Republic of Korea National Action Plan on Open Government Partnership

I. INTRODUCTION

The number of complex social issues that cannot be solved solely by one party—low growth rate/high unemployment rate, income gap, and low fertility/aging population—is on the rise. Now, more than ever, citizens have a strong will to participate in the policy-making process as the transformational development of information and communication technology has removed social barriers at every corner of the society, and they are more capable of raising their voices on social issues thanks to social network services such as Facebook and Twitter. In response to the changing environment in the public service sector, the Korean government has strengthened communication and collaboration not only among government entities but also between the public and the government, and has put much effort to provide citizens with personalized public services.

In June 2013, the Korean government announced the new vision for government operation called "Government 3.0," which places emphasis on openness, sharing, communication, and collaboration. Under this new vision, the government is undergoing a paradigm shift to move away from a government-led approach to a more people-oriented approach.

Promoting the values of openness, sharing, communication, and collaboration, the Korean government has striven to become a "transparent, competent, and service-oriented government." A transparent government opens and shares public data to citizens and lets them communicate with the government and participate in the policy-making process. A competent government removes barriers among government departments to promote inter-departmental collaboration and resolves social issues at hand. Lastly, a service-oriented government adopts a people-oriented approach and provides public services tailored to individuals even before they realize their needs.

Government 3.0 plays an effective role in achieving the Open Government Partnership (OGP) initiative, and through this new paradigm, the Korean government has worked hard on

grand challenges of improving public administration, enhancing civil service integrity, and managing public resources in an efficient manner.

II. The EFFORTS OF THE KOREAN GOVERNMENT TO BECOME OPEN GOVERNMENT

The Korean government has put various policy efforts under the paradigm of Government 3.0 in order to disclose a wider range of public information on government activities and enhance public participation in the policy-making process. Much effort has been placed also in promoting awareness of ethics and civil service integrity among government officials and providing customized public services with the help of cutting-edge information technology.

1. Improved Public Services

a. Development of a Public Communication Channel

In order to reflect the public opinion in policy making and create an atmosphere of discussion within the government, the Korean government came up with a plan to promote online policy discussion for private-public collaboration in September 2013, which was then executed in the central and local governments. In addition, in order to raise the public awareness of online policy discussion, the e-People website (epeople.go.kr), an online portal for policy discussion, has hosted special policy discussions on the web in collaboration with a private Korean web portal "Daum" on social issues with high public interest such as food safety and excessive private education. As a result, the number of online discussions increased five times within a year (53 discussions in 2012 and 280 discussions in 2013). The policies discussed were mainly about education, food, housing, job searching, labor, sexual violence, safety, transportation, and welfare, which had attracted the most interest from the public. As for some issues such as food safety and education, public opinions were reflected on actual government policies. Besides, the Korean government also laid a legal and institutional foundation for private-public collaboration by adding new provisions in the Administrative Procedures Act concerning efforts to expand the public participation and online policy discussions.

b. Improved Service Delivery Platform

Complex problems that occur on the ground cannot be resolved without combined efforts by all the related government entities, including both local and central government agencies. For instance, in response to concerns of the people who live near industrial complexes where chemical leaks might occur, six chemical disaster prevention centers were established throughout the nation to deal with any possible problems on site in collaboration with eight to nine government agencies.

Also, in 2014, six separate government agencies that provided different public services on employment and welfare were incorporated to form the Employment and General Welfare Center in Namyangju, just east of Seoul, which acts as a one-stop service center for citizens.

c. **Improved Accessibility through Online Portal Service**
The 24-hour public online services website (Minwon24: minwon.go.kr) is an integrated platform for information closely related to people's daily lives (e.g. fines and refunds). Not only that, the website provides multiple civil services required to deal with a life event such as a change of address and death as a "Civil Service Package" for citizens in a convenient manner.

In addition, the websites of central and local government agencies now have a specific section, "Government 3.0/Information Disclosure," which instantaneously discloses information that people wants regardless of their requests. This gave people a greater accessibility to public information.

