

# Chapter 2

## ***Administrative e-Communication Policy with the Public***

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*The Seoul Metropolitan Government (SMG) has constructed multiple joint-platforms to share various contents with the public. Portals display a wide range of information, including city news, welfare, housing, traffic and much more on a real-time basis. At the same time, SMG is building a social network service (SNS) that enables two-way communication with citizens, while engaging private Social Media Providers.*

*This chapter will examine the effectiveness and practicality of the SMG's administrative communication through various channels beyond the traditional ones. The four major administrative e-communication policies of the SMG will be the focus of analysis in this chapter: (1) Eung-Dap-so, (2) mVoting, (3) 120 Dasan Call Center and (4) Oasis of 10 Million Imagination.*

*More specifically, this chapter will explore each SMG's administrative e-Communication policies with respect of their Policy Goals, Performance & Outcomes, Policy Details and Procedures. This chapter will also review the specific cases of other international municipal governments and offer a general applicability of the SMG's e-Communication policies. Based on the comparative analyses, this chapter will then provide the essential factors to consider for the adoption and export of administrative e-Communication Policy for the better understanding of e-communication with the public.*

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## **1. POLICY BACKGROUND**

The Seoul Metropolitan Government (SMG) and other private web sites, such as web portals, are being constructed as a joint-platform to share various contents with the public. The portals can now display a wide range of information, including city news, welfare, housing, traffic and much more on a real-time basis. At the same time, the SMG will build a social network that enables two-way communication with citizens, while engaging private social media providers. City news, living information, and other information can be delivered to citizens in a much easier and more precise way through the official website.

The social media and social network service (SNS) are used as a channel for direct communication with the public. This communication network of SNS can be an effective tool for citizens – the recipients of public services – to better comprehend the various policies and viewpoints of the SMG on many issues.

The ongoing communication channel, which is currently available through web sites open to citizens, can be turned into a unique social network service that can be used by citizens, without being limited by time and space. For example, the City of Seoul has a disaster prevention plan which links all relevant organizations into a tightly knit network. The city would be able to use all possible channels, including SNS, mobile devices, Smart TVs, and call centers to provide a real-time warning and response system.

In this chapter, the four major communication policies of Seoul Metropolitan Government will be introduced: (1) Eung-Dap-So, (2) mVoting, (3) 120 Dasan Call Center and (4) Oasis of 10 million Imagination.

*Table 2-1.* represents the changes in the SMG's administrative communication tools with its citizen. The table exhibits the efforts of the SMG to devise diverse methods to promote the Seoul citizens' direct participation regardless of the channels. As shown in the table, the SMG's administrative online channels have been diversified since the 1990s so as to improve governance.

Specifically, SMG's internet-based communications with City of Seoul citizens has evolved considerably by incorporating the traditional government's functions (i.e., hearing citizens' opinions and handling complaints) with those of broader citizen participation (i.e., receiving policy and administrative proposals and engaging citizens to participate through electronic voting).

**Table 2-1.** History of SMG’s Administrative Communication Policies

Periods	1999 - 2002	2003 - 2006	2006 - 2010	2011 - 2015
Master Plans	<i>Basic plan for Informatization</i>	<i>Master plan for Informatization</i>	<i>u-Seoul Masterplan</i>	<i>Smart Seoul Masterplan</i>
Key Concepts	<i>Computerization</i>	<i>Online Information</i>	<i>Networking</i>	<i>Smart Technologies</i>
Administrative Tools	e-Opinions	Comments to Mayor via Home Page	Open Website	Open and Interactive Platform Home Page
	e-Complaints		One-Click Digital Complaint System	<b>Eung-Dap-So</b> (Civil Complaint and Proposal Integrated System; CCPIS)
	e-Proposal		Cyber Policy Forums	<b>Oasis of Ten Million Imagination</b>
	e-Voting		Seoul e-Poll	<b>mVoting</b>
Features	Preparatory Stage	Internet Stage	+ Mobile Stage	+ SNS Stage

As societies grow more complex and are flooded with information, governments need to invent new modes of effective administrative communication. In light of the advent of social media, citizens require information about public services that are disseminated beyond traditional and outdated means of communication. However, existing communication tools do not sufficiently meet the growing needs of citizens who wish to be more aware of their communities nor provide reassurance that communication from the government is a dependable source of information. On top of that, the different and disjointedly operating communication channels created more confusion for citizens and led to problems of coordination within the government.

The government communication through social media has become vital in order to respond to these challenges and cope with the development of WEB 2.0 and Government 3.0 of Korea (GOV 3.0). In this context, the SMG has been trying to keep up with the recent development trends and has been spearheading the global leadership in e-Government. In particular, the SMG’s Social Media Usage is rated remarkably in (1) Accessibility, (2) Immediacy, (3) Consistency and Reliability and (4) Efficiency.

The primary purpose of this chapter is to examine the effectiveness and practicality of the government’s administrative communication through Social Media and Social Network Service. The four major policies of the SMG will be the object of analysis of this study; more specifically, the study aims to introduce the Seoul Metropolitan Government’s ICT-based

communication policies; then, we will address the essential factors to consider for policy export and policy adoption.

## **2. POLICY INTRODUCTION**

### **2.1. EUNG-DAP-SO (CIVIL COMPLAINT AND PROPOSAL INTEGRATED SYSTEM; CCPIS)**

“Eung-dap-so” is the Korean name for the system of “Civil Complaint and Proposal Integrated System (CCPIS)”. The system was first introduced to respond more quickly to citizen’s comments, troubles, and complaints. Specifically, this online system is designed to integrate and manage all-encompassing channels: 31 existing complaint and proposal sites, including the “One Click e-Applications” and various other social media centers.



**Figure 2-1. Eung-Dap-So: Introduction**

Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government.

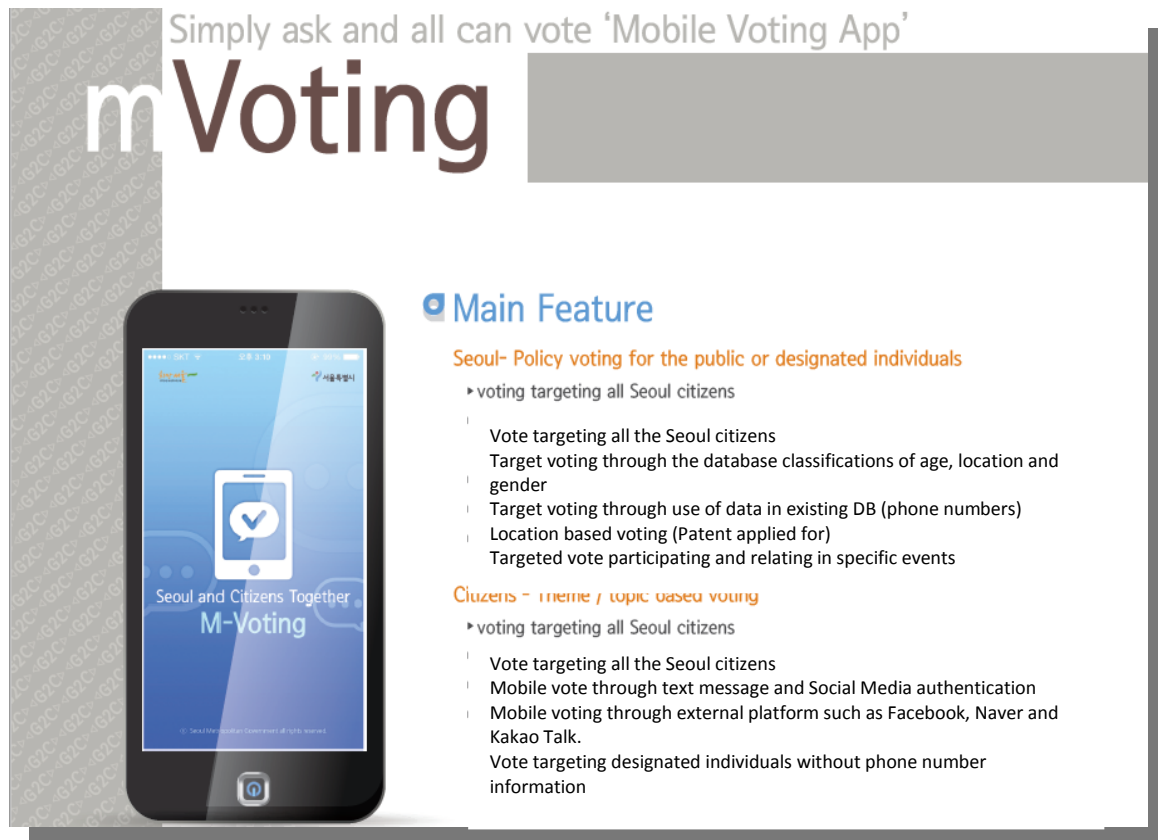
Since the SMG introduced this system, all complaints and suggestions can now be filed at Eung-Dap-So, which was created to listen to every citizen of the City of Seoul. Specifically, in an effort to process all the complaints and suggestions faster than before, it is customary that simple complaints are immediately processed by the complaint managers. Consequently, citizens of the City of Seoul can submit their opinions and suggestions to the authorities without having to worry what channel to use, who to contact, which department should

handle the complaints. Once citizens' opinions are received, the department in charge is determined through coordinated meetings.

Eung-Dap-So is a communication channel with the public. To be more precise, it is an integrated system that receives and administers civil opinions, not only from the previous traditional channels such as telephone calls and in-person visits, but also from online and social network service (SNS).

## 2.2. mVOTING (SIMPLY ASK AND EVERYONE CAN VOTE THROUGH SMG MOBILE VOTING APP)

mVoting is one of the e-Government services representing the SMG, which is made up of the combination of the words “mobile” and “voting.” With more than 37 million smartphone users in Korea, and approximately half of them residing in the Seoul Metropolitan area, this smartphone application has been developed to collect citizens' opinion rapidly using real-time online voting.



Simply ask and all can vote 'Mobile Voting App'

# mVoting

## Main Feature

### Seoul- Policy voting for the public or designated individuals

- ▶ voting targeting all Seoul citizens
  - Vote targeting all the Seoul citizens
  - Target voting through the database classifications of age, location and gender
- ▶ Target voting through use of data in existing DB (phone numbers)
- ▶ Location based voting (Patent applied for)
- ▶ Targeted vote participating and relating in specific events

### Citizens - meme / topic based voting

- ▶ voting targeting all Seoul citizens
  - Vote targeting all the Seoul citizens
  - Mobile vote through text message and Social Media authentication
  - Mobile voting through external platform such as Facebook, Naver and Kakao Talk.
  - Vote targeting designated individuals without phone number information

**Figure 2-2.** mVoting: Policy Introduction

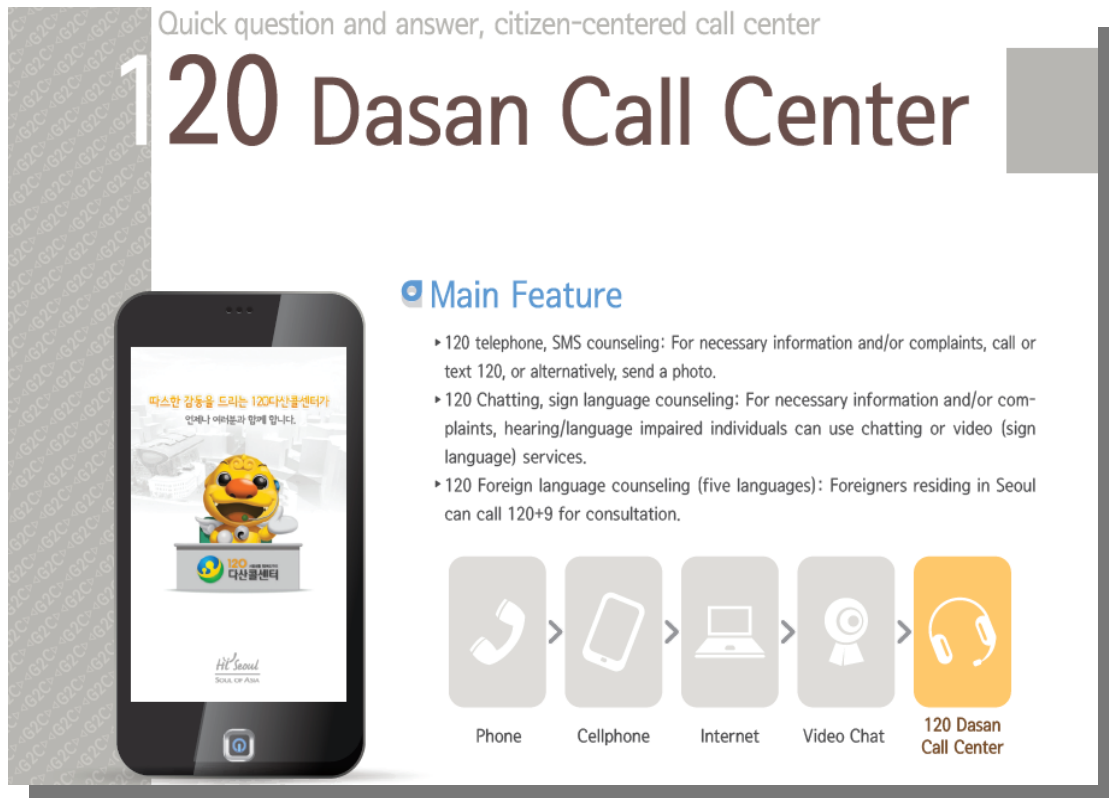
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government.

Citizens can directly participate not only in voting on contemporary policy issues, but also other pressing issues associated with all types of real-life situations. The SMG, for example, can attach images and additional information to the policy issues; thus, citizens are more aware of what is at stake and can view detailed descriptions by clicking on the items. Furthermore, the SMG has the option to target the eligibility of voters to certain groups or

demographics within a specific region in a given time frame to ensure that important information is appropriately distributed to the key stakeholders in case of emergency.

### 2.3. 120 DASAN CALL CENTER (QUICK QUESTION AND ANSWER, CITIZEN-CENTERED CALL CENTER)

The accessible and easy-to-remember “120” is a telephone complaints handling system of the SMG that directs all inquiries and complaints towards a single integrated call center, which is designed to process the daily grievances of the citizens more quickly and conveniently on a one-to-one consultation.



**Figure 2-3.** 120 Dasan Call Center: Policy Introduction  
*Source.* Seoul Metropolitan Government. (2014). Digital Seoul e-Government.

Though the basic system is based on the 24/7 telephone counseling system, the 120 Dasan Call Center also provides consultations through other means such as SMS, Social Media, Text Chat and Video Chat. This integrated phone-counseling system was introduced to solve the problems of having overlapping and redundant call centers that were basically set up to achieve the same mission. With the consolidation of all the services into one easy-to-remember number, the city was able to reduce long wait times and increase citizens' satisfaction with upgraded service quality.

#### 2.4. OASIS (OASIS OF 10 MILLION IMAGINATION: BRINGING IDEAS INTO REALITY)

Oasis of 10 Million Imagination is a channel for the public to submit their policy proposals to the SMG. Specifically, the communicative channel is designed to collect citizens' creative ideas, appraise the creativity and applicability of the ideas and submit the best idea selected by citizens to the municipal officers. The relevant departments then review the actual proposals and make efforts to implement them as real administrative initiatives. Oasis of 10 Million Imagination was introduced to utilize crowd sourcing and incorporate citizens' desires for open administration, and to engage in meaningful civic participation for policy adoption. Oasis not only allows citizens to make policy proposals, but also vote on the best policy suggestions in one channel.



Bringing ideas into reality

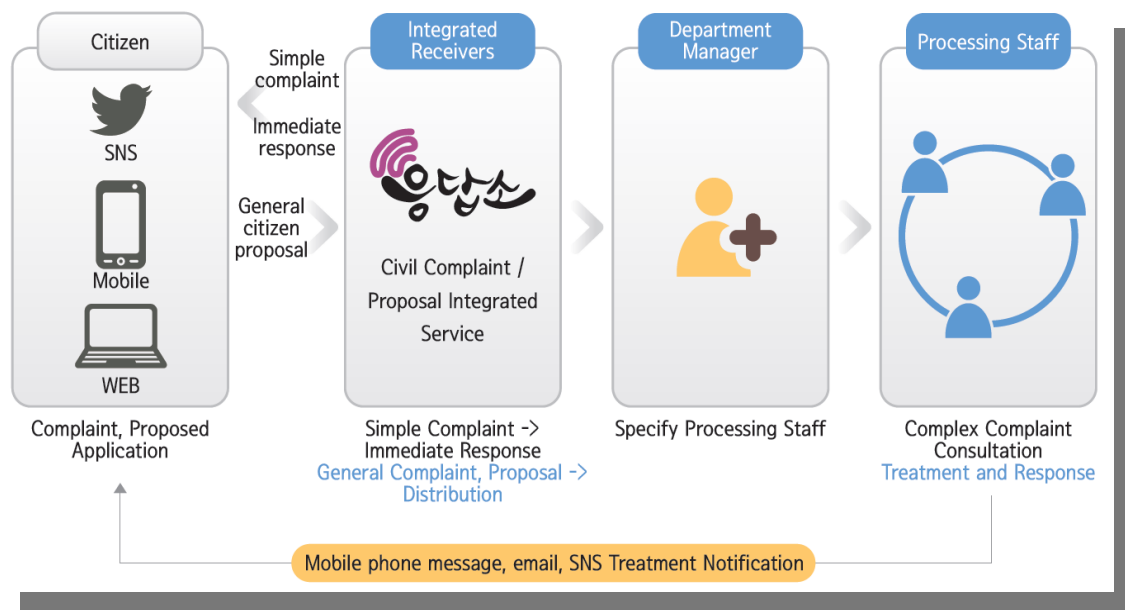
# Oasis (Oasis of 10 Million Imagination)

## Main Feature

1. Citizens can directly make proposals easily anytime, any place
  - ▶ Related free opinions and/or policy ideas can be submitted through the website or mobile page.
2. Status check (Review, Pending, Accepted) is available in real time
  - ▶ If there are votes from at least ten other citizens, the proposal will be reviewed by the relevant responsible department. After which, the results will be shared with the public.
3. Mileage Membership System
  - ▶ Graded mileage will be given to all users who log into 'Oasis of 10 million imagination' and use any direct/supplementary functions. Citizen participation is to be improved through objective incentives for activities.

