

Government 3.0 in Korea: Fad or Fashion?

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ABSTRACT

Korea puts forth Government 3.0 as a new paradigm of the government workings. President Park's strong pledge for public sector reform through the Government 3.0 drive envisions realizing a transparent, competent, and service-oriented government. Although value judgment on Government 3.0 is so premature yet, the Park administration sees as many critiques as eulogies for it. The Government 3.0 drive offers far more than what the technological potentials of Web 3.0 promise. What the drive suggests is not really novel. The details of Government 3.0 are similar to what Government 2.0 offers based on the interactive potentials of Web 2.0. The Government 3.0 drive is too normative to make practical results. Public agencies that lead the Government 3.0 drive may have confusion between its ends and means; as a result, goal displacement. Opening more information can impose more burdens on public employees' shoulder in warranting accuracy of information released and security of information sharing settings. Government 3.0 as political rhetoric may be ephemeral with political swings.

Categories and Subject Descriptors

H.4.2 [Information Systems Applications]: Type of systems – e-government applications

General Terms

Management, Documentation, Performance, Design, Security.

Keywords

E-government, Government 3.0, Government 2.0, Policy rhetoric, Symbolic policy

1. INTRODUCTION

The term "Government 3.0" has gained much attention from the public since the 2012 presidential election in Korea. The Korean President Geun-hye Park, in her inaugural ceremony in February, 2013, announced Government 3.0 as a new paradigm of the government's workings. With the Government 3.0 drive, her strong pledge for public sector reform envisions realizing a transparent, competent, and service-oriented government. The

first year of the Park administration is encountering positive expectations and also critiques on the effects of the Government 3.0 drive inside and outside government. Though value judgment on Government 3.0 seems so premature yet, a rationale underlying critiques—OKAY, Government 3.0 sounds a good thing for Korea, but what is Government 3.0?—brings inevitable skepticism to many Koreans. To clarify the meaning of 3.0, it is timely and appropriate to know that Government 2.0 implies a paradigm of government evolution aligned to the communicative, interactive, and participation-provoking potentials of Web 2.0. Simply Government 2.0 refers to the use of Web 2.0 technologies by government [6,27]. Some public agencies are actively utilizing a suite of Web 2.0 technologies including Facebook, Twitter, YouTube, and others. It is easy to find pretty much evidence indicating practical benefits of Government 2.0—i.e., enhanced public relations, efficient and effective dissemination of information, and more friendliness of citizen-government relationships [1-3,6,8,10,23]. Given these effects driven by Government 2.0, it is understandable that Government 3.0 should offer the new technological potentials of Web 3.0 to governments and societies.

But again, what is Government 3.0? In practice, is there any government that easily adopts and benefits from Web 3.0? More basically, is it always a good thing that government agencies become an early adopter of the newest Web technology generation? Arguably the combination term "Government plus Web 3.0" does not yet yield tangible benefits from the government's use of such emerging technologies. What the Korean government (the Park administration) does now with the usher of the Government 3.0 drive is not so clear to citizens, journalists, academics, and even public employees. One possible reason is that Government 3.0 in Korea may mean something the way above what Web 3.0 (just a new technology) endorses. Attention-worthy is the fact that Korea is a country employing Government 3.0 as a symbol of the superior national policy overarching and directing many public programs and initiatives. Quite similar to Government 3.0 in Korea is the case of Open Government (putting forth three pillar values: transparency, participation, and collaboration) driven by the U.S. President Barack Obama. A notable difference between both, if any, is the extent to which such a policy symbol leaves merely rhetorical or become a reality. An identified problem here is that the Korean Government 3.0 drive may not be as clear and concrete as the U.S. Open Government Initiative is. The ongoing phenomenon in Korea—the rhetorical use of Government 3.0 as a magic bullet—requires a piece of conceptual research in depth. There has been no serious study on Government 3.0, so this conceptual albeit practical (suggesting some implications based on the current

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situation) discussion focusing on the Korean case needs to tackle the following research inquiries.

- How is Government 3.0 in Korea being defined?
- What is and also should be the nature (characteristics, roles, and functions) of Government 3.0 in Korea?

To answer these questions, this essay takes a close look at the contents of important documents (internal reports and white papers written by core think-tanks of the Korean national government, uploaded on Korea's Government 3.0 homepage, <http://www.gov30.kr/>) conceptualizing and describing Government 3.0 in Korea. The paper is structured into six sections, including the foregoing introduction. Section 2 revisits recent practical discussion of Government 2.0. Section 3 describes the Korean Government 3.0 drive in detail. Section 4 compares the drive with national initiatives in other leading countries. Then Section 5 addresses careful critiques, defenses, and some suggestions of Government 3.0. Finally Section 6 concludes this paper.

2. THE REVIEW ON GOVERNMENT 2.0

The rapid development of information and communication technologies (ICTs) has offered government new opportunities for greater outreach to citizens. Among a variety of new technological instruments, the ubiquitous, prevailing fashion of Web 2.0—the second generation of Web access and use, characterized as participatory, pervasive and integrated [16]—grabs keen attention from both academics and practitioners. A suite of popular Web 2.0 technologies include social networking and social media (e.g., Facebook, MySpace), wikis, blogs, micro blogs (e.g., Twitter), social voting (e.g., IdeaFactory and IdeaStorm platform), mash-up, and multimedia sharing (e.g., YouTube, Flickr) [4]. These online venues for enabling and encouraging participation promote open and user-driven governance [15]. There is a growing belief that Web 2.0 technologies may improve both the way government delivers services and the government-citizen relationship.

