Independent Reporting Mechanism (IRM): South Korea End-of-Term Report 2016–2018

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Table of Contents

Overview: South Korea
Independent Reporting Mechanism (IRM) End-of-Term Report 2016–2018

The Korean government has continued to show its strong determination and dedication in carrying out the third national action plan's (NAP3's) 13 commitments, of which 10 commitments have been assessed as complete, and three commitments as substantially completed. Many of the commitments that were assessed as complete focused in areas of open data, e-government, anti-corruption, and citizen participatory projects. Future action plans would benefit from clearer formulation of the commitments and their intended results.

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a review of the activities of each OGP-participating country. This report summarizes the results of the period October 2016 to June 2018 and includes some relevant developments up to October 2018.

The Ministry of the Interior and Safety (MoIS) is the leading office responsible for coordinating South Korea's OGP commitments, after changing its name from Ministry of Interior (MoI) during the first year of implementation. In June 2017, Kim Boo-Kyum became the Minister of Interior and Safety,[1] and thus the new executive leader of OGP. Intragovernmental participation in OGP was limited to a handful of executive ministries and agencies as well as several independent commissions. In August 2017, after the development of the third action plan and during the first year of implementation, the government developed a new multistakeholder working group called the OGP Korea Forum. The forum consists of 11 civil society organizations (CSOs) and 11 government officials.[2]

The third action plan comprised commitments focused on improving access to information and open data. While the Forum Korea has diverse CSO representation, it was established 11 months after the implementation of the action plan and had little opportunity to influence the development. At the time of writing this report, an official version of the government self-assessment in Korean is currently available on the MoIS website for public comments. The government has noted that the self-assessment report in English had been released soon after the public comment period has ended.

South Korea had presented the fourth national action plan as of 14 September 2018, consisting of 12 commitments. None of the commitments from the third action plan were carried over to the fourth,

Table 1: At a Glance		
	Mid-term	**End of term**
Number of Commitments	13 (14)	
Level of Completion		
Completed	6	10
Substantial	7	3
Limited	0	0
Not Started	0	0
Number of Commitments with...		
Clear Relevance to OGP Values	11	11
Transformative Potential Impact	0	0
Substantial or Complete Implementation	13	13
All Three (✪)	0	0
Did It Open Government?		
Major		**2**
Outstanding		**0**
Moving Forward		
Number of Commitments Carried Over to Next Action Plan		2

This report was prepared by Jee In Chung, independent researcher

though two commitments with relevance to open data and civic participation had similarity to Commitments 2a and 3a from the third action plan, respectively. The government also leveraged the OGP platform to advance ongoing reforms initiated by the Moon administration's 100 Policy Tasks, the five-year plan of the Administration of State Affairs,[3] which will be detailed in the NAP4 Design Report.

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[1] In April 2019, Chin Young succeeded Kim Boo-Kyum as Minister of the Interior and Safety.
[2] At the time of publication in November 2019, the OGP Korea Forum was rebranded as the Open Government Forum Korea that consists of 11 CSOs and seven government offices.
[3] Sohn JiAe, "President Moon unveils five-year policy agenda", Korea.net, 19 July 2017, http://www.korea.net/NewsFocus/policies/view?articleId=148013.

Consultation with Civil Society during Implementation

Countries participating in OGP follow a process for consultation during development and implementation of their action plan.

Government officials responsible for each commitment and members of the OGP Korea Forum participated in the consultation process during implementation, which took place at the National Intelligence Agency and was led by the Ministry of Safety and Interior (MoIS), in accordance to the rules and frequency stated by the OGP Participation & Co-creation Standards Manual. All agencies responsible for the commitment provided responses and comments in both verbal and written form, which was distributed to all members at the meeting. This meeting was announced to only OGP Korea Forum members. All OGP Korea Forum members (i.e., CODE, Korea nongovernmental organization (NGO) Council for Overseas Development Cooperation, Open Net, Solidarity for Justice, Transparency International Korea, and The Center for Freedom of Information and Transparent Society) consistently monitored progress on the implementation, and had the opportunity to raise concerns and questions in response to the mid-term self-assessment report provided by the government, in accordance to the frequency that is cited by the OGP Participation & Co-Creation Standards Manual.[1] The multistakeholder forum met at least once a quarter to discuss the implementation. Although no specific members were officially designated to monitor certain commitments, CSOs that worked in a related field to certain commitments or those with more relevant expertise had more input in monitoring. In the November meeting, all government officials provided comments in response to the concerns raised in written form. The two meetings were held on 19 October 2017 and 7 November 2017, which the IRM researcher also attended. In addition, the IRM researcher also attended the third meeting, known as the New Year's Meeting, which was held on 5 January 2018. The self-assessment report[2] in the administrative language includes a review of consultation process during and after the action plan development, and the public comment period was open for two weeks, in accordance to OGP policy. In 2018, the government temporarily opened an Innovative Government People Forum[3] website, which is no longer active. On this website, citizens were able to access the OGP action plan, self-assessment reports, and the IRM report.

Table 2: Consultation during Implementation

Regular Multistakeholder Forum	Midterm	End-of-Term
1. Did a forum exist?	Yes	Yes
2. Did it meet regularly?	Yes	Yes

Table 3: Level of Public Influence during Implementation

The IRM has adapted the International Association for Public Participation (IAP2) "Spectrum of Participation" to apply to OGP.[4] This spectrum shows the potential level of public influence on the contents of the action plan. In the spirit of OGP, most countries should aspire for "collaborative."

Level of Public Influence during Implementation of Action Plan		Midterm	End-of-Term
Empower	The government handed decision-making power to members of the public.		

Collaborate	There was iterative dialogue AND the public helped set the agenda.		
Involve	The government gave feedback on how public inputs were considered.	✔	✔
Consult	The public could give inputs.		
Inform	The government provided the public with information on the action plan.		
No Consultation	No consultation		

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[1] The researcher participated in all events and confirmed in consultation of phone exchange with the Korean Point of Contact (PoC), Yu Jin Lee, MoIS. The dates of the meetings were the following: 19 October 2017 (Briefing Meeting); November 23 2017 (Briefing Meeting); 5 January 2018 (New Years Meeting).

[2] "South Korea Mid-Term Self-Assessment Report 2016–2018", Open Government Partnership, 17 November 2017, https://www.opengovpartnership.org/documents/south-korea-mid-term-self-assessment-report-2016-2018.

[3] "Home", Innovative Government People Forum, http://www.innogov.go.kr.

[4] "IAP2's Public Participation Spectrum", International Association for Public Participation, 2014, http://www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf.

About the Assessment

The indicators and method used in the IRM research can be found in the IRM Procedures Manual.[1] One measure, the "starred commitment" (✪), deserves further explanation due to its particular interest to readers and usefulness for encouraging a race to the top among OGP-participating countries. Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:

- Starred commitments will have "medium" or "high" specificity. A commitment must lay out clearly defined activities and steps to make a judgment about its potential impact.
- The commitment's language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability.
- The commitment would have a "transformative" potential impact if completely implemented.[2]
- The government must make significant progress on this commitment during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.

Starred commitments can lose their starred status if their completion falls short of substantial or full completion at the end of the action plan implementation period.

In the mid-term report, South Korea action plan contained 0 starred commitments. At the end of term, based on the changes in the level of completion, South Korea's action plan contained 0 starred commitments.

Finally, the tables in this section present an excerpt of the wealth of data the IRM collects during its reporting process. For the full dataset for South Korea, see the OGP Explorer at www.opengovpartnership.org/explorer.

About "Did It Open Government?"

To capture changes in government practice the IRM introduced a new variable "Did It Open Government?" in end-of-term reports. This variable attempts to move beyond measuring outputs and deliverables to looking at how the government practice has changed as a result of the commitment's implementation.

As written, some OGP commitments are vague and/or not clearly relevant to OGP values but achieve significant policy reforms. In other cases, commitments as written appear relevant and ambitious, but fail to open government as implemented. The "Did It Open Government" variable attempts to captures these subtleties.

The "Did It Open Government?" variable assesses changes in government practice using the following spectrum:

- Worsened: Government openness worsens as a result of the commitment.
- Did not change: No changes in government practice.
- Marginal: Some change, but minor in terms of its effect on level of openness.
- Major: A step forward for government openness in the relevant policy area, but remains limited in scope or scale.
- Outstanding: A reform that has transformed "business as usual" in the relevant policy area by opening government.

To assess this variable, researchers establish the status quo at the outset of the action plan. They then assess outcomes *as implemented* for changes in government openness.

Readers should keep in mind limitations. IRM end-of-term reports are prepared only a few months after the implementation cycle is completed. The variable focuses on outcomes that can be observed in government openness practices at the end of the two-year implementation period. The report and

the variable do not intend to assess impact because of the complex methodological implications and the time frame of the report.

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[1] IRM Procedures Manual, https://www.opengovpartnership.org/documents/irm-procedures-manual
[2] The International Experts Panel changed this criterion in 2015. For more information, visit http://www.opengovpartnership.org/node/5919.

Commitment Implementation

General Overview of Commitments

As part of OGP, countries are required to make commitments in a two-year action plan. The tables below summarize the completion level at the end of term and progress on the "Did It Open Government?" metric. For commitments that were complete at the midterm, the report will provide a summary of the progress report findings but focus on analysis of the 'Did It Open Government?' variable. For further details on these commitments, please see the South Korea's IRM progress report 2016–2017.

The plan focused on five key areas—proactive disclosure of public information and citizen participation, public open data disclosure, improved accessibility to public services through technology and innovation, public service ethics, and improved financial transparency. Specifically, these commitments aim to improve the Act on Promotion of the Provision and Use of Public Data and former President Park's Gov 3.0 Initiative, which emphasized open government reforms and higher engagement with citizens. In addition, some of the commitments in the third action plan have a large overlap with the five-year policy agenda officially outlined by Moon's administration, regarding the issues on corruption, open data, and civic participation.

Table 4: Assessment of Progress by Commitment

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion (Midterm / End of Term)				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
1a. Expand coverage of information disclosure system															✔						
			✔		✔			✔		✔					✔				✔		
1b. Improve disclosure of public information															✔				✔		
		✔			✔					✔						✔					
1c. Standardize prerelease of information																✔			✔		
		✔			✔					✔						✔					
2a. Disclose high-demand data															✔				✔		
		✔			✔	✔				✔					✔						

Commitment																	
2b. Open data quality management		✔			✔					✔			✔	✔		✔	
														✔				
2c. Expand provision of open format			✔	✔			✔				✔				✔			✔
														✔				
2d. Common standards for data disclosure			✔	✔						✔					✔			✔
														✔				
3a. Citizen participation in policy development	✔					✔			✔						✔		✔	
														✔				
4a. Remove Active-X		✔		Unclear					✔				✔			✔		
													✔					
4b. Integrate e-government service portals		✔		Unclear					✔						✔		✔	
														✔				
4c. Develop public services application	N/A																	
5a. Improve anticorruption survey	✔			✔					✔					✔			✔	
														✔				
6a. Disclose international aid information		✔		✔					✔				✔				✔	
														✔				
6b. Improve information on ODA projects	✔			✔					✔				✔				✔	
														✔				

1a. Expand coverage of information disclosure system

Commitment 1a. Proactive Disclosure of Public Information – Increasing the number of organizations disclosing information online

Commitment Text:

Title: Proactive Disclosure of Public Information – Increasing the number of organizations disclosing information online

Currently, citizens can request the central and local governments and most of the public institutions to open up their information via online. However, some institutions like private universities, even though being subject to the Public Information Act, still cannot handle information disclosure through the online system, which causes substantial inconvenience to the citizens. Against such backdrop, NAP3 expands online information service to 290 private schools starting from October 2016, and also provides education and training on information disclosure to the faculties of private schools.

