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**ОЦЕНКА И ОПТИМИЗАЦИЯ СТРАТЕГИИ ИННОВАЦИЙ И
РЕФОРМЫ СИСТЕМЫ УПРАВЛЕНИЯ «ТРИ
МОДЕРНИЗАЦИИ И ТРИ СИСТЕМЫ»
В ЗОНАХ РАЗВИТИЯ ХЭНАНЯ:
НА ОСНОВЕ СТРУКТУРНОГО АНАЛИЗА SWOT-PEST**



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Аннотация. Цель исследования состоит в выявлении инновационных путей развития системы управления зоны развития в провинции Хэнань. Для достижения поставленной цели был проведен анализ степени вмешательства местного правительства и его влияния на административную и экономическую эффективность, а также указаны ограничения однофакторного анализа и подробно рассматриваются коннотации и роли множественных факторов в реформе системы управления зон развития. Научная новизна заключается в том, что на основе структуры анализа SWOT-PEST в сочетании с пятиэлементной теорией административной экологии создана матрица вариантов SWOT-HFPIT для оценки эффективности инновационной реформы «Три модернизации и три системы». Она показывает, что текущая инновационная реформа может эффективно способствовать развитию провинции. По результатам исследования разработаны рекомендации, которые заключаются в следующем: укрепление власти персонала для обеспечения стабильности талантов и стимулирования инновационной жизнеспособности; оптимизация управления

финансовой властью для повышения эффективности использования средств и способности контролировать риски; разработка инновационной модели управления документооборотом правительственного аппарата для повышения эффективности управления. Внедрение данных рекомендаций позволит оптимизировать систему управления и приведет к высококачественному развитию зон развития в провинции Хэнань.

Ключевые слова: зона развития, метод матричного анализа SWOT-PEST, экология государственного управления, реформа «Три модернизации и три системы».

Introduction

Since 1984, the CPC Central Committee and the State Council have decided to establish economic and technological development zones (hereinafter referred to as «development zones») in various regions to utilize foreign funds and advanced technologies to accelerate regional economic and social development. After nearly forty years of construction, the economic aggregates of more than 2600 development zones across the country have accounted for more than one-fifth of the national gross domestic product, and they are the spatial carriers for China to implement the economic functional zone strategy [8]. The management system is the organizational and institutional foundation for promoting high-level opening up and high-quality development.

The management system is the organizational and institutional foundation for promoting high-level opening up and high-quality development. Optimizing and innovating the management and operation framework is the fundamental requirement for building a new economic pattern in which the domestic large cycle is the main body and the international and foreign double cycles are the auxiliary, and the economy shifts from high-speed growth to high-quality development.

Theoretical research

The degree of government intervention.

When referring to the management system and management mode of the development zone, researchers believe that it should be divided into three categories, namely the government-led type, the market-led type, and the government-enterprise collaborative type according to the degree of government's involvement in the development zone. For example, Guo Xiaobei and Zhang Boxing pointed out that for the economic development zones in the Chinese development zones, The management systems can be divided into the government-led management mode, the enterprise operation mode, and the government-enterprise integrated management mode [4, p. 9-14]. Lei Xia analyzed the evolution process of the management system of Chinese development zones, and also discussed the government-led type, the enterprise-led type and the government-enterprise mixed type

of management systems [5]. Wang Weiwei also believed that there are three management systems in China's development zones: government-led type, enterprise-led type, and government-enterprise mixed type [14, p. 59-60]. Scholars have slightly different expressions when classifying management models. For example, Zhao Xiaodong, Lv Aiguo, etc. divided the management system types of national-level economic development zones into government-led type, government-participation type, and government-service type, but in essence, it is still classified according to whether it is a single management committee or a single company [17, p.56-59]. Whether it is the ternary classification method or dividing into five major management models: the management committee-led type, the company-operation type, the management committee-coordination type, the Sino-foreign cooperation type, and the «enclave» management, etc [1]. In the management of the development zone, the degree of participation of the government and the role it plays are extremely important and cannot be ignored.

