

# Development Policy of Korea and China Public Service Advertising: Focusing on Comparison of KOBACO and CCTV Operating System

Na-Mi Kim<sup>\*</sup>, Seung-Yeob Yu<sup>\*\*</sup>

Dept. of Advertising, Pecking University<sup>\*</sup>

Dept. of Advertising and Public Relations, Namseoul University<sup>\*\*</sup>

## 한국과 중국의 공익광고 발전정책: KOBACO와 CCTV 운영체제 비교를 중심으로

김나미<sup>\*</sup>, 유승엽<sup>\*\*</sup>

북경대학교 광고학과<sup>\*</sup>, 남서울대학교 광고홍보학과<sup>\*\*</sup>

**Abstract** As several kinds of social public affairs come into the fore, public service advertising gets more important. In addition, the theme of the public service advertising differs depending on a country's political, economic, social and cultural characteristics, and there are unique public service advertising operating systems. This study assumed that the operating systems of the public service advertising might differ in Korea and China because of political, social, and cultural differences. Thus, the public service advertising operating system carried out by KOBACO and CCTV, the subjects of the public service advertising operation of Korea and China were classified into three categories (public service advertising operation status, public service advertising theme and public service advertising management and supervision) for a comparison. Through literature review and expert in-depth interview, data were collected and analyzed. Based on the data, 5 public service advertising development policies were proposed. The results of this study will contribute to the public service advertising production strategy and institutional development of Korea and China in the future.

**Key Words** : public service advertising, operating systems, KOBACO, CCTV, advertising policy

**요약** 사회의 여러 가지 공공문제가 부각될수록 공익광고의 중요성이 증대되고 있다. 또한 각 국가의 정치, 경제, 사회, 문화의 특성에 따라 공익광고의 주제가 다르며, 독특한 공익광고 운영체제를 갖추게 되었다. 본 연구는 한국과 중국의 정치, 사회, 문화 등의 차이로 인해 공익광고의 운영체제가 다를 것이라는 가정을 하게 되었다. 따라서 한국과 중국의 공익광고 운영 주체인 KOBACO와 CCTV에서 이루어지고 있는 공익광고 운영체제를 3가지 범주(공익광고 운영현황과 공익광고의 주제 및 공익광고 관리감독)로 구분하여 비교하였다. 문헌분석과 전문가 심층면접을 통해 자료를 수집하고 분석하였다. 이 자료에 근거하여 5가지 공익광고 발전정책을 제안하였다. 본 연구결과는 향후 한국과 중국의 공익광고 제작전략과 제도적 발전에 기여할 것이다.

**주제어** : 공익광고, 운영체제, KOBACO, CCTV, 광고정책

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Corresponding Author: Seung-Yeob Yu(Namseoul University)

Email: ysyueb@hanmail.net

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## 1. Introduction

As several kinds of social public affairs come into the fore, public service advertising gets more important. In addition, the theme of the public service advertising differs depending on a country's political, economic, social and cultural characteristics, and they come to find a unique public service advertising operating system. Moreover, each country comes to establish the operating system of public service advertising to promote the effects of the public service advertising, and accordingly, each country come to construct its unique public service advertising operating system.

Public Service Advertising (referred to hereinafter as "PSA") refers to delivering information to the public and arousing interest in the problems faced by society and the state through the media. IAA defines PSA as "a form of advertisement, which is a communication activity to support activities or jobs that are socially and economically beneficial to the general public or recommend their execution by receiving their dominant opinions." [1] Urdang defined PSA as a free advertisement posted on media for the purpose of promoting friendship and welfare of the recipient of the message. [2] Kim, Min-ki defined PSA as a voluntary advertising communication for the purpose of attracting the attention of the general public through communication media on the current or prospective public and social issues of human society and nation or make them cooperate or act with each other to solve the issues [3]. There are some differences in the definition of PSA by country, but PSA is an advertisement produced for the public interest.