Government 2.0 can be simply defined as the use of Web 2.0 technologies to socialize government services, processes, and data [23]. At the heart of Government 2.0 is the active utilization of Web 2.0's collaborative, participatory, communicative, and also interactive potentials by public agencies. Indeed some agencies enjoy the benefit of Government 2.0 that allows a real-time two-way interaction between government and citizens via online comments, live chats, and message threads [20]. Naming this ongoing phenomenon as a certain notion is not easy, and needs cautionary discussion. While some agencies are taking on Government 2.0 and thus taut optimistic views on Government 2.0, others (oftentimes in rural localities) are not involved in such a technology-driven initiative. Here are different observations. Di Maio [6] did not see Government 2.0 as a new kind of government, but rather as a means to an end at best. According to Parycek and Sachs [24], the platform and standard for technology-enabled government are moving from e-government (Government 1.0) to Government 2.0 and open government. Similarly, Tapscott et al. [27] promoted Government 2.0 as the next generation of e-government. This conflict in standpoints fits for current arguments on the controversial status of Government 3.0 in Korea.

Quite eulogistic anticipations listed in Table 1 seem substantially or partially catchy in some agencies, some policy domains, and some countries, but remain illusive in others. Most controversial is the extent to which such expectations of Government 2.0 are realized. According to Mintz [16] and Osimo [23], the performance of Government 2.0 is still not so much fact or reality as it is fiction or hype. Millard's [15] view is a bit milder that considers the governmental adoption of Web 2.0 as somewhere between Government 1.0 and Government 2.0. Unavoidably he suggested the term "Government 1.5" and then argued that contemporaries' observation is actually placed on a half-full or half-empty glass. Anyhow that can't be the full version of 2.0. Although his message casted a hope for another half by making it full (the transition from 1.0 to 2.0 is still hopeful because governments are in ongoing processes), being honest to talk about reality in practice may present a lens for strong critique in disentangling the notion of Government 3.0. Moon's [18] earlier recognition that the reality of U.S. municipal e-governments (Government 1.0) lags behind their rhetoric recurs with the evolution toward Government 2.0 and then 3.0.

Table 1. Potential Effects of Government 2.0

Government 2.0
<ul style="list-style-type: none">• facilitates achievement of e-government goals for efficiency, effectiveness and democracy [8]• heightens the public's awareness of and their ability to provide feedback on policymaking [6]• broadens and boosts participation in e-government [1,3]• transforms government services from rigid bureaucratic structures to more efficient and dynamic entities [8]• achieves greater transparency and productivity [8]• offers opportunities and challenges for public sector innovation [10]• transforms governance [1,3]• better solves collective problems at various levels and scopes of government [6]• provides government with an inexpensive way to garner the expertise and feedback of millions of individuals [6]• plays as openness and anti-corruption tools for societies [2]• offers a new way to manage public policies, based on openness, trust and meritocracy [23]

3. THE GOVERNMENT 3.0 DRIVE IN KOREA

Though there is no clear, agreed-upon definition of Government 2.0, the term Government 2.0 is being used as a notion indicating the governmental use of Web 2.0 technologies because it per se combines government and the second generation Web. This notion easily draws from Government 2.0 practices: for example, San Francisco 311's use of Twitter (SF311) and Wikis for Transportation Security Agents. Government 3.0, however, does not have a range of specific cases in practice, since few agencies utilize the third generation Web. As well, it is so premature to characterize the governmental use of Web 3.0, of which main features are semantic Web (enabling users to create data stores on the Web, build vocabularies, and write rules for handling data) and personalization. As the various existing definitions of e-government have been accumulated over two decades, today

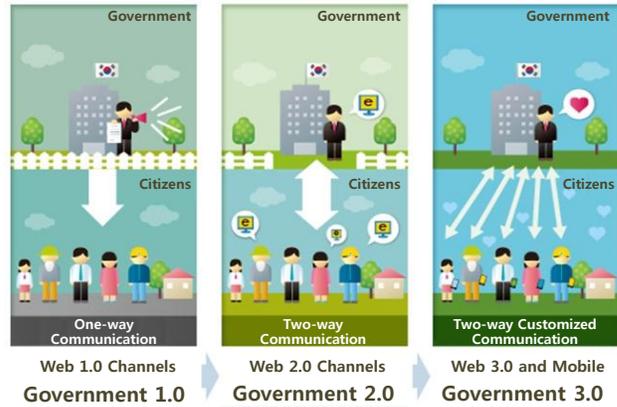
people may talk about e-government without efforts to make a common definition of e-government in advance.

But what about Government 3.0? Even Government 2.0? Though these two recent moves offer social potentials beyond technological benefits, both are not so much as appealing to most citizens as classical e-government has been yet. That’s because the technology-savvy tend to take a ride on both moves, simply not for all people. Since “technology not for all” is still haunting today’s e-government, this can be a harder fact than what many reports on a digital divide in early stage of e-government had revealed (the generational gap, gender gap, racial gap, income gap, knowledge gap and skill gap in the use and adoption of e-government). In this context, discussing the technological aspect of Government 3.0 is not much meaningful to ordinary citizens or laypeople. Back to the discussion of defining Government 2.0 and 3.0, it seems difficult to make the Government 3.0 definition that is technologically aligned to Web 3.0 features and understandable to ordinary e-government users. But the Korean government—i.e., the Blue House, which is the president’s office, the Ministry of Security and Public Administration (MOSPA), and the Ministry of Science, ICT, and Future Planning (MSIP)—recently coined the notion Government 3.0 in Korea’s (the Park administration’s) own version.

