

# Study on Direction of Korean PKO Development

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## I. INTRODUCTION

As the nature of global disputes is gradually complicating, the United Nations is conducting Peace Keeping Operation(PKO) to solve and control disputes with complicated backgrounds, and some scholars advocate that PKO is one of the growing industries of the international community today. This is particularly so amid the expectation that causes of disputes will be further diversified due to issues related to environment and resources, acceleration of the market economy, as well as the weakening role of Russia as a super power, and the possibility of worsening disputes in Africa. The potential spread of large scale disputes is gradually decreasing while the possibility of accidental outbreak of fighting with weapons causing massive casualties still prevails in the world today. Accordingly, the strengthened function and the increased role of the United Nations is further being urged.<sup>1)</sup>

Since the introduction of the new world order, 28 PKO organizations have been established over a ten year period, which can be said an enormous increase. Currently, 16 PKO organizations are conducting their missions with more than 26,000 men

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1) MND Policy Planning Office, *World's Conflict*, Seoul:MND 1996, p.9.

from over 70 countries worldwide are participating in PKO.<sup>2)</sup>

Despite the participation of so many countries and men, their success will solely depend on the determination and active participation of UN members. Many disputes occurring in the various regions cannot always be solved by PKO. However, the participation in PKO by so many countries, under such uncertainties, is done not to support any certain group or powers by taking sides with them, but from an aspiration by people and nations to live in a peaceful and safe world.

Korea has also participated in PKO for these reasons. Since the dispatch of the Sangrocksoo Unit, a military contingent, to Somalia in 1993, Korea has been conducting Peace Keeping Operations in five regions for disputed regions worldwide. For smooth participation in PKO, the personnel responsible for the project, assigned to the Ministry of National Defense and the Joint Chief of Staff, are making every effort to prepare programs for selection, dispatch and withdrawal of manpower as well as training programs. However, the insufficient law related to PKO participation create problems in the course of implementation and especially, the poor system of the specialized organizations solely assigned for PKO even in the military becomes an obstacle.

In order to contribute to our national interests, things which can be done by the state level must be reviewed thoroughly by the government to establish various systems along with legal support without delay. Accordingly, the military should take necessary measures to establish systems, organizations and legal support for effective Peace Keeping Operation suited to enhanced international prestige of Korea.

## II. Emergence of PKO and Current Situation

### 1. Background of PKO and Types

#### (1) Background

Peace keeping is not specifically stipulated in the UN Charter. Only the compulsory measure for peace keeping by the UN Security Council is only mentioned, which assumes a peaceful solution of disputes and the exercise of force as the last resort

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2) Song, Young-Sun, A study on Korea PKO Policy Direction, Seoul: Korea ND Research Center, 1996, p.29.

against countries threatening or destroying peace.

However, these compulsory measures by the UN Security Council has become powerless due to frequent exercise of vetoes by the permanent members of the UN Security Council. Therefore, a new method has been sought as a result of such an effort, the Peace Keeping Operation embraces a mid concept between the peaceful solution and the compulsory measure for peace keeping mentioned above has been developed as a means of practical dispute solution.<sup>3)</sup>

Dag Hammarskjold, former UN Secretary General, once defined Peace Keeping Operation as 'Article 6 1/2' to emphasize a mid concept between the peaceful solution stipulated in 'Article 6' of the UN Charter and the compulsory measure for peace keeping in 'Article 7'. It was during his tenure that the Peace Keeping Operation had actually been developed as a unique means of solution for disputes.<sup>4)</sup>

However, in the beginning, the "Peace Keeping Operation" did not involve the concept of taking such an active part as it does today. It initially originated during an emergency meeting when a decision was made by the United Nations to take action to solve the Suez Cannal crisis in 1956. Egypt declared nationalization of the Suez Canal in 1956, and Israel invaded Egypt while negotiations on various procedural matters of the canal were in progress. When the UN Security Council asked for Israel's withdrawal, England and France objected to the request and invaded Egypt by force instead, nearly causing the closure of the Suez Canal because of ships sunk during the fighting. As an urgent situation emerged, the United Nations convened an emergency general meeting, and accepted a "UN Emergent Forces" plan proposed by Mr. Pearson, a Canadian Representative.

