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Современные практики эффективного цифрового государства: опыт России и Китая

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Аннотация

Цифровое правительство стало центральным двигателем трансформации государственного сектора во всем мире, однако пути его развития остаются крайне неоднородными в различных институциональных контекстах. В данном исследовании проводится компаративный институциональный анализ развития цифрового правительства в Китае и России с акцентом на национальные интегрированные сервисные платформы в качестве ключевых эмпирических примеров. С использованием данных за период с 2014 по 2024 год из Индекса развития электронного правительства ООН (EGDI), официальных документов в исследовании применяется комбинированный метод сравнительного анализа. Разработана пятимерная аналитическая структура, включающая институциональную поддержку, интеграцию услуг, управление данными, ориентацию на пользователя и межведомственную координацию для операционализации институциональной логики в развитии цифрового правительства. Результаты исследования отражают два различных институциональных пути. Китай следует модели, ориентированной на интеграцию, характеризующейся сильной государственной координацией, глубокой административной интеграцией и быстрым ускорением развития цифрового правительства после 2018 года. Россия же использует модель, ориентированную на доступ с упором на предоставление услуг, ориентированных на пользователя, поэтапное расширение платформы и функциональную доступность через систему «Госуслуги». Лонгитюдные тенденции EGDI дополнительно подтверждают это расхождение, показывая, что быстрое ускорение развития цифрового государства в Китае после 2018 года связано с усилиями по институциональной интеграции, в то время как более стабильный рост в России отражает постепенную и ориентированную на доступ траекторию развития. Несмотря на эти различия, обе страны стремятся к обеспечению цифрового суверенитета и государственного контроля над цифровой инфраструктурой. Исследование доказывает, что развитие цифрового государственного управления в основном определяется институциональными структурами, а не только технологическим потенциалом. Полученные результаты демонстрируют, как институциональная среда формирует пути цифровой трансформации в развивающихся странах.

Ключевые слова

Цифровое государство, государственное управление, национальные цифровые платформы, цифровая трансформация, Россия, Китай.

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Modern Practices of Effective Digital Government: A Case Study of Russia and China

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Abstract

Digital government has become a central driver of public sector transformation worldwide, yet its development pathways remain highly heterogeneous across institutional contexts. This study conducts a comparative institutional analysis of digital government development in China and Russia, focusing on national integrated service platforms as key empirical cases. Drawing on longitudinal data from the United Nations E-Government Development Index (EGDI) from 2014 to 2024 and qualitative analysis of official policy documents, the study adopts a mixed-methods comparative case study design. A five-dimensional analytical framework is developed, including institutional support, service integration, data governance, user orientation, and inter-agency coordination, to operationalize institutional logics in digital government development. The findings reveal two distinct institutional pathways. China follows an integration-driven model characterized by strong state coordination, deep administrative integration, and rapid

post-2018 acceleration in digital government performance. Russia adopts an access-driven model emphasizing user-centered service delivery, incremental platform expansion, and functional accessibility through the Gosuslugi system. Longitudinal EGDI trends further support this divergence, showing that China's rapid post-2018 acceleration is associated with institutional integration efforts, while Russia's more stable growth reflects an incremental and access-oriented development trajectory. Despite these differences, both countries converge on the strategic importance of digital sovereignty and state control over digital infrastructure. The findings offer theoretical and practical implications for understanding how institutional environments shape digital transformation pathways in emerging economies.

Keywords

Digital state, public administration, national digital platforms, digital transformation, Russia, China.

For citation

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Introduction

Digital government has become one of the most significant institutional transformations in contemporary public administration [刘银喜, 赵淼 2022, 67]. Beyond its technological dimension, digital government represents a structural reconfiguration of how states organize authority, deliver public services and interact with citizens. From the perspective of new institutionalism, digital transformation should not be understood as a neutral technological upgrade, but as an institutional process embedded in existing governance structures, administrative traditions, and state capacities. At the global level, the United Nations E-Government Development Index (EGDI) has become one of the most widely used indicators for measuring digital government development across countries. It captures not only the availability of online services but also the underlying infrastructure and human capital that support digital transformation. However, while EGDI provides a useful comparative benchmark, it does not fully explain why countries with similar levels of technological development adopt fundamentally different governance models. For example, between 2014 and 2024, China's EGDI increased from 0.54501 to 0.87184, while Russia's rose from 0.72959 to 0.85325¹, indicating not only convergence but also divergence in development patterns.