In addition to PSAs, there is an advertisement dealing with the theme of public issues of society like a PSA. Yet, regarding the definition of advertisement similar to PSAs, there have been differences between countries, and due to these differences, there were differences in opinions on the classification of PSA.

First, according to the advertiser and the purpose of the advertisement, PSA can be classified into two types. Wei said that PSA is divided into a public advertisement, that is, one dealing with social issues in which social public structure and community organizations are interested and an opinion advertisement that shows a company's attitude toward social phenomena, that is, delivering the company's cultural spirit and value-orientation, which is the expansion and replacement of a corporate image advertisement. [4] Tang, too, said that PSA can be divided into a public advertisement carried out in the social public structure and an opinion advertisement executed in enterprises. [5] Like this, China divided PSA into a public advertisement and an opinion advertisement.

In contrast, Park, Jong-ryeol suggested PSA as a kind of opinion advertisement. In other words, the advertisements can be divided into a commercial advertisement and a noncommercial advertisement, and the noncommercial advertisement is also called opinion advertisement. The opinion advertisements were classified into political advertisements, PSAs, government advertisements and the advertisements carried out by other organizations (NGO etc.).

PSA, also, like commercial advertisement, needs an operating system of a systematic advertisement such as advertisement theme, market research, advertisement planning and advertisement production. In other words, to promote the safety of PSA operation and the effect of PSA, establishing the operating system of PSA is an important part. Thus, this study attempts to propose an improvement plan of the operating system of the Korea's and China's PSA through a comparison of the PSA operating system in Korea and China

## 2. Methods of Study

This study compared the PSA operating systems

carried out by KOBACO and CCTV to present a development plan for the Korea's and China's PSA. For this purpose, through literature review and in-depth interview, a study was carried out and the contents of the research were divided into four categories: the operation status, theme and evaluation of the effect of PSA, and the supervision of management, and sub-research questions were set up by each category.

## 2.1 Subject of Study

### 2.1.1 Literature review

To understand and compare the PSA operating systems of KOBACO and CCTV, four Korea representative advertising-related journals(*The Korean Journal of Advertising, Advertising Research, Studies in Political Communication and the Korean Journal of Advertising and Public Relations*), five China's representative advertising-related journals (*Advertising Panorama, Modern Advertising, China Advertising, International Advertising and Chinese Journal of Communication*), PSA-related research reports and PSA-related meeting materials, dissertations and laws and the internal data of department of PSA of KOBACO and CCTV were referred to.

### 2.1.2 In-depth interview

In-depth interviews were conducted on 16 experts of Korea and China PSA by designing interview contents based on data obtained through literature review, and Korean participants of the in-depth interview were 9 persons: 3 from academia, 3 from businesses and 3 from PSA team of KOBACO with knowledge specialized in PSA while Chinese participants were 7 persons: 1 from academia, 3 from businesses and 3 from the department of PSA of CCTV, and the in-depth interviews were conducted for about 2 weeks (from November 28 to December 12, 2012).

## 3. Research Results

### 3.1 Comparison of Korea and China PSA operation status

#### 3.1.1 Comparison of Korea and China PSA production process

Commonly, the production process of television commercials can be divided into 3 stages: preproduction, production and post production. Preproduction is a stage of selecting a theme, preparing a storyboard and estimating budget. Production is one of producing an actual ad, and post production is one by editing the actually produced advertisement. [6]

A comparison of PSA production process between KOBACO and CCTV is like <Table 1>.

<Table 1> Comparison of PSA production process between KOBACO and CCTV

Country	PSA production process
Korea	Determination of theme selection and production direction (Korea Advertising Council) → Advertisement planning & auction-related discussions (PSA Team, General Affairs Team) → Storyboard deliberation and production company selection (Korea Advertising Council) → Advertisement production (PSA Team, Production Company) → Work deliberation and confirmation (Korea Advertising Council) → Request advertisement (PSA Team) → Advertisement broadcasting (Media companies like Broadcasters)
China	Theme selection → Commission to advertisement production company → Storyboard examination and confirmation → Production → Advertisement broadcasting