Coverage of the integrated information disclosure system will be expanded each year to institutions that are subject to the law but have not yet introduced the system. The first target for 2016 will be 290 private universities that have been established based on the Higher Education Act.

Responsible Institution(s): Ministry of the Interior

Supporting Institution(s): Central government ministries, local governments, educational offices, public institutions, etc.

Start Date: 1 July 2016   End Date: 31 December 2017

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion / Midterm End of Term				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
1a. Expand coverage of information disclosure system			✔		✔			✔		✔					✔ (midterm) / ✔ (end of term)				✔		

Commitment Aim:

In order to aid the process of online information disclosure, the government introduced an Integrated Information Disclosure System[1] to public institutions, including central ministries, local governments, and public universities. Out of approximately 330 higher education institutions, this commitment aims to expand the coverage of the Integrated Information Disclosure System to all 286 private universities, and thus connect the system to the Open Data Portal. Private universities include four-year private institutions and two to three-year private colleges. Since private universities do not meet the definition of a "public institution" under the Freedom of Information Legislation,[2] each institution receives disclosure requests and releases information subject to its own discretion and timeframe.

Status
Midterm: Substantial

At the time of the writing of the mid-term report, 280 out of 286 private universities had successfully transitioned to the Integrated Information Disclosure System. The Ministry of the Interior and Safety has worked with Ministry of Education to promote online information disclosure requests via the Integrated Information Disclosure System among private universities. The government has also worked with the media and newspaper outlets to encourage private institutions to adopt this system. The government collaborated with The Center for Freedom of Information and Transparent Society in creating an advisory manual for university staff to use the system, and the government conducted a training workshop with the university staff who are heavily involved with this task. For more information, please see the 2016–2017 IRM mid-term report.

End of term: Substantial

By the end of term, progress on this commitment remained substantial. The six schools still remain to transition to the use of Integrated Information Disclosure System at the end of the action plan cycle, despite additional media exposure and training workshops. One of main reasons why the six schools still do not participate in using the system is that they already have a well-functioning internal program, and do not feel the need to utilize the new system that is externally created by the government. Those schools are Korea University, Wonkwang University, Nonghyup University, Yonsei University, Sogang University, and Sungkyunkwan University. Given the nature of the commitment, and confirming the wording of the exact language of the action plan, the government has continuously worked to encourage these schools to participate, and strived to expand the number of private universities integrating its system and making the transition to the Portal.

Did It Open Government?
Access to Information: Marginal

This commitment marginally opened government with respect to access to information. Although the scope of the coverage and its achievement is quite broad, given that the conditions of the commitment were largely dependent on voluntary online system, this commitment only marginally opened government with respect to access to information. With the Integrated Information Disclosure system, it reaffirms the public's right to request information and documents from private universities. Prior to this online system, each and every individual had to visit each school's website in order to request and obtain information, which limited accessibility, and this irregular procedure caused much inconvenience for the public requesting release of information. Now that this is all integrated with one system under the guidance and operation by the government, there is a systematic, specific, and consistent procedure for making such requests under a fixed timeframe. Other than convenience, consistency, and applicability of the system, this commitment has not seen any proactive releases of disclosed information by the schools.

More than 30 students[3] from five different universities were interviewed on whether they were aware of this new integrated system, whether they have used it, and lastly whether they have found it more user-friendly or effective than the methods used prior to the implementation. More than 80 percent were aware of the implementation and 65 percent of them found the new integrated system to be systematic and effective, although some voiced that the instructions could be more clear. Through independent verification, the IRM researcher found that both the government website (www.open.go.kr) and each school's website gave straightforward instructions in requesting the information. Students who have used the integrated system stated that the expanded coverage does not necessarily open up more university information than what was available in the past. Prior to the system, each university had its own method and procedure for disclosing information to students when requested. The major inconvenience was the lack of uniformity, timeline, and guidance; therefore, this commitment merits from having a clear and unified functionality of the system, rather than disclosing increased amounts of information per se. However, it important to note that none of

the students who were interviewed had experience requesting information prior to and after the implementation of the system, so they are speaking theoretically.

Jung Jim Im,[5] Coordinator of The Center for Freedom of Information and Transparent Society, stressed the importance of reaching beyond the functionality of the system and focusing on enhancing the quality of the disclosed documents. No penalties are given to universities that fail to meet this requirement of responding to requested disclosures, and it is difficult to see any further effort by the government in improving the quality of the disclosed information now that the system is in place. Kang Sung Gook,[6] an activist and expert in this field, stressed the need for increased and systematic training for the employees who are in this position, as he has faced many students and staffs who are often lost working under this system. His organization has proposed a revision to the law that all universities using this system shall receive a regular training once a year, so that the functionality of the system becomes stable. On top of the technicality of the system that is now in place, the government shall increase its efforts to understand the need and rationale behind why the system was introduced in the first place with further policy and law revisions.

Of the five staff members whose responsibility it is to respond to information disclosure requests that were interviewed, three have responded that there has been an increase of information requests since the implementation.[4] The other two stated that they were new to their positions, so the number of requests prior to the implementation is unknown. Some staff hoped to see an improvement with a filter mechanism on the search engine, as some requests are made with unclear content, often complaints filled with inappropriate phrases, with ambiguous target organization(s). As stated in the mid-term report, it seems crucial for the government to continue to work with the ICT division of the institutions to address the administrative burden caused by handling information disclosure requests. One spokesperson from a civil society organization,[5] who works very closely with information disclosure requests, continued to stress the need for the government to encourage the six schools to join the Integrated Information Disclosure System, as those schools are highly selective and influential in the nation. In addition, she stressed the need for the quality of information requests, rather than the quantity, to be continually monitored.

Carried Forward?

No, this commitment has not been carried forward to the next action plan.

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[1] Information Disclosure Official Homepage, http://open.go.kr.
[2] "Official Information Disclosure Act", Statutes of the Republic of Korea, http://elaw.klri.re.kr/eng_mobile/viewer.do?hseq=29982&type=part&key=4.
[3] Students at five different universities located in Seoul, discussion with IRM researcher, November 2018.
[4] IRM researcher in exchange with five interviewees representing five different universities, of which two universities have main campuses in Seoul, one university in Daejun Province, one in Daegu-Gyeongbuk region, and one in Gyeonggido province, March 2019. All have requested anonymity.
[5] Spokesperson for Information disclosure, discussion with IRM researcher, November 2018,
[5] Jung, Jim Im, Coordinator at The Center for Freedom of Information and Transparent Society and a former member of Open Government Partnership, discussion with IRM researcher, March 2019.
[6] Kang Sung Gook, Activist at The Center for Freedom of Information and Transparent Society and a current member of Open Government Partnership, discussion with IRM researcher, March 2019.

1b. Improve disclosure of public information

Commitment Text:

Title: Proactive Disclosure of Public Information – Constantly developing and providing useful information in original form

As the amount of disclosed information is increasing quantitatively, citizens are showing more interest in the quality of the information, calling for constant development and provision of useful information in its original form. To satisfy such demand from citizens, the Korean government plans to collect and select useful information from the government and public institutions in 2016, and further develop, share, and promote best practices of disclosing information in its original form.

Useful information for citizens will be collected and selected from government and public institutions in original form and the best practices of such efforts will be widely publicized.

Responsible Institution(s): Ministry of the Interior

Supporting Institution(s): Central government ministries, local governments, educational offices, public institutions, etc

Start Date: 1 July 2016   End Date: 30 June 2018

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion / Midterm / End of Term				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
1b. Improve disclosure of public information		✔			✔					✔					✔	✔			✔		

Commitment Aim:

As prescribed in the Official Information Disclosure Act (IDA) in 2014,[1] South Korea's first text-disclosure system had been designed to release original texts of documents that the Director General (i.e., executive) level officials and higher government and public agencies approved. As part of Park Guen Hye Administration's new governance paradigm called "Government 3.0: openness, sharing, communication, and collaboration," there has been a growing interest and demand for public information disclosure in its original form (the IRM researcher was unable to obtain the statistics from the launch of the third action plan). This commitment broadly aims to improve disclosure of public information in its original form, which involves researching and making selections of original information by the Ministry of the Interior that are useful and noteworthy to citizens. In addition, the government intends to disseminate best practices of selecting information to disclose and how to disclose that information and carry out a public information campaign to encourage the reuse of these best practices. This commitment differs from the IDA in that it aims to pick out the 10 best

practices, the process of which is surveyed, chosen by the people, and presented on the website; the law does not require such surveys or specific guidelines for its publicity of the results.

Status
Midterm: Substantial

This commitment was substantially implemented by the midterm. According to the government self-assessment, and as verified by the IRM researcher, the 10 best original texts[2] were selected through citizens' voting and two expert-review sessions. The 10 texts included plans to promote collaborative learning in primary education (Daegu Metropolitan Office of Education), to operate visiting classes on air pollution (Gyeonggi Province), and to increase the number of national and public childcare centers (Seoul Metropolitan Government). The results were made available on the Open Information Portal.[3] In addition to promoting the texts on banners and popups on the Information Disclosure Portal, the 2017 results were also covered by various media outlets, such as Yonhap News Agency,[4] Digital Times,[5] Mail News,[6] and Daily News[7] in July 2017. Through independent verification, the IRM researcher found that the survey results and 10 best texts are still available on the official Ministry of the Interior and Safety (MoIS) homepage.[8] There was no available evidence that the government carried out promotional campaigns by the midterm. For more information, please see the 2016–2017 IRM mid-term report.

End of term: Complete

The government has researched and selected best original texts (or information) through online citizens' voting and expert review sessions through November to December of 2017. Some examples include drafting a basic development plan for disabled persons (Seoul Metropolitan); a plan for a women's public restroom safety bell (Jeongeup-si, Jeollabuk-do); and plans for supporting elderly customized living programs to overcome aging (Andong, Gyeongsangbuk-do).[9] Then, the best practices (i.e., information determined by citizens to be crucial for government to provide) were campaigned and disseminated on the official Ministry of the Interior and Safety portal[10] by the end of December 2017.