In this context, emerging economies such as China and Russia present particularly interesting cases. Both countries have made digital government a strategic priority and have developed national-level integrated platforms. However, their institutional trajectories diverge significantly. China has pursued a highly centralized and integration-oriented model of digital governance, while Russia has developed a more service-oriented and access-driven platform architecture. This divergence raises an important analytical question: why do countries with comparable ambitions in digital transformation adopt different institutional models of digital government development?

Existing literature on digital government has primarily focused on three aspects. First, performance measurement studies emphasize indicators such as EGDI, infrastructure development, and service efficiency [黄建伟, 刘军 2019, 39]. Second, technology-centered approaches focus on platform design, data systems, and digital tools. Third, governance studies examine the role of institutions in shaping policy implementation [郭蕾, 黄郑恺 2021, 68]. However, despite these contributions, there remains a key limitation in the literature: insufficient attention to the institutional logics that shape national digital government models.

In particular, existing studies tend to assume either convergence toward a universal model of digital government or treat national differences as temporary stages of development. This perspective overlooks the possibility that digital government may evolve along multiple institutional pathways shaped by distinct governance logics.

¹ E-Government Survey 2024 // United Nations [Electronic resource]. URL: <https://desapublications.un.org/sites/default/files/publications/2024-09/%28Web%20version%29%20E-Government%20Survey%202024%201392024.pdf> (accessed: 08.05.2026).

To address this gap, this study adopts an institutional logics perspective to analyze digital government development in China and Russia. Institutional logics refer to the underlying belief systems and organizing principles that guide how actors construct meaning and make decisions within institutional environments [Cooley 2017, 903]. From this perspective, digital government platforms are not merely technical infrastructures but institutional artifacts shaped by governance structures, policy priorities, and state–society relations. The object of this study is digital state practices in China and Russia. The subject of this study is the institutional logics of the construction and functioning of the digital state in China and Russia. The aim of this study is to uncover the mechanisms by which institutional environments shape digital transformation pathways in emerging economies through developing a theoretical model for studying digital state development pathways (using China and Russia as examples); summarizing digital state development practices in China and Russia; determining the degree of influence of state institutional design on digital development pathways.

Theoretical framework

Digital government as institutional transformation and institutional logics and governance structures

Digital government is increasingly understood not merely as a technological reform, but as an institutional transformation of the modern state. From the perspective of new institutionalism, technological change in the public sector is always mediated by pre-existing institutional structures, including administrative traditions, legal frameworks, and governance norms.

In contrast to early interpretations of e-government that focused primarily on efficiency gains and service digitization, more recent scholarship emphasizes that digital government fundamentally reshapes the organization of public authority and the relationship between state and society. Some authors [Dunleavy et al. 2006] argue that digital-era governance is characterized by “re-integration” of fragmented administrative systems, “needs-based holism”, and deep digitalization of core government functions. This perspective suggests that digital government should be conceptualized as a shift in governance logic rather than a simple technological upgrade.

Janowski in his evolutionary model of digital government, suggests that digital governance develops through multiple stages shaped by institutional pressures and policy responses, rather than following a linear technological trajectory [Janowski 2015]. This implies that differences in digital government development across countries are not simply differences in technological maturity, but reflections of underlying institutional logics.

Other authors highlight that political and organizational factors significantly influence the diffusion of e-government systems, reinforcing the idea that institutional environments condition technological adoption patterns [Lee et al. 2011, 449–450]. In the context of public administration, institutional logics determine how states prioritize efficiency, control, participation, and coordination. These logics are not static; rather, they evolve historically and are embedded in administrative traditions and political systems.

