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Master's Thesis of International Studies

**A Study on South Korea's National
Image Strategy**
– From the Perspective of Structuration Theory –

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- From the Perspective of Structuration Theory –

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Abstract

A positive national image facilitates a country's accumulation of national strengths, which is more valuable than the state's territory, population, or natural resources; whereas a negative national image is likely to give rise to risks or threats. However, image is intrinsically subjective, leading to the deviation of national image from the country's real conditions. Therefore, a strategy for managing the country's overseas national image improvement is indispensable in modern global society. In light of this view, South Korea could be an example to examine a country's overseas national image strategy, because the state and government of South Korea have made considerable efforts to get rid of negative images. It has drawn attention not only because of its rapid economic growth but also due to its drastic improvement in national image in last few decades. The transformation of international audiences' perceptions proves that South Korea's energy input in developing a relatively all-rounded strategy has been efficient and effective.

This thesis attempts to figure out how South Korea has managed to reshape its national image significantly. It firstly examines the transition and status quo of South Korea's overseas national image, in order to set the scene for further research. Secondly, this thesis figures out the South Korea's overseas national image strategies in a chronological order. To achieve this research objective, it arranges the historical development of the state's activities in forming, managing, and improving South Korea's overseas national image; and then sorts out major

actors that have engaged themselves in this undertaking, examining their contributions and efforts that they have made. Thirdly, this thesis starts its analysis with a major premise that a number of factors have posed influences on the formation and transition of South Korea's overseas national image. Accordingly, it sheds light on the driving forces behind this process by virtue of applying William H. Sewell Jr.'s analytical framework of Structuration Theory.

Key Words: South Korea, National Image, Image Management, National Image Strategy, Structuration Theory

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1 Introduction

1.1 Research Background

National image is closely linked with a country's domestic and foreign affairs. For one thing, national image is concerned with the country's behaviours in almost every aspect in diplomacy. Positive and widely accepted national image facilitates a country's international standing elevation. For another thing, favourable national image can counteract domestic conflicts, forming social cohesions and national pride among the public. With the cold war coming to an end, the ideologically opposite international dichotomy in the international system dismantled, and the global development towards multipolarity – instead of states being subject to an ideologically unified camp – has led to an increasing awareness among states on making themselves unique and pleasant. The reasons are manifold. For instance, within the contemporary global market, a set of subjective indicators, such as the sociocultural values of products, the images of corporates, as well as the images of country of origin, are likely to play far more important roles than those objective elements, i.e., the prices and quality of products (Chung and Lee, 1999). Besides, as the transnational travel becomes increasingly common, national image are more likely to attract more tourists because of its superiority than tourist sightseeing resources which are limited to certain locations (On, 1996 cited in Yeom, 2003). In general, the national image could exert its influence on the state's

competitiveness at the macro level, and on the international audiences/consumers' intentions and preference degrees at a micro level. A positive national image facilitates a country's accumulation of national strengths, which is more valuable than the state's territory, population, or natural resources; whereas a negative national image is likely to give rise to risks or threats. Therefore, ever since the last decade of the 20th century, states and governments are willing to invest a great deal of human- and nonhuman-resources to improve their national image, so as to take up an advantageous position within the global context.

However, image is intrinsically subjective, leading to the deviation of national image from the country's real conditions. Plus, the processes and factors that the international audiences mold their attitudes and evaluation about a certain country are difficult to predict. To put it another way, the image formation does not merely depend on a country's characteristics, but also hinge on the external and internal conditions of international audiences. Therefore, even though many countries are aware of their unfavorable images and willing to make efforts in image improvement, the measures taken are not necessarily effective. Frequently, these measures are either sporadic or suffering from monotonous.

Republic of Korea has drawn attention not only because of its rapid economic growth but also due to its drastic transformation in national image in last few decades. Related surveys implied that South Korea used to be considered a country suffered from poverty and autocracy even though people's living standard already

significantly improved. Nonetheless, in 21st century, when talking about South Korea, the associative memories come to mind might be BTS, the movie *Parasite*, the TV drama *Squid Game*, or Samsung, Hyundai. Besides, the increasing interests in visiting South Korea for multi-purposes is another proof of its improving national image. According to the census conducted by South Korea's Ministry of Education, the number of overseas students in South Korea rose from less than 4000 in 1999 to more than 16,000 in 2019 before the global pandemic was broke out. The statistics provided by Korea Tourism Organization showed that around 1.3 million foreigners visited South Korea in 1984, while the number surged to 17.5 million in 2019. In contrast with Democratic People's Republic of Korea (DPRK), who is another production of the Cold War in Northeast Asia, South Korea is more open, inclusive, and transparent to the world. In other words, global audiences are able to find out more information about South Korea not simply related with geopolitical and security issue. It appears that the overseas image of South Korea has reshaped and improved, from the perspective of both vertical and horizontal comparison. Therefore, it is not an unreasonable exemplar for national image studies.

1.2 Research Purpose

It is recognized that National image is not reshaped overnight. Nor did it transform without any human intervention. As of South Korea, the state and

government have put in the effort to get rid of negative images and strengthen those positive. The transformation of international audiences' perceptions proves that South Korea's energy input in developing a relatively all-rounded strategy has been efficient and effective.

Frequently, scholars explore the causality between national image and media, as well as the attitudes or perceptions of consumers, visitors. Based on their research results, some researchers also go one step further by proposing practical plan of improving South Korea K's national image for the government. Accordingly, current studies of national image strategy have two characteristics. In the first place, most of the studies focus on the current situations that how the administration carries out its strategy in managing and improving national strategy without abstracting a timeline about how the strategy has taken shape; secondly, most research, especially that of South Korea scholars, concentrated their attention on pointing out the problems and proposing solutions but mentioning lightly why South Korea has developed its strategy in this way.

Inspired by these facts, this thesis intends to figure out how South Korea has managed to reshape its national image significantly. Specifically, it will explore the historical development, the status quo, and the driving forces of South Korea's overseas national image strategies.

2 Research Design

2.1 Research Questions

In light of the research purpose, this thesis will deal with the following three major questions:

1. How has the state's overseas national image strategy evolved throughout the history?
2. What is the format of the state's overseas national image strategy?
3. Why has the state's overseas national image strategy formed in this way?

To answer the first and second questions, this paper figures out the South Korea's overseas national image strategies in a chronological order. Specifically, it firstly arranges the historical development of the state's activities in forming, managing, and improving South Korea's overseas national image; and then sorts out major actors that have engaged themselves in this undertaking, examining their contributions and efforts that they have made.

As of the second question, this thesis starts its analysis with a major premise that a number of factors have posed influences on the formation and transition of South Korea's overseas national image. Accordingly, this thesis sheds light on the driving forces behind this process by virtue of applying William H. Sewell Jr.'s analytical framework of Structuration Theory.

2.2 Theoretical Framework

In order to figure out how South Korea's national image strategy has been shaped and developed throughout history, this thesis applies William H. Sewell Jr.'s analytical framework of Structuration Theory to conduct its analysis. This section aims to introduce the origin and contents of Sewell's theory and then explain why it is suitable to my analysis and how it is utilized in this thesis.

The relationship between *structure* and *agency* has long been concerned in academia. When it comes to the field of anthropology as well as sociology, it was Switzerland linguist Ferdinand de Saussure initially brought forward *Structuralism* as an approach to study language, and then the discussion on *Structuralism* reached its peak in 1960s (Ortner 1984, 135). Entering 1970s, however, it was vigorously opposed because of its premise that *structure is decisive*. Meanwhile, *Practice Theory*, which places emphasis on *agents*, emerged to interpret how human beings' action adapt themselves to the system (i.e., the society or culture). In the end of 1970s, Giddens proposed *Structuration Theory*, which attempted to eliminate the dichotomy between *structure* and *agents*, refuting *Structuralism's* claim that structure is fixed and determines social actors' practices.

Reflecting on the development and weakness of previous discussion on the theory of structure, Sewell developed *Structuration Theory* by virtue of elaborating the concepts of schemas, resources, and agency, as well as exploring the possibility of structural transformation. Specifically, Sewell (1992, 10) claims

that *structure* consists of *schemas* and *resources*. The former, *schemas*, coming from the concept of *rules* in Giddens' theory, refers to the generalizable procedures applied in the enactment or reproduction of social life (Sewell 1992, 8). Whereas the latter, *resources*, contains human and non-human resources, which both are used to maintain or enhance power, are the media of power, and are unevenly distributed in the structure (Sewell 1992, 9). Moreover, Sewell interpreted the intertwined and delicate relationship between *schemas* and *resources* as follows. *Schemas* can only be existed or regenerated within the time and space when the *resources* are constantly made use of and accumulated. The social practices of applying *resources* are realized because the *agents/actors* are guided by the knowledge of *schemas*. In conclusion, the mutual involvement and support of *schemas* and *resources* make the existence of *structure* possible.

Besides, *agency*, which is frequently a vague or underestimated concept in previous discussion about structure, is regarded as part and parcel of *structure* by Sewell. In accordance with his idea, *agency* is the result of agents' application of knowledge that provided by *schemas*, as well as that of *resources* in the way of either reinterpretation or mobilization (1992, 20). Sewell also underscored three characteristics of *agency*. In the first place, exercising *agency* is inherent in all actors. In other words, all actors are born with the capacity to take measures to conduct their social lives. Secondly, the type and extent of *agency* depends largely on different social systems that the actors live on, or on different roles that the

actors play. Finally, agency could be both collective and individual, i.e., act with or against others.

Schemas, resources, and agency constitute a long-sustained structure. Nonetheless, Sewell's Structuration Theory further discusses the dynamics of structural transformation by considering three concepts mentioned above as well as their interactions altogether. To be specific, schemas and resources constantly pose effects on each other and thus make up structure. Agency is not only empowered but also constrained by structure, and in turn contributes to the reproduction of structure. The latter is realized through the intersection of multiple structures, the transposability of schemas to a larger and unknown extent, as well as the unpredictable accumulation and polysemy of resources. In this sense, structures vary throughout the world and the history, and they are not necessarily independent from each other; schemas can be actively applied to another context that is different or goes beyond the primary one; the effects of resources' accumulation can never be predicted; finally, resources can be interpreted from different point view when it comes to different context.

In general, Structuration Theory proposed by Sewell practically manages to achieve some degree of balance between agency and structure without siding with material determinism nor ideal determinism, and to take the possibility of structural transformation into account. Accordingly, it is regarded as an appropriate analytical framework through which this thesis can figure out the

intricate and interrelated relationships among factors that have shaped and maintained South Korea's national image strategy.

Basically, this thesis takes two structures into account, including two sets of schemas and resources in the international and domestic aspects. Moreover, the objective of this study, i.e., South Korea's national image strategy, is perceived as an agency that continuously exercised by its government. In this sense, South Korea's government is an agent in dual meanings: when it comes to foreign affairs or when it plays a role in the international stage, it embodies the nation and exercise agency as a whole; when it comes to domestic affairs, it is one of the players in Korean society along with private sectors, civil society and so on. Therefore, this thesis aims at analysing the dynamic process of mutual interaction between these two sets of structures and South Korea's national image strategy.

2.3 Methodology and Thesis Outline

In order to achieve its research purpose and find the answer to the research questions, this thesis would be organized according to the following framework:

In the first place, a literature review is done in Chapter 3 to gain an overall understanding of the related concepts of national image, including the definitions, influential factors, and its significance. The South Korea's national image is examined in Chapter 4, aiming at sketching out its transition trend, so as to lay a foundation for the further research. Then, a textual analysis is the principal

research methodology applied in Chapter 5. Related laws and legislature, official documents, and previous departmental working plans, etc., are sorted and studied to understand firstly the evolution, and secondly working mechanism of South Korea's national image strategy. Referring to Structuration Theory, the qualitative analysis in Chapter 6 sorts out the intricate factors that have facilitated the formation of South Korea's strategy of improving a positive national image.

	Research Contents	Methodology	Expected Results
Chapter 3	Previous Discussions about National Image	Literature Review	Understanding the connotation, denotation, and significance of National Image
Chapter 4	ROK's National Image	Literature Review	Portraying a picture about ROK's national image, including its transition
Chapter 5	ROK's National Image Strategy	Textual Analysis, Literature Review	Arranging the historical development; Exploring the strategic resources, implementation, and evaluation
Chapter 6	Qualitative Analysis	Structuration Analysis	Figuring out the driving forces

3 Literature Review

This section aims to review the previous literatures that deal with the issue of national image and national image strategy, varying from its definitions, components, and formation to the related discussion of South Korea's case.

3.1 National Image

Image was primarily studied as a psychological term, indicating the mental pictures that formed and shaped in one's head to represent a specific object (Lipmann 1922, 8). Image takes shape based on the information and experiences related to the specific object, and is frequently biased and preconceived. The term National Image, essentially applying the concept of image to a country, raised academic concern against the background of globalization. In accordance with the definition of image, national image suggests a set of stereotypes and prejudice towards a specific country. Nonetheless, due to its universality and its involvement in several sociological subject, national image is far more complicated and diversified in terms of the denotation and connotation. Taking the perspective of academic discipline, the subjects of political science, psychology, marketing, and media communication dominantly provide the theoretical basis for the previous discussion about national image.

Firstly, as the second industrial revolution and the information revolution have developed, the links between the world's regions and countries multiplied. Accordingly, researchers of political science, especially that of international politics, concerned themselves with the image of a country that presents to the international society. Against the background of World War in early 1900s, national image studies principally linked with military and politics, playing a role in legitimatizing a country's participation and activities in war. After the second

World War, the concepts of “reputation” or “prestige” which were probably the initial forms of image in current days, caught much attention among scholars of international politics. For instance, Edward H. Carr (1940) reinterpreted the role of power, analyzing the impacts of public opinions and morality in international society. Hans Morgenthau (1948) elaborated the significance of reputation in deciding the country’s potentials and actions. In accordance with the idea of realism, the reputation of a state, i.e., the nation’s image in today’s term, is the symbol of how much power it can enjoy (Mercer 1996, 2). Moreover, by virtue of proposing the idea of soft power, Joseph Nye (1990, 160) not only conducted an in-depth exploration of national reputation in his theory, but also laid a solid foundation for successive studies in national image. Gradually, national image studies have stripped from the discussions of “reputation” and “prestige”. Constructing a frame of national image based on the dimensions of relative strengths, threats and opportunities, and cultural differences, Richard Herrmann (1997) deduces 27 types of national image, among which 6 typical types are sufficient in describing the majority of intercountry relations. Similarly, Robert Jervis focused on the mutual cognition among countries, proposing a structural matrix to analyze how national image is formed. Another branch of politics studies involving in studying national image is constructivism. In light of the idea of mutual construction, Kenneth E. Boulding (1959) argues that national image is the information that has been filtrated by an individual’s value system which plays a

decisive role in inter-personal communication. Moreover, as the collapse of Cold War mentality and the intensification of globalization, public relations become a noted school of thought in international relations. Naturally, scholars attempt to understand national image within the framework of international public relations. Michael Kunczik (1997) explored the interrelations between image and public relations of a country. He pointed out that the behaviors of a nation in the international setting do not simply accord with the motivation of leaders nor citizens. Still, personal or unofficial relations contribute to forming and improving a country's image.

