

**Obywatel
w centrum działań
e-administracji
w Unii Europejskiej**

**Citizen-centric
e-Government
in the
European Union**

REDAKCJA / EDITED BY

Sławomir Dudzik · Inga Kawka · Renata Śliwa

Krakow Jean Monnet Research Papers

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2

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Kraków 2023

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ONDREJ MITAL¹

DEMOCRATIZATION OF SOCIAL MEDIA USAGE THROUGH SOCIAL MEDIA POLICIES

ABSTRACT: Social media can be characterized as platform that is available for citizens, private organizations, public administration organizations or politicians. Despite of the benefits of social media usage, public administration organizations must focus their attention on the risks of social media usage, mainly the challenges connected with principles of democratic states governed by the rule of law. An important part of this process is the social media institutionalization, which includes the elaboration of social media policy. Social media policies can help to maximize benefits of social media use, and simultaneously mitigate potential risks. The ambition of the study is to examine selected aspects of social media usage in the sphere of public administration, mainly the importance of social media policies as well as the challenges that must be reflected by these policies. By using inductive and deductive approach, the aim of the study is to examine, in the theoretical way, the challenges of social media use that can be perceived as factors of social media policies reformulation. Major challenges of social media usage in the sphere of public administration are highlighted, such as information disorder, political neutrality, administration outsourcing and advertising, legitimacy, as well as rapid and unpredictable development of social media. The benefit of the article is also associated with fostering an interest in major challenges that affects the use of social media in the sphere of public administration.

KEYWORDS: social media, social media policies, democratic governance, public administration

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DEMOKRATYZACJA KORZYSTANIA Z MEDIÓW SPOŁECZNOŚCIOWYCH PRZEZ POLITYKĘ MEDIÓW SPOŁECZNOŚCIOWYCH

ABSTRAKT: Media społecznościowe można scharakteryzować jako platformę dostępną dla obywateli, organizacji prywatnych, organizacji administracji publicznej czy polityków. Pomimo korzyści płynących z korzystania z mediów społecznościowych, organizacje administracji publicznej muszą skupić uwagę na zagrożeniach związanych z korzystaniem z mediów społecznościowych, głównie wyzwaniach związanych z zasadami demokratycznego państwa prawnego. Ważną częścią tego procesu jest instytucjonalizacja mediów społecznościowych, która obejmuje opracowanie polityki mediów społecznościowych. Zasady dotyczące mediów społecznościowych mogą pomóc zmaksymalizować korzyści płynące z korzystania z mediów społecznościowych, a jednocześnie ograniczyć potencjalne ryzyko. Ambicją opracowania jest zbadanie wybranych aspektów wykorzystania mediów społecznościowych w sferze administracji publicznej, głównie znaczenia polityki mediów społecznościowych oraz wyzwań, które muszą być odzwierciedlone w tych politykach. Wykorzystując podejście indukcyjne i dedukcyjne, celem badania jest teoretyczne zbadanie wyzwań związanych z korzystaniem z mediów społecznościowych, które można postrzegać jako czynniki przeformułowania polityki mediów społecznościowych. Zwrócono uwagę na najważniejsze wyzwania związane z wykorzystaniem mediów społecznościowych w sferze administracji publicznej, głównie nieład informacyjny, neutralność polityczną, outsourcing administracji i reklamę, legitymację, szybki i nieprzewidywalny rozwój mediów społecznościowych. Zaletą artykułu jest również rozbudzenie zainteresowania najważniejszymi wyzwaniami, które wpływają na wykorzystanie mediów społecznościowych w sferze administracji publicznej.

SŁOWA KLUCZOWE: media społecznościowe, polityka mediów społecznościowych, rządy demokratyczne, administracja publiczna

1. Introduction

Contemporary society is influenced by various smart and innovative phenomena. These phenomena have potential not only to affect but also to change the fundamental aspects of our society and existence of mankind. However, impacts of their use have not been investigated satisfactory so far, mainly because of their rapid development. Social media have the ability to connect millions of people. In this regard, social media can be perceived as an innovation that has changed communication and interactions between individuals, groups and organizations. Social media have changed the functioning of basic aspects of society, starting with communication between friends, colleagues, but also between sellers and buyers, or the state and citizens. Almost two decades have passed since the most used social media networking sites were founded.

Regarding the ability of social media to spread information and mobilize people into action, their impact is also discussed in its connection with civil transparency, political participation, election campaigns and the functioning of democratic governance. More precisely, researchers often examine the use of official social media pages by public administration organization in their communication with the public, mainly from the point of view of the use of social media and public control, participation of citizens, cooperation and collaboration between public administration and the public. However, in order to achieve and increase the benefits of social media, it is necessary for public administration organizations to reflect at least the minimum standards of their use. These standards are often included and reflected by social media policies.

The ambition of the study is to examine selected aspects of social media usage in the sphere of public administration, mainly the importance of social media policies as well as the challenges that must be reflected by these policies. By using inductive and deductive approach, the aim of the study is to examine, in the theoretical way, the challenges of social media use that can be perceived as factors of social media policies reformulation. In this regard, the study aims to answer the research question whether current challenges of the social media use can be perceived as a reason for reformulation of social media policies.