The government also carried out additional tasks that were pertinent to the commitment, although they were not specified in the action plan. The government has carried out Open Information consulting sessions in regards to improving its disclosure system in a more consistent and systematic fashion with 30 local agencies, and published and circulated the annual information disclosure report.

Did It Open Government?
Access to Information: Marginal

This commitment marginally opened the government with respect to increasing access to information, as it assisted in disclosing and disseminating more original texts, and information has improved in the following manner: This commitment has created an open-voting procedure that was never in place prior to the commitment, and results of evidence is up on the website for all citizens to see on MoIS web.[11] When the link is clicked, citizens are able to view the title, purpose, duration, content, strategy, timeline, media coverage, and follow-up of the 10 top practices. Despite these benefits, it is still unclear what the expected change in government practice was, given that the language of the commitment was not clearly formulated or specific. Prior to the adoption of the 2014 Official Information Disclosure Act, all information had to be requested in order for it to be disclosed, which was inefficient and inconvenient for citizens. However, after the adoption, there is a new procedure where the government decides which information can be disclosed or not at the time of the production of the documents. This transparency allows the citizens to get access to information in an efficient manner. In addition, of the 24 citizen interviewees,[12] none of them were aware of this commitment, although most of them agreed that it is advantageous to disclose and disseminate more original texts and information that is of concern to the public.[13]

Kang Sung Gook,[14] an activist at The Center for Freedom of Information and Transparent Society, stated that although the commitment was well-intended, a lot of the information is not of great interest to the general public. This comment is backed up by how none of the interviewees knew of this activity, nor did they find the top 10 best practices that useful. Although Korea ranks highly in e-government categories, and knowing that this commitment was initiated by Park's 3.0 government as a key player, it would be more useful if the government could review its curation design in forming and selecting information that is of a greater interest to the general public. The statistics the government provided in the self-assessment is evidence that the download statistics have enormously shrank from 12.5 million in 2013 to 4,370,000[15] in 2017, which could be a sign of its impracticality. He cited Seoul Information Communication Plaza (SICP) as an example that has a better design and is better applicable for general public use, with a better reputation. The interviewee believed that SICP, which is a platform that the Mayor of Seoul[16] established the foundation to promote citizen participation in the governance of the city and sought to provide all administrative information of the city through the Information Communication Plaza, was more innovative in disclosing the administrative information more automatically, while allowing citizens to access the information in a more user-friendly manner, through smartphones and other devices. Also, because SICP focuses on projects that are present in Seoul, it is more applicable to the daily lives of citizens living in Seoul who may have more familiarity with the projects; however, this commitment covers the scope of the entire nation, so the top 10 best practice projects may not be applicable to many viewers.

Jung Jim Im[17] seconded Kang's comments, and in addition she commented that government shall work more proactively in disclosing financial documents, internal documents, or those that are higher in demand, rather than basic development plans for local areas that may not be so important for the general public. Though more original texts were disclosed through this commitment, the lack of usefulness and applicability resulted in only a minor increase in access to information.

Carried Forward?
No, this commitment has not been carried over to the next action plan.

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[1] "Official Information Disclosure Act", Korea Law Translation Center, Korea Legislation Research Center, 6 August 2013, http://elaw.klri.re.kr/eng_service/lawView.do?hseq=29982&lang=ENG.

[2] For full list of 10 best original texts, "South Korea Mid-Term Self Assessment Report", Open Government Partnership, 17 November 2017, https://www.opengovpartnership.org/documents/south-korea-mid-term-self-assessment-report-2016-2018/.

[3] The Open Data Portal, https://www.data.go.kr/e_main.jsp#/L21haW4=.

[4] Lee Tao-soo, "Excellent policy such as '1,000 national public expansion'", Yonhap News Agency, available [in Korean] at https://www.yna.co.kr/view/AKR20170725140800004.

[5] Lim Sung-Yeop, "Ministry of Strategy and Planning selected as one of the top 10 original text information in the first half of 2017", The Digital Times, 26 July 2017, available [in Korean] at http://www.dt.co.kr/contents.html?article_no=2017072502109960053005.

[6] Kim Chun-kyu, "Ministry of Strategy and Planning selected as one of 'Top 10 Original Text Information 2017'", Mail News, 26 July 2017, available [in Korean] at http://www.m-i.kr/news/articleView.html?idxno=329507.

[7] Oh Ji-young, "Excellent policy is open to the public", Daily News, 26 July 2017, available [in Korean] at http://www.idailynews.co.kr/news/article.html?no=33673.

[8] Gong Young Soon, "Elementary school cooperative learning activation promotion plan", Daegu Metropolitan Office of Education, 25 January 2017, infographic available [in Korean] at https://www.open.go.kr/html/banner/2017wonmunBest10.html;
Kim Hee Young, "Basic Plan for Seoul Developmental Disabilities Support", Seoul – Disabled Welfare Policy Division, 7 September 2017, infographic available [in Korean] at https://www.open.go.kr/html/banner/2017wonmunBest10_3.html.

[9] Myung Kwan Kim, "Report on the establishment of comprehensive forest work measures", Forest Service, 12 October 2017, infographic available [in Korean] at https://www.open.go.kr/html/banner/2017wonmunBest10_3.html.

[10] Ministry of Interior and Safety, https://www.mois.go.kr/eng/a01/engMain.do.

[11] Ministry of Interior and Safety, https://www.mois.go.kr/eng/a01/engMain.do.

[12] Employees of NGOs who are involved with work in relevance to IDA, freelance activists who work with the government in increased information disclosure, scholars and professors who have a good understanding of the work of MoIS, IDA and this commitment project, citizens/students to whom this commitment was explained to

[13] In-person interview exchange with the IRM researcher with the following interviewees: Man Sik Kim; Jong Woo Park; Yong Joon Lee, In Wan Cho; Jin Hee Park; Soo Hye Park; Bo Hee Kim; Kye Sung Kim; Byung Ho Lee; Ki Bum Kim; Song Ha Joon; Sae Jong Lee; Se Jung Lee; Jung Sang Lee; Ji Won Kim; Jee Won Lee; Jin Hyang Kim; Ki Ho Keum) and the remaining 5 requested to be anonymous, interviewed during the duration of 1–15 March 2019.

[14] Kang Sung Gook, Activist at The Center for Freedom of Information and Transparent Society and a current member of Open Government Partnership, discussion with IRM researcher, March 2019.

[15] Internal government document provided by the PoC of the commitment, mail discussion with the IRM researcher, March 2019.

[16] "Serving the citizens – Continued Progress of the Information Disclosure Services", Seoul Information Communication Plaza, https://opengov.seoul.go.kr/disclosure-of-information/en/.

[17] Jim Im Jung, Coordinator at The Center for Freedom of Information and Transparent Society and a former member of Open Government Partnership, discussion with IRM researcher, March 2019.

1c. Standardize pre-release of information

Commitment Text:

Title: Proactive Disclosure of Public Information – Facilitating use of the standard model for prerelease of information

The Public Information Act mandates public institutions to release information that is closely related to citizens' life, large-scale budgetary program information, and administrative monitoring information on a regular basis. However, each institution has selected and released information based on its own subjective viewpoint without any common standard and complaints have been raised that this causes inconvenience to citizens. To find solutions to this issue, the Korean government developed and distributed the standard model for pre-release of information that specifies the list of information to be released and sub-categories, which can be commonly applied when releasing information. Even though it aims to increase the amount of released information and improve its quality, the rate of information release using the standard model is still low at around 49.6% on average (as of December 2015).

Efforts will be made to gradually increase the rate of public institutions' information pre-release based on the standard model so that citizens can find categories and contents of the disclosed information in a consistent manner. In particular, the information pre-release rate of primary local governments will be improved from 49.6% in 2015 to 55% by the end of 2016.

Responsible Institution(s): Ministry of the Interior

Supporting Institution(s): Central government ministries, local governments, public institutions, etc

Start Date: 1 July 2016　　　　　End Date: 30 June 2018

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion / Midterm End of Term				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
1c. Standardize pre-release of information		✔			✔					✔						✔ / ✔			✔		

Commitment Aim:

Public institutions are mandated by the Public Information Act to release information, such as large-scale budgetary program information. However, each institution releases information based on its respective practices (including format, template, and style), which is inconvenient for readers accessing public information.[1] The South Korean government has developed and distributed a standard template for the prerelease of information, prior to the development of the action plan, which specifies the list and subcategories of information to be released.[2] The government aims to increase public agencies' compliance with the information disclosure standard, especially among local governments, to 55 percent.[3]

Status
Midterm: Complete

This commitment was evaluated as complete by the mid-term report. In September 2016, the government held an inspection and consultation session with five central government ministries, 11 local governments, and nine public agencies regarding the use of the standard model for prerelease of information. A government official provided the IRM researcher with documentation of meeting timelines, participating ministries and public agencies, meeting agenda, and images as evidence of the inspection reviews and consultations.[4] According to the self-assessment, the government carried out an inspection review in November 2017 with 30 underperforming local governments, and provided consultation in using the standard model for prerelease information.[5] The self-assessment does not list the 30 governments, nor does it specify what it defines as underperforming. According to the government self-assessment, the rate of use of the common standardized model reached 55 percent for local governments in late 2016. Although not specified in the action plan, the compliance rate for using the standard model by central administrative agencies also increased from 80 percent in late 2015 to 91 percent in October 2017. For regional governments, the compliance rate increased to 87 percent. For more information, please see the 2016–2017 IRM mid-term report.

End of term: Complete

This commitment was evaluated as complete by the mid-term report.

Did It Open Government?
Access to Information: Marginal

This commitment marginally opened government with respect to access to information, as the standard model for prerelease of information—with a list of specific subcategories—saves time and is user-friendly. Having a pre-standard model increases the access to information in the following ways: a) in using a readily prepared unified template, it can save every individual public officer's time in inputting the information; b) with the aggregate saved-time, officers will use the time to input more information; c) with the unified template, the general public is able to not only able to access but also process information in a more consistent and systematic fashion, with an overall improvement; and d) lastly, more overall information has been disclosed with the encouraged use of the unified template. The rate is now up to 55 percent, but prior to the commitment, the rate was below 50 percent. Despite all this success of the implementation of the unified template, it is still difficult to assess whether this has opened up the government in a major fashion, as the civil society and users[6] express that the government needs to address the system errors and establish a clear platform for citizen feedback to close the feedback loop and improve the current practice.[7] The government should also evaluate itself on whether the standardized template needs to be applied to all disclosed information, as this is a costly and time-consuming procedure that may not need to be applied to all forms. Having a consistent and unified template for all documents surely is a convenient and smart method for the users; however, the implemented increase is minimal, and given its limited citizen-participatory feedback for the improvements it will further need, this commitment concludes with marginal in terms of its effect on level of openness.