From this perspective, institutional logics provide the analytical bridge between macro-level governance structures and micro-level platform design choices. Based on the literature and empirical observations, this study identifies two ideal-typical models of digital government development: the integration-driven model and the access-driven model.

The integration-driven model emphasizes centralized coordination, institutional consolidation, and cross-agency system integration. In this model, digital platforms are designed to unify fragmented administrative systems into a coherent governance architecture.

This logic is closely aligned with the Digital Era Governance framework, particularly the principle of re-integration of fragmented public services. It also reflects a strong emphasis on state capacity and administrative control. In practice, this model prioritizes:

- centralized platform architecture;
- standardized data governance;
- cross-departmental coordination;
- administrative efficiency and system coherence [Li, Zhang 2026, 480–484].

China's national integrated government service platform exemplifies this model, where digital transformation is used as a tool for strengthening state coordination capacity.

The access-driven model prioritizes usability, service accessibility, and citizen-centered design. Rather than restructuring administrative systems, this model focuses on simplifying citizen interaction with existing bureaucratic structures. This approach is consistent with the “needs-based holism” principle in Digital Era Governance, but places greater emphasis on front-end service optimization rather than back-end institutional integration. In practice, this model emphasizes:

- user-oriented interface design;
- service bundling based on life situations;
- simplified access to government services;
- incremental platform expansion [Ivanova et al. 2020, 3–5].

Russia's Gosuslugi platform reflects this logic, organizing services around user needs and not administrative structures.

Analytical framework: Five dimensions of institutional logics

To operationalize the concept of institutional logics, this study develops a five-dimensional analytical framework. These dimensions allow systematic comparison between China and Russia and link empirical observations to theoretical constructs.

The five dimensions are institutional support, service integration, data governance, user orientation and inter-agency coordination. These dimensions are derived from established literature on digital governance evaluation and platform government design. For instance, Liu and Zhao emphasize organizational structure and governance capacity as key determinants of digital government performance [刘银喜, 赵森 2022, 68–72]. Similarly, Janowski highlights the importance of institutional evolution in shaping digital governance outcomes [Janowski 2015].

The five dimensions are defined as follows:

Institutional support refers to the extent to which digital government development is backed by formal policy frameworks, legal instruments, and political commitment. It captures the degree of state endorsement and top-level design that sustains digital transformation. Empirically, it can be observed through national strategies, regulatory systems, and the presence of centralized governance structures.

Service integration reflects the degree to which government services are consolidated across administrative boundaries into unified platforms. It measures the extent of cross-departmental coordination in service delivery, including one-stop services, standardized procedures, and integrated service portals. High integration indicates a restructuring of bureaucratic fragmentation.

Data governance captures the institutional mechanisms governing data sharing, standardization, and control across agencies. It includes legal frameworks, technical standards, and data management systems that regulate how information flows within the government. It reflects whether coordination is rule-based, technology-based, or decentralized.

User orientation refers to the extent to which digital platforms are designed around citizen needs rather than administrative structures. It includes interface usability, service accessibility, life-event-based service bundling, and responsiveness to user feedback. This dimension captures the shift from bureaucratic logic to user-centered governance.

Inter-agency coordination measures the effectiveness of coordination mechanisms among government agencies in implementing digital government initiatives. It reflects the ability to align institutional actors, integrate workflows, and resolve administrative fragmentation. It is a key indicator of institutional capacity in large-scale governance systems.

Based on the above dimensions, this study further distinguishes between two distinct institutional logics:

- 1) integration-driven logic is reflected in strong institutional support, high levels of service integration, and intensive inter-agency coordination, indicating a focus on systemic consolidation and state capacity enhancement;
- 2) access-driven logic is reflected in high user orientation and flexible service delivery structures, indicating a focus on usability and accessibility rather than institutional restructuring [阮霁阳 2022, 188–189].

Therefore, this framework not only provides an operational tool for the comparative analysis of digital government development in China and Russia, but also offers a theoretical basis for explaining the differences in platform governance under different institutional paths.

