

Summary

I. Introduction

Intensification of globalization and enhanced awareness of development as a global challenge have resulted in greater global awareness of, and discussions about, aid effectiveness and Millenium Development Goals (MDGs). In this study, we provide a plan to enhance the Korean public's awareness of Official Development Assistance (ODA) through extensive case studies of advanced donors. In particular, although this study focuses on ODA, it also aims to develop a strategy to enhance the Korean public's awareness about development cooperation in general. Unlike many other advanced donors, which maintain a high level of public recognition of ODA due to their long historical relationship with recipients, an emerging donor like Korea should develop a strategic and systematic policy to increase people's awareness of ODA.

II. Discussion on public awareness on development cooperation and aid effectiveness

According to existing studies about policy implementation and its effectiveness, factors such as the level of public awareness and support toward foreign aid and cooperation of media are crucial to improve effectiveness of development cooperation policy of a country. In particular, with a change in the development cooperation paradigm, the importance of communication among participants in development cooperation has gained greater importance (Inagaki 2007). In order to establish a foreign aid policy, which meets public opinion and support, one needs to make an effort to improve public awareness by delivering comprehensive and accurate information on global development issues and ODA.

Recognizing the importance of strategic communication to improve effectiveness of aid implementation, UNDP (United Nations Development Programme) developed the Communication Toolkit. In 1988, OECD/DAC created DEVCOM Network to further promote public awareness policy and share strategies among its members. OECD/DAC highlights public awareness on public policy including information sharing and communication and ODA activities based on active public participation as a key principle of democracy. As a key strategy to improve public awareness on development cooperation, OECD/DAC suggests the following: information and communication, advocacy and campaign, and development/global education (Scheunpflug and McDonnell 2008).

III. Case studies on policy to improve public awareness on foreign development assistance

This chapter examines policies to improve public awareness on ODA of all OECD/DAC members. Through a careful analysis of the relevant policies and their effectiveness, we discuss how advanced donors adopt international principles in developing their national policies and institutions to improve public awareness on ODA. In particular, we focused on analyzing and understanding three approaches adopted by DAC members to improve public awareness on development cooperation, namely, advocacy, communication, and global education. In addition, we examined how government and civil society cooperate to effectively implement the relevant public awareness policies.

Recognizing the importance of public support toward development cooperation policy, Germany had early on developed and utilized official strategy to enhance public awareness on ODA. Also, in Germany, education on international development cooperation has been included as a part of official and regular education program. We believe that the German case has important implications for Korea since Germany had experienced national division during the Cold War and economic recovery after World War II similar to Korea. Also, like Korea, Germany has a fragmented aid structure. Thanks to German

government's efforts to improve public recognition and support toward ODA, the public support and awareness rates of ODA are high. For example, since 2005, the German government has increased its budget for various development education/advocacy activities: it has increased from 22 million euro in 1998 to 100 million euro by 2005 (OECD 2005).

The Federal Ministry for Economic Cooperation and Development (BMZ) is in charge of advocacy and education of development cooperation policies in Germany. BMZ is responsible for coordinating communication and cooperation among relevant actors. In addition, BMZ plays a coordinating role between the German government and NGOs to maximize the effectiveness of development education. In Germany, various public institutions and civil society participate in development cooperation projects and education/public information activities of ODA.

The emergence of Ireland as a leading donor is mainly based on strong political support and high level of public recognition of, and participation in, international development cooperation activities. Like Korea, Ireland achieved rapid economic development from extreme poverty. In this sense, we believe that the Irish case has important implications for Korea. Also, thanks mainly to governmental efforts and leadership, Ireland has been successful in enhancing the level of public awareness and support toward ODA. Up till the 1990s, Ireland recorded relatively low level of public awareness rate on ODA. However, recognizing the importance of public awareness and support on ODA, the Irish government implemented and adopted various mid- to long-term strategies to enhance public awareness of ODA. Thanks to such active governmental leadership and efforts, today, public awareness and support rates toward ODA in Ireland are high. For instance, the Irish government developed a national strategy for development education, and established the Development Education Advisory Committee within the Ministry of Foreign Affairs. This committee is responsible for providing policy advice on development education to the Ministry of Foreign Affairs and Irish Aid, and monitoring and evaluating development education policy.

Based on the analyses of public awareness enhancement policies of ODA among OECD/DAC members, we have reached the conclusion that even if for those donor countries with a long history and experience of ODA, high political support toward ODA and international development cooperation is not always guaranteed. In other words, in order to gain public recognition and support on ODA, which is critical for successful implementation of policies to increase ODA and improve its quality, one needs to develop government-led public awareness policy on ODA.

We could draw the following lessons for Korea based on case studies of OECD/DAC members: First of all, communication strategy on ODA should focus on educating global citizens rather than just providing information on development issues. Second, one needs to develop an official national strategy for development cooperation education and advocacy. Third, public surveys on development cooperation should be carried out regularly, so that the results can be reflected on the national development policy. Lastly, the government has to promote cooperation among NGOs, media, and academics for the purpose of increasing aid effectiveness and public support for development cooperation.