The KOBACO's PSA confirms a yearly PSA theme at the beginning of the year and then decides the direction of the production of the theme. 2 months before the broadcasting of each theme, by the public bidding method, it collects storyboards from advertising firms or productions. Notice on the bidding is exposed to the KOBACO homepage, so anyone can make a bid. KOBACO's PSA team selects 4 storyboards from the bidding participants and asks the

Korea Advertising Council and outside experts in advertising to deliberate these 4 storyboards to decide the PSA production company. In this process, to increase fairness and transparency, in addition to the committee members of the Korea Advertising Council, 3 or 4 outside experts in advertising participate in the deliberation. After the deliberation, the selected advertising firm or production produces PSA and the produced PSA is confirmed after deliberation by the Korea Advertising Council again. The completed PSAs are broadcasted through broadcasting companies, and at this time, since Korea guarantees broadcasting company channel organization rights, KOBACO may not propose the time and frequency of the PSA broadcasting to the broadcasting companies.

CCTV selects the theme of PSA, and then commissions storyboards of PSA to a few advertising firms with a relatively excellent production ability (about 5~6 firms) of the several advertising firms it worked with previously. CCTV's PSA team first deliberates storyboards, and then asks 3 or 4 experts in advertising for deliberation again. Here, the experts in advertising suggest opinions only but do not have discretion. After the deliberation, the selected advertising firms propose advertising production expenses to CCTV and if CCTV considers them reasonable, it begins the service announcement production. Commonly, the CCTV's PSA gives advertising firms about 2 months. Yet, depending on the characteristics and the urgency of the theme, the production period of PSA differs. CCTV invites PSA ideas through "the national PSA invitation" since 2012 in addition to the production of PSA through advertising firms.

### 3.1.2 Comparison of Korea and China PSA broadcasting time

Commercial break setting in each country is determined considering many factors of the country, and of them, its regulations like Broadcasting Act is

one of the most important factors. A comparison of the KOBACO's and CCTV's PSA broadcasting time is like <Table 2>.

<Table 2> Comparison of KOBACO and CCTV PSA broadcasting time

Country	Broadcasting time of PSA
Korea	20 seconds, 30 seconds
China	5 seconds, 10 seconds, 15 seconds, 20 seconds ...1 minute ...2 minutes

The Korea's Broadcasting Act Enforcement Ordinance includes regulations on the broadcasting of commercials. In it, Article 59 provides that "the number of mutilated advertisements should be at least two times an hour and four ads each time for the television PSA, and each commercial break should be within 1 minute and 30 seconds for the television PSA." Since the total number and time were set each time of a television PSA mutilated ad, it can be said that the broadcasting time of PSA which should follow commercials time, also, is restricted. In fact, the broadcasting time of the Korea's television commercials was set to 15 seconds, 20 seconds and 30 seconds; however, since the Korea's PSA does not have the same purpose as that of the advertisement before/after programs, a 15 second ad is hardly used.

The broadcasting time of TV commercials of the CCTV's PSA varies from 5 sec. to 2 min. Since CCTV broadcasts for the advertisement spare time, after the production of PSA, it has edited it with different time standards of a few kinds for broadcasting. In 2004, the State Administration for Industry & Commerce of the People's Republic of China enacted Commercials Broadcasting Management Temporary Method to regulate the broadcasting ratio and the frequency of TV commercials. In it, Article 17 provides that "the ratio of the daily commercial broadcasting of each program of a broadcasting company should not exceed 20% of the daily broadcasting time of each program." Through this regulation, it is found that the Chinese

government regulates only the total amount of broadcasting and number of broadcasting for TV commercials but not the broadcasting time. Thus, the standards for the broadcasting time of advertisement in China relatively vary and the advertisers can decide commercial break as they like or according to the contents of the advertisement, and decide the broadcasting time of advertisements by theme and message for PSA.

### 3.1.3 Comparison of Korea and China PSA financing method

The PSA does not aim to make profits unlike a common commercial advertisement, but it needs funding in the production or broadcasting like commercial advertisement. A comparison of KOBACO's and CCTV's PSA operation financing method is like <Table 3>.

