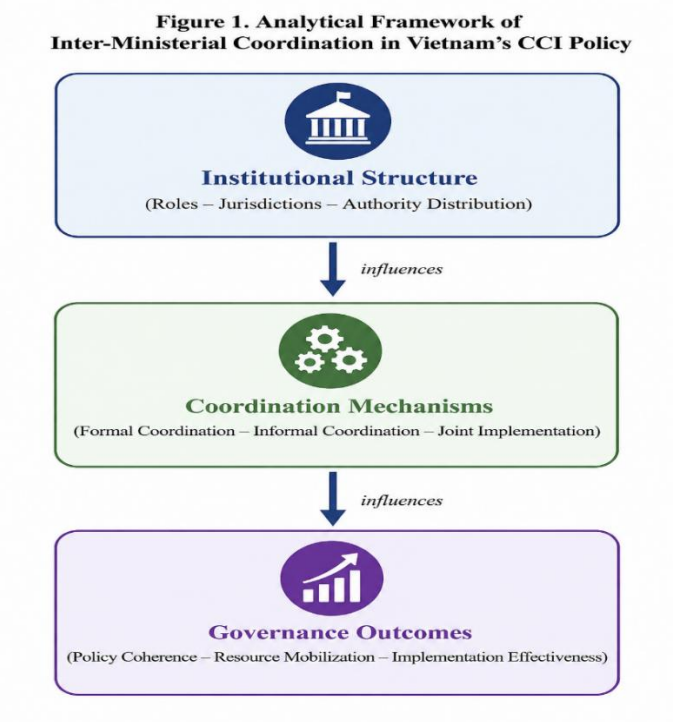
The first dimension, Institutional Structure, examines the distribution of roles, jurisdictions, and authority among ministries involved in CCI governance. This dimension focuses on how responsibilities are allocated and how institutional mandates shape policy interactions.

The second dimension, Coordination Mechanisms, investigates the formal and informal arrangements through which ministries cooperate. Particular attention is given to inter-ministerial committees, policy consultation processes, information-sharing practices, and joint implementation initiatives.

The third dimension, Governance Outcomes, assesses the consequences of coordination processes in terms of policy coherence, resource mobilization, and implementation effectiveness. This dimension evaluates whether existing governance arrangements facilitate integrated policy delivery or contribute to fragmentation and inefficiency.

Together, these three dimensions provide a comprehensive framework for analyzing the strengths and limitations of inter-ministerial coordination in Vietnam's cultural and creative industries policy.

Figure 1. Analytical Framework of Inter-Ministerial Coordination in Vietnam's CCI Policy



3. RESEARCH METHODS

3.1. Research Design

This study employs a qualitative policy analysis approach to examine inter-ministerial coordination in the formulation and implementation of Cultural and Creative Industries (CCI) policy in Vietnam. Qualitative policy analysis is particularly suitable for investigating governance structures, institutional arrangements, and policy interactions because it enables researchers to explore how policy objectives are formulated, interpreted, and implemented across different administrative actors (Yanow & Schwartz-

Shea, 2014; Clarke et al., 2015). Rather than measuring policy outcomes quantitatively, this approach focuses on understanding the institutional dynamics that shape policy coordination and implementation processes.

The study adopts an interpretive and document-based research design. This design is appropriate because CCI governance in Vietnam is embedded within a complex policy environment involving multiple ministries, legal frameworks, and development strategies. By examining policy documents, government reports, and academic studies, the research seeks to identify patterns of coordination, institutional challenges, and governance mechanisms that influence policy implementation.

3.2. Data Sources

To ensure analytical rigor and data triangulation, the study draws upon three categories of sources.

A. Policy Documents

The first category consists of national and international policy documents that provide the formal framework for CCI development in Vietnam. These include the UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions (UNESCO, 2005), which established important international principles regarding cultural diversity and cultural development. At the national level, key documents include Decision No. 1755/QĐ-TTg on the Strategy for the Development of Vietnam's Cultural Industries to 2020, with a vision to 2030 (Prime Minister of the Government of Vietnam, 2016), and Decision No. 1909/QĐ-TTg approving the Strategy for Cultural Development to 2030 (Prime Minister's Office, 2021). Additional policy materials include relevant decrees, implementation plans, ministerial directives, and policy guidance documents related to culture, innovation, digital transformation, and creative economy development.

