

## **Why is Japan's e-Government inefficient? Comparison of legal factors in the early stage between Japan and Korea\***

Sungbin Ha\*\*  
Kobe University

### *Abstract*

Japan and South Korea have been influenced by the "IT revolution" that started in the late 90s and have promoted e-Government since the early 2000s. In Japan, there were the "Basic Act on the Formation of an Advanced Information and Telecommunications Network Society" and the "Online Procedure of Administrative Procedure." While in Korea, the "e-Government Act" was enacted and the e-Government was promoted in earnest. However 20 years later, the gap between e-Government in Korea and Japan has widened. In this paper, we compare the background of the early stage of e-Government in both countries and found out that the reason why the e-Government in Japan became ineffective is that the Act does not contain the basic elements for e-Government. They are the three parts of the political background, leadership, organization and budget.

*Keywords:* e-Government, e-Society, Mori cabinet, IT basic Act, e-Government Act

### **1. Introduction**

Since the release of Windows 95 in 1995, the "IT revolution", which had spread rapidly in society, had begun to affect changes in administrative organizations. After Korea underwent the financial crisis in 1997, e-Government was promoted for government efficiency. Meanwhile, Japan started promoting e-Government by the impact of e-Government in the United States.

However, when the Mori regime started in 2000, the e-Government policy environment changed. At the end of the Obuchi regime, IT policy was still a key policy of the government. The Mori regime began to inform the international community that it was an important issue for the government to deal with the Kyushu-Okinawa G8 summit agenda. As a result, the "Basic Act on the Formation of an Advanced Information and Telecommunications Network Society (IT Basic Act)" and the "e-Japan strategy" appeared. This led to the rapid progress of legislation, budget, and organization to establish an e-Government in Japan.

Although the e-Government policy was largely promoted by the Mori administration, the e-Government has not yet been established until the present. The interest of this paper is to review the contents of the legislation enacted under the e-Japan Strategy, and examine whether the Japanese e-Government can be efficient from the aspect of the Act.

Among them, we will take "IT basic Act" and "Administrative Procedure Online Act" into consideration. The reason is that legal grounds are necessary for administrative management and a reform is required through

---

\* This paper is a revised edition of a part of the doctoral thesis of Sungbin Ha (2018).

\*\* cityknight2000@port.kobe-u.ac.jp

the “legal system” That is, the necessary act for promoting policies must be formulated. By reviewing the contents of these two acts, we can see the direction of the reform for e-Governmentalization. In doing so, we would like to discuss the organizational regulations, information integration, budget issues and so on. However, it is difficult to find out the problem with the Japanese act alone. Therefore, we need to comprehend the characteristics of Japan’s e-Government policy through international comparison. Accordingly, we will compare it with that of South Korea, that has received the top-ranked scores in the UN evaluation for the past ten years.

Why do we compare with Korea? In 2000, when the e-Japan strategy was announced in Japan and the legislation progressed, the first e-Government related Act in Korea, the “Act Concerning the Promotion of Electronicization of Administrative Work (hereinafter referred to as the e-Government Act)” was established. This means the historical background in which the e-Government-related acts were enacted at about the same time in both Japan and South Korea.

It is not just time for the introduction of e-Government policy that are similar between the two countries. Japan and Korea are characterized by being basically similar in the social system such as in politics and economy. Both countries have similar administrative systems such as centralized bureaucracy, industrial structure focused on large companies and export-type economic development models by convoy system; they also have several systems such as the social security system, national insurance, and the pension and the education systems. (Onishi and Tatebayashi, 1998).

Moreover, both countries had similar political and economic backgrounds just before the e-Government related Act was enacted. Between 1992 and 2000, both governments were in charge of the management of the administration through regime change. During this period, domestic enterprises in Japan and Korea were subjected to economic blows due to the currency crisis that occurred mainly in Asia. Just like Japan, which had been forced by large-scale fiscal expenditure, it was necessary to deal with the economic situation in South Korea, and the pressure to reduce administrative costs, which was too high to solve the financial problem. For this, administrative reforms were conducted with the objective of reducing administrative costs both in Japan and Korea as a superficial reason.