Carried Forward?
No, this commitment has not been carried over to the next action plan.

[1] "South Korea Third National Action Plan 2016–2018", Republic of Korea, Open Government Partnership, 29 October 2016, https://www.opengovpartnership.org/documents/south-korea-third-national-action-plan-2016-2018/.
[2] As a clarifying note, the aim of this commitment is to create a standard for the disclosure of information, rather than instituting an open-by-default approach.
[3] Information Disclosure Official Homepage, https://www.open.go.kr/.
[4] Ko Joon Suk, Deputy Director of Information Disclosure Policy Division in the Ministry of the Interior and Safety, email and phone exchange with the IRM Researcher, March 2017.

[5] "South Korea Mid-Term Self Assessment Report", Open Government Partnership, 17 November 2017, https://www.opengovpartnership.org/documents/south-korea-mid-term-self-assessment-report-2016-2018/.
[6] Civil society members, users of template, in discussion with IRM researcher, October 2018.
[7] Jim Im Jung, Coordinator at the Center for Freedom of Information and Transparency Society and a member of Open Government Partnership, discussion with IRM researcher, March 2019;
Chan Joo, Korea Instutute of Public Administration, in discussion with IRM researcher, March 2019;
In Wan Cho, Brain Korea Researcher in Seoul National University in the department of Public Administration and Policy, February 2019.

2. Public Open Data Disclosure

Commitment 2a. Open Data Disclosure – Disclosing high-demand and high-value national data first

The Open Data Strategy Council has selected 36 areas having substantial impact on the society and economy to be the focus of national movement for open data, and it is concentrating efforts from the nation-wide level to ensure provision of useful data to users. Information of 11 areas, including construction, local government permits and licenses, and market areas and real-estate have been completely open by 2015. More information in 22 areas including food and drugs will be open by 2016. 3 areas – national tax, social security, and written judgement – will be disclosed in stages. There will also be more efforts in the way for open data in 42 areas which have been identified through citizen demand survey – university entrance rate, radioactivity levels in food, patent-product information, intellectual property rights, etc.

(Ministry of the Interior; Central government ministries, local governments, educational offices, public institutions, etc. 1 July 2016 – 30 June 2018)

Commitment 2b. Public Open Data Disclosure – Evaluating public open data quality management

Quality management level evaluation will be conducted on massive public data having large social and economic impact. The evaluation will cover 21 datasets in 2016, 42 datasets in 2017, and key data in 2018. Considering the life cycle of data, the evaluation will be conducted in 36 categories of each area and procedure; follow-up measures for improvement based on the evaluation result will be reviewed and consulting or technical support provided for improvement. In addition, a quality management grade system will be introduced along with guidelines for evaluation and improvement procedures for stable operation and early stabilization of the system. Talented human resources with expertise and experiences will be selected and trained to become specialized evaluators for quality management evaluation.

(Ministry of the Interior; Central government ministries, local governments, public institutions, etc. 1 July 2016 – 30 June 2018)

Commitment 2c. Expanding provision of open format for free processing and use

The share of open format applied in the disclosed data will be gradually increased from 38.9% in 2015 to as much as 70% in 2017. As part of the plan, the government will induce data registration after converting to open format for data which are impossible to process (PDF) or run on certain software (Hangul, Excel, etc.) only. As for new open data, it will tighten screening so more data will be registered in open format. In addition, it will develop and provide a tool which automatically converts data in the Open Data Portal to an open format (XLS->CSV), and induce voluntary data disclosure in open format by measuring and evaluating the format of data disclosed by each institution.

(Ministry of the Interior; Central government ministries, local governments, public institutions, etc. 1 July 2016 – 30 June 2018)

Commitment 2d. Developing or revising open data standards and widening their application

Key data which should be disclosed based on the common standards will be selected and 100 standards developed by 2017 in order to enable the private sector to better use data which is commonly owned by many institutions. In addition, an automation tool will be also developed for self-assessment when registering the standard data in the Open Data Portal

(Ministry of the Interior; Central government ministries, local governments, public institutions, etc. 1 July 2016–31 December 2017[1])

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion / Midterm End of Term				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
2a. Disclose high-demand data		✔			✔	✔				✔					✔ (Midterm) ✔ (End)					✔	
2b. Open data quality management		✔			✔					✔					✔ (Midterm)	✔ (End)			✔		
2c. Expand provisions of open format			✔		✔			✔			✔					✔ (Midterm) ✔ (End)				✔	
2d. Common standards for data disclosure			✔		✔						✔				✔ (Midterm)	✔ (End)				✔	

Commitment Aim:

In 2013, then-President Park announced an initiative called Government 3.0, which aimed to transform South Korea's system of information disclosure. This cluster of commitments builds on that initiative in four distinct ways: 1) disclosing 22 highly-demanded dataset areas and promoting the disclosure of national tax and social security information; 2) evaluating the level of data quality management in 21 datasets in 2016, 42 in 2017, and key data in 2018; 3) increasing the share of disclosed data in open format to as much as 70 percent in 2017; and 4) developing 100 total standards to facilitate the use of data by the private sector. Through the cumulative implementation of these commitments, the government aimed to improve public access to highly-demanded, high-quality, machine-readable data.

Status

2a. Disclose high-demand data

Midterm: Substantial

At the mid-term assessment, this commitment had been substantially completed. According to the Open Data Portal[2] and documents provided by a government official,[3] as of October 2017, 32 South

Korean government agencies had disclosed 23,084 datasets, which include the datasets and datafiles of the 22 areas. The government's mid-term self-assessment report published in 2017 show some examples of the 22 areas under which these disclosed datasets fall (e.g., road name-based address data, food waste data, and national spatial data), although it is still unclear to what frequency and specificity they are constantly tracked. The areas included road name-based address data, regional financial information, food waste data, national spatial data, and real-estate transaction data. The government had not yet disclosed information in the areas related to national tax information, social security information, or written judgement information. For more information, please see the 2016–2017 IRM mid-term report.

End of term: Substantial

This commitment is substantially completed. According to the language of the action plan, the government committed to disclosing data in 36 areas of high demand by 2017. The government has published The Second National Central Data List, of which 15 datasets were released in 2017. (The Second National Central Data List refers to datasets that the government is informed to be in high-demand and high-utility by the citizens of Korea.) The government aims to disclose this list, which has a total of 38 areas, by 2019. The 15 disclosed areas include earthquake shelter (Ministry of the Interior and Safety [MoIS]), comprehensive job information (Ministry of Labor), and marine environment and ecological information (Ministry of Ocean and Fisheries). According to the point of contact in MoIS, the social security information has been disclosed in 2017 as one of National Central Data Lists, which is also explained on the 2018 end-of-term self-assessment report. The commitment also sought to disclose information relating to national tax, social security, and written judgement, which has not yet been disclosed due to the sensitivity of the information at the time of writing.

2b. Open data quality management
Midterm: Substantial

The commitment was substantially complete by the mid-term report. According to information provided by the government, and as noted in the IRM mid-term report,[4] the South Korean government completed quality control and evaluation of 21 high-capacity public datasets by December 2016. The list of datasets covers air pollution (Korea Environment Corporation) and traffic accidents (Korean National Police Agency). In 2017, the government selected 42 high-capacity public datasets that underwent quality control and evaluation, such as education administrative information (Ministry of Education) and local finance information (Ministry of the Interior and Safety). The government also introduced a quality control grading system by incorporating the results of the evaluation into the Public Data Management Guidelines. Due to the lack of publicly-available information around these guidelines, however, the IRM researcher is unable to assess completion as higher than substantial.

MoIS, in partnership with the National Information Society Agency, selected and trained a group of professional auditors with expertise in evaluating public data. In 2016, 29 professional auditors received the certification of training, and 21 have successfully passed the exam. In 2017, 58 professional auditors received the certification of training, and 24 successfully passed the exam. As of August 2017, there are 45 professional auditors. The IRM researcher has received internal government documents verifying the training of auditors.[5] For more information, please see the 2016–2017 IRM mid-term report.

End of term: Complete

This commitment has been completed. In 2017, the government has fully and successfully selected 42 high-capacity public datasets that underwent quality control and evaluation, including, but not limited to, overseas travel safety information database (Ministry of Foreign Affairs), animal care information (Ministry of Agriculture, Forestry and Livestock), national hospital information (National Medical Center), and National Assembly Digital Library Information (National Library). The government continued to introduce a quality-control grading system by incorporating the results of the evaluation into the Public Data Management Guidelines. In addition to the previous year, the government has

continued to train, select, and certify data experts. Adding on to the 45 experts, in 2018, there were 71 certified, and 28 quality-control experts have been selected. In total, there are now 73 experts.

2c. Expand provision of open format
Midterm: Complete

The commitment has been fully completed by the mid-term report. According to the self-assessment, the government has disclosed 34,004 out of 45,155 datasets, reaching a 75.3 percent share of its open data at a level of three or higher in open format on the Open Data Portal (http://www.data.go.kr/). According to the five-star deployment scheme for open data, level three refers to open data that is made available in a non-proprietary open format[6] (e.g., CSV instead of Excel). The self-assessment also reports that uploading PDF files has been prohibited, and an automatic conversion tool (.xls to .csv) has been developed and is provided on the Open Data Portal.[7] In 2016, the government fully completed modifying its PDF datafiles.[8] For more information, please see the 2016–2017 IRM mid-term report.

End of term: Complete

This commitment was complete by the mid-term report.

2d. Common standards for data disclosure
Midterm: Substantial

This commitment was substantially completed by the mid-term report. As of August 2017, the government had developed 79 standards out of the total target of 100 standards. The standards include areas such as bid announcements, contract information, and successful bids.[9] An automatic self-assessment tool[10] was developed in 2016.

End of term: Complete

This commitment has been assessed as complete, as the government additionally developed 109 open data standards by 2017, and a total of 120 open standards have been developed by 2018.

2a. Disclose high-demand data

Did It Open Government?
Access to Information: Major
Civic Participation: Major

The disclosure and usage of public datasets allow easy accessibility for the citizens, and therefore enhances government transparency. Commitment 2a has relevance to disclosing more information to the public that is in high demand, in an orderly and consistent fashion, that can be reused, recycled, and recreated. As per this commitment, disclosing high-demand and high-value datasets in an orderly fashion has allowed citizens and private enterprises to gain greater access to information that increases transparency levels—especially the release of the national e-procurement information—of the government. With transparent initiatives like this, it allows more opportunities to both empower the citizens and new businesses with the use of datasets that have great potential to form new markets, networks, and businesses. This commitment aimed to empower greater civic participation by engaging with the Open Data Strategy Council, businesses, and citizens in identifying and selecting national core data. A survey of high-demand data for users helped inform the national core data areas to be disclosed, and the results are reflected in the Central Data List. As a result of disclosing high-demand and high-value national data first policy, reuse of open data has affected the creation of new business models, new product planning, and improvement of productivity by 2017.[11] Three initiatives to address social issues were incorporated into the Second National Core Data Plan (2017–2019): disruptive technologies (e.g., artificial intelligence), supporting the Fourth Industrial Revolution, and convergence between industries and sectors to drive a comprehensive open-government initiative. The public having input on what data is most valuable to them, and then gaining access to it, opened government in a major way in both access to information and civic participation.