Secondly, the interactions in terms of trade and commerce among countries have rapidly intensified, leading to studies on the interrelations between national image and state's economic activities. Under the context of global marketing, national image is basically correlated with the products manufactured by the companies of the specific country. Arika Nagashima (1970) defined national image as the evaluation and stereotype toward products of a specific country considered by consumers or businessmen. Similarly, national image refers to the fixed ideas and prejudice that formed by consumers after they perceive the quality of foreign products (Anderson & Cunningham, 1972); the comprehensive perceptions, toward the quality of a specific country's products, held by consumers (Bilkey & Nes, 1982); the preconceived opinions of a country's commodities, and the overall cognition formed on the basis of marketing strategies (Roth, Martin,

and Romeo, 1992); the belief and attitudes, held by consumers, towards the products and people of a specific country (Knight & Sprang, 1995). In light of this international commercial perspective, the concepts of national brand and the country-of-origin image are frequently complementary or alternative to the term national image. Basically, national brand is deliberately created and propagandized by the state. National branding refers to a process during which the excellent traits of a country are abstracted and framed into a fixed image recognized by people. Country-of-origin (COO) image is the integrated impressions derived from consumers' previous knowledge about the manufacturing country of specific products. COO image is believed to pose great impacts on consumers' evaluations on products and purchasing intentions.

Thirdly, media has played an important role in country's activities in spreading and improving its image. Therefore, the perspective of communication is prevailing in exploring national image. Galtung and Ruge (1965) defined national image as various properties of a country perceived by people through media. Media, in this sense, bridges over the country and the international audience. Similarly, McCombs and Shaw (1972) developed agenda-setting theory, pointing out the influential functions exerted by mass media. In light of their theory, national image is a set of selected characteristics distorted from the state's reality.

To sum up, the theories of national image normally involve two subjects, i.e.,

the country and the international audiences. Regardless of various theoretical basis provided by different disciplines, these theories practically state that image of a country is not an objective reflection of its reality; instead, the reality of a country is reorganized, refined, or reshaped through specific channels. In other words, national image could be viewed as a symbol that is existed between the country's reality and the international audiences.

3.2 Components and Forming Paths of National Image

As the definitions of national image derive from several academic disciplines, scholars' opinions on national image's components vary. Herbert C. Kelman (1965) proposed that national image is comprised by the similarities in terms of society, psychology and culture, the international events, the exposure level to foreigners, the frequency of overseas travel. Taking the perspective of global marketing, some scholars particularly stressed that economic conditions and production capacity are indispensable. Arika Nagashima (1970) maintained that products, national characteristics, economic and political environment, history, and tradition constitute the image of a country. Martin S. Roth and Jean B. Romeo (1992) developed a method to measure the multi-dimension of national image, stating technique, design, innovation of the products, and the reputation of the country matter. Ingrid M. Martin and Sevgin Eroglu (1993) considered national image is

comprised by a set of elements, including economic growth and stability, mass production, product quality, level of democratization and industrialization, marketization, government of citizen, welfare standard, living standard, labor cost, illiteracy rate, and the ability in technical research.

The channels through which the national image takes shape are manifold. Generally speaking, different channels indicate the way and the frequency that the international audiences are exposed to the related information about a country. For instance, mass media is one of the principal sources of information about the outside world, especially in the era when transnational travel or migration was less convenient. Don D. Smith (1973) set considerable store by mass communication, suggesting that it is an effective path through which international audiences are highly likely to form and change their perceptions towards other countries.

Nevertheless, the improvement of global connection and technology have facilitated international audiences to acquaint themselves with another state through multiple ways. Developing Moffit (1994)'s model of understanding how organizational image is formed, Shin Hochang (2001) put forward three major paths through which national image is shaped, i.e., the relational channel, the textual channel, and the experiential channel. Relational channel indicates the communication of government institutions, social organizations, and key opinion leaders among countries. Textual channel consists of related paper documents, books, mass media, and digital media etc. Experiential channel refers to the

individual's experiences of visiting target country, using its products, and enjoying services, etc.

Similarly, Yeom Sung-Won (2003) brought out three paths for national image formation, including inter-personal communication, products and service consumption, texts. The communication with students, tourists and merchants from foreign countries requires a large deal of input of energy and time from the individuals. Still, the image towards the target country formed in this way is profound and enduring. Against the context of a global society with a characteristic of free trade, transnational companies are active in providing products and service for international consumers. From the perspective of the consumers, they not only use the products or enjoy the service, but also perceive the image of the country. Texts is a traditional way for international audiences' access to the image of another country, including newspaper, magazines, broadcasting, TV programs, etc. It is one of the most common channels, but the influence of leaving impressions about a country is relatively weak.

The previous literature shows that the components and formation channels of national image are quite complicated and multi-dimensional. Generalizing their opinions, national image consists of not only the long-term factors of politics, economics, social cultures, geopolitics, but also the contingencies in short-term. Moreover, in present days, the forming paths through which national image is perceived by international audiences are various. Considering the intricate

forming conditions and processes of national image, an all-rounded strategy should be formulated and implemented to improve national image.

3.3 National Image Strategy

Strategy was primarily a frequent terminology used in military, meaning an art of general. In the contemporary era, strategy is applied to different fields, basically suggesting a comprehensive plan to achieve the long-term goals against uncertain conditions (Wu 2015, 178). Strategy is often given concerns because the resources available are often depletable. In this sense, national image strategy refers to the art of constructing an ideal image for a country through integrated mobilizations of resources and measures to realize the benefits of this country (Liu, 2008. cited in Wu 2015, 179).

In other words, policymakers are required to consider different aspects of national image. Therefore, the activities and efforts put into improving the image of a country are not independent; instead, the various components and formation channels of national image should be reckoned to form the national strategy (Kim et al. 2011, 111).

Moreover, as the international trade exchange intensified, countries have been branded so as to become distinguishable from others. Specifically, as usually seen in marketing strategies, the concept of brand is applied to a state, making full use of its tangible and intangible information and experience, including natural

environment, history, culture, tradition, political institutions, social stability, economic level, products, and service, etc., so as to create a system of symbols which could be introduced to international audiences by design (Lee and Kim, 2009). By virtue of giving countries an emotional dimension with which international audiences can identify (Ham, 2001) or relate to, national branding becomes a welcomed strategy for country's image construction. Basically, a successful national brand is believed to reassure the foreign consumers or international audiences by making commitment to the values of products and services (Keller, 1993).

3.4 Summary

By reviewing the previous discussions related to this topic, it is by and large clear that national image is conceptually extensive. The term image, which inherently indicates the subjective knowledge and belief, is correlated to a country. Therefore, national image is the overall sketch about a country when it comes to the mind of international audiences. It involves a set of attributes in terms of history, politics, economics, society, culture, diplomacy, etc. These elements are inter-connected and mutually influenced when they are received and recognized by the international audiences through various channels. Considering the intricate formation processes of national image, a country is required to project comprehensive strategies to improve its overseas national image.

4 National Image of South Korea

Republic of Korea has been highly praised by its achievements in transforming from an impoverished country to a middle-income economy from 1960s to 1980s, namely the Miracle on the Han River, indicating South Korea's stunning economic growth after the Second World War. Korea's achievements in national building are not limited to the economic field. It has gone through a dramatic improvement in national image as well.

In February 1988, seven months before the 24th Summer Olympics was held in Seoul, a survey was conducted among people from the U.S., UK, France, and Japan, focusing on their opinions and perceptions towards Korea. The results showed that the majority did not consider Korea a living-friendly country. Moreover, apart from *Olympic Games* that was about to begin, *Korean war*, *underdevelopment*, *military dictatorship*, and *divided country* were the most associated impressions coming to their mind. Still, a great number of respondents gave credits to Korea's good traditions and Koreans' diligence and perseverance (Yeom, 2003).

The Korean Overseas Information Service (KOIS)¹ carried out an investigation among people from 5 countries, including the U.S., UK, Germany,

¹ KOIS was the predecessor of Korean Culture and Information Service (KOCIS), being placed under the Government Information Agency from May 24, 1999, to Feb 29, 2008.

France, and Japan. Most of the respondents spoke highly of Korea's democratization and technological standard. Due to the high quality and favorable prices, more than half of them had experiences of purchasing Korea-made products. Among them, the Americans and French preferred to buy Korean clothes; the Japanese were in favor of Korean food; while the British and German were more likely to purchase electronics. In addition, most of the interviewees expressed their willingness to acquaint themselves with Korean culture (KOIS, 2001 cited in Yeom, 2003).

Korean Culture and Information Service (KOCIS)² have conducted investigations on Korea's overseas national image 5 times since 2015. The most recent research revealed that the positive evaluations on South Korea among international audiences have increased from 76.7% in 2019 to 80.5% in 2021. Besides, modern cultures and economic conditions are the most concerned issues among foreigners.

In general, the negative images about South Korea, such as the Korea War, a divided and impoverished country, gradually faded from international audiences' memories. Instead, South Korea K's positive images, including the political and economic achievements, a host country of several international events, the industrious national characters, and the diverse cultural heritages, etc., have

² After the disbandment of the Government Information Agency, KOCIS has been placed under the Ministry of Culture, Sports and Tourism since Feb 29, 2008.

strengthened (Yeom and Oh, 2013). In the first decade of 21st century, South Korea was largely benefit from the national brand “Dynamic Korea”, not only developing an array of tourist attractions, but also enhancing the competitiveness of its products. Whereas in present days, South Korea has increasingly been recognized as a middle power which is expected to shoulder more responsibilities in the international society.

South Korea’s achievement in transforming its image from a war-torn country to a middle power is worthwhile to take a closer look. This case actually proves that national image would not spontaneously change even the political, economic, and social conditions of the country had already transformed significantly. In reality, South Korea did not get rid of most of the negative images until 2000s. It also demonstrates again that a positive national image is advantageous in increasing external exchange, enhancing its international standing and reputation, and improving the national competitiveness. Particularly, when it comes to Korea, forging a favorable national image is crucial in many aspects. Generally speaking, it has long been a critical task for South Korea to distinguish itself from its neighboring countries. One is its northern neighbor, i.e., the Democratic People’s Republic of Korea (Kim et al., 2011). The geopolitical legacies of the Cold War left the “two Koreas” on completely different paths. Still, the historical and psychological inertia, i.e., recognizing Korean Peninsula as a whole, influenced international audiences’ perceptions toward South Korea for a

long time. The other two are China and Japan. In the mindset of the westerners, these three countries used to be integrated into the concepts of “the Orient”, or “the East”. Such confusion of national image with other regional countries are unfavorable for South Korea whose trade dependency ratio accounts for more than 60% of its GDP (Kim et al. 2011, 60). In addition, considering the economic size, population, and military capacity, South Korea is likely to be situated between those countries with small or weak power and those with great power. Therefore, the activities of managing national image, i.e., formulating an overall strategy to shape and improve national image, are likely to endow it with stronger power that is beyond its limited hard power (Kinsey and Chung 2013, 9), so as to gain some leverage in the global stage.

5 National Image Strategy of South Korea

It seems that the deviation between South Korea’s economic achievements and its relatively negative images is the starting point of national image managing activities. Still, it is arbitrary to draw conclusion without any examination. The first part of this chapter aims to give an overview of South Korea’s actions in enhancing its national image. Referring to previous research on national image strategy, the rest of this chapter examines three parts of the strategy, including the strategy resources, strategy implementation, and the strategy evaluation (Liu 2008 cited in Wu 2015, 179). Specifically, the resources are the bed stone for the strategy’s execution, composed by external resources and internal resources. The

former includes physical and spiritual resources, while the latter refers to the external environment. The implementation, normally the core of the strategy, is the measures taken to guarantee the operation of the strategy. The evaluation provides a benchmark for the strategy's readjustment, making sure that the strategy is dynamic and appropriate to the status quo, instead of becoming fossilized.

5.1 Historical Development

Reflecting on the establishment, reshuffle of South Korea's governmental agencies as well as institutions that have contributed to building and strengthening national image, it appears that South Korea's national image managing activities did not emerge overnight when the state was aware of the mismatch between state's power and the national image. Indeed, those efforts made from 1970s to 1990s to present positive national images to the international society should not be neglected. Because these undertakings did lay a solid foundation, facilitating the state to gain some experiences in this term. Therefore, a historical review is helpful to understand how South Korea groped its way forward, what kind of attempts it did, etc. Accordingly, the development of South Korea's national image strategy could be roughly divided into three period as follows.

1948-1988

Primarily, soon after the Republic of Korea was established in August 1948,

the Office of Public Information was built to take charge of national propaganda, but mostly aimed at advocating anti-communism and protecting national interests (The Export and Import Bank of Korea 2003, 13 cited in Yeom and Oh 2003, 105). It was not until 1971 when the Korean Overseas Information Service (KOIS) was inaugurated under the Ministry of Culture and Information that the government has undertaken the business of foreign-oriented policy propaganda. At the very beginning, the KOIS introduced South Korea's major policies, national development as well as its national culture to the international society, with an aim to enhance its national standing and image. In 1979 and 1980, KOIS took the initiative to inaugurate 4 oversea Korean Cultural Centers in Tokyo, New York, Los Angeles and Paris. Afterwards, KOIS managed to organize a committee on celebrating anniversary of Korea's establishing diplomatic relations with US, UK, Germany and France, conducting a series of exchange activities in terms of politics, economics and culture throughout 1980s.

During this period from 1948 to 1988, South Korea's government exert all its strength to boost economic growth based on a military dictatorship. Meanwhile, the international society was shadowed by an atmosphere of cold war and the exchanges between nations were practically within "bloc". In this sense, South Korea's undertaking of national image building was at its infancy stage and was largely oriented towards capitalist countries who shared the same objective of opposing communism.

1989-2007

At the end of 1980s, South Korea managed to host 1986 Asian Games and 1988 Olympics Games, which turned a new chapter on its overseas national image building.

In the first place, the governmental agencies themselves have undergone reshuffle several times after the Ministry of Culture and Public Information was separated into two agencies in 1989. Notably, KOIS was primarily placed under the Department of Public Information in 1990, and then under the Ministry of Culture and Tourism with a changed name of Korean Overseas Culture and Information Service (KOCIS) in 1998, and finally under the newly established Government Information Agency with its name reverted to KOIS in 1999 (KOCIS, Introduction to KOCIS: History). Meanwhile, the governmental agencies expanded their scope of undertakings into international organizations and non-western countries, including post-communist countries. For one thing, the Ministry of Culture dispatched a large group of artists as cultural representatives to United Nations as South Korea joined UN, promoting South Korea's national image as a culturally deep-rooted country by virtue of performing Korean traditional cultural arts. For another, several governmental agencies of South Korea, especially KOIS, took initiative to activate mutual communication with countries and regions in Southeast Asia, East Europe, and Latin America, etc. Entering the new century, the government continued to explore new path of

enhancing South Korea's overall national image. In this sense, Dynamic Korea was primarily proposed as a slogan in 2002 World Cup and later preserved to be a national brand applied to fields of culture, tourism, transnational products, etc.

Besides, a great deal of related institutions was established against the background of surging demands of communicating with the international society to strengthening South Korea's international standing. Under various forms of support from the government, affiliated institutions were built to assist the national image promotion from different aspects, including Korean International Cooperation Agency and Korean Foundation in 1991, National Institute for International Education Development in 1992³, Korean International Broadcasting Foundation and Korean Literature Translation Fund in 1996⁴, Overseas Koreans Foundation in 1997, Asian Cultural Exchange Foundation in 2003⁵. In particular, after the country recovered from the IMF crisis and successfully hosting the 2002 World Cup, the National Image Committee was operated under Kim Dae-Jung and Roh Moo-Hyun administration with an aim of reinforcing South Korea's national standing and promoting its national image in the international society. Led by the prime minister, the committee played a critical role in proposing national image-related vision and strategies, improving law and legislations, coordinating national

³ The predecessor of National Institute for International Education (국립국제교육원).

