THE EFFECTIVENESS OF SOCIAL MEDIA USE FOR LOCAL GOVERNANCE DEVELOPMENT

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ABSTRACT

This study aims to verify the potential of social media use for local governance development, to identify some of the limitations, and make suggestions for interaction. The results indicate that although social media use can apply through various formats, they can generally only facilitate communication activities. There are no apparent activities to promote interaction and engagement. Several limitations can find that involve regulations, organizations, personnel, coordination of the municipality, effectiveness, confidence, and also include the cost of social media for people. An 'easy-to-use' approach is the required solution in the context of government officials and the people.

Keywords: Social Media; Public Policy; Local Governance; Citizen Engagement; Co-Production; Digitalized Governance

INTRODUCTION

Social media regards as a useful tool for active citizen participation, information sharing, communication, and online relationships among parties. As for the government, due to the need to continuously communicate with its citizens, many governments now employ social media tools to communicate and use it for assessing public aspirations (Berthon, Pitt, Plangger & Shapiro 2012). However, in responding to the advance of technology, a lack of understanding and readiness to use social media is a challenge for the government, therefore, not only should the benefits of social media use be considered, but also how social media can increase the public trust. The government should create a policy direction that ensures confidence, gains participation, and links belief to development (Park et al. 2015).

Moreover, social media also encourages governments using this development to include categories such as openness, transparency, citizen participation, policy effectiveness, managerial efficiency, cost-saving, good governance, public employee, and citizen satisfaction (Criado, Sandoval-Almazan & Gil-Garcia 2013). Meanwhile, the government can also use social media tools to communicate with the public to restore public trust towards the government. Public confidence in the government can be a factor that facilitates participation in the social media provided by the government, through the outcomes resulting from such social media use (Han & Jia 2018). It may be that usage of social media, to gain government trust, can increase their understanding of its characteristics (Hunt & Gentzkow 2017).

By using social media tools, the government can gain feedback from the public via their information. However, social media, as it is, maybe controlling government activities by the public. Lee and Kwak (2012) proposed a 'stages of maturity' model for open government as one of the impacts to come from the development of social media. Moreover, social media

would specifically assist in engaging with some segments of the community. (Roshan, Warren & Carr 2016). Nowadays, the emergence of social media can offer both opportunities and challenges to local government, the opportunities being in enhanced communication and community engagement for local government. It can lead to communicating with the citizens, involvement of stakeholders, improvements in planning, and the delivery of local government services. The challenges are the difficulties of how to use social media (Avery & Graham 2013) effectively.

Thus, social media use can be one of the best choices for reinforcing local governance by engagement between the municipalities and the people in local administrations, because social media itself has a significant characteristic of promoting in a collaborative and participative manner (Bertot, Jaeger & Grimes 2010; Korthagen & Van Meerkerk 2015). Social media has the potential to provide a bridge from the people directly to the government in real-time (Mergel 2016). It rapidly develops the spreading of information while also pushing transparency and accountability (da Cruz et al. 2016). Moreover, it can strengthen citizens to become partners in improving policymaking, encouraging cooperation and collaboration. Furthermore, social media use can support local governance development since it can use for mobilizing the public, opening, and increasing public engagement in local administrations (Waheduzzaman & As-Saber 2015).

This study aims to systematically analyze data such as the attitude, practical guidelines, and the results of the use of social media to respond to the objectives of the study. The results indicate the details of social media use in case studies in Thailand. Consequently, it should show the success or failure of social media use for local governance development. Finally, the study would like to conclude about the success of social media use and to recommend proposals that can apply for supporting its use to enhance effectiveness in local governance development.

THFORY

As governments adopt social media tools, this might increase their capacity for engagement (Zavattaro & Sementelli 2014). Furthermore, social media can build interactive features and increase citizen collaboration with the government. These changes mean that citizens are empowered by social media tools, especially as the local government, is encouraged to listen to public demands (Reddick, Chatfield & Ojo 2017). Further, social media plays a role in engagement in civic action. It influences citizen engagement, such as in increasing public trust. Social media includes communication platforms such as Facebook, Twitter, and YouTube, which are intensively used by the government. The adoption of social media use introduces a collaborative nature between government and citizens (Warren, Sulaiman & Jaafar 2014).

