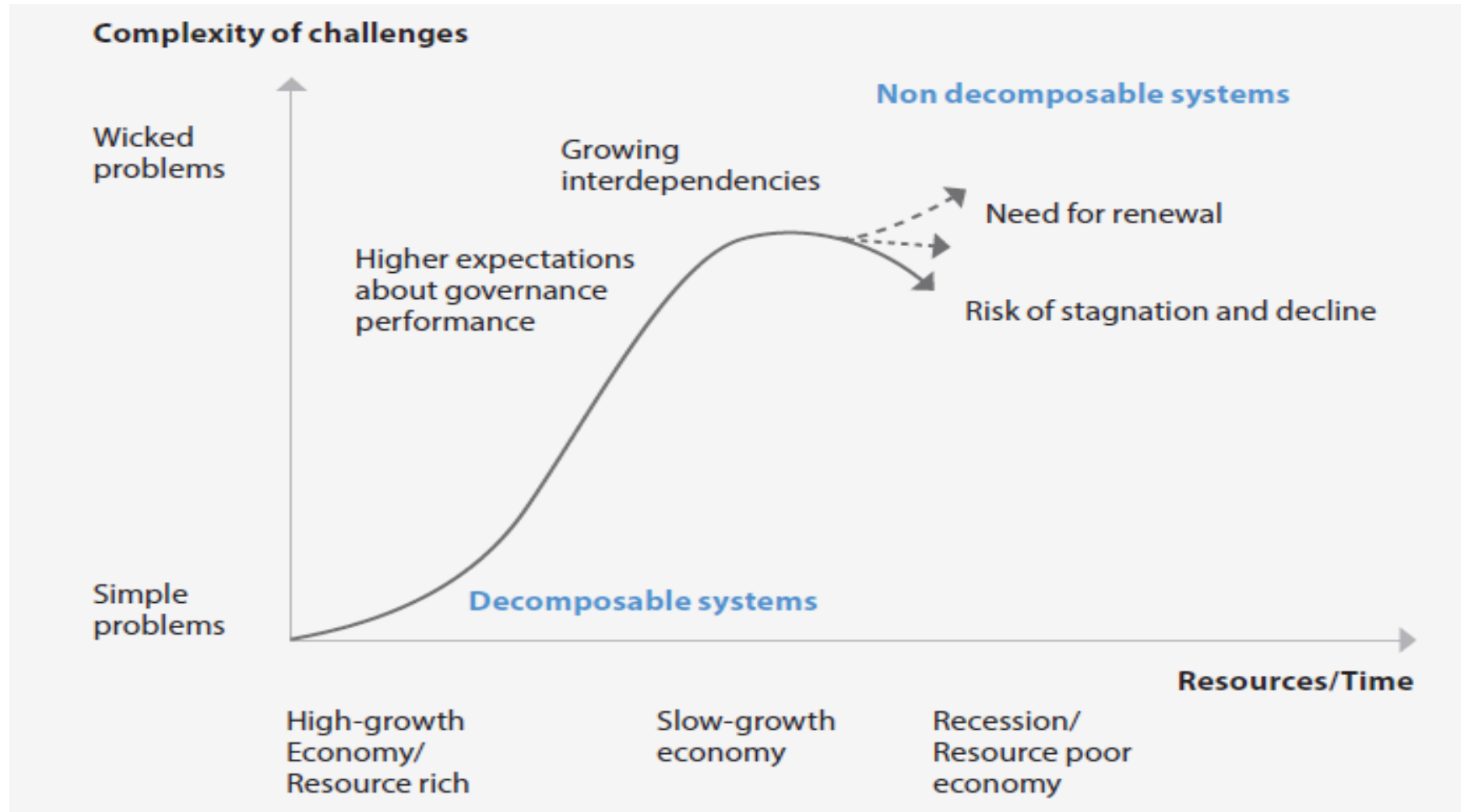# Strategic Public Communication and Media Ecosystem for Open Government

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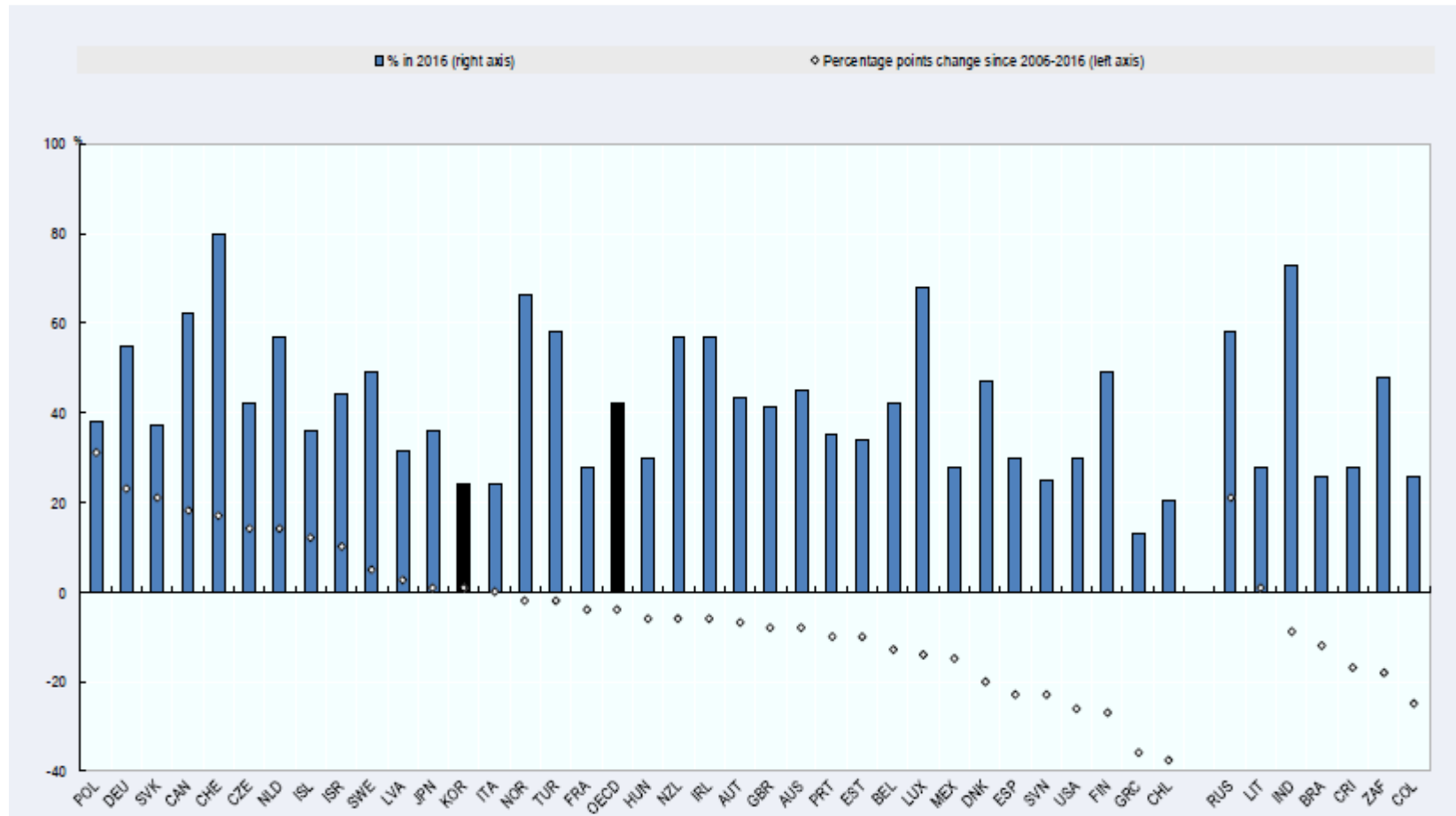
Adjunct Research Fellow of KDI