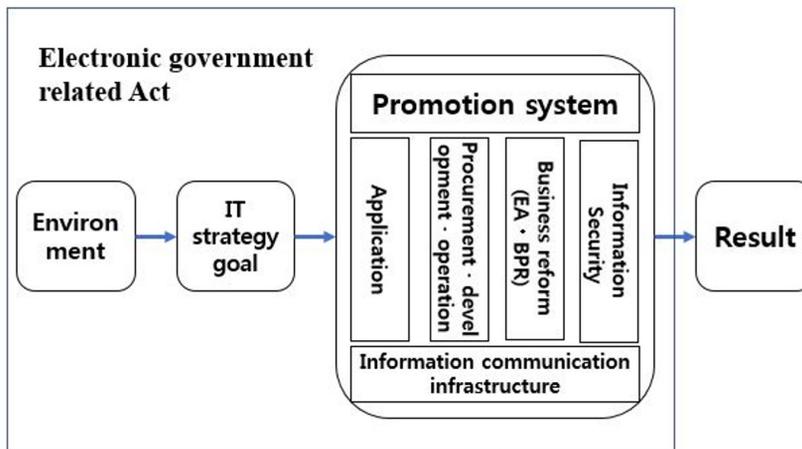
It was the e-Government policy that was treated as part of the administrative reform. Japan introduced the concept of NPM and the idea of e-Governmentization from the United States, and e-Government was introduced as a way to get out of the economic crisis even in Korea.

At least 15 years after the introduction of e-Government, it has become firmly established in Korea and its utilization rate is high, but in Japan there is still a situation where e-Governmentization has not fully taken root. Although there are many comparative studies of the overall system for both countries, there are few prior studies that analyzed the difference for the e-Government (Youm, 2009; Local Government Internationalization Association, 2010; Shimada, 2014). Moreover, most of these prior studies are explanations and examples of administrative institutional factors, or comparisons as enlightenment contents, and there is no research targeting e-Government acts of both countries. Therefore, in this paper, as a comparison of the critical juncture in which the difference between Japan and Korea appeared, we focused on the act establishment and analyzed its content and process.

## 2. Methodology

We compare the whole e-Government process between Japan and Korea through the comparative process model. The process model is a management model that designs the process to improve when the change reform is carried out. In this section, the electronic local government process models of Japan and Korea are compared based on Shimada (2014) (see Figure 1).

Figure 1. Process model in e-Government



Source: Correction based on Shimada (2014)

Shimada classified the e-Government process models into “Environment”, “IT Strategy and Goal”, “Promotion System”, “Application”, “Procurement · Development · Operation”, “Business Reform (EA · BPR)” and “Information Security”. Since 2000, the process of e-Governmentalization between Korea and Japan was stipulated by the “e-Government related bill”, this process will be carried out under legal grounds. It leads to “result” through that process.

Shimada was first comparing the environmental factors that serve as its social base such as “political environment”, “social and economic environment”, “political system”, etc. Table 1 summarizes those environmental factors in 2000 and also points out the institutional differences between Japan and Korea. From Table 1, both domestic and foreign causes are different in both Japan and Korea, but we see similar social and economic crisis, institutional similarity also exists.

Table 1. Environmental factors in e-Government

	Japan	Korea
Political environment	Parliamentary cabinet system · long history of local autonomy	Presidential system · short history of local autonomy
Social and economic environment	<ul style="list-style-type: none"> <li>– Sluggishness due to the collapse of the bubble (fiscal crisis)</li> <li>– Increase in financial expenditure due to bankruptcy of financial institutions</li> <li>– Declining birthrate and aging population</li> </ul>	<ul style="list-style-type: none"> <li>– Economic crisis (foreign currency crisis)</li> <li>– Increase of financial expenditure due to corporate bankruptcy</li> </ul>
Political system's similarity	<ul style="list-style-type: none"> <li>– Resident register, family register certificate system</li> <li>– Seal registration, real estate speculation</li> <li>– Year-end adjustment</li> <li>– National Pension, Medical Insurance, Employment Insurance, Workers' Accident Insurance</li> </ul>	<ul style="list-style-type: none"> <li>– Resident registration system (integrated family register)</li> <li>– Seal registration, real estate speculation</li> <li>– Year-end adjustment</li> <li>– National Pension, Medical Insurance, Employment Insurance, Workers' Accident Insurance</li> </ul>
Political system's difference		<ul style="list-style-type: none"> <li>– Establishment of residence number system (1968)</li> </ul>