**Figure 2-4.** Oasis (Oasis of 10 Million Imagination)  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government.

### 3. EUNG-DAP-SO (CIVIL COMPLAINT / PROPOSAL INTEGRATED SERVICES)



**Figure 2-5.** Eung-Dap-So: An Overview

Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government.

#### 3.1. POLICY GOAL, PERFORMANCE AND OUTCOMES

##### 3.1.1. POLICY GOAL

Prior to the current Integrated Complaints handling system, the City of Seoul citizens too often experienced inconvenience in terms of the government's numerous complaints systems. In particular, for ordinary citizens without any knowledge of how the administrative system works, it was a hassle to find the responsible department and the officer in charge in order to report their opinions and complaints. From the administration side, the extant communication channels were not interchangeable with the costs and difficulties in the administration of the civil complaints.

To solve and reduce the red tape characteristics of SMG's communication policy, Eung-Dap-So was introduced. Its policy goals are as follows:

##### **1. Increasing Accessibility and Responsibility of SMG**

Quick and easy way to contact for anyone

Simplified system that incorporates all the existing channels such as phone call, visiting, internet suggestion and social media.

Immediate response to the citizens' opinion and suggestion

Constructing a more systematic way to provide feedbacks to citizens' complaints



## 2. Improving Public Productivity of SMG Officers

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Increase work efficiency through a refined single-channeled system

Set up and provide at-a-glance understanding environment for the public officers in terms of complaints handling

## 3. Enhancing Effectiveness of SMG

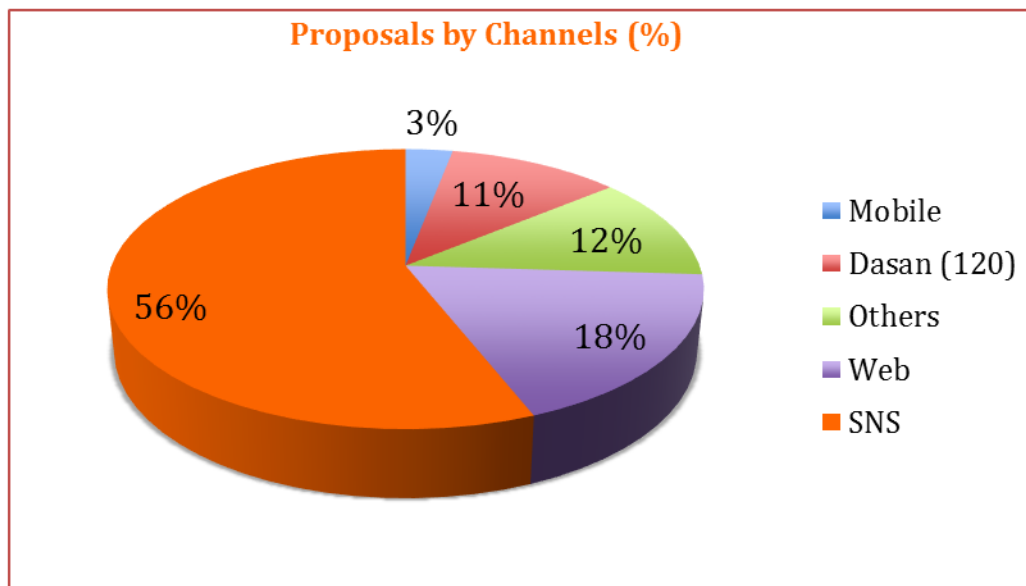
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Answering to all the opinions from citizens by integrated managing system

Managing the opinions regardless of channel, format, place and time

### 3.1.2. PERFORMANCE AND OUTCOME

After the introduction of the integrated management system, SMG obtained the following outcomes:



**Figure 2-6.** The proportion of citizen proposals by Channels (Feb. 2014 – Dec. 2015)  
Source: Seoul Metropolitan Government (2015). Eung-Dap-So Operation Report.

First, visible improvement in quantitative performance, which reduces the complaint processing periods. The wait time to obtain responses from the government has been reduced from 3.8 days in 2013 to 2.9 in 2015. Eun-Dap-So enables to make immediate responses to the citizen complaints, which results in the qualitative improvements in communication with the public. Second, due to a significant improvement in the qualitative performance of complaints, the SMG implemented the “immediate answering” system.

In addition, they disclosed and made public the complaints handling process, including the person in charge and the processing time to the citizen. Third, due to the effort to communicate through SNS with the citizen, the followers of SMG's SNS accounts (Facebook, tweeter) have almost tripled from 50,000 followers in 2013 to 130,000 in 2015. The detailed policy outcomes can be summarized as follows:

### ***1. Reduced complaint processing time***

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3.8 days (before) → 2.9 days (in 2015)

### ***2. Increased Responsibility and Accessibility to SMG***

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Easy and convenient real-time complaint management system

Instantaneous response to simple complaints or questions

### ***3. Open and disclosed administrative processing***

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Public servant responsible for the claim is revealed to the public

### ***4. Two-Way Communication Interface***

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Followers of SMG's Social Media:

50,000 (before) → 130,000 (in 2015 after policy adoption)

### ***5. Improved Public Productivity***

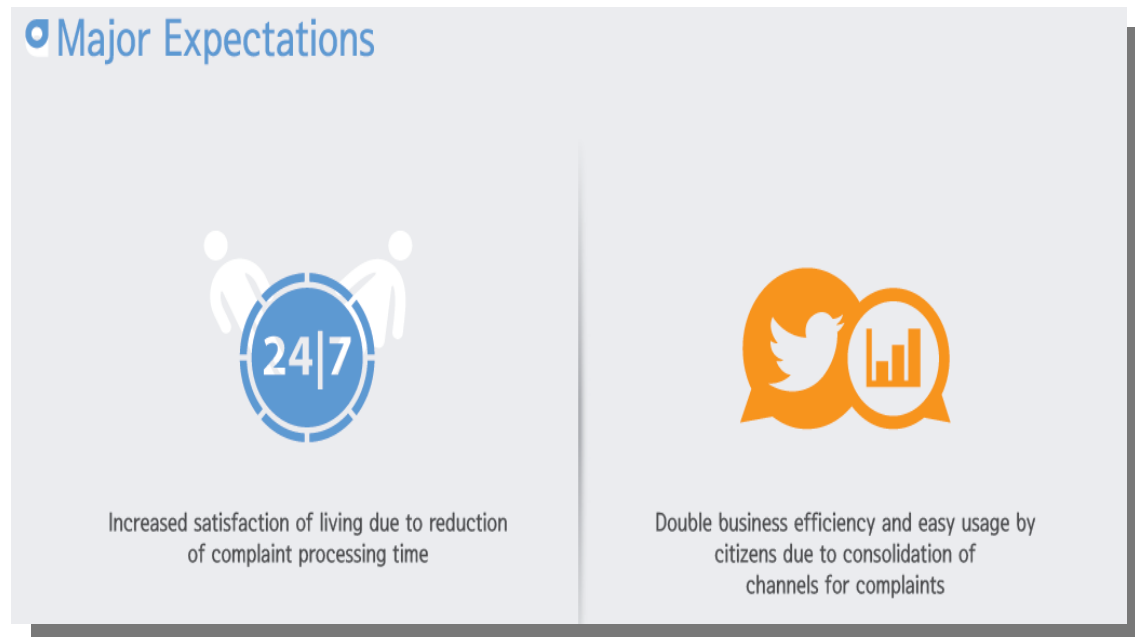
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Public officers of SMG now can handle the complaints by using a single system

Specifically, since the introduction of the system, citizens' proposals and opinions have been substantially increased, especially through the Social Media. According to the SMG's CCPIS operation report (2015), SNS was the Seoul citizens' most preferred channel when it comes to contact with the government. Of the total 407,122 cases, 56% of proposals have been received via Social Media, which clearly shows that Social Media was the primary channel for communication with the government.

Since the introduction of Eung-Dap-So, the system is known to have achieved considerable public performance not only in terms of citizen satisfaction but also in terms of work efficiency for the SMG officers. For example, Eung-Dap-So has reduced workloads by eliminating duplicate proposals and has simplified the complaints processing system within the government. Most complaints are simple inquiries and require very little administrative determination and, therefore, citizens' satisfaction are generally affected by the promptness of the responses.

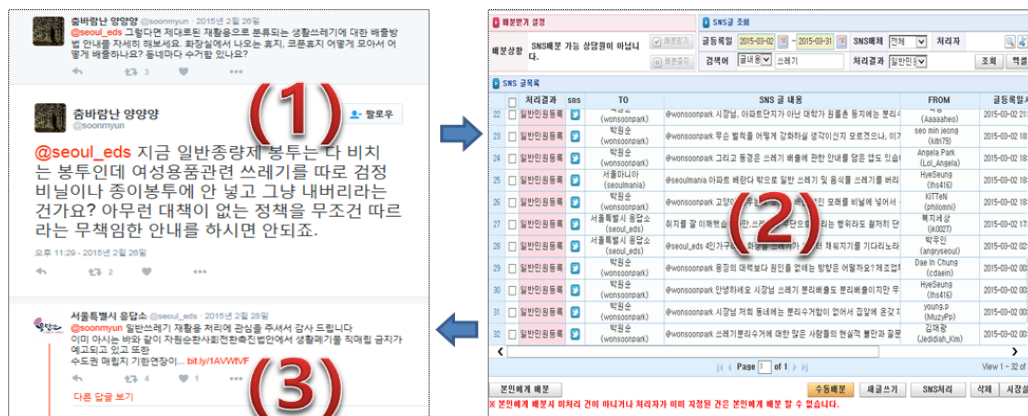
### 3.2. POLICY DETAILS



**Figure 2-7.** Eung-Dap-So: Policy Performance and Expectation  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government.

#### Proposals through SNS to be treated like this!

- (1) Using a SNS, people could make a statement or a complaint about Seoul.
- (2) And, EUNGDAPOSO would distribute that to a proper department of SMG
- (3) Then, the answer would be made in a few days or promptly through the SNS



**Figure 2-8.** A Summary of Eung Dap So Proposal Process  
Source: Park (2016), EUNGDAPOSO & Social Network Services, 2016 ASPA Annual Conference

Figures 2-7 and 2-8. present the summary of CCPIS system. One major feature of the system is that, if the suggestions or opinions are filed before 6PM, simple complaints can be responded to within the same day.

### 3.2.1. MAIN FUNCTIONS



#### One more: Emergency Message through SNS

This section contains two screenshots. The left screenshot is from the Eungdapso website, showing a table of emergency alerts. A red box highlights a specific entry: 'State of Emergency, 2016.03.06... The actions which citizens should do or obey to evade.' The right screenshot shows social media posts from users like Tommy (@TOMMY\_ARMY) and others, discussing the emergency and providing advice. A red box highlights a tweet that says: '박원순 @wonsoonpark 3월 6일 3.6 13시 기준 서울지역에 발령된 미세먼지 주의보가 100µg/m³미만으로 낮아져 해제되었음을 알려드립니다.' (Park Won-soon @wonsoonpark March 6, 2016 3:06 PM: The PM10 alert issued for the Seoul area at 3:06 PM is lowered to below 100 µg/m³, so it has been canceled. We are informing you.)

**Figure 2-9.** Emergency Management by Eung-Dap-So

Source: Seoul Metropolitan Government (2016), EUNGDAPO & Social Network Services, 2016 ASPA Annual Conference

The main functions of Eung-Dap-So can be summarized as follows:

#### Registering Complaints and Proposals.

Eung-Dap-So files the cases such as complaints and proposal applications, public official corruption reporting, reporting for public interest, applying for help regarding violations of human rights, reporting violations of public welfare, and all other types of complaints and/or

proposal. When the detailed and specific opinions are required for any response to the cases, responses are obtained from the SMG's departments and agencies, affiliated headquarters, and/or from any of the 25 districts within the SMG. The cases about the outside of Seoul will be transferred to Korea central government Ministries, other local governments and/or government offices. Complaints and proposals can be made with text, voice, photo or video files attached. Request for direct consultation is also possible

#### ***Check Results of Complaints/Proposals.***

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If filed before 6PM, simple complaints can be responded to the same day. Content that requires in-depth review will be responded to via mobile phone, email or SNS after being handled by the relevant organization department. Progress on processing steps for registered complaints, process content, and additional responses can all be easily checked anytime, from anywhere.

#### ***View Example Complaints/Proposals.***

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Search through examples of responses to various complaints/proposals posted on bulletin boards is possible with the use of specific keywords.

#### ***View Frequently Asked Questions***

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Ability to search through bulletin boards using specific keywords for citizens' frequently asked question (FAQs) is also possible.

#### ***Citizens Evaluate Satisfaction to Government's Responses.***

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Ratings on a score of 1 to 5 can be given to responses. Additional responses can also be requested.

#### ***Real-time Social Media Communication***

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Complaints, questions, proposals and responses submitted to the City of Seoul can be viewed in real-time by the Mayor of Seoul.

#### ***Emergency Management***

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For the more effective emergency management, the SMG has collaborated with private sectors to distribute emergency messages by using the Social Media of the private sectors. Specifically, as with agencies such as FEMA and Homeland Security in the U.S., and the Policy Agency in Japan, SMG is also authorized to make Twitter Emergency Alerts to the Citizen. Thus, the CCPIS system can spread Emergency Alerts promptly via 31 twitter-accounts that possess emergency management function.

### 3.2.2. COMPOSITION AND DETAILS

Figure 2-10. is the list of Social Media Accounts of Twitter and Facebook which are connected to the Eung-Dap-So. So to speak, all the messages, comments and postings to those 16 Social Media Accounts from the citizen are handled clearly and accurately by the SMG.

In addition, in case of disaster situations, the Retweet function of Twitter and Sharing function of Facebook are far more effective than traditional channels, in which the emergency messages can be disseminated instantly with the support of the citizens.

#### SNS accounts connected to EUNGDAPSO

Total 16 SNS Accounts are connected to EUNGDAPSO (As of 2016.2.)

		User name	Follower	Proposal
Twitter	Wonsoonpark	Mayor	1,249,980	112,879
	Seoul_eds	EUNGDAPSO	843	14,397
	Seoulmania	SMG	74,246	9,654
	Seoulgyotong	Transportation Division	6,369	3,167
	Seoulhangang	Han-river Division	4,174	961
	Seoulspoke	Spokesman's Office	34,313	1,644
	Seoul_smc	EUNGDAPSO	2,387	922
	Greenseoulcity	Green Seoul Division	1,634	15
	Arisusalang	Water Service Division	41,123	214
	Seoulroadmania	Road Management Division	2,436	49
	Womanseoul	Woman Welfare Division	3,276	28
	Seoul_tong	Civil Service Division	4,704	424
	Livingenv	Environment Division	4,477	130
Facebook	Wonsoonpark	Mayor	222,310	55,833
	Hope2gether	Mayor	364,999	62,811
	Seoul_eungdapso	EUNGDAPSO	365,002	298

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**Figure 2-10.** Social Media Accounts Connected and Managed by Eung-Dap-So  
Source: Seoul Metropolitan Government (2016), EUNGDAPSO & Social Network Services,  
2016 ASPA Annual Conference



## Eung-Dap-So: Web Site Composition



## EUNGDAPOSO: Mobile App Composition



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Figure 2-11. Eung-Dap-So Web Site Composition

Source: Holzer et al. (2016). "Establishment of Bridgehead for Policy Export and International Relations: Digital e-governance of Seoul Metropolitan Government." 2016 ASPA Annual Conference. Retrieved from [http://eungdapso.seoul.go.kr/Cmn/Cmn01/Cmn01\\_not.jsp](http://eungdapso.seoul.go.kr/Cmn/Cmn01/Cmn01_not.jsp)

RUTGERS
School of Public Affairs and Administration  
Rutgers University - Newark

## EUNGDAPO: real-time monitoring (through SNS)

- [http://eungdapso.seoul.go.kr/Cmn/Cmn01/Cmn01\\_not.jsp](http://eungdapso.seoul.go.kr/Cmn/Cmn01/Cmn01_not.jsp)

The screenshot displays the Eungdapso real-time monitoring system interface. At the top, there is a header with the Rutgers logo and the text 'School of Public Affairs and Administration, Rutgers University - Newark'. Below this, the title 'EUNGDAPO: real-time monitoring (through SNS)' is prominently displayed. A link to the system is provided: [http://eungdapso.seoul.go.kr/Cmn/Cmn01/Cmn01\\_not.jsp](http://eungdapso.seoul.go.kr/Cmn/Cmn01/Cmn01_not.jsp).