The impact on administrative and economic efficiency.

Sometimes, The research on the management system of the development zone is focused on the impacts on aspects such as administrative and economic efficiency. Dong Yamei pointed out in «The Management Dilemma and Innovative Measures of the Administrative Region Managed by the Development Zone - Based on the Analysis of the Development Zones in Henan Province» that due to the needs of project landing, project construction, residents' lives and education, the model of the administrative region managed by the development zone has its inevitability [3, p. 22-26]. Sun Chongming and Ye Jihong believed that the power and responsibility relationship between the development zone and the administrative region should be straightened out in order to improve the «adaptive efficiency» of the management system of the development zone, and then meet the needs of the times for the transformation and upgrading [11, p. 42]. Zhao Xiaolei et al. found through empirical analysis that the integration of government and district type has a positive impact on the improvement of the economic development efficiency of the development zone, but not all of this type are superior to the management committee type [18, p.4-15].

Univariate analysis of factors affecting the management system.

When analyzing the influencing factors of the management system, more single-factor analyses are conducted, while there are fewer comprehensive analyses of the combined effects of multiple factors. Wang Sumin and Zhang Libin think that innovating the fiscal system and increasing the devolution of financial management power can promote the high-quality development of the economic and technological development zone [13, p.72]. Li Ji thought that whether the salary system is scientific or not is directly related to the enthusiasm of the employees in their work and affects the overall development situation of the development zone management committee [6, p. 43-44]. Wang

Xiajun and Guo Yongxiang believe that rationally determining the standards for the establishment of institutions and the mode of personnel management in the development zone, which can innovate its management system and operation mechanism, and promote the development of the development zone [15, p.18-22]. Although, Li Pengyu suggests that innovating personnel management systems, implementing salary reforms, and empowering parks in areas such as industrial development, project construction, and enterprise services can help it undergo a significant transformation [7, p. 30-32]. But it also doesn't detailly explain what kind of path and way these management system elements use to promote the high-quality development of the development zone.

The connotation of the «three modernizations and three systems» reform in the development zones of Henan.

The «three modernizations and three systems» reform is the handle of the reform in the development zones in Henan Province. That is, to build a professional, international and market-oriented management team, and implement the tenure system of the leadership team, the full employment system of employees, and the salary performance pay system [10]. Among them, internationalization means connecting with the international market, following international rules, improving the level of management, operation and service, and integrating into the global economy. Marketization is to deepen the market-oriented reform, Including the market-oriented operation in such aspects as resource allocation, project introduction and industrial cultivation. Specialization means strengthening the specialized construction of the management institution and enhancing the professional quality of the management personnel. The salary performance pay system refers to linking the salary of employees with their work performance and reforming the financial system such as the salary system. The connotation of the «three modernizations and three systems» reform in the development zone is to carry out innovative reforms on the financial rights, administrative rights and personnel rights of its management system.

To sum up, the management system of the development zone is a key factor influencing the operating results of the development zone. And financial power, administrative power and personnel power are its core components, which jointly determine the ability and efficiency of the development zone in aspects such as resource allocation, decision-making implementation and talent motivation. By analyzing, we can deeply understand the operating mechanism of the management system in the development zone, and thereby accurately understand the current situation and potential problems. This is helpful for us to comprehensively assess the effectiveness of the development zone, and then put forward targeted suggestions to provide continuous and strong support for the high-quality development of the development zone.