Theoretical background is based on the relevant resources focused on the intersection of a social media, democratic governance and social media policies. This study will highlight the benefits of social media usage by public administration organizations, but will also focus its attention on the need of critical reflection within the ideals of democratic governance. Subsequently, the attention will be put on social media policies, their importance and basic framework. Final part of the study focuses its attention on major challenges of social media use in the sphere of public administration. Selected challenges will be discussed in the context of their impacts on social media policies elaborated by public administration organizations.

2. Social media use in the sphere of public administration – trends and challenges

Contemporary world is highly interconnected, mainly thanks to an innovation which emerged thanks to the intensive use of the information and communication technologies. These processes have been more intensive especially in the last two decades. Information and communication technologies have forced changes in society, policy, and democratic governance. Democratic governance is affected by exponential

development of digital technologies, while the most evolving phenomena is the use of social media by politicians, government, ministries and various types of public administration organizations.

Social media represent a platform that is available for almost everyone. Individuals, private organizations and governments can easily create and share content with other users of social media. The recent role and position of social media exceeded the primary goals and ambitions of their founders, which were just to connect friends, close relatives or colleagues. Contemporary social media also cover wide range of activities, such as advertising, political campaigns, gaming, charity, video content, community resources, virtual reality, etc. Social media are not just platform that offers visual, textual, and aural content, because social media have become the way of life for hundreds of millions of global citizens.² On one hand, social media are a generally accepted phenomenon of contemporary society. On the other hand, the impact of social media on interactions in society and democratic governance has not been examined satisfactorily so far.³

2.1. Social media as substantial phenomenon of contemporary society

Digitalization of society as a result of extensive use of digital technologies has laid the foundation for the universal use of social media. Exponential rise and development of social media, smartphones, WebGIS, and other digital technologies and smart devices make participation, interaction and collaboration in real time possible and ordinary.⁴ The importance of official social media pages as communication platform reflects the intensity of their universal use by the individuals,⁵ private organizations⁶

² M. L. Kent, Ch. Li, *Toward a Normative Social Media Theory for Public Relations*, "Public Relations Review" 2020, vol. 46, no. 1, 101857.

³ *Ibidem*; M. Z. Sobaci, *Social Media and Local Governments: An Overview* [in:] *Social Media and Local Governments. Public Administration and Information Technology*, M. Z. Sobaci (ed.), Cham 2016, pp. 3-21; J. W. Kim et al., *The Public as Active Agents in Social Movement: Facebook and Gangjeong Movement*, "Computers in Human Behavior" 2014, vol. 37, pp. 144-151.

⁴ Y. L. Lin, *A Comparison of Selected Western and Chinese Smart Governance: The Application of ICT in Governmental Management, Participation and Collaboration*, "Telecommunications Policy" 2018, vol. 42, no. 10, pp. 800-809.

⁵ A. Bhandari, S. Bimo, *Why's Everyone on TikTok Now? The Algorithmized Self and the Future of Self-Making on Social Media*, "Social Media + Society" 2022, vol. 8, no. 1, pp. 1-11; B. M. Trifiro, J. Gerson, *Social Media Usage Patterns: Research Note Regarding the Lack of Universal Validated Measures for Active and Passive Use*, "Social Media + Society" 2019, vol. 5, no. 2, pp. 1-4; A. Whitting, D. Williams, *Why People Use Social Media: A Uses and Gratifications Approach*, "Qualitative Market Research" 2013, vol. 16, no. 4, pp. 362-369.

⁶ F. Charest et al., *Public Relations and Social Media: Deliberate or Creative Strategic Planning*, "Public Relations Review" 2016, vol. 42, no. 4, pp. 530-538; R. Effing, T. A. M. Spil, *The Social*

and politicians.⁷ Simultaneously, public administration organizations also create their own official pages on various social media networking sites.⁸ Despite of the benefits of social media use, public administration organizations must focus their attention to the risks of social media usage, mainly challenges connected with principles of democratic states governed by the rule of law.

From the beginning of their existence, social media have forced different positive, negative and contradictory changes. Positive impacts of social media use can be mainly identified through the higher transparency and accountability of public administration,⁹ their ability to mobilize individuals to participate and collaborate,¹⁰ their ability to help in crisis situation,¹¹ or their capability to create space for new ideas and innovations.¹² On the other hand, the use of social media is connected with disinformation and hoaxes, social media algorithms, data protection, ability to divide people's opinions in

Strategy Cone: Towards a Framework for Evaluating Social Media Strategies, "International Journal of Information Management" 2016, vol. 36, pp. 1-8.

⁷ J. Mihálik et al., *Social Media and Political Communication of Youth Political Organisations in Slovakia, Czechia and European Level: A Cross-Case Analysis*, "Social Sciences, MDPI" 2022, vol. 11, no. 2, pp 1-32; S. Stieglitz et al., *Use of Social Media for Political Communication* [in:] *PACIS 2012 Proceedings*, Paper 22, 2012, pp. 1-12.