Source: Correction based on Shimada (2014)

Under such circumstances, Japan and South Korea have newly established or revised bills to make IT, e-Government, administrative procedures, or the environment related to them. Table 2 compares the bills of Japan and South Korea at that time.

Table 2. Japanese and Korean laws about IT and e-Government (~2003)

	Japan	Korea
Act about IT	<ul style="list-style-type: none"> <li>– Basic Act on the Formation of an Advanced Information and Telecommunications Network Society (IT Basic Act)</li> </ul>	<ul style="list-style-type: none"> <li>– Basic Act for information promotion</li> </ul>
e-Government Act		<ul style="list-style-type: none"> <li>– Act on Promotion of Electronic Promotion of Government Operations and Others for Implementing Electronic Government (e-Government Act)</li> </ul>
Acts for Administrative Procedures	<ul style="list-style-type: none"> <li>– Act concerning the use of information communication technology in administrative procedures etc. (Administrative Procedure Onlineization Act)</li> <li>– Act concerning the establishment of related laws, etc. related to the enforcement of the law concerning the use of information and communication technology in administrative procedures etc. (Administrative Procedure Online Development Act)</li> </ul>	<ul style="list-style-type: none"> <li>– Act on Promotion of Electronic Promotion of Government Operations and Others for Implementing Electronic Government (e-Government Act)</li> <li>– Electronic signature Act Administrative control provision</li> </ul>

	Japan	Korea
Acts for Administrative Procedures	<ul style="list-style-type: none"> <li>- Act on Local Authority's Certification Business pertaining to Electronic Signature (Public Individual Certification Act)</li> </ul>	<ul style="list-style-type: none"> <li>- Act relating to civil application processing (Civil Application Act)</li> </ul>
Act on Environmental Infrastructure	<ul style="list-style-type: none"> <li>- Act on the Protection of Personal Information (Personal Information Protection Act)</li> <li>- Act on the Protection of Personal Information Held by Administrative Organs (Administrative Agency Personal Information Protection Act)</li> <li>- Act on Access to Information Held by Administrative Organs (Information Disclosure law)</li> </ul>	<ul style="list-style-type: none"> <li>- Act on Promotion of Information Communication Network Use and Information Protection (Information and Communication Network Act)</li> <li>- Act concerning information disclosure of public institutions (Information Disclosure Act)</li> <li>- Act concerning the protection of personal information by public institutions</li> <li>- Knowledge information resource management Act</li> </ul>

As a result of these bills, both countries became able to legally prepare for e-Government. However, in fact, in Japan and South Korea, there was a difference depending on the result of this bill. Table 3 shows the comparison of e-Governmentalization between Japan and Korea at that time based on Shimada's research.