⁴ The predecessor of Literature Translation Institute of Korea (한국문화번역원).

⁵ The predecessor of Korean Foundation for International Cultural Exchange (한국국제문화교류진흥원).

image-related undertakings among governmental agencies and institutions (Yoo and Jin, 2010, 301; Kang 2013, 32).

Furthermore, in response to the rapid development of science and technology, government agencies and their affiliated institutions started to place considerable value on applying new techniques to assist national image promotion. For instance, KOIS adopted the technique of CD-ROM to produce electronic materials that introduced South Korea, implicating a prelude to an informational era in which human beings' lives and livings are increasingly computerized (KOCIS, Introduction to KOCIS: 50 Anniversary of Establishment).

During this period from 1989-2007, the structure of relationship between South Korea's government and the society was reorganized through democratization and the neoliberalist reform. In other words, whereas governmental agencies remained to be the key player, an increasing number of related institutions took the initiative to share the responsibility of building and promoting South Korea's national image. At the same time, these undertakings were somehow encouraged and motivated by the international trends, including the multi-polarization in post-cold war era, the active inter-countries exchange regardless of ideology, and the informatization. Therefore, the national image building and promotion witnessed a rapid development in both depth and width, setting solid foundation for South Korea's national image building. Specifically, South Korea has basically wiped off its negative national image that used to

combine with Korean War, divisive country, military dictatorship, protest, and demonstration, etc.; instead, the international society began to perceive South Korea as a country that created a “Miracle on the Han River”, that held international Mega Events several times, and that enjoys diverse cultures throughout its history.

2008-2022

Nevertheless, reflecting on the relatively weak growth of South Korea’s soft power comparing to other developed countries, President Lee Myung-Bak underscored the urgent need for South Korea to promote its national brand value, and thus improve its national image and standing when he gave his speech on National Liberation Day of Korea on 15th August 2008. As a result, the previous National Image Committee was reorganized as the Presidential Council on National Branding (website), functioning as a control tower in South Korea’s national image strategy, coordinating the policies and business among different governmental agencies and related institutions.

Besides, governmental agencies experienced another round of reshuffling. The previous Ministry of Culture and Tourism, Government Information Agency and Ministry of Information and Communication were integrated into Ministry of Culture, Sports and Tourism (MCST: Introduction to the Ministry of Culture, Sports and Tourism: History). Accordingly, the former Korean Information Service was put under MCST with its name changed to the Korean Culture and

Information Service (KOCIS: Introduction to KOCIS: History).

Moreover, there still have been some related institutions emerging to shoulder the duty of improving South Korea's national image, such as the King Sejong Institute Foundation in 2012.

During the period from 2008 till now, South Korea has further solidified its democratic institution and developed its capacity in holding international events, such as G20 Summit and the Nuclear Security Summit, which become the pride of this nation. Meanwhile, the international power structure has been largely shaped, as China rises to be the world's second-largest economy in 2010 and becomes increasingly proactive in various international affairs, and as Russia explicitly indicates its willingness to integrated with the west while continues to build up its military strength under Putin administration, which are gradually perceived as threatens by the U.S. To put it in another way, the world in the post-cold war, especially entering the second decade of 21st century, consists of several superpowers which are militarily, politically and economically strong, and a large number of countries that are relatively less powerful in terms of land size, population and military, economy and so on (Shi, 2021). Moreover, non-traditional security issues come to threaten the lives and livings of all human beings. Against such background, South Korea attempts to position itself as "middle power" by virtue of advocating universal values and sharing its unique cultures, and contributing to the global development, assisting underdeveloped countries, etc.

5.2 Strategy Resources

Resources available for national image strategy are consist of not only the internal resources that are somehow generated by the country, becoming an integral part that represents specific aspect of the state; but the external conditions which has been changing all the time (Liu, 2008 cited in Wu 2015, 178).

Specifically, the formulation of national image strategy is required to depend on what kind of and how many domestic materials the state possess. In the case of South Korea, the country enjoys a highly developed agricultural civilization and Confucian culture. The cultural legacies, both tangible and intangible, left for the contemporary generation are abundant. For instance, those historical sites, such as the Hanok Village⁶, the palaces or tombs of ancient emperors, are not simply the witness to the history of South Korea, but resources that are available to be integrated into South Korea's image. Moreover, some rites and rituals, as well as the recreation activities are passed on to modern Koreans, reminding the lifestyle of the ancients. To preserve these traditions, events are held regularly. Consequently, these tangible architectures and intangible customs present the international audiences with the historical cultural aspect of this country, strengthening South Korea's national image as a country with a long history.

Still, the domestic resources possessed by South Korea is not merely the

⁶ The traditional Korean-style residential houses.

centuried ones. South Korea is also a country which is frequently given credits for its modernization and democratization. South Korea managed to obtain independence in 1940s after suffering from Japan's brutal colonial rule for a long time. Moreover, it has been successful in establishing a democratic institution after experiencing military dictatorship for almost 40 years. The fruits of these revolutions and transformation have not sunk into oblivion; instead, the merits are preserved in various forms, varying from memorials, museum, to novels, dramas, and movies. More importantly, the values derived from modernization and democratization are deeply rooted in the Koreans' mindset, shaping the peoples' national characters, intensifying South Korea's national image of liberty- and democracy-valued.

The external resources for national image strategy are a set of exogenous factors. Indeed, they are frequently neutral or seemingly unimportant, i.e., not necessarily beneficial for the country at the first glance. Therefore, it demands that the country has acute insights to make these factors favorable for its development. As of South Korea, the state has adjusted itself to the trend of globalization rapidly, and seized the initiative in the 4th and 5th industrial revolution. Consequently, South Korea has integrated into the international market, and somehow become one of the leading countries who mastered cutting-edge technology.

Still, possessing resources and being able to accommodate to the external tendencies of transition are not sufficient for a country's formulating national

image strategy. It is argued that scholarly research is crucial for equipping the state with knowledge in this term (Wu 2015, 203). In other words, the academic studies conducted to figure out the connotation and denotation of national image, including studying South Korea's national image, are necessary to sketch out the resources available.

The domestic research on South Korea's national image started roughly at the same time when Seoul was announced to be the host city of 1988 Olympic Games in early 1980s. Nonetheless, the quantity of national image study has increased significantly since 1988. Relevant research mainly consists of three aspects, i.e., the definition and significance, the component/factors, and the managing strategy for national image. The evolution of research on South Korea's national image has experienced three stages as follows.

The first stage includes 1980s and 1990s, which stands out as a taking stage. The economic growth and the democratization in South Korea brought transformations to this country at home and abroad. As a result, the importance of national image become explicit to the government who was willing to promote the country's international recognition and status. In addition, this new trends in society set a solid foundation for the scholars who become concerned with South Korea's national image building.

Basically, the research on national image during this period was exploratory. In the first place, Korean scholars referred to the concept of "image" or "national

image” discussed earlier by foreign researchers (Lipmann, 1922) as the starting point of their discussions about South Korea’s national image. Secondly, the discussion topic mainly centered on “marketing” or “mass media communication”. For the former, many study touched upon the issue of “foreign consumers’ attitudes” by pointing out the idea that national image is one of the factors which influences consumers purchasing intention or choice. In this sense, national image is closely linked with the notion of “country of origin” (Han 1990; Han & Lee 1992; Chung and Lee 1999). For the latter, scholars focused on foreign news report about South Korea, attempting to figure out how international media consider South Korea and propose solution to promote national image (Yu, 1998; Shin, 1999). A last remarkable characteristic in this stage was that several major events/crises, including the 1988 Seoul Olympics, 1993 Daejeon EXPO, stimulated scholars to reflect on South Korea’s national image building. In particular, the effects of mega events on national image were fully explained.

In general, the research during the taking-off stage further confirmed the significance of building and managing national image, providing academic perspective for government’s strategy-making. However, the research was still in its infancy because of its one-sidedness and subjectivity. To put it specifically, the research was mainly driven by researchers’ personal interests or concerns, lacking an overall perspective and indigenous theories (Yeom and Oh, 2003).

The second period started from 2000 to 2009, during which the

academic research of this aspect was at its developing stage. Basically, entering the 21st century, new tendencies emerged in this field of studies.

Firstly, the discussion of national image involved various subjects, not only marketing and international communication that are mentioned previously, but popular culture, sports, tourism, diplomacy and so on. This is possibly because that the globalization intensified and the interactions among countries became unprecedentedly active and complex in post-cold war era. As a result, national image building became not merely a matter of marketing or foreign trade, but relevant to every aspect of a country.

Secondly, scholars increasingly attached importance to the issue of improving South Korea's national image and therefore attempted to proposing systematic plans or strategies to deal with the current problems of the state's national image management. In particular, Shin and Kim (2000) proposed 4 Ones Model (One Nation, One Organization, One Voice & Multiple Tools, and One Public Relations), which is a typical theory of managing public relations overseas and national image. Besides, many researchers criticized the low efficiency of relevant institutions who were supposed to carry out programs of national image promotion and called for a reorganization and integration of public and private institutions to collaborate with each other to improve national image (Park 2001; Yeom and Oh 2003).

Lastly, significant events again, including the 2002 World Cup and the

establishment of Presidential Council on National Branding in 2009, led to profound discussion on national image building.

The third period began in 2010, indicating the starting point of an intensifying stage. At the end of the first decade of 21st century, South Korea was suffered from the worldwide financial crisis but rapidly recovered from the economic recession again. Moreover, the 5th meeting of the 2010 G20 Summit and the 2012 Nuclear Security Summit both were held in Seoul. These events confirmed South Korea's increasing capacity in the international society and encouraged both the politicians and academics to consider national image with comprehensive and in-depth angles.

In the first place, the discussion about national image has been further expanded to research objects and scopes that were paid little attention to in the past. For one thing, the object of study is no longer limited to foreign consumers and visitors. In other words, various groups of population, including the viewers of Korean traditional and modern culture, the foreign labors in South Korea, the civilians who are provided with service by Korean embassy in their home country, etc. (Roh and Won and Kim, 2013; Kim, 2018; Kwon, 2020; Lee and Yoon, 2021) have attracted the researchers' interests and offered a brand-new perspective to consider the management and promotion of South Korea's national image. For another, research during this stage has extended from South Korea's neighboring countries in East Asia and major powers to developing countries in Africa, South

America, East Europe as well as middle powers in Southern Europe (Jang and Jung 2012; Lee, 2019; Lee et.al. 2021).

Secondly, an increasing number of theories and analytical frameworks are applied to interpret national image-related issues. “Halo effect” and “summary construct effect” remained as an important pair of concepts in interpreting the interacted effects between national image and products. National image is frequently deconstructed into cognitive one and affective one, which are not necessarily consistent with each other. As a result, they pose impacts on consumers’ purchasing intentions or visitors’ visiting intentions through different path (Lim, Lee, and Ha, 2013; Lee, 2019). Moreover, the notion of “psychogeography” was cited to remind the important role played by the foreign public in the process of national image formation (Kang, 2012). “Cultural Proximity/Similarity” was applied to explain the differences in accepting Korean popular culture among audiences and so the interrelations with the public’s perception of South Korea’s national image (Kim, Kim, and Jeong, 2014). Furthermore, structural analysis and path analysis become common methodologies in exploring multi-folded relationships between national image and issues such as Korean modern culture, sports events, and visiting/purchasing intentions, etc. (Han, 2013; Yim, Kim, and Shin, 2013; Kim, Kim, and Choi, 2015; Kim, Kim, and Jeong, 2014; Kim, 2018; Lee, Kang, and Lee, 2017; Kim, Kwon, and Bae, 2018; Kim, Choi, and Koo, 2020; Kim, 2020).

In general, the academia reaches a consensus that it is time to promote South Korea's national image by exporting an all-rounded "Korean national brand", rather than placing too much emphasis on the economic benefits brought about by specific products.

However, there might be two inherent limitations in the previous research. Firstly, there are few studies managing to summary the evolution of South Korea government's national image strategy, not to mention analyzing the current situation of South Korea's national image strategy from both macro and micro perspective. Secondly, researchers in this field are inclined to take the responsibility of proposing policy suggestion for the government. In this sense, study on South Korea's national image seems to be pragmatically oriented. As a result, it might underestimate the primary motive of strategy-making, which is regarded as a lens through which this thesis understands the development and status quo of Korean society.

National Image Strategy Resources	External resources	<i>Globalization</i> <i>Industrialization</i>	Academic Research
	Internal resources	<i>Traditional civilization</i> <i>Contemporary institution</i>	

In light of the analysis above, it appears that the resources for South Korea's

national image strategy primarily consist of external conditions and domestic materials, which are then integrated into theoretical resources available for drawing up strategy by virtue of academic research.

5.3 Strategy Implementation

The effectiveness of a nation's strategy in improving overseas image depends largely on how smoothly the executing agencies cooperate with each other. In other words, the concrete implementation serves as the wheels of the strategy, guaranteeing the efficient operation of the strategy.

As of South Korea, the state has practically figured out a mechanism to shape and improve its overseas national image after several decades of developing. Basically, a series of laws and legislations are combined with a group of dynamic government agencies and their affiliated institutions, constituting an institutional framework that supports the implementation of South Korea's national image strategy. This section attempts to figure out not merely holistic outlook but also the internal dynamics, i.e., the operation mechanism, from both macro- and micro-level, of ROK's national image strategy at present.

5.3.1 Legal System

A series of law provisions constitute a healthy legal system, serving as the protector and regulator to these main bodies' behaviors of shaping and improving

South Korea's overseas national image. The related legislations together sketch out the legal framework, laying a solid foundation for practitioners' activities in improving South Korea's national image. Basically, there are two major types of laws and regulations related to South Korea's overseas national image building. One is act that stipulates the holistic principles, encouraging and supporting organizations and individuals to engage themselves in all national image-relates activities, including content creation, South Korea-related information dissemination and correction, intercountry communication, etc. Another is the bill specialized to legitimize the establishment and operation of related organizations, including councils, funds, and other non-profit organizations.

Comprehensive Act

Firstly, a range of laws and regulations have been formulated to maintain a beneficial environment for creating contents which function as the principal carriers of South Korea national image. Culture and Arts Promotion Act serves as a comprehensive legislation that primarily aims at protecting and carrying forward Korean traditional arts and culture. It covers a wide variety of cultural forms from literature, music, applied arts, language to dancing, dramas, movies, photography, architecture, publishing and cartoons. It was first promulgated in 1972, and underwent amendment more than 30 times. Notably, the version revised in 1995 modified the objective from *revitalizing* the national culture to *developing* the national culture, indicating the government's response to a whole new

international surrounding, and its intention to improve South Korea's national image by stimulating and encouraging creativity in domestic cultural creation. (MCST, Culture and Arts Promotion Act 1995 & 2011).

In 21st century, several legislations, including Public Performance Act in 2002 (the 14th version), Publishing Industry Promotion Act in 2003, Game Industry Promotion Act in 2006, Framework Act on Korean Language in 2006, Craft Industry Promotion Act in 2015, Literature Promotion Act in 2016, have been formulated or revised with the primary purpose of guaranteeing the development for general cultures, and therefore improving the rights and quality of the public's cultural lives, as well as boosting the national development in all aspects. In specific, these Acts aim at fostering contemporary and traditional arts and cultures into mature industry by virtue of regularly formulating and implementing plans, cultivating professionals, supporting entrepreneurship and production.

