



The Application and Future of Large Models for Digital Government in Public Services: A Comparative Study of China, the United States, and Singapore

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Abstract. With the iteration and development of large-scale models, generative artificial intelligence is fundamentally reshaping the government governance paradigm. It aims to eliminate the "islands" among departments through technological integration, form an integrated government model, and utilize an active demand identification mechanism to transform the provision of public services from an application-driven to an authorization-driven agile governance model, thereby promoting ubiquitous access to intelligent services. This paper adopts a comprehensive approach including literature review, institutional analysis, data interpretation, and empirical verification to systematically define the scope of government large models from the perspectives of technology, management, and law, and analyzes their practical efficacy and evolution logic in the construction of China's digital government. Research shows that China has initially established an advanced digital government operation and legal framework, significantly enhancing the intelligence and modernization of administrative processes, and providing a Chinese solution for global smart government initiatives. Meanwhile, structural bottlenecks such as model illusions, data silos, security and privacy risks, and ambiguous responsibilities and permissions continue to impede its in-depth application. Therefore, this study, by drawing on the practical comparisons of the United States and Singapore, proposes a digital government implementation path that takes scenario-driven development as the core, data governance and secure controllable systems as the support, and an optimized assessment feedback loop and a clear responsibility division mechanism as the support, in order to promote the substantive implementation of digital government in the public service field.

Keywords: Digital governance; Government large models; Artificial intelligence; Agile governance; Whole-of-government

1 Introduction

1.1 Research Background

In recent years, the global maturation of large-scale models and generative artificial intelligence technologies has driven the development of digital government and smart

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governance to become a key focus of public administration across nations. The 2024 United Nations E-Government Survey Report indicates that, over the past decade, the global e-government development index has shown an upward trend. It specifically notes that the transition from ‘information-providing’ e-government to ‘interactive’ and ‘participatory’ e-government represents the common direction for digital government development across nations, whilst high-income economies have made more in-depth explorations in areas such as cross-channel collaborative services, personalised recommendations and online public consultation.^[1] China has long received high ratings in the United Nations e-Government Survey, with outstanding levels of online government services and achievements in digital government development. At the same time, it faces challenges such as how to ensure that the evaluation mechanisms for large-scale model applications on existing unified government platforms better meet the public’s growing demand for high-quality services, and how to guarantee data security. In some localities, conflicting responses to the same policy from different intelligent systems, or the citation of repealed regulations, have raised public concerns regarding their reliability. Clearly, from an international comparative perspective, it is both necessary and urgent to regulate the intelligent application of large-scale models in government scenarios within the framework of the rule of law, and to examine their effectiveness, challenges and pathways for improvement.

1.2 Research Question and Significance

Against this backdrop, this paper endeavors to address three central questions: First, within the existing policy framework, how should government big models be systematically defined from technical, managerial, and legal perspectives? Second, how does the government’s big model change citizens’ lives in the public service sector? Third, compared with the United States and Singapore, what challenges does China’s current government model face? What are the directions for addressing these challenges in the future? This article mainly compares their development paths, application effects and existing deficiencies through literature review, institutional text analysis and government service scenario tests. Finally, through comparative analysis, the direction of future actions is proposed.

2 Literature

2.1 Digital Government and E-Government

The study of digital government and large government models is fundamentally an interdisciplinary and integrated field. It encompasses not only the information infrastructure and artificial intelligence technologies but also interdepartmental administrative management within government. Furthermore, it is constrained by legal regulations and policy research pertaining to data security, personal information protection, and accountability mechanisms. This paper focuses on the application of large government models in the realm of public services. We observe that the development of large gov-

ernment models in China exhibits trends toward whole-of-government approaches, agile governance, and the efficient accomplishment of single tasks. Concurrently, through experimental comparisons of the practical applications of new large government models in China and the United States, we identify deficiencies and issues in their operation and propose novel solutions.

