Deepening public administration reform constitutes a core task for the MSAR Government in implementing its administration philosophy of pursuing innovation. Building on the existing leadership and coordination mechanism for public administration reform, the MSAR Government systematically and comprehensively implemented reform measures based on three key pillars: streamlining government structures, enhancing the capacity of civil servants, and deepening innovation in public service delivery, to improve administrative efficiency and the quality of public services, converge collective efforts, and jointly promote the modernisation of the governance system and capability of the Macao SAR.

Consolidating the Momentum of Economic Recovery and Focusing on Promoting Appropriate Economic Diversification

In 2025, facing a complex and volatile environment both at home and abroad, Macao's economic and social development encountered numerous challenges. In response, the MSAR Government adjusted its administrative policies and measures according to the prevailing conditions. We introduced a series of initiatives to stimulate consumption, revitalise community economies, support small and medium-sized enterprises (SMEs), and promote industrial upgrading, thereby boosting public confidence and economic vitality. The revised figure for the full-year Gross Domestic Product (GDP) was 418.04 billion patacas, representing year-on-year real growth of 4.7 percent and restoring the economy to 89.6 percent of its level in 2019, continuing a steady and progressive development trend.

To revitalise the community economy, the MSAR Government adopted a new approach to drive zone development through government-led coordination, investment of business resources and community-based organisation, and collaborated with internationally renowned intellectual properties to host community events; launched the Community Consumption Rewards Programme in March 2025, driving approximately 1.04 billion patacas in spending; and held the Community Consumption Rewards Programme in celebration of the National Games from September to November, offering consumption incentives totalling nearly 500 million patacas and generating approximately 1.645 billion patacas in spending.

The Government has enhanced support for small- and medium-sized enterprises by launching the "Expertinctive Shops" subsidy programme to enhance quality development, and a scheme providing interest subsidies on bank loans for SMEs to ease financing burdens; encouraging banks to ease pressures businesses face in obtaining funding; introducing the "2025 SME Digital Support Service" and the "Smart Upgrade Pilot Programme for the Macao Catering Industry"; and encouraging enterprises to leverage cross-boundary e-commerce to expand markets and accelerate digital transformations.

Promoting the Healthy Development of Integrated Tourism

The MSAR Government supervised the healthy and orderly development of the gaming industry, guided concessionaires to scientifically adjust the structures of their non-gaming investment projects, and properly handled the issue of "satellite casinos"; deepened cross-sector integration of "Tourism+", capitalised on trends in new media and intellectual property development, expanded markets for international and young customers, and strengthened online promotion and multi-platform engagement. The Government completed the second-phase review of the Macao Tourism Industry Development Master Plan. In June 2025, for the first time, Macao attained first place in the China Tourism Academy's "Top 10 Destinations for Chinese Outbound Tourist Satisfaction 2024", and secured a position in the Global Muslim Travel Index rankings.

Supporting Upgrading and Enhancement of Key Industries

In 2025, to foster appropriate economic diversification, the MSAR Government expedited preparatory work for establishing a government industry fund and a guidance fund; improved Macao's business environment by attracting businesses through organising conferences and exhibitions; and introduced more industrial projects and debut stores.

Traditional Chinese medicine ("TCM") and Big Health industries steadily developed. The Government supported the establishment of TCM research platforms and launched an incentive programme for upgrading Macao's pharmaceutical industry; and assisted well-known Chinese mainland enterprises with setting up factories in Macao. As of September 2025, 14 applications for registration of proprietary Chinese medicines under the model of "register in Macao and produce in Hengqin" had been received; these applications have since resulted in four products being registered, three of which are authorised to use the "Production supervised by Macao" label. The Government has actively facilitated international registration by leveraging the Public Service Platform for Overseas Registration of TCM Products of the Traditional Chinese Medicine Science and Technology Industrial Park of Cooperation between Guangdong and Macao (GMTCM Park).

To expedite the quality development of modern financial services, the legislation for the Investment Funds Law was completed, and the Insurance Intermediary Activities Law came into effect in August 2025. The Government facilitated alignment of Macao's bond market with international markets, while the Macao Central Securities Depository is now directly linked to Hong Kong's Central Clearing and Settlement System ("CCASS"). The Ministry of Finance of the People's Republic of China issued sovereign bonds in Macao for the fourth consecutive year, totalling 21 billion yuan. Guangdong Province issued municipal government bonds in Macao for the fifth consecutive year, including themed bonds supporting the 15th National Games and blue bonds for the first time.

By the end of 2025, there were more than 1,000 bond listings in Macao, with a total value of 1,063.873 billion patacas. The Real Time Gross Settlement System was upgraded during the year, and the core system of "Digital Macao Pataca" was completed, with small-scale transaction testing currently underway in a sandbox environment.