It was noteworthy that all these Acts stipulate the business of exploring overseas market and promoting intercountry communication. They stipulate the articles of establishing fund for global promotion of South Korea's cultures, designating specialized organizations to take in charge of disseminating South Korea's exceptional culture, supporting activities of international exchange of arts and culture. These efforts, undoubtedly, contribute to raising South Korea's profile and enhancing its overseas national image.

Besides, another group of laws and legislations have been designed to lay

foundations for the South Korea's external communication and cooperation which serves as the *channel* through which the ROK's state government and the public can spread its national image to the international society.

As a quite novel concept in international politics and state governance, public diplomacy (hereafter PR) was introduced to and emphasized by South Korea's political circles lately. Public Diplomacy Act is formulated with the aim of strengthening the state's public diplomacy, making contributions to South Korea's image and prestige in the international community (PDA in English, 2016). Basically, PR refers to the diplomatic activities that the state directly or indirectly gets in touch with foreign countries' local governments or private sectors, promoting foreigners' understanding and trust in South Korea through culture, knowledge and policy. The Act explicitly stipulates the state's duty of not merely proposing systematic strategies and policies, providing necessary administrative and financial support, but coordinating among South Korea's local governments and private organizations, mobilizing the public in engaging themselves in PR. Accordingly, it is a general and instructive legislation that plays a pivotal role in South Korea's national image strategy.

The formulation of Act on UNESCO Activities could be traced back to 1963. Throughout nearly six decades, this Act has provided guidelines for the collaboration between ROK and UNESCO in South Korea's territory. Under this Act, UNESCO has managed to carry out activities in the fields of education,

science and culture only with the active participation of both Korea's government and the civil society. South Korea, in turn, has been given the initiative to engage in exploring and disseminating its various cultures and knowledge, contributing to peace building and human wellbeing, and therefore shaping its national image.

Framework Act on International Development Cooperation has stipulated the basic issues of South Korea's undertakings of international development cooperation ever since it was formulated in 2010. In accordance with this Act, South Korea contributes itself to the peace and prosperity of the international society through pushing ahead the poverty-alleviation projects in developing countries, improving the human rights of disadvantaged groups, realizing gender equality, promoting sustainable development and humanitarianism. It requires the close collaboration between South Korea and the international organization, as well as the friendly communication between South Korea and the developed countries. In doing so, South Korea exposes itself in the international arena, increasing global society's awareness of South Korea.

International Cultural Exchange Promotion Act was first proposed in 2017 to provide a systematic support to South Korea's cultural exchange with the international society based on the rapid diffusion of Hallyu, in response to an interconnected world. The term *culture* in this Act is a broad sense, covering a variety of cultural forms from arts to tourism and sports. It primarily stipulates the responsibilities of state and local governments' drawing up and implementing

policies, and offering proper legal and financial support to boost cultural exchanges. Specifically, the Ministry of Culture, Sports and Tourism is required to draft a comprehensive plan every five year, figuring out the policy objectives and basic directions, the measures to raise funds, the roles of local government and private sector, the training program for professional manpower, etc. The local governments are required to formulate their regional plan for the jurisdiction each year, in accordance with the comprehensive plan; and the performance reports of these regional plans should be submitted to the Minister of Culture, Sports and Tourism each year. This Act reflects that South Korea government attempts to establish communication channels between the state and local governments, integrating the national and regional resources to activate the diversity and creativity of Korean culture, and therefore improving national image throughout the process of exchanges (International Cultural Exchange Promotion Act, 2017 and 2022).

Further, some laws and legislations are designed to prescribe or encourage the behaviors of individuals or organizations who are engaged in national-image related settings, and thus who are the *practitioners* in field and pose the most direct impacts on South Korea's national image strategy.

Regulations for the Service of Overseas Public Officials stipulates the behaviors of overseas officials who serve South Korea overseas diplomatic missions. According to this Act, the South Korea's overseas public servants are

obliged to safeguard South Korea's national interests, to uphold their own dignity and prestige, to abide by the international rules and practice as well as the laws, traditions, institutions, cultures, traditions of host countries, to avoid criticizing the host countries' policies and domestic affairs, and to fulfill their duties in a kind, just, timely, precise manner. In general, their behaviors, regardless of on-the-record or off-the-record, symbolize the actions of South Korea. Accordingly, this Act plays an indispensable role in shaping South Korea's national image.

Regulations on the Civil Society and Public Service Activities Promotion has not been formulated until 2020. It encourages and supports the communication and cooperation between government agencies and civil society, stimulating public service activities. Guaranteeing the autonomy, variety and independence of civil society, the Act considers the civil society a powerful force in dealing with social issues and boosting social growth. Against this setting, the civil society is animated to engage in international communication and cooperation, contributing to ROK's diversified diplomacy and its national image building.

Specialized Act

Apart from the law provisions that provide macroscopic frames, there are legislations specialized in regulating the operation of national image-related organizations, functioning as the basis of establishing and operating the foundations, identifying their legal-person status and their purposes of operating. This category of Act consists of Korea International Cooperation Agency Act in

1991, Korean Foundation Act in 1991, Overseas Foundation Act in 1997, Inter-Korean Cooperation Fund Act in 1997, Korea Educational Broadcasting System Act in 2000, Act on the Establishment and Operation of Northeast Asian History Foundation in 2006. Most of these Acts were first put forward in the 1990s, but have been revised several times to accommodate to the ever-changing domestic status quo and international environment, with the ultimate goal of contributing to South Korea's overseas national image building and improving.

5.3.2 Implementing Agencies

At present, the main executing bodies of South Korea's national image strategy are comprised of two categories of agencies, i.e., the government department on the one hand, and their affiliated institutions on the other hand. In general, these agencies contribute to improving South Korea's overseas image by virtue of a variety of external exchanges. The following parts illustrate how each agency is organized, developed, and their business related to national image improvement.

5.3.2.1 Governmental Departments

The Ministry of Cultural, Sports and Tourism

The Ministry of Cultural, Sports and Tourism (hereafter MCST) is one of the government departments that takes up a large part in conducting national image strategy. It grows out of the Office of Public Information which was established

in 1948 right after the establishment of Republic of Korea.

In early 21st century, the Ministry of Culture and Tourism (hereafter MCT)⁷ under Kim Dae-Jung Administration declared one of its major objectives as improving quality of all citizens' lives through culture that could be enjoyed and experienced by the public. To fulfill this vision, it made all efforts to foster culture and tourism into a state's major and pivotal industry which facilitates building national competitiveness (MCST, Business Plan 2000-2002). The MCT under Roh Moo-Hyun administration developed its ministerial policies based on the previous government, repeatedly underscoring the significance of culture when it comes to national development, especially national economic growth. During this administration, the MCT gradually aimed its policy orientation at globalizing Korean culture, improving the attractiveness of Korean sports and tourism. Noteworthy, the MCT under Roh's administration primarily drew up a comprehensive and systematic national cultural policy, Creative Korea (2004) with the purpose of signaling the way forward for South Korea's cultural industry in 21st century. Moreover, the MCT, for the first time, explicitly put forward the plan of shaping an energetic national image of South Korea in 2004, indicating the measures to improve South Korea's overseas image in details. In other words, after the 2002 FIFA World Cup was co-hosted by South Korea and Japan, Korea's

⁷ The predecessor of MCST, which was existed from 1998 to 2008 before its being renamed.

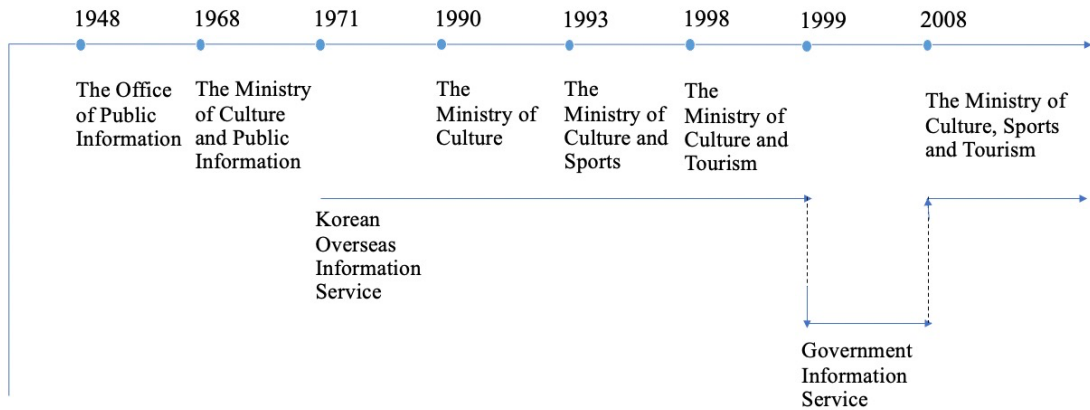
international reputation witnessed an improvement, significantly contributing to its overseas national image. Accordingly, the MCT firmly believed that the national image could be shaped and managed, dedicating to promoting its national image strategy (MCST, Business Plan 2003-2007). In late 2000s, in contrast with its predecessor, the MCST under Lee Myung-Bak administration considered culture not only as the engine of national economy, but a force which could produce boundless values varying from economic, social to spiritual. By virtue of creating a positive domestic cultural environment that welcomes all the citizens' participation and is friendly for the creators, the MCST under Lee's administration intended to activate domestic cultural creation. On this basis, it is likely to further publicize South Korea to the global society, improving its competitiveness, international standing and national brand. To put it in another words, culture has been increasingly perceived as the so-called soft power, which facilitates a country to realize its strategic goal and safeguard its core interests without resorting to military or any other hard power (MCST, Business Plan 2008-2012). The core of MCST's policy during the Park Geun-hye administration was prospering culture and creating happiness for the public. It carried forward the previous government's policy direction of regarding culture as soft power. In specific, it aimed at constructing a domestic environment that is friendly for both consumers and creators of cultural contents consumers on the one hand; building cultural national brand so as to enhance South Korea's overall competitiveness among the global

society on the other hand (MCST, Business Plan 2013-2017).

The MCST under Moon Jae-In administration further stresses the subjective initiative of human beings in culture creation, appreciation, and dissemination. It has formulated another comprehensive and systematic national cultural plan, Culture Vision 2030, 15 years after Creative Korea 2004 was published. The cornerstone of this new project consists of autonomy, diversity, and creativity. As of autonomy, it indicates every single individual's right of conducting activities of culture, varying from cultural artists' creation, tourists' visiting, cultural industry workers' production, athletes' participation, etc. Diversity suggests that groups with different identities, regardless of their nationality, race, religion, generations, gender, gender differences, disabilities, and regions, are encouraged to respect each other and assert their cultural strength. In terms of creativity, it refers to not merely the ability to foster the cultural content industry, but also a value and impetus that empowers culture to facilitate social development and innovation in all aspects including education, labor, welfare, urban regeneration, environment, and unification. Guided by these principles, the MCST under Moon's administration is intended to foster culture as a booster to national development in all fields, resolving social conflicts and divergence, surpassing beyond the ideological dichotomy, responding to the new opportunities and challenges of the global 4th industrial revolution (MCST, Culture Vision 2030; MCST, Business

Plan 2018-2022).

Figure 1 Timeline of the Institutional Reorganization of the Ministry of Culture, Sports, and Tourism



Currently, the MCST is in charge of affairs concerning culture, arts, video, advertisement, publication, sports, tourism, public relations, and government announcements, etc. (President Decree, no.32469). In practice, the MCST adopts a dual vice-minister administrative system. The 1st vice-minister is in charge of General Administration Division, Planning and Coordination Office, Culture and Arts Policy Office, Religious Affairs Office, Content Policy Bureau, Copyright Bureau, Media Policy Bureau, whereas the 2nd vice-minister takes charge of Public Communication Office, Sports Bureau, Tourism Policy Bureau. A Deputy Minister is appointed to assist the 2nd vice-minister in the affairs of public relations and overseas promotion of Korean culture, indicating the importance of managing South Korea's overseas national image.

The current organization structure indicates that there are six major agencies of MCST are directly involved in the business of overseas national image building

and promotion, i.e., Culture and Arts Policy Office, Content Policy Bureau, Media Policy Bureau, Public Communication Office, Sports Bureau, and Tourism Policy Bureau. Culture Policy Bureau and Arts Policy Bureau under Culture and Arts Policy Office execute their duties to promote the standardization, industrialization and globalization of Korean culture and arts, including Korean language, traditional culture, performing and traditional arts, visual arts and design, culture and arts education etc. The Content Policy Bureau takes charge of supporting game content industry, film and video content industry, popular culture industry and Hallyu content to explore overseas market, as well as communicate with the international society. By virtue of coordinating among and supporting South Korea's related institutions, the Public Communication Policy Bureau of Public Communications Office plays a pivotal role in managing South Korea's public relations with foreign government agencies, media as well as private organizations and the civilian. The Sports Bureau and Tourism Policy Bureau shoulder the responsibility of international cooperation and exchange, overseas development aid, etc.

Meanwhile, the MCST controlled a few organizations which specialize in the preservation, collection, education, and research of traditional ethnic arts, folklore, history, classical music, Korean language, and Hangeul by virtue of operating related facilities such as academic institutions, museums, libraries, galleries, theatres, and broadcast station. Among all the organizations that are affiliated to

the MCST, the Korean Culture and Information Service has taken charge of all the affairs related to international communication and public relations, including the overseas promotion of South Korea's culture, policymaking of overseas promotion, assistance to diplomatic offices' cultural activities, operation of overseas cultural centers, cooperation with foreign media; while the Asian Culture Center aims at improving South Korea's cultural power through taking initiative to promote traditional and contemporary Asian culture by providing a comprehensive platform for cultural exchange, education and research.

Apart from these MCST-controlled organizations, a great deal of non-profit organizations maintain affiliation to the MCST, having been designated as critical agencies to operate affairs of international communication and dissemination. Literature Translation Institute of Korea (LTI), Korean International Broadcasting Foundation (Arirang TV/Radio), Korean Foundation for International Cultural Exchange (KOFICE), King Sejong Institute Foundation (KSIF), etc., fall in this scope.

The Ministry of Foreign Affairs

The Ministry of Foreign Affairs (hereafter MOFA), as a government department whose business is mainly outward-oriented, plays a critical role in fulfilling South Korea's national image strategy through its foreign policies. The Ministry of Foreign Affairs was inaugurated in 1948 to take on the duties related to South Korea's external relations and international affairs.

The previous Ministry of Foreign Affairs was integrated with the newly inaugurated Office of the Minister for Trade, being reorganized as the Ministry of Foreign Affairs and Trade (hereafter MOFAT) under the Kim Dae-Jung administration in 1998 (MOFA, n.d.). Accordingly, apart from the core interests of laying foundation for peacebuilding in Korean Peninsula, the MOFAT set considerable store by foreign bilateral and multilateral relationship in terms of trade. Under the then-government, one of MOFAT's tasks was diversifying South Korea's external communication and cooperation in terms of both contents and objects. For one thing, it sought to play a leading role in Northeast Asian regional cooperation; for another, it managed its diplomacy not simply through politics or military, but by virtue of disseminating Korean culture and sharing universal values of human rights and democracy. Therefore, events, including the then-President Kim's receiving the Peace Prize and the 2002 World Cup, were perceived as favorable opportunities to improve South Korea's international standing and overseas national image. (MOFAT, 2001-2002).