The New Normal and Wicked Problems

Source: SITRA(2014)

Confidence in National Government in 2016 and its Change since 2006

Note: Data refer to the percentage who answered "yes" to the question: "Do you have confidence in national government?" (data arranged in descending order according to percentage point change between 2006 and 2016). Data for Iceland are 2013 rather than 2015

Source: OECD & KDI (2018)

Overarching Context

- In an effort to counteract **the deterioration of trust in public institutions and disengagement in public life**, OECD member and non-member countries have, over the past decade, pursued initiatives that have promoted **transparency, integrity, accountability and stakeholder participation**.
  - The threats to inclusive growth and good governance that have predominated since the financial crisis, including reductions in levels of trust and stakeholder participation in public life, are posing mounting challenges.

- These have arisen, furthermore, in combination **with shifting demographics, continuous technological advances, and increasing attacks on speech and media freedoms**, which have fallen to their lowest level for a decade.
  - Media organisations are trusted by less than 50% of the population in 22 of 28 countries studied, and nearly 7 in 10 people worry about false information (Edelman Trust Barometer, 2018).

OECD Trust in Government Framework (2018)

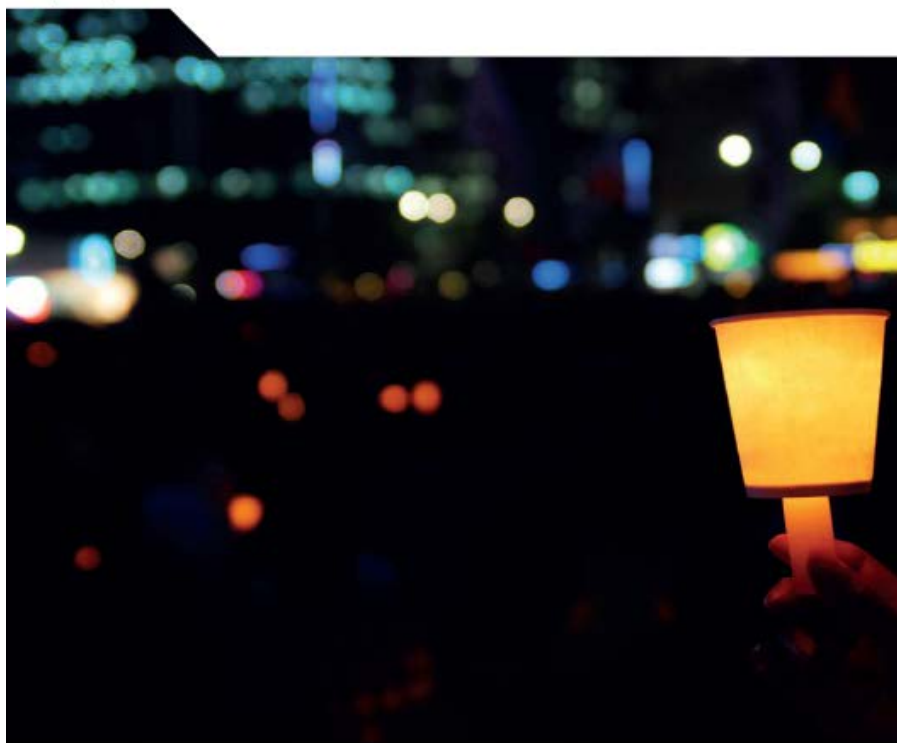**Understanding the Drivers of Trust in Government Institutions in Korea**

Table 1.5. Deconstructing citizens' trust in public institutions (the OECD Trust Framework)

Trust component	Government mandate	Concern affecting trust	Policy dimension
Competence: governments' ability to deliver to citizens the services they need, at the quality level they expect	Provide public services	Access to public services, regardless of social/economic condition Quality and timeliness of public services Respect in public service provision, including response to citizen feedback	Responsiveness
	Anticipate change, protect citizens	Anticipation and adequate assessment of evolving citizen needs and challenges Consistent and predictable behaviour Effective management of social, economic and political uncertainty	Reliability
Values: drivers and principles that inform and guide government action	Use power and public resources ethically	High standards of behaviour Commitment against corruption Accountability	Integrity
	Inform, consult, and listen to citizens	Ability to know and understand what government is up to Engagement opportunities that lead to tangible results	Openness
	Improve socio-economic conditions for all	Pursuit of socio-economic progress for society at large Consistent treatment of citizens and businesses (vs. fear of capture)	Fairness