To enhance the compatibility and accessibility of information disclosure portal (open.go.kr), no software programs are required when people access the portal to register and check up information.

d. **Provision of Various Public Services**
In order to ensure a service-oriented government, the Korean government has actively provided public services by utilizing the latest information technologies such as mobile platforms to provide a variety of services. As examples, climbers can use

their smart-phone to get climbing information and guidelines for national parks in Korea. Drivers also can use their mobile devices to report any damaged road or faulty traffic lights to traffic authorities nearby. Traditional person-to-person service channels are also used. The nationwide network of post offices is now used to provide welfare and civil affair services to vulnerable groups including the elderly living alone in rural areas.

2. Civil Service Integrity on the Rise

e. Disclosure of a Wider Range of Information

The Korean government took a leap forward to launch information disclosure portal (open.go.kr) and provide relevant information that addresses people's needs even before their prior request; this is a huge difference compared to the past when information was disclosed only if requested. Also, now that information from all the government websites is gathered and posted on information disclosure portal, citizens do not have to go through a hassle of visiting each individual website for different types of information.

By the end of 2013, a total of 85,000 documents were disclosed without prior request from citizens. In January 2014, a nationwide survey was conducted to ask the public which information would be useful for them. According to the result of the survey, information in which the public was interested included price comparison information for medical services not covered by insurance (such as an MRI scan and dental implants), vehicle history reports on used cars (including accidents and repair history), evaluation and certification reports on daycare centers, and hiking trail difficulty ratings.

f. Corruption-free Society

Not only the administrative body but also the legislative and judicial bodies (the National Assembly and Supreme Court to be specific) and local governments at different levels have their own government official ethics committee. Those ethics committees are in charge of asset disclosure for public officials and restrictions on post-public employment, among many others, in order to prevent government

officials from gaining property assets in a fraudulent manner and ensure that civil servants fairly carry out their responsibilities.

Only in 2013, asset properties owned by a total of 2,688 senior government officials were disclosed over the course of 26 times, and 44,143 out of 125,456 government officials who had been subject to property registration were called for a probe into their properties. In January 2014, the Enforcement Decree of the Public Service Ethics Act was revised mainly to include accounting staff of local governments and public officials in the nuclear power sector in the list of those subject to property registration. The Enforcement Decree is scheduled to enter into force in July 2014.

In addition, in cases where a retired public official who was required to register his/her properties seeks a new job at a private enterprise, he/she is subject to an inspection of whether the new job is associated with his/her public duties. If it turns out to be associated, his/her post-public employment is restricted. Only in 2013, a total of 291 cases were inspected, and among them, 27 cases resulted in restrictions on post-public employment.

3. **Efficient Management of Public Resources**
   g. **Promotion of Public Data Portal**

   By 2013, a total of 5,007 types of public data were disclosed on the public data portal (data.go.kr). On the public data portal, data disclosed by separate government agencies are gathered on one platform, which makes it more convenient for citizens to search and use data. In November 2013, the Open Data Center was established to provide legal and technical advice as well as consulting services on provision and availability of public data. Thanks to those efforts, new mobile applications were developed to provide subscribers with useful information based on public data. For example, "Hidoc" provides particle pollution information, "Hwahae" shows cosmetics ingredients in details, and "Smart Parcel Tracker" provides parcel tracking information.

   In December 2013, the Open Data Strategy Council (ODSC) was launched. The

ODSC is responsible for reviewing and coordinating major government policies and plans regarding public data and evaluating how those policies and plans are implemented. Co-chaired by the Prime Minister and a representative from the private sector, the ODSC is composed of 34 members including 16 from the public sector and another 16 from non-public sectors (civil society, press media, academia, and trade associations), acting as a control tower for the private-public cooperation. At the first meeting of the ODSC, the "Basic Plan for the Promotion of the Provision and Promotion of Public Data (2013 – 2017)" was passed.