The contingent of 6,000 men created from such a background and dispatched to Egypt on November 15, 1956, was none other than UN Emergent Forces(UNEF). The UNEF is considered as the initial unit of current PKO and since then, they have conducted a number of operations to solve disputes in regions around the world. Although the UN Truce Supervision Organization(UNTSO) established in 1948 is called the beginning of the UN Peace Keeping Operations, it was merely a dispatch of a small supervisory group consisting of officers; therefore, UNEF is actually con-

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3) Korea Military Critic Association, Military Review, Seoul:Korea Military, 1995, p.10.

4) Kim, Yul-Su, A study on UN Peace Activity, Seoul ND Staff College, 1995, p.10.

sidered to be the inception of the UN Peace Keeping Operation.<sup>5)</sup>

## (2) The Types of PKO

There are three types of PKO, based upon mission, that the UN has sponsored. These include; observer missions, Peace Keeping Force(PKF), and mixed PKO missions. In the first stage, PKO has been mainly employed as observer groups and PKF. However, as the role of PKO has gradually extended and become more complex, it needs to conduct complicated missions rather than a single type of mission. For that reason, mixed PKO missions with mixed organizations of civil and military personnel have appeared.

### 1) Observer Mission

Observer mission is mainly organized into terms of unarmed officers. The major tasks are to supervise the compliance of cease-fire agreements and intermediate conflicts between two parties. One team of several officers from different countries is organized to observe, by operating an observation post and team site base. Command and control to observers are conducted by a Chief Military Observer who is directly appointed by the UN Secretary General. In cases where PKF conducts observation missions in the same area, the PKF should establish its own observation post separate from the post of observer mission. If PKF is deployed in an appropriate area, it may be under the control of PKF.

Examples of observer mission include: UNTSO, established in June 1948 for the first time; the UN India-Pakistan Observation Group(UNMOGIP) established in June 1948 for the first time; and UNMOGIP, established in January 1949. Currently there are 9 observer missions in 17 PKO regions.

### 2) PKF

PKF is organized by the contributing country and is an armed force conducting peace-keeping operations under the UN. Though the UN Secretary General originally directs PKF's extent of arms, depending on the mission, PKF will be normally be armed with defensive weapons, and will not be allowed to use these weapons except actions for self-defense.

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5) Song, Young-Sun, A study on Korea PKO Policy Direction, Seoul:ND Research Center, 1996, p.32.

The PKF consists of combat units infantry directly conducting peace-keeping operations as well as special service support units composed of Engineer/Communication/Medical/Military Police personnel. The first PKF was dispatched for the purpose of cease-fire observation and was establishing a buffer zone between Egypt and Israel as UNEF-I from November 1956 to June 1967. Up to the present time, 7 areas including UNPROFOR and UN Somalia Active Group (UNOSOM-II) have been being deployed.

### 3) Mixed PKO Mission

Since the end of the Cold war, the type of conflict has changed; conflicts between parties inside the country rather than between nations have prevailed, where the people are suffering from starvation, diseases, humanright infringements etc. In order to protect the people in these situations, Peace Keeping Operations are emphasized to keep humanity of the country encouraging civilian organizations' participations. If the UN becomes involved in this situation, the missions will be cease-fire observation and the separation of warring parties as well as election support for a new government, repatriation of refugees, disarmament, rebuilding of infrastructures, administrative support, supervision of humanrights etc., for the country's reconstruction. To do this, civilian professional members are essential to the missions. Accordingly, PKO missions are organized with civilian participation called mixed PKO mission along with observer missions and PKF.

## 2. PKO Development History

PKO initiated by the UN in 1948 can be divided into two stages. While PKO before 1987 is called "Traditional PKO", after 1988 PKO is quite different in terms of category and type. In comparison of numbers, 13 PKO missions were carried out over a 40 year period from 1948 to 1987, while 19 PKO missions were conducted during a six year period beginning in 1988 after the Cold War ended. These numbers show that PKO missions have increased as various conflicts spread out over the world because of problems between ethnic groups, religious rivalry, and dispute over land and resources.

There are many or few different opinions depending on scholars on the PKO development history for 46 years since 1988, we can divide the history of PKO development into five stages.