OECD   KDI

Trends in Confidence in Government

Korea
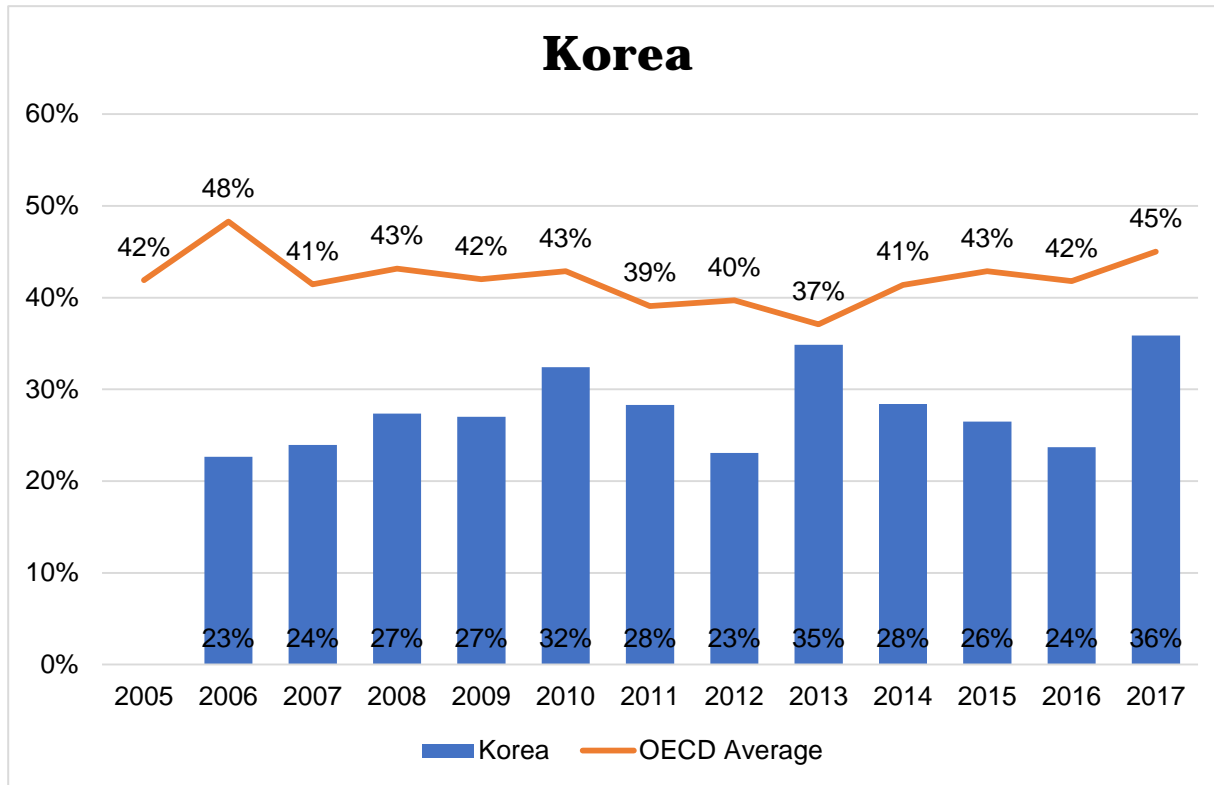
Source: Lim and Wang (2018), based on Gallup World Poll data
Note: Confidence in government is measured by the proportion of respondents who say yes to the question, "Do you have confidence in each of the following, or not? How about the national government?" (Question WP139)

Annual time series data show that confidence in government is sensitive to current events and government actions. In Korea's case, it seems to be driven primarily by political cycle, economic performance, disaster response, corruption, and perception of the government's indifference to people's concerns.

Major Events

Feb 2008 President Lee Myung-bak takes office

Apr 2008 Candlelight demonstrations

Sep 2008 Effective response to the global financial crisis

Nov 2010 Seoul G20 Summit

Jul 2012 Lee's elder brother jailed (corruption)

Feb 2013 President Park Geun-hye takes office

Apr 2014 Sewol Ferry tragedy

May 2015 MERS epidemic

Apr 2016 Ruling party defeated in parliamentary elections

Sep 2016 Park-Choi's corruption scandal breaks

Mar 2017 Park removed from office through impeachment

May 2017 President Moon Jae-in takes office

Gallup Polling Period
2006: Mar
2007: May
2008: Sep 5 – Sep 30
2009: Sep 2 – Sep 27
2010: Jun 7 - Jul 16
2011: Jun 16 – Jul 12
2012: part 1: Feb 8 – Mar 18; part 2: Apr 23 – May 24
2013: Jun 10 – Sep 13
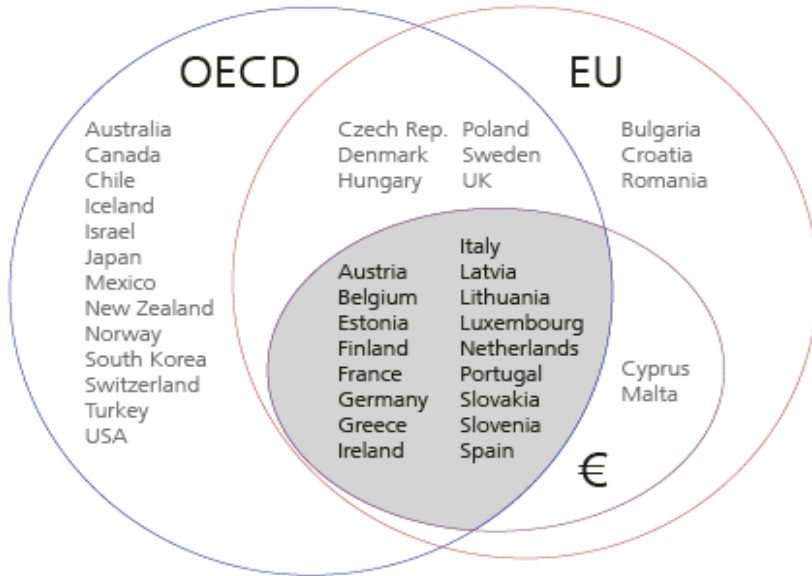2014: part 1: May 9 – Jul 12; part 2: Oct 1 – Nov 25
2015: Sep 4 – Nov 27
2016: May 12 – July 18
2017: Mar 28 – Jul 2

Declining Quality of Democracy, Increasing Polarization and Deficits in Governance Capacities (SGI, 2018)

Of the 41 SGI countries, 17 are members of the OECD, EU and eurozone.

OECD

Australia
Canada
Chile
Iceland
Israel
Japan
Mexico
New Zealand
Norway
South Korea
Switzerland
Turkey
USA

Czech Rep.   Poland
Denmark   Sweden
Hungary   UK

EU

Bulgaria
Croatia
Romania

Austria   Italy
Belgium   Latvia
Estonia   Lithuania
Finland   Luxembourg
France   Netherlands
Germany   Portugal
Greece   Slovakia
Ireland   Slovenia
                   Spain

Cyprus
Malta

€

● Policy Performance

Economic Policies	⌄
Social Policies	⌄
Environmental Policies	⌄

● Democracy

Quality of Democracy	⌄

● Governance

Executive Capacity	⌄
Executive Accountability	⌄

Category	Quality of Democracy	Executive Capacity	Executive Accountability

Criterion
Indicator
Indicator
Indicator
...