2b. Open data quality management

Did It Open Government?
Access to Information: Marginal

As the objective of this commitment was aimed at establishing a quality management framework for each stage of data life cycle—public data collection, generation, operation, and provision—through evaluation of overall quality management activities of public agencies, the completed implementation has marginally opened the government. As the government has assessed the level of quality control of the public data that has a great social and economic impact, citizens now have a greater access to information in a unified and consistent fashion. In addition, with the control quality in-place, private enterprises are able to adopt the available datasets without any refinement procedures that were necessary prior to the commitment state date. However, even with the Evaluation Model, the quality controls did not necessarily improve the overall quality of the disclosed information. Some interviews were taken place to back up this statement. Of the three start-up data experts/entrepreneurs[12] who use specific datasets in growing their businesses, they mentioned some positives in regard to the proposed standard of quality control management; however, they noted that they do not notice any significant improvement or changes in datasets prior and after the government evaluation. Results from the survey in 2018 on companies reusing open data (1,500 respondents) rated satisfaction of open-data quality management at 3.40 out of 5 points, and the Korean government has reflected the feedback into open-data quality management policy, indicating that there has been a marginal improvement in access to information.[13]

2C. Expand provision of open format

Did It Open Government?
Access to Information: Marginal
Technology & Innovation for transparency and accountability: Marginal

As the Korean government has undergone a consistent struggle for data disclosure in open format, which is a step away from promoting the registration of data that only runs on particular softwares such as Hangul and Microsoft Excel, or on formats that are non-machine readable such as the PDF, the impact of this completed commitment has marginally opened the government by allowing greater access of information to the general public via the means of technology. This commitment has successfully enforced stricter screening criteria to ensure that any new open-data set are registered in open format on the Open Data Portal (www.data.go.kr), with the portion of open-format datasets on the Open Data Portal at 79 percent as of December 2017, a number that exceeds what was stated on the third national action plan. This commitment is notable in that this combined effort of this large commitment shows the government's eagerness in significantly disclosing, improving, and converting data into open format. which is a major step transition in open-data practice. Overall, this commitment will lead the government to improve public access to highly demanded, high-quality, machine-readable data.

2d. Common standards for data closure

Did It Open Government?
Access to Information: Marginal

Up until now, different governmental agencies and various public institutions had their own methods and categories in uploading and disclosing datasets. This caused additional steps to adjust and process the data before they were useable, which was an obstacle in utilizing the data in a more efficient manner. The completion of this commitment has encouraged the government to agree upon more than 100 common-standard categories, which exceeds the number that was stated in the third national action plan. In addition, an automatic self-

assessment tool was developed to assist self-checks when public officials were registering and uploading new datasets on the Open Data Portal. This commitment has marginally opened the government in increasing greater access of information to the general public that is consistent, reliable, and easily processable.

Carried Forward?

Yes, Commitments 2a and 2b were partially incorporated into the next action plan with limited change. The government continues to aim to disclose the nation's priority data with high utility, demand, and value in the public arena that is closely related to people's lives such as environment, safety and healthcare, with its connection to new technologies such as AI, Internet of Things and self-driving vehicles. Please refer to the fourth national action plan for more information.[14]

[1] The end date is listed as 31 December 2017 in the action plan but is assessed until 30 June 2018 to reflect the same timeframe as the other commitments in the Public Open Data Disclosure cluster, see "Open Government Partnership: the 3rd National Action Plan", Republic of Korea, Open Government Partnership, 29 October 2016, page 33, https://www.opengovpartnership.org/wp-content/uploads/2018/01/South-Korea_NAP3_2016-2018I.pdf.
[2] Open Data Portal, https://www.data.go.kr/e_main.jsp#/L21haW4=.
[3] Hee Ra Song, Deputy Director in the Public Data Policy Division at the Ministry of the Interior and Safety, discussion with IRM researcher, December 2017.
[4] Idem.
[5] In an email exchange with the IRM researcher, March 2019.
[6] 5 Star Open Data, http://5stardata.info/en/.
[7] "South Korea Mid-Term Self Assessment Report", Open Government Partnership, 17 November 2017, https://www.opengovpartnership.org/documents/south-korea-mid-term-self-assessment-report-2016-2018/.
[8] Kim Soo Jin, Deputy Director at the Ministry of the Interior and Safety, discussion with IRM researcher, March 2018.
[9] Ibid.
[10] Open Data Portal, http://gooddata.go.kr.
[11] "2018 National Focused Data Opening Plan", Open Data Strategy Council, 19 March 2018, https://bit.ly/2Tng7e5.
[12] Data experts in start-up data hub, in discussion with IRM researcher, November 2018.
[13] "Survey on public companies using public data in 2018", Open Data Portal, 26 June 2019, https://www.data.go.kr/information/PDS_0000000000000663/recsroom.do.
[14] "South Korea Action Plan 2018-2020", Republic of Korea, Open Government Partnership, 14 September 2018, https://www.opengovpartnership.org/documents/south-korea-action-plan-2018-2020/.

3a. Citizen participation in policy development

Commitment Text:

Title: Citizen Participation – Facilitating operation of the citizen groups for government service design

The citizen group for government service design is a new type of citizen participatory model, where design elements are applied to policies in 2014 and citizens directly participating in policy development. It is a policy driving group where public officials, citizens, and service designers all collaborate throughout the entire process of policy-making develop and improve public services using the method of service designing. Under the aim of facilitating citizen participation in policy-making through the design group, the Korean government increased the pool from 1,300 to 2,000. It will also encourage the central government ministries to develop and improve design tasks for each area including life and safety and local governments to join hands with universities or use talent donation schemes to strengthen participation of the local communities, select special tasks that are closely related to everyday life of citizens, and focus working on them.

Citizen Design Groups have been organized and design tasks are being carried out (382 tasks in total by December 2016). The government plans to publish and distribute the manual for local governments' operation of Citizen Design Groups and expand its pool.

Responsible Institution(s): Ministry of the Interior

Supporting Institution(s): Central government ministries, local governments, etc.

Start Date: 1 July 2016   End Date: 30 June 2018

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm / End of Term	Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed		Worsened	Did Not Change	Marginal	Major	Outstanding
3a. Citizen participation in policy development		✔				✔				✔						✔ (Midterm) ✔ (End of Term)				✔		

Commitment Aim:

In 2014, the South Korean government introduced the pilot operation of the "Citizen Design Group," a participatory policy model whose membership includes public officials, citizens, and service designers. This model aims to promote a bottom-up approach, and was created to both ensure citizens actively participate during the formation and implementation of policymaking and to enhance the quality of public services and policies. To build on these efforts, the government planned to implement 382 citizen-design tasks (44 in central ministries, 338 in local governments), organize a performance-sharing event in 2016, and expand the number of Citizen Design Groups overall.

Status
Midterm: Complete

This commitment was evaluated as complete by the mid-term report, as the government fulfilled all the tasks promised in the action plan. In 2016, the government implemented 382 projects (or design tasks), and a total of 3,800 people participated, compared to 2,500 people in the previous year.[1] The self-assessment states that central ministries were involved in a diverse range of tasks, such as social welfare, safety in everyday life, and culture and tourism, but does not specify the tasks the central ministries and local governments were involved in. The self-assessment reported that 273 new tasks have been developed in 2017, including 39 in central ministries and 234 in local governments.[2] The government regularly uploads progress reports and outcomes on its Facebook feed,[3] and the online platform, cafe.naver.com/govservicedesign, which is a branch of the domestic Naver search engine.

In 2016, the Ministry of Government Administration and Home Affairs hosted an Awards Ceremony for Citizen Design Groups.[4] The event highlights exceptional central ministry and municipal projects, such as "Let's Beauty Factory," implemented by the Incheon City National Design Team.[5] In February 2017, the Ministry of Government Administration and Home Affairs published a "Citizen Design Group's case learning Manual."[6]

The government also completed activities outside the scope of the commitment, as written in the action plan. There has been a revision to the Enforcement Decree of the Administrative Procedures Act,[7] which legally establishes the use of the public-service method as a form of civic participation in the overall policymaking process. The government established a helpdesk to address the issues and support the operations of the Group. The government provided customized training and workshops for the Group in in each operational stage of the tasks: exploration, implementation, and capacity-building.[8] For more information, please see the 2016–2017 IRM mid-term report.

End of term: Complete

This commitment has been completed at the time of writing the mid-term report.

Did It Open Government?
Civic Participation: Marginal

This commitment marginally opened government with respect to civic participation. While the listed activities and their concepts are vague, they partially address the broader operating environment that enables greater participation in civic space. While this model represents an innovative way of increasing civic participation in the policy-making process, as evidenced by its gold award for its service design and results in the iF World Design Guide3, the formulation of this commitment is not specific enough to assess potential impact as any higher than marginal. By 30 June 2018, the government had identified a total of 382 tasks that led to an increase in the pool size to 3,800, which exceeds the number that was promised in the national action plan. The central government included various design tasks by field, such as social welfare, safety in everyday life, culture, and tourism, of which many tasks were easily relatable to the daily lives of residents in a given region. Although this commitment has allowed greater opportunities for citizen participation in a systematic and consistent fashion, as planned and supervised by the government, a serious factor for the marginal effect of this commitment was the minimal awareness-raising component. Other than the few hundreds to a thousand residents who were directly involved with such initiative, other NGO representatives or activists that are very active in this field of citizen-participatory projects were completely unaware of this specific commitment. The government has tried innovative ways of encouraging civic participation at the initial, mid, and final stages of policymaking through this commitment; however, given its lack of promotion, scale, and replicability, it is difficult to say that much of government practice has changed regarding civic participation.

Of the five representatives of civil society interviewed,[9] none were aware of the Citizen Design Group and expressed disappointment in the lack of its publicity, despite the fact that all these NGOs work in a field that is very relevant to this commitment. A constant criticism throughout the interview process was that, despite its great mission and achievement, it would have been worthwhile to conduct a public mid-term or end-of-term evaluation of tasks in progress to gain

citizen feedback, rather than solely enlarging the participants' pool. (Although, this may have benefited those who were involved in the designing group.) Establishing an official platform in which citizens can access, provide feedback, and evaluate design tasks would have also been an effective measure in promoting this commitment to the wider public.[10] It is critical to note that the NGOs who are active in citizen-participation policymaking initiatives were unable to make any valuable comments—especially on the formulation the activity—on this commitment, due to the lack of knowledge of this project by the mid-term report stage and the completion stage. No change was noted between the two points in time.