Table 3. e-Government comparison of Japan and Korea

	Japan	Korea
IT strategy	IT Basic Act: optional	e-Government Act: legal enforcement
Promotion system <ul style="list-style-type: none"> <li>- Approach</li> <li>- Vertical division system</li> <li>- Laws or guidelines</li> <li>- IT professional organization</li> </ul>	<ul style="list-style-type: none"> <li>- Bottom up type</li> <li>- Vertical split</li> <li>- Guidelines</li> <li>- Nothing</li> </ul>	<ul style="list-style-type: none"> <li>- Top down type</li> <li>- From the top</li> <li>- Laws</li> <li>- Yes</li> </ul>
Application <ul style="list-style-type: none"> <li>- Electronic application utilization rate</li> <li>- Push type system</li> </ul>	<ul style="list-style-type: none"> <li>- Low</li> <li>- Nothing</li> </ul>	<ul style="list-style-type: none"> <li>- High</li> <li>- Yes</li> </ul>
Business reform (BPR, EA)	- Optional	- Legal provision
System development and operation <ul style="list-style-type: none"> <li>- Database</li> <li>- Collaboration between organizations</li> <li>- Opening</li> <li>- Intellectual property rights attribution</li> </ul>	Individual development - individual operation <ul style="list-style-type: none"> <li>- Business-specific database</li> <li>- Low</li> <li>- Partial opening</li> <li>- Government and vendor</li> </ul>	Individual development - collective operation <ul style="list-style-type: none"> <li>- Consolidated database</li> <li>- High</li> <li>- Open by law</li> <li>- Government</li> </ul>
Information security <ul style="list-style-type: none"> <li>- Personal information disclosure</li> <li>- Distrust of the electrons</li> </ul>	<ul style="list-style-type: none"> <li>- Low</li> <li>- High</li> </ul>	<ul style="list-style-type: none"> <li>- High</li> <li>- Low</li> </ul>
Achievement <ul style="list-style-type: none"> <li>- Paperless</li> <li>- Cost</li> <li>- Convenience</li> <li>- Resident satisfaction</li> </ul>	<ul style="list-style-type: none"> <li>- Low</li> <li>- High</li> <li>- Low</li> <li>- Low</li> </ul>	<ul style="list-style-type: none"> <li>- High</li> <li>- Low</li> <li>- High</li> <li>- High</li> </ul>

\* Source: Correction based on Shimada (2014)

Shimada's work, however, is conducting an institutional comparison between Japan and Korea, but it is not a study that compares the legal factors at the beginning of the legislative process. Since 2000, it seems that it is necessary to compare the e-Government policy of the two countries which greatly influences the disposition of the acts, but there is no Japanese-Korean comparative study of the bill concerning e-Government field. Therefore, in this research, we make a direct acts comparison and the process up to that bill, and find the characteristics of Japan's e-Government policy.

### 3. Comparison of basic acts on IT development

Japan's "Basic IT Act" is composed of 4 sections, which consist of 35 articles up to the General Provisions, Basic Policy, IT Strategy Headquarters and Priority Plan (The Legislative Bureau of the House of Representatives). Since this bill is a comprehensive law concerning the conversion of society into IT in general, we deal not only with e-Government but also with a wide range of fields such as network enrichment, human resource development, promotion of e-commerce. Conversely, items concerning e-Governmentization are prescribed only in Article 20 and Article 21. Nevertheless, these two provisions did not show specific methods of digitization.

#### *Article 20 (Informationization of Administration)*

*Strategies developed to form an advanced information and telecommunications network society shall ensure that the necessary action is taken to actively promote informatization of administration, such as increased use of the Internet and other advanced information and telecommunications networks in the administrative affairs of the Government of Japan and local public entities, in order to increase convenience for citizens and to help improve simplicity, efficiency and transparency of administrative operations.*

#### *Article 21 (Application of Information and Telecommunications Technologies in the Public Sector)*

*Strategies developed to form an advanced information and telecommunications network society shall ensure that the necessary action is taken to diversification and quality enhancement of services in the public sector with the use of information and telecommunications technologies in order to increase citizens' convenience.*

On the other hand, South Korea has established the "Basic Information Promotion Act" enacted in 1996 as a bill to promote the electronicization of the whole country and revised in 1999 and 2001 (National Law Information Center). The bill consisted of six chapters, which consisted of 37 articles, including general provision, promotion of informationization, infrastructure building of the information and telecommunications industry, upgrading of foundation, establishment of promotion fund and supplementary provision. However, similar to Japan, Korean legislation has few specific provisions on e-Government. The only thing that is unique is the first paragraph of Article 11 "Promotion of Public Information Technology, etc." established at the time of revision in 1999.