<Table 3> Comparison of PSA financing method between KOBACO and CCTV

Country	PSA financing method
Korea	KOBACO
China	CCTV

The KOBACO's PSA funds for PSA with KOBACO's profits. KOBACO uses a certain amount of the profits from broadcasting companies through sales representatives of commercials each year for PSA operation while it does not receive any sponsorship of the government and companies.

China's first PSA expenses were invested by broadcasting companies, and especially, in early phases, companies did not attach importance to PSAs that would not create profits commercially. Thus, CCTV funds for PSA from CCTV's profits for PSA from production to broadcasting (Advertising revenue primarily).

### 3.1.4 Comparison of Korea and China PSA expense payment method

When an advertiser carries out an Ad Campaign, he or she must deliver messages through various media to the public. Thus, the advertiser carries out the Ad Campaign after estimation of budget for advertising costs. A comparison of KOBACO's and CCTV's PSA expense payment method is like <Table 4>.

<Table 4> Comparison of PSA cost payment method between KOBACO and CCTV

Country	PSA expense payment method
Korea	Free media (Television, Radio), Paid media (Printing, Other)
China	Free media (All media), Paid media (Company sponsorship)

The KOBACO's PSA is executed for free on media such as terrestrial TV, cable TV, satellite TV, radio and DMB. In addition, print advertisement produced linking to the television PSA theme is executed after purchase at a discount price on newspapers, magazines and the Internet, and transport media such as a subway station and airport. KOBACO uses free media such as television or radio as the basic media for the execution of PSA and uses paid media such as print media and other media as secondary media.

CCTV is a China's national broadcasting company with abilities to produce and execute PSA. CCTV is a broadcasting company, but it executes PSA produced in various media such as radio, Internet, metro, train and plane in addition to TV commercials. Moreover, if a local broadcasting company would like to execute PSA produced by CCTV, it provides it for free. In addition to the PSA through free media, as a unique type of the China's PSA, there is a sponsorship PSA of a company. When PSA was executed for the first time, companies were interested in commercial advertisement by which they could pursue for profits. Yet, as Chinese society and economy developed, companies came to be interested in PSA to construct the company's brand image, and in addition, CCTV was seeking for various

financing methods due to the shortage of funds in the 1990s, it selected a method of displaying company names in 1994, inducing the companies' participation in PSA business. [9] This PSA is called "PSA sold by CCTV to a company" or "company name-entered PSA." Regarding this advertisement, among the PSAs produced and executed by CCTV, if one fits the corporate philosophy or image, companies would like to buy the PSA. In this case, CCTV sells the PSA at a price 2/3 of commercial advertisement, and exposes the company's name at the last part of the PSA. The method of the company's name by the PSA is in a way which the companies, advertising firms or broadcasters are simultaneously exposed or the company name only is exposed. Commonly, for the CCTV's PSA, the broadcasting time and frequency are decided by CCTV, but company name-entered PSA is broadcasted by the time and frequency purchased by the advertiser. The time of exposure of the company name, the exposure of the company name only, and the font size of the company name is determined by the amount paid by the company. [10]

**3.1.5 Comparison of Korea and China PSA broadcasting**

PSA broadcasting can be examined dividing broadly into broadcasting time range, broadcasting method and broadcasting cycle. To get the maximum effect of the advertisement, it must be broadcasted in a time range with high audience rating, [11] and the broadcasting method affects the public memory about the advertisement. In addition, the broadcasting cycle of the advertisement affects the public's awareness of the advertisement, which is the one of the most important factors in promoting the effectiveness of the advertisement.

A Comparison of PSA broadcasting between KOBACO and CCTV is like <Table 5>.

