ISSN 2616-5783 Vol.6, Issue 2: 65-74, DOI: 10.25236/AJHSS.2023.060212

The development history of China's government informatization and its logical analysis—based on historical institutionalism

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Abstract: *With the continuous integration of information technology and government administrative practice, digital government has gradually become an important tool to promote the modernization of the national governance system and governance capacity, so it is necessary to return to the development and construction of government informatization, especially from which the experience of government informatization construction is extracted and summarized. China's digital government development has gone through the preparatory stage of government informatization: exploration and preparation period, the budding period, the e-government construction period and the digital government construction period. The information technology implementation structure and institutional basis increased perfectly throughout the four periods. After the 18th National Congress of the CPC, under the guidance of people-centered thinking government informatization construction strategy, the government's information construction strategy has changed from "one-way perspective" to "interactive perspective" which means citizen-centered participation of multiple subjects with more specific and clear construction goals. In the future, digital government will further integrate with new governance models such as agile governance, continuously release digital development dividends, and help to promote the modernization of the national governance system and governance capacity so as to enhance people's happiness and satisfaction in life.*

Keywords: *modernization of the national governance system and capacity; digital government; historical institutionalism*

1. Introduction

The spread of digital technology and the construction of digital government have played an important role in the practice of agile governance and resilient governance. With the continuous sinking of governance, clarifying the historical lineage of digital government and sorting out the driving force and mechanism behind it can help to understand the profound connotation of digital government and grasp the development trend, based on which the construction of digital government and the integration of innovation in practice can help to promote the modernization of national governance capacity. In addition, while digital technology has energized social development, it has also pushed the government to change its information technology and organizational structure, which has put high demands on the government's digital information level and its application capability. The concept and development of digital government did not happen overnight, it is an important strategic concept that has evolved over time. On the whole, China's government informatization construction has gone through three stages: informatization government, e-government stage and the current digital government, and the difference in the names of each stage reflects its different focus. As a governance technology, how to combine digital government with governance concept in practice, as an important tool to promote governance goals in practice, needs to be developed on the basis of sorting out the overall development of digital government and promoting its in-depth development. At the present stage, the research on digital government can be summarized into such topics as digital government data sharing, information disclosure and public satisfaction, and factors influencing the construction of digital government, etc. These topics treat digital government as an important means of government administrative technology innovation, but ignoring the importance of the concept of digital government itself, and less research has been conducted on the overall development of digital government and its underlying logic. Only by clarifying the origin and development of the concept of digital government and understanding the mechanism behind it can we better connect digital government with governance models, combine the end of digital government with grassroots governance, and break through the current pains as well as

ISSN 2616-5783 Vol.6, Issue 2: 65-74, DOI: 10.25236/AJHSS.2023.060212

difficulties in social governance, and serve the "last mile" of grassroots governance.

2. Theoretical Perspective and Analytical Framework

Since the 1980s, a new institutionalist political science has emerged in the West. It is a theory that explains and analyzes institutional development and change based on the inheritance and criticism of the old institutionalism and the relevant contents of behaviorism. The new institutionalism contains three theoretical paradigms: historical institutionalism, rational choice institutionalism, and sociological institutionalism, each of which has its own focus and field of analysis. Among them, historical institutionalism is an important tool to explain and study institutional development and change, which returns to the historical context of institutional development and change to analyze the political logic and dynamic mechanism behind institutional development and change.