The National Information Society Agency (NIA) of Korea argued that the future governments are expected to advance toward “Government 3.0”—customized and intelligent government using Semantic Web technology [21]. The Semantic Web is called “a smart web that thinks for itself.” It is a next generation, artificial intelligence web technology that enables computers to define, understand and logically deduct the meaning of information, further to help better search of requested information. In line with this technological context, Government 3.0 can mean a *Semantic Web-based government that personalizes all government services according to the conditions and preferences of each individual* [21].

While this is a narrow definition, the Korean Government embraces Government 3.0 as a new paradigm. Figure 1 illustrates a shift in e-government paradigm, and Table 2 describes the details of the shift. Government 1.0 means one-way communication from the government to the people which was the way many previous administrations were run. Its channel was an early version of e-government used for efficient information dissemination. In the days of Government 2.0, Web 2.0 technologies allow two-way communication between the government and the people, adopted in many advanced countries. Government 3.0, however, takes a step further. The paradigm provides high quality information and services customized to serve the unique needs of individuals on a wide array of topics including employment opportunities, weather, traffic, education, welfare, and finance [13].

Figure 1. E-government Paradigm Shift



Note: Adapted from the homepage of Korean Government 3.0 (<http://www.gov30.kr>).

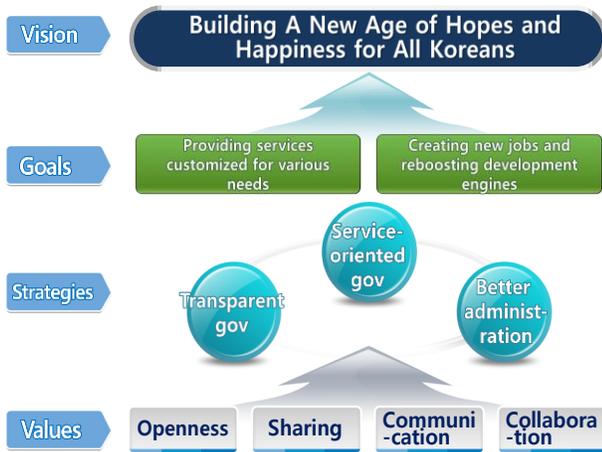
Table 2. E-government Paradigm Shift over Time

1995 – 2000	2005 – 2010	2015 – 2020
<ul style="list-style-type: none"> World Wide Web Government 1.0 e-Government Government-oriented first-stop-shop One-way service Time and place restrictions for services Uniform services mainly based on supply 	<ul style="list-style-type: none"> Web 2.0 Government 2.0 Citizen-oriented One-stop-shop Bilateral interaction Mobile services Services based on public-private collaboration 	<ul style="list-style-type: none"> Real-World Web Government 3.0 u-Government Government service portal for individuals Customized intelligent service Seamless services anytime and anywhere Intelligent services

Note: Adapted from the Korean Government [13].

The notion Government 3.0 goes beyond what the technological potentials of Web 3.0 promise, as shown in Figure 2. The Park administration envisioned Government 3.0 for the purpose of building a new age of hopes and happiness for all Koreans. The Korean Government 3.0 drive seeks for two high level goals: providing services customized for and tailored to various needs and demands, and creating new jobs and reboosting development engines. For these two goals, the Korean Government presents three strategic directions: service-oriented government, transparent government, and better (and smarter) administration (in other words, competent government). All these efforts are supported by four core values such as openness, sharing, communication, and collaboration.

Figure 2. Envisioning Government 3.0



Note: Adapted from the homepage of Korean Government 3.0 (<http://www.gov30.kr>).

Table 3 describes the details of three categorized strategies for the Government 3.0 drive. First, Government 3.0 is a strategy for service-oriented government. NIA [21] considers Government 3.0 as a pack of low-cost but high-quality services for customized citizen happiness. The Government 3.0 drive personalizes public services adjusting for individual needs, supports entrepreneurialism and businesses, enhances more efficient and effective access to public information and services, and customizes citizen services through using new technologies.

Table 3. Strategies for the Government 3.0 Drive

Category	Strategy	Description
Service-oriented government	Personalizing public services	<ul style="list-style-type: none"> Integrated cross-agency (based on interoperability across systems) services Lifecycle-based services Services for categorized beneficiaries One-stop welfare services
	Supporting entrepreneurialism and businesses	<ul style="list-style-type: none"> Integrated services tailored to needs of businesses and entrepreneurs
	Enhancing access to public information and services	<ul style="list-style-type: none"> Increasing the number of access points for those with limited access (e.g., the poor, the handicapped, the less-educated, and those living in rural areas)
	Customizing citizen services using new technologies	<ul style="list-style-type: none"> Mobile services based on smart ICTs
Transparent government	Opening more information related to citizens	<ul style="list-style-type: none"> Proactive (rather than reactive) openness of public information Broadening the scope of target information and agencies opened
	Creating new job opportunities and industries by opening more data	<ul style="list-style-type: none"> Opening data as much as possible Stepwise approach to opening government data (prioritizing higher and more immediate needs and demands)

		<ul style="list-style-type: none"> Nurturing markets for inventing apps/software and creating new information through mash-up
	Being a government <i>with</i> citizens through citizen-government governance	<ul style="list-style-type: none"> Encouraging citizen participation throughout entire policy processes Fostering collaborative mechanisms for citizen participation and citizen-government governance
Better administration	Promoting integrated administration	<ul style="list-style-type: none"> Transforming administration from ministry-centered (stove-piped system) to task-centered (cross-boundary collaboration)
	Supporting cross-boundary information sharing and e-collaboration	<ul style="list-style-type: none"> Enabling ubiquitous work environment (smart work) Knowledge sharing through cloud computing Digital decision-making system (e.g., telework)
	Championing scientific administration	<ul style="list-style-type: none"> Making public administration scientific through using big data Better guesstimating a future trend Data-based policy making

Source: The Korean Government [13].