The interface features a navigation bar with icons for various services: 민원제안신청 (Request for Citizen Proposal), 민원제안결과 (Result of Citizen Proposal), 민원제안사례 (Cases of Citizen Proposal), 민원정보즐거찾기 (Find Citizen Information with Fun), and 소통현황 (Communication Status). The '소통현황' (Communication Status) section is currently selected, showing a timeline of SNS posts from 2016-08-10. The timeline is organized into two columns, with a central vertical axis indicating the time progression. Each post includes a profile picture, name, timestamp, and text content. The interface also includes search bars and a sidebar with additional navigation options.

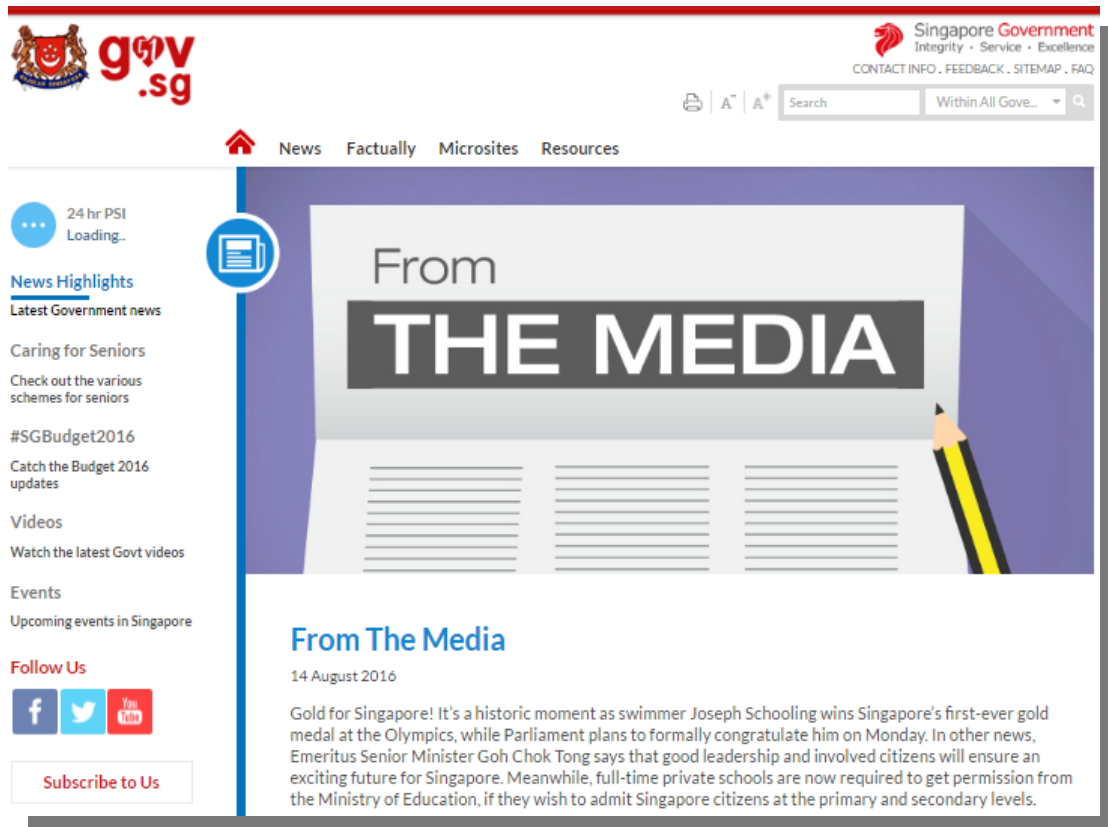
Figure 2-12. Eung-Dap-So: Real-time Monitoring System

Source: Holzer et al. (2016). "Establishment of Bridgehead for Policy Export and International Relations: Digital e-governance of Seoul Metropolitan Government." 2016 ASPA Annual Conference. Retrieved from [http://eungdapso.seoul.go.kr/Cmn/Cmn01/Cmn01\\_not.jsp](http://eungdapso.seoul.go.kr/Cmn/Cmn01/Cmn01_not.jsp)



### 3.3. CASE OF SINGAPORE, SINGAPORE

Challenges of e-Government are not limited to technology; they require broad understanding of the multidimensionality of the e-Government development process. Very similar to the vision and strategies of the SMG, the Singapore Capital City Government built an e-Government structure that incorporates new forms of leadership, transformative public and private partnerships, participatory processes and increased accountability.



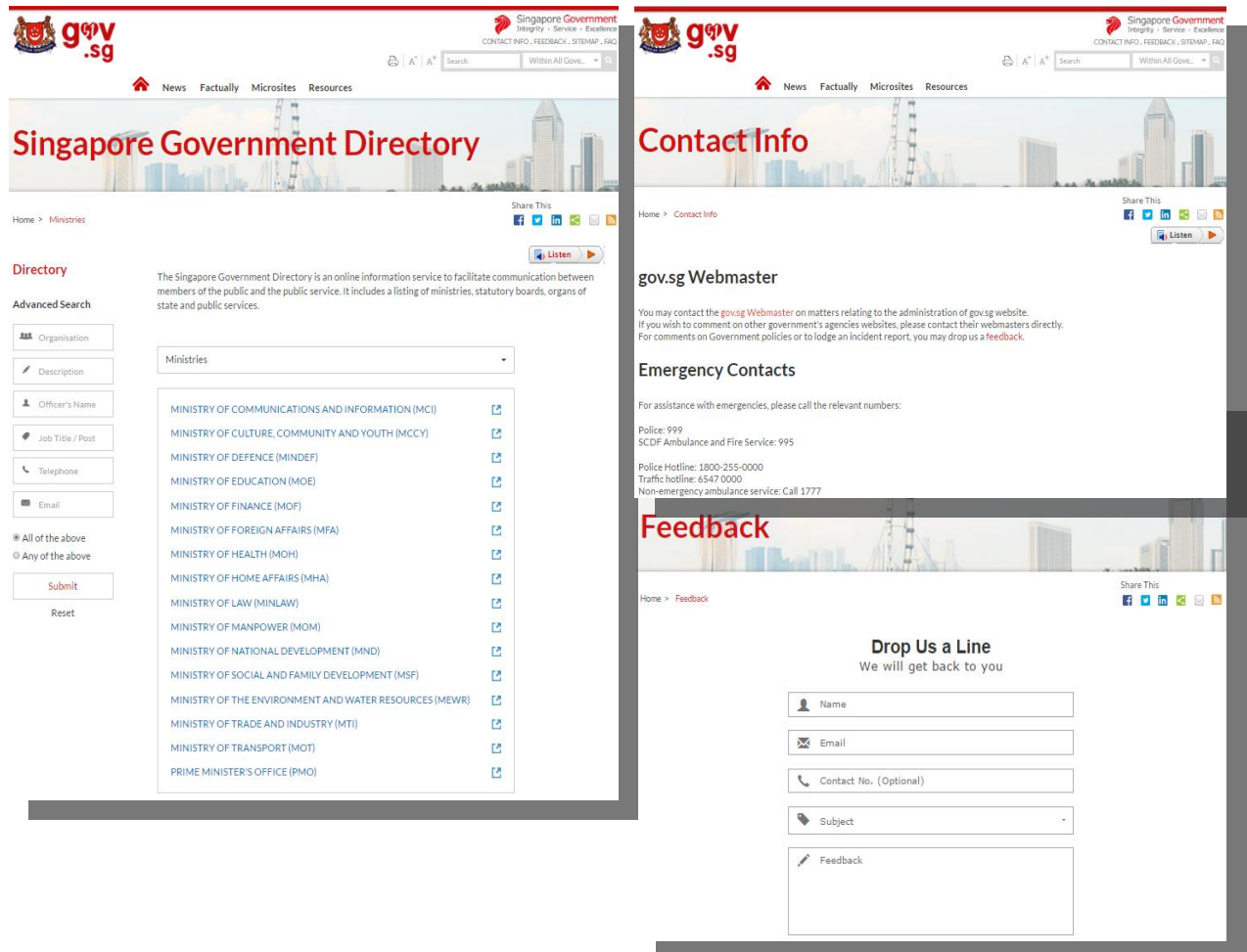
**Figure 2-13.** Singapore Government Web Site: Main Page  
Retrieved from <https://www.gov.sg/>

***e-Government Profile: Singapore*** (Source: Holzer & Manoharan, 2016. Digital Governance in Municipalities Worldwide (2015–16): Fifth Global E-Governance Survey: A Longitudinal Assessment of Municipal Websites throughout the World. National Center for Public Performance, Rutgers University-Newark.)

#### **ONE OF THE TOP 20 CITIES IN DIGITAL GOVERNANCE FROM 2009 TO PRESENT**

- **4<sup>TH</sup> IN 2014 DIGITAL GOV. RANKING**
- **5<sup>TH</sup> IN 2009 AND 16<sup>TH</sup> IN 2012**
- **8<sup>TH</sup> IN CONTENT MEASUREMENT**
- **7<sup>TH</sup> IN SERVICE DELIVERY MEASUREMENT**
- **2<sup>ND</sup> IN CITIZEN AND SOCIAL ENGAGEMENT**

According to the Rutgers University's Digital Governance, Singapore is in the top 20 cities in terms of e-Government and Digital Governance. More specifically, the Singapore Capital City Government has scored considerably high in the Service Delivery measures and the Citizen & Social Engagement measures of e-Government.



**Figure 2-14.** Singapore Government Web Site: An Accessibility to Government  
Retrieved from <https://www.gov.sg>

Figure 2-14. presents the accessibility to the Government through the Website. The Homepage clearly specifies the structure of department information in government. In this Directory page, Singapore citizens have access to government directly and simultaneously, and citizens can find detailed information about public officers in charge with the advanced search function on the left-side of the page. Contact information and Webmaster's e-mail address are provided for inquiries and Emergency Contacts. In case citizens want to leave feedback, the site offers a Feedback Page, therefore citizens can make suggestions without having to contact public officers directly.



**Figure 2-15.** Singapore Government's Communication through Social Media: Facebook  
Retrieved from <https://www.facebook.com/gov.sg>

On Figure 2-15 and 2-16, Singapore Government officially operates Facebook, Twitter and YouTube as an alternative means of communication to traditional channels. However, all channels offer two-way communication between government and citizens. Nevertheless, the channels are still managed separately though the link is provided from the Website.



**Figure 2-16.** Singapore Government's Communication through Social Media: Twitter  
Retrieved from <https://twitter.com/govsingapore>



## 4. mVOTING

### 4.1. POLICY GOAL, PERFORMANCE AND OUTCOMES

#### 4.1.1. POLICY GOAL

Before the implementation of mVoting Policy, public officers of the SMG had no choice but to conduct surveys, offline, and at town hall meetings, to assess the sentiments of the citizens. However, those traditional ways of listening to residents' comments are too costly and require too much time and human resources.

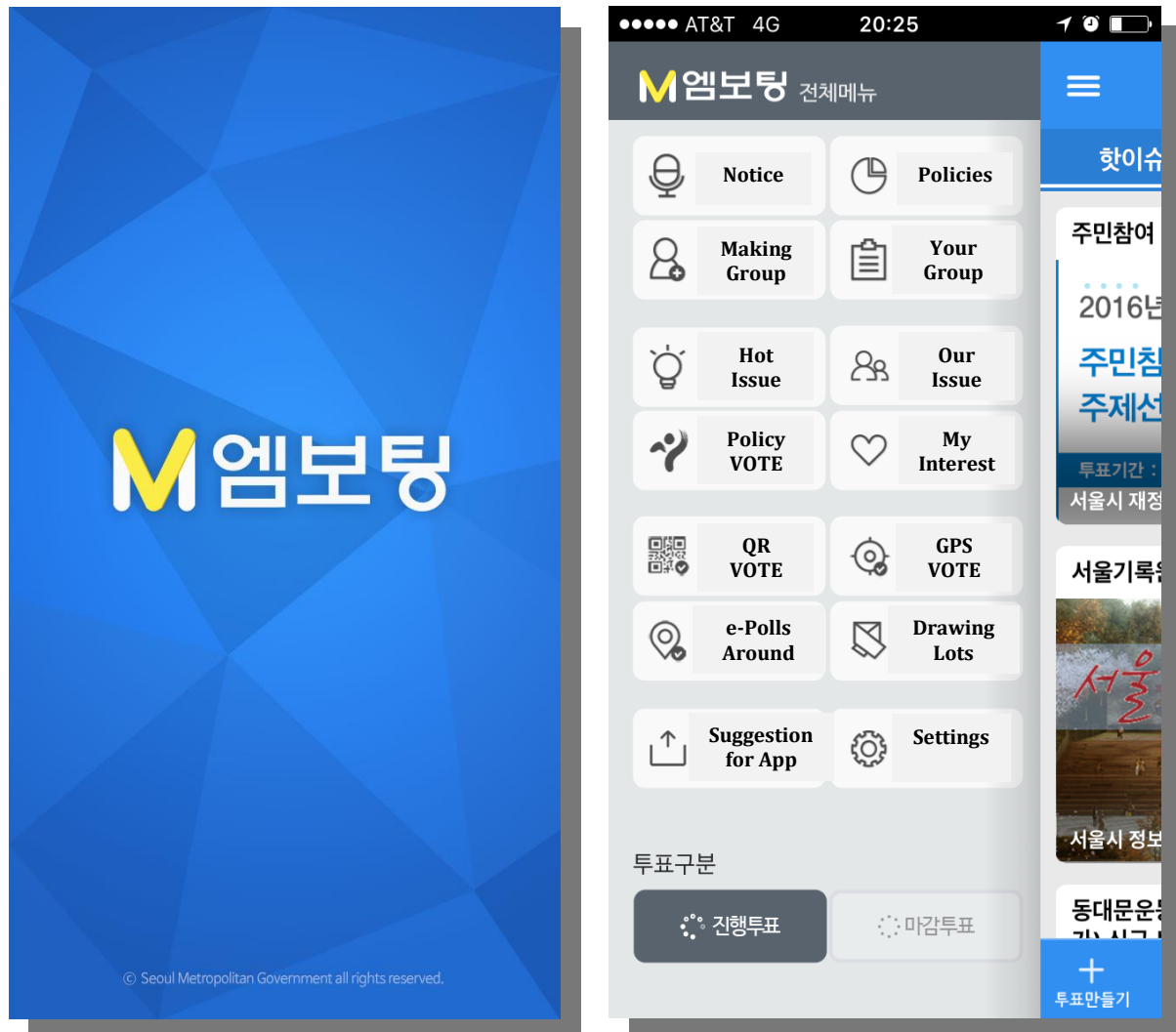


Figure 2-17. mVoting App Menu

In order to solve this endemic problem of modern democracy, the SMG has tried to involve citizens in the policy decision-making process. With this objective, the SMG introduced the mobile app voting policy based on the 44 million Smartphone users (88% of entire population) in Korea. “mVoting” is a compound word which combined Mobile and Voting together. The policy goals of the mVoting are as follows:

### ***1. Sharing the Policy Decision-making Process with Citizens***

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Transparent Disclosure of Information and facilitating citizen Participation and Engagement on Specific Policy Issues

### ***2. Promoting Citizens' Participation on Policy Determination***

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Seoul Citizens as Policy “Prosumers”

Improving Public Performance through Public-Private collaboration

### ***3. Increasing the Public Policy Quality of SMG***

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An Interactive Policy Communication Process (G2C and C2G)

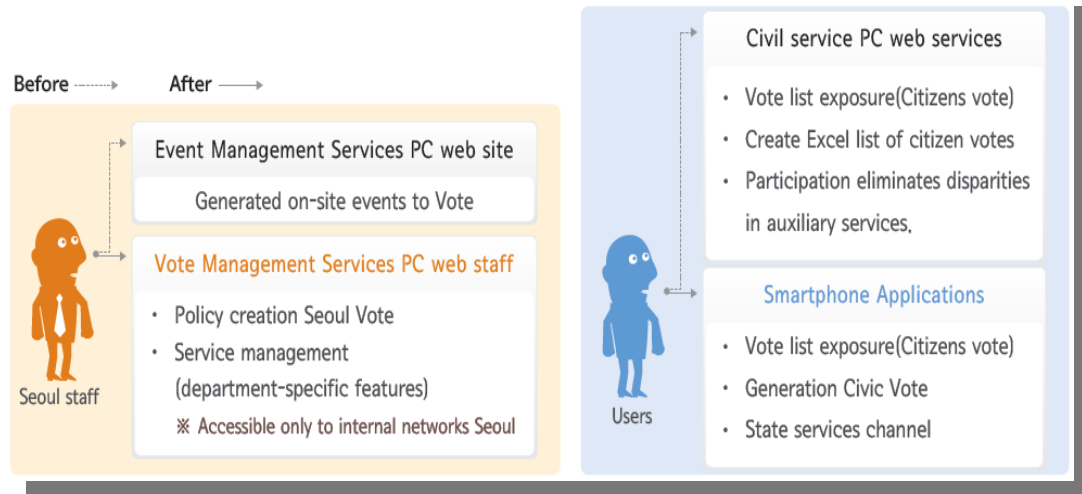
Resident-centered Policy Debate and Determination

In addition, this participatory policy allows citizens to vote not only on policy issues, but also on any ordinary city life issues. It is very user friendly, and the App can be reached both on a smartphone and a personal computer.

*Figure 2-17.* illustrates the main page and the menu of the mVoting mobile App. To differentiate it from the general governments' mobile app, the mVoting App provides an intuitive interface based on voting-related policy contents.