B. Government Reports

The second category comprises government reports issued between 2016 and 2025. These documents include implementation reviews, policy evaluation reports, development strategies, and official assessments prepared by ministries and governmental agencies. Particular attention is given to reports produced by the Ministry of Culture, Sports and Tourism, the Ministry of Science and Technology, the Ministry of Planning and Investment, and other agencies involved in CCI-related activities. These materials provide valuable insights into policy implementation practices, institutional responsibilities, and coordination challenges.

C. Academic Literature

The third category consists of academic studies from both international and Vietnamese scholars. International literature provides theoretical perspectives on cultural and creative industries, collaborative governance, network governance, and integrated public administration (Garnham, 2005; Flew & Cunningham, 2010; Hesmondhalgh, 2013; Christensen & Lægreid, 2007; Ansell & Gash, 2008). Vietnamese and Vietnam-focused studies offer contextual insights into cultural policy development, creative economy governance, and institutional transformation in the Vietnamese setting (Le, 2010; Gasparin & Quinn, 2020, 2021; Labbe et al., 2022; Nguyen, 2022).

3.3. Data Analysis Methods

The analysis combines three complementary qualitative methods.

First, document analysis is employed to examine policy objectives, institutional mandates, and coordination mechanisms embedded within official documents and government reports. This method enables the identification of formal governance arrangements and policy priorities.

Second, comparative policy analysis is used to compare policy responsibilities and governance approaches across ministries and policy sectors. This comparison facilitates the identification of overlaps, gaps, and areas of institutional fragmentation within Vietnam's CCI governance framework (Peters, 1998; Emerson et al., 2012).

Third, thematic coding is applied to categorize recurring patterns and governance issues across the collected documents. Following Braun and Clarke's (2006) thematic analysis procedures, the coding process focuses on three analytical dimensions developed in the theoretical framework: institutional structure, coordination mechanisms, and governance outcomes. Through this process, the study identifies key institutional barriers, forms of inter-ministerial collaboration, and emerging governance innovations within Vietnam's CCI policy system.

The combination of these methods allows for a comprehensive examination of how inter-ministerial coordination is organized, the challenges that constrain effective collaboration, and the governance mechanisms that may strengthen integrated policy implementation in Vietnam's cultural and creative industries sector.

4. RESULTS

4.1. Institutional Architecture of CCI Governance in Vietnam

The governance of cultural and creative industries in Vietnam is characterized by a multi-level and multi-sectoral institutional structure. Unlike traditional cultural administration, which is primarily managed by a single ministry, CCI development requires the involvement of multiple governmental actors responsible for culture, innovation, finance, trade, investment, education, and local

development. As a result, policy implementation depends heavily on coordination among ministries and between central and local authorities.

The Ministry of Culture, Sports and Tourism (MCST) serves as the principal agency responsible for cultural policy and acts as the focal point for implementing the national strategy on cultural industries. MCST oversees sectors such as performing arts, cinema, cultural heritage, design, advertising, and other creative activities directly linked to cultural production.

The Ministry of Science and Technology (MOST) contributes to CCI development through innovation policies, intellectual property protection, technology transfer, and support for creative entrepreneurship. As digital technologies increasingly shape creative production and distribution, MOST has become an important actor in fostering innovation ecosystems relevant to CCIs.

The Ministry of Finance (MOF) plays a critical role in budget allocation, taxation policies, and financial incentives. Since many creative enterprises face difficulties accessing capital, financial policies significantly influence the growth potential of the sector.

The Ministry of Industry and Trade (MOIT) supports market development, export promotion, and commercial activities related to creative products and services. Its role has become increasingly important as Vietnam seeks to integrate cultural products into global value chains.

The Ministry of Planning and Investment (MPI) is responsible for development planning, investment attraction, and coordination of national socio-economic strategies. MPI contributes to integrating CCIs into broader economic development agendas and mobilizing investment resources.

At the local level, provincial authorities are responsible for implementing national policies while adapting them to local conditions. Major cities such as Hanoi, Ho Chi Minh City, and Da Nang have emerged as important centers for creative economy initiatives and experimentation with new governance models.