For that, the Korean Government establishes consolidated systems to provide information and services integrating across public agencies, policy domains, and geographical jurisdictions. These systems enable services based on lifecycle, services adjusted for specified beneficiaries' needs, and one-stop welfare services. The needs that Government 3.0 considers also include those of businesses and entrepreneurs. Especially, small and mid-sized businesses gain help from integrated services for economies. Service-oriented government seeks for multi-channel and any-channel services. This means more access points for those with otherwise limited access to information and services. Adopting mobile services for public services and information is gaining a promising vehicle for a new generation.

Second, Government 3.0 pursues transparency of government. Open government in terms of data and information means the transition from supply-driven transparency (reactive, responsive disclosure of public information) to demand-driven transparency (proactive sharing). The Park administration plans to disclose 100 million document files every year by opening public institution and government databases. Currently, about 310,000 documents produced by public institutions are disclosed annually. The documents will be in their original state which the government says will boost transparency in the operation of government. Furthermore, improved information sharing may enable various ministries and departments to cooperate and collaborate better. According to President Park (see the news section of <http://www.gov30.kr>), Government 3.0 is intended to "make information sharing more equitable and transparent between the central government, local governments, government agencies and the public." As well, information sharing can boost job creation and spur economic growth. Government-held data in such fields as weather, transportation and health care has considerable commercial value. Surprisingly NIA [21] projected that making government data available to the public would add

150,000 new jobs to the economy and generate economic effects amounting to 24 trillion Won (Korean currency: approximately 1,200 Won = US \$1). The Small and Medium Business Administration of Korea (see the news section of <http://www.gov30.kr>) said the Government 3.0 drive would help entrepreneurs start up a new business taking advantage of the newly disclosed government data. Not only are individual citizens active consumers of information, they are also creators of information giving the government suggestions and ideas, and expressing their approval or disapproval of government policies and projects. Government 3.0 is also about connecting with citizens and encouraging them to participate in public affairs. In particular, the government plans to consult with citizens, using online voting, on major state affairs and large-scale public projects costing more than 500 billion Won [21].

Last, better and smarter government specifies three directions: integrated (e.g., cross-boundary, cross-organizational, cross-agency, and cross-departmental) administration, cross-boundary information sharing and collaboration driven by digitization and informatization, and scientific (data-driven) administration [13]. These strategic orientations require substantial improvements and also paradigmatic changes in public management and administration. Identified are the following three key words: collaborative administration, knowledge-based management, and data-based policy-making. While the previous two strategic anchors (service-oriented and transparent) are involved in the relationships with citizens, this means a fundamental shift inside government. For collaborative administration, the Government 3.0 drive transforms existing administration from typical bureaucracy-based to task-centered, program-centered mechanisms. The latter necessarily requires cross-boundary collaboration. Smart work environment and cloud computing setting raise the level of information sharing and cross-boundary collaboration. With technological potentials, analyzing and researching big data enriches, broadens, and deepens policy and managerial implications. Scientific administration enables more accurate forecasting and prediction. In addition, performance evaluation and resource/budget allocation may gain more legitimacy due to data-based evidence.

4. COMPARING INITIATIVES

This section introduces and compares national initiatives similar to the Korean Government 3.0 drive around the world. Among others, European and U.S. initiatives merit analytic attention. Even though there are few countries that employ the term Government 3.0 directly, various projects and initiatives similar to the Korean Government 3.0 drive are working.

4.1 Digital Europe 2030

From the European perspective, Government 3.0—if the notion is understood as governmental utilization of Web 3.0—has been for a long time associated with Semantic Web. European Commission’s efforts include Semantic Web applications to access and visualize background knowledge repositories to the public, as well as the optimization of ICT tools to facilitate automated translation, process modeling, data mining, pattern recognition and visualization and other gaming-based simulation, forecasting and back-casting, and goal-based optimization techniques [17].

As a flagship initiative of European Commission, Digital Europe 2030 is comparable to the Korean Government 3.0 drive. The initiative envisions “open governance” seeking for a high level of both integrated policy intelligence and openness/transparency, as shown in Figure 3.

Figure 3. Scenarios for Digital Europe 2030

	High integrated policy intelligence	Low integrated policy intelligence
High openness and transparency	Open governance	Self-service governance
Low openness and transparency	Leviathan governance	Privatized governance

Source: Misuraca et al [17].

For integrated policy intelligence, the initiator of Digital Europe 2030, European Commission, puts forth *policy-making 2.0*, which refers to “a blend of emerging and fast developing technologies that enable better, more timely and more participated decision-making” (see <http://www.crossover-project.eu>). Importantly, policy intelligence involves: the possibility to mash-up data and information available from different sources in an “intelligent” (efficient, effective and able to generate public value) way, the extent to which individual users or networks contribute to the co-design of policies, simulating and visualizing the effects of legal and policy decisions, and engage in real-time monitoring and prior assessment of possible expected impacts at local, regional, national and pan-European scale, and the capacity and willingness of policy actors to share power and change decision-making mechanisms [17]. Another axis indicates the degree of openness and transparency in a society, in terms of democratic and collaborative governance that can be further enabled by ICTs. The open and transparent society would allow traditional state functions to be completely replaced by non-state actors through opening-up and linking public sector information for re-use.