Research design: Comparative case study approach

This study adopts a comparative case study design to examine how institutional logics shape digital government development in China and Russia. Comparative case studies are widely used in public administration and governance research because they enable in-depth analysis of complex institutional phenomena within their real-world contexts, while allowing for systematic cross-case comparison.

The selection of China and Russia is theoretically driven rather than random. The two countries share several important structural similarities: both are large-scale emerging economies, both have made digital government a national strategic priority, and both have developed nationwide integrated service platforms [初冬梅 2022, 120]. At the same time, they differ significantly in governance structures, administrative traditions, and digital transformation trajectories.

This study uses a mixed-data strategy combining *quantitative indicators* and *qualitative institutional materials*.

The primary quantitative dataset is the United Nations E-Government Development Index (EGDI), covering the period 2014–2024. EGDI is a composite index that reflects the development level of digital government across countries, including three sub-dimensions: Online Service Index, Telecommunication Infrastructure Index, and Human Capital Index².

In this study, EGDI is used as a macro-level indicator to capture longitudinal trends in digital government development in China and Russia. It is important to note that EGDI is not used as a causal variable but as an outcome-oriented descriptive indicator that supports institutional interpretation. It should be noted that changes in EGDI methodology in 2024, particularly the introduction of the e-government literacy component in the Human Capital Index, may affect strict comparability over time. Therefore, this study focuses on overall trends and not on precise year-to-year comparisons.

The qualitative component of the study draws on official policy documents, government reports, and platform-level descriptions of digital government systems in China and Russia.

² E-Government Survey 2024 // United Nations [Electronic resource]. URL: <https://desapublications.un.org/sites/default/files/publications/2024-09/%28Web%20version%29%20E-Government%20Survey%202024%201392024.pdf> (accessed: 08.05.2026).

For China, key materials include national-level digital government policies and official descriptions of the National Integrated Government Service Platform, including regulatory frameworks governing data sharing and service integration³. Applied projects have been implemented within the framework of the Data Infrastructure and Digital Government.

In the Russian Federation, key policies are represented by both strategic documents and national programs⁴. For Russia, the study also draws on materials related to the Gosuslugi platform, including government reports, platform statistics, and institutional analyses of digital public service delivery systems. These materials are used to reconstruct the institutional architecture of digital government platforms in both countries.

To ensure methodological rigor, this study adopts several strategies. Construct validity is ensured by grounding the analytical framework in established literature on digital government and institutional theory. The five-dimensional framework is derived from prior research on digital governance evaluation and platform design, ensuring theoretical consistency [李峰, 黄倩 2023, 58–59]. The study uses multiple data sources, including international datasets (EGDI), official policy documents, and platform-level reports. This triangulation helps reduce bias associated with single-source analysis and enhances interpretive robustness.

This study acknowledges several methodological limitations. While EGDI provides a useful comparative indicator, it does not capture all dimensions of institutional performance, such as informal governance practices or user experience quality. Qualitative analysis is based on publicly available documents, which may not fully reflect internal administrative processes or decision-making dynamics.

The comparative design focuses on two countries, which limits the generalizability of findings. However, the aim of the study is analytical generalization rather than statistical inference. Despite these limitations, the mixed-methods design provides a robust framework for understanding institutional variation in digital government development.

Comparative analysis of the digital government of China and Russia

To examine macro-level trajectories of digital government development, this study utilizes EGDI to compare China and Russia over the period 2014–2024. The EGDI provides a composite measure of digital government performance, capturing dimensions of online service delivery, telecommunication infrastructure, and human capital development.

The longitudinal EGDI data from 2014 to 2024 reveals a clear upward trajectory in digital government development for both China and Russia, but with structurally different growth patterns (Figure 1).

³ Official policies for digital China can be defined as a multi-layered strategy. China's entire system of digital government documents is built around the concept of digital China and is implemented through a multi-layered hierarchy of plans. This approach encompasses a long-term strategy (the Digital China Development Plan was published by the Central Committee and State Council of the People's Republic of China in February 2023 and defines the strategy through 2035. Its goal is to make digitalization the key driver of the country's modernization), medium-term targets (the 14th and 15th Five-Year Plans), and a programmatic level represented by specific action plans for 2025 and 2026, as well as industry-specific white papers.