A theoretical framework for digital government has been established across three dimensions: ‘technology, management and law’. Traditionally, a government-focused large language model refers to a generative AI model built upon big data and utilising deep AI algorithms; by leveraging its efficient text comprehension, information extraction and predictive capabilities, it creates value for optimising public services and enhancing public satisfaction. As digital government reforms deepen, government large language models have become the ‘intelligent hub’ connecting data with practical operations within the ‘data–scenario’ agile governance framework, capable of deeply adapting to specific scenarios and expanding services based on public needs.[2] From a technical perspective, government large language models serve as the core intelligent component within digital government systems. Integrated with data platforms, business systems, knowledge graphs and workflow engines, they form a ‘government co-pilot’ with capabilities for understanding, generation and reasoning. The **Guidelines for the Deployment and Application of Large-Scale AI Models in the Government Sector** reflect that, at the level of legal documents, government large-scale AI models are understood as a technological system of large-scale AI models deployed within government scenarios. They are widely applied in activities such as supporting government services, social governance, administrative office work and decision-making support, and are characterised by using government data as the core training and utilisation object, being embedded within existing government organisations and business processes, and complying with laws and regulations on artificial intelligence, data security, and personal information protection, and subject to legal requirements for end-to-end security assessments, risk monitoring, and accountability mechanisms.[3] In summary, a modern, comprehensive government large model is an embedded intelligent government tool operating within the digital government system, with government data as its core element, supported by system platforms and AI engines, and bounded by relevant laws and regulations. When applied to public services, this manifests for businesses and the public as follows: providing policy interpretation and guidance on administrative procedures, using large language models to translate legal terminology into natural language that the public can understand, and supporting multi-turn dialogue to generate clearer, actionable guidance and process navigation. Within the government, it is manifested as intelligent task allocation based on empirical analysis, which enhances government efficiency. Conduct a preliminary review of administrative documents and provide analysis and decision support to ensure the quality of internal administrative processing.

2.2 International Perspective: A Comparative Analysis of the United States and Singapore

At the international level, existing research primarily compares the development and

application trends of digital government initiatives. Strategically, developed nations such as the United States and Singapore, as well as China, have issued common guidelines for digital government development: a commitment to the advancement of mobile government services. These initiatives emphasise addressing public needs, transitioning government services from being confined to official websites to being integrated into widely used applications, and expanding from local mobile services to cross-provincial and cross-jurisdictional mobile services. [4] Some scholars have also noted that Singapore, recognised by authoritative bodies as a leading nation in digital government development, has established its own digital government governance framework through top-level designs such as the 'Digital Government Blueprint' and 'Smart Nation 2.0', combined with performance indicator systems and project evaluation mechanisms. [5] In the United States, Chen and T. argue that their 'Technology–Organisation–Environment (TOE)' framework reflects the key variables for the public sector's adoption of generative artificial intelligence, providing theoretical support for this paper's comparative analysis of large-scale interactive models in China, the US and Singapore across dimensions such as institutional frameworks, applications, accuracy and satisfaction. [6] In summary, existing research lacks comprehensive governance pathways for addressing issues such as hallucinations in large language models. Through comparative analysis, this paper offers guidance for the development of a digital government blueprint with Chinese characteristics.

3 Content

3.1 Applied Governance Large Models: Implementation and Standardization

Previously, China was regarded as lagging far behind developed countries such as the United States and Singapore in the development of digital government and the application of the big government model. However, practice has shown that China has both top-level design and local implementation in the digital government and the big government model, thus establishing a unique path for the construction of China's digital government. The development of e-government in China originated from the paperless office environment and office automation, mainly manifested in the adoption of computers and local area networks within the government to replace paper circulation, although at this stage, government services for the public had not yet been fully realized online [7]. The e-government stage then focused on external e-government. Government agencies at all levels established websites to provide basic services such as online information disclosure [8]. During the online case handling stage, with the core concept of "online case handling, online case handling, and integration of online platforms", slogans such as "Internet + Government Services", "One-Stop Network", and "at most Once" were launched, emphasizing the integration of online and offline services [9]. The current large model and smart government phase involves the integration of consultative interactive large models into government scenarios, unlocking new value in areas such as the business environment and public welfare guarantees [10].

