

## CHINA'S DIGITAL GOVERNMENT PROMOTES THE IMPROVEMENT OF PUBLIC SERVICE CAPABILITIES: INTERNAL MECHANISMS AND PRACTICAL PATHS

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### ABSTRACT

China's Digital government boasts inherent advantages in improving the efficiency of public services. To fully leverage these advantages, it is necessary to delve into how digital government construction can optimise public service efficiency, address various challenges amidst the current development, and develop practical and feasible improvement strategies. Digital government can significantly improve public service efficiency by promoting platform data exchange and sharing, optimising digital governance processes, accurately identifying public service needs, and allocating public resources reasonably. However, the process of building a digital government also faces practical challenges such as institutionalisation and technological application. Therefore, the development of digital government should focus on three core areas: innovative ideas, optimised organisational structure, and improved operational mechanisms, in order to explore effective ways to enhance public service efficiency through the construction of digital government.

*Keywords:* Digital Government; Public Service Capability; Internal Mechanism.

### INTRODUCTION AND LITERATURE REVIEW

Improving administrative efficiency has always been a top priority for government departments. Whether it is choosing management tools or realising its own value, it is reasonable for the government to enhance its public service capabilities and pursue public service efficiency. In a rapidly developing society, with increasing risks and diverse public demands, traditional government management systems are no longer able to meet these needs (Zhang and Huang, 2025). Meanwhile, continuous changes in public demand and complex social environment highlight the drawbacks of traditional public service supply. Fragmented governance and information asymmetry have led to a serious imbalance between public service supply and demand, greatly reducing administrative efficiency. The emergence of digital technology has brought new opportunities for government public management. Therefore, building a digital government that keeps pace with the times is a necessary method to meet the public needs of residents and a necessary requirement to empower the development of the digital economy.

For a long time, Chinese government have attached great importance to the supply of public services (Liu and Zhang, 2025). In 2022, the State Council of the PRC timely put the construction of a digital government on the agenda, issuing the Guiding Opinions on Strengthening the Construction of a Digital Government. Subsequently, there has been a wave of research in the academic community on the construction of digital government. Scholars have analysed the intrinsic relationship between digital government and public services from different perspectives and have achieved fruitful research results. Some scholars believe that building a digital government is beneficial for improving the efficiency of public services.

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Building a digital government means unifying service standards, clarifying service objectives, and standardising administrative behaviour. By opening up channels for information circulation, strengthening internal organisational management, and improving public service efficiency, multiple measures have been taken to promote the transformation and upgrading of public services, optimise the allocation of public resources, and promote the transformation and upgrading of public services (Du and Wang, 2025).

However, some scholars also question the mechanism by which the construction of digital government can improve the efficiency of public services, believing that the expected goals in terms of online services and meeting residents' needs have not been achieved by digital government. They pointed out that digital government suffered from such problems as insufficient coverage, integration, and refinement, coupled with the difficulties in data sharing and information security among government departments, which may further hinder the improvement of public service efficiency.

The relationship between digital government and public service efficiency has become a key topic for academic research. The current discussion on this relationship mainly revolves around two dimensions: firstly, from the perspective of transaction costs. Some scholars have proposed that digital technology can effectively reduce transaction costs by integrating platform resources and expanding the scope of information services. Digital governance addresses the shortcomings of traditional governance, avoids potential corruption risks, and facilitates equal access to high-quality and efficient public services. In addition, digital governance has opened up channels for information circulation, prevented and controlled risks of information asymmetry, and facilitated sustainable regional economic development.

It can be said that digital governance not only expands the supply of public service, but also improves its quality. Secondly, from the perspective of organisational structure, some scholars believe that the construction of digital government is a path for government innovation and a means of organisational change (Wu et al., 2025). Digital platforms have created organisational logic systems that are different from traditional ones. The digital transformation of the government can promote the "streamlining administration and delegating power" of the public sector, optimise and adjust organisational structure, and speed up institutional response, thereby significantly enhancing public service efficiency.

Overall, many scholars recognise that digital government can effectively improve the efficiency of public services. The academic community has conducted in-depth discussions on the potential of digital government to improve public service efficiency from different theoretical perspectives. Due to differences in researchers' academic backgrounds and entry points, the focus of related research is scattered.