Quality of Democracy

Electoral Processes
- Candidacy Procedures
- Media Access
- Voting and Registration Rights
- Party Financing
- Popular Decision-Making

Access to Information
- Media Freedom
- Media Pluralism
- Access to Government Information

Civil Rights and Political Liberties
- Civil Rights
- Political Liberties
- Non-discrimination

Rule of Law
- Legal Certainty
- Judicial Review
- Appointment of Justices
- Corruption Prevention

Executive Capacity

Strategic Capacity
- Strategic Planning
- Scholarly Advice

Interministerial Coordination
- GO Expertise
- GO Gatekeeping
- Line Ministries
- Cabinet Committees
- Ministerial Bureaucracy
- Informal Coordination

Evidence-based Instruments
- RIA Application
- Quality of RIA Process
- Sustainability Check

Societal Consultation
- Negotiating Public Support

Policy Communication
- Coherent Communication

Implementation
- Government Efficiency
- Ministerial Compliance
- Monitoring Ministries
- Monitoring Agencies, Bureaucracies
- Task Funding
- Constitutional Discretion
- National Standards

Adaptability
- Domestic Adaptability
- International Coordination

Organizational Reform
- Self-monitoring
- Institutional Reform

Executive Accountability

Citizens' Participatory Competence
- Policy Knowledge
- Voicing Opinion to Officials
- Voter Turnout

Legislative Actors' Resources
- Parliamentary Resources
- Obtaining Documents
- Summoning Ministers
- Summoning Experts
- Task Area Congruence
- Audit Office
- Ombuds Office

Media
- Media Reporting
- Newspaper Circulation
- Quality Newspapers

Parties and Interest Associations
- Intra-party Democracy
- Association Competence (Business)
- Association Competence (Others)

Sustainable Governance Indicators (2018)

Policy Performance and Governance Capacities in the OECD and EU

Sustainable Governance Indicators 2018

1. Concept of liberal democracy increasingly under pressure in Western industrialized nations as well.

2. Increased political polarization makes governance more difficult.

3. Less societal consultation, more confusing policy communication and increasingly weak media coverage.

4. In some countries, confidence in government is growing – despite lowered democratic Standards.

5. Poor conditions for solving long-term political problems.

6. Quality of democracy and good governance are by no means "only" an end in themselves.

OECD Open Government

- Countries are increasingly acknowledging the role of **open government reforms** as catalysts for **public governance, democracy and inclusive growth**.
  - The OECD (2016) defines open government as "a culture of governance based on **innovative and sustainable public policies and practices** inspired by the principles of **transparency, accountability, and participation** that fosters **democracy and inclusive growth**."

- The OECD underscores how open government principles are changing **the relationship between public officials and citizens**, making it more dynamic, mutually beneficial and based on **reciprocal trust**.
  - OECD (2016, 2018) finds that open government initiatives are a **strategic tool** to achieve broader policy objectives, rather than as an end to itself.

Public Communication and Media Ecosystem for Open Government and State

- **The OECD Recommendation of the Council on Open Government** emphasize the role of communication as a key pillar of promoting **open government and open state**.
  - Provision 6: "**Actively communicate on open government strategies and initiatives, as well as on their outputs, outcomes and impacts**, in order to ensure that they are well-known within and outside government, to favour their uptake, as well as to stimulate stakeholder buy-in."
  - Provision 10: "While recognising the roles, prerogatives, and overall independence of all concerned parties and according to their existing legal and institutional frameworks, explore the potential of moving from the concept of open government toward that of open state." For the purpose of this Recommendation, the following definition of stakeholders is used: "any interested and/or affected party, including: **individuals, regardless of their age, gender, sexual orientation, religious and political affiliations; and institutions and organisations, whether governmental or non-governmental, from civil society, academia, the media or the private sector**".

Recommendation of the Council on Open Government

OECD Legal Instruments

Objectives of countries' open government strategies

Legend: OECD35, ALL53

OECD Open Government and State Strategy

Framework for an open government strategy

National objectives

- National development plans
- Country's strategic vision
- Public governance programme/reform

Open government strategy

Open State
(Open Legislative-, Judicial- and Executive branch & sub-national level)

The OECD defines open government as
"a culture of governance based on innovative and sustainable public policies and practices inspired by the principles of transparency, accountability, and participation that fosters democracy and inclusive growth."

Thematic areas

- Public sector integrity and anti-corruption
- Public sector modernisation/reform
- E-government/digital government
- Public procurement
- Public sector innovation
- Public financial management
- Civil service/human resource management

Initiatives and activities (Examples)

- Open data, data sets and hackathons
- Open budget and participatory budgeting
- Open parliament
- Open contracting
- Town hall meetings
- Innovation labs and open science
- Asset disclosure and management of conflict of interests
- Whistleblower protection

The OECD "Open State" approach

- Legislative branch Implementing an open parliament strategy and initiatives
- Dialogue co-ordination, sharing of good practices and experiences between the different actors
- Independent state institutions implementing an open government strategy and initiatives
- **Citizens** Development of a common understanding and commitment to spread the benefits of transparency, accountability and citizen participation to the entire state
- **Private sector**
- **Academia**
- Executive branch implementing an open government strategy and initiatives
- Judicial branch implementing an open judiciary strategy and initiatives
- **Civil society**
- Local governments Implementing an open government strategy and initiatives

Source: OECD (2016)