Table 1. Institutional Responsibilities in Vietnam's CCI Governance System

Ministry/Agency	Main Responsibilities	Relevant Policy Areas	Coordination Role
Ministry of Culture, Sports and Tourism	Cultural policy development, cultural industry strategy implementation	Culture, heritage, arts, creative industries	Lead coordinating agency
Ministry of Science and Technology	Innovation support, intellectual property, technology transfer	Innovation, digital transformation, creative entrepreneurship	Technical and innovation partner
Ministry of Finance	Budget allocation, taxation, financial incentives	Public finance, investment support	Resource coordination
Ministry of Industry and Trade	Market development, export promotion	Trade, commerce, creative exports	Market coordination
Ministry of Planning and Investment	Development planning, investment mobilization	Economic development, investment policy	Strategic planning coordination
Provincial Authorities	Local implementation and adaptation	Urban development, local cultural programs	Vertical coordination between central and local government

4.2. Patterns of Inter-Ministerial Coordination

A. Policy Formulation

Inter-ministerial coordination is most visible during the policy formulation stage. The development of the Strategy for the Development of Vietnam's Cultural Industries involved consultations among multiple ministries, government agencies, professional associations, and international organizations. MCST acted as the lead agency, while ministries responsible for finance, planning, trade, and science contributed sector-specific expertise.

The consultation process generally follows Vietnam's established policy-making procedures, including inter-agency review, written comments, expert workshops, and governmental appraisal. This process allows ministries to provide input on policy objectives, implementation mechanisms, and resource requirements. However, coordination often remains procedural rather than strategic, with ministries focusing primarily on their own mandates.

B. Policy Implementation

During implementation, coordination becomes more complex because responsibilities are distributed across multiple agencies. Programs related to digital transformation, creative entrepreneurship, tourism development, and innovation support frequently require collaboration among several ministries.

Resource allocation represents another important area of coordination. Funding for cultural projects may involve contributions from central government budgets, local authorities, international donors, and private-sector partners. The effectiveness of implementation therefore depends on the ability of agencies to align priorities and mobilize resources collectively.

Table 2. Examples of Inter-Ministerial Coordination in CCI Policy Implementation (2016–2025)

Policy Program	Lead Agency	Participating Agencies	Coordination Form	Outcomes
Cultural Industry Development Strategy	MCST	MPI, MOF, MOIT, MOST	Inter-ministerial consultation and implementation planning	National framework for CCI development
National Digital Transformation Program	Ministry of Information and Communications	MCST, MOST, MPI	Joint implementation and policy alignment	Increased digitalization of cultural services
Creative Startup Support Programs	MOST	MPI, MOF, provincial authorities	Innovation ecosystem partnerships	Growth of creative entrepreneurship initiatives
UNESCO Creative City Initiatives	Provincial authorities	MCST, international partners	Multi-level governance collaboration	Enhanced international visibility and local innovation
Cultural Tourism Development Programs	MCST	MOIT, provincial authorities	Joint project implementation	Expansion of cultural tourism products

4.3. Institutional Challenges

Despite increasing collaboration, several institutional challenges continue to constrain effective policy coordination.

Challenge 1: Fragmented Authority

CCI governance is dispersed across multiple ministries with different legal mandates and administrative structures. No single institution possesses comprehensive authority over all dimensions of cultural and creative industries. This fragmentation often creates difficulties in policy integration and implementation.

Challenge 2: Overlapping Mandates

Several ministries share responsibilities in areas such as innovation, digital transformation, entrepreneurship, and international cooperation. While overlapping mandates can encourage collaboration, they may also generate uncertainty regarding leadership and accountability.

Challenge 3: Weak Coordination Mechanisms

Formal coordination mechanisms remain relatively limited. Most collaboration occurs through ad hoc working groups, consultation meetings, or project-based arrangements rather than permanent institutional structures. Consequently, coordination often depends on administrative relationships rather than systematic governance frameworks.

Challenge 4: Resource Competition

Government agencies frequently compete for budget allocations, investment resources, and policy influence. Such competition may discourage information sharing and reduce incentives for collaborative action, particularly when resources are scarce.

Challenge 5: Different Policy Priorities

Ministries often pursue different objectives based on their sectoral mandates. Cultural agencies may prioritize cultural preservation and artistic development, whereas economic agencies emphasize growth, competitiveness, and investment attraction. These differing priorities can complicate efforts to establish common policy goals.

Table 3. Major Institutional Challenges Affecting Policy Coordination

Challenge	Manifestation	Affected Agencies	Policy Consequences
Fragmented authority	Dispersed responsibilities across ministries	All major ministries	Limited policy integration
Overlapping mandates	Unclear division of responsibilities	MCST, MOST, MPI, MOIT	Duplication and inefficiency
Weak coordination mechanisms	Reliance on ad hoc cooperation	Central and local agencies	Inconsistent implementation

Resource competition	Competition for funding and influence	Ministries and provinces	Reduced collaboration
Different policy priorities	Divergent sectoral objectives	Cultural and economic agencies	Difficulty achieving policy coherence

4.4. Emerging Trends toward Integrated Governance

Although institutional fragmentation remains a challenge, recent developments indicate a gradual shift toward more integrated governance approaches.