⁸ J. I. Criado, F. Rojas-Martín, *Adopting Social Media in the Local Level of Government: Towards a Public Administration 2.0?* [in:] *Social Media and Local Governments. Public Administration and Information Technology*, M. Sobaci (ed.), vol. 15, Cham 2016, pp. 135-152; T. Bryer, S. Zavattaro, *Social Media and Public Administration*, "Administrative Theory & Praxis" 2011, vol. 33, no. 3, pp. 325-340; S. Zavattaro, *Social Media in Public Administration's Future a Response to Farazmand*, "Administration & Society" 2013, vol. 45, no. 2, pp. 242-255.

⁹ A. Miller, *Cultural Barriers to Organizational Social Media Adoption* [in:] *Social Knowledge: Using Social Media to Know what You Know*, J. P. Girard, J. L. Girard (eds.), Hershey 2011, pp. 96-114; J. S. Eom et al., *Can Social Media Increase Government Responsiveness? A Case Study of Seoul, Korea*, "Government Information Quarterly" 2018, vol. 35, no. 1, pp. 109-122.

¹⁰ J. Bardovič, J. Gašparík, *Enablers of Participatory Budgeting in Slovakia During the COVID-19 Pandemic*, "Scientific Papers of the University of Pardubice, Series D: Faculty of Economics and Administration" 2021, vol. 29, no. 1, 1248; L. Todisco et al., *Exploring Social Media Usage in the Public Sector: Public Employees' Perceptions of ICT's Usefulness in Delivering Value Added*, "Socio-Economic Planning Sciences" 2021, vol. 73, 100858; L. A. Brainard, *Fostering Engagement Through Social Media? The Case of the Washington, DC* [in:] *Social Media for Government: Theory and Practice*, M. Zavattaro, T. A. Bryer (eds.), New York 2016, pp. 117-134; M. C. Paganoni, *City Branding and New Media: Linguistic Perspectives, Discursive Strategies and Multimodality*, London 2015.

¹¹ W. T. Coombs, *The Value of Communication During a Crisis: Insights from Strategic Communication Research*, "Business Horizons" 2015, vol. 58, no. 2, pp. 141-148; A. Saroj, S. Pal, *Use of Social Media in Crisis Management: A Survey*, "International Journal of Disaster Risk Reduction" 2020, vol. 48, 101584.

¹² M. Manca et al., *Using Social Media to Characterize Urban Mobility Patterns: State-of-the-art Survey and Case-study*, "Online Social Networks and Media" 2017, vol. 1, pp. 56-69.

one household, etc. The above social challenges are being constantly discussed by the researchers, politicians, experts and social media entrepreneurs as well.

Social media development is even faster than the human capability to understand these processes. The process of their sophistication is continuous, mainly thanks to innovations, improved functionalities or better and safer user interface. In this regard, mainly public administration must respect at least minimal standards of social media usage. Universal and generally accepted requirements represent the balanced guide how to respond to the dynamics of social media.

2.2. Social media and democratic governance

Democracy as a general concept of the Western Civilization is older and more conventional than social media. A wide range of quality books and studies have been published from the ancient times, mainly focusing on understanding of democracy, equal elections, accepting results of election, separation of powers, creation and stability of governments, etc. The impact of information and communication technologies is definitely one of the key challenges for democratic societies of 21st century. In this regard, theoreticians from various scientific disciplines have paid increasing attention on the intersection of democratic governance and social media usage, especially in last two decades.

According to Poupa, procedures and activities of public organizations (governments) must meet minimal standards of equal opportunity for participation by all policy actors necessary to talk about decision-making.¹³ If public administration organizations are not be able to secure this key ideal of democracy, then the legitimacy and soundness of social media are at least questionable. Summing up, public administration organizations must take decisions within the confines of law.¹⁴

Social media were primarily discussed in positive circumstances, because their various positive impacts on society can be identified. During the first years after founding of the biggest social media networking sites, their use by the governments and public administration organizations was mainly connected with the simple presence of organizations and politicians on the different social media networking sites. The use of official social media page indicated that public administration listen to the voices

¹³ Ch. Poupa, *Social Networks and e-Voting: A New Impulse for Democracy?* [in:] *Public Administration in the Information Age*, I. Snellen et al. (eds.), Amsterdam 2012, pp. 81-92.

¹⁴ J. Ondrová, *The Constitutional and Legal Basis of the Decision-Making Processes Applied by Public Administration Bodies in the Slovak Republic*, "Rocznik Administracji Publicznej" 2017, vol. 3, pp. 47-59.

and needs of their digital publics in order to improve the quality and the effectiveness of their communication.¹⁵

Digital technologies, social media and Internet environment in general have been praised for their democratizing influence in society, which seemingly allows anyone to participate and freely contribute to the online environment, while this influence is seen as driving new social and cultural transformations.¹⁶ According to Karamat and Farooq (2020) social media also help democracy work better by ensuring easy entrance by the citizen in political debates.¹⁷ Moreover, governments and citizens should use social media in ways that foster important aspects of democratic governance, mainly participation, deliberation, and collaboration.¹⁸ In the context of public policy, the use of social media increases the likelihood of popular acceptance of public choices but also make the administration more open and reliable in the eyes of the citizen, who holds sovereignty in a democratic state governed by the rule of law.¹⁹