<Table 5> Comparison of KOBACO and CCTV PSA broadcasting

Country	PSA broadcasting
Korea	Broadcasting time (Random), Broadcasting method (Single broadcasting), Broadcasting cycle (Short-term)
China	Broadcasting time (Random, Prime time), Broadcasting method (Simultaneous broadcasting), Broadcasting cycle (Short-term, Long-term)

Since the KOBACO's PSA are executed for free, its broadcasting time range should follow the organization of broadcasting companies. In other words, the KOBACO's PSA is randomly broadcasted without a fixed time range according to the organization of broadcasting companies, which made KOBACO unable to plan media and confirm a PSA broadcasting time range and broadcasting frequency before the PSA broadcasting. KOBACO produces about 6~8 themes of PSA a year, and to avoid overlapping broadcasting of the themes, the period of broadcasting of all the themes is not overlapping. In other words, it chooses a single broadcasting method in which only after PSA activity for one theme is finished, PSA activity with another theme starts, so it has a short-term broadcasting cycle type of 2 to 3 months.

The CCTV's PSA, too, is executed for free in principle, and CCTV is a broadcasting company, so it broadcasts a PSA, even during commercial break not sold. Moreover, the China's PSA-related regulation provides the total amount of broadcasting of PSA and the amount and frequency of broadcasting in the prime-time, so the CCTV's PSA is randomly broadcasted on an unspecified time between 7 p.m. and 9 p.m., the China's prime-time. In addition, since CCTV produces about 100 pieces of PSA annually, multiple access PSAs are simultaneously broadcasted, and the PSAs with high responsiveness of the public or dealing with a relatively important theme are broadcasted repeatedly in the long-term while themes with urgency (e.g. Earthquakes, SARS ) are

broadcasted in the short-term.

### 3.2 Changes in Korea and China PSA theme selection method and theme

#### 3.2.1 Comparison of Korea and China PSA theme selection method

Commercial advertisement and PSA differ in the purpose, point, target and method of appealing, but both have a commonality that the advertisement theme is one of the most important factors that affect the effect of the advertisement. An advertisement theme is an important element of the advertisement, which allows to reach the purpose of the advertisement and express the basic point of the ad [12], and in PSA, theme selection is the most important task.

A comparison of PSA theme selection method between KOBACO and CCTV is like <Table 6>.

<Table 6> Comparison of KOBACO and CCTV PSA theme selection method

Country	PSA theme selection method
Korea	General public survey
China	Government policy, Choice of media company (Broadcasting company)

KOBACO carries out a general public survey in on- and off-line methods for the theme selection of PSA. The KOBACO's PSA theme selection methods include: First, The KOBACO's PSA team collects keywords about the issues of the year through newspapers. Second, the keywords collected are classified again into 5 major themes set by KOBACO (Communities, the natural environment, home & youth, public manners, economy and society & others). Third, to set up the themes of the next year, questionnaires are prepared by each classified theme, and every second half year, it carries out "public opinion polls about PSA theme selection." The "public opinion polls about PSA theme selection" is a survey carried out every second half year on 2,000 men and women aged 15 to 59 in 16 cities nationwide. In the selection of the KOBACO's PSA

theme, in addition to the results of the "public opinion polls about PSA theme selection," the themes collected by private institutions or inter-agencies (the government, Red Cross, etc.) are considered together. Fourth, of the PSA themes collected by the Korea Advertising Council, the next year PSA theme is decided.

The CCTV's PSA theme selection methods can be divided into 2 types. First, the CCTV's PSA production team carries out a plan for the PSA theme selection based on the central government's public relations policy. [14] The Chinese government department decides the themes related to PSA and then it does not intervene directly in the creation and enforcement (communication activity) of the advertisement, but commissions them to media companies at each level (state, presidency and city) including CCTV. So, one of the CCTV's PSA theme selection methods is the direction and policy reflection of the government. Second, CCTV selects PSA themes based on social issues of the year. In other words, CCTV considers all the topics (e.g. Earthquakes, SARS ) to which social responses are necessary fast in the short-term as well as long-term topics in the PSA theme selection.