This bi-dimensional perspective is based on scenario approach (considering the situation that either goal or even both might be unmet). Digital Europe 2030 as a policy symbol has a more realistic advantage than the Korean Government 3.0 drive: building scenarios that include both positive and negative future. Misuraca et al. [17] wrote:

Scenarios serve the purpose of stimulating and informing the policy debate with reflections on possible, radical alternative scenarios. The scenarios method takes today’s world and constructs images of possible future worlds, highlighting ways in which key uncertainties could unfold. (p. S122)

In comparison, the Korean Government 3.0 drive seems to assume that it won’t make any less desirable results without any consideration of uncertainty in dynamic policy environment. The promotion of a *normative* national initiative does not mean at all that a government will work better just as the initiative describes. Rather, “normative” means our strong belief in the rosy future (what the future should/will be like) and our expectations on substantial changes in attitudes and perspectives (what should/will change for the better future), neither real performance nor effect.

Another side is the difference in the level of ambiguity. Any policy symbol could be ambiguous to some extent in what it means to us, but a question is how understandable the change the symbol promises is. Digital Europe 2030 presents a clear description in key areas of expected change and grand challenges/uncertainties [17]. Changes by enabling technological conditions should not project too many (infeasible) dreams. Massive increases in storage and computing power (e.g., available via cloud computing) and current rapid improvements in mobile communication provide governments with new opportunities for creating, sharing and integrating information and knowledge, but technologies do not realize these opportunities without lifting institutional and organizational barriers (e.g., bureaucratic inertia of hoarding information but not sharing, organizational turf guarding, and traditional rules misaligning with new technological conditions). Governments need to clarify what will change by enabling technological conditions and how much. The Korean Government 3.0 drive is specified with various strategies, but still somewhat unclear in possible results made by those strategies.

4.2 Open Government Initiative in the U.S.

The Obama administration's Open Government Initiative has provided an excellent opportunity to consider more fully the role of transparency, participation, and collaboration in government as a central part of a governmental reform strategy. We see positive expectations on substantial changes in governments from much attention of academics, practitioners, journalists, and civic groups to the Open Government Initiative. This initiative, however, does not proceed without critique. In particular, some academics (in the field of public administration, public management, and e-government) cast doubt in terms of what the government really gains from the initiative. Promoters involved in the Korean Government 3.0 drive need to think what can be learned from experiences in the Open Government Initiative—especially from the critiques.

The first issue in discussion is what transparency means in the initiative. Transparency is not an absolute term, and even a transparent government is itself neither perfect nor desirable. What Coglianese [5] wrote deserve attention.

Since some governmental transparency is good, it might surely seem that greater transparency must always be better still. Yet despite nearly universal acclaim for transparency—or perhaps especially because of it—the concept and its application merit closer examination. Neither scholars nor practitioners know as much about transparency and its effects than might be supposed from the sheer popularity of the concept. What is needed is to know more about the benefits of transparency, as well as its costs. (p. 530)

Actually governments do not have any solid consensus in defining and conceptualizing transparency (because there is no clear-cut meaning), which seems to be regarded as a goal of the current administration. An intriguing and insightful part of the quote above is that we should know not only the benefits but also the costs of transparency. According to Fung [11], transparency is not an unalloyed good.

Coglianese [5] distinguished between “fishbowl transparency” (everybody can see the government) and “reasoned transparency” (someone can know why and how the government works in that way). This distinction is not to undermine value of fishbowl

transparency because such type of transparency is also needed for mass democracy and pluralism; rather, there is a caveat that the current initiative is obsessed with fishbowl transparency (open as much as possible to as many as possible!) and should be oriented to reasoned transparency. Coglianese [5] claimed that the Open Government Initiative inevitably has virtues (based on reasoned transparency) and vices (only based on fishbowl transparency) at the same time.

Sound policy explanations are not the same as the kind of account that journalists, historians, or social scientists would give if they were trying to explain, as an empirical matter, why a policy was in fact adopted, an account that would clearly be aided by an expansion of fishbowl transparency. Instead, reasoned transparency depends on making a substantive evaluation of the soundness of an official's reasoning, not on knowing whether that official might have met with one interest group or another. Both types of transparency can coexist, but the distinction between them is important because whenever limits need to be placed on fishbowl transparency, whether to preserve space for robust deliberation or to advance other values such as national security or personal privacy, reasoned transparency can still discipline governmental decision making—serving the same goals as fishbowl transparency—if officials know they must provide sound reasons for their decisions. Unfortunately, the current fascination with the Internet appears to make it easy to lose sight of the value of reasoned transparency. (p.537)

How can the Korean Government 3.0 drive be evaluated from this perspective? Meaningful and productive transparency contributes to government and society. Releasing more data as a usual approach to fishbowl transparency may be effective, but does not warrant a higher level of qualitative democracy. Do the current initiatives (in both Korea and the U.S.) for opening government substantially and dramatically improve the quality of government workings? Crucial is the possible change in the perception of citizens who observe the initiative and also public employees who involve in the initiative directly or indirectly. What has qualitatively changed distinguishably from the previous administration? Coglianese [5] wrote:

The Bush-to-Obama transition reveals that the most important challenge for open government is not secrecy versus transparency, but figuring out how much transparency, and what type, to have over different aspects of the governmental process. Good, open government is not the same as a reality television show that broadcasts every move officials make and every conversation they have. On the contrary, good government actually requires certain limits on this kind of fishbowl transparency. (p. 530)

An issue is how much transparent a government is, not secrecy vs. transparency. Interestingly, the incumbent administrations (President Obama in the U.S. and President Park in Korea) make people have a feeling that there is something new in terms of transparency (open government is a really new thing). A difference, if any, between the former administration and the current one is the extent to which the national government cares about materials and mechanisms to open government. Again those materials and mechanisms to be opened are not also really new compared to the previous administrations.