Communication for Open Government

- Effective **communication (i.e., information, consultation and engagement) in the policy cycle** is at the core of an open government and has to be an integral element of countries' move towards openness across all branches of the state.
  - **From the basic information provision of information to full engagement forms such as co-production, co-delivery and co-evaluation**, the influence of public communication and media ecosystem on policy making can be noted.
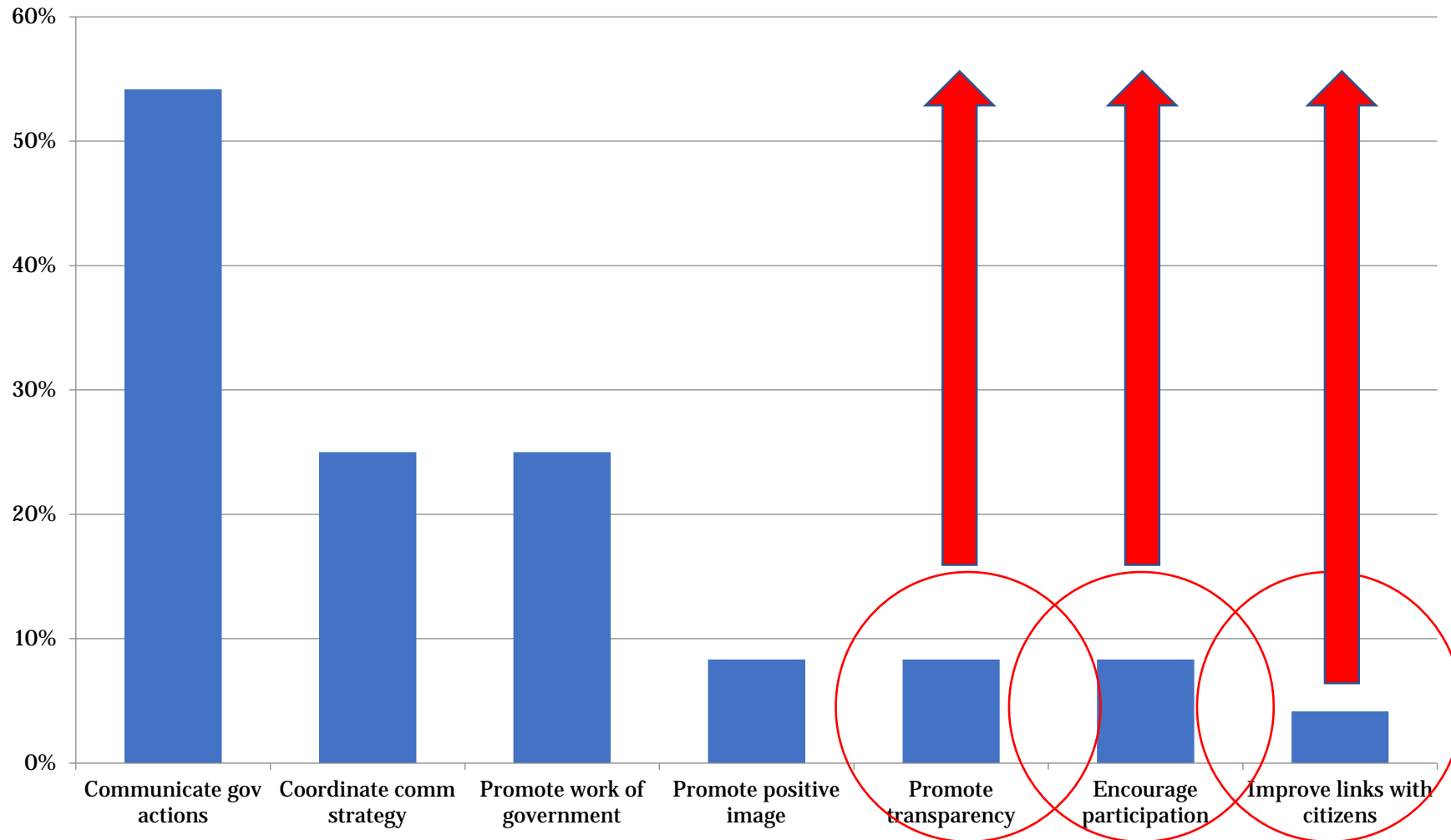
The imaginary ladder of participation practices: Levels of stakeholder participation

Information
- Make information and data available to other parties
- Make targeted audience more knowledgeable and sensitive to specific issues
- Encourage stakeholders to relate to the issue and take action

Consultation
- Gather comments, perception, information and experience of stakeholders
- No obligation to take stakeholders' view into consideration in final outcome

Engagement
- Provide opportunities to take part in the policy processes
- May entail that participants have an influence over decision making
- Can include elements of co-decision / co-production; balanced share of power among stakeholders involved

Source: OECD (2015)

Main Communication Objectives of Center of Government (OECD, 2017)

Source: OECD (2017)

Open Government Partnerships

1. Increase the availability of **information about governmental activities**.
2. Support **civic participation**.
3. Implement the highest standards of **professional integrity** throughout our administrations.
4. Increase **access to new technologies** for openness and accountability.

Gender

OGP is working to streamline gender into open government commitments...

Anti-Corruption

Corruption harms everyone by taking tax dollars from needed public services...

Digital Governance

The expansion of the evolving role of digital tools and social media...

Civic Space

Ensuring the right to freedom of expression, association, and peaceful...

Justice

OGP works to expand responsiveness, accountability and inclusion in all...

Education

Many OGP governments work to make education information more transparent...

Extractive Industries

Governments often manage oil, gas, and mineral resources on behalf of citizens.

Health

Open data and public policy decisions can improve health outcomes.

Policy Areas:

The right to information, gender and inclusion, digital governance and rights, protection of civic space and natural resources, and corruption are some of the issues addressed by OGP participants.

Open Government Partnership

Anti-Corruption

Beneficial Ownership

Money in Politics

Open Contracting and Procurement

Civic Space

Defending Journalists and Activists

Freedom of Assembly

Freedom of Association

Digital Governance

Extractive Industries

Fiscal Openness

Fiscal Transparency

Oversight of Budget/Fiscal Policies

Participation in Budget Processes

Gender

Justice

Marginalized Communities

Public Service Delivery

Education

Health

Water and Sanitation

Right to Information

Open Government in Korea

Results of Government Innovation Public Opinion Poll
(2,143 participants / Feb. 1 ~ Mar. 5, 2018)

Major keywords

Participation and cooperation
22%
Communication and cooperation with the people (8%)
Broad citizen engagement (5%)
...

Better quality of the people's lives, social value
44.3%
Promoting the public interest (10%)
Better quality of the people's lives (6%)
Protecting the disadvantaged (6%)
...