h. Government Monitoring Activities by Citizens

In order to enhance the voluntary participation of the public in the policy-making process, local governments, which are in direct contact with citizens, are actively working on various fronts. For example, in Gwacheon, south of Seoul, pre-completion inspection of a property is conducted by citizens. A group of 46 citizen inspectors work on 52 construction sites on average every year. In one case of flood damage restoration, citizen inspectors found out that some work was not done according to the drawing and specification, thus making the developer to make proper adjustments. Their inspection has improved the quality of construction by means of stronger supervision of construction sites and prevention of poor construction. In Seoul, citizens can participate in budget allocation through the citizen participatory budgeting system. Among many proposals submitted by citizens in 2012, a total of 122 public projects were selected and kick-started for the first time in 2013 with the budget of 47.1 KRW (or about 45 million USD). The selection process is administered by the citizen participatory budget committee, which is composed of 250 ordinary citizens. This citizen participatory budgeting system contributes to improving fiscal soundness as well as allocating the municipal budget according to specific public needs (e.g. equipping a community sports complex with more facilities for people with disabilities and running a cafeteria in a senior citizen center).

III. DEVELOPMENT OF NATIONAL ACTION PLAN

The Korean government is actively consulting with civil society in setting out and executing plans for Government 3.0 in an effort to achieve the OGP initiative. In developing national action plan, the Korean government put as much effort as possible to seek out a wide range of views of civil society.

During a consultation held in April 2014, the "Government 3.0 Execution Plan 2014" was shared with civil society to collect their opinions on the plan.

Also, in the process of implementing each commitment of the national action plan, the Korean government has held consultations with civil society constantly.

To be specific, in order to explore ways to enhance the private-public collaboration, an advisory group of five private-sector representatives from the academia were formed to conduct a research on developing a model to improve the private-public collaboration from October through December 2013. The study results are reflected in this action plan.

Not only that, in order to provide public services tailored to individuals, the Korean government developed a customized service manual jointly with the Korea Management Association for two months from November 2013. The manual is also included in the "Government 3.0 Execution Plan 2014."

As for information disclosure, in order to provide practical information that can address people's needs, the Korean government held a discussion in February 2014 with various stakeholders, including Opening Information Center for Transparent Society and Wirye Citizens Union (Wirye-Shimin-Yeondae). The discussion agenda included measures to improve the provision of unrequested information and monitor the process of information disclosure. It also resulted in concrete policies to inspect public institutions including public corporations and to design a new section for disclosing theme-specific information such as regulatory reform and welfare.

Moving onto how to strengthen civil service ethics, the Korean government held a consultation with an advisory group composed of four scholars in April 2014 to discuss measures to monitor and restrict the post-public employment. The result is reflected in this national action plan.

In order to further enhance the use and availability of public data, the National Open Data Forum was launched in July 2013 with 300 members from the private sector and civil society. The Forum has played an important role in understanding the public's needs. Since March 2014, government agencies that are associated with 16 strategic areas for sharing data (weather, transportation, land, food/medicine, agriculture/livestock, culture/tourism, disaster/safety, health/welfare, science/technology, environment, employment/labor, procurement, patent, law/justice, and maritime/fisheries) have run their own data-sharing task force team in order to collect opinions from private enterprises and associations. Public feedback was received on a consistent manner, and one of the feedback received was a call for initial selection of promising companies that use open data. As a result, 42 companies were selected initially from the above-mentioned 16 strategic areas, and among those companies were pre-startups, one-man or venture companies, and SMEs, with possible expansion in the future. The task forces teams of government agencies related to 16 strategic areas have signed an MOU with the "Open Data Ecosystem Group" whose members include ICT- and SME-related public institutions, trade associations, ICT infrastructure companies in an effort to provide those promising companies with various support such as promotion to the public and investors, business development consulting services, and technical and infrastructure support.