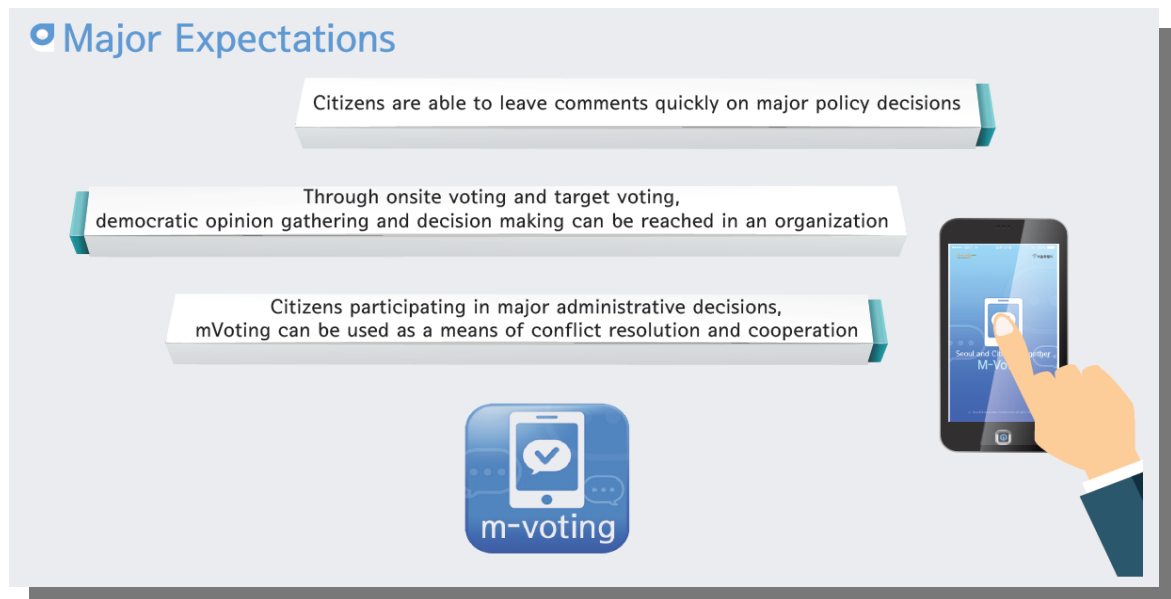
The main objectives of the mVoting App are to reduce the cost of citizen participation and draw citizens into the SMG's Policy Formation Process by expanding and providing more convenient channels. Traditional opinion collection methods, such as face-to-face discussions, letters, telephones and faxes, are still the main modes for assessing the sentiments of the citizens.

However, mVoting can be integrated with traditional modes to provide multichannel service delivery. In addition, mVoting is able to satisfy citizens' expectations during government's policy formation process and enhance public sector quality improvement by providing promptness, responsiveness and citizen participation within limited resources.



**Figure 2-18.** mVoting: Before and After of the Policy Introduction  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government.

#### 4.1.2. PERFORMANCE AND OUTCOME



**Figure 2-19.** mVoting: Policy Performance and Expectation  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government

The most important features of this policy are trying to gather opinions about specific policies through two-way communication between government and citizens (C2G and G2C). The Policy characteristics of the mVoting are as follows:

### ***1. A New Type of Communication Platform: High Use and Download Rate (as of June 2016)***

App downloads: 280,000 downloads

Vote participants: 1,100,000 participants

### ***2. An Actual Space for Policy Discourses***

---

Vote Proposals: 4,404 cases

→ 3,889 proposals from the citizen (88.3%), 515 proposals from the officials (11.7%)

Reflected to the Policy Process: 181 cases are accepted as Seoul's Policy

### ***3. Improving the Quality of Two-way Communication between Citizens and Government***

---

Citizen-driven Communication Platform

Active Use in Policy Formation and Implementation Process (Policy Agenda – Policy Decision Making – Policy Implementation – Policy Evaluation)

Reduced Cost for e-Vote: Temporal, Economic and Electronic costs can be reduced

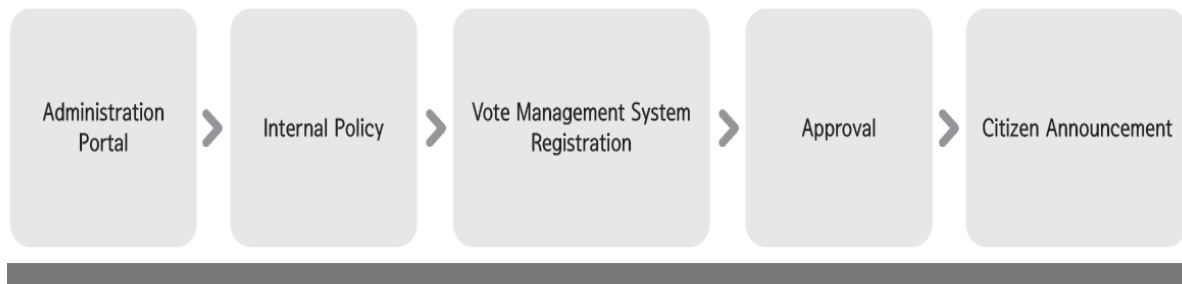
## **4.2. POLICY DETAILS**

Through the mVoting App and Web page, citizens of Seoul can ask about and participate directly not only in policy votes, but also in votes related to all types of real life issues. Images and the GPS tag can be attached to questions or voting items, which allow others to understand the detailed situation more specifically.

User-targeted voting is possible thorough the mobile web as well; thus, regional and private-centered groups and citizens can proceed to examine citizens' opinions more conveniently within a specified time. In other words, when the SMG needs to find out people's perceptions and opinions in a short time, it can obtain real data through mVoting without expensive surveys.



## Seoul City Full Public Vote



**Figure 2-20.** mVoting: Open Vote Process

Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government

### 4.2.1. MAIN FUNCTIONS

#### ***Open Vote for Everyone (G2C)***

---

Regardless of which department in SMG is involved, the SMG officers can request a vote when Seoul citizens' opinions are required. Thus, SMG officers would be able to understand what the citizens' preferences are and how they differ depending on the modes (e.g., emergency message channel vs. traditional notice, web site notice, and social media posts) and opinions from citizen.

#### ***Targeted Vote in Specific Context (G2C)***

---

Based on the existing Seoul database, mVoting offers the SMG officers the option of opening a targeted vote to specific citizens depending on age, municipality, job, and gender. Specifically, targeted votes enable the SMG to generate specific policies and to store the data on the specified.

#### ***Making a Poll by Citizens (C2G)***

Just as Seoul officers can use the voting function of mVoting to ask citizens' opinions, Seoul citizens can also suggest a voting poll on specific policy and other issues of interest.

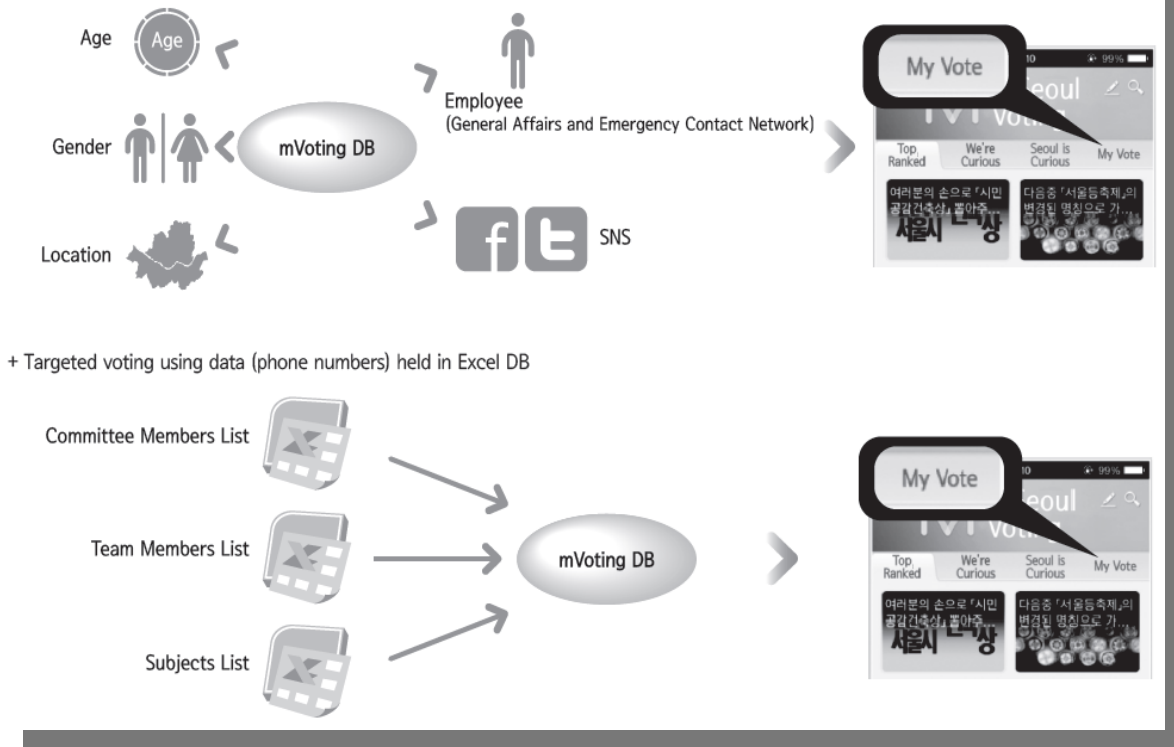
#### ***Location Based Vote with GPS, register and QR (G2C)***

---

In many cases, policies are related to a location's unique context such, as traffic signs and city hall events. In order to inform those kinds of policy problems, mVoting can provide a GPS-based vote (e.g. to citizen who are within a radius of 2 miles).

### Seoul City Specific Person Targeted Voting

- + Targeted voting on a DB that grouped people by specific criteria, such as age, address, job, and gender
- Sample composition by age, gender, address, and SNS has been developed but not yet released  
(example : taxi driver, nurse's aid, people in their 20s, Joong-gu residents, specific criteria for sample classification)



**Figure 2-21.** mVoting: Targeted Vote Process

Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government

### 4.2.2. COMPOSITION AND DETAILS

Figure 2-22. shows the mVoting Application as of Aug. 2016. The “Only One-Touch” function provides citizens with recent issues of the SMG and Seoul citizens. In addition, rather than the one-sided informative function of traditional communication, citizens can express their opinions directly without having to go through a “hassle.”

### *mVoting Mobile App Composition*

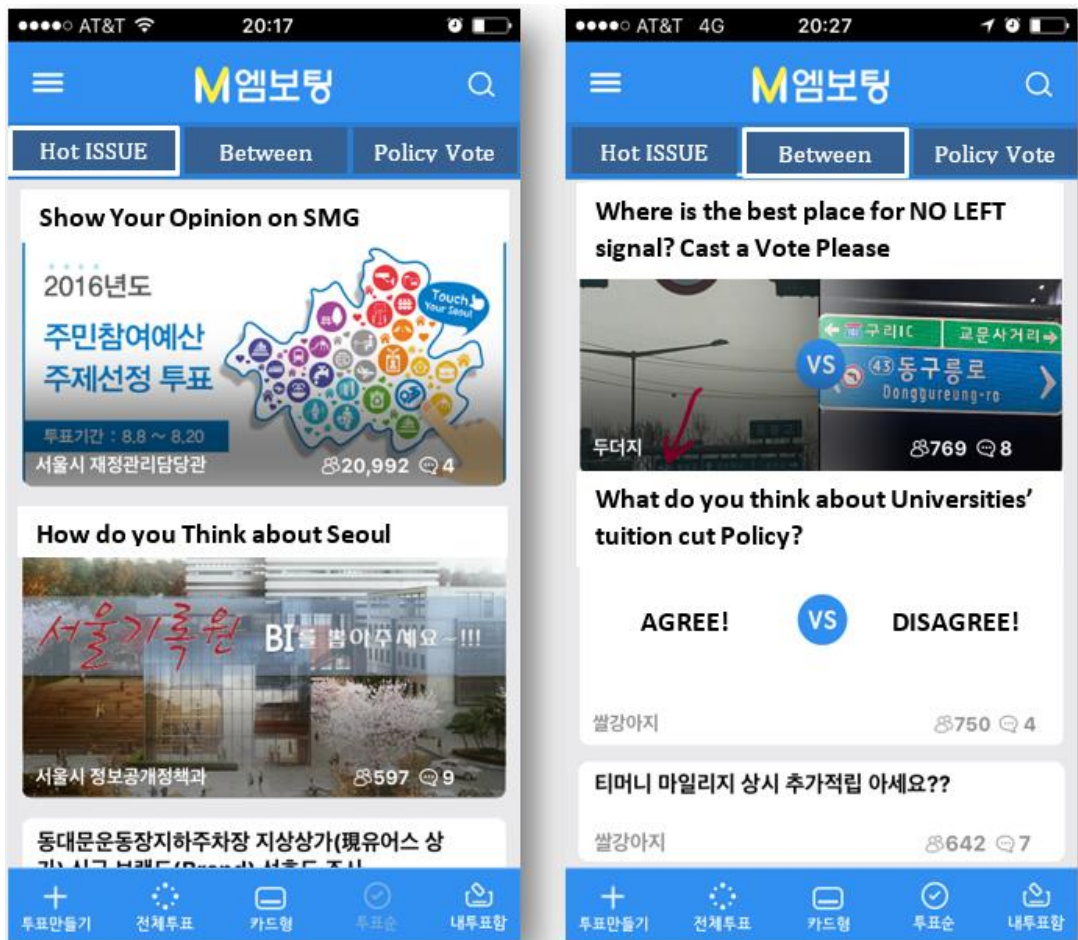


Figure 2-22. mVoting: App Composition and Details

### mVoting Vote Examples

Type	Contents of policy vote	# of participants
G2C	Vote on designating of non-smoking area in the Han River park	1,048
	Vote on the restriction of vehicle driving when the level of air pollution rises extremely	1,085
	Vote on utilization plan of <u>Nodeul</u> Island	2,368
	Asking opinions to citizen about <u>RandD</u> supporting policy for solving the urban problems	4,371
C2C	Asking opinions to citizens about the policy of riding public transportation for free over the age of 65	1,466
	Asking opinions to the citizen about standing seats of Red-bus between the Seoul city and <u>Kyungki-do</u> (Safety first? or not)?	2,185
	Asking opinions to citizen about the problems of public buses	1,281

**Table 2-2.** mVoting: Vote Process and Specified Functions  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government

### mVoting Targeted Voting Category

<b>Voting Target</b>	<b>Voting Category</b>	<b>Subject</b>
All	Targeting all who have the app installed	Seoul City & Citizens
Specific (targeted) Citizens	Separate registers	Seoul
	Database extraction (gender, age, area, Social Media)	
	Employee phone numbers database connection (internal vote)	
	Administrative district (Gu and Dong) *fixed concept	
	Current locations (GPS-based) * variable concept	
	Policy field vote (register / GPS / QR)	
	Private group vote (phone number unknow) To register for private vote, specific room number and password are required in the 'Poll / Vote Search' area.	Citizens

**Table 2-3.** mVoting: Vote Process and Specified Functions  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government

## **5. 120 DASAN CALL CENTER**

### **5.1. POLICY GOAL, PERFORMANCE AND OUTCOMES**

#### **5.1.1. POLICY GOAL**

Before the development of e-Government, during the period of traditional government, citizens of Seoul had no choice other than to visit City Hall directly, or had to waste time holding the phone for the information they needed. To make matters worse, even though citizens could get in contact with the person in charge, the quality of response from City Hall was very unsatisfactory.

In order to resolve this repeated problem of government's accountability, 120 Dasan Call Center was introduced. Through the single number "120," Seoul citizens can now contact the SMG regardless of the kind of complaints, questions or suggestions.

#### ***1. Increasing Accessibility to SMG***

---

Through the "Single Number 120," citizens can contact Departments and Officers in charge regardless of any questions

To provide governmental services more conveniently by Simplified Procedures

#### ***2. Enhancing Citizen Satisfaction toward SMG through Technology Adoption***

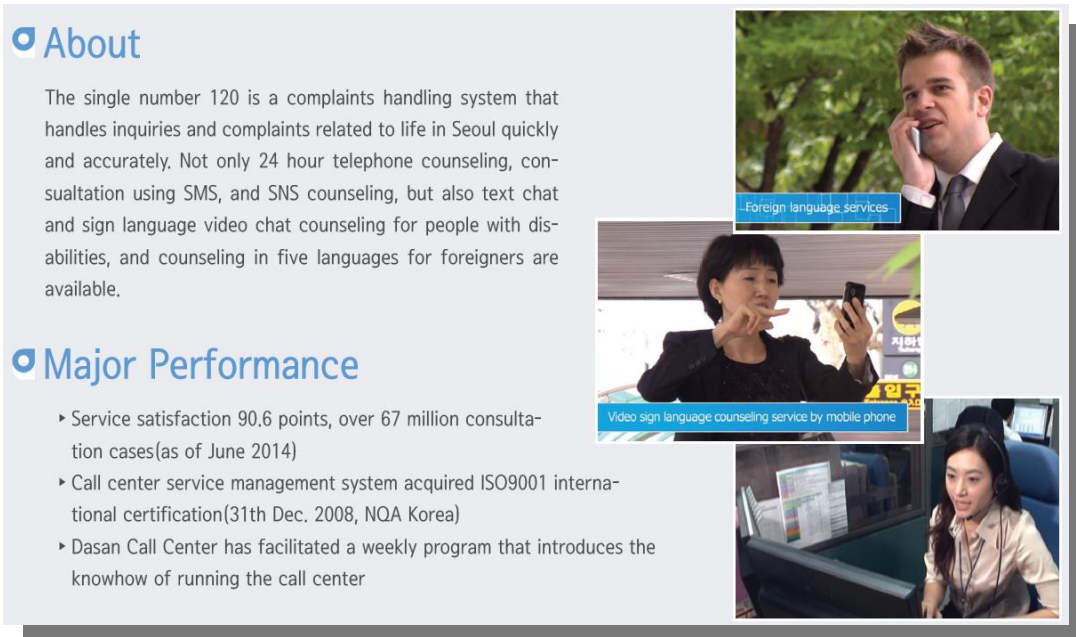
---

To expand the counseling service from Telephone Call to Text Message, Chatting, and Social Media

To develop 120 Dasan Call Center Counseling Information Database

To adopt Scientific Complaints Management by introducing Counseling Record Program

To expand Service Area by providing Smartphone Application



**Figure 2-23.** 120 Dasan Call Center: An Overview  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government

### 5.1.2. PERFORMANCE AND OUTCOME

The primary policy goal of 120 Dasan Call Center is to enhance Seoul Citizen satisfaction through reconstructing an essential contact line with the government. Through ISO 20000 standardized IT service management technology, the center now can now provide 24/7 services to the citizens. Seoul citizens can ask questions and receive inquiries more quickly and accurately with just one call.