Research methods

SWOT analysis (also known as situation analysis), which conducts a comprehensive assessment of the internal and external environment of the enterprise from aspects such as the internal strengths (S), internal weaknesses (W), external opportunities (O), and external threats (T) of the enterprise, thereby organically integrating the internal and external strategic resources of the enterprise. PEST analysis analyzes macro factors from aspects such as politics (P), economy (E), society (S), and technology (T). PEST analysis requires an in-depth understanding of factors such as the economic level of the enterprise, government policies, social systems, and enterprise scale. Otherwise, scientific conclusions about the research object cannot be drawn. In the research, there are drawbacks in the single SWOT model analysis, mainly including such as unprominent key points, not strong flexibility and insufficient innovation [16, p.104-109]. And the single PEST analysis also has the disadvantages of ignoring internal factors, being difficult to predict the future, and requiring a large amount of resources. Therefore, combining SWOT and PEST can be complementary to form a comprehensive, dynamic and objective strategic analysis tool. The advantages of SWOT-PEST are shown in Table 1, and the matrix analysis combination model expression is shown in Table 2:

Table 1

The Advantage Table of SWOT-PEST Analysis Tool

Comprehensiveness	Dynamic nature	Objectivity
SWOT analysis focuses on the opportunities and threats in the internal environment, while PEST analysis focuses on external environmental factors. The combination of the two can provide a more comprehensive strategic analysis framework to help organizations understand their own environment and challenges more accurately.	PEST analysis can assist organizations in predicting the changing trends of the external environment, while SWOT analysis can evaluate the strengths and weaknesses based on these changes. The combination of the two can enable the organization to better adapt to the changes in the external environment and formulate more forward-looking strategic plans.	Although both SWOT analysis and PEST analysis have a certain degree of subjectivity, the combination of the two can reduce it. By comparing and analyzing the results of the two, the differences and contradictions among them can be found, and the problems can be further discussed and clarified to make the analysis results more objective and accurate.

Table 2

SWOT-PEST Matrix Analysis Combined Model

SWOT		PEST			
		(P)	(E)	(S)	(T)
		Political	Economic	Social	Technical

Strengths (S)	SP	SE	SS	ST
Weaknesses (W)	WP	WE	WS	WT
Opportunities (O)	OP	OE	OS	OT
Threats (T)	TP	TE	TS	TT

Index selection and source analysis.

As an important branch of system theory, administrative ecology delves into the interactive relationship between the administrative system and its ecological environment [12, p. 25]. Herein, ecological principles are innovatively incorporated into the study of administrative science to explore the subtle balance between the administrative system and the administrative ecological environment. Riggs (Fred W. Riggs), as the representative of this theory, emphasizes the close interdependent and influential relationship between public administration and the ecological environment. This relationship profoundly affects the structural functions and operating efficiency within the administrative system [9, p. 107-115].

When examining the multiple ecological elements that affect the national public administration, we find that economic elements, social elements, communication networks, symbol systems (laws), and political frameworks constitute the core framework [2, P. 169-173]. Economic elements cover the social economic mechanism and the development of productive forces; social elements involve the operation of various social organizations; communication networks reflect the circulation and exchange situation of social information; symbol systems include political rules, regulations and legal systems; while the political framework specifically refers to the structure and layout between politics and administration.

Furthermore, when we apply this analytical framework to the management system of the development zone, it can be found that the five elements still have a very deep influence. These elements are intertwined to form a complex ecological environment network, which directly or indirectly affects the operating state of the development zone. Therefore, this analytical framework provides a new perspective and a powerful tool for us to deeply understand the driving forces of the reform of the management system of the development zone.

Economic elements provide the material basis and development impetus for the development zone, influencing the industrial structure and investment environment; social elements provide human resources and social support, influencing the ability of social management and public service; the communication network, as a channel for information transmission and communication, affects administrative efficiency and decision-making quality; the symbol system (laws) provides legal guarantee and norms to ensure that administrative activities are legal and compliant; the political

framework provides organizational guarantee and decision-making mechanism, influencing the administrative management system and operating mechanism.

In the management of the development zone, the specific financial rights, administrative rights, personnel rights are also closely related to the five major elements of administrative ecology. Financial rights, as the power to raise and control fiscal revenue, directly affects the operation of economic elements. Administrative rights involve the management and service of public affairs, and its rational allocation and implementation are helpful to improve the development level of social elements. And personnel rights are related to the appointment, removal, deployment and training of personnel, and its rational allocation is very important for optimizing the political framework and improving the government's management ability.