### **(1) Creation Stage(1948–1955)**

The PKO creation stage started when UNTSO in Palestine area and UNMOGIP in Kashmir, India–Pakistan border area, were established to observe a cease–fire agreement in 1948 and 1949 respectively. At that time, the mission was mainly for observing cease–fire by unarmed observer group. UNTSO and UNMOGIP were established to solve conflicts that arose in the course of decolonization after World War II. They have conducted a great many activities and still are working up so far.

### **(2) Active Stage(1956–1967)**

During this period, a total of 8 PKO missions were implemented, Four were peace keeping operations and four were observer missions.

Especially in 1956, the UN terminated a Mid–East conflict which took place when Egypt was attacked by the UK, France, and Israel because of discontent over the decision made by Abdul Nassar, the Egyptian President, to nationalize the Suez Canal. UNEF was sent as a PKF for the first time to observe the cease–fire agreement. UNEF conducted its mission successfully by separating and mediating between the various countries. This marked the beginning of the UN fulfilling international interests and gaining prestige.

### **(3) Ebb Stage(1968–1978)**

During this stage, only 3 PKO missions were conducted. Of particular note is the second UNEF–II deployment due to renewal of the Mid–East war in the Sinai peninsula in 1973 which forced Israel and Egypt to conclude a cease–fire agreement. This led to the withdrawal of Israeli forces from the peninsula, and a conclusion of a nonaggression pact which were successfully supervised by UN forces. It is thought that this was the most successful mission accomplished in PKO history.

On the other hand, the deployment of UNFIL in 1978 in an emergency situation caused by Israel's attack on Lebanon is a typical example of a mission.

### **(4) Recession(1979–1987)**

Peace keeping activities did not occur for 10 years after the UN Lebanon temporary force was set up in 1978. This was not because there were no international conflict where PKO could be deployed, but because the failure of UNIFIL affected negatively the future operations of PKO. The UN at the time lost political will to partici-

pate in peace keeping activities. This period also saw the ultimate conflict of both ideological poles as a result of the second East–West Cold War beginning in 1980. The great powers among the permanent members of the UN security council often cast their vetoes to prevent action being taken on issues. Finally, PKO could not avoid the economic recession that occurred during this period.

#### **(5) Transition(1988–Current)**

As the second Cold War was disrupted by the influence of a new concept of freedom initiated by president Gorbachev, of Russia the mood of cooperation among the permanent members of the UN security council became more optimistic. The UN had an opportunity to participate in PKO positively and the requirement of PKO also increased explosively.

During this period, not only the increase of quantity but also the transformation of qualify in terms of the range of activity and contents took place.

Nineteen PKO which have been set up and operated from 1988 to the current time. The PKO activities in Somalia which recently received international attention were not possible to conduct because of the political instability of the region that existed before setting up UNSOM–I in Somalia in April, 1992. On 3 December 1992, United Task Forces(UNTAF) was organized, and participated in “Hope Recover Operation”, to stabilize that region. On 25 March 1993, UNOSOM–II was formed with a troop strength of 30,000, and it is now performing its mission after taking over the role of UNTAF on 4 May 1993.

### **3. International Region Conflict and Status of PKO**

#### **(1) Status of Region Conflict**

Historians have estimated that the number of wars that have occurred throughout history amount to nearly 15,000. During the last 5,500 years of recorded human history, it is believed that 14,531 instances of warfare have taken place. Based upon these calculations 2.6 wars occurred every year—not counting various unrecorded conflicts involving minor outbreaks of fighting.

The conflicts which either began or continued in 1994 involved 61 different regions according to a report by the Korea Military Affairs Institute in 1995, and consisted of 39 regions involving internal conflict within individual countries and 22 regions involving the conflict between countries.

### 1) Africa Region

Among 53 countries in this region there are twenty that are in conflict including Angola. These account for one third of the world's conflicts. After the Africa region achieved independence from colonial policies of the great powers, conflict resulted from the strife of ideology and political parties. The type of conflict changed from ideologies to ethnic under the influence of the collapse of communism in the USSR and Eastern Europe.<sup>6)</sup>

### 2) Middle East Region

Eleven of the fifteen countries existing in this region which includes Central Asia are involved in conflicts. These conflicts are related deeply with the problems of races, people, religions, and land. The interests of Western powers are confronted here as well. Therefore the conflicts of this region are more complicated than in other regions.