One important trend is the expansion of digital transformation initiatives. National programs promoting digital government, digital economy, and digital society have encouraged greater collaboration among ministries responsible for culture, technology, communications, and innovation. Digital platforms increasingly support cultural production, distribution, and audience engagement.

A second trend involves the growth of creative city programs. Hanoi's participation in the UNESCO Creative Cities Network has stimulated cooperation among local authorities, cultural organizations, universities, businesses, and international partners. These initiatives demonstrate how place-based governance can facilitate cross-sector collaboration.

Public-private partnerships also represent an emerging governance model. Creative festivals, cultural events, innovation hubs, and cultural tourism projects increasingly involve cooperation between government agencies and private enterprises. Such partnerships help mobilize resources and expertise beyond the public sector.

Finally, local innovation ecosystems are becoming more prominent. Universities, startups, creative communities, technology firms, and local governments are forming collaborative networks that support creative entrepreneurship and innovation. These ecosystems provide opportunities for more flexible and network-based governance arrangements.

Table 4. Emerging Integrated Governance Initiatives in Vietnam's CCIs

Initiative	**Lead Organization**	**Partner Organizations**	**Governance Innovation**	**Potential Impact**
National Digital Transformation Programs	Government of Vietnam	MCST, MOST, local authorities	Cross-sector digital governance	Enhanced digital creative economy
UNESCO Creative City Programs	Hanoi People's Committee	MCST, UNESCO, universities, businesses	Multi-stakeholder urban governance	Strengthened creative city development
Public-Private Cultural Partnerships	MCST and provincial authorities	Private firms, cultural organizations	Shared financing and implementation	Increased investment and innovation
Local Innovation Ecosystems	Provincial governments and universities	Startups, technology firms, creative communities	Network-based collaboration	Growth of creative entrepreneurship

Overall, the findings reveal that Vietnam's CCI governance system is evolving from a traditional sector-based administrative model toward a more collaborative and integrated governance framework. While institutional fragmentation, overlapping mandates, and coordination challenges remain significant obstacles, emerging initiatives in digital transformation, creative city development, and public-private collaboration suggest increasing recognition of the need for cross-sectoral governance. Strengthening formal coordination mechanisms and aligning policy priorities across ministries will be essential for realizing the full potential of Vietnam's cultural and creative industries in the coming decade.

5. DISCUSSION

5.1. From Sectoral Governance to Integrated Governance

The findings of this study suggest that the governance of Cultural and Creative Industries (CCIs) in Vietnam is currently situated in a transitional phase between traditional sectoral governance and a more integrated governance model. Historically, public administration in Vietnam has been organized according to sector-specific responsibilities, with ministries exercising authority within clearly defined jurisdictions. This governance structure has contributed to administrative specialization and policy stability, but it has also generated fragmentation in policy domains that require cross-sectoral collaboration.

The development of CCIs exemplifies this challenge. As cultural and creative industries increasingly intersect with innovation, digital transformation, entrepreneurship, tourism, and urban development, no single ministry possesses sufficient authority or resources to govern the sector effectively. The Ministry of Culture, Sports and Tourism remains the primary coordinating body, yet many policy instruments necessary for CCI development fall under the jurisdiction of other ministries, including the Ministry of

Science and Technology, the Ministry of Planning and Investment, and the Ministry of Finance (Gasparin & Quinn, 2020; Nguyen, 2022).

From the perspective of Collaborative Governance, this situation reflects the necessity of establishing collaborative arrangements among public institutions that possess different resources, expertise, and policy mandates (Ansell & Gash, 2008). The findings indicate that existing coordination mechanisms remain largely administrative and project-based rather than genuinely collaborative. Although ministries participate in consultations and implementation activities, coordination frequently depends on temporary arrangements rather than institutionalized governance structures.

The Whole-of-Government perspective provides additional insights into this issue. Christensen and Lægreid (2007) argue that contemporary policy challenges require integrated approaches capable of overcoming organizational fragmentation and institutional silos. The Vietnamese experience demonstrates that while policy objectives increasingly emphasize innovation, digital transformation, and creative economy development, governance arrangements continue to reflect traditional sectoral boundaries. As a result, policy coherence remains limited, implementation responsibilities overlap, and resource mobilization often occurs through separate ministerial channels rather than integrated planning processes.