#### 3.2.2 Changes and features of Korea and China PSA theme

First, the KOBACO's PSA themes are classified into communities, the natural environment, home and youth, public manners, economy and society, and other major themes. These major themes again are classified into several detailed themes, and commonly, the Korea Advertising Council selects the themes closely related to public awareness as a PSA theme. Moreover, themes about the order or the environment, love for neighbors, hardly mentioned by ordinary companies or inter-agencies are selected as a PSA theme.

The results of an analysis of the KOBACO's PSA theme between 2001 and 2012 are as follows: As a result of the analysis, of the major themes of

communities, the detailed themes of neighbors & sharing were selected most. In addition, the issue related to the Internet, a social problem newly emerging with social development, also began to be mentioned. The KOBACO's PSA theme is mostly selected around a general public survey, so the government and policy-related themes are hardly found. Even if themes such as national brand, public awareness and love of the country showing the major theme economy and society and other detailed themes have a political nature to some degree, since the 1990s, political characteristics has become weaker and neutrality has increased in the KOBACO's PSA [16]

CCTV produces and broadcasts a number of broadcasting of PSA each year, and as of 2011, it produced about 100 pieces and broadcasted about 327 pieces of PSA. Yet, the CCTV's PSA does not have a fixed period of broadcasting (short-term, long-term), so it is relatively difficult to classify its PSA themes by year. For 20 years since 1990, to classify the themes of the China's television PSA, there are the following characteristics: As a result of this classification, the CCTV's PSA themes included environmental issues, public morality norms, science education business, social issues, politics policy promotion, interests in life and health, the trend of public value and other public businesses, among which the themes about public moral norms appeared most.

### 3.3 Supervision of management of Korea and China PSA

#### 3.3.1 Management authority of Korea and China PSA

To promote advertising effects and develop the advertising industry, many countries execute advertising management. Advertising management refers to planning and coordination, control and supervision of advertising activity and business, and mostly, includes government management, free management, media inside business management, the

company's advertising management and community supervision management. [17] Of them, the government management includes regulation, orders, regulations, regulation and policy related to advertising management organizations, carrying out the coordination, control and supervision of advertising activity.

A comparison of PSA management authority of KOBACO and CCTV is like <Table 7>.

<Table 7> Comparison of KOBACO and CCTV PSA management authority

Country	PSA management authority
Korea	Korea Communications Commission
China	State Administration for Industry & Commerce, Publicity Department, National Radio, Film, Broadcast General Bureau, National Newspaper Publication General Office and each local government

In Korea, everything related to advertising is managed by the Korea Communications Commission regardless of commercial advertisement and PSA based on Broadcasting Act. Regarding PSA, Broadcasting Act provided the total amount of broadcasting of PSA. If a broadcasting company does not observe this regulation, this directly affects the broadcasting company's "renewal of permit." The broadcasting company's "renewal of permission" is evaluated for the organization and operation of broadcasting according to the Broadcasting Act, and especially, the ratio and adequacy of broadcasting time are evaluated for organization in airtime. Thus, if a broadcasting company does not broadcast the total amount of the PSA provided in the Broadcasting Act, during the process of deliberation of "renewal of a permit," it does not reach the passing score so that its qualification may be cancelled.

China unlike Korea, manages its PSA by various departments such as the Chinese government's State Administration for Industry & Commerce of the People's Republic of China and The Propaganda



Department of the Central Committee of the Communist Party of China and The State Administration of Radio, Film and Television and General Administration of Press and Publication of the People's Republic of China and Ministry of Culture of the People's Republic of China. Moreover, the Propaganda Department of Party Committee and Spiritual Civilization Office and City Construction Management Department and Street Management Committee execute the management of the PSA. [18] By managing the PSA by institutions with different functions, there are a lot of regulations related to the PSA, so there is a problem in which there is no responsible authority on the true meaning.

### 3.3.2 Korea and China PSA relevant regulation system

An advertiser must observe advertising-related laws and regulations in carrying out advertising. The regulations of the management of an advertising activity include legal norms in various social relations among advertisers, advertising firms, media companies that may take place in the advertising management and the advertising management activity, [23] which are mandatory.