On the other hand, the impacts of social media use can be described as contradictory in some spheres of life, while democratic governance is one of them. It must be said that social media are developed and maintained by third-party companies, and individuals can easily use these platforms.²⁰ In this regard, there are minimal limitations connected with the use of social media both by public administration organizations and individuals (citizens). These days, social media platforms are being used in such a way as to manipulate the opinions of individuals and to influence the outcomes of public policy process in such a way that these are posing difficulties to policymakers, political leaders and intelligence agencies.²¹

The use of social media should be based on openness to sharing, a clear understanding of transparency, a desire to work collaboratively and a new literacy of under-

¹⁵ A. Lovari, L. Parisi, *Listening to Digital Publics: Investigating Citizens' Voices and Engagement within Italian Municipalities' Facebook Pages*, "Public Relations Review" 2015, vol. 41, no. 2, pp. 205-213.

¹⁶ Ch. Valentini, *Review Is Using Social Media "Good" for the Public Relations Profession? A Critical Reflection*, "Public Relations Review" 2015, vol. 41, no. 2, pp. 170-177.

¹⁷ A. Karamat, A. Farooq, *Emerging Role of Social Media in Political Activism: Perceptions and Practices*, "South Asian Studies" 2020, vol. 31, no. 1, pp. 381-396.

¹⁸ L. A. Brainard, *Fostering Engagement...*

¹⁹ L. Todisco et al., *Exploring Social Media Usage...*

²⁰ J. I. Criado, J. Villodre, *Revisiting Social Media Institutionalization in Government. An Empirical Analysis of Barriers*, "Government Information Quarterly" 2022, vol. 39, 101643, pp. 1-13.

²¹ A. Upadhyay, H.C. Verma, *Social Media Platforms: Pressing Need for Neutrality*, 2021. Available at: <https://theguardian.com/social-media-platforms-pressing-need-for-neutrality/> (12.04.2023).

standing how social media work.²² According to some experts,²³ an important part of this process is social media institutionalization, which can be defined as the formal decision to deliberately incorporate and enact these technologies in the organization or routinize them into the organizational processes.

Public administration organizations use their official social media pages, while the intensity and frequency of their use depends on the character of certain organization (ministry, cities, public institutions, etc.). We might agree with Laforest (2013) that social media institutionalization needs to be a part of a larger institutional framework for engagement policy that helps democracy work.²⁴ Public administration organizations are sophisticated types of formal organizations. In this regard the positions and importance of social media usage must be clearly defined. This ambition can be achieved through the formulation of social media policies.

3. Social media policies

Social media policy must be defined in the context of social media strategy. Both terms have important role in institutionalization of social media in the sphere of public administration. The position of social media policies and social media strategies is different, but they are very closely interconnected.

A social media strategy is focused on interactions on official social media pages within a public administration organization's overall information and communication strategy. Social media strategy is evaluated in accordance with the organization's mission. On the other hand, social media policies help public administration organizations to address both employees' and citizens' behaviour on their official social media pages. In this regard, social media policies are final and important part of successful social media strategy, while good social media policy includes instructions and guidelines for citizens and justify organizations' action in situations when citizens violate the rules

²² A. Miller, *Cultural Barriers to...*

²³ S. Bretschneider, M. Parker, *Organization Formalization, Sector and Social Media: Does Increased Standardization of Policy Broaden and Deepen Social Media Use in Organizations?*, "Government Information Quarterly" 2016, vol. 33, no. 4, pp. 614-628; I. Mergel, *Social Media Institutionalization in the U.S. Federal Government*, "Government Information Quarterly" 2016, vol. 33, no. 1, pp. 142-148.

²⁴ R. Laforest, *Deep and Wide: Citizen Engagement in the Era of Social Media* [in:] *Canadian Public Administration in the 21st Century*, Ch. Conteh, I. Roberge (eds.), Boca Raton 2013, pp. 61-78.

by using foul language, posting off-topic comments on an official social media page, or engaging in other inappropriate online behaviour.²⁵

Social media policies have commonly accepted content and key attributes. Social media policies of public administration organizations should be elaborated in accordance with at least minimal standards. As shown in the Figure 1: Core elements of social media policies in the sphere of public administration, Hrdinova et al. (2010) and Banday and Mattoo (2013) discussed in their studies eight core elements of social media policies in the sphere of public administration, which can be described as follows:²⁶

Employee access – Social media policies must define employees' access to social media during the execution of their official duties at work. In this sense, the generally accepted rule says that employees can use social media sites for the purposes of carrying out official professional development or any personnel interests. On the other hand, public administration organizations can limit the access to social media, allowing access only for the specific types of individuals or functions. The main reason is based on the statement, that the nature of social media is blurring line between personal and official use. Management of organization cannot accept the situation when the use of social media could harm the execution of relevant competences of the employees.