Also, the Korean government actively promotes government policies not only on the website of Government 3.0 but also through social network services including Twitter, Facebook, and blogs. Having conducted an online event called "Introduce Government 3.0 to your friend and win mobile gift coupons" that encouraged people to answer what type of information would be useful to the public, the Korean government has been doing its utmost to encourage the public to participate in the policy-making process. Online surveys conducted in early 2014 include open APIs demand survey, survey on user awareness and perception, and survey on open data usage. The results of the open API demand survey were utilized in the

2014 open API development project. The results of user awareness and perception survey included the following: 95% were aware of open data and 65% had experience of using open data with transportation data being the data with highest usage. The results of open data usage survey included the following: 14% were making profit through paying customers while 12% via advertising and 57% yet to make profit. Over 50% of the respondents did expect open data to be a business opportunity and actually planned to expand their investment into open data. The survey results show that open data is now a well-understood concept in Korea, and many companies or users of open data intend to develop and expand various services based on open data, which will increase benefits for citizens (end users of open data) as result of an open government.

IV. OGP Commitments

1. Improving Public Services

a. Strengthening Private-Public Collaboration

Various channels, both online and off-line, are planned to be used to communicate with a wide range of stakeholders and tap into the collective intelligence. Offline channels include expert group meetings and citizens' jury; online channels include social networking services, web discussions on policies, and mobile applications. In addition, the Korean government will present exemplary cases of the private-public collaboration to government agencies at different levels, and continue to provide an online discussion platform on the e-People websites of local governments throughout the country in earnest until 2015. Given that the private-public collaboration is not the result of policy-making but part of policy-making process that engages public participation, the Korean government will focus on engaging a wider range of stakeholders in discussions and sharing best practices with various government agencies rather than setting out quantitative targets. In pursuing such a policy, the government will arrange a schedule for online debates for major projects, and any citizen or civic group is encouraged to participate in those online policy debates.

b. Providing Customized Services

In order to provide customized services that address different public needs, the Korean government has divided public services with a high demand into four groups: general services (public safety, etc.), target group-specific services (for mothers/newborn babies, elementary/secondary school students, college students/job seekers, and the elderly), services for vulnerable groups (people with disabilities, rural residents, and other underprivileged people), and business-specific services (for small businesses, SMEs, and other general businesses). In 2014, the Korean government will select 50 flagship service projects for the central and local governments based on private-sector expert groups' opinions and promote them in earnest. In doing so, in order to ensure transparency and accountability through public participation, an advisory committee, a national survey, and the private-public task force for public service design will help make sure that those selected service projects are in line with the public's demand. In 2015, those flagship projects will be adjusted and further developed to address the public needs. Also, by holding multiple consultations and workshops intended for civil communities and citizens, the Korean government will reach out to people in need, and will come up with new public services that they need.

2. Improving Civil Service Integrity

c. Enhancing Information Disclosure

Since late March in 2014, any government documents signed by director generals or higher have been disclosed no matter whether they are requested to be disclosed or not. Those documents are uploaded on information disclosure portal (open.go.kr). However, in accordance with the Public Information Act, documents that contain private information (8 items) must not be disclosed. At the end of May, about 80,000 original documents were disclosed, and the range of documents to be disclosed will be expanded from 2015. To be specific, even those documents signed by directors will be disclosed, which will result in 100 million documents to be disclosed annually.

In order to make sure the shared information meet the demands of civil society, the Ministry of Security and Public Administration (MOSPA) will form a citizen watch group that oversees the process of information disclosure by the end of June 2014, and

the watch group is composed of civil society members, experts, and other ordinary citizens. The watch group members were selected through an online contest among those who were interested in disclosure of information, and those who had most actively requested for disclosure of information became the members of the group. This group will be responsible for reviewing how disclosure of information is conducted in the central government agencies as well as local governments and monitoring the performance of each agency by requesting disclosure of information themselves.