Overall, with the aid of large-scale government service models, the prediction accuracy rate for routine matters exceeds 90%, whilst the rate of intelligent task allocation and the accuracy rate for high-frequency matters exceed 95%. This has significantly alleviated the pressure on grassroots governance and improved the efficiency and satisfaction levels regarding the handling of public requests. At the same time, a distinctive ‘base model + fine-tuning + service-oriented’ model has been established, enabling deployment, operation and maintenance tailored to local conditions. At the local level, Zhejiang, as one of the leading provinces in the development of digital government along the south-eastern coast, has upgraded simple online service windows into a systematic project encompassing “innovative governance concepts, digital technology innovation, the reshaping of government processes, and institutional reform”. This has driven the “six-in-one” digital and holistic transformation of government—covering economic regulation, market supervision, public services, social management, environmental governance and government operations—thereby forming a new framework of integrated government that breaks through hierarchical constraints vertically and facilitates horizontal coordination between departments. [11] To achieve “efficient completion of a single task”, localities have established distinctive systems through the application of large-scale government service models: for example, Hangzhou’s “Zhe Li Ban” platform provides scenario-based, integrated thematic services, having launched over 40 highly interconnected, high-demand and frequently used integrated services, enabling citizens to resolve matters through a single-stop service rather than having to visit multiple departments. Shanghai has established an international service portal, centring on the core needs of foreign nationals and covering five key scenarios: business, employment, tourism, study abroad and consumption, whilst providing checklist-style guidance and search functions for frequently requested services. The new portal is not merely a simple Chinese-to-English translation, adopting the perspective of foreign nationals, it invited nearly a hundred international testers to participate in portal research and internal testing, thereby breaking down language and cultural barriers. It is evident that artificial intelligence can empower digital government and e-government, enabling cross-departmental and cross-level coordination to provide the public with value-added services, legal services and other people-oriented policies, thus forming an efficient, proactive and people-centred digital governance framework. [12] Furthermore, the agile governance reforms brought about by large-scale government AI models provide further evidence that, within the ‘technology–organisation–environment’ framework, generative AI not only enhances response efficiency but also drives government governance from a ‘public request–passive response’ model towards ‘intelligent identification–agile proactivity’, significantly boosting the initiative and proactivity of government service delivery. As a key task for enhancing public satisfaction, the deepening of digital government development can, in the future, involve systematic adjustments to division of labour, collaboration methods, institutional frameworks and culture from an “organisation–operation–technology” perspective, thereby realising a self-optimising feedback loop for consultation and interaction models. In Huangpu District, Guangzhou, two government AI systems were found to provide inconsistent answers to the same question and to cite outdated policies. In response, there is a pressing need to establish mechanisms for dynamic updates and accountability.[13]

In the context of the burgeoning development of government service large models, legal oversight has undergone continuous strengthening and refinement. The "Interim Measures for the Administration of Generative Artificial Intelligence Services" [14], which directly targets generative artificial intelligence, emphasizes "balancing development and security" and "inclusive prudence coupled with classified and tiered regulation." It mandates that government data sources be legal, genuine, and accurate. Concurrently, it establishes systematic provisions for AI data security assessments, algorithm filing, content identification, and complaint handling, thereby delineating legal boundaries for deploying interactive consultative large models in governmental scenarios. Furthermore, to address privacy leakage issues accompanying big data, legislation such as the "Data Security Law," the "Personal Information Protection Law," and the "Cybersecurity Law" provides comprehensive regulatory frameworks.

3.2 Comparative Analysis of Government Affairs Large Models

In order to compare the performance of large language models used for government consultation interactions across different countries and regions in real-world scenarios, this paper selects large language models embedded in official government platforms in Silicon Valley (represented by the San Jose City Government portal), Washington D.C., Singapore, and Beijing, Zhejiang and Chongqing in China as samples. We test their responses to a typical query: ‘A resident’s legally occupied parking space has been unlawfully occupied by another party. I wish to request the government department to arrange for the vehicle to be towed away’, and observe their performance in terms of accuracy, prudence and practicality.(Table 1)

In terms of procedure, the intelligent Q&A portal was accessed via the website’s homepage navigation or internal search. Without logging in or completing any CAPTCHA verification, a standardised question was posed to the system, followed by two rounds of questioning: the first round consisted of the full question, whilst the second round involved follow-up queries addressing gaps in the system’s initial response, in order to assess its multi-turn dialogue and error-correction capabilities. During the experiment, the ease of navigation, page screenshots and the system’s original response text were recorded, and the content of the responses was collated and compared.