The findings therefore suggest that future governance reforms should move beyond simple inter-agency consultation toward more systematic forms of integrated governance. Such a transition would require stronger coordination mechanisms, clearer institutional arrangements, and more coherent strategic planning across government agencies.

5.2. Comparison with China

A comparison with China provides valuable insights into alternative approaches to CCI governance within a socialist-oriented market economy. Similar to Vietnam, China has sought to integrate culture, creativity, innovation, and economic development into a comprehensive policy framework. However, China has generally adopted a more centralized and coordinated approach to policy implementation.

Since the early 2000s, Chinese policymakers have increasingly promoted the creative economy as a strategic component of national development. The concept of *wenhua chuangyi chanye* (cultural and creative industries) has been incorporated into national economic planning, urban development strategies, and innovation policies (Keane, 2013). Unlike Vietnam, where cultural and creative policy responsibilities remain dispersed across multiple ministries, China has benefited from stronger central coordination mechanisms that facilitate policy alignment across administrative sectors.

Another notable difference concerns the integration of CCIs into broader economic development strategies. In China, cultural and creative industries are closely linked to industrial upgrading, digital innovation, technological development, and international competitiveness (Li et al., 2024). This integration has enabled local governments to mobilize substantial financial and administrative resources for creative clusters, creative cities, and cultural technology initiatives. While Vietnam has begun to pursue similar objectives through digital transformation and creative entrepreneurship programs, the institutional fragmentation identified in this study limits the effectiveness of these efforts.

The Chinese experience suggests that stronger state coordination can enhance policy coherence and accelerate the integration of cultural and creative industries into broader development agendas. However, it also highlights the importance of balancing centralized coordination with flexibility and local innovation.

5.3. Comparison with Singapore

Singapore offers a contrasting governance model characterized by highly centralized strategic coordination and strong institutional integration. Unlike both Vietnam and China, Singapore established dedicated governance structures specifically designed to support the development of creative industries and the creative economy.

According to Kong (2014), Singapore's creative economy strategy was implemented through coordinated action among cultural, economic, educational, and technological agencies under a unified national development framework. Rather than relying on separate ministerial initiatives, the government established dedicated institutions and inter-agency mechanisms responsible for policy planning, implementation, and evaluation. This approach significantly reduced policy fragmentation and facilitated long-term strategic coordination.

A key strength of the Singaporean model lies in its ability to align cultural objectives with innovation, entrepreneurship, and urban development policies. Creative industries are not treated as an isolated cultural sector but rather as an integral component of national competitiveness and knowledge-based economic growth (Kong, 2014; O'Connor, 2020). This integrated approach has enabled Singapore to develop strong creative clusters, attract international investment, and strengthen its position within global creative networks.

Compared with Singapore, Vietnam lacks a specialized institutional mechanism capable of coordinating CCI policies across ministries and sectors. Existing governance arrangements remain heavily dependent on individual ministries, which often pursue sector-specific priorities. Consequently, the Singaporean experience highlights the importance of establishing dedicated coordination structures that can facilitate integrated policy planning and implementation.

5.4. Implications for Vietnam

The findings of this study suggest several implications for strengthening CCI governance in Vietnam.

First, there is a need to establish a national coordination council for cultural and creative industries. Such a body could operate under the authority of the Government or a Deputy Prime Minister and serve as a central platform for policy integration, strategic planning, and inter-ministerial coordination. This mechanism would reduce institutional fragmentation and improve communication among ministries.

Second, integrated planning mechanisms should be developed to align cultural policy with innovation, digital transformation, entrepreneurship, tourism, and regional development strategies. Rather than treating CCIs as a purely cultural sector, policymakers should recognize their cross-sectoral nature and incorporate them into broader development frameworks.

Third, the creation of shared funding mechanisms could encourage collaborative projects involving multiple ministries and local governments. Current funding arrangements are largely sector-specific, which often discourages cross-sector initiatives. Joint funding programs would provide incentives for collaboration and facilitate resource pooling.

Finally, the establishment of joint monitoring and evaluation systems is essential for improving accountability and policy coherence. Shared evaluation indicators would enable ministries to assess collective outcomes rather than focusing solely on sector-specific achievements. Such an approach would strengthen evidence-based policymaking and support long-term governance integration.

Taken together, these reforms would help Vietnam move from a fragmented sectoral governance model toward a more integrated and collaborative governance framework capable of supporting the sustainable development of cultural and creative industries in the context of digital transformation and international integration.