For the citizens, the use of social media might increase collaboration among stakeholders. Social media can engage them in participating in government programs and bridge the gap between the government and society (Hepburn 2015). For the government, social media can engage in public participation and collaboration. There are various areas of citizen engagement through social media. That means interaction will evolve, where social media might use for a commitment by the government, organization, citizen, and community. But the challenge is for the professional management of social media interaction used for communication. For instance, a lack of capacity or skill in initiating such engagement requires technological and professional media skill development. The movement towards social media use requires people's positive attitude, staff preparedness, time availability, and skill (Tursunbayeva, Franco & Pagliari

Further, Dobos & Jenei (2013) argued on the changing participation in engagement; there are two types of citizen engagement through instrumental and normative activities. The aim is to inform or to receive responses from the governance process. A more efficient way of meeting should use among normative activities (King 2000). The form of engagement in local government has to find new methods and techniques through dialogue and interaction in social media. These are ways that can provide conditions for listening and participation in activities within the government-citizen relationship.

The use of social media in a public organization provides benefits, including improved financial performance, participation, and group decision-making capabilities (Nagle and Pope 2014). However, the practical use of social media in local government is to improve public trust trough transparency (Mazali 2011). Social media can provide the government with an open relationship and the ability to inform and seek the public's opinion. As a group of technologies, social media allows public organizations to engage with citizens, other elements of its organization, and groups. Social media refers to a collection of active participants in creating, organizing, editing, combining, sharing, commenting, rating, and forming a social network through interacting and linking to each other (Criado, Sandoval-Almazan & Gil-Garcia 2013). The terms linkable, collaborative, traceable, searchable, and open administration can understand as the main features of the utilization of social media tools in a public organization (Chun et al. 2010). It can enable the government to achieve productivity through social network development.

Sobaci (2016) concluded on the relationship between local government and social media that there are five main areas; a) social media can affect the organization, functions, performance, and contact with stakeholders of local government. b) Social media may adopt by local government and local politicians. c) Social media has benefits and risks for both the local government and the public. d) Social media can contribute to the improvement of public services, participation, and strengthen transparency. e) Social media transforms local politicians and local leadership. Therefore, the local government can take advantage of this development to engage with the people to participate in local government. Participation in social media has been increasing daily (Hall, 2013).

METHODOLOGY

The qualitative methodology should be applied since this research needs to get the direct perspectives of those who continuously participate and have expertise working in local public administration over a long period. This study would like to be confident that all information would be validated and correct, and that the study responds to all the research objectives effectively enough to provide all of the expected results.

Data collection and analysis was by interview and focus group. Key informants selected from three local government offices in three provinces regard as having the best practice in people's participation and promotion in the northeast of Thailand.

Key informants represented executives and officers in local government and leaders of civil society organizations (CSO), including representatives of social media groups having extensive experience in working in local administration.

Data analysis was in two steps. The first dealt with the situation of social media use in the local administration of Thailand. This analysis will assess the details of social media use in the area of study then analyze the limitations and considerations of its use. The investigation would like to present how social media use can make changes to local government administrations as compared to the concepts of local governance.

The second step of analysis presents whether the changes can promote local governance development, and why? The study would like to identify issues and reasons which obstruct use in local governance development and to propose suggestions to apply to or solve the problems.

FINDINGS

The result will show the details of the use of social media, support, and restrictions, regarding performance and critical awareness, which may have impacts on other areas. The details of the findings are as follows.

- 1. The use of social media
- 1.1 General usage

People in the research area use social media to contact the municipalities, but not very often. The majority of people, and the city, use Line, followed by Facebook. There are two main types of social media use.

(1) Communication with the city to get information, most people (95%), use social media in this way, via both Line and Facebook. There are various purposes for this communication. For example, when they require

services from the municipality, they can use social media to get information and advice to prepare any documents before submitting them to the city.

(2) Make complaints and offer advice about the operations of the municipality; it found that only about 5% of people had experienced using social media for making their complaints or for providing suggestions to the cities. All the people, that is 100%, use Line. They did not use Facebook in this way. The line used to communicating through various groups, especially the groups of the executives and officials. The reason people did not use social media in their complaints, petitions, or recommendations to the municipalities was due not to know the use of social media in dealing with cities. Some did not know how to use social media, accurately, to contact the municipality. For example, when they would like to make their complaint, they must follow several official steps. Sometimes it required official language; most users found this very difficult, in everyday life, as they had no confidence in using social media. They often were not sure what to do, so it was not easy to join this group of people. Consequently, many people lacked confidence in submitting complaints to the municipality through social media. In conclusion, the social media use of this study cannot facilitate local governance development due to the way

the local governments are applying it; the result cannot create consultation and interaction between the municipalities and other parties. It cannot make space for negotiations with the public (Andersson 2013). Furthermore, people also cannot use these tools to engage with the municipalities, as many kinds of social media are unable to reach their goals. The goal of codecision making and co-production in the local administration does not achieve because two-way communication between the state and the people does not occur. (Eisenberg 2008 and Olmsted & Chan 2013). Online activities, which can develop co-consultations via social media, rarely happen. The results of this study indicate that local governance development can facilitate only communications, but cannot establish active interactions among all parties and the municipalities (Zhang and Han 2015, Grydehoj and Nurdin 2016, Yetano and Royo 2017). The conclusion of the analysis is as figure 1.