#### **1. High Public Use of the System (As of June 2016)**

Total Number of Counseling → 83 Million Cases

Daily Average Numbers → 22,000 cases per Day

#### **2. Seoul Citizens' Satisfaction**

91.4% of the users have answered "Satisfied with 120 Dasan"

### ***3. Reducing Barriers for the Non-native Speaker and Hearing-impaired Person***

---

Providing Foreign Language Counseling Services → Daily Average: 87 Cases

Offering Sign-Language Services for the Hearing-impaired through Video Chat

→ Total Number: 2.39 Million Cases; Daily Average: 65 Cases

### ***4. A Faster Services through Text Message Counseling System***

---

→ Total Number: 7.2 Million Cases

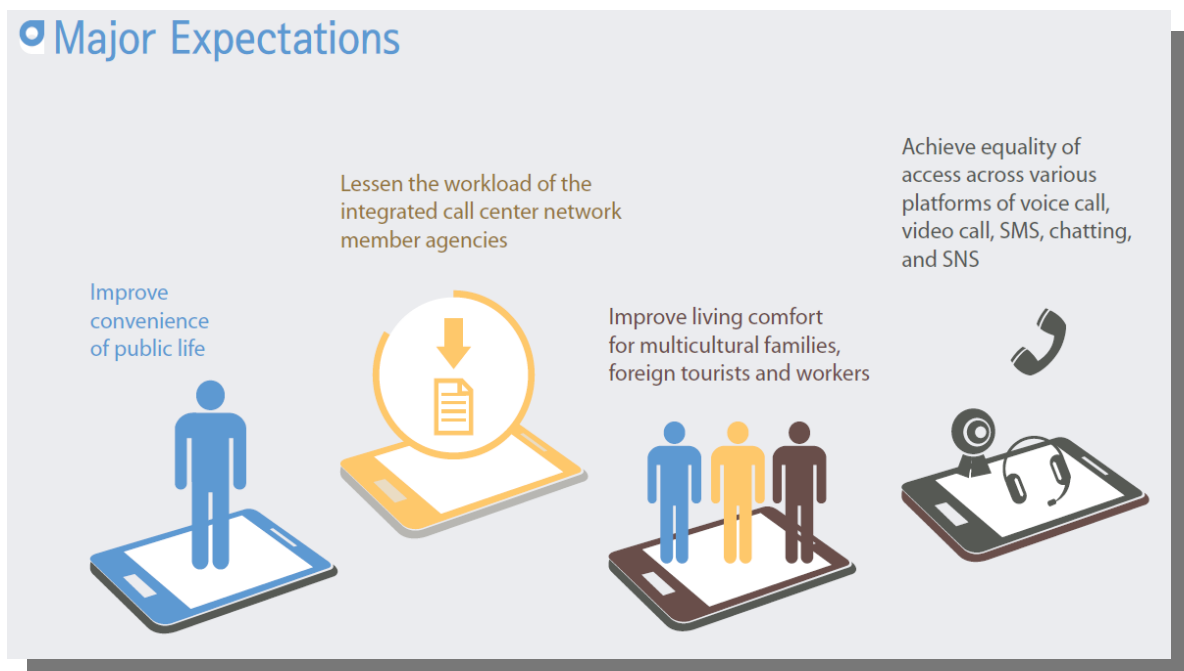
→ Daily Average: 2,545 Cases

### ***5. Sharing Know-how to Manage 120 Dasan Call Center with Domestic and International Governments***

---

On-the-spot information sharing Program

50 Countries and 800 Municipalities and Organizations have visited the center

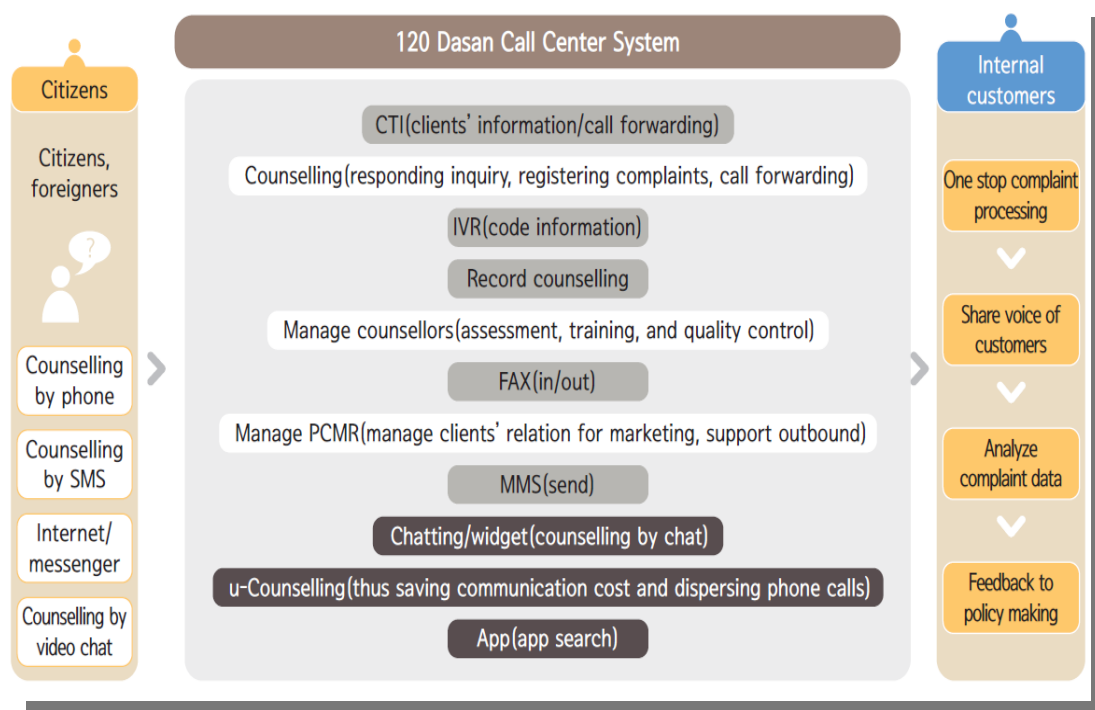


**Figure 2-24.** 120 Dasan Call Center: An Overview

Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government

Figure 2-25. summarizes 120 Dasan Call Center's entire management system. Most importantly, the SMG is expanding channels to receive citizens' public service needs from phone calls to Text Messages, Video Chat and Internet Messenger. After the establishments of 120 Dasan Call Center, citizen satisfaction for the SMG has improved considerably (an

approximately 91.4% of service satisfaction rate). Moreover, by consolidating all the services into a single center which is in charge of serving citizens' public service needs, the productivity of other departments has increased due to the fact that they do not have to spend so much time dealing with civil complaints.



**Figure 2-25.** 120 Dasan Call Center: A Summary of System  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government

## 5.2. POLICY DETAILS

### 5.2.1. MAIN FUNCTIONS

#### ***Voice Call Counseling***

Seoul Citizens can ask questions and inquiries by calling the single number 120 anytime and anywhere.

#### ***Text Message Counseling***

In case citizens do not want to call directly, it is possible to ask questions and inquiries through a Text Message (SMS or MMS message, within 1,000 letters). Images can be received by the system to provide for more convenient counseling and complaints.

#### ***Video Chat Counseling***

In the case of hearing and speech impaired citizens, 120 Dasan Call Center provides video chat counseling through the website. This service can also be provided through the 120 Smartphone Application.



## Foreign Language Counseling

For foreigners, tourists and visitors, the SMG's counseling services can offer various interpretation services through the number 120 and extension 9. Currently, English, Chinese, Japanese, Vietnamese and Mongolian counseling is available, and the SMG is planning to include additional languages in the near future.

## Social Media Counseling

The Seoul Government and the District Offices are constantly on standby to respond to citizens' requests via Social Media such as Twitter. In most cases, the inquiries are processed within 24 hours and are responded to through Twitter as well.

### 5.2.2. COMPOSITIONS AND DETAILS

#### 120 Dasan Mobile App Compositions



**Figure 2-26.** 120 Dasan Smartphone Application: Compositions - Revised  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government

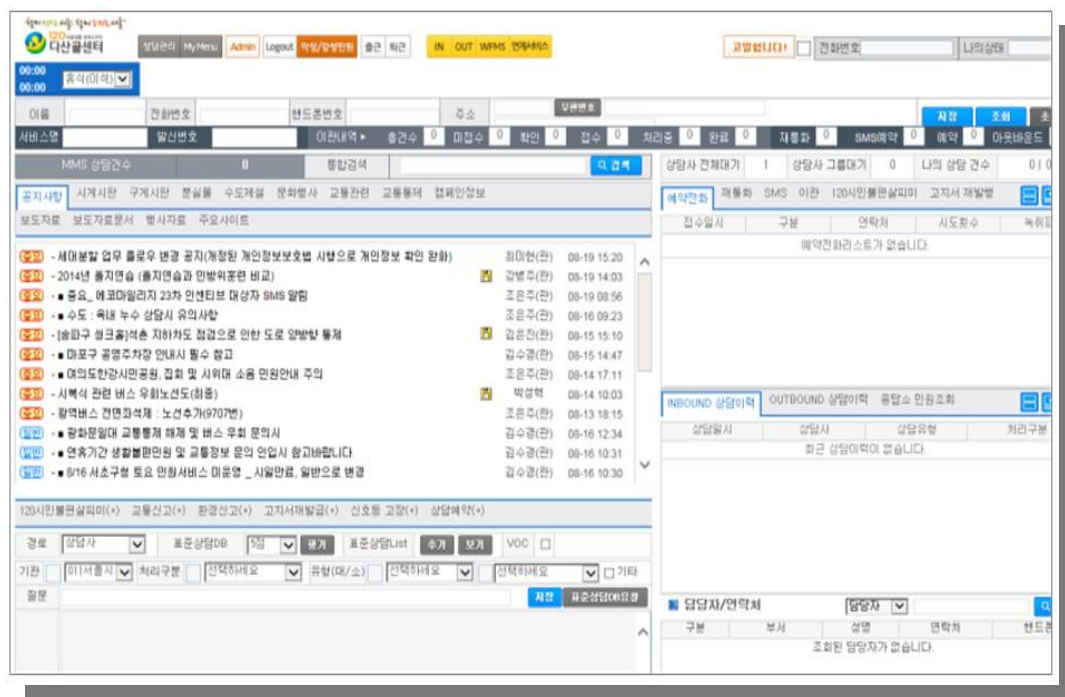
120 Dasan provides an easy and quick means of contacting the SMG, and it is intrinsically a Call-Center based policy. However, in addition to the multilingual voice call counseling, citizens still can get counseling services through the 120 Dasan Smartphone Application.

Moreover, through the 120 App, users can easily get access to other e-Communication services such as Eung-Dap-So, mVoting and Seoul Smart Inconvenience Reporting. Therefore, the 120 Dasan is the most essential connection link between the SMG and Seoul citizens.

Because phone call counseling alone is not sufficient to meet the diverse needs of the citizens, the SMG is providing the same service through another channel. *Figure 2-26.* represents the 120 Dasan Application and the main functions. Through this App, Seoul citizens can use Video Counseling more efficiently. App users can get in contact with Dasan Call Center quickly and conveniently by using Voice Call Counseling and Text Message Counseling.

### 120 Dasan App: Details

Chat and Video Counseling provide sign language services for the hearing-impaired. As described earlier, foreigners can also ask and make inquiries about living in Seoul or about other public services for the non-nationals. Through this ongoing effort to provide counseling services even for non-natives, the SMG is actively trying to resolve the problem of information gap, generation gap and the issues involving diversity in Seoul.

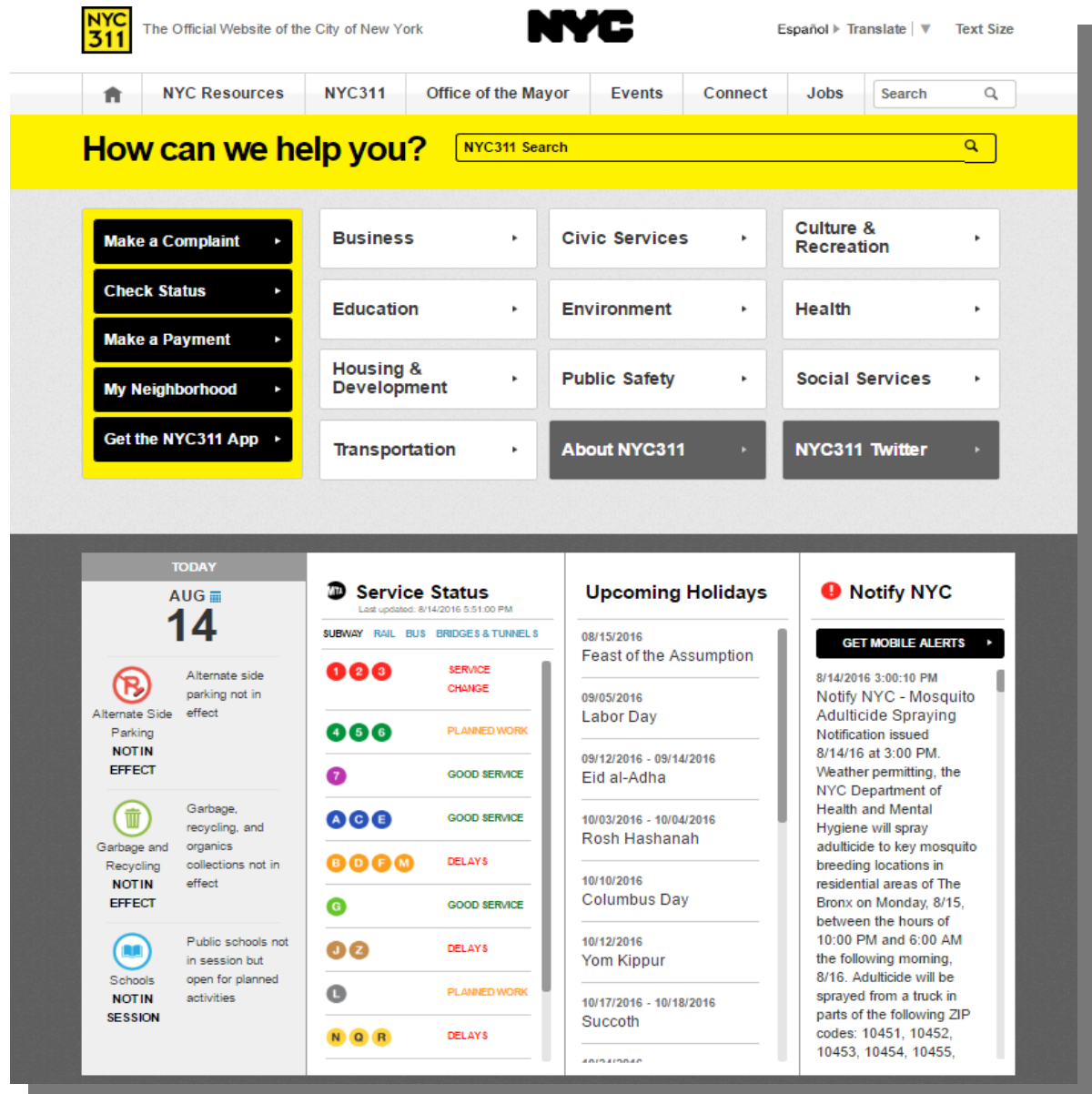


**Figure 2-27.** 120 Dasan Call Center: A Counseling Record Program  
Source. Seoul Metropolitan Government. (2014). Seoul Metropolitan Government' E-Government Policy Tool-Kit Development Report.

*Figure 2-27.* represents a Counseling Record Program of 120 Dasan Call Center. In order to manage the deluge of requests, inquiries, and public service needs from the citizens, 120 Dasan Call Center manages calls by specific programs or policies.

Through the program, counseling and complaints information is recorded in real-time, and the data is stored and processed statistically without any omission. By utilizing technology actively, counselors of 120 Dasan Call Center can deal with citizens' public service needs more efficiently and effectively.