The Government expedited the development of new and high-tech industries and promoted the transformation and upgrading of traditional industries through optimising the Technology Enterprises Certification Programme – with 51 enterprises certified by the end of November 2025, and business activities spanning integrated circuits, information technology, TCM, new materials, and biotechnology. The combined annual revenue of these enterprises reached nearly 4.3 billion patacas, in tandem with improving the research subsidy system and promoting transfers of technologies developed in universities. The TCM centre of the technology transfer and transformation centre of higher education institutions (Guangdong-Hong Kong-Macao Greater Bay Area) was officially inaugurated by the end of 2025. The MSAR Government facilitated the development of technological talents in Macao, and supported market expansion for "Made in Macao", "Macao-branded" and "Macao-designed" products.

To enhance the competitiveness of the MICE (meetings, incentives, conventions, and exhibitions) and trade industries, the Government promoted high-quality development of the convention and exhibition sector and attracted several internationally recognised large-scale conferences to Macao for the first time. In 2025, Macao was named the "Best Convention City (Asia)" and "Best BT-MICE City". To expedite development in the culture and sports sector, the Government hosted major cultural events, such as the second Macao International Short Film Festival and the 35th Macao Arts Festival, and continued implementing the China National Arts Fund Matching Programme to encourage innovation in the local culture industry and the creation of more performing art works with Macao characteristics.

Prioritising Macao-Hengqin Development of the Four Nascent Industries

In 2025, to strengthen liaison and coordination, the MSAR Government established a leading group for promoting development of Hengqin, to coordinate major work related to the Cooperation Zone in Hengqin. In line with the strategic positioning of "Macao + Hengqin", the Government treats Hengqin's development as Macao's own responsibility, further increasing its commitment to the Cooperation Zone and driving the high-level completion of second-phase objectives.

The Government clarified the development directions for key industries through issuing the Industrial Development Plan for the Guangdong-Macao In-depth Cooperation Zone in Hengqin (2025-2029), prioritising the development of the Cooperation Zone's "four nascent industries" of culture and tourism, higher education, healthcare, new and high-tech, and modern financial service sectors, which most synergise with Macao's development, while being most likely to attract Macao enterprises, and most capable of driving employment for Macao residents.

The Government fully leverages the functions of its industrial investment fund for the Cooperation Zone. As of the end of September 2025, contracts for 32 sub-funds and 20 direct investment projects had been signed, worth a total of approximately 6.067 billion yuan. In all, 121 enterprises have been attracted to establish operations, including 20 company headquarters, 51 specialised or innovative enterprises, and 16 business segments of well-known listed companies. Two direct investment projects have successfully completed, achieving investment returns of 59 percent and 44.3 percent.

To enhance the cultural tourism and MICE sectors, the Government continued implementing the Macao-Hengqin Travel Stimulation Programme, thus fostering resource sharing and mutual visitor flows between the two regions' convention and tourism industries. In the year since the policy allowing Chinese mainland tour groups to make multiple trips between Hengqin and Macao was introduced, nearly 18,000 tour groups have been organised, with nearly 66,000 visitors. Approximately 114 e-commerce enterprises and 45 Macao-funded cross-boundary e-commerce companies and service institutions have been established. The Government also arranged for Macao and Hengqin industry representatives to participate in professional convention and exhibition activities held in Macao, Singapore and Thailand.

To promote integrated development of TCM and Big Health, the Government optimised the model of "register in Macao and produce in Hengqin" and actively attracted high-quality pharmaceutical enterprises and projects to the Traditional Chinese Medicine Science and Technology Industrial Park of Cooperation between Guangdong and Macao ("GMTCM Park"). As of the end of September 2025, the occupancy rate of the GMTCM Park reached 82 percent, with a total of 133 enterprises established. The Government also promoted stem cell research and applications, and collaborated with Hengqin in jointly promoting legislation on cutting-edge medical technologies such as cell therapy.

Regarding integrated development of specialised financial services: as of August 2025, the Cooperation Zone had opened over 590 multi-functional Electronic Fence accounts (EF accounts), with total settlements exceeding 160 billion yuan. The Government secured support from national financial regulators for leading public fund institutions in the Cooperation Zone to expand their business operations in Macao, and for retaining the authority to approve private equity investment enterprises within the Cooperation Zone. To enhance cross-boundary financial services for people's livelihoods, the Government expanded the use of Macao's Simple Pay integrated electronic payment platform to also encompass pilot merchants in the Macao New Neighbourhood.

To promote coordinated development of the technology industry, the Government supported Macao universities in leading the establishment of Guangdong-Hong Kong-Macao joint laboratories, provided support to approved laboratories researching integrated circuits, and approved a new joint TCM laboratory during the year; facilitated the transformation of 10 key projects within the Cooperation Zone, covering areas such as computer chip design, stem cells, advanced materials, and digital technology; supported the UM Science and Technology Research Institute in building five major research and development (R&D) centres; and jointly established 16 university-enterprise laboratories. As of 1 September, 51 new research projects had been launched, bringing the total to 369 projects.

National Games Empower the Greater Bay Area and Open New Horizons for Regional Cooperation

The 15th National Games of the People's Republic of China opened on 9 November 2025. Co-organised by Guangdong Province, the Hong Kong SAR and the Macao SAR, it was the largest-scale, highest-level and most far-reaching multi-sport event held in the country, and marked the first time that Hong Kong and Macao were co-organisers of the National Games. The event represented an important initiative by the country to advance the coordinated development of the Guangdong-