Roh Moo-Hyun administration basically maintained the practice of combining diplomacy and trade as a whole. The MOFAT's policy developed as the domestic and external surroundings went through rapid and drastic transformation. For one thing, the globalization was witnessed an unstoppable growth in the early 21st century, facilitating the people-to-people and trade exchanges among the worlds. More importantly, South Korea recovered from the

IMF crisis quickly and performed splendid economically. Besides, the role of ordinary people seemed increasingly prominent in South Korea's diplomacy partly because of the increasing number of overseas Koreans as well as the improving life quality of domestic citizens. Therefore, the MOFAT under Roh's administration developed its policy to respond to this ever-changing surrounding, which was internally linked with improving its international standing and national image. Firstly, it continued its cultural diplomacy which supported the internationalization of Korean culture and cultural industry, hosting international sports games, promoting global society's understanding and attitudes towards ROK's history and traditional culture, propagating the national slogan of Dynamic Korea, etc. Moreover, it started to find out experiences of managing and improving national image outside of cultural scope, including scaling up Official Development Assistance (hereafter ODA), taking on more important duties and roles in international organization such as UN, shaping overseas Koreans as part of South Korea's global national image, and consolidating its contact with the foreign media and the civil society (MOFAT, 2003-2007).

The MOFAT under Lee Myung-Bak administration intensified its predecessor's practices in diversifying its policy direction in managing and improving South Korea national image. Generally, it attempted to transform South Korea's role in the international society in a manner of performing more proactively and effectively, especially making contributions to global peace,

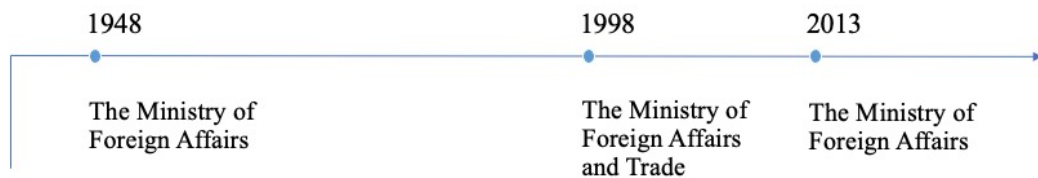
common prosperity and the diffusion of cultures and values. Consequently, it worked along a direction that integrate different aspects together. Firstly, it consolidated the cultural diplomacy by virtue of not only bilateral cultural communication and exports, but also collaborating closely with related organizations such as UNESCO to increase its cultural influence. Secondly, it gradually transformed the paradigms of foreign aid from “assistance” to “development”, institutionalizing South Korea’s foreign assistance by constructing legal organizational systems, and designing tailored projects for different countries or regions. Furthermore, aware of the gravity of global warming, the MOFAT under the Lee’s administration promoted a “Green Diplomacy” which was combined with its foreign policies in other fields such as culture, and was intentionally shaped as a national brand (MOFAT, 2008-2012).

The Park Geun-hye administration reorganized the previous MOFAT to the Ministry of Foreign Affairs (hereafter MOFA) again, separating the department function between diplomacy and foreign trade. The MOFA under Park’s administration dedicated significantly to dealing with the issues on unification of Korean Peninsula and the denuclearization of Democratic People’s Republic of Korea. Therefore, one of the principal foreign policies during this period was oriented to appeal to the international consensus and support on the side of South Korea, setting up an image that is in favor of peace and security. Moreover, based on South Korea’s dynamic participation in international issues, varying from

security to global development and universal values diffusion, it started to position the state as a middle power (중견 국가). In other words, it has intended to strengthen public diplomacy which is all-rounded and world-oriented, building “Korean Leadership” in various international organizations, providing assistance in terms of development and humanitarian, solidifying South Korea’s soft power through mobilizing the participation of civil society, etc. (MOFA, 2013-2017).

The MOFA under Moon Jae-In administration continues to set considerable store by building South Korea as a middle power in many senses. In pre-pandemic era, it takes initiative to diversify South Korea’s diplomacy, promoting the New Northern and New Southern Policies, expanding its diplomatic outreach beyond Korea Peninsula and Asia, strengthening cooperation with emerging economies, and engaging in global affairs regarding different fields. In other words, it has aspired to improve national image through broadening its horizon in diplomacy and functioning as a pivot. Whereas after the COVID-19 broke out, it has managed to present an efficient image in combating the pandemic, and to act as a vanguard in recovery from the global epidemic. (MOFA Working Plan, 2018-2022).

Figure 2 Timeline of Reorganization of the Ministry of Foreign Affairs



The MOFA is not only in charge of affairs regarding foreign policies, bilateral

and multilateral economic diplomacy, international relations, but also responsible for issues on international agreement, cultural cooperation, public relations, overseas Korean affairs, migration, investigation, and analysis on international situation, etc. (President Decree, no.32464). The MOFA applies a dual vice-minister administrative system. The 1st vice-minister deals with affairs related to specific regions and countries, including Asia-Pacific, Northeast Asia, ASEAN, North America, Latin America, Europe, Africa and Middle East. While the 2nd vice-minister manages Office of Overseas Koreans and Consular Affairs, International Organization Bureau, Development Cooperation Bureau, International Legal Affairs Bureau, Public Diplomacy and Cultural Affairs Bureau, International Economic Affairs Bureau, Bilateral Economic Affairs Bureau, Climate Change, Energy, Environment and Scientific Affairs Bureau.

According to the MOFA organization structure, Public Diplomacy and Cultural Affairs Bureau is directly involved in building and improving South Korea's overseas national image. Basically, this bureau is responsible for formulating, implementing, overall-guiding and coordinating the foreign cooperation policy in terms of culture, academy, tourism, education, sports, public diplomacy. Specifically, Public Diplomacy Division is responsible for a variety of affairs regarding negotiations of cultural agreement, operations of overseas cultural centers, activation of civil society's participation in public diplomacy, etc. UNESCO Division specializes in affairs of world heritage, overseas textbooks,

Korea-visiting diplomatic network building, as well as any affairs concerning cultural and education-related agencies of UN, etc. Cultural Cooperation Division is in charge of conducting sports diplomacy, managing non-profit organizations and cultural diplomacy council, supporting overseas missions in cultural diplomacy. Policy Communication Division deals with the public diplomacy projects targeting at foreigners in Korea, communication and collaboration with media, digital public diplomacy, etc.

Besides, the MOFA has also designated several non-profit organizations as its affiliates to conduct business in terms of cooperation development, foreign assistance, public diplomacy and overseas Korean protection and integration. Korean International Cooperation Agency (KOICA), Korean Foundation, and Overseas Koreans Foundation belong to this category.

The Ministry of Education

The Ministry of Education (hereafter MOE) derives from the Ministry of Culture and Education, undergoing several times of reorganizing ministerial functions.

The Kim Dae-Jung administration put considerable importance on cultivating human resources that lay solid foundation to improve national competitiveness and nurture a knowledge-based society by virtue of national education. Accordingly, the previous Ministry of Education was renamed as the Ministry of Education and Human Resources Development (hereafter MOEHRD)

in 2001. Basically, the MOEHRD under Kim's administration encourages the international exchange of South Korea's exceptional human resources, the introduction of global human resources and the mobilization of overseas Korean talents. Moreover, through expanding and improving its international education for foreign students, the MOEHRD strived for a correct understanding toward South Korea from the global society. In general, the MOEHRD under Kim's administration harbored the vision of *sustaining the country with education* (교육으로 나라를 살린다), aiming to shape South Korea as a worldwide leading country.

South Korea became a high-income country in late 1990s, and strived to enhance the GNI per capita to 20 thousand dollars. Moreover, it was intended to become an economic center to lead the development of East Asia. Accordingly, the MOEHRD under Roh Moo-Hyun administration continued to stress the critical role of national education that nurtures high-valued human resources for this national goal. In practice, the MOEHRD under Roh's administration devoted itself to improve the competitiveness of South Korea's education, facilitating educational internalization, building world-class educational institutions. It was this period that the notable BK21 program has been launched, that the industry-academy cooperation has been promoted and that the national projects for Human Resource Development has been internationalized. Essentially, it took on the mission to shape South Korea as a powerhouse of human resource as well as knowledge and culture.

Lee Myung-Bak administration was attempted to improve ROK's education through integrate it with science and technology. Accordingly, the previous MOEHRD was merged with the previous Ministry of Science and Technology, establishing the Ministry of Education, Science and Technology (hereafter MOEST). In general, the vision of MOEST was relatively broader not only in the manner that it sought to position South Korea prominently within the global society, but also in the way that it considered education an incubator for an all-rounded national development. During the Park Geun-hye and Moon Jae-In administration, the previous MOEST was again reorganized to the Ministry of Education (hereafter MOE), exclusively focusing on promoting South Korea's education to an international level. Basically, education has been seen as a driving force of the state's development, shaping South Korea K's external image and forming its future.

Figure 3 Timeline of Reorganization of the Ministry of Education



The Ministry of Education mainly conducts affairs concerning general and life-long education, social cultural policy, human resources development as well

as any other academic issues. When it comes to overseas national image building, it is International Cooperation Bureau that takes on the principal responsibility. Basically, this bureau manages business that is foreign-related, including implementing the fundamental strategies and legislation in improving international educational cooperation, carrying out international cooperation with countries and international organizations, conducting trade negotiations in educational field, supporting the education towards foreign students in Korea as well as overseas Korean, etc.

Besides, National Institute for International Education is an MOE-controlled agencies that focuses on the globalization of Korean and Korean education.

The Ministry of Economy and Finance

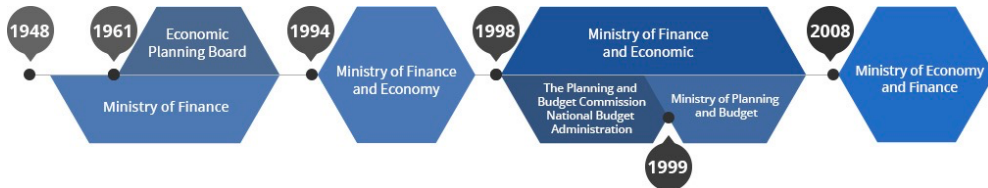
The Ministry of Economy and Finance (hereafter MOEF) derived from two independent governmental agencies which were set up in 1948, i.e., the Ministry of Finance and the Economic Planning Board. Throughout 1990s, faced with a drastically shifting international and domestic environment, especially the end of cold war and the breakout of 1997 financial crisis, the state carried out institutional reorganizations to respond to the challenges of finance and economy in a more efficient way. Ultimately, the Ministry of Strategy and Finance was established and officially renamed as Ministry of Economy and Finance (MOEF), functioning as a control tower of South Korea's economic policy. In present days, apart from building and managing a robust and stable economic mechanism, the MOEF also

takes on part of South Korea's overseas national image strategy as conducting international economic cooperation (MOEF, n.d.).

Figure 4 Timeline of Reorganization of the Ministry of Economy and Finance

(Source: website of Ministry of Economy and Finance,

<https://english.moef.go.kr/co/selectAboutMosf.do?boardCd=C0005>)



As an economically export-oriented country, South Korea put significant emphasis on its performance within international economy. Consequently, the MOEF has played a pivotal role in formulating national policies to enter into and maintain South Korea's share in global markets, to activate external cooperation in finance and economy with countries in diverse developing stage. Two major projects, Economic Development Cooperation Fund (hereafter EDFF) and Knowledge Sharing Program (hereafter KSP) launched by MOEF are in accordance with MOEF's function on this aspect.

Despite that it used to indirectly take part in economic cooperation program through investing in International Bank of Reconstruction and Development and Asia Development Bank, it was not until 1987 that South Korea started to operate its own program for Official Development Assistance. In late 1980s, MOEF launched, aiming at facilitating the economic development of developing countries. It was an era when the domestic and global conditions both required

South Korea to play a more corresponding role in international economic society. In other words, the state's reputation and image became internationally recognized and publicized by virtue of hosting worldwide activities; moreover, there emerged increases in demands for economic cooperation among developing countries and for diverse markets. Therefore, the EDCF is essentially operated to deal with the worldwide spreading protectionism, constructing a global economic order favorable for common prosperity; meanwhile, it attempts to collaborate with developing countries, which not merely expands South Korea's overseas markets in an economic sense, but also strengthens South Korea's foreign relations and overseas national image from a broad perspective. Basically, EDCF raised funds by virtue of an economic cooperation loans, including government support, treasury loans and profits from operating fund. The financial resources have been applied to purchase advanced technology and equipment, to operate development program, etc.

Early in 2002 when the United Nation Conference on Financing for Development was convened in Mexico, the Minister of Finance and Economy expressed the state's will of contributing to global common development and poverty reduction. Especially after several decades of hard work, South Korea has successfully eliminated poverty and completed the task of socioeconomic transformation, growing from an impoverished country in late 1940s to one of the global leading economies in 21st century. In this sense, South Korea has been

increasingly confident in its qualification to provide precious knowledge to underdeveloped or late-developing countries. As a result, KSP was launched by the MOEF later in 2004 with the primary purpose to facilitate an all-inclusive socioeconomic development in its partner countries. As of now, the operation of KSP has expanded to 89 developing countries of Asia, Commonwealth of Independent States, Latin America, Middle East, and Africa, covering a wide range of critical socioeconomic issues regarding economy, society, and public governance. Generally speaking, KSP works as a collaborative and communicative platform for improving political and economic cooperation, shaping South Korea as one of the major sources from which knowledge about development model is shared and diffused.

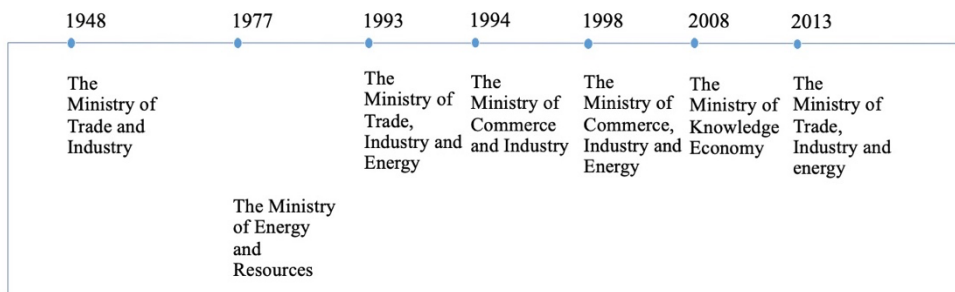
In accordance with the dual vice-minister administrative system of MOEF, International Economic Affairs Bureau and Development Finance Bureau governed by the 1st vice-minister directly engaged in international economic and financial exchange and cooperation, contributing to South Korea's national image strategy. Specifically, the International Economic Affairs Bureau handles the affairs of formulating and coordinating long- and short-term foreign economic policy, strengthening economic cooperation with major countries and multi-lateral economic cooperation organization, disseminating and sharing Korea's experience in economic development. While the Development Finance Bureau mainly deals with the issues on foreign assistance and cooperation with international

organizations, including South Korea’s policy cooperation in Official Development Assistance (ODA), supporting the development of developing countries through Economic Development Cooperation Fund, supporting the operation of Green Climate Fund.

The Ministry of Trade, Industry and Energy

As an outward-oriented economy, South Korea emphasized the national competitiveness in the global market, requiring the related governmental agencies keeping sensitive to the recent trends in international society, continuing to expand South Korea’s economic outreach through trade negotiation and external investment. In accordance with such a state’s vision, the Ministry of Trade, Industry and Energy (hereafter MOTIE) attempts to shape the country as an industrial powerhouse that leads the global economy. As its name indicates, the Ministry of Trade, Industry and Energy (hereafter MOTIE) has pressed ahead in the direction of improving industrial development and trade growth, ensuring energy security.