Social media account management – Within the scope of transparency and authenticity of social media use, account management is very important in the sphere of public administration. Account management in an organization is required to keep record of social media accounts created, maintained and closed by its employees for work or professional use. In this regard, account management policy in public administration organization must clearly be defined. Individuals with administrator rights have access to all features of that social media page. The lack of clearly defined rules may lead to a situation where organization may lose access to account management and rights to administrate the account.

Acceptable Use – This element is focuses not only on the use of social media, but also the use of Internet and other technologies by the employees. However, there is also very thin line between acceptable and non-acceptable use of these new digital technologies. Organizations should define acceptable use, mainly in the context of personal interests.

²⁵ I. Mergel, *Designing Social Media Strategies and Policies* [in:] *Handbook of Public Administration*, J. L. Perry, R. K. Christensen (eds.), San Francisco 2015, pp. 456-468.

²⁶ J. Hrdinová et al., *Designing Social Media Policy for Government: Eight Essential Elements*, NY 2010; M. T. Banday, M. M. Mattoo, *Social Media in e-Governance: A Study with Special Reference to India*, "Social Networking" 2013, vol. 2, pp. 47-56.

Employee Conduct – Employee behaviour is regulated through many legal and ethical norms. Public administration organization can (1) revise existing ethical norm, or (2) create a complementary norm that deals with specific behaviour in online space while using digital technologies. Anyway, these rules for employees that govern social media pages must be revised periodically to cover the necessary, fresh and challenging social media issues.

Content – Information created and shared via official social media pages is freely available. In this regard, the permissions for sharing of text, photo or video must be clearly defined. Organizations must define who is allowed to create and post content on social media pages. On the other hand, social media policy must also address what type of official content is allowed to be posted on employees' personal or professional social media pages.

Security – Security issues go beyond the social media policy. Security standards and norms must be elaborated for all public administration data and relevant technical infrastructure. Within the scope of official social media pages, organizations must deal with various technological and behavioural risks, such as security of their data, hyperlinks to other web sites with possible inappropriate or unauthorized content, filtering and monitoring official social media pages, etc.

Legal Issues – Social media usage must respect existing laws and regulations. This fact is even more important, if we consider that public administration is strictly regulated by the legal norms. Legal guidelines ensure that responsible employees abide by existing legal norms when using functionalities and tools of social media page. However, exponential development of social media has created possibilities for unique technological, behaviour, and social crimes which may not be directly covered under existing societal and legal norms. In this regard, legal rules focusing on social media usage must be systematically revised.

Citizens Conduct – Since social media institutionalization, citizens can discuss and react to published content in real time. Simultaneously, citizens are also allowed to directly post text, audio or video as comments. In this regard, rules for citizen engagement with the government must be created. These rules regulate various aspects of feedback and comments (two-way interaction) including whether to allow comments and feedback or not, penalties for use of offensive language, inciting violence and promoting illegal activity. Summing up, such inappropriate behaviour of some individuals might not harm only the public administration organization and its goals and trust, but also other citizens.



Figure 1: Core elements of social media policies in the sphere of public administration
Source: Hrdinova et al., (2010); Banday, Mattoo (2013)

Core elements of social media policies represent universally accepted standards. Described eight core elements have become the conventional way to describe necessary rules and norms, the observance of which should be respected by employees, managers, politicians, as well as citizens.

4. New challenges to social media usage in public administration

Social media are by their nature very fluid phenomena. Development of social media networking sites is very fast and new functionalities are added almost on daily basis. However, public administration organization must reflect the newest trends and challenges, mainly the emphasizing of benefits that promote democratic governance. The Figure 2: Major challenges of social media policies in public administration shows selected challenges of contemporary social media use by public administration organizations.



Figure 2: Major challenges of social media policies in public administration
Source: Author's own material

Following five major challenges reflects issues discussed by the theoreticians from various scientific disciplines, mainly experts on public administration, law experts, political scientists, IT engineers, as well as social media experts. Attention will be put to information disorder, political neutrality, administration outsourcing and advertising, legitimacy, and rapid and unpredictable development of social media.

4.1. Information disorder

Over the past years, a new issue has been raised with focus on providing, searching and sharing of information. The battle against disinformation, fake news and hate speech has become important element of information literacy. Simultaneously, the issue of information disorder can be characterized as one of the biggest challenges for contemporary democracies and democratic governance.

Disinformation is false or misleading content shared with an intention to harm individuals, organizations, or states. Fake news describes fictional or distorted events

and information in the context of existing reality. Hate speech must be also perceived as the kind of behaviour that relates to disinformation and fake news, which aims to influence the behaviour and thinking of the others. Hate speech might be the product of fake news and disinformation. For this study, informational disorder is caused by the creation and sharing of information with false or harmful content, which can cause any harm to the functioning of state, democratic governance, or society. In this regard, disinformation, fake news and hate speech are created intentionally for the profit of particular entity, to harm selected individual, groups or society, or just to evolve social tensions in contemporary democratic states governed by the rule of law. Information disorder is also connected with radicalization of young people.²⁷

Social media are often presented as the primary source of disinformation, fake news and hate speech.²⁸ Social media policies must respond to information disorder as a cross-cutting problem, mainly in the context of employee's conduct and citizens conduct. Informational disorder can be also seen as a trending issue from the legal and security perspective. At last but not least, content shared on the official social media pages has to respond to disinformation, fake news and hate speech if it is necessary. Public administration organizations must respond to specific disinformation threatening the trust of particular organizations, as well as general types of disinformation threatening other spheres of society, such as justice or healthcare.