A comparison of PSA relevant regulations of Korea and China is like <Table 8>.

<Table 8> Comparison of KOBACO and CCTV PSA relevant regulations

Country	PSA relevant regulations and details	
Korea	Broadcasting Act, Broadcasting Act Enforcement Ordinance	Total amounts of broadcasting
China	Notification of strengthening the promotion of PSA, Notification on strengthening the production and broadcasting of radio and television PSA, Methods of managing radio and television commercials	Total amounts of broadcasting, Amounts of broadcasting in prime-time, Company sponsorship

Korea enacted Broadcasting Act, regulating the total amounts of the broadcasting of PSA. Broadcasting Act refers to a law aiming to guarantee process capabilities and freedom of broadcasting to promote the formation of democratic public opinion and the improvement of national culture and contribute to public welfare. [19] In Broadcasting Act, Article 32, Article 73 and Article 103 are related to commercials. Of them, Article 73 related to PSA is one related to the time, frequency and methods of commercials, providing that "A broadcasting business operator and electronic display business firm should organize a ratio more than that set by the president for the non-commercial PSA produced to promote public interest." [20] Yet, Broadcasting Act just regulates "the organization to be a ratio more than that set by the president" but did not provide a concrete broadcasting ratio and the frequency. So, the Korean government enacted Broadcasting Act Enforcement Ordinance to regulate the matters necessary for the execution of the Broadcasting Act. Article 59 of the Broadcasting Act Enforcement Ordinance provides that "A broadcasting company should broadcast it at the ratio notified by the Korea Communications Commission within 1/100 of the monthly total broadcasting time by each channel." [21] Here, the ratio notified by the Korea Communications Commission is over 0.2% of monthly total broadcasting time for terrestrial broadcasting business operators by channel and over 0.05% of that for those other than terrestrial broadcasting business operators by channel. Here, attention should be paid to the fact that the non-commercial PSA regulated by the Broadcasting Act includes the advertisement produced by the state and local governments, public institutions or NGOs and broadcasting companies for public interest in addition to the PSA produced by KOBACO. The difference between KOBACO's PSA and other institutions' PSA is that the former is executed for free while the latter is paid for execution.

China, compared to Korea, has more regulations

related to PSAs, and the current regulations can be examined in relation to the total amounts of broadcasting, amounts of broadcasting in prime-time and company sponsorship. China has carried out Advertising Act since 1995, but it has been carried out only on commercial advertisements, but does not include PSA-related regulations. PSA-related regulations currently carried out in China can be examined in “PSA-strengthening Propaganda Notice”, “Radio, Television PSA Production and Broadcasting Notice for Enhancement” and “Radio, Television Commercials Broadcasting Management Method.” First, regarding the total amounts of broadcasting of PSA, “it should not be less than 3% of the commercial advertising time broadcasted annually by channel”, “it should not be less than 3% of the total amounts of commercials broadcasted everyday by channel” and “it should not be less than 3% of the total amount of commercial advertisements broadcasted daily.” In addition, regarding the broadcasting time range of PSA, it provides that the amounts of broadcasting of PSA in prime-time between 19:00 and 21:00 should not be less than 3% of that of commercial advertisement, more than 3 PSAs should be broadcasted each hour in prime-time, and a total of more than 4 PSAs should be broadcasted in prime-time. Lastly, regarding company sponsorship, only company names and trademarks may be exposed, which should be displayed at the bottom right of the screen, and the exposure time should not exceed 5 second. China, unlike Korea, has more regulations related to PSA, but since they are not forcible regulations.

## 4. Conclusion and discussion

As the social public issues come into the fore day by day, the importance of PSA is brought into relief and each country selects its PSA themes based on its political, economic and social culture. In addition, as

attention is paid to the issue of the effects of PSA, the importance of the operating system of media planning for its themes, targets and its broadcasting frequency, period and time are increasing. To understand and compare the PSA operating system of KOBACO and CCTV, this study carried out literature review and in-depth interview and drew a few development plans for the Korea’s and China’s PSA.