Carried Forward?

No, this commitment has not been carried over to the next action plan. However, the next action plan does include a similarly designed online and offline Open Communication Forum operated by the same department, the Public Participation Policy Division by the Ministry of the Interior and Safety. The new commitment builds on this commitment where the government will be operating a public platform for policy discussion forums on a regular basis for public input, and provide integrated services to diversify routes and platforms in encouraging a wide audience to participate in this cooperative policy-building process.

[1] "List of projects for 2014–2018 National Design Team", NAVER, http://cafe.naver.com/govservicedesign/633.
[2] Idem.
[3] National Design Team Community, Facebook page, https://www.facebook.com/govservicedesign.
[4] Sung Won Yoon, Public Service Design Project Director at Korea Institute of Design Promotion, discussion with IRM researcher, November 2017.
[5] Kim Hyun-Jin, "Incheon Factory Coloring", Gyeonggi Newspaper, 21 December 2016, http://www.kgnews.co.kr/news/articleView.html?idxno=468941.
[6] "Korea Institute of Design Promotion Manual", Korea Institute of Design Promotion, 18 February 2017, available [in Korean] at https://bit.ly/2TvsHYv.
[7] "Enforcement Decree of the Administrative Vicarious Execution Act", Law Viewer, last amended 18 November 2015, https://elaw.klri.re.kr/eng_mobile/viewer.do?hseq=37058&type=sogan&key=15.
[8] "South Korea Mid-Term Self Assessment Report", Open Government Partnership, 17 November 2017, p. 58, https://www.opengovpartnership.org/documents/south-korea-mid-term-self-assessment-report-2016-2018/.
[9] Representatives from civil society organizations headquartered in Seoul, in exchange with the IRM researcher via telephone, December 2018.
[10] Yang Gun Mo, Director at Solidarity for Justice and a member of OGP Korea Forum, discussion with IRM researcher, 2019.

4a. Remove Active-X

Commitment Text:

Title: Improved accessibility to public services through technology and innovation – Improving environment for e-government service use

Korea's e-government provision has maintained its level at the world's top, as introduced in UN Egovernment Survey results. As the e-government user environment has recently changed from PC to web browsers on various devices, issues have been raised that e-government services provided through non-standard technologies like Active-X or certain browsers cause inconvenience and limit accessibility. In this regard, Korean government plans to continue revising the 'Guidelines for EGovernment Service Compatibility' to enhance citizens' universal access to services while at the same time extend its efforts to remove non-standard technologies and secure interoperability in mobile services.

In particular, should there be any alternative technology to replace Active-X, one of the major nonstandard technologies used in Korea, the government will gradually remove it by 2017 and promote replacement with the web standard technology to ensure web compatibility and step up security. Considering the safety and security of the alternative technology, Active-X will be removed starting from G4C services. The Active-X free rate will reach as far as 95% by 2017, with Active-X in internal websites of the government gradually removed as they are not directly related to citizen inconvenience.

In order to first remove Active-X in citizen services, the government plans to remove 3,321 ActiveX's from 1,638 websites in 2016, making the share of Active-X free websites reach 88.1%, and remove 2,161 from the remaining 844 websites by 2017, reaching 95.1%. Active-X in websites for government's internal use will be also gradually removed for improvement.

Responsible Institution(s): Ministry of the Interior

Supporting Institution(s): Central government ministries, local governments, public institutions, etc.

Start Date: 1 July 2016   End Date: 30 June 2018

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
													Not Started	Limited	Midterm — Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
															End of Term — Substantial						
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
4a. Remove Active-X			✔		Unclear					✔					✔ (Midterm) / ✔ (End of Term)			✔			

Commitment Aim:

This commitment aims to remove ActiveX from government websites and apply alternative technologies. South Korea adopted ActiveX in 1996 to support multimedia functionality within Microsoft Windows internet browser and applications; however, it is incompatible with platforms other than Internet Explorer.[1] Although recognized as an obsolete and inconvenient technology, the

government has faced challenges removing the system, due to difficulties in finding a replacement technology and the high costs associated with the transition. This commitment entails gradually increasing the share of ActiveX-free websites, completely removing it by 2017, and supporting the development of an application to replace ActiveX.

Status
Midterm: Substantial

This commitment was substantially completed by the mid-term report. According to evidence provided by the government, the rate of ActiveX-free websites was 87.3 percent in December 2016. By June 2017, the rate of ActiveX-free public service webpages was 93.1 percent. The rate of ActiveX-free websites fell slightly short of the benchmark provided in the action plan. The IRM researcher was unable to assess completion of the second commitment activity any higher than substantial, due to the low specificity of the action plan text. The following government actions are relevant to supporting a replacement application, but were not clearly specified: According to the self-assessment, the government held a briefing session on website level diagnoses, removal of ActiveX and other nonstandard technologies in March 2016. The government conducted an evaluation of web compatibility and accessibility of some 450 administrative and public agency websites in late 2016. In April 2017, the government made a revision to "Guideline for Establishment and Operation of Administrative and Public Agencies" to ensure people fully understand the need for removing nonstandard technology such as ActiveX. The government also held a special symposium on the topic of removal of ActiveX where web-standardization experts were invited to share knowledge in May 2017. For more information, please see the 2016–2017 IRM mid-term report.

End of term: Substantial

Outside of OGP, the removal of ActiveX has been chosen as one of the 100 National Tasks of the Moon Administration, and this commitment has been greatly revised accordingly.[3] The goal is to remove all ActiveX by year 2020, starting with the governmental and public agency websites that have the greatest number of uses with collaboration with experts and engineers, who will provide computing and technical solutions. According to the government self-assessment report, the ActiveX-free rate has reached 95 percent.[2] As no external verification of this amount could be made, completion cannot be assessed as higher than substantial. There are records of government continuously conducting surveys, evaluations, workshops, and training in order to avoid using plug-ins and thereby ActiveX.[3]

Did It Open Government?
Access to Information: Did not change
Civic Participation: Did not change
Public Accountability: Did not change

Despite the positive changes in the e-government environment of South Korea this commitment could bring about, based on the commitment text, this is a technical adjustment. Despite government's consistent efforts in removing ActiveX in order to greatly increase the ease of online transactions and e-government, this commitment promises to do so without specifying the functionality of the replacement technology. Although this commitment has been substantially completed, because this is a technical adjustment, it does not open the government in any discernable way. It is also important to note that this commitment had no clear relevance to any OGP values such as access to information, civic participation, public accountability, and technology and innovation for transparency and accountability. This commitment is too overreaching to be successfully carried through within the two-year time frame the OGP requires. Of the three experts interviewed, none were able to comment on the changes they noticed from prior to the commitment's implementation; however, they stressed that it would be difficult for any ordinary citizen or expert to notice a difference, unless it is someone whose main job would be to track the

changes made to the websites that were affected. The IRM researcher has evaluated that this commitment did not change the impact on the openness of the government.

Carried Forward?

No, this commitment was not carried forward to the next action plan.

[1] Cho M.H, "South Korea to remove 90 percent of ActiveX by 2017", ZDNet, 2 April 2015, http://www.zdnet.com/article/south-korea-to-remove-90-percent-of-activex-by-2017/.
[3] Lee Jae Sang, "설치하시겠습니까? 공공기관 사이트서 액티브 X 없앤다", News1, 6 November 2018, available [in Korean] at http://news1.kr/articles/?3469431.
[2] "End-of-Term Self-Assessment Report on 3rd National Action Plan (2016–2018)", Open Government Partnership, Government of the Republic of Korea, accessed March 2018, https://www.opengovpartnership.org/wp-content/uploads/2018/11/South-Korea_End-Term_Self-Assessment_2016-2018_EN.pdf.
[3] Idem.

4b. Integrate e-government service portals
Commitment 4b. Improved accessibility to public services through technology and innovation – Integrating service portals for citizens

Commitment Text: The service provision framework for citizens, currently being separately operated in each area of welfare, employment, SME, and more, will be interconnected and integrated based on user-centric perspectives. Each ministry developed a portal using its own service categorization method and users found it inconvenient to pay a visit to each different site to receive the services they need. This calls for unification of online windows of the government for citizens as well as an integrated and open service platform for stronger interconnection among different ministerial systems. As the first step, Minwon24, Government Portal, and customized service portals will be integrated in 2016 and the movement will further expand to integration with portals of other ministries including Bokjiro (welfare portal) and WorkNet (employment portal) after 2017. The three major systems (Government Portal, Information Page on Customized Benefits, and Minwon24 – G4C service portal) representing Korea's online government services for citizens will be first integrated, followed by its integration and linkage with the service portal of each area such as Bokjiro (welfare) and WorkNet (employment) from 2017.

Responsible Institution(s): Ministry of the Interior

Supporting Institution(s): Central government ministries, local governments, public institutions, etc.

Start Date: 1 July 2016   End Date: 30 June 2018

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
4b. Integrate e-government service portals			✔		Unclear					✔						✔ ✔		✔			

Commitment Aim:
Currently, all ministries that can provide services to the public operate their own portals. According to the action plan, each ministry has its own unique "categorization method," which makes it difficult for users to navigate these differences, and find the right site to meet their needs. This commitment aims to provide user-friendly, customized services by forming an integrated online portal that would include three major systems under the purview of the Ministry of the Interior and Safety: a Government Portal, an Information Page on Customized Benefits, and Minwon24. Once the government builds this administrative portal, the second activity is to integrate and link the service portals of other ministries (e.g., Bokjiro and WorkNet).

Status
Midterm: Complete

At the time of writing the mid-term report, this commitment was completely implemented. As of July 2017, Minwon24 (complaints issuance web), Korean Government Portal (policy-information portal), and a customized services portal (benefit-service portal) were integrated into a single online portal called Government24.[1] According to the government self-assessment, Government24 provides information on more than 70,000 government services offered by 13,900 central government ministries, municipalities, and other public agencies.[2] In addition to this, 22 key government services, such as income verification (Hometax), information on health insurance entitlement, and change in national pension entitlement, are provided to the public on a pilot basis. With regards to the second activity, 22 government institutions are part of the integrated system, including Korea Post, National Tax Service, National Pension Service, National Health Insurance Service, Korea Workers' Compensation & Welfare Services, Korean National Policy Agency, Korea Land & Housing Corporation, Korea Housing-Finance Corporation, Ministry of Agriculture, Food and Rural Affairs.[3] Bokjiro and Worknet are also integrated to Government24. Bokijro (Ministry of Health and Welfare) provides services such as the following: certificates of disabled persons, issuance of certificates of basic national livelihood recipients, issuance of single-parent family certificates, application of childbirth allowances for happy childbirth one-stop service. Worknet (Korea Employment Information Service) provides services such as registration for job-hunting lecture and application for short-term home-counseling program. The public official[3] responsible for this commitment has submitted detailed information on the specifics of the matter, of which the IRM researcher was able to confirm on Government24. Ministry of Interior and Safety (MoIS) informed the researcher that they are still in the process of encouraging the integration of other ministries and service portals.[4] Given the scope as stated in the action plan, however, this commitment has been marked as fully complete. For more information, please see the 2016–2017 IRM mid-term report.