In addition to transparency, the Open Government Initiative and the Korean Government 3.0 drive have two common emphases: participation and collaboration. The stress on participation and collaboration is not positive all the time. According to Harrison

et al. [12], “it is not the case that more participation is always better” (p. 88). They suggest a contingency approach, which helps us recognize different levels of participation that are more or less desirable depending on the characteristics of the policy process and the goals pursued. Mass democracy based on more participation does not always result in a desirable conclusion. Qualitative, deliberative democracy bases citizen participation on the level of civic virtues [19]. As such, designing and operating a mechanism for participation depends on the type and pattern of democracy and participation.

Similarly the current reform movements suppose that more collaboration is always desired, but collaboration is desirable to the extent to which endeavors for collaboration lead to more effective problem-solving. Collaboration is not a cure-all. What Noveck [22] said is worthy of attention.

Collaboration is a means to an end. Hence the emphasis is not on participation for its own sake but on inviting experts, loosely defined as those with expertise about a problem, to engage in information gathering, information evaluation and measurement, and the development of specific solutions for implementation. (p. 91)

There is a strong underpinning across academic critiques: the initiative as a tool for ultimate goals. Transparency, participation, collaboration, open government, or whatever a good term is not an ultimate goal of government. Harrison et al. [12] wrote: “We consider the nature of transparency, participation, and collaboration, suggesting that these processes should be viewed as means toward desirable ends, rather than administrative ends in themselves” (p. 83). As well, Coglianese’s [5] claim is on the same page:

Yet is transparency really the ultimate end that government should strive to serve? Rather than being valued for its own sake, transparency is actually a tool that can advance the much more fundamental goals of good public policy and legitimate governmental decision-making. Transparency can serve these larger ends in both affirmative and preventive ways. (p. 535)

5. DISCUSSIONS: CRITIQUE & DEFENSE

Since such a rhetorical concept, Government 3.0 in Korea, means far more than what Web 3.0 enables and promises, the evaluation on the Government 3.0 drive cannot be aligned to existing perspectives on e-government maturity. Government 3.0 in Korea may be something unique and different, but this fact does not necessarily give positive impression to people (especially academics) because the operational conceptualization (Table 3) lacks reasonable, concrete and solid rationale enough to encompass all those strategic directions and explain how they connect with each other under the big umbrella term. The transitive jump from Government 1.0 to 2.0 is not parallel to that from Government 2.0 to 3.0. The latter can seem like such a quantum leap. What does using the term “3.0” mean to citizens, journalists, academics, politicians, and public employees? Government 3.0 resembles policy rhetoric. Government 3.0, however, could be employed as a policy symbol or symbolic policy that ultimately creates practical values beyond just rhetoric. As such, rhetoric and symbol differ between each other. Will Government 3.0 remain rhetoric? Or will Government 3.0 be utilized as a sense-making symbol of the national initiative? This section presents critiques (just rhetoric!) of the Government

3.0 drive in Korea and then defenses (a meaningful symbol that provokes citizens’ interests) for each of critiques.

5.1 Playing with a Word: Nothing New!

All the strategies constituting the Government 3.0 drive do not have really new stuffs. For example, collaborative administration, personalizing/customizing services, and data-based management are never novel to most governments in the advanced world. The Government 3.0 drive is not actually creating a new paradigm; rather, it is only coining a new term to combine the existing ways to do. The word “x.0” contains a special meaning in the side of the Web technology evolution. “1.0” and “2.0” indicate one-way communication and two-way communication, respectively. Naturally “3.0” seems to imply a third, new manner. Web 3.0 generation delivers a relatively uniquely specified meaning (i.e., Semantic Web and personalization), but the details of Government 3.0 simply revisit the same benefits as Government 2.0 offers. What’s the difference from exiting e-government notions such as G2G (government to government), C2G (citizen to government), G2C (government to citizen), G2B (government to business), and B2G (business to government)? Many of Government 3.0 characteristics originally arise from Government 2.0. By under-evaluating the potentials of Government 2.0, the current administration tries claiming that the Government 3.0 drive is qualitatively different from the previous paradigm, Government 2.0. While the usage of the term Government 2.0 is aligned to potentials of Web 2.0, the conjunction or nexus between Government 3.0 and Web 3.0 is very partial.

Di Maio, a guru in the e-government consulting and research, published an insightful blog titled “It is time to look at Government 3.0 (or better understand 2.0)” [7]. As the title suggests, thinking about Government 3.0 is not so different from better understanding Government 2.0. Creating a new label is not a necessary work. He concluded his blog as follows:

I am not sure we need a term like government 3.0 to conceptualize all this. However, if it helps us get passed the obsession with posting public data and developing social media policies, so be it. It is time to look at how the future will totally blur role, data, service and process boundaries as we know them.