⁴ Thus, The Strategy for the Development of the Information Society in the Russian Federation (2017) was one of the first documents to enshrine the transition to a digital economy as a national priority. It substantiated the need to shift from the implementation of technologies to the creation of a holistic digital environment. The National Program Digital Economy of the Russian Federation (2019–2024) became the primary implementation tool, including federal projects: Information Infrastructure, Personnel for the Digital Economy, Information Security, Digital Technologies, Digital Public Administration, and others. This phase ensured broadband Internet access for 86.4% of households and the conversion of over 1,000 government services to digital formats. The National Project Data Economy and Digital Transformation of the State (2025–2030) is a logical continuation of the program, which shifted its focus from infrastructure to the depth of integration of digital technologies and the effectiveness of data-driven governance. The concept of digital maturity of industries and public administration becomes key here.

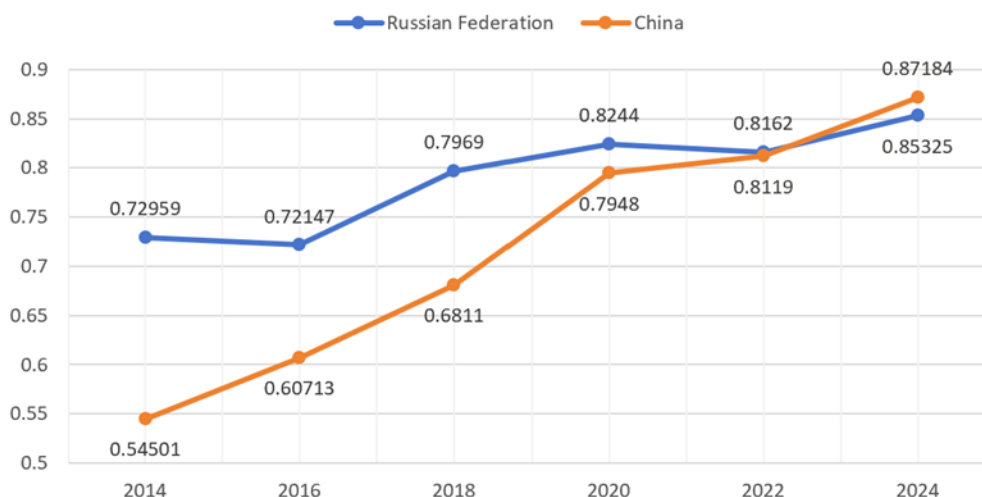


Figure 1. E-Government Development Index (EGDI) of China and Russia, 2014–2024⁵

China demonstrates a strong and sustained upward trend in EGDI performance, rising from 0.54501 in 2014 to 0.87184 in 2024. This represents not only quantitative improvement but also a structural transition from moderate digital governance capacity to a high-level integrated digital governance system. Particularly after 2018, China exhibits a marked acceleration in development, indicating the presence of a policy-driven inflection point rather than gradual incremental change.

Russia, by contrast, begins from a relatively higher baseline (0.72959 in 2014) and maintains a more stable trajectory, reaching 0.85325 in 2024. Unlike China's acceleration pattern, Russia shows a "plateau-with-gradual-enhancement" structure, suggesting early digital adoption followed by incremental optimization rather than systemic restructuring [Чжан, Панкратова 2023, 159].

A comparative reading of these trajectories suggests two different developmental logics: China follows a late-compression acceleration model, where rapid institutional mobilization leads to steep growth after a critical policy threshold; Russia follows an early-stabilization model, where earlier adoption produces stable but less transformative long-term growth.

From a new institutionalist perspective, these differences indicate that digital government development is not linear technological diffusion but a function of institutional capacity and state coordination mechanisms. China's pattern reflects an acceleration-based transformation model, while Russia demonstrates a stability-oriented incremental model, consistent with their respective institutional logics.