#### *Article 11 (Promotion of Public Information Technology, etc.)*

*① The heads of public organization must promote informatization in the public sector, such as informationization of administrative tasks and informatization of medicine, education, culture and the environment.*

Looking at the above, it seems that there is little difference between the basic IT law and the basic information

on promotion of informationization toward e-Government. However, looking at the bill in detail, you can see that there are significant differences with many similarities (Table 4).

Table 4. Comparison of basic acts on IT development in Japan and Korea

	Japan: IT Basic Act	Korea: Basic Information Promotion Act
Similarity	Purpose: digitization of society as a whole (informationization) Responsibility: stipulate responsibilities for promoting computerization of national and local governments Planning: "Japan: Priority Plan" "Korea: Basic Information Promotion Plan" Establishment of organization: "Japan: IT strategy headquarters" "Korea: Information Promotion Committee" Protection of personal information: Measures to protect personal information of users and information providers are necessary Presentation of plan: "Japan: statistics and materials" "Korea: measures and trends" International contribution and cooperation: legal provision human resources development: training human resources for both education and learning	
Difference	Nothing	Article 9-2. Establishment of Chief Information Officer (CIO) Article 10. Establishment of Korean National Computerization Agency Article 11. Provision of computerization of public information Article 13. Promotion of information provision of public agencies Articles 33 to 35. Fund operation

Table 4 is a table summarizing the similarities and differences between the basic laws of Japan and Korea. Although there are some differences, there are many fundamental similarities such as purpose, responsibilities, planning, establishment of organizations, protection of personal information, presentation of plans, international contribution and cooperation, and human resource development. However, while the Japanese Basic IT Act just played the role of organizational law, South Korea's Basic Information Promotion Act contained many other provisions affecting the environment related to e-Government.

First, in Article 9-2, "Establishment of Chief Information Officer (CIO)" is stipulated that the CIO is a position to establish and enforce comprehensively and efficiently the informationization measures of the relevant institution, and the US government already introduced it. This was decided and carried out smoothly in 1999, along with the establishment and attendance accompanying the e-Government law that was enacted later.

In addition, the establishment of Article 10, "Establishment of the Korean National Computerization Agency (NCA, currently "Korea National Information Society Agency (NIA))," also had a great influence. This agency is a commissioned, quasi-governmental corporation under the umbrella of the Ministry of Information and Communication (MIC), but it was established as an executing agency to set up plans, technical provision, standardization, etc. related to e-Governmentalization not only to the central government but also to local governments. With the establishment of NCA, it became possible to provide electronic technology at the government level as prescribed in article 11 "Provision of computerization of public information" and in Article 13 "Promotion of information provision of public agencies."

More than anything, the integration of information was regulated by the laws. In paragraph 2 of 2 of Article 13, it is stipulated that priority shall be given to "items necessary for the joint use of information among public institutions". This is different from Japan; arguments about the need to share information from administrative agencies in Korea have already been made, and what has been prescribed before the e-Government legislation was established is emerging.

Another important point is the time of establishment and revision. The IT Basic Act was not revised for 13 years until a law for IT conversion was passed in 2000 and the bill was partially revised in 2013. Meanwhile, in South Korea, since 1996, a basic IT-related act was formulated, strengthening its content through 28 revisions, and also the “Basic Information Promotion Act” was formulated. It can be said that this was a big difference in the sense that it forcibly regulates society as a whole by the law.

#### 4. Comparison of legislation concerning e-Governmentization

In both countries the basic policy on IT was enacted early but, on the other hand, concrete content related to e-Government was enacted as another law. That was Japan’s “Administrative Procedure Onlineization Act” and Korean’s “e-Government Act”.

The Administrative Procedure Onlineization Act enacted in 2002 consists of a total of 12 articles. Except for purposes, definitions, supplementary provisions, etc., the contents related to the actual procedure impute for the application (Article 3), the notice (Article 4), public inspection (Article 5), preparation (Article 6), system development (Article 8), promotion of the use of local governments (Article 9), and publication of the situation (Article 10). In particular, the application and notification can use electromagnetic records and electronic information processing organization to make it possible, and the electronic procedure of administrative service is stipulated.