This article aims to reveal the internal mechanism of digital government in promoting the efficiency improvement of public services, systematically analyse its impact on public services, and deeply demonstrate the necessity and legitimacy of digital government construction (Chan and Wan, 2024). This article focuses on the various challenges that digital government faces in providing public services and attempts to provide solutions through theoretical frameworks to strengthen the construction of digital government and promote the improvement of public service efficiency.

## **I. The driving role of the inherent mechanism of digital government in improving the efficiency of public services**

### ***1. Sharing digital platform data to improve public service production efficiency***

Digital government is a product of the digital age, which is completely different from the traditional bureaucratic management model. Traditional government services are characterised by a top-down approach, which horizontally divides functions and vertically manages them through a hierarchical system, extending public services to the grassroots level. In contrast, digital government aims to break through the one-way constraints of original systems, emphasising strong interactivity and resource sharing. The core goal of building a digital government is to create a digital service platform that connects service providers and recipients. The digital platform can rely on powerful digital technology to integrate the supply and demand sides of public services into the same platform, breaking down communication barriers, allowing residents to easily access service resource allocation information, thereby improving the efficiency of public service supervision (Chen, 2025).

### ***2. Optimise digital governance processes and provide tiered public services***

The core goal of building a digital government is the digital transformation of the government, which is a long-term and complex systematic project, requiring not only solving technical problems and but also resolving governance conflicts. There is an irreconcilable contradiction between the needs of the existing management system and the flat management of the network. It is difficult to completely avoid the inherent flaws of traditional government organisational structures when building a digital government. By adopting digital governance methods, the construction of a digital government aims to reshape the operational processes of traditional government departments and break through the drawbacks of departmental fragmentation and information asymmetry in the existing management system (Wang and Xing, 2025). At the same time, empowering hierarchical organisational structures with digital technology can effectively improve the efficiency of public services.

### ***3. Accurately identify public service needs and improve personal choice efficiency***

The core of public service efficiency lies in the degree of matching between the production and consumption ends. The degree to which producers meet the legitimate needs of consumers is a key indicator for measuring service efficiency. Therefore, producers should strive to improve individual demand efficiency. However, the scarcity of public service resources determines that the supply of public services can only meet legitimate consumption needs and cannot meet personalised consumption needs. Due to limited public service supply, it is particularly important to improve the accuracy of public service supply as it cannot equally cover everyone.

### ***4. Accurately promote service space and balance the efficiency of public resource allocation***

The allocation of public service resources is crucial for the welfare distribution of beneficiary groups. The huge demand for public services from residents and the limited supply of resources require the government to prioritise resource allocation efficiency, which involves both cost control and speed improvement, with a focus on safeguarding fair rights and promoting the common development of all stakeholders (Che and Yuan, 2024). The development of digital government has achieved the rational allocation of public resources between regions and optimised the allocation of social resources through the use of digital

technology.

The efficiency of balancing public resource allocation in digital government is mainly reflected in the following aspects:

Firstly, digital government reduces the regional differences in public service supply. Digital government can leverage the advantages of digital technology to create a fully functional and comprehensive public service platform, ensuring barrier free flow of service information across regions, avoiding the problem of mismatched public service resources caused by obstructed information flow, and achieving balanced distribution of public services in various regions.

Secondly, digital government promotes the inclusive supply and equal distribution of basic public services. Basic public services refer to public services shared by all citizens. Digital government can guide public resources to flow towards the livelihood sector, ensure balanced supply of livelihood services, and effectively address people's needs for medical service, education and social security. The achievement of this goal requires specific measures to be taken: developing intelligent education platforms for underdeveloped areas, improving smart healthcare systems, optimising digital elderly care services, and promoting "one network for all" resident services to avoid structural imbalances in public service supply.