To sum up, the financial rights, administrative rights, and personnel rights in the development zone are closely connected with the elements such as economic elements, social elements, communication network, symbol system (laws), and political framework in administrative ecology, and have a profound impact on the administrative management efficiency and the quality of economic development in the development zone. The above analysis is shown in Figure 1 as follows:

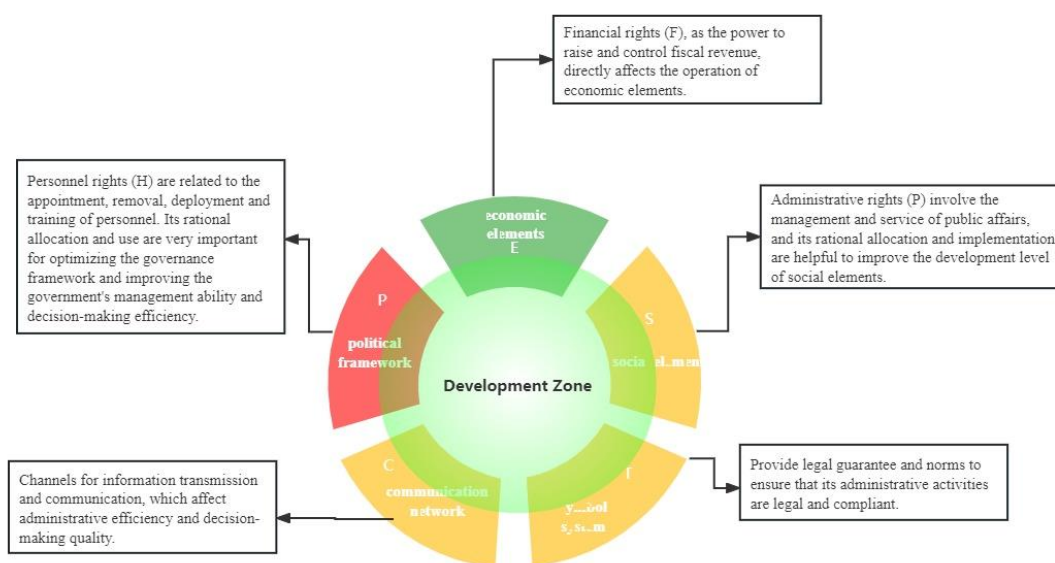


Figure 1: The relationship diagram between the five elements of the administrative ecology in the development zone and the financial rights, administrative rights, and personnel rights in the reform of the management system.

In the PEST analysis, they are respectively politics (P), economy (E), society (S), and technology (T). Among them, PEST is consistent with the five elements of administrative ecology. We make a variation on it and get:

P = personnel rights (H)

E = financial rights (F)

S = administrative rights (P1)

T remains unchanged.

Then the SWOT-PEST variant matrix is SWOT-HFP1T, as shown in Table 3.

Table 3

SWOT-HFP1T variant matrix analysis combined model.

SWOT PEST	Personnel rights (H)	Financial rights (F)	Administrative rights (P1)	Technology (T)
Strengths (S)	SH	SF	SP ₁	ST
Weaknesses (W)	WH	WF	WP ₁	WT
Opportunities (O)	OH	OF	OP ₁	OT
Threats (T)	TH	TF	TP ₁	TT

SWOT-PEST result analysis

Using the variant of the SWOT-PEST analysis framework - the SWOT-HFP1T matrix, an analysis is conducted on the detailed contents of the «three modernizations and three systems» innovative reform of the management system of the development zones in Henan Province. Since T is not involved in the reform, T in this table is the previous situation of science and technology policies in Henan Province. The following is the detailed matrix analysis table:

SWOT PEST	Personnel rights (H)	Financial rights (F)	Administrative rights (P1)	Technology (T)
	SH	SF	SP₁	ST
Strengths (S)	Talent introduction policies, flexible cadre appointment mechanism, and incentive salary system.	Diversified industrial investment and financing channels, improved efficiency of financial resource allocation, and enhanced financial autonomy.	Improved efficiency of the public service system, refined project management reform, and proposed cross-functional collaboration mechanism.	The establishment of scientific and technological innovation platforms, and the strong ability to transform scientific research results.
	WH	WF	WP₁	WT
Weaknesses (W)	Increased risk of brain drain in provincial and	Under the current economic downturn	The process of handling affairs in	The technological innovation ability

	lower-level development zones, insufficient implementation of the cadre incentive mechanism, and imperfect talent training system.	situation, there is relatively great financial pressure in Henan Province, and the efficiency of fund use needs to be improved.	the development zone is cumbersome, the social management of non-economic aspects is difficult, and the coverage of public services in the zone is limited.	and investment in scientific research funds need to be improved, and the application of information technology in development zones at all levels in the province is unbalanced.
Opportunities (O)	OH	OF	OP₁	OT
	The talent policy brings opportunities for talent introduction, and the resources for cadre training are increasing day by day.	The state has financial support for development zones, such as preferential tax policies. The moderate opening up of the national financial market.	The release of policy dividends at the national and provincial levels, the opportunities for social capital participation, and the growth in the demand for public services in the development zone.	Support from scientific and technological innovation policies, and the rapid development of the digital economy.
Threats (T)	TH	TF	TP₁	TT
	Increased competition for talents, the risk of talent drain, and the raised requirements for the qualities of cadres in the development.	The economic situation leads to an increase in the local financial risk where the development zone is located, and changes in the tax preferential policies.	Social contradictions are becoming increasingly complex, the demand for public services is diversified, and the test on the ability to respond to unexpected events is increasing.	Fast technological upgrading, difficult problems in intellectual property protection, and increased international technical barriers.

From the above table analysis, we can know that:

Personnel rights (H), the «three modernizations and three systems» reform in the development zones of Henan Province, relying on geographical location and policy advantages, has implemented a series of talent introduction strategies. By establishing a flexible cadre appointment mechanism and an incentive salary system, it has attracted a large number of talents, improved the overall quality and service level, and injected strong impetus. However, when facing the talent competition among regions, its risks are prominent. In addition, the implementation of the existing cadre incentive system and training system is not perfect, which poses a threat to the long-term planning of the development zone. Therefore, Henan needs to actively respond to the national talent policy, broaden the channels for talent introduction, deepen the reform of the internal incentive mechanism, and improve the talent training system to ensure the stability and innovation ability of the talent team.

Financial power (F), the reform of the «three modernizations and three systems» in Henan's development zones has made the financial power of each development zone more autonomous and flexible. Through the diversification of industrial investment and financing channels and the effective integration of financial resources, it has laid a foundation for the stable growth of the regional economy in Henan Province. However, as the national financial pressure increases, the efficiency of financial capital utilization needs to be improved. Therefore, the development zones in Henan Province need to make full use of financial support and preferential tax policies at all levels, embrace the open opportunities of the financial market, broaden funding sources, and improve capital utilization efficiency. At the same time, strengthen financial risk management, pay attention to policy changes and market competition, and ensure stable financial operation and efficiency improvement.

In terms of administrative power (P1): The «three modernizations and three systems» reform in Henan's development zones has effectively improved management efficiency and enhanced social management and public service capabilities, relying on an efficient public service system, sophisticated project management processes, and cross-departmental collaboration mechanisms. However, with the rapid development of social economy and the increasingly diverse public demands, problems such as increasingly complicated transaction processing procedures, increased difficulty in social management, and limitations in public service coverage have emerged. Henan's development zones should continuously optimize management processes, innovate service models, and improve service efficiency. They should also seize the opportunity of policy dividends and social capital participation, actively respond to the growth of public service demand, and strengthen the capacity building to respond to emergencies.