Figure 5 Timeline of Reorganization of the Ministry of Trade, Industry and Energy



The predecessor of MOTIE was set up in 1948 to deal with South Korea’s

energy, trade and commerce, primary and secondary industry. It went through several times of functional reorganization, such as separating out the affairs of energy to establish an independent ministry for energy and resources in 1977, transferring foreign trade affairs to the Ministry of Foreign Affairs and Trade. Ultimately, the affairs of commerce, industry, energy, information and communication, science and technology were integrated into one ministry in 2008, aiming at coordinating the development and mutual promotion of South Korea's traditional and emerging growth engines.

Throughout its history, the MOTIE has aspired to shape South Korea as one of the pioneers in manufacturing and technology, and also one of the key players within the international trade order. In terms of industry, the MOTIE works toward the goal of making ROK a high-tech manufacturing powerhouse. It dedicates to support the development of various industrial sectors, boosting digital transformation of traditional industries and cultivating sectors with high added values. In practice, the MOTIE makes contributions to improve the competitiveness of components and equipment, to reform technology, human resources, and legislations. When it comes to trade and investment, the MOTIE plays a role in realizing a safe and sound state of South Korea's economy, especially protecting it against the drastic reconstruction of supply chain. Harboring this goal, the MOTIE gives full play to the state's advantages in information and technology, equipping its trade with digitalized management and

operation, striving for seizing the market of critical sectors such as semi-conductor, battery, etc. Further, in response to an international consensus on carbon neutrality, the MOTIE integrates the idea of environment-protection into the industry promotion. Notably, it attempts to construct a system of clean energy, laying foundation for popularizing new energy and renewable energy.

Under an organization structure of dual vice-minister administrative system, the 1st vice minister is in charge of affairs related with all industries, including the materials and components industries, manufacturing industry, and innovative industries etc. Whereas the 2nd vice minister is mainly responsible for energy, resources, and nuclear power industry. Moreover, a Deputy Minister for Trade is appointed to take charge in trade policy, trade cooperation and negotiations with organizations and other countries, investment, etc.

5.3.2.2 Affiliated Institutions

As the democratization achieved in late 1980s, the implementation national affairs have no longer dominated by the governments; rather, a number of non-government organizations emerged and have involved themselves in various international communication, aiming at improving South Korea's overseas national image.

It should be noted that there exists difference between the government-controlled organization and government-affiliated organization. For the former, as its Korean (소속기관) indicates, they are part of the MCST and are governed and

directed by the government. For the latter, as its Korean (산하기관) indicates, although the government departments is empowered to direct (지도) and oversee (감독) their activities, they are essentially independent institutions or organizations

Korean Culture and Information Service

As Figure 1 shows, the Korean Overseas Information Service (KOIS) was primarily established under the Ministry of Culture and Public Information, which became the predecessor of current Korean Culture and Information Service (KOCIS). The KOIS was set up to publicize the state's policy and the nation's development, to disseminate Korean culture abroad, and therefore to expand the international recognition of South Korea. Born with this principal aim, the KOIS practically assumed all the responsibility in terms of South Korea's national image strategy throughout 1970s to early 1990s. Primarily, it maintained close contact with countries in the capitalist bloc by virtue of setting up overseas cultural centers and undertaking various cultural activities. When the cold war was about to come to an end in late 1980s, it started its cultural communication with post-communist countries.

Currently, the KOCIS develops a vision of improving Korea's national image through Korean culture dissemination and national policy communication. In other words, it sticks to three major missions, including improving foreigners' attitudes toward Korea, expanding policy communication and foreign media

cooperation, and strengthening the capacity of domestic experts in overseas public relations. To fulfill this vision, the KOCIS adopts strategies in activating Hallyu global broadcasting through overseas cultural centers⁸ and online news site Korea.net, constructing the communication platform for disseminating correct information about Korea, exploring and producing creative and differentiated contents for promotion.

Korean International Broadcasting Foundation

The Korean International Broadcasting Foundation (KIBF) was founded in 1996. Afterwards, Arirang TV started to broadcast domestically in the following year and abroad from 1999. Throughout the history, Arirang TV/Radio has functioned as KIBF's pivot, providing foreigners in South Korea and Koreans with Korean information about politics, economics, society and culture. As of now, the broadcasting service has been retransmitted to 101 countries and reached 134 million household all the world.

In general, KIBG has been striving for developing broadcasting, media and advertisement industry as well as arts and culture, disseminating South Korea's uniqueness, promoting the understanding of international society toward South Korea and Koreans' awareness of globalization, and therefore improving South Korea's national image and its external surroundings. Moreover, Designated as the principal practitioner for overseas promotion broadcasting, the Arirang TV/Radio

⁸ The number of Korean Cultural Centers has increased to 33 among 28 countries, while that of Information Officers has increased to 9 in 8 countries by 2022.

is South Korea's representative English broadcasting station, delivering programs, including news and entertainment, for the global community via satellite 24 hours a day. Its international channel offers real-time information on South Korea for the overseas audiences, while the domestic channel provides programs for understanding multiculturalism targeting at foreigners who reside in Korea.

Literature Translation Institute of Korea

Korean Literature Translation Fund (KLTF), the predecessor of Literature Translation Institute of Korea (LTI), was founded in 1996. At the meantime, the Overseas Korean Literature Promotion Program was launched to translate and publicize Korean literature abroad.

Basically, LTI harbors the vision of becoming the pivotal institution to find a niche for Korean literature in global literary with the primary mission of developing and globalizing Korean literature. In this sense, the LTI has been working in the direction of constructing a comprehensive platform for Korean literature's entering into global market, pushing forward the establishment of translation institutes, and systematically training professionals in translation. In specific, the LTI carries out a variety of undertakings, including setting Translation and Publication Grants, supporting international literary exchanges⁹ and overseas promotion of Korean literature¹⁰, developing training program, operating LTI

⁹ LTI hosts International Literary Festivals, Book Fairs and Seoul International Writers' Festival every year, supporting the translation and publication of Korean Diaspora Literature, etc.

¹⁰ LTI increasingly focuses on establishing and managing online database to

Korea Library, etc.

Asian Culture Center

In 2002, the then-President Roh Moo-Hyun pledged to build Gwangju, which is famous for the May 18 Democratic movement and symbolizes the spirit of democracy, human rights and peace, as South Korea's cultural capital. Therefore, the Hub City Program of Asian Culture, aiming at reallocating cultural resources of the state, has been launched afterwards. After more than a decade's preparation, Asia Culture Center (ACC) officially opened in 2015. Consistently, the project has been supported by the successor administration in terms of funding, manpower and policy.

Basically, the ACC is pivotal to the program which attempts to generate South Korea's national competitiveness by virtue of the exchange, research, regeneration and application of Asian culture. Setting store by the values of Asian culture in terms of diversity and creativity, the ACC aims to take on the leading role in promoting it to the world. Moreover, it attempts to function as a channel, approaching to local community, and relating Korean culture with Asian as well as global culture. It currently holds diverse and dynamic activities, varying from exhibitions, performances, education, festivals, etc., on an all-year-round basis.

Korean Foundation for International Cultural Exchange

introduce Korean authors and literature, publishing quarterly in English, hosting Korean literature review contests for overseas readers, etc.

Asia Cultural Exchange Foundation was established in 2003 with the purpose of improving mutual understanding among various countries by virtue of cultural industry communication. It was ultimately renamed as Korean Foundation for International Cultural Exchange (hereafter, KOFICE) in 2018 as it was designated by the MCST as the organization responsible for international cultural exchange. Throughout its development, it has functioned as a channel for non-government exchange, laying the foundation for exchanging culture and therefore building intercountry friendship.

In the way of becoming “a network hub connecting Korea and the world through culture” (KOFICE, Introduction to Korean Foundation for International Cultural Exchange), KOFICE has dedicated itself to strengthening South Korea’s national image as a cultural powerhouse against the background of Hallyu’s rapid spreading-out. It has managed to coordinate among private and public sector, to train professionals, to formulate tailored projects, and to provide a platform for research and studies.

In practice, taking *culture* as its starting point, KOFICE not only takes initiative to organize activities related to Korean culture, but also supports overseas individuals and organizations in voluntarily disseminating Korean culture abroad. For one thing, KOFICE actively engaged itself in organizing a variety of programs to boost cultural dissemination, communication, research and studies. To put it in another words, it manages to provide platforms for sharing

information and exchanging opinions related to culture, creating a positive environment for cultural communication from inter-countries level to local and private level, strengthening the professionalism of cultural exchange, and placing emphasis on overseas Hallyu marketing. For another, KOFICE directly or indirectly provides individuals and organizations, including foreign students and cultural experts, overseas self-organizing Hallyu communities and ordinary people, with support in launching activities and programs related to Korean culture or establishing infrastructure such as public libraries.

King Sejong Institute Foundation

King Sejong Institute Foundation (KSIF) was founded in 2012 after the then-president Lee Myung-Bak expressed its instruction in “strengthening Hangul’s international competitiveness” in 2008 (KSIF, Introduction to King Sejong Institute Foundation).

Generally, upholding an ideal of improving South Korea’s national image, KSIF is determined to become a leading global cultural exchange institute in South Korea that connects with the world via Korean and Korean culture. In other words, it aims at contributing to the global co-existence and common prosperity and national happiness by virtue of propagating Korean and Korean culture to consolidate exchange and mutual understanding. Therefore, it primarily is committed to establishing overseas King Sejong Institute (KSI), reinforcing the professionalism and quality of Korean education, optimizing the system through

which Korean language and culture are propagated. As of now, the network of KSI has reached out to 82 countries with the total number up to 234. Revolving around the global operation of KSIs, the system of Korean education and cultural dissemination consists of designing language courses and feedback system, training, and dispatching educators in Korean teaching, launching programs in experiencing Korean culture, publicizing information on Korean language and culture via multi-media, etc.

Korean Foundation

Korean Foundation (KF) was established in 1991 in the form of corporate body according to Korean Foundation Act. Ever since it was established, by virtue of diverse exchange programs, the KF has pursued appropriate worldwide appreciation and understanding toward South Korea as well as friendships among international society. As the only institution, designated by the MOFA, that promotes public diplomacy, KF has further worked to stay in step with the government's public diplomacy. Especially in 21st century, being aware of unstable regional and international surroundings on the one hand, and of the exceptional achievements made by South Korea to become an advanced country on the other, KF harbored the mission to construct a solid private international network, to support on-going cultural and people-to-people exchanges.

In this sense, KF has contributed to construct at least three platforms for public diplomacy including interpersonal communication, academic research and

individual participation. First of all, KF dedicates to expand a policy network so as to achieve value-sharing among global society. Essentially, groups and individuals, including state officials, entrepreneurs, media workers, scholars, cultural and sports professionals, scholars as well as the youths, are invited to South Korea, taking part in visiting governmental and private institutions, experiencing local cultures, sightseeing cultural heritages. Moreover, KF convenes annual forums with various countries and regions, including Japan, China, Russia, Germany, Spain, Singapore, Vietnam, India and EU. During these 1.5 track dialogues, key opinion leaders from South Korea and foreign countries gather together to develop sustainable and institutional mutual relationship, discussing about mutually concerned issues, facilitating policymaking back in their home country. Second, the KF makes efforts in promoting overseas research and studies related to South Korea with the purpose of advancing understanding in South Korea. Basically, KF provides institutions and individuals who are interested in or specialized in Korean Studies with scholarships, special lectures, papery and electric resources. For instance, it sets up scholarships with different functions, including supporting appointing professorship and employing faculty of Korean Studies in overseas universities, cultivating experts in Korean Studies, offering access to materials for research and studies, operating overseas e-schools, organizing workshops and specialized lectures, etc. Third, KF relies on abundant cultural resources to spread South Korea's values. Specifically, KF takes

advantage of traditional and contemporary Korean cultural and arts, supporting cultural activities held by overseas institutions and organizations, collaborating with overseas embassies and consulates to promote cultural and arts programs, keeping contact with worldwide famous museums to facilitate Korean cultural and arts, educational exhibitions. nurturing global professionals in Korean cultural and arts. Moreover, KF global centers are operated to provide spaces for both Korean and foreigners in South Korea. Performances, exhibitions, movies projection and academic activities are held to enhance mutual understanding. Fourth, KF places considerable importance on public participation, dedicating to mobilize and encourage individuals to gain better understandings of and take part in South Korea's public diplomacy.

Korean International Cooperation Agency

Korean International Cooperation Agency (KOICA) was set up in 1991 with the purpose of reducing poverty and improving life quality, constructing a favorable environment for human rights, fulfilling gender equality, achieving sustainable development and humanitarian, and ultimately making contributions to global peace and prosperity. Cherishing this vision, KOICA devotes to cooperate and communicate with late developing countries on various reciprocal programs. Currently, KOICA carries out programs in all the relatively underdeveloped regions. It strengthens economic cooperation with Asian countries which share similar cultures and locate closely, including Vietnam,

Indonesia, Philippine, Sri Lanka, India Mongolia, etc. Programs aiming at closing the gap between rich and poor are put into practice in Central and Middle America, including Columbia, Peru, Bolivia, Paraguay, etc. It mainly contributes to deal with humanitarian issues in African areas, such as Ghana, Ethiopia, Rwanda, Uganda, Senegal, Egypt, Tanzania, etc. Countries of Middle East or Commonwealth of Independent States are principally supported to realize sustainable peace, coexistence and prosperity.

Basically, KOICA involves itself in 10 different critical areas, varying from fundamental issues such as rural development, to non-traditional global security challenges such as environment protection, public administration, etc. All the plans formulated by KOICA are closely in accordance with UN's Sustainable Development Goals but meanwhile reflect South Korea's uniqueness and creativity deriving from its own experiences in development. For instance, in the field of education, harboring the vision of achieving an inclusive development, KOICA attempts to guarantee all mankind's access to education through improving the educational systems among partner countries. It focuses on basic education with high quality, digital education to facilitate future development, as well as technical and vocational education and training to empower next generation. As of health, which is not merely a basic human right but also a critical element for socioeconomic development, KOICA attempts to cover developing countries with health and care services so as to realize universal health. It

formulates three major plans, including promoting health services covering one's whole life, enhancing the local capacity in responding to emergencies, and strengthening local digital ability to manage health care. It is noted that in these two cases (and in many other fields too), informatization and digitization are set considerable store, reflecting ROK's advanced strength in technology and its willingness to deal with those challenges in underdeveloped countries with efficiency and effectiveness.

Overseas Koreans Foundation

Overseas Koreans Foundation (hereafter OKF) was established according to the Overseas Koreans Foundation Act in 1997. Compared with other institutions, the OKF primarily targets at overseas Koreans rather than foreigners. In other words, the OKF makes efforts to keep in touch with overseas Koreans, nurturing and maintaining their sense of belongings to and national pride of their motherland, improving their rights and status in residence countries, promoting mutual relations and friendships, facilitating the construction of mature Korean society and therefore an advanced mother country. To put it simply, the OKF works to unite and protect the overseas Koreans on the one hand, and mobilize the power of overseas Korea to improve South Korea's national image on the other.

In essence, the OKF fulfills its responsibilities in at least three directions. Firstly, it engages in education for overseas Korean. For one thing, it supports those self-organized overseas Korean school, bearing the operational costs,

dispatching and training teachers, etc. For another, the OKF also operates an online website *Study Korean*, providing overseas Korean with access to essential learning resources. Secondly, it encourages overseas Koreans' contact with residence community as well as with homeland. The OKF on the one hand facilitates overseas Koreans' regular communication with the mainstream society and other minority community in their residence country, enhancing their rights and political power; and on the other hand, provides opportunity to maintain linkage with domestic communities such as entrepreneurs. Thirdly, the OKF conducts social research and survey, aiming to gain knowledge about overseas Korean, especially about their living standards. In doing so, the OKF gathers necessary statistics about overseas Koreans, benefiting the related policymaking of ROK, promoting the coexistence of domestic society and overseas Korean community.