6. POLICY RECOMMENDATIONS

The findings of this study indicate that the future development of Cultural and Creative Industries (CCIs) in Vietnam depends not only on sector-specific initiatives but also on the establishment of effective governance mechanisms capable of coordinating multiple ministries and policy domains. Based on the analysis, five policy recommendations are proposed.

Recommendation 1: Establish a National Council for Cultural and Creative Industries

A National Council for Cultural and Creative Industries should be established under the Government or chaired by a Deputy Prime Minister. The council would function as the highest coordinating body responsible for aligning national strategies, resolving inter-ministerial conflicts, and facilitating policy integration. Membership should include representatives from the Ministry of Culture, Sports and Tourism, the Ministry of Science and Technology, the Ministry of Finance, the Ministry of Planning and Investment, and relevant local authorities. Such a mechanism would provide a formal institutional platform for strategic coordination and long-term governance planning.

Recommendation 2: Strengthen Inter-Ministerial Coordination Mechanisms

Current coordination arrangements are often project-based and fragmented. Therefore, Vietnam should institutionalize inter-ministerial working groups dedicated to priority areas such as digital cultural industries, creative entrepreneurship, cultural tourism, and creative city development. These working groups should be supported by formal regulations specifying responsibilities, reporting procedures, and accountability mechanisms. Clear institutional arrangements would reduce overlaps in authority and improve policy coherence across ministries.

Recommendation 3: Develop an Integrated Funding Framework

The study highlights that fragmented funding structures often limit collaborative initiatives. To address this issue, the Government should establish an integrated funding framework that encourages joint projects involving multiple ministries, local governments, universities, and creative enterprises. Dedicated funding windows could support cross-sector initiatives combining culture, technology, innovation, and digital transformation. Such a framework would facilitate resource sharing and promote more comprehensive approaches to CCI development.

Recommendation 4: Create a National CCI Database

Effective governance requires reliable information and evidence-based policymaking. Vietnam should therefore develop a national database for cultural and creative industries that consolidates information on enterprises, employment, investment, cultural assets, creative spaces, and policy implementation outcomes. The database should be jointly managed by relevant ministries and regularly updated to support strategic planning, monitoring, and evaluation. Improved data availability would enhance policy transparency and facilitate better coordination among stakeholders.

Recommendation 5: Establish a Collaborative Governance Platform

Beyond formal governmental structures, a collaborative governance platform should be created to facilitate regular dialogue among ministries, local authorities, creative communities, universities, industry associations, and private-sector actors. Such a platform

could function as a policy consultation mechanism, enabling stakeholders to exchange information, identify emerging challenges, and co-develop solutions. Strengthening stakeholder participation would enhance policy legitimacy and improve the responsiveness of governance arrangements to the rapidly evolving needs of the creative economy.

Together, these recommendations aim to strengthen policy coherence, improve institutional coordination, and support the long-term development of Vietnam's cultural and creative industries within an increasingly interconnected and innovation-driven environment.

7. CONCLUSION

This study has examined inter-ministerial coordination in the formulation and implementation of Cultural and Creative Industries (CCI) policy in Vietnam. The findings demonstrate that while significant progress has been made since the adoption of the Strategy for the Development of Vietnam's Cultural Industries, governance arrangements remain characterized by institutional fragmentation, overlapping mandates, and uneven coordination among ministries. As CCIs increasingly intersect with innovation, digital transformation, entrepreneurship, and regional development, traditional sectoral governance models have become insufficient for addressing the complexity of contemporary policy challenges.

Drawing upon the perspectives of collaborative governance and Whole-of-Government approaches, the study argues that the effectiveness of Vietnam's CCI policy increasingly depends on the quality of inter-ministerial coordination rather than on sector-specific interventions alone. Strengthening integrated governance mechanisms, improving policy coherence, and creating institutional platforms for collaboration are therefore essential for achieving sustainable CCI development.

This research contributes to the growing literature on CCI governance, public policy implementation, and collaborative governance in transitional economies. Nevertheless, several avenues for future research remain open. First, greater attention should be paid to provincial and municipal governance, where many creative initiatives are implemented in practice. Second, comparative studies involving ASEAN countries could provide valuable insights into alternative governance models and coordination mechanisms. Third, future research could employ quantitative policy network analysis to examine patterns of interaction among governmental and non-governmental actors involved in CCI governance. Such studies would deepen our understanding of how governance structures influence policy effectiveness in the rapidly evolving cultural and creative economy.

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