Thirdly, digital government ensures the rational regulation and optimised allocation of financial resources. Digital government permeates digital technology into all aspects of fiscal management, relying on powerful digital technology to regulate and allocate fiscal resources, dynamically track the flow of fiscal expenditures, and accurately grasp the effectiveness of fiscal expenditures. It is also committed to building a direct fiscal fund system, moderately tilting fund allocation towards the grassroots level to optimise fiscal management structure and improve the efficiency of fiscal resource utilisation. In addition, digital government guides funds to flow towards weak links in public services, provides necessary financial resource support for underdeveloped areas, and ensures accurate supply and efficient allocation of financial resources.

## **II. The practical dilemma of digital government construction in public service supply**

There is an inherent correlation between the construction of digital government and the provision of public services. Although China has put the construction of digital government on the agenda in a timely manner, the development of digital government inevitably faces thorny problems due to various factors. Challenges in data exchange, digital governance, demand identification and performance evaluation exacerbates the difficulty of public service supply and reduces public service efficiency.

### ***1. The network dilemma in the process of data exchange and sharing***

With the arrival of the digital age, data sharing has become an inevitable prerequisite for efficient supply of common services. Specifically, information interaction and sharing occur in two major areas: interaction between the supply and demand sides of public services, and collaboration between departments within government agencies. At present, the digital divide stands as the main obstacle for both the supply and demand sides of public services to share information. At the same time, information barriers or data silos are the main obstacles to information sharing among government departments. These factors collectively constitute the networked challenges faced by public service data exchange and sharing.

## ***2. The institutionalised difficulties in digital governance***

In the existing management system, government agencies transmit public service information by establishing hierarchical power and responsibility relationships, which fails to suit for the development trend of the digital age. The goal of promoting the construction of a digital government is to continuously innovate traditional bureaucratic institutions through digital transformation and restructure organisational processes through digital governance. It can be said that digital governance is an essential external driving force for process reengineering. However, when the process of digital governance shapes new mechanisms and operational models for government agencies, it encounters deep-rooted institutional barriers, making the transformation of bureaucratic organisational processes exceptionally difficult.

## ***3. Technical difficulties in need identification***

Digital government addresses the shortcomings of traditional government and has unique advantages in identifying public service needs. However, due to the current immaturity of technology, the advantages of need identification are difficult to fully utilise. The public service needs of residents differ from those of enterprises and consumers, with a wider scope and higher complexity. To accurately identify public service needs, a comprehensive approach covering multiple fields, different groups, and regions is required.

With the increase in the number of floating population, the trend of personalised and diversified public service demand is becoming increasingly evident, and the interrelationships between various demand factors and participants are becoming increasingly complex and intertwined, which makes the demand for public services more complex and dependent. For example, when identifying and defining low-income groups, it is necessary to consider not only the economic conditions of residents, but also their health. The true income level of residents should be based on multiple factors, with wages, transfer payments, and asset income included in the "income" of residents.

Moreover, with the advancement of urbanisation, digital transformation of cities has become an inevitable trend. The scope of public services continues to expand, and the demand for public positions is becoming increasingly diverse, highlighting the difficulty of collecting and identifying information on public service needs. Obviously, the current level of technology cannot meet the practical needs of digging deep into demand data and interpreting incremental data, making it an urgent task to take effective measures to improve the level of digital technology and overcome existing technical difficulties.

## ***4. Regional difficulties in the digital performance evaluation***

Thanks to its dual advantages of low cost and high efficiency, digital technology plays an irreplaceable role in regulating and allocating public service resources. Introducing cutting-edge digital technology can guide the flow of public service resources to areas with demand, thereby narrowing the regional differences in public service supply. However, cross regional cooperation faces numerous obstacles and cannot be fully implemented, making it difficult to achieve the expected goals of digital government.

The regional dilemma of digital performance evaluation is a practical challenge faced by the construction of digital government. The goal of digital government is to build a cross domain integrated platform, but the construction of digital government has distinct regional characteristics. The supply of public resources is limited, and various regions have been involved in the "battle for public resources" based on their own development needs. In the

process of digital performance evaluation, the benefits of regional interest games clearly outweigh the benefits of regional cooperation. In the long run, the obstruction of cooperation and disorderly competition among regions not only hinders the circulation of data resources but also restricts the operation of business handling. The eastern coastal areas can rely on their resource endowment and economic foundation to improve digital infrastructure, optimise public service systems, build high-level digital governments, and enhance the aggregation power of digital elements, offering them first mover advantage in holding digital public resources and at the same time leading to a widening gap in public service supply between developed and underdeveloped areas. Moreover, local governments boast the right of territorial governance, which determines that localism will affect the allocation of public service resources. In addition, the lack of unified data standards exacerbates the difficulty of cross regional regulation of public resources.