### 5.3. CASE OF NEW YORK CITY, U.S.



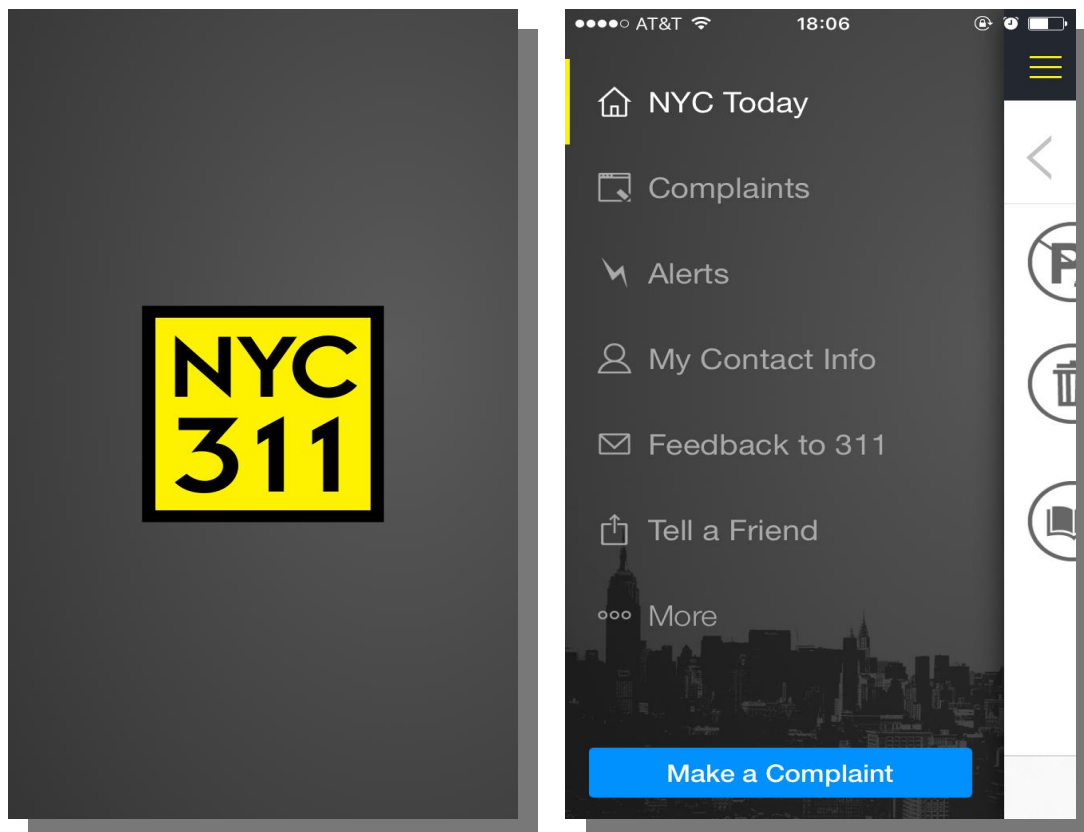
**Figure 2-28.** New York City Government 311NYC Website: Main Page  
Retrieved from <http://www1.nyc.gov/311/index.page>

*e-Government Profile: New York City* (Source: Holzer & Manoharan, 2016)

## ONE OF THE TOP 20 CITIES IN DIGITAL GOVERNANCE FROM 2009 TO PRESENT

- 2<sup>ND</sup> IN 2014 DIGITAL GOV. RANKING
- 4<sup>TH</sup> IN 2009 AND 6<sup>TH</sup> IN 2012
- 5<sup>TH</sup> IN CONTENT MEASUREMENT
- 3<sup>TH</sup> IN SERVICE DELIVERY MEASUREMENT
- 7<sup>ND</sup> IN CITIZEN AND SOCIAL ENGAGEMENT

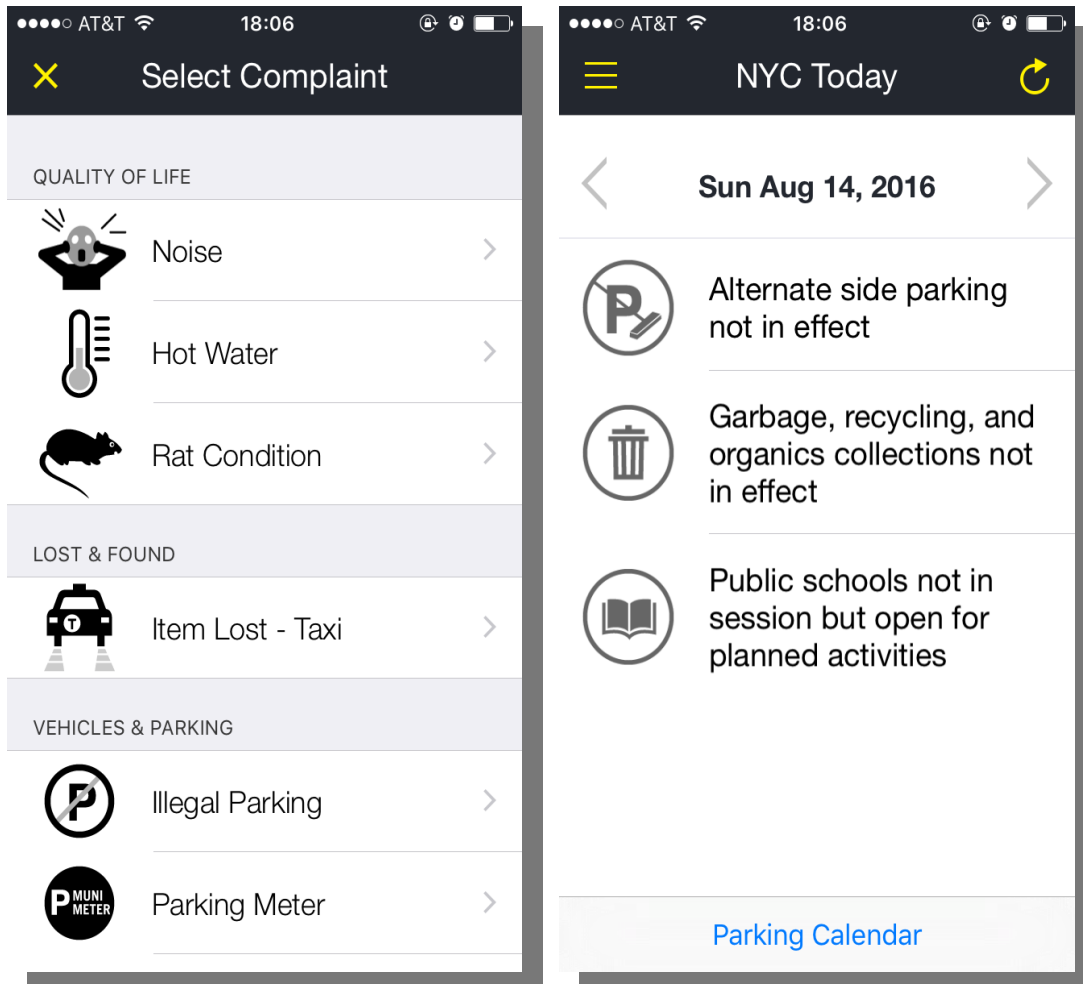
Figure 2-29. shows the main page and menu of NYC311 Smartphone Application. The NYC311 service is very similar to Seoul's 120 Dasan Call Center, except for the fact that NYC311 is mainly a smartphone-based app and provides access for citizens to non-emergency City services and information about City government programs. NYC311 is available online and by phone. Citizens can obtain access and ask about public services through a voice call to 311. In addition, by using the application, they can initiate complaints to city government and get alerts in terms of weather, traffic information, parking spaces and public services.



**Figure 2-29.** NYC 311 Smartphone Application: Main Page and Functions

Citizens can use the App to check if alternate side parking and meters are suspended, if garbage, recycling, and organics collections are suspended, and if public schools are closed. NYC citizens can also make service requests to get help with unwanted noise, heat or hot

water problems, rat conditions, snowy streets or sidewalks, potholes, and more. Specifically, due to the fact that NYC is one of the busiest and most crowded cities, the NYC311 places considerable emphasis on traffic notifications and alerts such as parking complaints, parking meter and alternate side parking information.



**Figure 2-30.** NYC 311 Smartphone Application: Complaints and Alerts

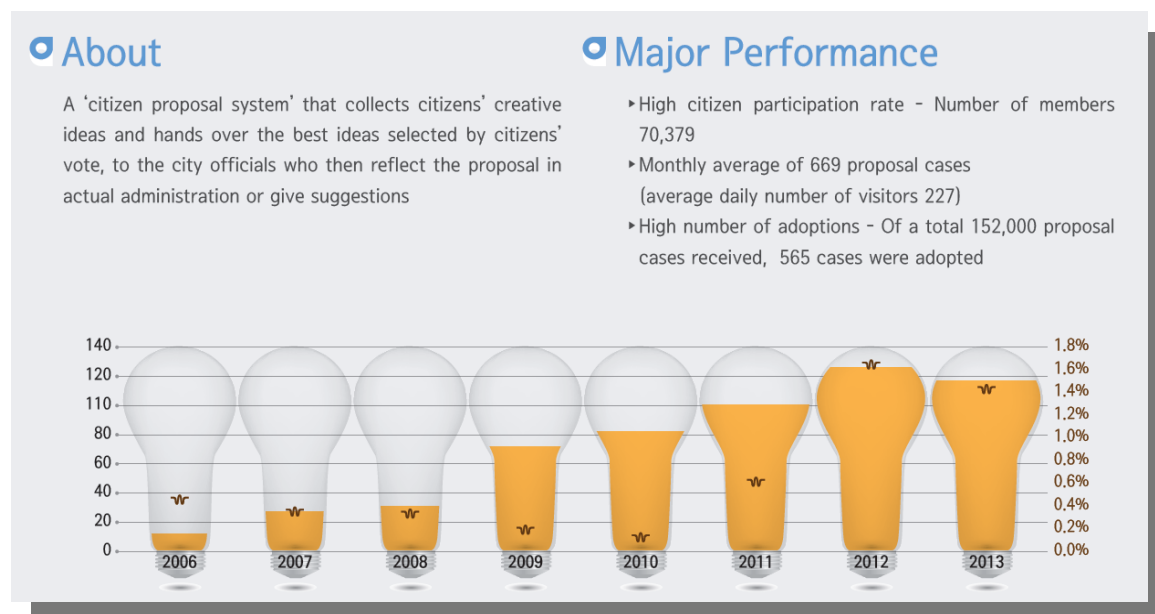
## 6. OASIS OF 10 MILLION IMAGINATION

### 6.1. POLICY GOAL, PERFORMANCE AND OUTCOMES

#### 6.1.1. POLICY GOAL

Before the introduction of Oasis Policy, citizens of Seoul had to visit City Hall in person and had to wait in a long line to make policy suggestions. In addition, the policy determination process was not opened to the public; therefore, there were no incentives or advantages to making policy suggestions. For this reason, it was difficult for citizens to get involved in the policy decision-making process. More importantly, citizens' participation in the decision-making process was still a novel concept, and the only way citizens could participate was through filing civil complaints. However, due to the nature of making complaints, both citizens and the City Government were missing out on a huge opportunity to draw positive and creative energy from having citizens participate in the policy decision-making process.

In order to solve this intrinsic problem of citizen participation, the SMG introduced the Oasis of 10 Million Imagination policy that enables citizens express their opinions of policy suggestions and ideas to the city government. After introducing the policy, citizens of Seoul can now make suggestions and recommendations regarding a wide range of city policies, and they are assured that their opinions and suggestions will be seriously considered during the decision-making process.



**Figure 2-31.** Oasis of 10 Million Imagination: An Overview  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government

The most distinctive feature of Oasis 10 Million Imagination Policy is that the new system allows citizens to express their opinions as policy suggestions and public management

concerns to the SMG. Previously, citizens can make policy suggestions, but this was no more than a formality due to the high cost of submitting the suggestions and the complicated and undisclosed policy decision-making process that thwarted citizens from active participation. As a result, the Oasis 10 Million Imagination Policy offered a chance for Seoul citizens to be creative and participate in the policy decision-making process of the SMG.

### ***1. Promoting Citizens' Participation with respect to the Policy Decision Making Process***

---

Reduced Policy Suggestion Cost for Anyone

Active Utilization of Citizens' Policy Creativity

### ***2. Reducing Barriers of Policy Suggestion from Seoul Citizen***

---

A More Convenient Platform With Respect To Policy Suggestions From the Citizens' Point of View

### ***3. Enhancing Efficacy and Feasibility of Seoul's Policy from Citizens' Points of View***

---

To promote Increased Mutual Understanding of Public Policy Between Citizens and Government

To produce Citizen-centered Public Policy

### ***4. Promoting a Creative and Casual Atmosphere for the Policy Suggestions from the Citizen***

---

## **6.1.2. PERFORMANCE AND OUTCOMES**

### ***1. High Rate of Use by the Citizens***

---

Total Number of Proposals Accepted: 165,824 (As of Dec. 2016)

Number of Selected Proposals: 841 cases (0.50%)

	<b>TOTAL</b>	<b>2006-2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
RECEIVED	165,824	136,379	7,610	8,031	6,650	4,742	2,659
ACCEPTED	841	324	125	116	119	97	60
RATE (%)	0.50	0.23	1.64	1.43	1.78	2.04	2.25

**Table 2-4.** Oasis of 10 Million Imagination: Proposals from the Citizen  
Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government



## 2. Considerable Citizen Participation in Terms of Policy Suggestion

Number of Subscribers → Approximately 71,000 citizens

Average Daily Visits → Approximately 227 citizens

Number of Received Policy Proposals from Citizens → Approximately 166,000 cases

Number of Accepted Policies in Actual Policy Process → Total 841 policies

### Cases: Realized Policies from Citizens' Policy Idea Proposal

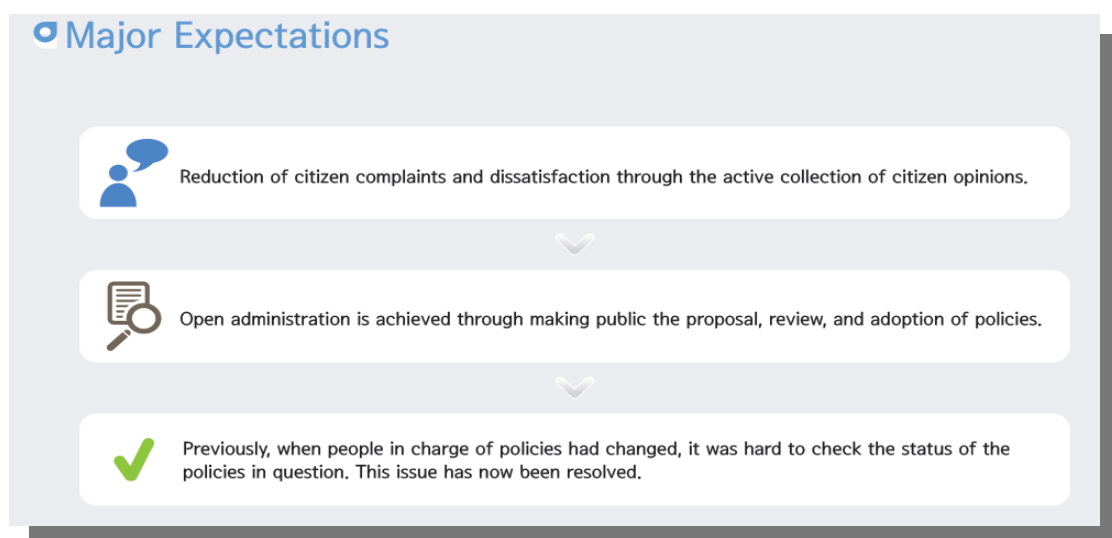
- Parcel Service Storage in Subway Station for Women (Best Creative Policy of 2016)
- Han-River Park Forest Trails (Creative Policy of 2016)
- Air Quality Signboard in Subway Station (Best Creative Policy of 2014)
- Braille Notice of Road Name Address for visually handicapped person (2013)
- The Guards Changing Ceremony at Daehanmun Palace for Citizens' Experience (2012 Best Creative Policy)

**Table 2-5.** Oasis of 10 Million Imagination: Cases

Source. Seoul Metropolitan Government. (2016). Oasis Operation Report

## 6.2. POLICY DETAILS

Unlike other e-Communication policies such as Eung-Dap-So, 120 Dasan Call Center or the mVoting, the Oasis of 10 Million Imagination places more emphasis on Public Policy Suggestions through active citizen participation.



**Figure 2-32.** Oasis of 10 Million Imagination: A Summary of Performance

Source. Seoul Metropolitan Government. (2014). Digital Seoul e-Government



More specifically, in terms of the policy suggestion process, Oasis is basically dependent upon citizens' imaginative policy ideas on Seoul's public policy. Once the ideas and policy suggestions have been submitted to Oasis, other citizens can also participate by voting on which suggestions are the best ideas and which are worthy of serious consideration. Once this is complete, SMG officials can review the few selected ideas and decide whether they will translate a suggested idea into an actual administration policy.

#### 6.2.1. MAJOR FUNCTIONS

##### ***Submitting Policy Ideas & Proposals***

---

*General Policy Proposal:* Citizens can submit any idea if it is related to Seoul. Regardless of any topic and field, citizens can present any suggestion and other citizens can vote on the "best idea."