Historical institutionalism uses structural and historical perspectives to explain the generation and change of institutions. The structural view focuses on how institutions are created through the interaction of macro-environment, mid-level-institutions, and micro-actors. The interaction of external pressures from macro-environmental, institutional elements at the mid-level level and the behavior of institutional actors at the micro level affects the change of old institutions and the formation of new ones. [1] The three levels of analysis build a structural view that can analyzes the development of institutional formation. While the structural view analyzes the generation of institutions, the historical view returns to the lineage of institutional development to explore how institutions are shaped into their present state. [2][3] Path dependence and critical nodes are two important theoretical tools for the historical view to analyze institutional change, and they build a rupture-equilibrium model of the institutional change process. Path dependence arises from the high cost of institutional construction, the learning effect, collaboration effect, and adaptive expectations in the operation of the system, and constitutes the "equilibrium" state of institutional operation. [4] This does not mean that the system is incapable of change. Changes in the internal and external environment of the system will often occur at key points in time that affect the development of the system and promote institutional change, these points in time are called critical points, and the change of the system often relies on critical points to promote, under the influence of critical points in the old system in a "broken" state, the new system nurtured. [5] The existence of path dependence makes the original system be in a more balanced way to continue to develop, but with the emergence of key points in the original system to a certain degree of rupture, earlier theory that this rupture is triggered by war and revolution and other dramatic changes, but with the depth of research scholars found that in the whole process of history more institutional change tends to occur in a more stable institutional environment. Institutional change is more likely to be driven by external and internal these two different types of institutional breaks, that exist in the process of institutional development. Historical institutionalism emphasizes that regardless of the rupture pattern, the system is in a state of rupture but still maintains a certain equilibrium under the interaction of key nodes and path dependence, and the stability characteristics of the system still exist. In such a rupture-equilibrium mode of operation, the system develops and improves on the basis of maintaining stability. The continuity of the system in equilibrium due to path dependence and the change of the system in fracture due to the key nodes in history make the system continue to correct its development direction until it becomes the present form. [6] The specific relationship is shown in Figure 1.

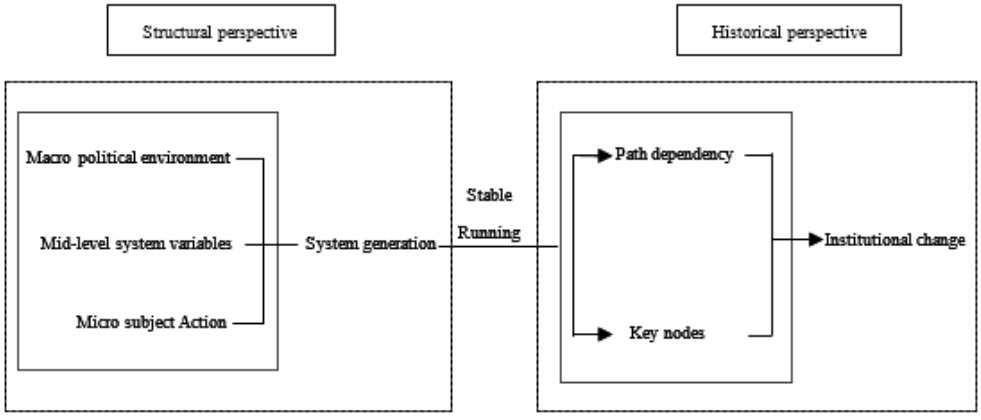

Figure 1: Logical analysis framework of institutional change from the perspective of historical institutionalism

ISSN 2616-5783 Vol.6, Issue 2: 65-74, DOI: 10.25236/AJHSS.2023.060212

Historical institutionalism analyzes the generation, operation and change of institutions as an organic and unified whole within a social system. The logic of new system generation is interpreted from three perspectives: macro, mid-level and micro, and the causes of system change are analyzed by using key nodes and path dependence, and the system continues to develop in such a logic of new system generation, stable operation, system break, system change and new system generation. A set of analytical logic and framework ideas of historical institutionalism for institutional change is important for exploring the development of institutions, uncovering the logic behind institutional change, and predicting the future development direction of institutions.[7]

3. The history of changes in China's digital government system

The birth of electronic computers in 1946 laid the material foundation for the development of informatization, and a series of works produced by scholars in various countries based on information technology in the following two decades became the ideological source of informatization theory and guided the construction of an informatized society. Since the reform and opening up, China has seized the opportunity of the development of the third industrial revolution. In general, showing an important feature of continuous improvement in technology, expanding the scope of coverage, and gradually from a single dimension of technology to technology, systems, development concepts and other multi-dimensional three-dimensional indicators to build a change which reflects the idea of development from government-oriented to people-oriented.

3.1. Exploration and preparation period (1956-1991)

In the decades from 1956 to 1992, China was in the preliminary exploration and preparation period of information technology, mainly on the preliminary material development basis of information technology and the preliminary policy level to issue relevant documents to regulate the subsequent promotion of information technology has laid a good foundation.