IV. Korea's policy to enhance public awareness toward ODA

1. Analysis on public awareness of ODA

This section deals with Korea's policy to enhance public awareness of ODA. Public surveys on Korea's ODA were conducted in 1999, 2002, 2003, 2005, 2006, 2007, and 2008. However, as each survey used different questionnaires, it was difficult to conduct consistent data analyses. Recognizing this limitation, here we assess the level of public awareness of ODA in Korea through a careful analysis of previous survey results.

First of all, most of the Korean people recognized the necessity of international cooperation and foreign aid. Public awareness rates of ODA also increased from 16.8%

in 1999 to 50.8% in 2008. In addition, according to national surveys, most of the respondents supported the current level of ODA amount and its expansion. However, the number of respondents who thought that Korea's ODA amount was too large was also significant. Also, most of the respondents recognized that foreign aid contributes to national/international interests. More than half (52.8%) of the respondents answered that foreign aid could enhance national image and status as a member of the international society. Thirty-two point six percent (32.6%) of the respondents answered that ODA could contribute to enhancement of political/diplomatic relationship with recipient countries, and 14.8% recognized economic interests resulting from ODA. In addition, public awareness rate on KOICA also increased over time.

In sum, most of the Korean people were aware of the necessity of international cooperation and aid. Also, most of the Koreans recognized that foreign aid could contribute to international/national interests. Yet, many Koreans had low level of awareness on ODA. In addition, many were critical of the expansion of foreign assistance. We hypothesize that the past experience of Korea as a major recipient contributed to high public recognition on the necessity and efficacy of foreign aid. Also, we assumed that the negative view on the expansion of foreign assistance is due largely to recent international economic troubles and instability. This suggests that public support rate toward ODA could be decreased in Korea with changes in economic circumstances.

2. Efforts to enhance public awareness on Korea's ODA

This section introduces various government and civil society (development NGOs, media) efforts to enhance public awareness on Korea's ODA. Through close cooperation with private sector and NGOs, and systematic national public relations activities, the Korean government has attempted to raise public awareness on ODA. First of all, the Korean government has provided numerous education programs to enhance public awareness on international development cooperation. More specifically, KOICA has the following programs: education program for the youth on international cooperation projects, ODA

seminars, call for papers for college students, and ODA education through NGOs. In particular, since 2009, KOICA began the “Program to support public awareness on international development cooperation.” In addition, in 2009 KOICA opened the Global Village, which introduces Korea's ODA activities, cultures and lives of 56 partner countries, and global issues.

As shown, the Korean government, and KOICA in particular, have worked hard to enhance the public's awareness on ODA. However, such governmental efforts have some limitations: First, the budget to support public awareness on ODA is still limited. Furthermore, most of the investment and support are concentrated in the greater Seoul metropolitan area. Also, the nature of such governmental programs is rather spasmodic and lacks clear policy framework and goals. In addition, proper monitoring and evaluation on such governmental activities have not been implemented. Fourth, compared to advanced donors, governmental efforts to raise public awareness through NGO support are very limited. Fifth, public relations activities on ODA through close cooperation with media has yet to take place. Lastly, under the fragmented aid implementation system, public awareness projects have been carried out mostly by KOICA, and there have been little attention and cooperation from other government ministries.

To enhance public awareness on Korea's foreign aid activities, Korea's development NGOs have focused mostly on development education. However, enhancement of public awareness on Korea's foreign aid activities has not been one of the major education and public relations subjects of NGOs. In fact, public relations activities of the NGOs have focused on advocating the relevant NGO activities, not Korea's ODA activities. In general, it seems that Korea's NGOs lacks sufficient capability and expertise to develop and implement a systematic strategy to enhance public awareness on ODA. However, to bring about enhancement of public awareness on ODA, active cooperation and participation of NGOs is a necessity. Therefore, we suggest that NGOs should make utmost efforts for themselves to strengthen their capability and expertise.

In this study, we have analyzed ODA-related TV news and newspaper releases. Since Korea's ascendance to the membership of OECD/DAC, the Korean media's portrayal of ODA has transformed from simple reports on relevant information to enhancing genuine discourse on ODA, which contributes toward further specialization of the international development cooperation field. Also, recently, it appears that the TV programs have been playing an important role in enhancing public awareness on ODA as they carry more specialized and in-depth programs on Korea's ODA.

V. Strategies to enhance public awareness toward Korea's ODA

In this chapter, we provide Action Plans to enhance public awareness on Korea's ODA based on case studies of advanced donors and close analysis of the Korean case. We suggest the following points to be included as the main goals of the enhancement and strengthening of public awareness on ODA: (1) to increase public attention and participation in foreign aid and ODA; (2) to enhance public awareness on aid effectiveness; (3) to improve Korea's national status in the field of international development cooperation; (4) to develop mature global citizenship; and (5) to enhance public support on ODA.