According to Coleman (2005), the purpose of use and the role of social media might classify into three major areas: information function, communication function, and the function of co-action. This study compares the concept of social media's services and the real-life practices of the municipality. The main criterion of analysis regards the quality of the communication, the efficiency of two-way communication, and the facilities for citizen actions. This analysis will present the results of the ineffectiveness of social media summarized details of this analysis are table 1 as follows.

LIMITATIONS AND CONSIDERATIONS IN USING SOCIAL MEDIA

This section shows the limitations of using social media in the work of the municipality and the people. It will attempt to point out that significant issues or factors are facing social media for it to consider as a development tool for strengthening citizen engagement and local governance. This study divides presentation of the limitations and the causes of social media use, into 3 parts as follows.

- 2.1 Limitations of the municipality
- (1) Data collected from social media cannot implement in the local development plan or public policies for local development. Even if the city has used social media through the various applications mentioned above, it is still only possible to use it for communicating with people. It still cannot be used to allow people to participate in the presentation of useful information in policy formulation, decision making, policy setting, or any local development planning. It is because the regulations of the central government do not allow a municipality to use data and information, sent by people through social media, for conducting policies and plans. The city must still use data and information obtained from community and village meetings only.
- (2) The effectiveness of communication has not been in doubt. The study found that, although social media can help to increasingly rapid communication between the municipality and the people, especially complaint management, later consequences of that communication may be delayed. It is due to the regulations of the regulatory agencies of the municipality and the monitoring organizations. It requires both the authority of the internal and external agency to operate and, as a result, the municipalities problem solving is not able to respond to the needs as quickly as the people expect.
- (3) Communication is only available between specific groups, missions, and individuals only. The municipality cannot use social media with people in the area, thoroughly. The limitation of using a line application is that it allows communication only between members within a group. It provides an excellent way to communicate between people in the same group, but it is not possible for people who are not members of a particular group, or that has government officials as members. The management of the municipality are members of a group. As a result, many people will lack the opportunity to communicate, to express their complaints or needs, or propose ideas that will be beneficial to create local development within the municipality.
- (4) The attitude of government officials. Officially, the procedures, the rules, relevant laws, and the management structure of the city divided into departments or agencies. The communication system in the town is also a bureaucratic system that results in complicated steps and tasks. The result is officials have to spend a lot of time and effort in performing general duties, as part of the daily routine. If social media can open up opportunities for people to submit complaints more conveniently, then it will allow the municipal officials to have more time to undertake their duties. These results will increase the number of missions able to be conducted by officials, which have to deal with every working day, in the same way.

The complicated and complex internal procedures may also affect the efficiency of the municipal administration. Some complaints may not be the responsibility of the authority of the municipality. Some duties are undertaken and implemented by external agencies. As a result, the municipal officials need to make the additional mission of coordinating with the external agencies. It will increase the range of the scope of their work and impact upon their attitudes regarding social media use in the administration of the municipality. Consequently, officials may not cooperate in bringing social media use into the city.

2.2 Limitations of people

For most people, the use of social media in dealing with the cities is difficult and rarely convenient. The public cannot use social media to communicate with the city directly, as compared to communication using other platforms. It is the result of personal and external factors.

2.2.1 Personal factors

(1) Some people do not use social media regularly, it may depend on their jobs or occupations, and this is especially the case with farmers who mostly live in rural areas. Another group is laborers who are working in urban areas. They must go to work away from home regularly. It may result in the use of social media, but it very rarely use because they have to work outdoors, without internet access, almost all day. They have no time to use social media when compared to people living and working in urban areas, or people who work in government agencies or private company offices in the city. They will have more time and access to the use of social media.

Due to the limitations of some occupations, they will have time to use social media only during their leisure time after work. Due to the limitations of time to use social media, the majority may apply to just monitoring the information from the municipality, rather than sharing or exchanging their data with the city. It is detrimental, especially for making complaints or in providing proposals to the city for developing local plans and policies.