In June 1956, China formulated the "Twelve-Year Vision Plan for the Development of Science and Technology", which listed computing technology, semiconductors, electronics and automation as urgent measures, and proposed the immediate preparation of research institutions, and on August 25 of the same year, the State Council officially approved the establishment of the Preparatory Committee of the Institute of Computing Technology of the Chinese Academy of Sciences, so that China's first Institute of Computer Science and Technology was established, marking the computer business in China, this marked the beginning of China's computer industry. Subsequently, the establishment of the computer and large-scale integrated circuit leading group and other institutional arrangements to promote the development of computer technology, the development of computer technology at this stage for the reform and opening up after the rapid convergence with the international promotion of government information development to lay a good material foundation. This stage of China's information technology capabilities is in the gradual development, although it is not combined with the government administrative field, but the development of computer technology at this stage for the future development of government information technology development strategy and the rapid spread of a good objective material basis.

3.2. Informationization budding development period (1992-1999)

In this period, the government informatization is narrowly defined as informatization, that is, mainly through information technology means. Specific measures included three key projects, namely the office automation project of government agencies, the "three gold projects" and the government Internet project. In order to enhance the degree of automation of government organs, play an important role in government and improve government administrative efficiency, as well as popularize the use of computers in government organs, the General Office of the State Council issued the "Notice of the General Office of the State Council on the Construction of the Office Decision-making Service System for the National Government Administrative Head Office" in 1992 to promote the construction of automation in government organs. The central and local party and government organs carried out office automation (OA) project, established horizontal and vertical government internal network information resource channels, under the unified guidance of the General Office of the State Council, after nearly ten years of active efforts by all regions and departments, the national government system information construction has made great development, and the efficiency of government internal information communication has been effectively improved. In 1993 China launched the "three gold projects", around the key areas of economic construction, to the national public economic information network, foreign trade paperless

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information network and the promotion of electronic money-based card-based application projects as a grasp of the construction of information highways. [8] In 1999, China Telecom and the Economic Information Center of the State Economic and Trade Commission, together with more than 40 ministries (offices and bureaus) in charge of information, jointly initiated the "Government Internet Access" project. Government Internet Access" project. By the end of November 1999, 49 sites were established in various departments of central state organs, 18 industry information networks, and more than 2,200 official domain names were applied by governments at all levels nationwide.[9] The implementation of the three projects has laid a good foundation for the subsequent upgrading of government technology in the e-government period.

In addition, to ensure the effective implementation of information technology, the state provides political and intellectual support at the institutional level. In December 1993, in order to strengthen the unified leadership of information technology construction, China established the National Economic Information Technology Joint Conference to promote the implementation of information technology projects and to drive industrial development of the guiding ideology. With the development of information technology, the regular guidance of the construction of information technology has become the next focus, the establishment of the National Informatization Expert Group in 1994 is responsible for the national information technology construction staff decision-making, at the institutional level to ensure the orderly development of information technology. In 1996 China established the State Council Leading Group on Informatization and held the first national informatization work conference in Shenzhen in the following year. With the further development of information technology, the development trend of information technology is irreversible, the leading group system as an informal system cannot meet the needs of long-term development of information technology, there is an urgent need for a stable and long-term mechanism to strengthen the support and guidance of the national and government information technology development and construction. In 1998 the State Council Information Technology Leading Group Office was merged into the newly established Ministry of Information Industry, the Ministry of Information Industry became responsible for full-time, it became the government agency responsible for the construction of informatization, which has formed a preliminary informatization guidance and support system.

In general, the three main projects of China's government informatization construction in this period have each focused on improving the level of internal government informatization as well as the level of communication and service capacity of business informatization between the government and society, and began to respond to the demand for informatization construction from the institutional level. Compared with the previous development stage, this stage of government informatization development began to take off, the development of various government information construction, mainly through the informatization of some business resources and government information, aggregated into a unified network system, and try to use information technology to support the development of government business, but for the time being did not involve the subsequent reform of government processes, the construction and development of the initial start stage, the speed of information technology construction level is low. The government's information technology construction still has a large room for improvement, as well as narrower business coverage and a wide range of mismatched software facilities and hardware conditions for the quality of personnel information.

3.3. E-government construction period (2000-2018)

With the development of information technology, China's government construction went into a new period of e-government development, this period of e-government construction mainly around the core project of e-government layout, relying on the government OA system platform covers the internal management and supervision of government, government finance and revenue and social management and public services three module tasks.