Another goal to be met in 2014 is to improve the quality of disclosed information. To do so, the Korean government will announce in advance the list of to-be-disclosed information categorized under ten specific areas of high interest (health, welfare, food safety, child-rearing, finance, education, consumer protection, leisure, job, and housing).

d. Strengthening Public Service Ethics

In order to discourage retired public officials from seeking lucrative positions outside the public sector, post-public employment will be more strictly inspected in 2014 with a target restriction rate of 9.7 percent. A detailed plan to strengthen the inspection is scheduled to be made available within the month of April 2014. The Korean government will hold regular advisory group meetings at least twice a year with retired officials, public administration professors, and experts to gain feedback constantly on the inspection process in place. The target restriction rate will be adjusted upward every year from 2015. Also, retired public officials will be provided with guidelines about post-public employment restrictions on the website for asset disclosure as soon as they sign in to declare their retirement status. In addition, from the second half of 2014, the result of inspections on post-public employment will be posted on the websites of government official ethics committees for the purpose of making the ethics committees more transparent and accountable and enhancing their reliability to citizens.

3. Efficient Management of Public Resources

e. Encouraging the Private Sector to Utilize Public Data

"The Basic Plan for the Promotion of the Provision and Promotion of Public Data (2013 – 2017)" (Open Data Master Policy Plan) is the key policy plan for achieving OGP commitment and is an important component of Korea's Government 3.0 policy.

The key components of the Open Data Master Plan are opening up of public data and building open data ecosystem. Regarding opening up public data, the total of 12,654 types of data are planned to be disclosed in order to achieve the open rate of 60%, a significant increase compared to 2013, which recorded only 3,395 types of data disclosed and the open rate of 16.1%. Relevant milestones for opening up public data are also set with 7,653 types of data and the open rate of 36.3% for 2014, 10,016 types of data and the open rate of 47.7% for 2015, and 12,654 types of data and open rate of 60% for 2016. Regarding open data ecosystem, one-stop open data provision framework is to be deployed through open data portal. In addition, government-wide and public-private open data ecosystem support framework is to be implemented.

The main implementing agency is the MOSPA, and the lead ministry on open data, and also a supporting agency, is the National Information Society Agency (NIA), which also operates the national open data portal (data.go.kr).

This commitment aims for transparency, accountability, public participation, and technological innovation. Obviously, open data makes a government more transparent. Open data improves accountability as, through use of open data, citizens can better assess the performance of government. Open data also increases public participation as the purpose of open data is to encourage citizens and businesses to utilize open data to create economic and social values. Open data is involved in technological innovation as well because open date would never emerge with the absence of technology (e.g. open data portal) and innovation (innovative use of open data by citizens/companies)

At the second Open Data Strategy Council held in April 2014 and composed of enterprises, civilian experts, etc., the "Execution Plan for the Provision and Promotion

of Public Data" was passed. According to the plan, 504 types of key public data (identified through agency assessment and public feedback, notably via consultative/advisory bodies and user communities which most central and local government organizations have, with examples such as Open Data Partnership of the Gyeonggi Provincial Government and open data user community of the Ministry of Education), which are expected to have high demands and relatively a bigger impact on the society, will be selected and disclosed first. Not only that, a private-public consultative body whose members include the companies that use public data for their business will be operated in order to get feedback from the private sector and reflect their views on data sharing policies.

In this regard, the "Grand Open Forum for Public Data" was held in May 2014 along with about 400 experts from the private and public sectors. At the Forum, a private-public data-sharing task force team for each of the 16 strategic areas will be officially launched. The 16 task force teams are expected to act as communication channels between the government and civil society. The task force teams are headed by chief open data officers of government agencies involved who are responsible for releasing open data and nurturing companies that use open data in collaboration with the "Open Data Ecosystem Group." The task force teams are coordinated by the MOSPA, the lead ministry on open data, and they are expected to hold meetings periodically (e.g. bi-monthly) and conferences (at least once a year) in an effort to analyze demanded data from the private sector and to consider the private sector's opinions.   .

In addition, the Korean government will continue to work on evolving the best practices of the use of public data among private enterprises such as Naver (Naver Map), Daum (Daum Maps), SK Planet (security cameras, public transportation information, etc.), and Solideo Systems (building information) in a hope that more and more companies will utilize public data for their businesses.