In line to his observation, “3.0” is merely being used to say that we are doing something new and wonderful. It may seem that the Korean Government plays with the word, and Government 3.0 contains something broad and abstract the way above implications Web 3.0 gives. Millard’s [15] notion, Government 1.5, doesn’t work for this situation. If we say Government 2.5, the Korean government’s acceptance of Web technology is placed somewhere between Web 2.0 and 3.0. However, this is not the case. Government 3.0 in Korea does not take much note of Web 3.0, still working much on Web 1.0 and 2.0.

Defense. So far the Government 3.0 drive may be no more than a combination of existing rhetorical notions. Whether the drive is designed in a less practical way or not is quite a different issue from whether it can be perceived as policy rhetoric, because some rhetoric can be fed with a good symbol. It’s not entirely bad that Government 3.0 is a new catchphrase employed in the inception of the new administration. The Government 3.0 drive could be a Korean version of the Open Government Initiative in the U.S., which upholds transparency, participation, and

governance (through collaboration), as President Obama announced Open Government in the very first day of his first term. If there is a difference between the two similar directions, the Open Government Initiative sounds more familiar, understandable, and attractive than the Government 3.0 drive, which sounds technical, technological, and professional. Government 3.0 may be just a difficult-to-catch term as political rhetoric. Probably it may be unexpected that the hidden meaning of 3.0 is controversial. The Government 3.0 drive is still a good package of good government strategies though there is little consensus on why that should be named Government 3.0.

Public administration is an art in some ways and a science in others [26]. The term Government 3.0 seems like an art for packaging diverse pieces of policy rhetoric. Implementing Government 3.0 strategies may require a science, but arguing persuasively for Government 3.0 is an art. Ironically it is administration as an art to promote “scientific administration”, which is one of Government 3.0 cores.

5.2 Normative Only

The Government 3.0 drive lacks the rationale of how and why the strategic directions can lead government to the envisioned status. In this way the drive sounds normative and conceptual rather than positivistic and pragmatic. There is a weak causal logic in the hierarchical scheme (Vision—Goals—Strategies) of envisioning Korean Government 3.0 and the four rudimental values (openness, sharing, communication, and collaboration) underlying the drive. This planning may make sense and turn out to be successful in its consequence. The Government 3.0 drive, however, seems inclined to hyper-optimism and even techno-determinism. All those technology-driven efforts do not have any guarantee without empirical and analytic evidence (How and why do the efforts succeed?) of cumulated successful cases.

How feasible and implementable are the Government 3.0 ideals? How can government measure and gauge the degree to which all people in Korea feel happy (Government 3.0 Vision in Figure 2)? Is happiness in Korea simplistically defined as personalized services and higher rate of employment? If these are sufficient conditions (not necessary conditions) for the ultimate vision (Koreans’ happiness), what are other important conditions? This logical scheme fails to verify in a positivistic manner (how can we prove that the drive works well?).

Defense. We cannot assert the less-measurable normative direction itself is misleading. If what a government really cares about is not whether to prove the effect of Government 3.0, the Government 3.0 drive is to cast a high-level vision for a greater society to people no matter how the government realizes 3.0 ideals. Now the administration seems to claim that the strategies “should” (neither “may” nor “can”) immediately make some reasonable effects desirably expected. But with such a leading vision individual citizens can believe the strategies may make some change in societies and governments some days. That’s what a vision is for.

5.3 Goal Displacement

Let the ultimate vision alone, what could be a touchable goal of Government 3.0? And what’s an effective means for that? One goal could be to open government and policy processes by means of opening more information and encouraging more participation.

“Opening information and policy processes” is not an ends but a means. What does government pursue by this? Government can gain consensus and at least greater acceptability of what it does. Opening something in government per se cannot be a goal, but again it’s an effective vehicle to lead government to more desirable status. There is misplacement between goals and means. Etzioni [9] named this situation as goal displacement. Envisioning needs to clarify the goal-means chain by showing how a goal is accomplished by what means. The Government 3.0 drive does not present that chain effectively.

Defense. Government 3.0 is indeed a big picture and blue print portraying the near future of Korea. Yet it is neither a roadmap nor a guideline. Any national planning cannot be perfect in advance; instead, this master plan can flexibly adjust for existing efforts—most strategies in Table 3 are already being conducted in some way. A more important thing is how the whole government of Korea can operate like a single enterprise under the large agenda, Government 3.0. Newly designing (or redesigning) the goal-means chain is not an easy work, but one thing needs to be certain. Unless a goal and means have a strong cause-and-effect relationship, the problem by goal displacement would be serious.

5.4 Problems of Opening More

The Government 3.0 drive is a top-down direction within the public sector and a government-driven push in the side of citizens. It is an irony that a government takes a leading role to “create a creative environment for creative economy”. A problem inherent in this top-down approach is apparent: less consideration of organizational resistance to the top-down direction and some possible side-effects due to Government 3.0 implementation in society. Especially, opening more information is a crucial issue in both inside and outside government bureaucracy. A key factor in promoting Government 3.0 is how to overcome the resistance of public employees to pressure of disclosing more information. There is a problem: envisioning is one thing, and implementing is another. There are various reasons for this resistance. Korean bureaucratic culture of hoarding but not opening documents has been so traditional for hundreds of years or longer. This is not only a cultural legacy but also in some way a sincere commitment to the ideal type of Weberian bureaucracy. In addition, opening more information lets public employees do more workloads by making new information to correspond to requestors’ needs. In many times an information disclosure-related work is not a priority task in public agencies that do regular routine missions [25]. That means an additional extra work to many public employees. In regard to this issue, what the government deserves to heed is the accuracy and reliability of the information disclosed. Enhancing the level of accuracy and reliability necessarily requires more works to public employees. Besides, a public information system is a target of malicious hackers. A consolidated system can promise greater efficiency and effectiveness in information sharing/integration and service delivery, but requires a high level of security. The Government 3.0 drive needs in-depth discussion on these crucial issues.