*Policy Proposals on fixed themes from each department of SMG:* Citizens can subscribe to a proposal from a set of policy subjects designated by different departments in a specific period.

##### ***Developing Suggested Proposals for Policy Implementation through the Citizen Evaluator and the Policy Professional***

---

Since Oasis aims to produce an actual policy, the proposals from the citizens are reviewed and revised by a policy specialist. To realize citizens' creative ideas and policy needs, Oasis includes a suggestion evaluation process for policy implementation feasibility.

##### ***Sharing Status and detailed Contents of the Selected Proposals through Social Media***

---

If the suggested policy can actually be realized, the SMG officers provide the government's opinion about the necessity, effectiveness, feasibility and the required budget for the policy.

If it is either an unrealistic or impracticable policy, the SMG officers in charge would provide explanations as to why it was not accepted based on reasonable criteria of validity, effectiveness, budget and regulating ordinances.

##### ***Citizens' Vote for Best Proposal***

---

Fellow citizens can express their opinions and let the authorities know which policies are their favorites through e-voting. In this case, any suggestion that earns more than 10 votes from the citizens can be reviewed by public officers and the department in charge to consider whether to adopt the suggestion or not. The government's review decisions are soon posted as a form of notice.

## 6.2.2. DETAILS AND COMPOSITION

### *Proposal Evaluation Teams*

Proposal Evaluating Team Organizing

	Public Administration Experts	External Policy Experts
Total Number	15	19
Characteristics	Retired Public Officers	Professors, Researchers, Non-Profit civil campaigners,
Role	Reviewing Citizen's Policy Proposal Selecting a Feasible Policy Suggestion "Monitoring Reports of Citizens' Suggestion"	Reviewing proposed Policy Ideas Selecting most useful Policy Suggestions

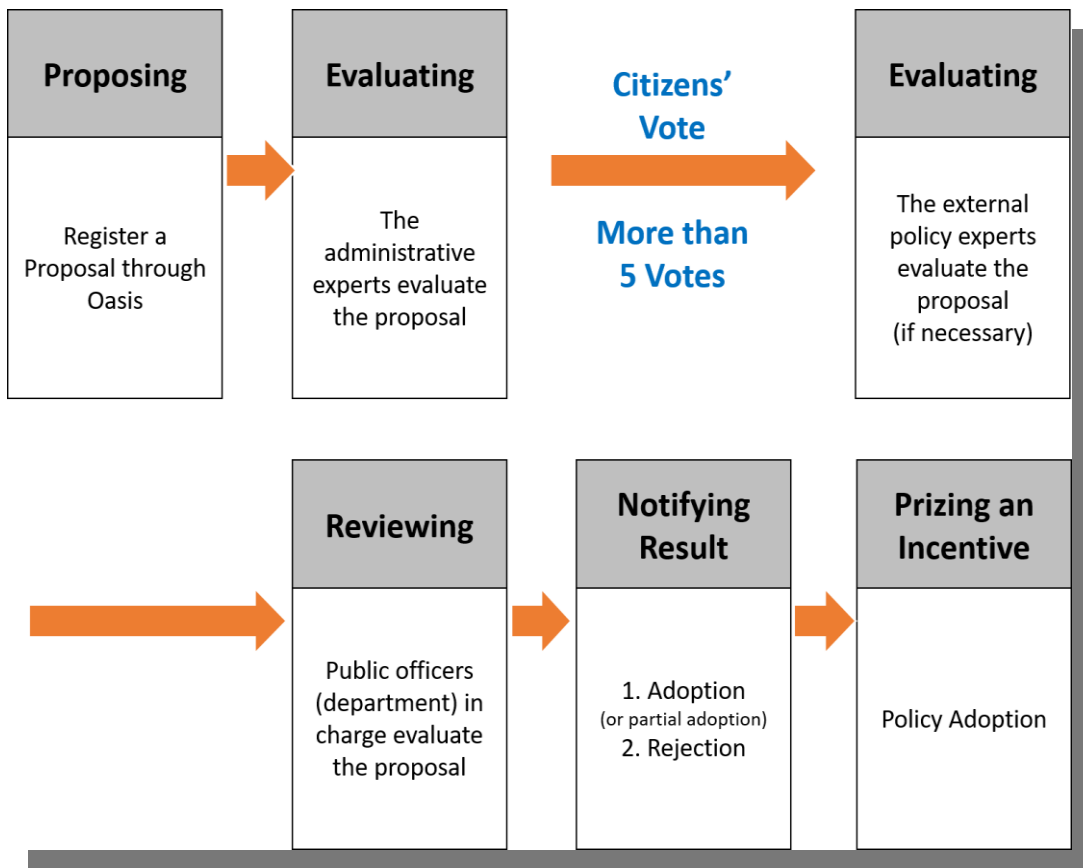
**Table 2-6.** Oasis of 10 Million Imagination: Proposals from the Citizen

Source. Seoul Metropolitan Government. (2016). Oasis 10 Million Imagination Operation Report.

The most important goal and mission of Oasis 10 Million Imagination is to produce actual policies based on citizens' points of view. In order to develop citizens' policy needs and creativity, professional experts are involved in the support and review process. How the SMG will go about realizing the dreams of the citizens into an actual policy is the key success factor of Oasis. Therefore, Oasis provides professional policy supports to citizens' proposals. Specifically, there are two teams of evaluators, which are made up of Internal Experts (retired public officers) and External Policy Experts from various related fields. Determining whether to accept the proposal or not depends on these professional teams' evaluation responses.

### *Oasis: Policy Proposal Process*

Figure 2-33. illustrates the detailed adoption process for the Citizens' policy proposal through the Oasis. User Interface Design is emphasized to enhance usability in order to encourage citizens' active participation. Policy evaluation plays a critical part in this process, as this is the part where the SMG provides professional responses to the suggestions. Since the service cannot be operated without citizens' interest and enthusiasm, the policy additionally ensures citizen participation through the operation of membership.



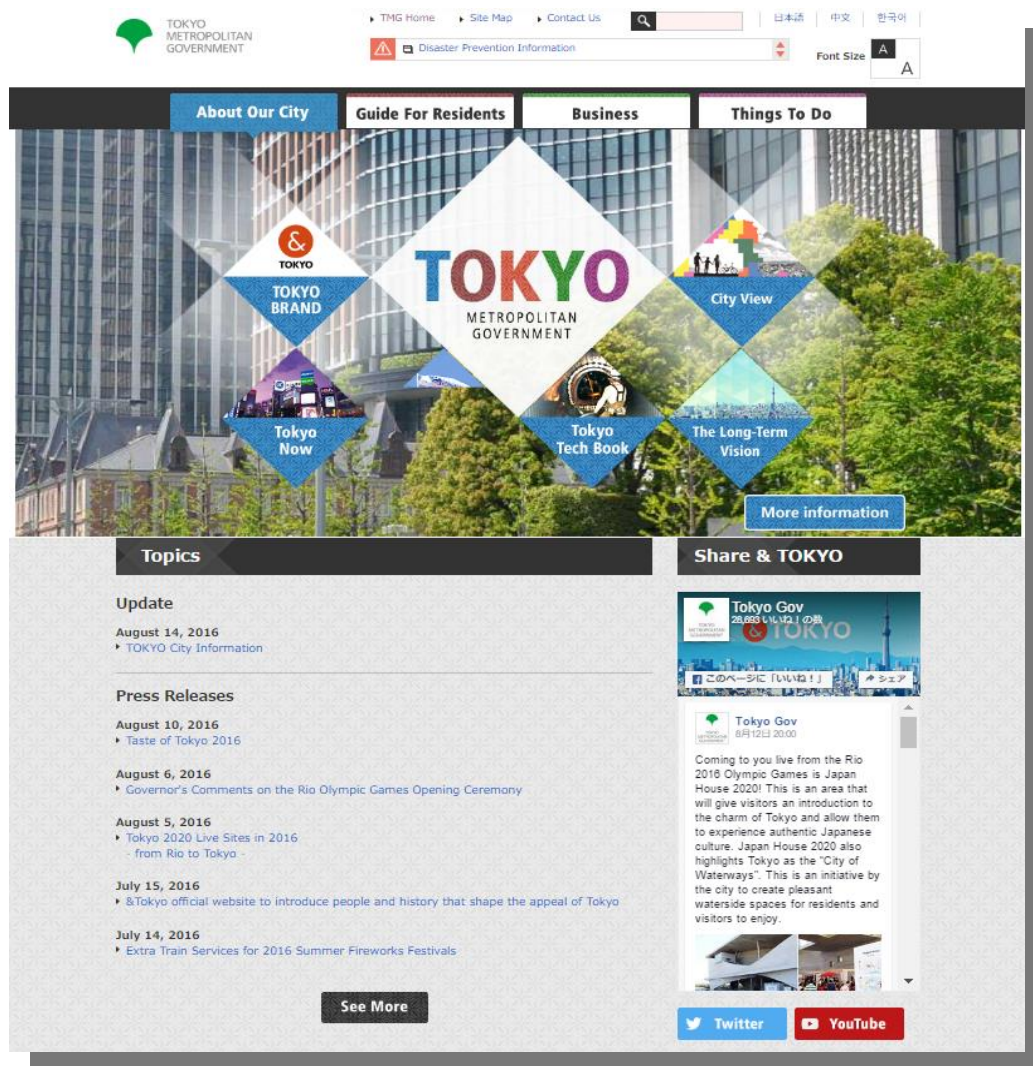
**Figure 2-33.** Oasis of 10 Million Imagination: Proposals Adoption Process

## Oasis Web Site Composition



Figure. 2-34. Oasis of 10 Million Imagination: Web Site Composition

### 6.3. CASE OF TOKYO, JAPAN



**Figure 2-35.** Tokyo Metropolitan Government, Japan Website: The Main Page in English  
Retrieved from <http://www.metro.tokyo.jp/ENGLISH/index.htm>

***e-Government Profile: Tokyo Metropolitan Government*** (Source: Holzer & Manoharan, 2016)

#### ONE OF THE TOP 20 CITIES IN DIGITAL GOVERNANCE FROM 2005 TO 2009

- 15<sup>TH</sup> IN 2015 DIGITAL GOV. RANKING
- 7<sup>TH</sup> IN 2005 AND 2007
- 5<sup>TH</sup> IN 2009 DIGITAL GOV. RANKING OF ASIAN CITIES
- 11<sup>TH</sup> IN SERVICE MEASUREMENT (2009)
- 19<sup>TH</sup> IN CITIZEN PARTICIPATION MEASUREMENT (2009)

Figure 2-36 illustrates the Suggestion Page for the Tokyo Metropolitan Government. In this case, all information is provided in foreign languages, including English, Chinese and Korean.


The site provides added convenience to non-natives as the Suggestion application forms are also in English.

The screenshot shows the Tokyo Metropolitan Government's suggestion page. The header includes the logo and navigation links: Home, Contact Us, About Our City, Guide For Residents, Business, and Things To Do. The main form area has fields for Subject, Message, Name, Address, Phone number, and E-mail address. Below these fields are buttons for 'Confirm Message' and 'Cancel'. A sidebar on the right contains a section titled 'フォーム入力について' (About Form Input) with instructions in English. It lists three points: 1. Please enter your name, address, and phone number. 2. Please enter your email address. 3. Please enter your district, title, comment, name, age, residence, telephone number, and email address. The sidebar also includes a '確認' (Confirm) button and a 'キャンセル' (Cancel) button. At the bottom of the sidebar, there is a note about the security of the form data and contact information for the 'Mayor's Office' (市長の意見窓口).

**Figure 2-36.** Tokyo Metropolitan Government: Suggestion Page for Government  
Retrieved from <http://www.metro.tokyo.jp/ENGLISH/index.htm>

This web page allows citizens of Tokyo to send opinions and policy suggestions. Once completed, all submissions are forwarded automatically to appropriate departments for review and consideration. All departments in the Tokyo Metropolitan Government are linked to this single web page, so citizens no longer need to go through the complicated organizational chart to figure out the responsible office and get the appropriate contact number. Nevertheless, in terms of the transparency and convenience, the Tokyo Metropolitan Government could provide notices in real-time, letting citizens know how their submitted suggestions are being processed to ensure transparency.





東京都

TOKYO METROPOLITAN GOVERNMENT

[文字サイズ・色合い変更](#)
[音声読み上げ](#)
[Foreign Language](#)
[サイトマップ](#)

[検索](#)
[詳細検索](#)

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平成28(2016)年8月5日更新

寄せられた声の紹介

※皆さまから寄せられた提言、意見、苦情、要望及び都の対応を紹介しています。

月例報告

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[都への提言、要望、相談等の状況2012](#)

[都への提言、要望、相談等の状況2011](#)

**Figure 2-37.** A List of Annual & Monthly Reports of Tokyo Citizens' Voice  
Retrieved from <http://www.metro.tokyo.jp/ENGLISH/index.htm>

One interesting feature of the Tokyo case is that the Tokyo Metropolitan Government uploads and provides the annual and monthly reports of Tokyo Citizens' Voice on their web page. All monthly reports and recent annual reports are on the web page for citizens to view. The detailed annual report includes opinions, messages and suggestions from Tokyo citizens, and the Tokyo Metropolitan Government provides information about how the government handled the cases and what its positions were for each individual case.

57



東京都生活文化局

＜都民の声総合窓口及び各局都民の声窓口の受付件数＞



## **7. CONCLUSION**

### **7.1. IMPLICATION: HOW DO WE PREPARE FOR E-COMMUNICATION POLICY?**

There must be growing recognition of a more integrated approach to e-Government and online service delivery. Municipal governments are trying to provide various services delivered through “one-stop-one-click” online services, or integrate existing customer service centers into single and comprehensive call centers. In the case of the SMG, we found that during the actual implementations of e-Government and e-communication strategies, they have faced a few challenges that are not so dissimilar to those faced by many other municipalities:

- 1) Leadership changes and administrative reforms both at the local and national levels
- 2) Managerial willingness, including the Mayor’s and the key staffers’, for policy development
- 3) Political dynamics between the City Government and key stakeholders
- 4) Technological readiness, both in terms of availability in the commercial market and capacities already adopted by the government sector
- 5) Both local and central ordinances and regulations facilitating Information, Communication and Technology (ICT)
- 6) Level of democratic maturity and other environmental factors.

This concluding section (below) examines how municipal governments can support e-Government and e-communication initiatives, and provides lessons learned from the SMG case on how to support integrated services delivery efforts that could provide institutional and political coordination between stakeholders. Meaningful and successful lessons may be drawn from Seoul’s experiences.

#### **7.1.1. DRIVING FACTORS OF E-GOVERNMENT AND E-COMMUNICATION**

As with any major administrative policy decision, e-Government and e-communication through social media are made through complicated political and bureaucratic processes that aim to provide more transparency as to government activities.





The levels of e-Government performance and e-communication of a country depend on both governmental and societal factors. Intrinsically, e-Government itself is not only shaped by the government’s proactive initiatives, but also determined by political, economic, and technological readiness. According to Moon et al (2005), cost-effectiveness, technological availability and citizen’s accessibility restrict the feasibility of practices and operations in governments. They pointed out two major factors to drive e-Governments among nations by

resolving such restrictions (Moon *et al.*, 2005: 4). The framework is relevant for this study and it is important for municipal governments to identify these drivers of e-Government and e-communication.

### ***Identifying Internal Driving Factors of Policy Motivation: Interests of Both Government and the Public***

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Moon *et al* (2005) defines the internal driving factors of e-Government as a force that can be observed within the scope of public organizations and politics through administrative reform initiatives and political leadership. E-Government became an administrative reform as an alternative and complementary mechanism to deliver public service to areas where traditional forms of government organization cannot reach. In keeping with this reform, the U.S. offered an e-Government initiative, followed by the Reinventing Government Reform during the Clinton administration (1993-2001). In this period, U.S. e-Government encouraged citizen participation via internet-based communication to develop interactivity that might overcome internal barriers of a political nature. The definitions of internal factors of a political nature (Moon *et al*, 2005: 6) are summarized as follows:

-  ***Level of Democracy*** – The level of democracy can be measured through the Freedom House Democracy Index that includes scores for a level of Corruption score, Civil Liberties, and Political Rights in a nation. In that context: 1) civil Liberties measures media independence, freedom of assembly, religious expression and political organization, as well as independence of the judiciary, and 2) political rights includes whether elections of political leaders are free and fair, the fairness of electoral laws, and self-determination by ethnic and minority groups (Moon *et al*, 2005: 6).
-  ***Size of Government*** – The size of government is clearly related to the level of e-Government performance; and to measure the government size, total government expenditure can be utilized as a proxy indicator (i.e., government spending as a percentage of GNP is one measure for size of government) (Moon *et al*, 2005: 6).
-  ***Level of Corruption*** – Level of corruption indicates government crimes that benefit individual officers, as well as the additional costs of delivering public services. This level can be measured by citizens' perceptions in terms of judiciary independence, protection by law of financial assets and wealth, and neutrality of government in contracting and bribery practices (Moon *et al*, 2005: 6).
-  ***Technology Literacy or Social Capital*** – Since e-Government inevitably arises from citizen participation and a bottom-up approach, level of education and literacy rate are major requirements for policy adaptation (Moon *et al*, 2005: 6).