Removing outdated practices
33.7%
A fair and transparent government (14%)
Proactive administration focused on onsite needs (9%)
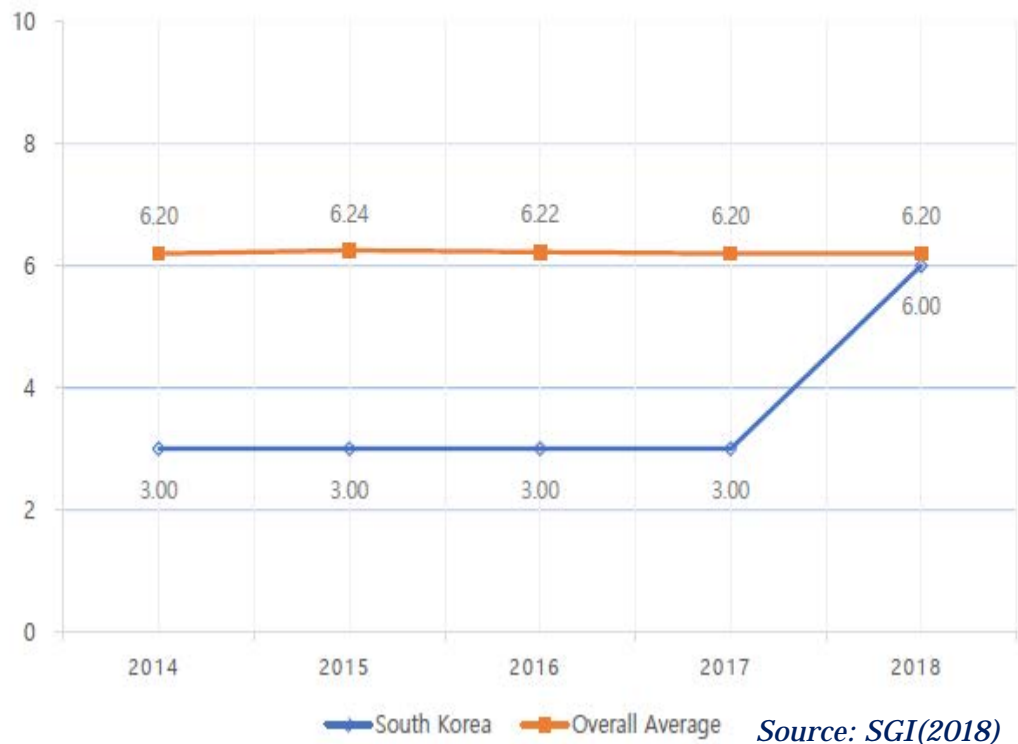Government efficiency (8.6%)
...

Major Keywords

- Open government is defined as a culture of governance based on innovative and sustainable public policies and practices inspired by the principles of transparency, accountability, and participation that fosters democracy and inclusive growth (OECD, 2016).

- The Government of Korea increasingly acknowledges the role of open government reforms as catalysts for good governance and inclusive growth.

- Open government principles are changing the relationship between public officials and citizens, making it more dynamic, mutually beneficial and based on reciprocal trust in Korea.

- Open government initiatives are a tool for achieving broader policy objectives, rather than an end in themselves in Korea.
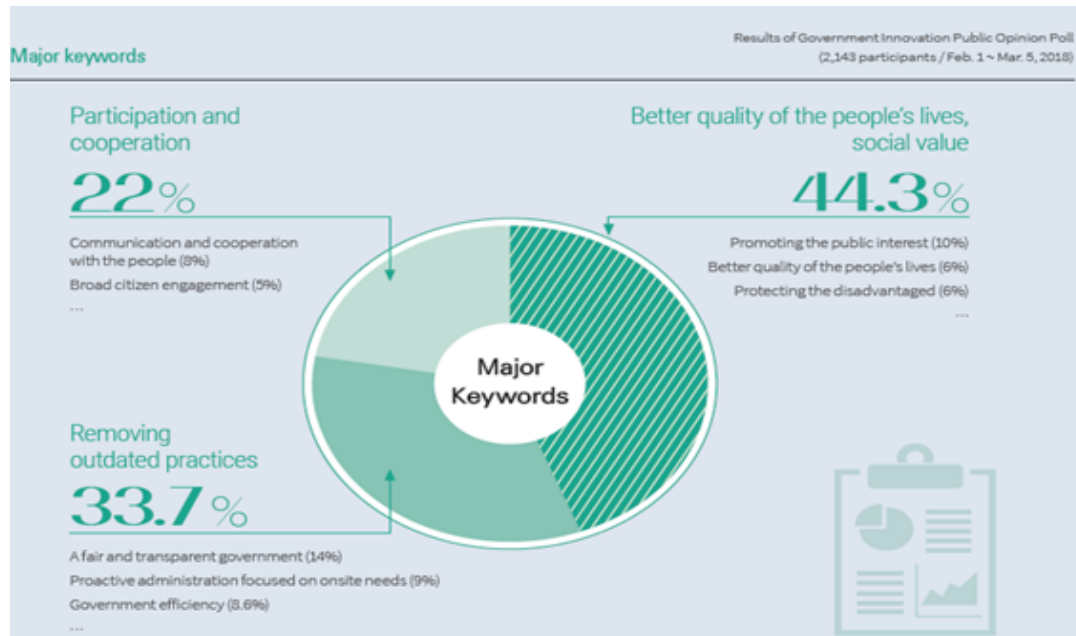
Assessment of Public Communication and Media Ecosystem in Korea (KDI, 2019)

SOCIAL CONSULTATION:
SOUTH KOREA-OVERALL AVERAGE (2014-2018)

Overall Average: 6.20, 6.24, 6.22, 6.20, 6.20
South Korea: 3.00, 3.00, 3.00, 3.00, 6.00

Years: 2014, 2015, 2016, 2017, 2018

Legend: South Korea, Overall Average

Source: SGI(2018)

ACCESS TO INFORMATION:
SOUTH KOREA-OVERALL AVERAGE (2014-2018)

Overall Average: 7.20, 7.14, 7.04, 6.87, 6.74
South Korea: 4.67, 4.67, 4.67, 5.00, 5.67

Years: 2014, 2015, 2016, 2017, 2018

Legend: South Korea, Overall Average

Source: SGI(2018)

Does the government consult with economic and social actors in the course of policy preparation?