Defense. Korea cannot be an exception for the move of cross-boundary information sharing and integration, even though there is no common agreement on information sharing and integration in the side of managers and departments. For this move,

information disclosure is a basic condition. Governments should make public employees think that the benefits from information sharing and integration exceed the costs of that activity. Cross-boundary information sharing and integration initiatives should be aligned to the transition of organizational culture from control to collaboration.

5.5 Political Swings

One provincial government in Korea (Gyeonggi-do) announced to join the Government 3.0 drive in June, 2013. This is the first joiner in that drive as a provincial or local government. The incumbent Gyeonggi-do governor is affiliated to the same party of President Park, which means other provinces, metropolises, or local governments in the opposition would not come along with the Government 3.0 drive led by the Park administration, the Blue House, and the National Government. Here another implication is that the Government 3.0 drive is difficult to last long with political swings. The Korean presidency is a single five-year term, so the fad of Government 3.0 may disappear if the opposition party wins for the next term. As of summer 2013, only four and half years remain for President Park's term. This amount of time does not look sufficient to achieve all the supreme ideals that the Government 3.0 drive puts forth. In this way, Government 3.0 is not any more a purely neutral word, but rather dependent upon political swings. Especially in bipartisan regimes, this plausible guess turns out to be true. The U.S. President Obama's Open Government Initiative got this kind of the first impression: "During his presidential campaign, Barack Obama pledged to reverse the course taken by his predecessor along many fronts, including the Bush Administration's posture toward openness in government" [5: p. 529].

Defense. Government 3.0 looks like a national policy symbol of this incumbent administration. Despite its conceptual abstractness, many have positive expectations on the change the Government 3.0 drive can make. If the term Government 3.0 is itself just a fancy name or catchphrase of the current national drive, it is an unpleasant anticipation to say no more Government 3.0 spirits in the next presidency and provincial/local governments led by administrators belonging to the opposition party. Various practices of Government 3.0 may be happening in those governments. Though some government agencies do not call what happens as Government 3.0, one may know this is not much different from what the Government 3.0 drive suggested. As the U.S. Open Government Initiative is a flagship initiative to address core public values and offer various opportunities for public and agency engagement [14], the Government 3.0 drive also infuses all government agencies and citizens with good values and new opportunities for changes and improvements. The life of the policy symbol per se may not be long, but the message underlying the symbol may stay longer beyond the presidency.

6. CONCLUSION

This paper reviews the Government 3.0 drive through which the President Park in Korea has pledged to upgrade and reinvent government. Some journalists discuss and criticize what the nature of Government 3.0 is and how Government 3.0 can make contribution to the Korean government and society, but academics and researchers have not presented any serious comments in scholastic outlets so far because the drive just

kicked off and what can be judged is only the content of the plan (not processes and performance yet). That, therefore, makes this paper the first academic piece of critiques against and also constructive suggestions for the Government 3.0 drive in Korea (in regard to how the drive could be improved in a realistic way).

As discussed up to this point, Government 3.0 in Korea means far more than a mature stage of e-government. Given the conceptual gap between the technological context and the policy context of a "3.0" syndrome, some recognize Government 3.0 as no more than policy rhetoric. Perhaps others may see it as a reasonable symbol for the national top-down drive, a new momentum for substantial change in governments and societies, and a timely stimulus for reboosting engines of national economic development. However, we don't know yet where Government 3.0 goes beyond its broad rhetoric. What we need to do is to keep a close eye on how the Government 3.0 drive is working, as not only U.S. citizens but all global people interested in open government have observed how the Open Government Initiative makes contribution to governments and societies.

From in-depth discussions, this paper offers realistic suggestions. The comparison with Digital Europe 2030 helps us know the possibility of various situations that are desirable or not. The possible results of the Korean Government 3.0 drive could be specified by reasonable scenarios. For example, opening more (in the aspects of information and participation) is not always better. Academics' critique of the Open Government Initiative gives us the lesson that governments need to clarify the definition and concept of the abstract terms related to the initiative and what the ends and means are. For the Government 3.0 drive not to remain as normative rhetoric, governments should collect empirical evidence by which they can assess how much public values are achieved by the drive. Government 3.0 as a flagship initiative does not show something really different from the past. The Park administration still needs a strong rationale to take account of why Government 3.0 can be considered a new paradigm and how Government 3.0 will build better governments and societies.

The lesson from the Korean Government 3.0 drive can spread to other countries because what the drive contains is already a trendy issue in many countries. Hence timely discussions in this paper can create values for Korea and many countries that recently take step on ICT-driven reform moves. A next, immediate step of research on Government 3.0 will be a check out of how the Korean Government 3.0 drive evolves and an empirical examination of the extent to which the Korean Government accomplishes Government 3.0 goals. A further, demanding but meaningful step of research on Government 3.0-equivalent initiatives requires sharing experiences at the regional and international level, and such effort, as Misuraca et al. [17] suggested, requires developing a joint strategic research agenda. This paper will be part of diverse observations on today's trendy government reforms and also contribution to building and enriching an accumulation of productive critiques and recommendations.

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