End of term: Complete

Given the vague timeframe and the language of the action plan as written, regarding the exhaustive list of service portals that will be linked to the integrated portal, the commitment was assessed as complete at the midterm. The government has carried out activities to launch Government24 as stated by the action plan, and also integrated 107 types of central government services by June 2018.[5]

Did It Open Government?
Access to Information: Did not change
Civic Participation: Did not change
Public Accountability: Did not change

Though the commitment was assessed as completely implemented, there was no change in government openness relative to the OGP values of access to information, civic participation, or public accountability, as ultimately completion was the integration of the MoIS portals with encouragement for others to join. The Government24 site increases convenience, but does not allow for access to new information because that is available upon request via other methods.

A public official[6] describes Government24 as a "a friendly secretary that takes care of residents' administrative documents and schedules." The Government24 is a site where citizens can obtain civil documents such as proof of income confirmation, health insurance qualification, etc. in one place. It also shows essential life information, such as driver's license-renewal period and student loan balance at a glance. It also collects government and local government benefits that can be received at important times such as childbirth, employment, and inheritance. By the end of 2017, the number of users was 3.54 million, but it exceeded 877,000 in October this year. This is a 2.5-fold increase in the last 10 months. The recent improvement in the site makes it easier to issue Internet documents. The number of cases used in October 2018 was 7.4 million. To put it to scale, the average number of resident registration cards issued per day is 64,000.

Of the 20 citizens who are frequent users of integrated Government24 service portal, all found Government24 to be quite user-friendly and highly customized to their own use. Some highlighted the advantage of using this service called 'My Life Information,' which contains 47 categories of

important personal information. Once signed up, the website reminds the user when to renew driver's license, get a car safety checkup, and other similar actions. Some stated that website may be difficult to navigate due to such heavy information and services it contains. Despite the high internet penetration level (**93** percent),[7] elders or foreign workers in rural areas may be additional support, to which the official stated that the government is already planning to do so.[8]

Carried Forward?

No, this commitment has not been carried forward to the next action plan.

[1] Government24 Official Website, https://www.gov.kr/portal/main.
[2] "South Korea Mid-Term Self Assessment Report", Open Government Partnership, 17 November 2017, https://www.opengovpartnership.org/documents/south-korea-mid-term-self-assessment-report-2016-2018/; Ko Seung Ji, Ministry of the Interior and Safety, in phone and email exchange with IRM researcher, March 2019.
[3] "Progress and plan of administrative service integration and linkage" Government internal document.
[4] Public official at the Ministry of the Interior and Safety, discussion with IRM researcher, December 2017.
[5] "End-of-Term Self-Assessment Report on 3rd National Action Plan (2016–2018)", Open Government Partnership, Government of the Republic of Korea, https://www.opengovpartnership.org/wp-content/uploads/2018/11/South-Korea_End-Term_Self-Assessment_2016-2018_EN.pdf.
[6] Lee Bul-chan, "Government 24 is a kind secretary who takes care of administrative documents and schedule.", Chosun.com, 13 December 2018, available [in Korean] at http://news.chosun.com/site/data/html_dir/2018/12/13/2018121302710.html.
[7] "Internet usage in South Korea - Statistics & Facts", Statista Research Department, 16 January 2020, https://www.statista.com/topics/2230/internet-usage-in-south-korea/.
[8] At the time of publication, beyond the action plan assessment period, the number of users of the Government24 site increased by 148 million from January 2019 to September 2019. Additionally, the number of cases used increased to 7.73 million and "My Life Information" pieces increased to 55. Email correspondence between OGP PoC and IRM staff, 25 October 2019.

5a. Improve anti-corruption survey

Commitment Text:

Title: Anti-Corruption and Public Service Ethics – Reinforcing research and evaluation on public sector corruption

Since 2002, the Korean government has conducted researches on transparency level and causes for corruption in public institutions using related data and surveys on public service users with the aim of improving public sector transparency. Though this saw substantial improvement in the integrity and transparency level of the public sector, there is constant demand that more efforts be made to enhance the integrity further by enacting and enforcing the anti-corruption law, conducting researches on anticorruption activities taken in public institutions, and developing the legal basis for evaluation. Therefore, the category of 'improper solicitation' will be included in the research and procedures will be developed in detail and enforced to disclose the research and evaluation results on the Internet.

The category of 'improper solicitation' will be included in anti-corruption surveys as the anticorruption law has been enacted and enforced along with researches on anticorruption activities in public institutions and establishment of legal basis for evaluation. The government will develop and enforce procedures on how to disclose the anti-corruption research or evaluation results on the Internet.

Responsible Institution(s): Anti-Corruption and Civil Rights Commission

Supporting Institution(s): Central government ministries, local governments, educational offices, public institutions

Start Date: 3 March 2016   End Date: 30 June 2018

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion / Midterm End of Term				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
5a. Improve anti-corruption survey		✔			✔					✔						✔ / ✔			✔		

Commitment Aim:

South Korea has conducted research on public sector transparency and corruption since 2002. Following President Park's impeachment, citizens also called for greater transparency within the inner workings of the government. A part of this commitment, the Anti-Corruption and Civil Rights Commission (ACRC) will add the category 'Improper Solicitation' to their annual, internal anti-corruption survey, and ask an additional question to evaluate the perception of anticorruption in the public sector. Additionally, the government will develop procedures for disseminating the evaluation results online.

Status
Midterm: Complete

This commitment was assessed as complete by the mid-term report. According to the government self-assessment, the ACRC added the new question in their survey when evaluating 733 public agencies in 2016.[1] The new question measures the perception of corruption by asking, "Do you think civil servants (public employees) have worked unfairly on the request of a person or a third party?" As of September 2016, heads of public agencies are required to disclose the survey results on their webpages as a result of the Act on the Prevention of Corruption and the Establishment and Management of the Anticorruption and Civil Rights Commission.[2] The results must be posted for at least a month. In 2017, the ACRC added two new questions to the survey to ask civil servants about their experiences with and perceptions of corruption around improper solicitation and their thoughts on the effectiveness of anti-corruption programs.[3] An ACRC official[4] stated that a briefing on the survey results was held on 6 December 2017, and the results are now posted on the official homepage of ACRC, as confirmed by the IRM researcher.[5] For more information, please see the 2016–2017 IRM mid-term report.

End of term: Complete

This commitment was completed by the mid-term report. The IRM researcher did not observe any additional activities taken place that is relevant to this specific commitment.

Did It Open Government?
Access to Information: Marginal

There was a marginal change in government practice regarding access to information. While adding this question to the survey will help to measure the level of corruption in public institutions, other methods must be sought to actively fight corruption. The main advantage of such anti-corruption surveys is that they give an insider's perspective, and capture the insider's view formed on both experience and observation of corruption behavior in a specific public institution. However, the insider has low confidence that the surveys are kept anonymous, and whether the validity of his or her response will be questioned in the future when identities are revealed. The interview responses verify the claim made above. Two prominent civil society organizations (CSOs), one of which is Transparency International Korea,[6] and a former government employee in Prime Minister's Office[7] were concerned that although this survey may be an effective method to measure and assess corruption in the public sector, the changes implemented by this commitment are very limited in scope. The IRM researcher has concluded that while the additional question aims to capture public officials' experience of any observed corruption, survey respondents may not feel comfortable answering the question honestly due to fear of retribution—despite the anonymity of responses. Regarding this concern, the government notes that the survey is administered by an external social-survey institute, and various measures are being taken to ensure anonymity and reliability of the survey, such as the establishment and application of standard sanctions, field inspections, and regular operation of a system to report on acts undermining the reliability.[8] Additionally, the government commented that the survey inquires about respondents' perceived experiences rather than their actual experiences, thereby adding an additional layer of anonymity. Also, of the 15 graduate students in the public administration and public policy program who were interviewed,[9] more than 80 percent responded that the effect of adding one question to the entire set of survey is not sufficient for fighting corruption, nor does this reflect government acting ambitiously in fighting corruption. The Improper Solicitation category is only one part of the broader anti-corruption survey that includes specific questions aiming to accurately capture the corruption experience rates, frequency, scale, etc. Therefore, it is possible to measure the structure and scale of corruption by each public agency through the survey, and it is an improvement from the previous, burdensomely narrow reporting requirement. It is difficult to assess the actual level of corruption happening on the ground in public institutions, and another weakness in using such surveys is that this type of questionnaire does not

necessarily differentiate between petty and imposing corruption. This is why this specific commitment uses the Corruption Perceived Index (CPI), which is also in this commitment's aim description. The overall goal of this commitment would be to fight for corruption for all.

Carried Forward?

No, this commitment has not been carried over to the next action plan.

[1] "South Korea Mid-Term Self-Assessment Report", Open Government Partnership, 17 November 2017, https://www.opengovpartnership.org/documents/south-korea-mid-term-self-assessment-report-2016-2018/.

[2] Act on the Prevention of Corruption and the Establishment and Management of the Anticorruption and Civil Rights Commission, http://www.acrc.go.kr/en/data/1.0.ACRC%20Act.pdf.

[3] The two new questions are as follows: Have any of your colleagues, seniors or juniors, been unfair in the past one year in dealing with a case at the solicitation of the person concerned or a third party? Do you think your institution runs anti-corruption programs well? (The programs refer to consultations, whistleblower protection, education, and promotion.)

[4] Won Hyeon Sim, Deputy Director of Anti-Corruption Survey & Evaluation Division in Anti-Corruption and Civil Rights Commissions, interview by IRM researcher.

[5] Lee K.H Anticorruption & Civil Rights Commission, "2017 년 공공기관 청렴도 7.94, 전년 대비 0.09 점 상승", 6 December 2017.

[6] Lee sang Hak, Transparency International and a member of OGP Korea Forum, phone exchange with IRM Researcher, October 2018.

[7] Former government employee and a researcher in Prime Minister's Office in year 2013–2016, in-person discussion with the IRM researcher, February 2018. Interviewee requested anonymity.

[8] Email correspondence between OGP PoC and IRM staff, 25 October 2019.

[9] Graduate students of Seoul National University and Yonsei University, phone interview survey in exchange with the IRM researcher, February 2018. All requested anonymity.