Are the media independent and do they express a diversity of opinions? Is government information accessible?
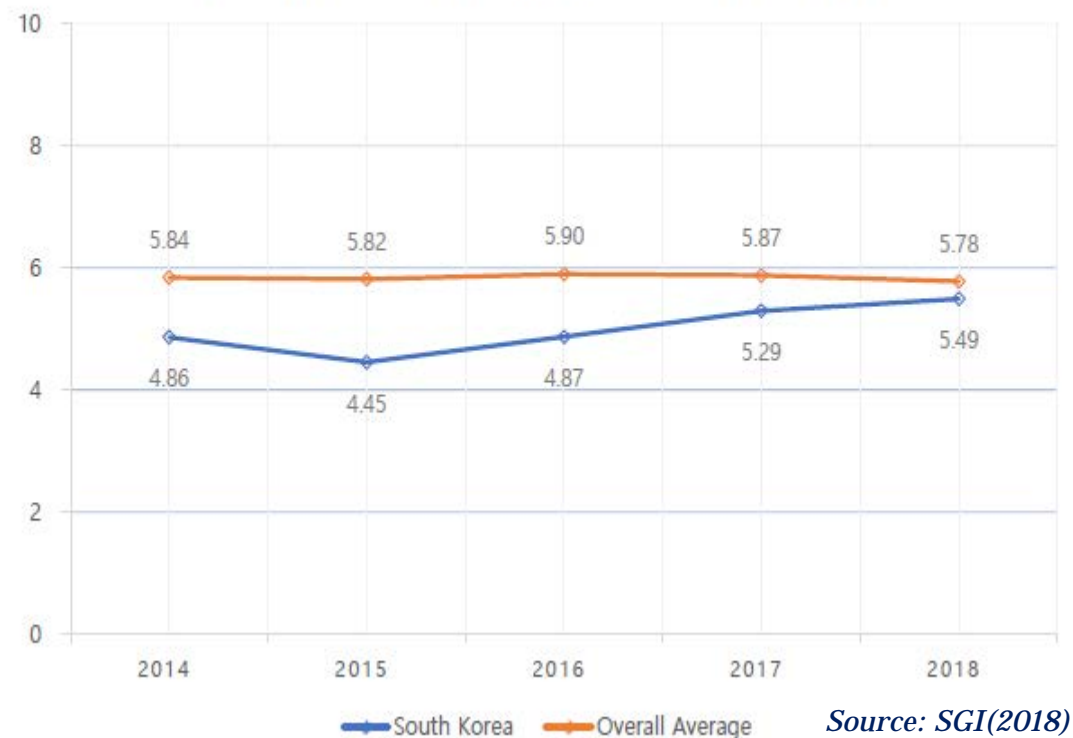
Assessment of Public Communication and Media Ecosystem in Korea (KDI, 2019)

POLICY COMMUNICATION:
SOUTH KOREA-OVERALL AVERAGE (2014-2018)

6.41   6.37   6.34   6.17   6.05

6.00   6.00   6.00   5.00   6.00

Source: SGI(2018)

─◆─ South Korea   ─■─ Overall Average

Does the government coordinate policy communication to ensure statements align with government strategy?

CITIZENS' PARTICIPATORY COMPETENCE:
SOUTH KOREA-OVERALL AVERAGE (2014-2018)

5.84   5.82   5.90   5.87   5.78

4.86   4.45   4.87   5.29   5.49

Source: SGI(2018)

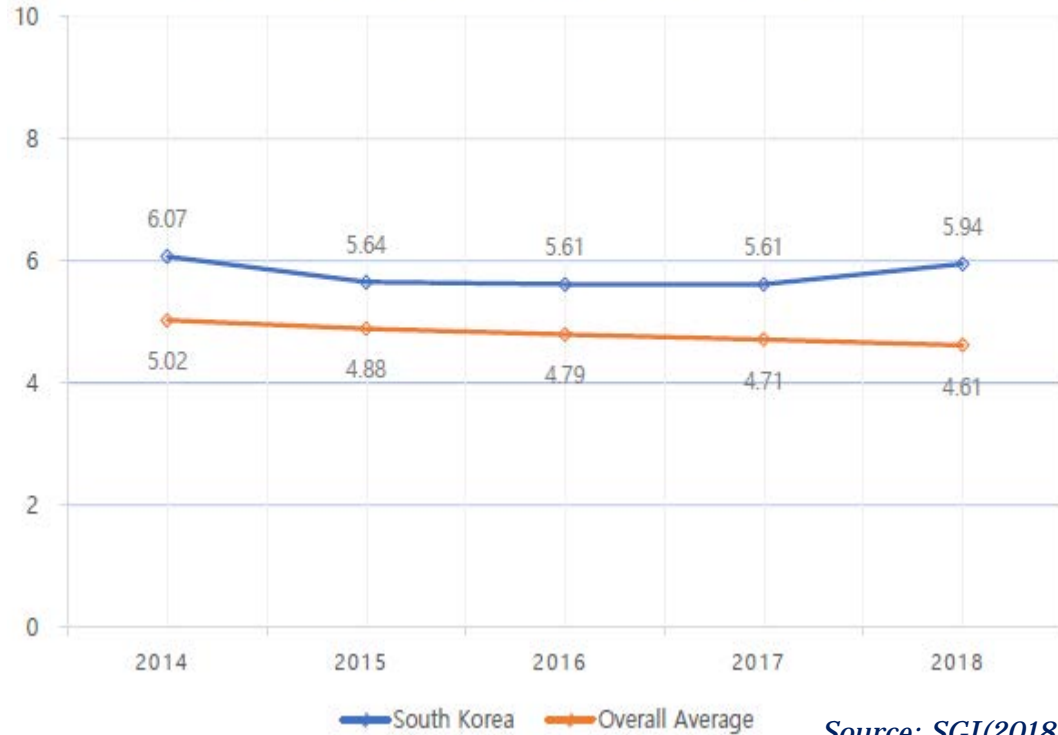─◆─ South Korea   ─◆─ Overall Average

Do citizens possess the information and knowledge needed to evaluate government policies?

Assessment of Public Communication and Media Ecosystem in Korea (KDI, 2019)

MEDIA:

SOUTH KOREA-OVERALL AVERAGE (2014-2018)

6.07   5.64   5.61   5.61   5.94

5.02   4.88   4.79   4.71   4.61

2014   2015   2016   2017   2018

── South Korea   ── Overall Average

Source: SGI(2018)

Do the media provide substantive information, enabling the broader public to evaluate government decisions?

When [fake news] activities move from sporadic and haphazard to organized and systematic efforts, they become disinformation campaigns with the potential to disrupt campaigns and governance in entire countries.