National Institute for International Education

The Student Advisory Center of Seoul National University was primarily built in 1962 with the purpose to provide Korean-Japanese with education against a post-war background. It was then expanded to support the international education of Korean language since 1990s, and finally titled as National Institute for International Education (hereafter NIIED). Throughout its operation, the NIIED has made considerable contributions to human resources development, international education and cooperation.

As an MOE-controlled institution, the NIIED mainly focuses on the globalization of Korean language and cultivation of global talents. In practice, its job is oriented to three principal groups of people. Firstly, the NIIED supports native Korean to engage in international educational communication, including providing scholarships or exchange programs for Korean students and teachers. Secondly, it appeals to foreigners in terms of studying and living in ROK with financial support. It also offers overseas learners with systematic system for evaluation, i.e., the Test of Proficiency in Korea (TOPIK). Moreover, the NIIED facilitates mother language learning for the overseas Koreans. By virtue of spreading the language to the rest of the world, the NIIED has been managed to construct a dynamic image of South Korea with charming cultures.

The Institute for Industrial Policy Studies

Supported by the predecessor of MOTIE, the Institute for Industrial Policy Studies (hereafter IPS) was established in 1993. Ever since its building, IPS has been aware of the fundamentality of knowledge in upgrading South Korea to an advanced country. Therefore, it has made great contributions to forge South Korea as a Knowledge Powerhouse in response to the increasingly fierce global competitions.

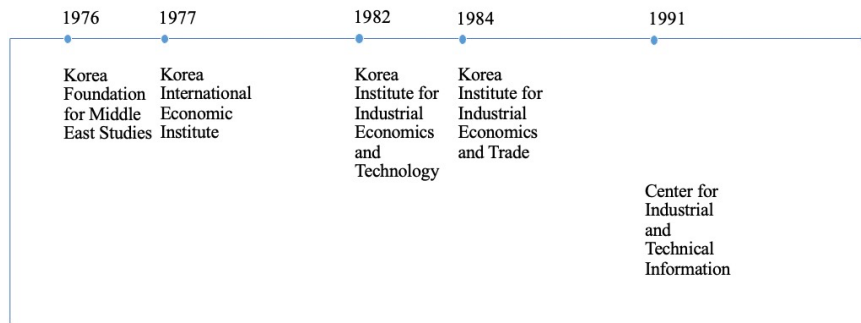
The IPS has concentrated on conducting research on predicting future development and proposing strategies and advice for both governments and enterprises, in order to assist them in responding to the macro-environment of

various industrial sectors. Specifically, its research consists of three major directions, i.e., academic study on industrial policies of diverse economies, policy advice to the government, development strategy for the corporates. For instance, IPS has engaged in evaluating the national competitiveness and the values of national brand, which is critical to figure out the appeal of South Korea's national image and point out the direction for development and improvement. Apart from that, the IPS facilitates the sustainable improvement of state's image through operating education programs for talents cultivation, and regularly hosting seminars, conference, and forums to provide a platform for knowledge-sharing and information-exchange.

Korea Institute for Industrial Economics and Trade

The Korea Foundation for Middle East Studies was established in 1976 as ROK's response to the 1st Oil Crisis, and was renamed as Korea International Economic Institute to provide ROK's outward-looking economy with necessary research on global economics and area studies. Throughout 1980s and 1990s, the institute incorporated information technology into its field of research, and was ultimately renamed as Korea Institute for Industrial Economics and Trade (hereafter KIET).

Figure 6 Timeline of Reorganization Korea Institute of Industrial Economics and Trade



Over more than 40 years, KIET has dedicated to improving the industrial productivity and the state's international competitiveness by virtue of collecting and analyzing information and data of economics and technology to facilitate policy- or strategy-making. Especially in 21st century, as all the human beings are faced with another round of industrial transition and upgrading, the KIET, through conducting preemptive and creative research, has been driven by the ambition of leading not merely Korea's industrial and technological growth, but also the global development in such a drastic shifting period.

From a macro perspective, KIET mainly provides domestic government agencies and enterprises with policy research and consultation services regarding regional and global economic and industrial trends, and further connects private and public sectors with building platform for discussion. As of now, KIET involves itself in a wide variety of research areas, ranging from traditional manufacturing industry to cutting-edge technology, from innovative service industry to environment and medicine which relate to all mankind's wellbeing.

Korea Institute for International Economic Policy

Ever since its establishment in 1989, the Korea Institute for International Economic Policy (KIEP) has been leading the establishment of South Korea's image as an advanced country through engaging itself in in-depth investigation, research and analysis of global economy and foreign countries' policies. In the first decade after its operation, the KIEP focused its research on multilateral trade, while gradually expanded to integrate Free Trade Agreement and Area Studies in a broader sense in 21st century. Against the background of an increasing interrelated and complex international trade structure, KIEP makes more efforts in leading the inclusive and innovative growth of South Korea.

In accordance with its institutional structure, the contents of KIEP's research consist of 4 major categories, including international macroeconomics and finance, global trade, international development cooperation and regional economics. The International Macroeconomics and Finance Department conducts research regarding capital markets and foreign exchange, reforms of international financial mechanisms and cooperation of regional finance, while the International Trade Department deals with issues related with South Korea's strategies in trade and investment as well as global trade organizations. Moreover, Center for International Development Cooperation concentrates on figuring out the latest trends in outward cooperation and assistance of major countries. Further, Center for Area Studies is comprised of four departments that concerned economics of

China, advanced countries, Eurasia and Russia, ASEAN countries and India respectively.

5.4 Strategy Evaluation

The evaluation on a country's image, competitiveness, reputation, etc., is one of the pivotal instruments to measure whether the strategy. Specifically, scientific evaluation provides a country with reliable benchmark to recalibrate its national image strategy. In South Korea's case, globally acknowledged evaluation systems are considered, whereas domestically developed systems emerged to offer assessments that are more applicable for South Korea.

Anholt-Gfk Roper: NBI

The National Brand Index is one of the most typical evaluation systems that compares national brand among various countries. Global audiences are asked to evaluate the targeted 50 countries in terms of government, investment, migration, exports, culture, people, and tourism, etc. according to the model of NBI, national brand consists of 6 dimensions, including governance, exports, investment and immigration, culture and heritage, people, and tourism. In South Korea's case, its ranking rose to 27th in 2013 among 50 countries, comparing to the rank of 33rd in 2008 (Wu 2015, 202). Among all the contents of investigation, South Korea's science and technology was ranked 11th in 2013.

GlobeScan: Global Poll

Global Poll is a survey developed by the BBC-charged GlobeScan, which collaborates with Program on International Policy Attitudes (PIPA) and East Asian Institute (EAI) of Maryland University. Since 2005, this survey has been conducted annually to studying the global reputation of major countries. 25 countries' citizens are asked to appraise whether the targeted countries play a positive or negative role in global affairs. South Korea has been involved in the target countries since 2010. The positive attitudes toward South Korea rose from 32% in 2010 to 36% in 2011, while the negative attitudes increased from 30% in 2010 to 32% in 2011. The results reveals that the global events, i.e., G20, effectively improved South Korea K's national image within the global society. Still, the unstable security issues between the two Koreans might counteract the positive image.

WEF: Global Competitiveness Report

World Economic Forum launched Global Competitive Report in 1979 (Kim et al. 2011, 40). It cooperated with Korean Advanced Institute of Science & Technology, which was responsible for completing the survey in South Korea. The report has applied the recent theoretical and empirical studies to its investigation since 2004, developing a brand-new Global Competitiveness Index (GCI). Different from the national brand index of national image survey, GCI provides a perspective of evaluating the countries' substance, which could be a supplement to the image investigation.

With the purpose of assessing whether a country is capable in offering its citizens with prosperity, GCI is designed to measure the institutions, policies, and factors that facilitate the sustainability of economics in the short- and medium-term. It also draws up a framework of three development stages of every country, i.e., factor-driven, efficiency-driven, and innovation-driven stages, indicating various levels of economic development (World Economic Forum, n.d.).

KOIS/KOCIS Survey of South Korea's National Image

The KOIS conducted survey to realize international audiences' outlook toward South Korea for three consecutive years (2003-2005). Although the targeted countries and research contents varied these surveys, these undertakings generally were composed of the associative memories about South Korea, the accesses to South Korea's information, and the intentions to visit South Korea or purchase the products.

People from Argentina, Brazil, and Mexico, who participated in the 2003 survey, generally had a low level of acquaintance with South Korea. The 2004 survey was conducted among people from three advanced countries, i.e., the U.S., Germany, and Japan, who had a relatively high level of preferences towards Koreans and Korean people. The results of 2005 survey revealed that people from China, Russia, and India were in favor of Korea to a relatively high extent. Generally, the TV was the major channel through which the majority of respondents got access to Korea; the associative memories about Korea varied

from Hallyu, household electrical appliances, and automobiles.

In recent years, the KOCIS have made efforts to figure out South Korea's overseas national image by virtue of carrying out investigation. The investigations proceeded in 2015 and 2017 were based on big data; those conducted in 2018 and 2019 were online surveys targeting in foreigners from 16 countries. The most recent investigation, i.e., the one launched in 2021 expanded the number of its target countries to 24, with a total of 12,500 respondents.

KOTRA Survey of National Image Map

Korea Trade-Investment Promotion Agency (KOTRA) is a government-supported organization, which aims at promoting South Korea's export-oriented development. Aiming at assessing ROK's principal industries, understanding the status quo of South Korea's national brand and image, KOTRA developed evaluation system of "national image map", conducting an annual evaluation from 2006-2009. Basically, this investigation was principally conducted among business buyers, entrepreneurs, and college students from the metropolitan cities in 25 countries.

The results of these three consecutive years showed that technology was one of the reputed associated images, followed by food, TV dramas, and movies.

The "National Image Map" proposed by KOTRA is believed to support South Korea's strategy formulation in national brand and export promotion by virtue of sorting out available statistics (Kim et al. 2011, 74). Still, it was criticized to focus

merely on the aspect of economics, which could be insufficient to generate ROK's national image.

PCNB-SERI NBDO

Presidential Council on National Brand, which was established in 2008 under the order of the then-president Lee Myungbak, cooperated with Samsung Economic Research Institute to put forward a comprehensive system to evaluate both the substance and the image of a country, i.e., the National Brand Dual Octagon (NBDO).

Specifically, NBDO measures the value of national brand. *Dual* indicates that the evaluation consists of two aspects of a country; while *Octagon* refers to 8 factors, i.e., economy, science/technology, hard infrastructure, soft infrastructure (institution), traditional heritage/natural environment, modern culture, citizens, and celebrity (Samsung Economic Research Institute, 2012). It essentially overcame the limitation of previous systems of assessment which focused either on the reality or on the image of a country, showing explicitly the direction along which national image strategy shall be improved by virtue of revealing the gap between a country's reality and its image. The results of 2009 and 2010 survey have facilitated South Korea's differentiated national image improving strategy tailored to different countries (Kim et al. 2011, 33).

IPS National Brand Power Index

The Institute for Industrial Policy Studies started to study the power of

national brand among 40 countries since 2002. The 2009 research was conducted among 1886 people from 62 countries. The contents of research consisted of the emotional familiarity toward South Korea, and the respondents' opinions about ROK national brand strategy. The results generally indicated that the international audiences in Asian area spoke higher than their counterparts in Europe, revealing the necessity of formulating strategies adapted to local conditions.

IPS National Competitiveness Index

Another system of evaluation developed by IPS is National Competitiveness Index (NCI), which studied the competitiveness of around 60 countries since 2001. This system of evaluation consists of two sets of elements. The physical elements included endowed resources, demand condition, related and support industry, and business context, whereas the human elements comprised worker, politician and bureaucrats, entrepreneurs, and professionals.

The research in 2010 and 2011 categorized the targeted countries in accordance with the size and competitiveness of country. Consequently, all the countries are divided into 9 groups, facilitating the comparison of competitiveness.

5.5 Summary

To achieve the national goals, resources, implementation plans, and the systems of evaluation are part and parcel of the national strategy. In the case of South Korea's overseas national image strategy, these three parts gradually take

shape to form a closed loop system. The domestic materials and international environments are carefully studied to set the scene for the concrete implementation. Especially, the end of the Cold War combined with South Korea's domestic social transition has brought about opportunities, risks, and uncertainty, which requires well-explored to indicate appropriate directions. Moreover, a variety of agencies are organized and encouraged to realize the national goals. Furthermore, a great deal of assessment criteria is referred to get feedback and adjust the strategy.

	Strategy Resources		Strategy Implementation	Strategy Evaluation
	International Resources	Domestic Resources		
Pre 21st century	Globalization	Traditional resources	State and Government	International Assessment
21st century	Informatization	Modern institution	Governmental departments & affiliated institutions	International Assessment & Domestic Assessment

6 Analysis

When it comes to South Korea's initiatives to form and improve its overseas national image, previous literatures mainly look at a number of critical events,

including the 1988 Seoul Olympic Game, 1997 Asian Financial Crisis, 2002 World Cup, the establishment of Presidential Council on National Branding in 2009. Combined with several reports that rank countries in accordance with their national competitiveness or national brand values, some may argue that the state's behaviors in improving overseas national image have been motivated by perceiving the mismatch between its economic performances and the relatively backward global recognition in the pre-21st century era. However, it appears that the factors that have driven every measure taken in this state's undertaking are far more complicated and even interwoven. In order to understand the mechanism behind, this section primarily generalizes two fundamental characteristics of this process based on previous examination; and then in light of the Structuration Theory of William H. Sewell Jr., it analyzes the dynamics behind the evolution of South Korea's overseas national image, considering the international, regional and domestic new trends, including the aspects of politics, economics and society.

Reflecting on the evolution of South Korea's overseas national image strategy, which contains contributions made by various actors involved, two characteristics outstand. **For one thing, the connotation and denotation of national image have extended in many senses.** Previously, the strategy was principally related with economy, brand, interests, etc. In other words, the state's strategy in national image management and promotion was closely concerned with economic interests, aiming at facilitating transnational corporations' overseas economic activities.

Nevertheless, the strategy gradually develops to incorporate non-economic issues, varying from environment, health to human rights and so forth. That is, the discourse on South Korea's national image becomes more inclusive, indicating a comprehensive role that the state would like to play in the global society. Moreover, the target objects of conducting such a strategy have been expanded as well. To put it in other words, it has undergone a path led from capitalist bloc to pre-socialist bloc, from a regional level to the international society.

For another, it appears to be a diversification of participants who have engaged themselves in this undertaking of improving state's overseas national image. Specifically, governments used to adopt a hands-on management approach in this undertaking, formulating policies, hosting activities of overseas national image promotion, etc. Nevertheless, as the mechanism in managing overseas national image has developed to be more mature, private sectors are given more independence to contribute to this undertaking while the administration simply puts forward directions, assisting them with favorable policies and generous financial support.

To understand these transitions in South Korea's national image strategy, international and domestic structures are taken into account in this thesis. In a micro-level, they are comprised by several structures respectively.

6.1 The International Structure

International Power Restructuration in 1990s: Expansion of Bilateral Relations

In late 1980s, the then-socialist bloc was faced with severe economic stagnation which the leadership of former Soviet Union struggled to deal with. Consequently, the Soviet satellite states underwent peaceful revolution in succession, leading to the collapse of the USSR in 1991 and the end of the cold war. All of sudden, the global society was inundated with the joy of “Democracy’s Victory”. In other words, liberal and democratic ideas were supposed to spread and take root in every corner of the world.