On the other hand, the e-Government Act enacted in 2001 was formulated as a bill to prepare the e-Government as “the law concerning the promotion of electronicization of administrative work, etc. for implementing e-Government” at that time (the official name changed to “e-Government Act” from 2007). Unlike Japanese laws, this was made up of 52 sections of seven chapters that included concrete content. Therefore, comparing the legislation concerning e-Governmentization between the two countries, we found out that there is a big difference (Table 5).

Table 5. Comparison of e-Government acts between Japan and Korea

Japan: Administrative Procedure Onlineization Act	Korea: e-Government Act
Article 1. Purpose	Chapter 1. General provisions
Article 2. Definition	Article 1. Purpose
Article 3. Application by electronic information processing organization	Article 2. Definition
Article 4. Notice of disposition by electronic concession processing organization	Article 3. Scope of application
Article 5. Cabinet inspection by electromagnetic record	Article 4. Responsibilities of administrative agencies
Article 6. Preparation by electromagnetic record	Article 5. Responsibilities of civil servants
Article 7. Exclusion from application	Chapter 2. Section 6~15 Implementation and operation principle of e-Government
Article 8. Improvement of information system concerning the procedures of the state etc.	Chapter 3. Section 16~32 Electronicization of administrative management
Article 9. Promotion of utilization of information communication technology related to procedures of local public entities	Chapter 4. Sections 33~39 Electronicization of services to citizens
Article 10, 11. Publication of situation concerning the use of electronic information processing organization related to procedures etc.	Chapter 5. Sections 40~44 Reduction of document work
Article 12. The competent ministerial ordinance supplementary provision	Chapter 6. 45~50 Promotion of e-Government business
	Chapter 7. Section 51, 52 Supplementary provisions

There is a reason why Japan's basic IT Act and Administrative Procedure Onlineization Act did not include detailed content compared to Korean e-Government Act. According to Yonemaru's work, this bill is an act on general rules as well as a legislation to digitize other means on the individual law across the field, and for specific cases where special provision should be given under the individual law, I explained that it was enacted as a reorganization law (Yonemaru, 2005). Its purpose is to review other laws based on this law rather than stipulating e-Government related bills by law.

On the other hand, the e-Government Act is enacted as a superior bill. According to the provision of Article 3 "Scope of application", it is stipulated that "with respect to the electronic processing of administrative agencies' work, unless there are special provisions in other laws, it will obey the provisions of this bill." This will be prioritized.

As a result, the e-Government Act established more specific cases. Chapter 2 "Implementation and operation principle of e-Government" specifies detailed contents. Among them, the points to be noticed are Article 6 "Principles centered on public benefit", Article 7 "Principles of business innovation ahead", Article 8 "Principles of electronic processing", Article 9 "Principles of disclosure of administrative information", Article 16 to Article 32 which stipulated "electronicization of administrative management" based on Article 10 "Principles of confirming administrative agencies", Article 11 "Principles of shared use of administrative information."

Articles 16 to 20 stipulate document information which is the basic information of e-Government. Article 16 stipulates that "documents of administrative organizations must be created, shipped, accepted, stored and utilized *with electronic documents as the basis*". The idea of digitizing all administrative procedures based on the principle of Article 8 that gives priority to electronic documents over paper appears.

It appears that Japan's Administrative Procedure Onlineization Act is left to the discretion of the administrative agency (Yonemaru, 2005). On the contrary, Korean bills are not only mandatory, but the country also has the characteristic that it requires the local government to develop an environment that allows electronic procedures to be carried out.

Another feature of the Korean bill is that the e-Government-oriented idea from the U.S. is strongly reflected. At that time, the U.S. was an advanced country of e-Government, and its policy ideas had influenced Japan and Korea as well. For example, in Article 11 "Principles of shared use of administrative information", Article 22 "Procedures for shared use of administrative information", Article 24 "Business redesign of administrative agencies", Article 25 "Standardization", The sharing of information that was an idea of the U.S., reflects the concept of EA process and BPR.