The intention to fight information disorder must be defined by social media policies very clearly. The rules included in social media policy must generally prevent the creation, dissemination and promotion of information with false or harmful content.

4.2. Political neutrality

The execution of public administration competences is closely connected with politics. Almost each important decision in public administration and public policy is made by politicians. However, politicians represent their own political party and prefer specific set of values. In this regard, can the use of social media be influenced by these tendencies, or should official social media pages present politically neutral

²⁷ G. Brutovská, M. Béreš, *How do Revolting Young People Become Radicals–The Case of Slovakia*, "Athens Journal of Social Sciences" 2022, vol. 9, no. 2, pp. 181–202.

²⁸ A. Bridgman et al., *Infodemic Pathways: Evaluating the Role That Traditional and Social Media Play in Cross-National Information Transfer*, "Frontiers in Political Science" 2021, vol. 3, 648646, pp. 1–11; H. Luo et al., *Spread of Misinformation in Social Networks: Analysis Based on Weibo Tweets*, "Security and Communication Networks" 2021, vol. 2021, 7999760, pp. 1–23; G. Pennycook, D. G. Rand, *Fighting Misinformation on Social Media Using Crowdsourced Judgments of News Source Quality*, "Proceedings of the National Academy of Sciences" 2019, vol. 116, no. 2, pp. 2521–2526.

information? Can official social media pages of public administration organizations be misused to proclaim political values of heads of the office, mayors or ministers?

Social media help politicians to realize their political marketing efforts by giving them access to send messages to the target audience.²⁹ In this sense, targeting audience is the biggest reason for politicians to use social media as the most sophisticated online marketing tool. Politicians use this aspect of social media functioning mostly before the elections and during election campaigns. However, this aspect of social media is also available in the time between elections. The result indicates that some government officials were unable to maintain its political neutrality.³⁰ Simultaneously, K. Nahon (2016) argues that social media cannot exist without political involvement, because where there is social media there is politics and political neutrality is the exception rather than the norm in social media use.³¹

In this regard, political neutrality represents a very important issue of social media usage in the sphere of public administration. Social media tools should not be used to monitor citizens, groups or other political candidates. In this sense, administrators should not collect social media data and use them to gain power or advantage. As social media continues to change the nature of governance, the results also suggest that anonymity and neutrality remain important professional norm, mainly for the administrators of official social media pages.³²

Based on abovementioned, political neutrality is issue, which social media policies must deal with. The official social media pages must represent ideas and information presented by the organization. These issues must be clearly defined in social media policies, mainly in their connection to content, account management and legal issues. Politicians cannot use official social media pages for their own presentation and political marketing. Rules focusing on this type of social media content must be precisely described in social media policies, both for the administrators and politicians in managerial positions.

²⁹ J. Kahne, B. Bowyer, *The Political Significance of Social Media Activity and Social Networks*, "Political Communication" 2018, vol. 35, no. 3, pp. 470-493; M. Pal, *Social Media and Democracy: Challenges for Election Law and Administration in Canada*, "Election Law Journal" 2020, vol. 19, no. 2, pp. 200-213.

³⁰ R. A. Nugroho et al., *Government Official Political Neutrality in Digital Era: Challenge for Administrative Ethics?* [in:] *LAPA Annual Conference 2019 Proceedings*, B. Kusumasari (ed.), 2019, pp. 406-426.

³¹ K. Nahon, *Where There Is Social Media There Is Politics* [in:] *Routledge Companion to Social Media and Politics*, A. Burns et al. (eds.), New York 2016, pp. 39-55.

³² Ch. A. Cooper, *Public Servants, Anonymity, and Political Activity Online: Bureaucratic Neutrality in Peril?*, "International Review of Administrative Sciences" 2018, vol. 86, no. 3, pp. 496-512.

4.3. Administration outsourcing and advertising

The impact of social media can be seen in individual interactions, private organizations and even in public administration, politics and policymaking. Effective use of social media to influence changes in public policy is not yet a universal practice, because there are still substantial opportunities to expand their use.³³ However, the benefits of social media use are very difficult to reach, mainly without specific management approach.

Social media administration usually can be characterized as both very sophisticated and important process in the sphere of public administration.³⁴ Social media administration mostly consists of content creation, preparation of audio and video content, communication with citizens, analysing targeted audience, etc. Some public organizations may not have enough financial and mainly human capacities to handle some complicated social media activities. In this sense, the possibility to outsource this very specific service must be discussed. On the other hand, social media administration agencies mostly cooperate with private organizations, and some specific attributes of public administration must be considered. Otherwise, the goals and ambitions of public administration organizations would not be reached. Simultaneously, financial aspect of outsourced social media administration is also important factor, because public administration bodies must define benefits and limitations for this type of outsourcing.