Considering this new trend, South Korea administration was aware of the increasing importance in expanding its diplomatic configuration to non-capitalist countries with the purpose of gaining more supports and recognition worldwide. Consequently, South Korea took the initiative to construct diplomatic relations with a number of countries that belonged to the previous socialist bloc. Notably, the Roh Tae-woo administration put forward Northern Policy, aiming at strengthening bilateral relationships with Eastern European countries. Moreover, as these countries are different in their political, economic, social and cultural institutions, it was not practical to stick to traditional diplomacy. As a result, cultural measures were combined with economic and political methods to shape a positive and friendly national image of South Korea among these countries.

In this sense, the reconstruction of global power leads to South Korea's achievements in diplomacy-building, which in turn strengthens the global trends of liberty and democracy. Empowered by this set of schema and resource, the then-administration was motivated to set out to engage with diverse countries with a combination of diplomacy, cultural communication, and to design different measures targeted at various countries.

The Third Industrial Revolution: Diffusion of Information and Technology

In the early 20th century, the technological development has already taken place in some scientific areas. As the technology of computer has improved, the extensive introduction of computer as well as Internet started since 1970s, connecting the public around the world even closer, facilitating the information diffusion and sharing.

By late 1980s, South Korea already made great achievements in critical sectors such as manufacturing industry, heavy industry, military industry, chemical industry and so forth, giving path to the next stage of industrial upgrading. In 1990s, the developments in electronics and high-tech were witnessed amazing performances in South Korea. In this sense, South Korea not only got rid of the identity as poverty and backwardness in late 1940s, but also managed to keep pace with the global development in the 3rd industrial revolution. Taking advantage of this development, South Korea actively applied emerging technologies to its

overseas national image improvement. Complementary to the traditional forms, such as printed media, on-site activities held by overseas institutions, digitalization was introduced into its strategy of national image improvement. Cable and Satellite TV, Internet largely improved the efficiency of information spreading, and therefore making ROK to carry out its strategy of national image building more convenient.

In this case, the in-depth informatization laid the foundation for ROK's advantages gained in cutting-edge technology, which served as a critical force to lead the sci-tech advancement. Directed by these schema and resource, the government as well as the enterprises in related industries were stimulated to make full use of ROK's strengths to improve the quality and efficacy of national image strategy.

Emerging Non-traditional Security Threats: International Cooperation

Entering 21st century, i.e., a decade after the end of cold war, the global society has been exposed to increasingly serious non-traditional security threats, varying from financial and economic crisis, terrorism, to resource shortage, environment deterioration, spread of disease, etc. One of the prominent features of these issues is their transnationality. To put it in other words, these issues concern the interests of not merely a single country, but several countries together or even all human beings. Therefore, it requires consistent cooperation among

countries.

Reflecting on these new global challenges and the call for concerted efforts from the global society, South Korea has come to realize that more contributions are in demand. The administration has valued South Korea's active participation in global affairs, especially via international organizations such as UN, and via multilateral mechanisms such as OECD DAC. Apart from that, it has also taken initiative to launch transnational programs to solve these non-traditional security issues, forming an overseas image as a critical global stakeholder, which is supposed to "correspond with South Korea's international economic status."

Accordingly, the cumulatively interconnected world combined with all the attendant problems strengthen the inter-countries' cooperation, which at the meantime solidifies the interrelations among countries. Within this mutually intensifying schema and resource, South Korea is empowered to engage itself in the international cooperation, amplifying the strategy of building overseas image to take various issues, even non-economic ones, into account.

International Power Restructuration in 2010s: Emergence of Protectionism and "Block"

In the late 2000s, economic recession again struck the world, provoking the spread of trade protectionism among international economic system. Later in 2010, China's GDP surpassed Japan's GDP, becoming the second largest economy around the world. Despite the fact that China has still been left with bunch of

socioeconomic issues to deal with, considering its huge volume in population and territory, China's potentials to "rise" could not be ignored. In essence, it panicked some countries, such as the U.S. Realizing that it would be impossible to assimilate China, the U.S. has been afraid that China's development would end up with changing the international order set up by the Americans. On the other side, China no longer keeps a low profile; instead, it appears to be more active in regional and global affairs. As a result, the divergence and conflicts between two powers have aggravated.

Some pessimists claim that a "new cold war" is about to break out, leading to an intense international situation again. Nevertheless, against the background of "Sino-U.S. competition", aside from a few countries that take a clear-cut position, a majority of countries essentially avoid taking sides between China and America, forming a colossal "block" that remains neutral instead of two "blocs" as emerged in the cold war era (Shi, 2021).

In essence, ROK position itself within this neutral block albeit it maintains extremely closer and more intricate political and economic relationships with both countries than many countries. With the purpose of expanding its strategic space to safeguard national security, the administration gradually figures out a path of shaping ROK as a "middle power", or a "bridge" to connect various countries, or a "pivot country". Public and private sectors together dedicated to implementing public diplomacy, improving the state's national image by virtue of cultural

transmission, tailored assistance programs, active participation in extensive areas of global affairs, etc. Although the words of expression are different, this strategy indicates a same meaning. That is, against the international environment that is diverse and dynamic, ROK attempts to enhance its international influences through playing a role that principally concentrate on constructing the far-ranging peace, the common development and prosperity, and the universal values shared by the international public.

From this perspective, the changing international order and power structure in 21st century urges ROK to reposition its international identity, which contributes to the emergence of “neutral block”. Inspired by this set of schema and resource, both public and private sectors work in the same direction to strengthen South Korea’s overseas national image.

6.2 The Domestic Structure

Democratization in 1987 & Popularization of Liberty and Democracy

Ever since South Korea was established, the state was under military dictatorship while the progressive forces never ceased to strive for democratization of South Korea. As a result, a democratic institution was built up in 1987 by virtue of the enactment of a new Constitution that embodied the fundamental democratic principles, as well as the implementation of democratic elections. The values of liberty and democracy have therefore been highly

cherished by the Korean public.

The achievements of democratization have facilitated South Korea's overseas national image building in at least three aspects. Firstly, it almost coincided with the dissolution of an ideologically dichotomous international power structure, and the spread of democracy among countries. Secondly, as the path led to the current situation was extremely arduous, these achievements have offered the Korean people with a sense of pride. Finally, one of the most important outcomes of democratization is that the new institution gives the freedom and rights back to the public, significantly arousing their creativity and mobilizing their activeness. It becomes prominent that institutions and individuals are encouraged to take on the duties of improving the state's overseas image. In general, democracy itself serves as a label of South Korea, connecting Korean people with the outside world with a common view; it also functions as an engine, stimulating the civil society's participation in and contributions to South Korea K's national image strategy.

Clearly, the formation of a new institution in 1987 legitimizes the ideology and rights of liberty for people, which in turn continuously reinforces the democracy. In this sense, South Korea's overseas national image strategy has been empowered by this set of schema and resources.

Neoliberalism in 1997 & in-depth integration into Global Trade System

Over decades of developing, South Korea's economic performances was witnessed the so-called "miracle" by 1990s. Starting from 1992, South Korea

gradually opened its capital market. Meanwhile, it stuck to a fixed exchange rate and adopt the monetary easing policy. As a consequence, the exchange crisis broke out 1997, forcing the state to announce bankruptcy and rely on IMF's financial assistance. This incident led to the IMF's full-fledge involvement in South Korea's economic reconstruction, laying foundation for the South Korea's adoption of neoliberalism and its complete involvement into the international trade system.

The aftermath of the 1997 financial crisis and economic reform primarily reflected in two issues. Firstly, the administration was eager to rebrand South Korea's national image to appeal to foreign investors. The simple reason is that the state's credit suffered severely due to the crisis. Secondly, the economic reforms led by the IMF diminished government's role in domestic economic activities, limiting government's capacity in market regulation. Still, the administration remains as a general commander that provides the transnational corporations with supports in promoting their competitiveness in the global market, which is invited by the enterprises as well.

In general, the Asian Financial Crisis turned out to be a driving force for South Korea's economic transformation to neoliberalism. This emerging schema have provided companies with numerous incentives to compete within the global market, which in turn have contributed to the continuation of such an economic institution. Driven by this set of schema and resource, the administration and enterprises have been incorporated with a common goal to improve a positive and

trustworthy image so as to maintain competitiveness in a wide range.

Improvement of Two Koreans' Relations & Peace Mechanism in Korean Peninsula

Early in 1990s, along with the democratization of South Korea as well as the reconstruction of the international order, South Korea administration proactively sought for the channels and measures to deal with Korean Peninsula. By late 1990s, the then-administration put forward *The Reconciliation and Cooperation Policy Towards the North*, i.e., the famous *Sunshine Policy*, formulating a plan to integrate the Peninsula through narrowing the gap in economy and encouraging people-to-people interaction. These new changes symbolized that two Koreans' relationship was promoted to a new stage, opening up a new portal to deal with the inter-Korean issues left over by history.

In light of this political atmosphere, the then-administration aspired to strengthen its roles as a peace-advocate and a regional economy-leader, indicating the priority given to South Korea's surrounding region, i.e., Northeast Asia. In essence, the government dedicated itself to shape these images mainly through expanded and reinforced the state's communication with the global society, i.e., disseminating its supports to peace, maintaining close contact with major powers, promoting diplomacy with international organizations and regional cooperation mechanisms. Accordingly, an image in this sense was supposed to gain support understanding of South Korea's stance from the international society, which was

part and parcel to the state's interests of security.

From this point of view, the tendency to pursue peace in Korean Peninsula serves as a schema for the South Korea administration as well as the South Korean public. Bearing this in mind, the whole nation was directed to draw on various engaging measure, which functions unremitting resources that support South Korea's aspirations in achieving peace in Korean Peninsula and therefore promote the mutual development of Northeast Asia.

Socioeconomic Achievements & Capacities in Foreign Assistance

In 1996, South Korea's GDP per capita surpassed 10 thousand dollars which was considered the threshold of becoming a high-income economy back in that time. Ten years later, the GDP per capita exceeded 20 thousand dollars in spite of ROK's sufferings from IMF crisis in late 1990s. These economic achievements have promoted South Korea as one of the global major economies.

Nevertheless, South Korea's contributions to the international development remained relatively insignificant compared to its economic growth. Statistically, the amount of ODA was 280 million dollars, taking up merely 0.06% of the national income, far less than the OECD average level of 0.23% (MOFAT Working Plan, 2004 & 2006). Accordingly, it was made clear that promoting ODA was one of the principal diplomacies to strengthen relationships with developing countries, and to improve state's

image and status within the global society. Gradually, South Korea have diversified its measures of development cooperation, including not merely financial support, but also programs that are tailored to different countries and aimed at sustainable development in the future.

It turns out that the prominent economic performances have equipped South Korea with not only financial abilities, but also knowledge about national development. Empowered by this set of structure and schema, South Korea has seized this opportunity to expand its global cooperation and therefore improve its national image.

7 Conclusion

The South Korea's overseas national image could be divided into three main stages. The first period starts right from the establishment of the state to the proceedings of Seoul Olympic Games (1948-1988). It is frequently assumed that South Korea overseas national image strategy was absent because it was not until 1988 that the state began to realize the significance of image building. Nevertheless, the government's behaviors during this period should be reckoned with. After all, as South Korea spared no effort to boost the national development, foreign trade and investment served as a principal economic engine. As a consequence, cooperating and communicating with capitalist countries, especially major powers such as America, Britain, France and Germany, was at stake. Building and managing a friendly image among these nations produced some far-

reaching and imperceptible effects that facilitate South Korea to rapidly master new technologies and catch up with the leading economies. Basically, the overseas national image strategy, if any, was characterized by economic interests-valued, trade-oriented, state-controlled, and onefold. In general, South Korea's practices of building overseas national image were still in its infancy, but it did lay a solid foundation of institutional and economic capacity for the further development.

The second period (1988-2007) could be described as a stage for exploration and transformation. This period was primarily marked by profound changes taken place in both the international order and South Korea's domestic society as discussed before. The new trends, varying from multi-polarization, globalization and its attendant problems, to democratization and modernization of South Korea, stimulated South Korea to reposition itself. As a result, it figured out its identity as an advanced economic center of Northeastern Asia, an inclusive peace-advocate and an active participant of global affairs. Accordingly, its overseas national image strategy, which was far more comprehensive, evolved to consider the state's overall interests (not merely economic one), to incorporate the governance of the administration and the initiatives and vitality of the society, to integrate plural measures including sharing universal ideas and providing assistance and so forth. In general, South Korea's overseas national image during this period underwent institutionalization and systematization, significantly benefiting the improvement of the state's overseas national image.

This strategy is currently at its third period of evolution. Based on the substantial development of the previous stage, the strategy entered an era of being pushed ahead to a deeper level. Specifically, the international order has been experienced another round of reconstruction, which is still in its unstable state. Against this background, South Korea has been driven to adjust its position to integrate a broader vision, achieving a balance between its regional surroundings and the international circumstances. In other words, in order to avoid being stuck between two major global powers, South Korea seeks for an appropriate role within the global society that could guarantee its national interests. Consequently, it leads to a new national image as “middle power”. Generally speaking, the strategic system of building and managing the state’s overseas image has been continuously improved and innovated, so as to accommodate to unstable prospects.

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초록

긍정적인 국가 이미지는 국가의 영토, 인구 또는 천연 자원보다 더 가치 있는 국가의 강점 축적을 촉진합니다. 부정적인 국가 이미지는 위험이나 위협을 유발할 가능성이 있습니다. 그러나 이미지는 본질적으로 주관적이기 때문에 국가 이미지가 국가의 실태와 일탈하게 된다. 따라서 현대 글로벌 사회에서 국가의 해외 국가 이미지 향상을 관리하기 위한 전략은 불가결합니다. 이러한 관점에서 한국은 국가와 정부가 부정적인 이미지를 없애기 위해 상당한 노력을 기울였기 때문에 한 국가의 해외 국가 이미지 전략을 검토하는 사례가 될 수 있다. 급속한 경제 성장 뿐만 아니라 지난 수십 년 동안 국가 이미지의 급격한 향상으로 인해 주목을 받았습니다. 국제 청중의 인식 변화는 한국이 비교적 전방위적인 전략을 개발하는 데 투입한 에너지가 효율적이고 효과적이었음을 증명합니다.

이 논문은 한국이 어떻게 한국의 국가 이미지를 크게 재구축했는지 알아내려 한다. 추가 연구의 장을 마련하기 위해 먼저 한국의 해외 국가 이미지의 변화와 현상을 살펴봅니다. 둘째, 본 논문은 한국의 해외 국가이미지 전략을 연대순으로 살펴본다. 이 연구 목표를 달성하기 위해 한국의 해외 국가 이미지를 형성, 관리 및 개선하는 국가 활동의 역사적 발전을 정리합니다. 그런 다음 이 사업에 참여한 주요 행위자들을 분류하여 그들이 한 기여와 노력을 검토합니다. 셋째, 본 논문은 여러 요인들이 한국의 해외 국가 이미지

형성과 전환에 영향을 미쳤다는 주요 전제에서 분석을 시작한다.
따라서 William H. Sewell Jr.의 구조 이론 분석 프레임워크를
적용하여 이 프로세스의 원동력을 조명합니다.

주제어: 대한민국, 국가 이미지, 이미지 관리, 국가 이미지 전략,
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