### **III. The practical path of promoting the efficiency improvement of public services through the construction of digital government**

It cannot be denied that the construction of digital government still faces various challenges. Therefore, it is necessary to seek breakthroughs in solving practical problems from different levels such as thinking concepts, technological capabilities, institutional operation, and system design, clarify the inherent connection between digital government and common service supply, and explore practical paths to improve public service efficiency on this basis.

#### ***1. Building a mindset and operational model for sharing public service data***

Only by changing the mindset of data sharing and optimising the operation mode of data sharing can we promote the steady improvement of digital government data sharing capabilities.

Therefore, it is necessary to provide standardised training for government officials to enhance their ability to collect and analyse data, cultivate their big data thinking and collaborative awareness, and enable them to quickly adapt to the characteristics of information sharing and interaction in the digital economy era, thereby improving the accuracy of government public decision-making and ensuring the efficient operation of the public service supply system. At the same time, government departments should strictly fulfil their service responsibilities, fully consider factors such as the economic conditions, education, and health status of the demanders in the process of providing public services, tailor exclusive service programs for special groups, bridge the digital divide between different groups, and enable all citizens to equally enjoy public service resources in the digital society.

Furthermore, it is necessary to build an operational model for shared data in public service departments to provide necessary institutional guarantees for data exchange in public services. To begin with, it is expected to issue data sharing resources, release opinions on the development and utilisation of data, formulate market-oriented plans for data elements, and ensure accessible sharing of public data from a policy perspective. The second is to build an integrated data sharing system, concentrate resources to build a unified digital government, formulate standardised data sharing standards, and ensure the synergy between data flow and business flow. The third is to clarify the specific situation and practical needs of public service data sharing, open up data sharing channels, optimise public service processes, track changes in public service supply and demand, and allocate public service resources according to demand. The fourth is to display a list of public service data, establish a data sharing mechanism, clarify the responsibilities of each department, and ensure the synchronisation

and timely sharing of internal data within the organisation. The fifth is to establish a data quality accountability mechanism, improve the quality and enhance the accuracy and ensure the effectiveness of public service data disclosure. The sixth is to establish a network online collaboration mechanism, connect the online and offline data circulation mechanisms, efficiently share public data, and efficiently provide public services.

For example, Ji'nan in Shandong Province adapts to local conditions and the times by opening up internal and external channels for data circulation, building a public data circulation mechanism, embedding public data operations in different scenarios such as "store location selection", "medical insurance verification", and "anti-fraud", and providing high-quality public services to the public through accessible sharing of public data. Shanghai has eliminated barriers to data sharing in multiple fields such as justice, industry and commerce, and taxation, and has developed high-quality data products that meet diverse financial needs by linking public service data from multiple dimensions. Chengdu has specifically launched the "Beirong Assistant" app to develop data products for verifying citizenship, embedding public data into livelihood service scenarios.

## ***2. Shaping an organisational model and responsibility system driven by digital service processes***

Optimising digital governance processes and improving the quality and efficiency of public services are the top priority and inevitable requirements for building a digital government, while shaping a business process oriented organisational model and a service process driven accountability system are key to improving the quality of public services and organisational operational efficiency.

Transform the functional driven organisational model to a business process oriented organisational model and ensure effective connection and high collaboration of public service businesses across different systems, departments, and levels. At the same time, it is of significance to eliminate the inherent barriers between virtual and real space, open up online and offline public data circulation channels, and achieve the interaction and integration of hierarchical and flat organisations. The core of shaping a digital service-oriented service process is to configure data resources and build a digital sharing platform. By creating an integrated collaborative model, we can establish standardised business standards, and restructure organisational relationships.