In 2000, the State Council issued the "national government system OA construction 2001-2005 planning outline" to promote the development of OA systems for local government departments, so that China formally entered the construction of e-government phase. This phase mainly around the e-government platform to strengthen the sharing of data flow between governments, while promoting the construction of online business capacity of the government. In order to support the development of e-government, China issued the "National Informatization Leading Group on China's e-government construction guidance" in 2002 to provide guidance for the construction of e-government, to fully launch the standardization of e-government, unify the caliber of e-government systems, and support the flow of data sharing between governments. In 2002 the State Council Decree No. 17 launched twelve gold projects, covering the tasks of government’s internal management and supervision, financial revenue and

ISSN 2616-5783 Vol.6, Issue 2: 65-74, DOI: 10.25236/AJHSS.2023.060212

expenditure, as well as social management and public services. In 2011, the National Leading Group for Government Openness issued the document "Notice on the Opinions on the Pilot Work of Relying on E-Government Platform to Strengthen Government Openness and Government Services at the County Level" to promote the construction of e-government platform to county-level government and clarify the specific matters of government information technology openness, in some areas to carry out pilot work of government services, information technology development and construction to force the reform of government services process, e-government mode spread across the country, the development of government information technology went into the fast lane. The scope of the key projects of e-government construction continues to expand, from the twelve gold projects gradually toward the government business.

In addition, compared to the previous development stage, the construction of supporting policies and measures for the development of e-government is more complete, in 2003 the Ministry of Organization and other central units jointly issued the "notice on the development of information technology and e-government training" to improve the level of government staff information technology. In 2006 the National Information Technology Leading Group issued the "National e-government overall framework" explains the overall framework model of e-government and its elements to provide templates for local e-government construction, in addition to clarifying the management system, laws and regulations of e-government construction from the macro level of rules and regulations. In 2007, the National Development and Reform Commission issued the "Interim Measures for the Management of National E-government Project Construction", which clarifies the leading department of national e-government project construction and the division of management authority and responsibility, including approval, construction, supervision, funding, operation, etc. These policy measures for the subsequent development of government information technology to lay a good technical, personnel and institutional basis for the subsequent e-government and e-government construction to provide favorable conditions for the full rollout. With the effective rollout of e-government, other issues such as inconsistent data standards, laws and regulations are too macro for specific issues and insufficient guidance have emerged in the construction of e-government. Based on these problems in 2016 the development of the introduction of the "National Informatization Development Strategy Outline" to informatization as an important strategic task, emphasizing the three aspects which are data resources, open platforms, policies and regulations to accelerate the opening of government data so that to promote Government informatization development and construction. In December of the same year, the "Internet + government services" system technology construction guidelines were issued to regulate the construction of e-government services standards.

The high efficiency brought by government informatization in the e-government construction stage began to force the reform of government business process model. At this stage, the expression "digital government strategy" has appeared, but only scattered in some developed provinces, the central government policy still remains e-government construction as main guide and encourage the development of e-government strategy in the country generally spread. But the boundary between digital government and e-government is not clear at this stage, some developed provinces in e-government construction based on digital government. Government construction on the basis of digital government construction strategy and achieved initial results, but the connotation of the concept of digital government and its development model did not form a unified statement, and the development of digital government was in the exploration stage without unified guidance. In 2018, the State Council issued the "Guidance on Accelerating the Construction of National Integrated Online Government Services Platform", which requires the in-depth promotion of "Internet + government services". The development of digital government is taking shape, the development mode of e-government is about to usher in a new change, and the digital government stage is coming. This stage of rapid development of information technology within the government, the national network is beginning to show the scale, the level of information technology has a large increase in e-government as the core of the construction of e-government to promote the formation of a two-way interaction model between the government and citizens, the public can complete some basic tasks such as registration and other basic business processes through the network. As the construction of government information technology, the reform of government business processes began.

3.4. Digital government construction period (2019-present)

The development and use of mobile network technology has propelled the development and reform of government informatization construction to deepen and evolve new models. Before 2019 some developed provinces try to build a digital government. In Guangdong Province, the "Digital Government" is summarized as the reshaping of the management, business and technical architecture of government

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informatization, which is essentially an upgrade of the development model of e-government. Zhejiang Province regarded digitalization as a key opportunity to reform the government, and the construction of digital government is used to reshape government business processes and improve the administrative capacity of the government. In the general plan for deepening the " Run Once" reform and promoting government digital transformation, it is proposed that "government digital transformation is the government's initiative to adapt to the background of the digital era, to carry out global, systematic and fundamental reshaping of governance concepts, methods, processes, means and tools, and to improve government administrative capacity through data sharing promotes business collaboration and enhances the modernization of the government's governance system and ability". In summary, it can be found that there are generally large differences in the perception and positioning of digital government among different provinces, but the local construction exploration has accumulated useful experience for the rollout of digital government in the country.