Table 1. Cross-Regional Comparison of Government AI Platforms

Region	Clarity of Large Model Entry Points	AI Integration Status	AI response quality
San Jose	1. Utilization of the San Jose 311 website; 2. Entry point is discernible but not prominently featured.	Clearly state the contact numbers and requirements for the parking enforcement department, the police, or the 311 reporting service, such as: taking a photo of the number plate, confirming the vehicle’s location, and whether a police response is required.	Primarily provides process guidance rather than direct problem resolution, and does not function as an enforcement mechanism. Offers generally practical, though inflexible, responses.

Washington, D.C.	It has no direct, standalone entry point and is integrated into the government website; 2. It exhibits clear characteristics of traditional e-government	Accurately distinguishing between urgent and non-urgent events, providing emergency contact numbers for high-risk situations, guiding reporting through the 311 system or specific parking enforcement systems, and advising on evidence requirements (photographs, location) and processing timelines.	1. Emphasising rights and risks whilst offering multiple channels for resolution; 2. Focusing on the preventive role of warnings to curb the spread of harm
Singapore	1. An independent, unified question-answering platform, AskGov; 2. Clearly discernible access points	Gov provides contact details for relevant departments, channels for making complaints and links to forms that can be completed online; it even offers flowcharts to help resolve specific issues	1. The responses are relatively more comprehensive, providing specific steps to solve the problem and having clear and reliable basis for the answers. 2. However, in the second round of Q&A, the answers were relatively lagging behind.
Zhejiang	1. The Zhejiang government affairs website, the "Zhe Li Bu" APP and the PC version of "Xiao Zhe" intelligent question-answering system have jointly established an integrated online government service entry point. 2. The entry point is prominent and there are multiple ways to access it.	It can quickly identify the nature of the issue, guide users to select the appropriate authority—such as the 12345 hotline, the Urban Management Bureau or the Traffic Police—and advise them on the basic evidence they need to prepare	1. Demonstrates the application logic of large language models geared towards scenario-based interaction; 2. Provides highly accurate responses to frequently asked questions, thereby enhancing the convenience of mobile government services
Beijing	The Beijing Government Services Network, the Citizen Hotline, and the APP all have interfaces for large models.	Please fill in the parking space location, the name of the community/street, and any photos as evidence, and then assign the case to the relevant street office, urban management department or traffic control department according to the type of issue.	1. The response was thorough and demonstrated the rapid response mechanism of 'immediate action upon receipt of a complaint', prompting the relevant departments to proactively contact the user to resolve the issue

Overall, the responses of local government AI models in the "parking spaces occupied, request to remove" scenario vary as follows: Firstly, Singapore and Zhejiang use a unified question answering platform, with clear entry points that closely align with specific service scenarios, and can quickly provide the responsible agency, evidence

requirements, and online appeal procedures. Beijing integrates intelligent question answering deeply into the response-to-complaint system, using the AI model to identify problem categories and solutions. Silicon Valley and Washington D.C. more often use AI question answering "embedded" on the 311 websites, focusing on risk warnings.

At the legal system level, China has central guiding regulations combined with local characteristic rules, while the United States mainly relies on local rule-making. Singapore relies on a unified model governance framework to achieve the same treatment for the same question. In summary, the answers from all three parties generally remain cautious. However, it is obvious that Singapore has led the development of e-government through a unified and efficient AI government platform, and Beijing, Zhejiang, and other places have gradually built large model applications with Chinese characteristics: integrating large models into mobile apps and mini-programs to promote the implementation of mobile government; through precise identification to achieve response-to-complaint, transforming from passive to active, significantly improving the efficiency of problem resolution. (Table 2)

Table 2. Comparative Paths of Government AI Development

Comparison dimension	China	US	Singapore
Advance path	Central-level top-level design combined with local pilot schemes; the 《Guidelines for the Deployment and Application of Large-Scale AI Models in the Public Sector》 [3] clarify the areas of application and underlying principles, emphasising centralised deployment, reuse and sharing, and full-lifecycle management	Political push + technological competitive pressure; 《America's AI Action Plan》 emphasizes easing regulations, expanding infrastructure, and enhancing national competitiveness; DOGE focuses on applying large models to budget audits, process streamlining, and internal efficiency improvement.	Unified Digital Government Blueprint + Unified Government AI Platform; guided by the national digital government strategy and leveraging unified platforms such as Ask-Gov to drive rapid iteration in digital government services
Functional emphasis	Dual-subject orientation: Provide intelligent guidance and proactive services for the public; Improve processing efficiency and assist in decision-making within the government.	Internal priority: Large models are more frequently used for internal governance tasks such as audits, contract analysis, layoffs, and organizational restructuring	Emphasizing both service and collaboration: AskGov offers authoritative cross-departmental inquiries; GovTech supports cross-departmental collaboration, enhancing the consistency and coordination of government services.