China: Integration-driven digital government model. The Chinese case reflects what can be conceptualized as an integration-driven institutional model, characterized by strong central coordination and systemic platform consolidation.

China's digital government system is built on a strong top-down institutional logic, where national-level coordination plays a dominant role in structuring digital transformation. This is reflected in the construction of the National Integrated Government Service Platform, which consolidates services across administrative levels and departments. This model aligns with the concept of state-led digital integration, where governance capacity is enhanced through hierarchical coordination and standardization rather than decentralized innovation.

The most salient feature of the Chinese model is deep service integration. Government services are not merely digitized but reorganized into unified service architectures. On May 31, 2019, the National

⁵ Compiled by the authors based on: E-Government Survey 2024 // United Nations [Electronic resource]. URL: <https://desapublications.un.org/sites/default/files/publications/2024-09/%28Web%20version%29%20E-Government%20Survey%202024%201392024.pdf> (accessed: 08.05.2026).

Government Service Platform went live for trial operation. As of May 2024, the platform directly connects to 1,376 service items from 46 State Council departments and over 5.19 million government service matters from provinces, autonomous regions, municipalities, and the Xinjiang Production and Construction Corps. As of the end of May 2024, the national government service platform has cumulatively provided over 10.7 billion identity authentication verification services and more than 10.8 billion electronic certificate sharing services to local governments and departments, facilitating data sharing across platforms in various regions and departments exceeding 540 billion times⁶.

The platform enables: cross-departmental service bundling, standardized service procedures, unified access channels. This reflects a shift from fragmented administrative systems to a platform-based governance structure, consistent with platform governance theory. From an institutional perspective, service integration is not only a technical process but a restructuring of bureaucratic boundaries.

China's digital governance model places strong emphasis on formal data governance mechanisms. According to official regulatory frameworks, data sharing is governed through standardized national rules and legal instruments. This indicates a rule-based institutional coordination mechanism, where data flows are structured through legal and administrative authority rather than market or voluntary coordination. This approach reduces uncertainty in inter-agency collaboration but increases reliance on centralized regulatory capacity.

Although China's model is integration-driven, recent developments show increasing attention to user-centered service delivery. The "efficient completion of one thing" initiative reflects efforts to reduce administrative fragmentation from the user perspective. However, user orientation remains embedded within a broader logic of administrative efficiency rather than autonomous citizen-driven service design.

Despite strong integration efforts, inter-agency coordination remains a central institutional challenge. The necessity of aligning multiple bureaucratic actors within a unified platform structure highlights the complexity of governance consolidation in large-scale administrative systems.

From a theoretical perspective, China represents a case of institutional consolidation under strong state capacity, where coordination is achieved through hierarchical alignment [赵金旭 et al. 2022, 55].

Russia: Access-driven digital government model. Russia exhibits a distinct access-driven institutional model, where digital government development is organized around user accessibility and service usability and not structural integration.

The Russian digital government system, particularly through the Gosuslugi platform, is structured around life situation logic, where services are organized according to user needs rather than administrative categories. This represents a shift from bureaucratic organization logic to user-experience-driven governance design.

Unlike China's integration-first model, Russia emphasizes accessibility and service delivery as the primary entry point of digital governance. The platform provides bundled services based on life events, reducing the cognitive and administrative burden on users. This reflects a front-end optimization strategy, where governance efficiency is achieved through improved access rather than structural reorganization.

Empirical evidence shows that Gosuslugi has evolved from a service portal into a multi-functional digital infrastructure with large-scale user engagement. According to publicly available reports, the Gosuslugi platform had approximately 120 million registered users by the end of 2025. Russia's Ministry of Digital Development stated that Gosuslugi serves as "a key tool for digitizing public services, simplifying

⁶ 5年超8.9亿用户！全国政务服务“一张网”惠你我 // 中华人民共和国中央人民政府 [Over 890 million users in five years: The national government service platform benefits citizens nationwide // The State Council of the People's Republic of China] [Electronic resource]. URL: https://www.gov.cn/yaowen/liebiao/202405/content_6954752.htm (accessed: 02.05.2026).

interaction between citizens, businesses, and the state”⁷. This evolution indicates a shift from narrow administrative service delivery toward a broader digital ecosystem model, incorporating communication, transaction, and participation functions.