In 2019, the Fourth Plenary Session of the 19th CPC Central Committee clearly put forward the concept of "digital government" and stressed the need to actively promote the construction of digital government, so that digital government as an important strategy began to spread across the country, the construction of China's digital government officially began. In 2020, the Fifth Plenary Session of the 19th CPC Central Committee further proposed "actively promote the construction of digital government, enhance the digitization and intelligence of public services, social governance, etc." At this point, digital government formally and explicitly became an important strategic goal of government development and constituted an important element of the modernization of China's governance system and governance capacity construction, but the policy text only clarified the overall construction goals of digital government, and did not yet involve specific content such as digital government construction mode and technical means. In 2021 China introduced a large number of policy texts to support the development of digital government and digital society. The 14th Five-Year Plan of the National Economic and Social Development of the People's Republic of China and the Outline of the Vision 2035 outline the digital government as a fundamental and pioneering project for developing the digital economy and building a digital society. The Data Security Law of the People's Republic of China protects the digital security in the digital era and regulates the data collection, utilization and storage of the digital government in the same year. On July 4th, 2021, the Ministry of Industry and Information Technology issued a notice on "Three-Year Action Plan for the Development of New Data Centers (2021-2023)" to use the three-year period to build up a standardized network for data and information circulation nationwide, improve the government's ability to collect, analyze and utilize data and information, and release the digital governance dividend. On November 12th, the General Office of the State Council issued a circular on the construction of a national integrated government On December 1st, the National Standardization Development Outline re-emphasizes "the construction of a national digital standard library and a nationally unified and coordinated public service platform for standardization. On December 6th, the notice on the issuance of the "Fourteenth Five-Year Plan" to promote high-quality development of the national standard system construction plan was issued to the government's business as a unit. On December 24th, 2021,The National Development and Reform Commission issued the "14th Five-Year Plan for Promoting National Government Informatization" that stating the development goals of digital government at the macro level. The "14th Five-Year" National Informatization Plan takes the construction of a digital social governance system with shared public offices and a collaborative and efficient digital government service system as an important task in the construction of national informatization, and strengthens organizational leadership, improves the policy system, strengthens team building, standardizes pilot demonstrations, strengthens strategic research and public opinion propaganda. On June 13th, 2022, "the State Council on strengthening the construction of digital government guidance" clearly stated on the initiative to respond the trend of digital transformation of the economy and society, fully release the dividends of digital development, and comprehensively create a new situation in the construction of digital government deployment. The "Guiding Opinions" requires that digital technology should be widely used in government management services, promote the optimization of government governance processes, model innovation and performance capabilities, build a new form of digital, intelligent government operations, give full play to the digital government construction of the digital economy, digital society, digital ecology of the leading role in promoting high-quality economic and social development, and constantly enhance the people's sense of access, happiness and security. A large number of policy documents have been issued so far in 2019 to provide guidance on the construction of digital government from the overall development of target planning, specific measures and standards.

In addition, local governments also actively correspond to the construction of digital government. 14 provinces and municipalities directly under the Central Government including Shanghai and Guangdong province, have made digital government a key project in the construction of the 14th Five-Year Plan for

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local governments. During this period, the construction of digital government showed the scene of central and local multi-point blossoming, and local governments actively participated in supporting the construction of digital government projects under the guidance of the central government's policy to promote the overall development and construction of digital government. The digital effect spilled over during this period, showing a tendency of multi-point blossoming with all aspects of political, economic and social life being affected by the development of digital technology. The State Council also set up a corresponding department to continuously promote it.