In addition, it can be said that the influence of the American Paper Reduction Act of 1995 and the GPEA of 1998 was also on "Reduction of document work" in Chapter 5. Conversely, policy ideas were not reflected in Japan's bills.

## 5. Comparison of legislation concerning e-Governmentization

Therefore, why did the difference between the e-Government bills between Japan and Korea and the subsequent e-Government change emerge? There are three main reasons for this.

First of all, there was a difference in environment concerning electronic government. The e-governmentization of Japan had been in effect since 1994, but the argument continued to be inadequate due to administrative reform, financial crisis, and short-term administration policy change. While the Mori administration picked it up as an important policy, and policy making and billing were promoted at a rapid pace, legislation progressed without

sufficient discussion on the electronic government. Therefore, there was a circumstance in which only the basic law was first decided, where laws and policies concerning the IT environment, which is the background of the e-Government, were not determined.

On the other hand, Korea's full-scale promotion of e-Government has started since 1996, so it was a little bit slower than Japan, but the MIC has decided to prepare the environment related to IT. The Ministry of Government Administration and Home Affairs (MGAHA), which was established in 1998, was able to lead the policies on e-Government under these circumstances.

The second is the difference in leadership. It is said that the e-Governmentalization of Korea was a policy imposed by the government under the foreign currency crisis (e-Government Special Committee, 2003).

However, as in Japan, conflicts existed between ministries and agencies about e-Government. The MIC was responsible for the "electronic" field, and since the Government Autonomous Department was responsible for the "Government" field, competition for e-Governmentalization by both ministries and agencies was held.

The organization was first created and the MIC, which had made a number of legislations concerning e-Governmentization, announced the policy of "CYBER KOREA 21 (1999)" in advance to take the initiative. This policy was established to define the direction of informatization of society as a whole based on the basic information dissemination promotion law. The MIC tried to lead the policy without separately preparing an e-Government bill by this policy.

Meanwhile, the MGAHA that took a delay tries to restore the initiative on e-Government by establishing an "e-Government act". In 1999, through various research groups, forums, and theses, emphasizing that e-governmentalization is an administrative reform through information technology, unlike simple informationization (Jeong, 2003).

Ultimately, this conflict was settled by the president's choice. In March 2000, at the work meeting held by the president for the new millennium, the MGAHA reports the establishment of the bill for e-government as priority work. As a result, the President gave MGAHA the authority to establish the bill and the initiative of the e-Government policy (Jeong, 2003). This made clear distinctions between informationization and e-Government in Korea.

Meanwhile, the situation where the discussion on e-Government had not progressed easily in Japan continued. Since there was no organization to organize e-Government policy, e-Government policy was done by ministries and agencies. The MITI responsible for the telecommunications field, the Ministry of Posts and Telecommunications in charge of the information field, and the Ministry of Internal Affairs responsible for the administrative field, etc., decentralized policies.

It was from the Mori administration that the situation changed, but Mori himself was not so much interested in electronic government. It was Hidenao Nakagawa who was appointed Chief Cabinet Secretary at the 2nd Mori Cabinet who strongly recommended e-Government to such a forest. Nakagawa positively recommended to Mori that there was a need to advance e-Government in Japan, being shocked by the progress of e-governmentization in the U.S. (Takahashi, 2009).

Nakagawa, appointed Chief Cabinet Secretary, Minister of IT and Secretary of the Okinawa Development Agency in July 2000, will make a successful summit in Kyushu and Okinawa held under the theme of "IT revolution" immediately after inauguration. Next, he presided over the joint conference of the IT strategy headquarters conference (the State Council member) and the IT strategy conference (private experts member) that had been held separately until then, establishing the basic IT law and the legal basis of the IT strategy headquarters, he played the leading role as an administrator toward e-Government.