Russia’s approach to data governance is oriented more toward technological independence than toward extensive legal codification. The development of domestic digital infrastructure (e.g., GosTech systems) reflects a strategy of technological. This represents a distinct institutional response to global concerns about digital dependency — one that emphasizes infrastructure control alongside (and not at the expense of) regulatory standardization.

Despite platform success, Russia’s digital governance system remains relatively fragmented. Studies suggest that digital transformation has not fully resolved long-standing administrative inefficiencies or coordination issues. This reflects a partially integrated institutional structure, where digital platforms improve access but do not fully restructure governance systems.

As a result, this study identifies three principal findings:

China demonstrates a higher degree of institutional depth, characterized by: deep administrative integration, strong inter-agency coordination, and systemic restructuring of governance processes. Russia demonstrates greater functional reach, characterized by: broad service accessibility, user-oriented interface design, and flexible and scalable service delivery. This suggests that digital government development involves a structural balancing act: integration-driven systems optimize institutional coherence and access-driven systems optimize service accessibility. Importantly, neither model is inherently superior; rather, each reflects different institutional constraints, governance capacities, and policy priorities.

Despite divergent institutional pathways, both countries converge on the strategic importance of digital sovereignty and state control over digital infrastructure. Both countries emphasize: state control over digital infrastructure, regulation of data flows, reduction of external technological dependency. This convergence indicates that digital government development is increasingly shaped by a shared global constraint — the need to maintain sovereign control over digital systems in an environment of geopolitical and technological competition.

Digital government development is fundamentally shaped by institutional path dependency, rather than technological determinism alone. Even under comparable technological conditions, China and Russia produce distinct governance architectures due to differences in administrative traditions, state capacity configurations, governance philosophies, center–local (or federal) relations [Чжан, Панкратова 2023, 161]. These factors shape not only policy outcomes but also the underlying logic through which digital technologies are interpreted, designed, and implemented.

Conclusion

This study has conducted a comparative institutional analysis of digital government development in China and Russia using longitudinal EGDI data (2014–2024) and qualitative analysis of national digital government platforms.

The findings indicate that digital government development in the two countries exhibits significant structural differences, while both are profoundly shaped by institutional logics and state capacity. Digital government development is not a uniform process of technological diffusion, but rather a process of transformation embedded within different institutional structures.

The comparative analysis shows that China has followed an integration-driven development trajectory characterized by strong state coordination capacity and systematic administrative integration through a unified platform. Russia, by contrast, exhibits an access-driven trajectory marked by greater

⁷ Russia’s Gosuslugi portal nears one billion requests after processing 900 million // IT Russia [Electronic resource]. URL: <https://itrussia.media/en/article/russia-s-gosuslugi-portal-nears-one-billion-reque-28-01-2026> (accessed: 02.05.2026).

emphasis on service accessibility, user-oriented design, and incremental institutional evolution. Although their paths differ, both countries demonstrate a degree of strategic convergence regarding digital sovereignty and state control over digital infrastructure.

The core theoretical contribution of this study lies in arguing that digital government should be understood as an institutionally structured process of governance transformation rather than merely technological diffusion or digital upgrading. This implies that the outcomes of digital governance depend not only on technological capacity, but also on how institutional environments shape the organizational forms and implementation logics of digital systems.

Based on the comparative analysis, this study proposes and validates a dual institutional logic framework consisting of integration-driven logic and access-driven logic. This framework helps explain why countries with similar levels of digital development, as reflected in EGD trends, may nevertheless develop markedly different governance structures.

This study also has broader implications for comparative digital governance research. It suggests that digital transformation cannot be separated from institutional context and that attempts to transfer digital government models across countries may face structural limitations rooted in administrative traditions and governance systems.

Overall, this study suggests that digital government should not be viewed as a uniform global development model, but rather as diverse and context-dependent governance pathways shaped by institutional constraints.

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