Social media administration is closely connected with social media advertising, but this activity is directly connected with public expenditures. However, it must be added that social media advertising through social media campaigns is acceptable in the sphere of public administration. In comparison to traditional marketing tools, social media tools are more effective, as it was proven by many studies.³⁵ Social media advertising must be clearly demonstrated by public administration organization. Social media administrators should clearly declare the benefits of social media campaigns in the comparison with traditional marketing channels, such as radio, TV, billboard or newspaper.

³³ MLS Group, *The Digital and Social Media Revolution in Public Affairs: Where We Are and Where We're Going*, 2016. Available at: <https://www.astrid-online.it/static/upload/the-/the-digital-and-social-media-revolution-in-public-affairs.pdf> (12.04.2023).

³⁴ J. Benthous et al., *Social Media Management Strategies for Organizational Impression Management and Their Effect on Public Perception*, "Journal of Strategic Information Systems" 2016, vol. 25, no. 2, pp. 127-139; A. van Looy, *Social Media Management: Technologies and Strategies for Creating Business Value*, Cham 2016.

³⁵ M. Syrkiewicz-Świtała et al., 2018. *Prospects for the Use of Social Media Marketing Instruments in Health Promotion by Polish Marshal Offices*, "Frontiers in Public Health" 2018, vol. 6, no. 65, pp. 1-7; L. Zhou, T. Wang, *Social Media: A New Vehicle for City Marketing in China*, "Cities" 2014, vol. 37, pp. 27-32.

Social media policies should clearly declare basic framework for the administration of official social media pages, rules for administrators, as well as acceptable use of public finances on social media advertising. The above issues can influence social media policy rules focused on account management, security, acceptable use, as well as citizen and employee conduct. Simultaneously, these activities must respect the principles of transparency, openness and public control.

4.4. Legitimacy

Another very specific issue discussed within the use of social media by public administration organizations is the legitimacy of their use. Procedures and activities in digital media environment must meet minimal standards of equal opportunity for participation by all members relevant to talk about decision, because if public administration organizations are not able to secure this crucial ideal of democracy, then the legitimacy of social media is at least questionable.³⁶

Currently, it is very questionable to present results of social media surveys or questionnaires as legitimate decision of the public. However, results obtained through the social media surveys must be perceived as an important factor of public policy decisions. In this regard, these ideas or opinions can be perceived as policy inputs. On the other hand, there are still unanswered questions. Could everyone take part in the survey? Was everyone informed about the survey? Did everyone have enough information and time to decide? How many citizens living in the city likes particular official social media page?

Various studies confirmed that sentiment analysis is currently the most objective tool that helps to understand of the opinions presented on social media pages, mainly through the reactions and comments. In the recent years, the sentiment analysis has become very popular in research community.³⁷ The sentiment analysis is suitable to measure the public's attitude, mood, perception, and opinion towards the outcomes of public policy process. The popularity of this method was confirmed by various types of research papers, such as the analysis of perceptions on Madrid Metro System,³⁸

³⁶ M. Barisione, A. Michailidou, *Do We Need to Rethink EU Politics in the Social Media Era? An Introduction to the Volume* [in:] *Social Media and European Politics*, M. Barisione, A. Michailidou (eds.), London 2017, pp. 1-23; Ch. Poupa, *Social Networks...*

³⁷ V. M. Mäntylä et al., *The Evolution of Sentiment Analysis – A Review of Research Topics, Venues, and Top Cited Papers*, "Computer Science Review" 2018, vol. 27, pp. 16-32; E. Martínez-Cámara et al., *Sentiment Analysis in Twitter*, "Natural Language Engineering" 2014, vol. 20, no. 1, pp. 1-28.

³⁸ J. Osorio-Arjona et al., *Social Media Semantic Perceptions on Madrid Metro System: Using Twitter Data to Link Complaints to Space*, "Sustainable Cities and Society" 2021, vol. 64, 102530.

opinions on the infrastructure megaproject in Hong Kong,³⁹ understanding traffic safety culture in Washington,⁴⁰ the public's reactions on the subject of COVID-19⁴¹ or social media usage during Hurricane Matthew.⁴² Sentiment analysis is according to the Etter et al. (2018) additional legitimacy measure to surveys, rankings, and media clippings, because it gives immediate indication about the judgments of ordinary citizens represented in social media.⁴³ In this regard, the creation and sharing of content can be perceived as universal standard, far more important is the precise and careful work with obtained data and reactions of the public.

Based on the above, social media represent important communication channel during various conditions, such as public discussion on various issues, policymaking, participation of wider community, as well as during the time of crisis situations. In this sense, social media have an important role to play in contemporary democratic governance. However, the official social media pages cannot be the only communication platform that is preferred over the other communication platforms. Social media policies seem to be the right place where organizations should clarify mentioned discrepancies. Content, acceptable use, citizens and employees conduct can be perceived as most affected parts of social media policies. Public administration organizations must deal with these issues that limit the benefits of social media use.