Discussion and summary

Through the connotation analysis and strategy research of the «three modernizations and three systems» innovative reform of the management system in the development zones in Henan Province, combined with the empirical analysis of the SWOT-PEST analysis framework, this article draws the following main conclusions:

The «three modernizations and three systems» reform in the development zones of Henan Province, that is, the power of personnel (H), the power of finance (F), and the power of affairs (P), has achieved remarkable results in enhancing the comprehensive regional competitiveness, promoting stable economic growth, and optimizing public services. However, in the face of the current complex and changeable economic environment at home and abroad and the new requirements of social development, the reform still needs to be further deepened to ensure the sustainable development and the realization of the long-term plan of the development zone.

1. The reform of the power of personnel has achieved remarkable results, but it is necessary to strengthen the stability of talents.

The development zones in Henan Province have successfully attracted a large number of high-quality talents through a flexible cadre appointment mechanism and an incentive salary system, and have improved the comprehensive quality and service level of the management team. But how to maintain the stability of the talent team has become a new topic. The development zones in Henan Province need to broaden the channels for talent introduction, deepen the implementation of the reform of the internal incentive mechanism, and improve the training system in order to build a more stable and competitive talent team.

2. The reform of the financial power has enhanced autonomy, and it is necessary to improve the efficiency of fund use.

The development zones in Henan Province have gained greater autonomy in financial management through the reform of finance and performance. However, under the background of the current global economic downturn and the increasing financial pressure across the country, the development zones in Henan Province should make full use of the financial support at all levels and tax preferential policies to improve the efficiency of the use of financial funds, embrace the opportunities of the opening of the financial market, and broaden the channels of fund sources.

3. The reform of the power of affairs has improved the management efficiency, and it is necessary to innovate the service model.

The management efficiency and public service ability of the development zones in Henan Province have been enhanced through the reform of the power of affairs. But with problems such as the diversification of public demands, the increase of the difficulty of social management, and the limitation of the coverage of public services. For this reason, the development zones in Henan Province need to continuously optimize the management process, innovate the service model, improve the efficiency and quality of services, strengthen the construction of the ability to deal with unexpected events, and better meet the needs of social and economic development.

To sum up, the «three modernizations and three systems» reform in the development zones in Henan Province has achieved remarkable results in terms of the power of personnel, the power of finance, and the power of affairs. In the face of new challenges and opportunities, it is necessary to further strengthen the stability and innovation ability of talents and promote the improvement of the quality of human resources; improve the efficiency of fund use, risk management, and the level of financial flexibility, enhance the autonomy of financial power, and integrate into the market competition and development; innovate the service model and improve management efficiency, enhance the comprehensive service ability, and integrate into the international development. In order

to ensure that the development zones in Henan Province maintain a leading position in the fierce regional competition and provide continuous impetus for the high-quality development of the industrial economy in Henan Province.

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**THE ASSESSMENT AND STRATEGY OPTIMIZATION OF
THE INNOVATION AND REFORM OF THE MANAGEMENT
SYSTEM OF 'THREE MODERNIZATIONS AND THREE
SYSTEMS' IN HENAN DEVELOPMENT ZONES: BASED ON
SWOT-PEST FRAMEWORK ANALYSIS**

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Abstract. The purpose of the research is to identify innovative ways to develop the management system of Development Zone in Henan Province. This paper discusses the innovation achievements of the management system of. A detailed analysis has been made on the degree of the local government intervention and the impact on the administrative and economic efficiency, and it points out the limitations of single-factor analysis and elaborates on the connotations and roles of multiple factors in the reform of the management system of development zones. The scientific novelty is to base on the SWOT-PEST analysis framework and combined with the five-element theory of administrative ecology, the SWOT-HFP1T variant matrix is generated to assess the effectiveness of the «Three Modernizations and Three Systems» innovative reform. It shows that the current innovative reform can effectively promote development. As a result, strengthening the power of personnel to ensure the stability of talents and stimulate the innovation vitality; optimizing the management of financial power to improve the efficiency of fund use and the ability of risk control; innovating the service model of the power of affairs to enhance the management efficiency and other suggestions for optimizing the management system and high-quality development of the development zones in Henan Province.

Key words: development zone, SWOT-PEST matrix analysis method, administrative ecology, «Three Modernizations and Three Systems» reform.