However, in October, only three months after taking office in July 2000, he was retired by scandal. Chief Cabinet Secretary and Okinawa Development Secretary were inherited to Yasuo Fukuda after Nakagawa's

defeat, but the Minister of IT changed with Taichi Sakaiya, Shiro Fukagawa and Taro Aso in two or three months. As a result, IT Strategy Headquarters / IT Strategy Council joint meeting could not make any conclusions without Nakagawa. He was an administrator who played a major role because he was not interested in Mori himself, who should be the director. However, due to the loss of leadership, the administrator who fully complied with the establishment of relevant legislation to the Basic IT Law and e-Government policy was also lost.

The third problem is organization and budget. When the U.S. e-Government policy goes mainly to the area of administrative management after the end of a process requiring political power such as EA process, BPR, or legislation, the OMB (Office of Management and Budget) has played a central role. It has a role as an organization that can also manage the federal government by budgeting while overlooking the e-Government of the federal government as a whole.

Such a role was also established in Korea. In 2000, the “e-Government Special Committee” was established as an organization capable of comprehensively accompanying all government ministries’ e-Government policies with budget rights.

The special committee was composed of seven government members and seven private expert members, including the MIC, the MGAHA, the Presidential Policy Secretariat. In addition, Mr. Ann Mun-seok (Professor, Korea University) who was an administrative scholar and IT expert on government CIO is appointed.

The special committee was able to exercise great authority in the e-Governmentalization because (1) it gained support from ministries and agencies, (2) it had the “cooperative” budget by the government budgeting office, (3) it is possible to use promotion fund as a single year budget, (4) it supported the promotion of the special committee's policy by direct report to the President, and (5) the NCA introduced the policies presented by the special committee. For this reason, the special committee was evaluated as having succeeded in saving 5.7 trillion won in expenses by investing 142.2 billion won in 2-year activities (NIA, 2010).

On the other hand, the promotion headquarters and the IT strategy headquarters were unable to play such a role. Not only did they not have budget compilation right, but also the strategy decided by the IT strategy headquarters and the basic policy, etc., were treated as mere recommendations; and only the ministries and agencies made concrete the policy to the last. In the end, the emergence of organizations with authority like OMB and the special committee in Japan was delayed until the revision of the government's CIO law in 2013.

## 6. Conclusion

This paper clarified the characteristics of the e-Government focusing on Japanese e-Government related bills. For clarifying these characteristics, we conducted a comparison of bills targeting Korea with political, economic and institutional similarities. As a result of this research, it was found that Japan’s e-Government acts are an “organizing law”, and concrete contents are not specified by only setting basic provisions. Japanese bills were subject to other bills compared to Korean bills, so a more specific bill was needed. However, because organizations responsible for advancing concrete bills are not in place, it can be concluded that the new specific policies and bills have become difficult to use by the e-Government of Japan.

On the other hand, this paper omitted comparisons that include other factors such as culture, customs, systems, infrastructure, and governance in Japan and Korea. In particular, it seems necessary to clarify the features of the Japanese bill compared to other bills, but it has not been clear up to that point. However, it seems that it needs to be explained more deeply in another study.

## References

- e-Government Special Committee (2003). E-government White Paper
- Jeong, C. S. (2003). Comparative analysis of Korean and American e-Government law, *Social science research*, 20(2), 112-150
- Korea National Information Society Agency (NIA) (2010). E-Government White Paper
- Local Government Internationalization Association (2010). Promotion of electronic local governments in Japan and Korea. CLAIR
- Onishi, Y. and Tatebayashi, M. (1998). Comparative study between ministries and agencies in Japan and Korea, *Leviathan*, 23, 126-150
- Shimada, T. (2014). Comparative study of e-Government & local government in Japan and Korea, *Japan Information Management Society*, 34(4), 116-129
- Takahashi, H. (2009). *Innovation and Political Science: The Political Process of <Japan's Delay> in the Information Communication Revolution*, Keisoshobo.
- Yonemaru, T. (2005). *Onlineization of administrative procedures and their problems*, Kobe Univ. law journal, 54(4), 65-120
- Youm, J. S. (2009). *Strategy for e-Government & e-Government*, Jijitusinsha