4.5. Rapid and unpredictable development of social media

Rapid development of social media can be perceived as a challenge, which will be very important in the next years.⁴⁴ Society will face new challenges of the digital media environment, mainly through web 3.0 and web 4.0, artificial intelligence, interoperability of solutions, smart applications, 3D visualizations, as well as machine learning that allows software applications to become more accurate at predicting outcomes without

³⁹ Z. Zhou et al., *Online Public Opinion Analysis on Infrastructure Megaprojects: Toward an Analytical Framework*, "Journal of Management in Engineering" 2021, vol. 37, no. 1.

⁴⁰ M. Sujon, F. Dai, *Social Media Mining for Understanding Traffic Safety Culture in Washington State Using Twitter Data*, "Journal of Computing in Civil Engineering" 2021, vol. 35, no. 1.

⁴¹ K. Garcia, L. Berton, *Topic Detection and Sentiment Analysis in Twitter Content Related to COVID-19 from Brazil and the US*, "Applied Soft Computing" 2021, vol. 101, 107057.

⁴² F. Yuan et. al., *Understanding the Evolutions of Public Responses Using Social Media: Hurricane Matthew Case Study*, "International Journal of Disaster Risk Reduction" 2020, vol. 51, 101798.

⁴³ M. Etter et al., *Measuring Organizational Legitimacy in Social Media: Assessing Citizens' Judgments With Sentiment Analysis*, "Business & Society" 2018, vol. 57, no. 1, pp. 60-97.

⁴⁴ A. de Bem Machado et al., *Social Media Innovations in Digital Society* [in:] *Innovations and Social Media Analytics in a Digital Society*, J. M. Sousa, G. C. Marques (eds.), Boca Raton 2022, pp. 1-19; A. Bessarab et al., *Social Networks as a Phenomenon of the Information Society*, "Journal of Optimization in Industrial Engineering" 2021, Special issue, pp. 17-24.

being explicitly programmed to do so – to give public administration organizations and citizens something what they want to read, see, and share.

Public administration organizations will also face the transformation of infrastructure of digital media, mainly social media. The time required to adapt to one change is sometimes immediately followed by the need for another change. However, it must be said, that some characteristics of web 3.0 and web 4.0 can be identified in many aspects of the contemporary use of internet, searching and sharing of information. Social media policies should include universal applicable rules that will overcome fluid character of social media development.

5. Conclusion

Social media have become an important part of our lives. From the beginning of their existence, social media have driven various positive, negative and contradictory changes in our society. Exponential growth of digital media is faster than our ability to create proper legal acts, norms, standards, as well as strategies and policies.

This study highlights the importance of social media policies in the sphere of public administration. Social media policies elaborated by public administration organizations can be perceived as an important set of rules, which main role is to promote democratic governance when using social media. In this regard, the results confirmed that public administration organizations must deal with the various challenges when using their official social media pages. Major challenges of social media usage in the sphere of public administration were stressed, mainly information disorder, political neutrality, administration outsourcing and advertising, legitimacy, rapid and unpredictable development of social media.

Clear and concise rules included in social media policies might help social media administrators, politicians, employees and citizens to enhance democratic governance through the use of social media. The benefits of the study based on the statement that social media policies have important role and create more democratic rules for the use of social media in the sphere of public administration. The benefit of the article is also associated with fostering an interest in major challenges that affects the use of social media in the sphere of public administration.

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Monografia powstała jako druga w serii dotyczącej e-administracji — *Krakow Jean Monnet Research Papers* — w ramach realizowanego przez Katedrę Prawa Europejskiego Uniwersytetu Jagiellońskiego projektu Jean Monnet Module pt. „E-administracja — europejskie wyzwania dla administracji publicznej w państwach członkowskich UE i krajach partnerskich/eGovEU+”.

Książka przedstawia analizę wdrożenia i funkcjonowania e-administracji w Polsce i w Europie ze szczególnym uwzględnieniem wpływu technologii informacyjno-komunikacyjnych na działalność administracji publicznej na rzecz obywateli. Monografia ukazuje również zagrożenia związane z transformacją cyfrową administracji oraz konieczność uwzględnienia centralnego miejsca człowieka w tym procesie.

Monografia adresowana jest do badaczy zajmujących się administracją, prawem administracyjnym i europejskim oraz do praktyków. Mamy nadzieję, że publikacja poszerzy wiedzę na temat cyfryzacji administracji oraz zachęci do dalszych studiów w tej dziedzinie.

The monograph was developed as the second in a series on e-government — *Krakow Jean Monnet Research Papers* — as part of the Jean Monnet Module project, implemented by the Chair of European Law of the Jagiellonian University entitled “E-government — European challenges for public administration in EU Member States and partner countries/eGovEU+.”

The book presents an analysis of the implementation and functioning of e-government in Poland and Europe, with particular emphasis on the impact of information and communication technologies on the activities of public administration done for the benefit of citizens. The monograph also shows the threats related to the digital transformation of administration and the need to acknowledge the central place of a human in this process.

The monograph addresses researchers dealing with administration, administrative and European law, and practitioners. We hope the publication will broaden the knowledge about the digitization of administration and will encourage further studies in this field.



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