legal norm	A relatively comprehensive regulatory framework: emphasises application within the framework of data security, personal data protection and generative AI governance; requires security assessments, risk monitoring and traceability of responsibility	Reduce the rules that hinder innovation, while strengthening key technologies and data security within the framework of international competition.	Using governance tools such as 《Model AI Governance Framework》 to ensure the transparency, accountability and trustworthy deployment of AI.
Central-local relationship	Local initiatives under centralised leadership: a unified direction, with local implementation tailored to specific contexts	Significant federal-state tensions: whilst the federal government seeks to harmonise policies and funding, local authorities retain considerable autonomy and continue to adopt diverse approaches	Highly centralised: Given the country's small size and centralised government structure, it is easier to establish a service system featuring a unified national platform, standardised criteria, and consistent responses to the same queries.

3.3 Practical Application of Governmental Large Models

In the practical application in China, the government affairs large model is deeply integrated into the infrastructure of government affairs processes such as approval, law enforcement and governance, promoting the implementation of a series of new service forms. In the service of handling affairs, the large model achieves a transformation from traditional manual review to "instant approval" and "no-review and immediate enjoyment" through in-depth analysis of policies and intelligent approval of application materials. Instant approval means converting the approval standards into rules that the system can recognize and having the background automatically complete qualification verification and material review, enabling applicants to obtain the approval result quickly after submission. Its characteristic is that it still requires an application, but the review is highly automated and rapid. No-review and immediate enjoyment emphasizes that the government relies on shared data to automatically identify eligible individuals or enterprises, and the public does not need to actively apply or submit materials, and the system can directly provide subsidies, refunds or other public services. For example, in the "Efficiently Completing One Thing" reform, the government affairs large model uses the database to identify the public's demands in the form of a conversation, automatically match the solutions for multiple matters and departments involved in the government affairs, share the database information to call for unified identity authentication, electronic certificates and electronic signatures, and integrate the original scattered and cumbersome procedures into a unified process, promoting the evolution from "processing at the place of household registration" to "processing across provinces" and

even "cross-jurisdictional collaborative processing" between the mainland and Hong Kong and Macao. At the same time, the service platform has completed the migration from the computer end to the mobile end and then to the APP under the support of the large model. The public only needs to raise a question at any one entry point, and can complete inquiries, submissions and query progress on the mobile WeChat mini-program or local government APP, saving a lot of time and money costs.

At the governance and regulatory level, large-scale government AI models have given rise to a number of new application scenarios. Leveraging the vast amounts of enquiry and complaint data accumulated through hotlines, online petition systems and various government service platforms, large-scale government models can identify the categories and trends of public concerns, swiftly pinpointing bottlenecks, blind spots and risk points in policy implementation. This data-driven feedback-based optimisation from the inside out, combined with top-down policy adjustments, forms a dynamic cycle through the model's algorithms, driving the government's transformation into a holistic administration and facilitating smoother cross-departmental, cross-level and cross-regional collaborative governance. The development of government large language models not only supports the handling of administrative affairs in response to public needs but also gives rise to 'value-added services' for citizens and businesses – shifting from a purely reactive approach to a predictive and caring one. For example, when citizens persistently enquire whether a certain action is illegal or in breach of regulations, whilst the large language model explains the legal boundaries and processing procedures, the 'Zhe Li Ban' platform prompts them as to whether they require legal aid, or directly provides the contact number for a local public service lawyer on duty, the legal aid application portal, or online consultation channels of the judicial administration department. Overall, a series of innovative applications of large-scale interactive consultation models has significantly reduced the administrative costs for businesses and the public, enhanced their sense of satisfaction, and provided solid support for the government's transformation towards a service-oriented, holistic and agile model.