BROOKINGS

CITIES & REGIONS   GLOBAL DEVELOPMENT   INTERNATIONAL AFFAIRS   U.S. ECONOMY   U.S. POLITICS & GOVERNMENT

>> ENERGY, BY THE WAY, IS THE BIGGEST LATE

(XLE) ENERGY SPDR 69.70 +0.60 [+0.87%] VOL: 13,180,216   INTRA DAY

BREAKING   MARKETS FALL AS FLYNN PLEADS GUILTY TO LYING TO FBI

REPORT

How to combat fake news and disinformation

Public Communication and Media Ecosystem for Open Government

- OECD analysis has shown that approaches focused on **supporting strategic public communications and media ecosystems** provide an essential, though underexplored, component to supporting **open government principles**.
  - Public communications and media ecosystems is understood as the combination of communication and media governance structures (i.e. institutional, legal, policy and regulatory frameworks) as well as principal actors (i.e. governments, traditional and social media companies and citizen journalists).

- The information gathered in the Global Report, in numerous OECD Open Government Reviews and from analysis of Open Government Partnership National Action Plans shows that governments have ***NOT*** yet dedicated sufficient effort to strengthening the contribution of public communication and media ecosystems for open government principles.
  - OECD data shows that less than 10% of respondents list promoting transparency or encouraging stakeholder participation as one of the key objectives of their **centre-of-government communication strategy**.

Anticipatory Governance and Public Communication

Protection

Anticipatory governance is 'a broad-based capacity extended through society that can act on a variety of inputs to manage emerging **knowledge-based ICT** while such management is still possible'.

Prevention
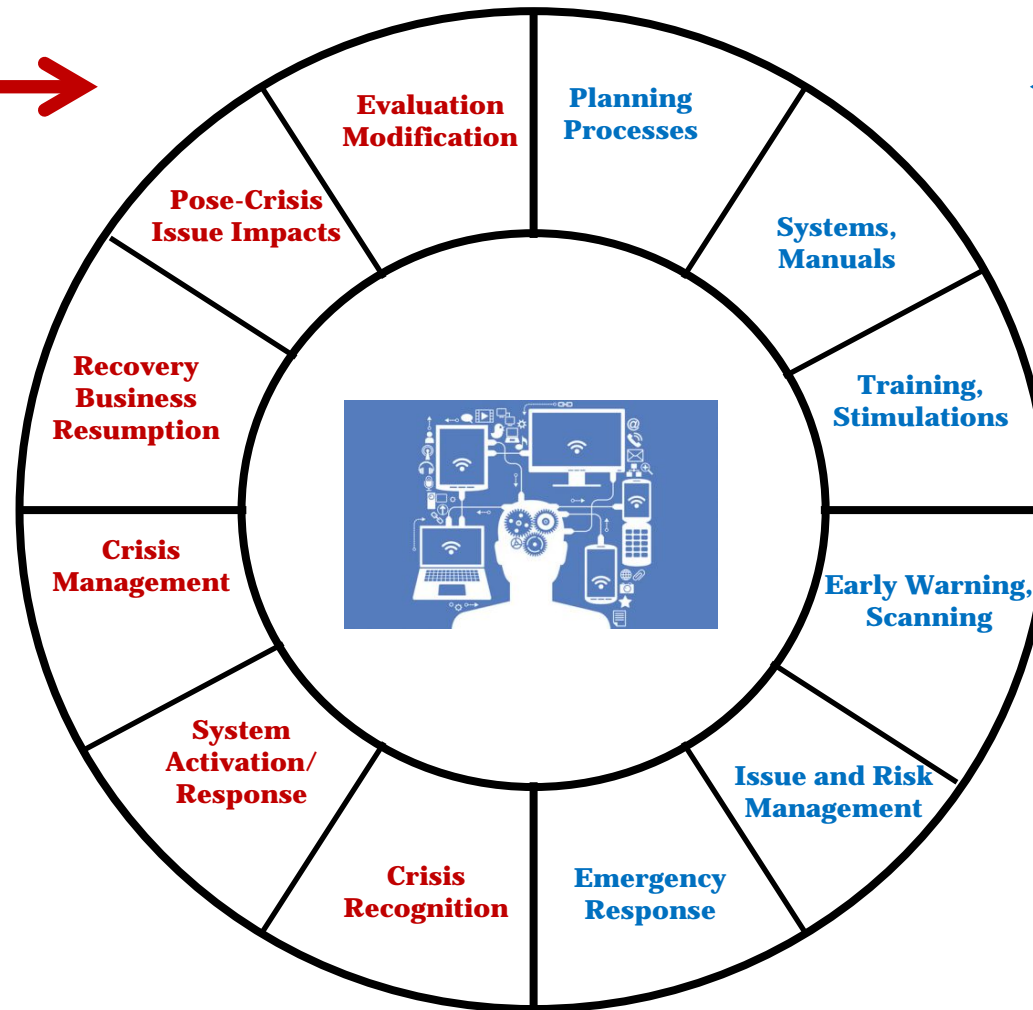
Anticipatory governance motivates activities designed to build capacities in **foresight, engagement,** and **integration** – as well as through their production **ensemble**.

Evaluation Modification

Planning Processes

Pose-Crisis Issue Impacts

Systems, Manuals

Recovery Business Resumption

Training, Stimulations

Crisis Management

Early Warning, Scanning

System Activation/ Response

Issue and Risk Management

Crisis Recognition

Emergency Response

Policy Recommendation

1. ***The use of data and evidence*** *to improve public communication and media policies and services for* **citizens** *in terms of* **value for money**

   - What are the key enablers that governments need to put in place to ensure that **data from multiple sources** can be used for the design of public communication and media policies and service delivery?
   - Given the potential benefits and risks of **audience-profiling practices**, how can governments build greater trust in terms of how personal data is processed, shared and re-used within the public sector?
   - What innovative methods could governments employ to **monitor, evaluate and learn from the implementation** of public communication and media initiatives in the era of digital transformation?

Policy Recommendation

*2. Public communication as **an instrument of policy making and trust in government***

- How are countries using **public communication initiatives (i.e. press releases, communication campaigns, or official social media pages of the ministry for examples)** as means to improve policymaking or service design and delivery? What are challenges impeding these efforts?
- What are the key challenges public administrations face when using **social media** for transparency, integrity, accountability and participation?
- Given that an informed public underpins democracy, what are some of the most effective initiatives or tools that public officials can use to **combat disinformation**?

Policy Recommendation

*3. Innovative **citizen participation** to help policy makers design better policies and services*

- How to **design stakeholder and citizen participation** so that recommendations are informed and can be useful for public officials?
- How to design participatory processes so that participants are as **diverse and representative** as possible?
- Where have new forms of participation been **institutionalized**? And how should they be institutionalized to become a part of the decision-making process?

Thank you.

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