- (2) The boredom of the people, as a result of delays in resolving complaints about public utilities, people may become disinterested. They may not believe in using social media to contact government agencies, even when it is easy to use. However, as the study suggests, the delays in solving the complaints made to the municipality are the result of both internal and external factors concerning the city itself. These factors have resulted in bad experiences in using social media due to the people believing that the results are no different when employing social media or traditional methods. As a result, the development of social media, to improve civic engagement, may face significant barriers to implementation.
- (3) People do not want to participate in municipal administration due to the lack of interest in their information, and it not being utilized in the planning. A significant obstacle is regarding the rules of the relevant government agencies, especially those that do not allow legitimate use of data and information sourced from social media. It may be despite the information being necessary for the implementation of public policy or the local development plan of the municipality. Regulation by the central government does not allow the use of data collected by this method. The only legitimate way is through community meetings.
- (4) People do not understand how to use social media to communicate with the municipality, so they do not know how to use it for sending complaints. They still depend on the traditional complaint method, especially if they do not know how to use social media as a platform for submitting claims to the municipality. It has a significant impact on the use of social media because people lack confidence in the complaint making method. The public cannot write detailed descriptions of their claims because they are afraid to fill in incorrect information. This issue is another important factor that will cause people to be no longer interested in using social media because they are more confident in using the old way.

2.2.2 External factors

The study found that when most people use social media to communicate with the municipality, they do so through Wi-Fi signals as it is the cheapest way. However, although there are some free Wi-Fi hot spots in each community or small parish, there are insufficient for the use of the general public. The result is that people cannot comfortably use the internet because when they need to complain or contact the municipality, they cannot access free Wi-Fi, or sometimes the free Wi-Fi signal is not strong enough to use. Consequently, they have to use their private internet signal at their

The fact is that there are not enough free Wi-Fi hotspots in the local community. It is another crucial factor that makes the use of social media unpopular because people do not want to spend money to communicate with the municipality on social media. They can see that there are still other channels that they can use for submitting complaints or offering opinions, e.g., through community leaders. They realize that there is no need for the pay to use social media when it is in the 'public interest' as these services must be provided by the municipality, inclusively. Details of this result areas table 2.

DISCUSSION

Firstly, some can, and some cannot, some people can communicate with the municipality effectively because they know the methods to use these tools. While for some individuals, things may not be as good as they should be, for example, the elderly, the farmers, and the laborers. There are reasons, e.g., the limitations of their careers, the complexity of use. There are groups who still have no confidence in its use, so they avoid contacting or chose to use another tool instead. Therefore, they cannot access the benefits of social media use, and, at the same time, the municipality is unable to have interactions with these groups. These cases present the inefficiencies of coverage and usage, indicating that there are some issues of social media use that require development to ensure that all people in the society can access and get the benefits from interactions with the municipality through social media use (King, Pan & Roberts. 2017).

Secondly, the ability of the municipality to respond to complaints, sometimes this does not resolve the problem as expected by the public as, in some cases, the claims are not the direct responsibility of the municipality but are the responsibility of external agencies. These cases will expend much time and require proper coordination, depending on the discretion of the foreign organizations. The municipality cannot control and intervene in the decision-making processes of these organizations. These cases often delayed; consequently, people misunderstand the efficiency of social media use because it did not help them to achieve more rapid services and complaint management than other forms of contact with the municipality. This can decrease people's confidence in social media use (Warren, Sulaiman & Jaafar. 2014). The desire to use this tool reduced because, compared to other forms of contact, social media cannot improve the results, and, sometimes, this will cause them to stop contacting the municipality. This issue can be a limitation in using social media to strengthen local governance (Gao & Lee. 2017).

Thirdly, the ability to access and use social media, because public internet access is not sufficient for public use, the result is some people being unable to use social media to communicate their complaints and it is necessary to rely on the community leader to be the complainant or use other complaint channels provided by the municipality. It will impact a person's cost of use and will lead to their decision to choose to use this tool. If the use of social media will raise their prices, some will always reject their application. It is another limitation that can reduce people's interest in using social media to interact with the municipality, and this will impact the results of local governance development, also (Chong et al. 2016).

Finally, the limitation of use in the public policy process, this is the other limitation of social media use for local governance development. The study found that although social media can support people by providing a channel to create public participation in policy and regional development planning, it will not allow them to participate or engage in the decision making process of the municipality (Mossberger, Wu & Crawford 2013). Therefore, they lack confidence in whether their demands will consider the policies and plans of the city. They can use social media as a tool for expressing their ideas or needs to the municipality, but after that, they have no further role or authority and depend on the city to make decisions (Cook, Wright & Andersson. 2017). It is an additional factor that limits the effectiveness of social media use in local governance. Even though people can express their ideas or needs to the municipality via social media, they have insufficient power to push their proposals forward to the decisionmakers. It will be an essential factor in truly establishing local governance. Details of this discussion are as figure 2.