For example of independence war of minority people in this region, Shiahs of southern Iraq, and Kurd, are fighting against Saddam Hussein; even China, Russia, and the third countries opposed to support anything for them; to the country. Western Powers responded decisively when Iraq invaded Kuwait. This was because they themselves were involved with the problem of minor people in their country, they do not want to leave any kind of precedents.<sup>7)</sup>

Even if Israel and PLO have been ripen for the mood of peace as having agreement on the problem of land with arbitration of America, terror activities of violent Islamic groups, expansion of Islamic fundamentalism and conflict to have the initiative of hegemony have been potential in several places or appeared already.

### 3) Southeastern Asia Region

There are twelve countries in conflict among thirty-six in this region. Internal conflicts in the region result mainly from wars of independence fought by minority peoples. One conflict is the result of problems with land.

The Sprately Islands pose a special problem because China, the Philippines, Malaysia and Borneo all insist upon their rights there. Land conflict between India and

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6) Military Study Papers 95-1, 94-95 World Military Forecast Map, Seoul: Korea Military Affair Research Center, 1995, p.2-11.

7) Responding to Low-Intensity Conflict Challenges, US Air UN, 1990, p.13-15.



Pakistan in the region of Kashmir is peaceful currently because of the arbitration of the UN, but it will not be solved easily due to internal religious conflict and arguments over water and oil.

#### 4) Europe Region

After the USSR collapsed, separatist and independence struggles by minority peoples have received attention and concern because of continued conflict. Even if the Bosnian conflict shows prospects for peace through United States' arbitration, its stability still looks far away. Specially as the members of NATO want to take initiative on the vacuum in power appeared after the collapse of USSR, and United States, the only superpower in the world, wants to maintain it, the conflict has gotten worse and worse instead of solving it.

Therefore the necessary thing to deter or solve conflicts under the current international situation are as follows: global democracy, equal opportunity of political participation, decrease of ideology and justification because of priority of economic interest, confidence insurance and role expansion of UN and regional organization which solve problems in cooperation, deepening and expanding of global interdependence in terms of political and economic perspectives, and weakness of ideology confrontation and possibility to return to the Cold War area. However, there are several obstacles to achieve those things. That is to say, the fundamental reasons of part conflict still exist. Regional differences in economic development, and differences between rich and poor within a country do not resolve easily. Solution of conflict is further hindered by religious differences, and imbalances in military power. Consequently, the UN, which is center of conflict solution, needs to be emphasized and strengthened.

### (2) Present Status and Result of the UN PKO

#### 1) Area Established PKO in the World

Since the founding of UNTSO in June of 1948, various types of PKO activities have been established in more than 40 areas. After 1988, Peace Keeping Operation were changed and expanded in size, scope of participation and characteristics. Owing to the end of the Cold War, permanent members of the UN Security Council no longer deny PKO actions. Today PKO plays a role that is not limited to such typical activities as supervision of cease-fires, military troop withdrawals and supervi-

sion of movement, but also includes peace keeping as a vital part of its mission.<sup>8)</sup>

<Table 1> The Present PKO Activities

(As of March 1996, Order of Establishment)

Name	Duration	Area	Major Task
UNTSO	June 1948~	Egypt, Lebanon, Jordan	Supervision of Palestine, UNDOF and UNIFIL
UNMOGIP	January 1949~	Jammu, Kashmir (India-Pakistan Border)	Cease-fire supervision over Jammu and Kashmir (Supervision over India-Pakistan Troops)
UNFICYP	March 1964~	Cyprus	Cease-fire supervision and establishment of buffer zone
UNDOF	June 1974~	Syria	Supervision of cease-fire between Israel and Syria
UNIFIL	March 1978~	Southern Part of Lebanon	Confirmation of Israel force withdraw from Lebanon and support to recover the sovereignty of Lebanon government
UNIKOM	April 1991~	Iraq and Kuwait border	report on cease-fire violations & peace threatening activities, and supervision of DMZ between Iraq and Kuwait
MINURSO	April 1991~	Western Sahara	cease-fire supervision and enforcement of referendum on the future of Western Sahara
ONURSO	May 1991~	El Salvador	Supervision of cease-fire enforcement and peace treating activities
UNAVEMIII	February 1995~	Angola	Supervision on the enforcement of Lusaka peace agreement
UNMOIG	August 1993~	Georgia	Cease-fire supervision
UNOMIL	September 1993~	Liberia	Cease-fire supervision Returning refugee in war The implementation of arms embargo
UNMIH	September 1993	Haiti	Supervision of conduct of Haiti's democratization plan Supporting new police plane Supporting construction project
UNAMIR	October 1993~ March 1996	Rewanda	Supervision of cease-fire and the implementation of arms embargo

8) United Nation, "United Nations Peace-Keeping Operations: Background Note 32 March, 1996", United Nations, 1996, p.4-6.