6a. Disclose international aid information

Commitment Text:

Title: Improved Financial Transparency – Disclosing information on international aids

As a member of the International Aid Transparency Initiative (IATI), Korea has Korea International Cooperation Agency (KOICA) as an institution providing grants and Korea Export-Import Bank as an institution providing loans from the Economic Development Cooperation Fund (EDCF). Some 740 sets of information on the projects that are currently being carried out or planned as part of the initiative will be converted to meet the IATI format and opened to the public. Information in 13 required categories – institution name, project identifier, project name, project description and progress, participating institutions, beneficiary region and area, etc. – will be open first in 2016 and the rest will be gradually disclosed through consultations among related stakeholders. The range of ODA information disclosure and the number of participating institutions will be also expanded in stages.

Out of 39 categories selected by IATI for information disclosure, 13 required categories will be opened up first for 740 KOICA and EDCF programs, which are currently being carried out or planned to help developing countries. The rest of the information will be gradually disclosed through consultations between related institutions.

Responsible Institution(s): Office for Government Policy Coordination (Export-Import Bank of Korea)

Supporting Institution(s): Ministry of Foreign Affairs/Development Policy Division; Ministry of Strategy and Finance/International Financial Cooperation Division

Start Date: 1 July 2016   End Date: 30 June 2018

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm End of Term	Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed		Worsened	Did Not Change	Marginal	Major	Outstanding
6a. Disclose international aid information			✔		✔					✔					✔ (Midterm) / ✔ (End of Term: Completed)					✔		

Commitment Aim:

In 2015, the South Korean government voluntarily began disclosing information on Korea's Official Development Assistance (ODA) activities to the International Aid Transparency Initiative (IATI),[1] a voluntary, multistakeholder initiative that publishes data on development cooperation activities used by donors, the private sector, NGOs, etc. Information on ODA performance, future plans, and strategies are currently disclosed on the ODA and IATI websites.[2] This commitment outlines two key activities: to disclose information under 13 categories selected by IATI, including the 740 Korea International Cooperation Agency (KOICA) and Economic and Development Cooperation Fund

(EDCF) programs in progress. Secondly, the government will expand the range of projects and information categories to be disclosed through consultations among related institutions.

Status
Midterm: Substantial

This commitment was substantially completed by the mid-term report. As of August 2016, the government had fully released information on the 13 required categories from the 740 programs designed to support developing nations, which are currently in progress or are scheduled to take effect by KOICA and EDCF. The information is publicly accessible on the ODA website.[3] The 13 categories are as follows: organization identifier, name, reporting organization, IATI identifier, reporting-organization, title, description, participating organization, activity status, activity date, recipient country, recipient region, and sector. In addition to this list, and relating to the second milestone to expand the range of information categories, the government has voluntarily expanded the list of categories from 13 to 18. The number of institutions disclosing information has also increased to become more transparent in using taxes towards ODA-related projects and to meet the demands of the rights for citizens to know. For more information, please see the 2016–2017 IRM mid-term report.

End of term: Complete

By the mid-term report, the government had fully released information on the 13 required categories on the 740 programs designed to support developing nations, which are currently in-progress or are scheduled to take effect by KOICA and EDCF. In addition to the 13 required categories, the government has increased the number of categories from 13 to 18. In doing so, the government released more information on other ODA projects implemented by the Ministry of Strategy and Finance, Ministry of Foreign Affairs, and the Ministry of Health and Welfare.[4] Overall, by June of 2018, citizens are able to access ODA information on the 22 categories from all of 49 public institutions and some local governments (2,714 ODA programs) that are registered and integrated in the ODA information system; this information is open to the public and accessible through the ODA website at www.ODAKorea.go.kr.

Did It Open Government?
Access to Information: Marginal

This commitment has opened government marginally in respect to access to information. Three NGO representatives[5] who work with KOICA on ODA programs applauded the Korean government in voluntarily joining IATI; however, all IATI-member countries are required to disclose 13 categories at the very minimum, and Korea is stepping up its effort in creating a more transparent environment that meets the internationally-accepted standard. It is also important to note the quality of the information that has been added, such as organization identifier, name, reporting organization, IATI-identifier, reporting-organization, title, description, participating organization, activity status, activity date, recipient country, recipient region, and sector. Much of this information was already available, if not all found in one platform, such as the ODA information system, so this commitment has only marginally made it more convenient for the citizens to find all information with one click. Of 10 graduate students in public administration and policy, they stated that given that Korea is spending approximately 2.6 billion USD on ODA work, though less than 1 percent of the annual government budget, citizens have the right to know how their tax money is being used and what kind of effect that is having abroad. They emphasized that the larger the ODA funding is and the greater it is in scope (e.g., more than 20 million USD), the more government should prioritize releasing detailed information, statistical information, scalability, and best practices for those prior to other, smaller ODA projects with smaller funding. In addition, to increase the effect of South Korea joining IATI, the government could consider disclosing more information that is not currently accessible to the public, and expanding its scope by encouraging other governmental bodies to release information on their ODA work.

Carried Forward?

No, this commitment has not been carried forward to the next action plan.

[1] International Aid Transparency Initiative website, https://www.aidtransparency.net/about.
[2] Korea Official Development Assistance, http://www.odakorea.go.kr/index.jsp.
[3] "Main Policy Document", Korea Official Development Assistance, http://www.odakorea.go.kr/ODAPage_2012/T02/L01_S02.jsp.
[4] The IRM researcher was given access to internal government documents listing the categories. The additional categories are as follows: collaboration-type, default-flow type, default-finance-type, default-aid-type, and transaction.
[5] NGO spokesman from three different organizations, in exchange with the IRM researcher, November 2018.

6b. Improve information on ODA projects

Commitment Text:

Title: Improved Financial Transparency – Improving citizens' accessibility to ODA statistics

The ODA statistics are currently provided mostly focusing on the progress and status of the projects with data on the supervising ministries, fund types, aid types, areas, and regional status. This will change through renovation of the ODA statistics system, where citizens will be able to find more information about the projects including their goals, descriptions, and periods.

The ODA statistics information system will be revamped to provide detailed information and statistics including the objective, description, and period of each ODA project.

Responsible Institution(s): Office for Government Policy Coordination, Export-Import Bank of Korea

Supporting Institution(s): Ministry of Foreign Affairs/Development Policy Division, Ministry of Strategy and Finance/International Financial Cooperation Division, OECD Development Assistance Committee (DAC), Working Party-Statistics (WP – STAT)

Start Date: 1 July 2016   End Date: 30 June 2018

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial (Midterm)	Completed (End of Term)	Worsened	Did Not Change	Marginal	Major	Outstanding
6b. Improve information on ODA projects		✔			✔					✔					✔ (Midterm)	✔ (End of Term)			✔		

Commitment Aim:

Prior to the development of the third action plan, the Official Development Assistance (ODA) statistics system provided information on the supervising ministries, fund types, aid types, aid areas, and regional status. ODA refers to the flow of financial resources from the central and/or local governments of donor countries and multilateral agencies to developing countries. ODA's main goal is to promote the economic development and to improve the quality of life in developing countries.[1] However, the system mainly focused on information such as aid status, and it was difficult for citizens to fully grasp the information provided. This commitment aimed to reorganize the ODA-statistics system and disclose more detailed information such as the purpose, description, and period of each ODA project.

Status
Midterm: Substantial

This commitment's completion at the midterm was substantial. Although the government had taken internal steps to revamp the ODA-management system, no new information on ODA projects had been disclosed. In April 2017, the government officially updated the integrated ODA-management

system.[2] According to the government Point of Contact, implementing institutions are now able to upload project information, including an overview, duration, and expenditure of each project.[3] The platform standardizes the presentation of the project's budget and progress. Furthermore, the visualization of the platform's search page has been updated to increase user-friendliness. In May 2017, the Prime Minister's Office organized a workshop to help implementing institutions use the ODA-management system. A government official noted that both the monitoring system and the statistics system have since been modified.[4] For more information, please see the 2016–2017 IRM mid-term report.

End of term: Complete

This commitment is evaluated as complete. As of April 2017, the integrated ODA-management system (stats.odakorea.go.kr) was up and running. This system is linked to the "ODA Statistics Search" feature of the official website of ODA Korea (www.odakorea.go.kr) and the integrated ODA report system (stats.odakorea.go.kr). It provides the ODA statistics of Korea and more detailed analysis features such as country-specific mapping and automatic finding of statistical figures, where all viewers can search and download the overall ODA-status information and statistics. As of June 2018, year 2016 statistics are available, however statistics for 2017 Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) has only been announced, but is not yet reflected by the end date of the commitment. When the IRM researcher reached out to one of the participating public agencies for additional information, the public agency stated that information could not be shared, since it is considered "internal documents." The government has since clarified that the ODA projects are government to government (G2G), which means that they cannot disclose further information without the approval of recipient countries. Furthermore, recipient countries retain ownership of documents for Economic Development Cooperation Fund (EDCF) projects. Now that the OECD embargo has been lifted, ODA statistics have been made available on the system, as of June 2018.

Did It Open Government?
Access to Information: Marginal

The ODA Korea Homepage (www.odakorea.go.kr) and ODA statistics (www.stats.odakorea.go.kr) have been integrated with the general ODA-management system. This does not necessarily provide new information to the general public, as such information was already available from the two separate websites. The IRM researcher was unable to verify and gain interviewers to comment on this commitment, due to the ambiguous language of the commitment and the way it was carried forward; CSOs who work closely to this area and who use the information provided did not notice any change prior to and after the implementation.[5] However, the IRM researcher was able to verify that additional new information such as country-specific mapping and automatic finding of statistics figure features were available for the viewers to view, download, and use in a more in-depth analysis of the ODA projects,[6] which resulted in a marginal increase in access to information.

Carried Forward?

This commitment has not been carried forward to the next action plan.

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[1] "What is ODA?", Korea ODA, http://www.odakorea.go.kr/eng.overview.What.do.
[2] Official Development Assistance, ODA Statistics, www.stats.odakorea.go.kr.
[3] Chung Jee In, "South Korea Mid-Term Self-Assessment Report", Open Government Partnership, 17 November 2017, accessed February 2019, https://www.opengovpartnership.org/documents/south-korea-mid-term-self-assessment-report-2016-2018/.
[4] Idem.
[5] NGO spokesman, discussion with IRM researcher, April 2019.
[6] Jeong Hyun Yi, PoC responsible for commitment 6b, ODA Bureau and Expert Advisor, in a phone exchange with the IRM researcher, March 2018.

Methodological Note

The end-of-term report is based on desk research and interviews with governmental and nongovernmental stakeholders. The IRM report builds on the findings of the government's self-assessment report; other assessments of progress put out by civil society, the private sector, or international organizations; and the previous IRM progress report.

This report is based on a desk review of governmental programs, laws, and implementation decrees; a review of government's self-assessment; governmental and local agency websites; the government's OGP Point of Contact, stakeholder interviews and monitoring of the media; and institutional and CSO websites.

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The Open Government Partnership (OGP) aims to secure concrete commitments from governments to promote transparency, to empower citizens, to fight corruption, and to harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism assesses development and implementation of national action plans to foster dialogue among stakeholders and to improve accountability.