CONCLUSION

The design for using social media needs to take into account its ease of use, and it appropriate to the local context. In the past, the state has often adopted new technologies. The public has always used them, but some techniques may be complicated and challenging to use, causing the officials and the people not to bother using them. It has often led to failures and loss of budget in bringing new technologies to be applied in the bureaucracy and society (lazzolino & Stremlau 2017).

Development of social media use by the municipality needs to take into account the constant improvement of the mission, and the responsibilities of the government officials who work in the city. The process needs to design to improve the administration and regulations within the municipality to facilitate the performance of government officials to change as a result of the use of social media (Dabbagh & Kitsantas 2013). It must not use to make the government officials have more missions, thanr, and it must be able to apply social media as a tool to lighten the work. Social media use has to be a tool that allows government officials to see that it can facilitate their work and make it more effective. If social media can apply in the municipality, following the above guidelines, it will result in the government officials accepting its use, it will help to increase their morale, and ultimately, it will increase the efficiency of the municipality (Lachlan et al. 2016).

It is imperative to design 'easy-to-use' solution in the context of the work of government officials and people in the municipality. This is the critical factor that will

result in the use of social media in the development of local government organizations and strengthen the people in the area. The success of social media use does not come from the tool, technology, or applications. The most crucial factor is the acceptance and the intention of the use by the municipal officials and people in the area (Medaglia & and Zheng. 2017; Sinclair, Peirson-Smith & Borchers. 2017).

Finally, social media use should not neglect the dimension of the relationships of people in the community. The study found that even though social media is a handy tool in developing strengths in the workplace and in communicating with people in the city, it is essential to focus on its use as a substitute for traditional management, as it may have the effect of destroying the strength of the people in the community. Therefore, caution should show in promoting the use of social media for communication and collaboration between the municipality and the people. It may be necessary to define a 'scope of use' that will not create a destructive relationship for the people in the community (Omar, Stockdale & Scheepers 2015). It may affect the existence of the city of the people in the municipality, because it may result in the public having to interact with each other and lead to new forms of social problems, or the formation of unwanted societies (Hokayem & Kairouz. 2015). It will harm the people living in the area in the future.

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Table 1 functions of social media use for local governance in practice

Function	Practice	
Function	Concept	The results
Creating Communication	Social media can be 'the bridge' able to support and share information, among parties, more effectively	Social media can be 'the bridge' effectively
Creating Interaction	Social media can be the channel for supporting all parties to consult and exchange ideas with each other, effectively	Social media cannot use to construct any circuits for supporting this criterion
Creating co- action	Social media can be public spaces for all parties to work together as partners of administration	Social media cannot use to produce any open spaces for everyone to use as partners of administration

Table 2 Limitations of social media use

Users	Limits	Impacts
Municipalities	Regulation	Cannot use social
Marnopanics		media in local public
		policies and planning
		processes
		2. Delays of
		responding to
		complaints sent
		through social media
	Organization	1. Limits of
	Organization	accessibility by
		people and
		members of other
	Damagnal	groups
	Personnel	1. The negative
		attitude of officials
		on social media use
	Coordination	1. The complexity of
		administration within
		organization and
		among other
		external
		organizations
People	Effectiveness	1. Cannot support
	of the use	use by some groups
		of people who have
		different working
		areas
		2. The results in
		response to
		complaints are not
		different when
		compared to other
		methods
Users	Limits	Impacts
		3. People do not
		want to engage in
		the public policy
		process since their
		demands cannot be
		approved when
		submitted through
		social media
<u> </u>	Confidence in	1. Lack of
	the use	understanding of use
		in making
		interactions with the
		municipality
	Cost of use	1. People do not
		want to use social
		media for public
		interest

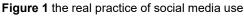
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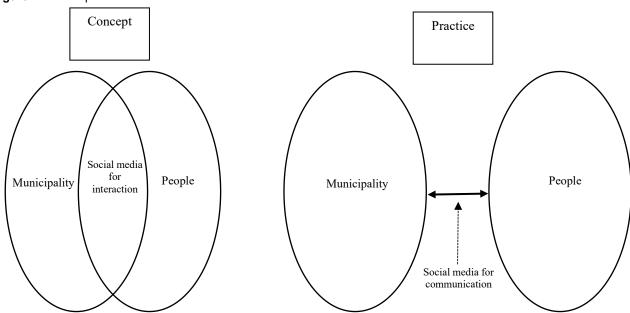


Figure 2 remarks for improving social media use