### ***External Driving Factors: Policy Environmental Approach and its Conditions***

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In addition to the internal factors, the external factors refer to public and political field – non-governmental and non-political areas that facilitate and promote e-Government. Such external factors include the development level of information communication technology and the economic conditions in a country. These two factors are also relevant to the level of democracy and the prosperity in a country that encourage tangible actions in e-Government. Furthermore, advancement and availability of technology should be supported in order for public administrators and citizens to initiate e-Government. In accordance with the internal factors, the external factors are summarized in Moon *et al* (2005: 5-6).

- ✚ ***Economic Stability*** – As one major factor that makes e-Government adoption succeed, a country's economic status is a substantial requirement. Economic condition and stability can be measured by inflation rate, exchange rate, budget surplus, saving rate and business conditions in a country (Moon *et al*, 2005: 5).
- ✚ ***Quality of Life or Human Development Index (HDI)*** – This indicator refers to components of citizen's quality of life and well-being such as health, education, income level, expected life expectancy and educational attainment (Moon *et al*, 2005: 5).
- ✚ ***Internet Penetration*** – Since e-Government always requires access to the Internet, internet availability and the level of information technology are essential factors that determines the success of e-Government. Measuring Internet penetration is based on the population who can access and use the Internet, and possess computer and smartphones (Moon *et al*, 2005: 5-6).

Most importantly, e-Government is considerably related to the level of democracy in a country. It would probably not be an ideal form of government presence in a less democratic society. Less democratic government is less likely to advance e-Government due to the fact the government might not support transparent and interactive relationships with citizens. In particular, administrative communication through social media policy intrinsically requires contingent conditions as above, because it only becomes truly possible when the country's high levels of citizenship, quality of life, democracy, and stabilized e-Government status are evident.

#### **7.1.2. BARRIERS OF E-GOVERNMENT AND E-COMMUNICATION**

Though e-Government and its internet-based services continue to be embedded in the context of today's public administrations services, it cannot exist alone. Still, there are pervasive misunderstandings on e-Government and Social Media policy such that the barriers and challenges are primarily technical.

As society and technology advance, e-citizens in the information society require more from their governments. Within this context, e-Government would advance 1) the technological tools available, 2) accessibility that citizens and business will have, 3) their overall trust in internet-based channels and 4) their expectations of the types of e-services that should be delivered and how they should be delivered. However, due to the failure to respond to the ever-changing needs for public services, barriers to e-Government implementation and social media communication may result.

### ***Internal Barriers***

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Commonly, the internal barriers of e-Government often concern machine breakdowns, missing components, and lack of flexibility in the inter-governmental frameworks that enable e-Government physically. This is particularly true when e-Government is treated as a merely technical issue rather than as a policy itself for the basic service delivery system of public administration. Barriers for e-Government adaptation and social media communication might arise for agencies that only focus on putting their own services online, without considering the broader government context that controls what they can and cannot do. According to Lau (2002: 3-15), the obstacles to e-Government adoption are regulatory and legislative barriers, governmental budgets, and infrastructure.

- ✚ ***Regulatory and Legislative Barriers*** – Since e-Government is an alternative form of delivering public services, government's role is the fundamental consideration. The first role of government is the distinction between classical paper and digital processes in decision-making. The processes are arranged by legal legitimacy, and the complexity of regulations and requirements on an e-Government system hinders the establishment of e-Government agencies. Governments are required to organize their paper and digital forms according to different perspectives. In particular, privacy and security should be addressed through appropriate legislation, regulation and/or ordinances before the initial innovations of e-Government are possible (Lau, 2002: 5).
- ✚ ***Budgetary Barriers*** – Funding structure is vertically organized in most democratic governments and a core public management principle holds that an agency that distributes funding sources to achieve its goals and objectives. However, this vertical funding structure cannot be applied to all e-Government policies because the policies imply long-term commitments and overlap across other government agencies and private sectors (Lau, 2002: 5).

Focus of traditional government budgeting	Characteristics of high-value ICT investments
Single-year (or biennial) expenditures	Multi-year investments
Programme-by-programme performance	Enterprise or cross-boundary performance
Financial cost/benefits	Financial and non-financial costs/benefits
Level of effort within existing work flows	Changes in the flow of work
Ongoing operations	“Start-up” operations
Control	Innovation

Source: “Challenges for e-Government Development” Lau (2002: 6), 5<sup>th</sup> Global Forum Reinventing Government Mexico City.

✚ ***Inconsistencies in Technical Frameworks and Infrastructure*** – e-Government agencies need a channel to communicate with each other and with citizens. First, information communication technology advances and its frameworks are required to deliver public service with mutual communication between agencies and citizens (i.e. Eung-Dap-So system of SMG) (Lau, 2002: 7).

### ***External Barriers***

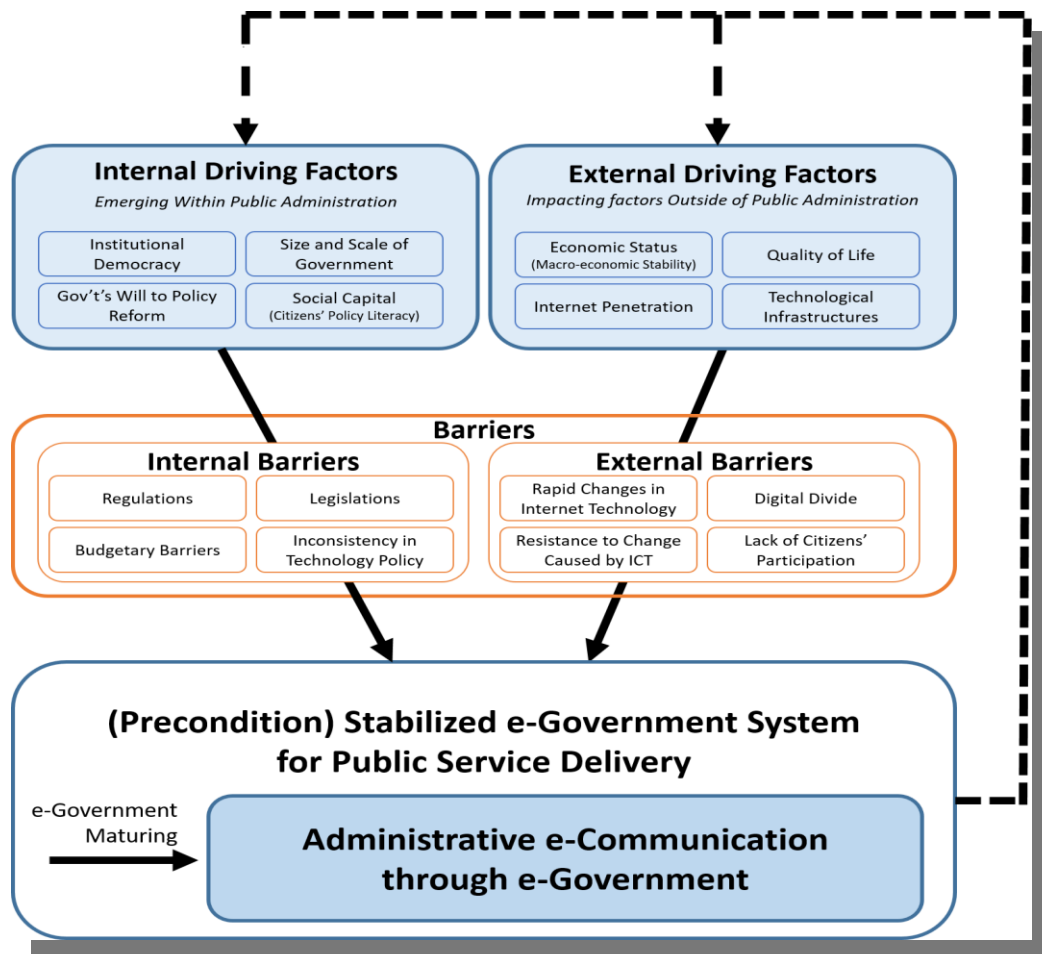
✚ ***Radical Changes of Technology*** – Since the government’s social media communication policy is inevitably dependent on trends of the non-public environment in the private market system (e.g. Facebook, Twitter, Instagram, Blogs, and Kakao Story), government often faces the challenge of fostering the development of e-Government. The development of technology in the private sector moves more rapidly and government sometimes fails to follow speedily. Governments are required to use well-proven approaches and better-standardized software to expand the scale of their service delivery (Lau, 2002: 14).

✚ ***Digital Divide*** – The digital divide is an important barrier to e-Government in which people who do not have access to the Internet would be unable to benefit from not only public services but also social media communication. The technology advances may inadvertently constrain citizen access to the services in e-Government, which only widens the digital divide. An established e-Government system does not necessarily require additional costs; however, the increase in digital division may bypass those who do not have knowledge and skills to access to the Internet and its technology. Recently, U.S. public libraries have expanded their mission so as to educate citizens about such access in accordance with the policy of the American Library Association. After the implementation of e-Government, governments still need to educate citizens who do not have enough skills and knowledge to access the Internet (Lau, 2002: 2-3).

✚ ***Citizen’s Perception and Seamless Services*** – Due to the risks of on-line “fracturing,” what types of public service e-Government delivers is a controversial issue with citizens. Technology development becomes an ideal tool that citizens are able to consult with government and government understands the expectations of



citizens on public service. However, many citizens are still much pressed to express their opinions on government. Citizens would regard this policy of SMG's e-government and e-communication as a useless tool that discourages of citizen participation. For this reason, the SMG incorporated integrated e-Government policies (so-called CCPIS, or Eung Dap So). Under this system, seamless online services aim to transcend the agency-based structure for providing information and public services (Lau, 2002: 4).



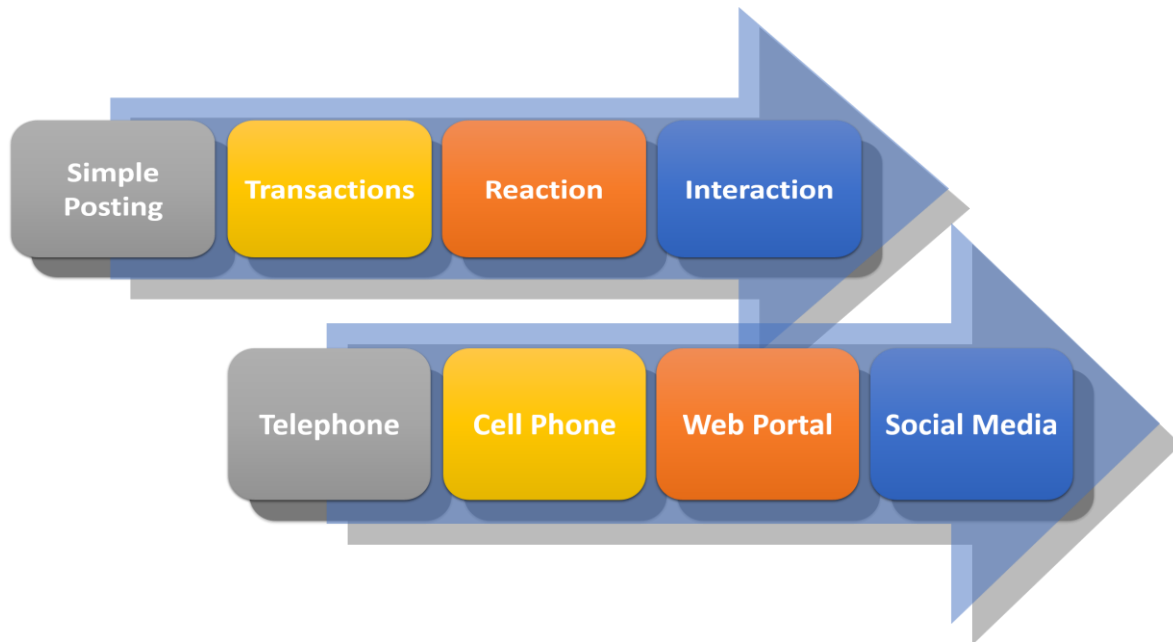
**Figure 2-39.** Factors impacting on e-Government and e-Communication Policy  
Source: Modified based on two research “What Drives Global E-Government?” (Moon et al, 2005), *Public Administration Review* and “Challenges For e-Government Development (Lau, 2002), 5<sup>th</sup> Global Forum on Reinventing Government Mexico City.

Figure 2-39. represents the process for the Administrative e-Communication Policy. With regard to the implementation and adoption of the e-Communication Policy, stabilizing e-Government is one of the most important prerequisites. The point of e-Communication for the policy makers is that it is imperative to adopt to rapid changes of technology trends and understand citizens' policy needs. Thus, the policy should keep up with times as ICT changes along with societal context.



## 7.2. POLICY RECOMMENDATION

The SMG has shown strong e-Government leadership in envisioning its long-term strategy plan since 2007. The SMG has maintained and renewed its five-year long-term strategies since then, and has consistently pursued both government reform and technology innovation to transform its implementation infrastructure and governance structure. However, the ultimate purpose of e-Government remains to achieve citizen-centered public administration.



**Figure 2-40.** *The Relationship Between Social Media Communication and Digital Governance*

Source: Holzer & Manoharan (2016), Seoul, Korea E-Governance: Best Practice for Policy Adoption, 2016 ASPA Annual Conference.

The SMG's citizen-centered services have made government more accessible, more transparent and more relevant for each citizen. The SMG had to overcome some of its own challenges to get to where it is today and is continually putting in place efforts to improve operational and managerial capabilities of its e-Government policy. In addition, the SMG continues to innovate its e-Government efforts and is utilizing Big Data to provide individually customized services and to create a more efficient service delivery system. Furthermore, the SMG is hoping to achieve Government 3.0 on its own accord and is also considering moving most of its service delivery capabilities to cloud computing within the next few years. In light of these efforts, Seoul remains a top e-Government contender and this study finds that several perspectives provide both institutional and technological implications in developing effective e-Government and e-communication policies. The study's findings should serve as a point of comparison to guide other cities in their e-communication development efforts. Our policy implications and recommendations are as follows:

1. The study confirmed that SMG's social media policy is one of the most innovative ways of communicating in terms of (1) responsiveness and accountability (2) open government and

(3) user-friendliness. Along with the SMG's social media policy, open data initiatives have a significant effect in getting citizens engaged in civic activities, providing government transparency and encouraging user-sourced innovation. However, open social media policy is available in only certain areas (e.g. transportation, recreation services, complaints services, facility management) and they are still uni-directional. The SMG should consider adopting multi-directional communication and greater data accessibility for its smart services during its transition to Government 3.0.

2. In addition, the SMG's CCPIS (so-called Eung-Dap-So) is considerably useful not only to understand and interact with citizens' daily public needs, but also to manage alerts and notices in case of emergency situations. The SMG is especially proactive in utilizing private sector social media networks such as Facebook, Twitter, and Kakao Talk (a free mobile application for instant messaging and texting. Over 170 million users worldwide and approximately 93% of smart phone users use this app in Korea). This allows for greater service penetration among a wider range of citizens. Although participation and engagement levels are very high through Eung-Dap-so, e-Government service development is mostly government-centered and there is not much room for the local entrepreneurial community to get involved. The SMG needs to take a more market-oriented and incremental approach to creating an open innovation platform for various stakeholders.

3. This study has found that in order to successfully implement the e-communication policy, the e-Government service needs to be based on a long-term strategy that takes into account the underlying political and social situations. For this reason, this study included the driving factors and barriers to e-Government, including conditions municipal governments need to work around if they are to evolve towards higher levels of e-Government development. As mentioned earlier, these driving factors and barriers may be perceived as opportunities and threats to developing social media policy, and it is important for municipalities to be aware of the situations in order to translate the overarching socio-political goals into concrete and achievable social media policy strategies which aim to increase citizen engagement and get citizens involved in the municipal governments' decision making process. This study finds that the SMG has taken steady and effective e-Government strategies to achieve these socio-political goals, but is still lacking a comprehensive and effective incentive system to get more citizens motivated and involved in the SMG's services and decision making process.

4. With regard to the internal policy adoption process of the social media policy, there are three distinguishable development stages in general: (1) Entrepreneurship and Experimentation Stage, (2) Constructive Stage and (3) Institutionalization Stage. Even though social media policy is relatively new in Public Administration, municipalities still tend to follow the general development stages of e-Government as they attempt to adopt the social media policy. Although it has been extensively argued that the process of developing e-Government has shifted from the stage progression to non-traditional, non-sequential and intersecting chunks of development, we have witnessed that the model of stage development

still holds true in the SMG case. For example, long-term strategic planning for e-Government, enhancing citizen participation, utilizing Big Data and transferring services to a mobile-based platform all require government-led planning and execution, and also collaboration between different agencies and public-private partnership during the early stages of the development.

Most importantly, as we have seen early in the development of e-Government, governments work with the legislative body to set up important legislative and legal frameworks to should keep the development efforts legitimate. Once infrastructure and institutional foundations are in place, governments can engage themselves in longer term sustainable strategies that can be categorized as the later stages of the development process.

5. Finally, although there are numerous factors that impact the success of e-communication policy implementation, the government's willingness and political leadership to implement the policy is the most paramount factor. In the case of the SMG, the study has found that centralized governance with a comprehensive strategy reinforces effective coordination and control, and prevents duplicate or overlapping investments in the services through IT divisions coordination across different agencies. In general, this duplication of services is considered a major problem, and that having a strong centralized authority leads agencies to make better investment decisions. However, every local municipality has its own embedded organizational culture, and cities need to consider how to coordinate between centralized and decentralized investment efforts. Therefore, when formulating the long-term development strategies, policy makers should consider how to best strike a balance between leadership and collaboration, and must remain consistent and must stick with the long-term strategy until the development results are fully realized.