### 4.1 PSA development policy

#### 4.1.1 Transparency of advertisement

##### production company selection process

Korea selected a method of public bidding for the production company selection of PSA. Since all advertising firms or production companies can participate in the public bidding, it has a merit that various storyboards can be obtained. Yet, China collects storyboards randomly selecting a few firms from those with which it has worked. Along with the demerit that finite storyboards can be collected, in the advertising firm selection, impartiality and objectivity may be lacking, and accordingly many advertising firms’ interests in PSA may be lacking.

#### 4.1.2 Improvement of the number of broadcasting and broadcasting cycle and broadcasting method of PSA

Since PSA reflects a variety of social problems, it is taken for granted that the number of broadcasting increases. Despite increasing social problems, Korea produces 6 to 8 PSAs a year while China produces about 100 advertisements. If there are too few numbers of the broadcasting of PSA, the important social problems may not be delivered to the public appropriately, but if there is too many, awareness may be lacking. Thus, if Korea and China investigate the proper number of broadcasting through survey and control the number of broadcasting of PSA in a year, the PSA effect can be promoted. In addition, Korea, too,

like China, should consider the cycle and method of broadcasting by the importance of the PSA theme instead of setting the PSA broadcasting period.

#### 4.1.3 Improvement of theme selection method

A PSA informs the public of social issues, phenomena and problems to be interested in the PSA theme. If the PSA theme is too different from the social issues the public are interested in, it is hard to expect the PSA effect. Thus, China should find the PSA theme selection method by which the public can be approached more intimately considering Chinese geographic and demographic factors in the PSA theme selection.

#### 4.1.4 Necessity of execution of evaluation of effectiveness

Through the evaluation of the effect of an advertisement, the impact of the advertisement on the recipient can be known. Especially, the evaluation of the effect of PSA is very useful to find a method of discovering and improving problems or deficiencies of PSA activity. Yet, China still has not carried out the evaluation of the effect of the PSA, but it evaluates the effect of the PSA only by audience rating. However, with the audience rating, the effect of the PSA cannot be evaluated properly, so it is necessary to carry out the evaluation of the effect of the quantified PSA.

#### 4.1.5 Improvement of supervision of management organization and regulation

China has too many government inter-agencies, serving as organizations of supervision of the management of PSA, so there are neither unified regulations nor the responsibility of the organization. Moreover, currently, PSA-related regulations in China are just regulations without any legal effect, so proper regulations are not carried out. Accordingly, it is urgently necessary to establish an administration and

supervision agency and enact mandatory PSA relevant regulations integrating several regulations. Like this, Korea needs more subdivided regulations like the total amounts of broadcasting in prime-time same as China among the clauses of the relevant regulations of the PSA.

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### 김 나 미(Kim, Na Mi)



- 2007년 1월 : 남개대학교(문학사)
- 2009년 7월 : 북경대학교(관리학 석사)
- 2013년 7월 : 북경대학교(광고학 박사)
- 2011년 8월~현재 : 홍익대학교 강사

· 관심분야 : 광고제도정책, 광고소 비자  
· E-Mail : ukiangel@gmail.com

### 유 승 엽(Yu, Seung-Yeob)



- 1987년 2월 : 중앙대학교 심리학과(문학사)
- 1991년 2월 : 중앙대학교(문학석사)
- 1996년 2월 : 중앙대학교(광고심리학박사)
- 1997년 3월~현재 : 남서울대학교 광고홍보학과 교수

· 2003년 1월~현재 : 사)한국광고학회 이사 및 편집위원  
· 2006년 1월~2010년 12월 : 한국소비자광고심리학회 편집위원장  
· 2009년 9월~2010년 8월 : 북경대학교 신문방송학부 교환교수  
· 2011년 1월~현재 : 사)스마트융합학술전국연합 학술이사  
· 2011년 1월~2012년 12월 : 한국소비자광고심리학회 회장  
· 관심분야 : 광고심리, 미디어융합, 융합정책  
· E-Mail : ysyeb@hanmail.net