3.4 Challenges and Responses

Although large AI models currently demonstrate immense potential for enhancing the efficiency of public services, optimising governance processes and improving convenience for the public, they still face a series of challenges in new application scenarios. Firstly, the issue of 'hallucinations' and factual errors in large models remains difficult to avoid entirely, and the official nature of large models used in public administration means that, in specific scenarios, any false responses, outdated legal references or procedural guidance errors will amplify the consequences and undermine public confidence in the government. The United States defines this as a manageable "reliability and risk" issue: exemplified by the *AI Risk Management Framework (AI RMF 1.0)* [15], which emphasises establishing a closed-loop process of "governance – scenario identification – measurement and evaluation – continuous management" before and after the deployment of large-scale government AI models, using quantifiable metrics to mitigate the risk of errors caused by hallucinations. China could draw on this approach

by establishing a metrics-based monitoring mechanism similar to the AI RMF before and after the application of large-scale government models. This would incorporate issue explainability, response accuracy, risk assessment and error correction speed into the routine evaluation of large-scale models, whilst ensuring unimpeded channels for public participation and oversight, thereby transforming the public from mere service recipients into co-governors.

Secondly, the intelligence of government large language models relies heavily on cross-departmental data sharing and collaboration within the government. However, obstacles such as the compartmentalisation of government functions, data silos and inefficient system coordination are difficult to avoid. This results in models meeting technical standards yet failing to achieve fully integrated, end-to-end intelligent government processing. Security and privacy risks remain central concerns in the application of large-scale government models. Particularly when dealing with personal information, sensitive government data and cross-departmental sharing, achieving a balance where data is accessible yet invisible, and shared without losing control, still requires a more rigorous legal framework. In terms of technical approaches, the US public sector emphasises the role of data foundations in mitigating hallucination: for example, utilising interoperability platforms based on the FHIR standard to structure and uniformly access key business data, thereby providing authoritative sources for subsequent retrieval, response generation and evidence presentation, and reducing the risk of inaccurate model responses at the data source. [16] To enhance the accuracy and authority of responses from large language models, government models should be updated as frequently as possible with traceable, authoritative sources and the latest versions of regulatory and legal texts, thereby reducing inconsistencies in responses and factual errors at the source.

The integration of large language models into government processes also raises new issues regarding the attribution of responsibility: if government officials, managers or members of the public place excessive trust in the model's answers, leading to incorrect processing, unlawful administration or inappropriate decision-making, how should responsibility be allocated? In this regard, Singapore has, through a government-led governance framework, prioritised 'transparency, accountability and risk control' at the deployment stage of government large language models. Furthermore, during government roll-out, greater emphasis is placed on the use of official sources and traceable data chains to prevent models from fabricating information in high-risk government scenarios. In terms of implementation mechanisms, Singapore frequently adopts a phased licensing system, verifying the functionality of AI systems in stages and transitioning from partial to comprehensive application, thereby reducing obstacles to the development of large language models caused by conflicts with regulations and policies. [17] At the same time, Singapore has strengthened citizen participation in governance by adopting a model of citizen ethics committees, thereby incorporating public engagement into AI ethical decision-making and enhancing social acceptance and trust in large-scale model applications through direct participation.[18] Regarding the expansion of large-scale model applications in emerging fields, China could also draw lessons from Singapore's phased licensing system, verifying application scenarios and

accountability mechanisms within defined parameters, target groups and permissions, before gradually expanding their use to minimise systemic risks.

4 Conclusion

The government affairs large model is deeply promoting the digital government to enter a new stage of comprehensive government and agile governance. Its core value is manifested as follows: driven by the actual needs of the public and enterprises, based on data sharing and process optimization, it breaks through the internal departmental and hierarchical barriers within the government, as well as the cross-regional and legal jurisdiction barriers outside, strengthens the overall construction of the government, improves the response speed and governance accuracy of the government, and enhances the agility, initiative and accuracy of governance. Meixin has provided China with experience in independent evaluation, risk management and public participation, while China's exploration in the reform of comprehensive government and agile governance has also provided important references for other countries in addressing issues such as responsibility allocation in the face of the illusion of government affairs large models.

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