For example, Foshan took the lead in promoting the reform of grassroots government organisational models, launched a flat reform experiment in Nanhai District, and took multiple measures to enhance the data capabilities of grassroots staff. By introducing advanced digital technology, the organisational structure was reformed, and the government process was reshaped, accumulating valuable experience for the "streamlining administration and delegating power" and efficient operation of digital government.

Nanhai District is building a "city brain" by integrating public service resources within the district, optimising and adjusting business processes in a targeted manner, and gradually replacing physical organisational structures with virtualised organisational structures based on work tasks. Business restructuring and organisational transformation are carried out in multiple departments such as market supervision, emergency management, urban construction, and emergency management. So far, the virtualisation organisation construction in Nanhai District, Foshan City has achieved significant results.

The statistical results show that there are 82 departments, more than 100 divisions, and 552

business matters included in the virtualisation business process in Nanhai District, Foshan City. On the virtual digital platform, each functional department has clear responsibilities, performs their own duties, and is highly collaborative. Grassroots governments have introduced digital technology, reasonably regulated virtual human resources, and “diverted” simple businesses to community service centres. By streamlining processes and delegating power, they have broken the dilemma of public resource allocation under the hierarchical mechanism, improved public service efficiency, and ensured the quality of public services. Through various forms such as “verifying original documents” and “online approval”, they restructured fragmented businesses, created a “multi centralised” business processing model, effectively improved public service efficiency, and comprehensively ensured the quality of public services.

In short, Nanhai District has restructured its service processes, keeping pace with the times to create a multi center, virtualised, and flat government organisational model. By creating a digital service platform, optimising public service standards, and restructuring government structures, functions, and organisations, it has broken the limitations of coupling relationships under the hierarchical system. Shaping an organisational model driven by digital service processes is not a simple succession of organisational structures.

Replacing hierarchical management with flat management is the optimal decision after considering various factors comprehensively since it not only meets business requirements but also agrees with task goals. The digital government needs to reshape its organisational model based on public service projects, connect the integration channels of online and offline organisations, and achieve efficient interaction between online and offline organisations.

The key to building a service process driven accountability system is to reasonably allocate the responsibilities and authorities of the digital government. One is to reasonably allocate digital government power. It cannot be denied that the allocation of government power involves multiple subjects and interests. Optimising and transforming business processes requires setting up a digital power list to balance the actual interests of all subjects. The second is to reasonably allocate digital government responsibilities based on business process needs, to ensure effective connection between online and offline responsibilities, and to ensure a high degree of matching between power and responsibility.

For example, in 2021, the Zhejiang Provincial Government launched a digital reform in the preparation of national spatial planning and approval of related businesses, and practiced “integration of multiple regulations”, focusing on the construction of duty and responsibility system around “power”, which helped reform the inefficient planning process, streamlined the business approval process, avoided planning conflicts caused by insufficient coordination among different divisions, and effectively improved the utilisation efficiency of human and material resources.

The “One Map” system eliminates the need for multiple approval processes, reduces departmental communication costs, ensures that all departments accept spatial planning schemes synchronously, and optimises and adjusts departmental schemes in advance. Zhejiang Province relies on digital technology to build an integrated system for land and space management, reshaping the government power structure around solving the problem of spatial planning, compensating for various drawbacks of the hierarchical system, and optimising the inefficient business process of bottom-up and hierarchical reporting.

In addition, to avoid internal conflicts caused by business process reengineering, a top-down

management mechanism should be adopted when configuring the responsibilities and authorities of digital government, ensuring the coordinated linkage between the central and local governments. Through joint efforts from top to bottom, digital process reengineering can be promoted, providing comprehensive protection for the digital transformation of public services.

### ***3. Innovate digital technologies for accurately identifying public service needs***

Timely, comprehensive, accurate, and objective data on public service demand is a necessary prerequisite for accurately locating and identifying public service demands. The emergence of digital technology has brought new opportunities for the supply of public services since it has improved the accuracy and ensured the effectiveness of identifying public service needs which involves three parts, namely perceiving, mining, and identifying needs, which are relatively difficult.

Therefore, it is necessary to innovate the technology for identifying needs, establish a comprehensive mechanism for identifying needs, and thereby enhance the public service capabilities of digital governments.