Name	Duration	Area	Major Task
UNMOT	December 1993	Tasikistan-Afganistan border	Cease-fire supervision and enforcement of peace agreement humanitarian supporting
UNCRO	March 1995~	Croatia	Supervision on cease-fire and the implementation of peace agreement
UNPREDEP	December 1995~	Markedonia	Block the prevailing of civil war
UNMIBH	December 1995~	Bosnia Hertzgobina	Cease-fire supervision in Croatia Remilitarization Preventing the conflict between Bosnia Hertzgobina
UNTAES	January 1996~	Eastern Slavania Western Sulmium	Support on the conduct of peace agreement Support establishment of government
UNMOP	January 1996~	Previy	Cease-fire supervision and support on the conduct of peace agreement

## 2) PKO Participation Status in Each Country

### 1. Participation Status of the USA

For the first time, the USA has provided air transportation support for UN PKO missions rather than directly paid the cost for the UN and other nations which participate in PKO. For example, in 1978, the US Air Force gave support by flying 117 missions carrying the 3,281 tons of cargo and 2,642 personnel. This amounted to 8 million dollars of valuable free service, and in 1988 it provided 220,000 dollars worth of service to UNGOMAP in Afghanistan and Pakistan area for transportation which was recorded as a free donation. Even though the USA has asked the UN to refund these expenses, it has provided 7 million for UNIMOG in Iran and Iraq area, and 4 million for UNTAG supporting provisional government of Namibia.

### 2. Participation Status of Four Northern European Countries

Denmark, Finland, Norway and Sweden have played import roles in PKO since the middle of the 1960's. They have not only a strong relationship with the UN, but have also participated extensively in PKO. The UN suggested that a National Stand-by Force for handling critical international situations be founded in 1952. Several countries which participated in UNEF-1, in 1959, agreed to found a National Stand-by Force in the early 1960's. The Nordic Stand-by Force at Disposal which is

under the UN was organized in 1968.

They have a standing army that can be called up out of the reserve forces and have prepared a system for organizing training and dispatching troops. They also organized the Nordic Committee for Military UN matters(NORDSAMFN) and periodically discuss matters about PKO activities and prepared the place which will be establish for asking the UN.

### 3. Participation Status in the Japan

Since 1956, when it became a member-state in the UN, Japan has debated the pros and cons of participating in PKO and domestic constitution from 1958 to 1990. It just looked at possibility of participation of PKO. When Peace Keeping Operation Law was registered by the UN due to the Gulf War, the Japanese government openly discussed this issue in October 1991, and permitted the dispatch of her Self-Defense Military Forces by law.

In the process of making the law, there were many complications and much heated controversy. The Japanese government adopted the "International Peace Law" which has a lot of restrictions and conditions on Peace Keeping Operation activities. Specifically, the law has restricted the dispatching of military forces for logistic support only. It will be limited to this level until new laws are constituted in the future.

According to the International Peace Law which was made in 1992, Japan established the International Peace Keeping Troops to dispatch military forces under UNAVEMII and UNTAC. Japan also dispatched troops to Mozambique, El Salvador and Rewanda.

### 4. Tendencies and Prospects of PKO

Since PKO was first started in 1948, we can find several variations in the way it functions to resolve disputes.

First, there have been qualitative as well as quantitative changes in its mission. By 1985, 13 PKO organizations had been set up. However, since that year, another 25 structures have built up and over 310,000 of PKO troops have been active in areas of dispute. The traditional mission of PKO was limited to cease-fire supervision. Now its modern mission is being widened to encompass refugee repatriation,

resettlement, the establishment of basic institutional structure and so on.

Second, the facilities of the UN are strengthening. As I said before, since the collapse of the Cold war confrontation permanent members of the UN Security Council have not exercised their veto power, and as a result, the UN can play a role as the World Government both in name and reality.