1. Policy framework

We suggest the following as policy framework to enhance public awareness on ODA: (1) Development of national strategy; (2) Securement of budget to enhance public awareness on ODA; (3) Introduction of systematic monitoring and evaluation mechanism on public awareness enhancement projects on development cooperation; and (4) National surveys on public opinion on Korea's ODA.

2. Action plan to enhance public awareness on ODA

We suggest short-term and mid- to long-term action plans to enhance public awareness

on Korea's ODA. First of all, we support enhancement of public understanding on international development cooperation and Korea's ODA as the most important goal of the short-term strategy to enhance public awareness on Korea's ODA. In particular, we suggest the following as specific goals to increase public awareness on Korea's ODA:

- To help the public understand international development and poverty issues, and become more aware of historic efforts and outcomes of the international development cooperation community;
- To increase public awareness on Korea's past experience as an aid recipient and its accomplishments as a donor and;
- To promote vibrant public engagement and participation in development-oriented activities and discussions on global issues.

We also highlight the importance of public relations activities and campaign to achieve these goals.

In order to enhance public understanding on Korea's ODA and international development cooperation, public relations activity should be adopted as a major tool. Most of all, through public relations activities, one needs to make efforts to provide the public with accurate and full information on Korea's past experience as a recipient and current activities as a donor. Also, the Korean government should develop strategies which cover a wide range of people and apply custom-tailored approaches for different target groups. We also highlight the importance of cooperation with media, academia, and NGOs for successful public relation activities on Korea's ODA.

We suggest the following as specific goals of communication/campaign to enhance public awareness on Korea's ODA: 1) expansion of public awareness on development cooperation through poverty experience; 2) expansion of public awareness on the meaning and activities of Korea's ODA and; 3) increase of public awareness on global issues and MDGs. To enhance public understanding on Korea's ODA and international development cooperation

through communication and campaign, cooperation amongst government, NGOs, and media is critical.

As the utmost goal of the enhancement of public awareness on ODA is to increase public understanding and support toward ODA, it is important to establish relevant principles and philosophies to bring about public support. We suggest the following to be included as mid- to long-term goal of enhancement of public awareness of Korea's ODA:

- To build strong public support for Korea's ODA policy and its implementation and;
- To cultivate the notion of global citizenship.

To achieve these goals, education and participation are particularly important.

Most of all, we suggest that it is necessary for the government to provide key principles, goals, and contents of the development education. Also, we support the creation of a development education advisory board (composed of experts from the government and civil society) which could provide advice to the government regarding development cooperation education policy. In addition, we suggest that universities and academic institutions should function as a provider of quality development education programs and materials with sufficient and stable financial support from the government.

Along with education, public participation in the development field is important to increase public support toward Korea's ODA. For instance, in many advanced donor countries, government and NGOs provide diverse volunteer programs through which the general public could experience development field. On the other hand, Korea currently has rather limited and small-scale overseas volunteer programs compared to those of other OECD/DAC members. Thus, we suggest that Korea needs to create more opportunities for young students and the general public to participate in various overseas volunteer programs.

3. Action plans for target groups

(1) Students

To enhance students' awareness on Korea's ODA, we have to focus on publicizing and educating students with Korea's history as a recipient and a donor. By including Korea's history as a recipient in development cooperation education materials for elementary, junior high and high school students and in college lectures, we could enhance students' awareness of Korea's ODA. While most of the current programs to enhance students' awareness are focused on education, there are only a few programs to encourage students' direct participation in ODA-related programs. In particular, we think that public relations activity through Twitter and internet would be very effective in raising students' awareness. In addition, we suggest that with cooperation among government, NGOs, and academia, we need to increase the number of volunteer programs for students.

(2) Opinion leaders

In order to enhance ODA awareness of opinion leaders, first, we need to analyze how they perceive and understand ODA and international development cooperation. Then, we have to come up with more specified, differentiated public relations strategy for this specific group of people. In particular, we highlight education and communication methods as major tools to enhance opinion leaders' awareness of ODA.

(3) Development-oriented NGOs

Here, we suggest more specific role of development NGOs in the enhancement of public awareness of ODA. Most of all, we propose that NGOs should recognize their roles and responsibilities as a key actor to improve public awareness of international development cooperation and ODA. NGOs could provide communication sphere for development cooperation issues through exhibition, workshops, conferences, events, and film festivals.

In addition, NGOs should make further efforts to reflect their accumulated knowledge and know-how in developing relevant government policies. In particular, we suggest Korea's development NGOs to participate more actively in developing development education materials.

4. Action plan for KOICA

We suggest the following action plans for KOICA: (1) to provide education contents through ODA Education Center; (2) to enhance human resources by utilizing KOICA volunteer programs; (3) to further utilize KOICA Global Village as a place, where the public could experience and obtain information on ODA and development cooperation; and (4) to play the 'bridge' role among the government, NGOs, media, and academia.