(1) Innovative demand perception technology will help obtain real and effective data information, and thus sensitively and accurately identify public service needs. The digital government should rely on the advantages of digital technology, collect and analyse data information, offer “one-stop” services, and accurately identify the public service needs. At the same time, the digital government needs to introduce intelligent perception technology, dig deep into the “silent information” of special groups such as the poor and the elderly, and focus on the public service needs of vulnerable groups in society. For example, the elderly sub-health group can be equipped with smart wristbands to detect their health anytime and anywhere, to issue timely warnings in case of health problems and thus to save the golden time.

(2) Innovate demand mining techniques to uncover the potential value of data in various fields and levels and improve the efficiency of utilising public service data. Based on comparing public service demand data, and summarising the content, characteristics, and types of needs targeted at different groups, governors can accurately identify differences and predict trends in common service demand. We are also expected to innovatively apply data mining techniques, mine government information from various platforms, jointly construct a public service demand response model, and deeply analyse various factors that affect public service satisfaction. By mining public service data, identifying potential service needs, and then developing public service plans, we aim to provide high-quality and efficient public services to meet the diverse needs of the public. Moreover, cutting-edge digital technologies such as artificial intelligence and big data can quickly and accurately mine and analyse public service data through methods such as neural network algorithms and unsupervised learning and thus provide timely warnings of public service issues.

(3) Innovate differential identification techniques to determine the authenticity and effectiveness of public service needs. On the one hand, cross validation technology is introduced to accurately identify the authenticity of requirements. On the other hand, innovative standardisation comparison technology is used to accurately identify the effectiveness of requirements. Technologies such as big data and the Internet of Things promote the quality and efficiency of remote supervision. Public services are accurately supplied based on the needs, and scarce public service resources are optimised to avoid mismatches in public service resources caused by technological backwardness.

## CONCLUSION

The construction of digital government is a key means to improve the efficiency of public services and an inevitable requirement for the modernisation of national governance. This paper refers to previous research results, focuses on the current situation of public service supply, deepens the study of the intrinsic relationship between digital government construction and public service efficiency improvement, and explores how digital government construction can optimise public service efficiency and respond to various challenges in current development.

Research has found that digital government can promote the circulation of public service data, eliminate information asymmetry in public services, enhance the transparency of public service data, and achieve collaborative effects in public service operations. Digital government can also optimise and adjust organisational processes, break down communication barriers within government departments, reduce information search costs within organisations, and ensure efficient supply of public services. At the same time, digital government can accurately locate the demand for public services, allocate public service resources according to demand, and ensure a high degree of matching between supply and demand of public services. In addition, digital government can narrow the regional differences in public service supply, ensure scarce public service resources flow to areas with real demand, and improve the efficiency of public service resource utilisation.

At the practical application level of public services, this paper focused on expounding the specific practical path of the positive promotion of public service efficiency through the construction of digital government. The digital government significantly improves the efficiency of public services by opening up channels for the circulation of public service data, promoting platform data exchange and sharing, optimising digital governance processes, accurately identifying public service needs, reasonably allocating public resources, and restructuring business process oriented organisational models. At the same time, digital government innovates digital technologies that accurately identify public service needs, regulate and efficiently utilise public service data resources, and enhance the effectiveness of public service supply.

In terms of improving public service efficiency, digital technology is like a double-edged sword, with both advantages. In the process of building a digital government, it is necessary to overcome the inherent shortcomings of digital technology, respond to various practical challenges brought by the rationality of digital technology tools, and fully leverage the important role of digital government in public service supply. In the era of digital intelligence, the construction of digital government and the provision of public services are key issues related to national governance, and thus the importance is self-evident.

Exploring the specific mechanism of empowering public service supply through digital technology is the core task at present and even in the future. The construction of digital government should never deviate from value rationality, in order to avoid falling into the trap of seeking quick success and instant benefits. It is necessary to optimise digital government services, expand the coverage of public services, improve the quality and efficiency of public services, meet the diversified needs of the people, and accelerate the construction of Digital China through innovative digital government services to achieve substantial results.

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