The digital government construction in this period emphasizes the inheritance of e-government at the technical level, integrating cloud computing, blockchain, 5G network, artificial intelligence and many other new technologies to serve the government's big data collection, processing, analysis and mining, as well as public services and many other business processes, but essentially the digital government is regarded as a more advanced goal of e-government development in the new period, using digital government construction to force the government to administrative thinking reform. The use of digital technology to promote the integration, openness and sharing of government information resources, and to promote the development of government institutions in the direction of flattening change. Unlike the former periods, data and information in the digital era are more flexible and more complicated in quantity, which requires higher data acquisition and analysis ability of the government. Digital government is not only a technological revolution, but also a revolution in government business processes, management models and even thinking revolution. The process of digital government construction continues to deepen while the overall development trend of digital government spills over from technology to management mode change. From the emphasis on the development of information technology to drive government efficiency to digital government to promote the effectiveness of government governance and the transformation of the governance model, more emphasis on the role of the masses as the central subject. “The Decision of the Fourth Plenary Session of the 19th CPC Central Committee on Several Major Issues on Adhering to and Improving the Socialist System with Chinese Characteristics and Advancing the Modernization of the State Governance System and Governance Capability” adopted by the Fourth Plenary Session of the 19th CPC Central Committee, emphasizes the institutional rules of strengthening administration through technological means. Digital government has become an important means and key element for the government to innovate the administrative management mode and enhance administrative efficiency, with the aim of further promoting the practice of digital government construction. In addition, the development of digital government also promotes the innovation of social governance model, the rise of agile governance, grid-based governance model, the government has become a connected entity, able to respond to public needs anytime and anywhere, with a comprehensive and integrated office infrastructure and data storage, citizens can efficiently and conveniently participate in the government decision-making process, can more effectively achieve the integration of multiple governance subjects. The new innovation model of government organization structure, implementation mode, it provides new ideas for smart city and mega-city management.[10] Digital government will become the new direction of government development and change in the future. The development of the modernization system of governance capacity puts forward higher requirements for digital government, and the current digital government development strategy advances from the triple dimensions of space, content and time, gradually building a new form of digital government based on a holistic and intelligent platform. The upgrade of digital government needs to be guided by the goal of government governance effectiveness.

4. Institutional logic of China's digital government development

Historical institutionalism uses structural and historical perspectives to analyze institutional generation and change. The structural perspective considers that the linkage and arrangement of variables at the macro, mid-level and micro levels play an important role in institutional generation, while the historical perspective returns to the lineage of institutional development, looking for how path dependence emerges and influences institutional survival, and how institutional change occurs at critical times to finally shape the system into the current structure.

4.1. Structural Analysis of Digital Government Generation

Historical institutionalism presents the system of social environment in which institutions are created in a structural hierarchy, and this is called the structural view of historical institutionalism. It analyzes the creation of institutions within a social system composed of three levels: macro political environment, mid-level institutional variables, and micro individual behavior. [11] [12] [13] The system is a product of the

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macro environment, the different political environments and needs faced by China in different historical periods have an important impact on the development of government informatization, and the different political thinking of the government and society in different historical periods under the influence of the macro political environment also affects the choice of different development paths of digital government. Finally, the implementation of various policy measures in the overall development process of digital government needs to rely on the interaction of different micro subjects to achieve, under the interaction of the three types of elements in the development of China's digital government shows the characteristics of gradually deepening.

During the period from the founding of the People's Republic of China to the reform and opening up, the main task of China's social development was to restore social and economic development and maintain social order, everything was guided by the recovery of production, the development and construction of information technology was emphasized by the Party and the State.

With the strategy of reform and opening up, economic development and construction became the main task of society, which was matched by efficiency as the key target of government construction, and the traditional offline office model could no longer meet the needs of social and economic development and construction. The New Public Management movement coincides with the pursuit of efficiency in China's reform and opening up of the economy, and under the influence of government reform ideas and models, attempts were made to integrate digital information technology into the government administrative process. Thus in the second phase of development, China has made the enhancement of government efficiency a key task in government reform and construction, and compared with the offline model, processing work through network engineering saves time and helps to enhance the efficiency of government units. Therefore, by sharing information resources through the network, the government can improve the efficiency of administrative approval and other matters in order to better serve the needs of economic construction.

With the deepening of reform and opening up as well as the continuous development of social economy, the concept of rule of law and efficiency has become an important driving force for the modernization of national governance capacity and system. The digital government construction strategy continues to move forward under the combined effect of the development of digital technology and the overall needs of society. With the development of economy, the change of concept and the rise of civil society, the absolute authority of the government was shaken, and various social entities demanded to standardize the administrative behavior of the government. In addition, after a period of government informatization operation exposed the problems of data sharing and poor business processes among government departments, the demand for establishing uniform standards of informatization and standardizing behavior among government departments increased. Compared with the previous two stages, the development of digital government in this stage shifted from the construction of concrete technical systems to the construction of a more macro-level system, and various information technology legal standards and policies were introduced in large numbers during this period to provide unified norms for government information technology construction, while the rise of civil society integrated digital government construction with social governance and urban governance needs, and various needs forced the government to integrate various data and information resources through digital mode, these promote the reform of government thinking system. [14]

4.2. Historical perspective on the change of digital government system

The historical perspective is dedicated to discovering the important influence of political events on institutional development. Path dependence focuses on how an institution or policy generates path inertia in the development process and influences its survival, while key codes offer the possibility to explain changes. Unlike other policies or institutions with obvious turning points, the development of digital government is relatively continuous, and its turnaround is not marked by a break in the system or an obvious change in its content, but is hidden in the underlying logic of institutional development, from a mere technological transformation to a dual-model change in technology and governance.

Historical institutionalism argues that the high setup cost of institutions, learning effect of policies, collaboration effect, and the adaptive expectations of policies will lead to increasing rewards of institutional formation, which will increase the exit cost of institutions and form fixed institutional paths internally, then the fixed institutional paths will generate path dependence and influence institutional change as practice develops. From the perspective of historical institutionalism, institutional change occurs more often when the macro environment is more stable, and the subsequent system is adjusted and modified along the path of the previous system development, and the development arrangement of

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the system is influenced by the original system and to some extent reflects the characteristics of inheritance. The overall development process of digital government reflects its reliance on digital technology, the pursuit of information technology updates as well as iterations runs through the overall process of government information development, becoming an important grip and support point for the government's information development strategy. The path dependence on information technology explains how the digital government undergoes incremental changes based on the path dependence on the previous development strategy model, while the key codes emphasized by historical institutionalism are the points in history that have an important impact on the direction of change of the next stage of policy and institutional development, their existence provides the possibility of institutional rupture and profoundly affects the direction of institutional development. The existence of these key codes in the development of digital government makes the government's attitude toward information technology development different at different stages of development, which also helps government construction gradually change from information technology as the goal to information technology as a means of development and construction concept. The development of government informatization before the 18th National Congress of the CPC only improved the mode of government administrative means from the technical level and partially revised on the basis of industrial government, without really touching the kernel of government organization and affecting the form of government. Since the 18th National Congress of the CPC, the people-centered concept has been repeatedly emphasized in the governance of the country. [15] Under the guidance of this idea, government informatization and digital government have changed from a simple change of governance tools to an important means of governance ideological innovation, gradually shifting from a government-centered theory of informatization and digital development to a people-centered and social demand-centered model of government construction and governance. With the improvement of the level of information technology, the use of information technology construction to improve the overall level of government information technology and use it as an opportunity to transform the overall development concept and model of the government through information technology has become a key point in the process of government information construction, providing a more realistic goal for government information construction, promoting the government in the logic of thinking from digital management to digital governance, and releasing the governance of digital government potential of digital government.

5. Conclusion

Through the analysis of the overall development of digital government, we can find that the initial stage of government informatization construction focuses on the government's own process reengineering, the use of electronic and information technology to improve administrative efficiency, which is a kind of "government perspective" driven by government functions and has the characteristics of one-way governance. With the development of government informatization to a higher level of digitalization, the interactive perspective of the government and citizens is emphasized, and the traditional change in the external environment and technological progress to force the government to reform, changing the government's initiative to meet the challenge of self-revolution. Based on “big data” technology and “Internet thinking”, the sense of access and convenience of citizens' experience in using the Internet for affairs has been greatly enhanced. Digital government construction is more concerned with improving the relationship between government and the other side of the administration, promoting two-way and even networked multi-way governance and social participation as well as supervision and evaluation, driving the realization of collaborative governance between the government and enterprises, government and other social entities. Government information construction strategy from a "one-way perspective" to "interactive perspective.

As the construction of digital government continues to progress, issues such as inter-governmental data collaboration now arise. The key to solve these problems lies in whether the government can keep a firm grip on the central idea of serving the people, force the government to reform its thinking and internal structure, integrate digital government, put agile governance and resilient governance model in practice, and develop digital government construction from a single plane of technical means to a multi-dimensional. These will help modernize the governance system, thus releasing digital development dividends and using digital technology to enhance people's happiness and satisfaction.

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