Third, these are the increasing permission of compulsory execution measure and the tendencies of setting up for usual readiness condition system. From the foundation of the UN till now, it has had an important role worthy of existence. In the years since the end of the Cold War, its functions and authority are expanding more. Recently, countries have tended to want the UN to settle problems such as third country' civil wars, large-scale encroachment of human rights, refugees and so forth which have become the major security threat of these times.

Considering this kind of demand in international society, PKO will develop within the variable tendencies as we have said previously. It will be really hard for us, however, to increase the level of PKO participation that occurs each year because we can hardly secure a budget. The budget of PKO is on the increase in geometric progression. In 1988, 2.5 billion dollars were spent while 3.6 billion dollars were spent in 1993.

After bilateral conflicting structure got collapsed, the participation of powerful countries such as the US, Russia, Japan, and others could grow and Korea could also have more opportunity become involved. As mentioned before, because of the reinforcement of the UN's function and authority, more preventive dimensions of PKO will be emphasized, for example extension of the right to use armed force and establishment of a readiness system.

When we think of these prospects, we realize that Korea has to prepare its PKO members more precisely in every field of education, training, and legal position.

### **III. Participation and Problems in PKO by Korea**

#### **1. Participated Background and Present Situation**

##### **(1) Background and Prospect**

We started to discuss participation in PKO when we became a member-state of the UN in 1991 and received a questionnaire from the Secretary General of the UN asking whether we might take part in PKO, and if so, which field would interest us.

At that time we had little knowledge about PKO, so an official group from the Ministry of Foreign Affairs, Defense and other concerned institutions investigated the idea. After one year of deliberation our answer about participating in PKO was sent to the UN in August 1992.<sup>9)</sup> The reasons why we decided to take part in PKO just after we became a member—state of the UN were varied. As we contribute to world peace and order as a member—state of UN, we can increase our diplomatic power within the UN and give the ROK Army an opportunity to dispatch troops to foreign lands not only to enhance its ability of military operation in wartime, but also in the event that at a future date it became necessary to request assistance on the Korean peninsula during a critical period. Participation of PKO by ROK Army is less important now, after this time, the end of conflicting among those countries, it will be more important by peace building and friendly exchange between concerning countries.

## (2) Procedure of PKO Affairs in Korea

If the Congress agree and President approve after the investigation of the departments concerned as the Ministry of Foreign Affairs(MFA) or other to whether we could participate in PKO or not, the Ministry of National Defense(MND) is getting ready concretely to accomplish its mission. All these things are based on the Instructions of MND. This Instructions consist of 5 chapters, with 44 articles and clauses. The first chapter contains a goal, definition, extent of application, procedure of dispatch, and so on about PKO. The second one describes the extent of divisions, and their responsibilities by departments and institutions. The third one refers to the concrete procedure for support and management of PKO. The fourth one is concerned with overall procedure such as the decision to dispatch troops, preparation, performance of mission on the spot, and withdrawal, and other matters. The fifth one is concerned with the education and training necessary for PKO members.<sup>10)</sup> Its legal basis for troops to accomplish their mission is not completely established yet, but this will be explained in detail in the next chapter.

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9) MND requested by Ministry of Foreign Affairs to review the possibility of Military Personnel Participation unit of I INF BN(p.540), medical support team(p.154), observer(about p.25) after 4 month consideration.

10) MND made and issued "UN PKO Activity Regulation" as MND official order 516th in August 1995 in relation to PKO participation.

### (3) Actual Conditions of PKO Participations

Since an engineering unit in battalion strength was dispatched to Somalia in 1993, our country has increasingly widened the field of its PKO activities.

In 1994, we dispatched a medical service group to the Western Sahara, and military observation teams to troubled areas in the Indo-Pakistan region and Georgia. In 1995, a bridge construction engineering battalion was sent to Angola.

<Table-2> Current Situation of PKO's Participation

PKO Region	Western Sahara	Indo-Pakistan	Georgia
PKO Name	MINURSO	UNMOGP	UNOMIG
Dispatched Personnel	ROKA Medical Service Group	Observer	Observer
Mission	Western Sahara Election Support Group Medical Service	Cease-War Guard	Cease-War Guard
Personnel	Officer:32 N C O:4 Enlisted:4	Colonel:1 Major:5 Captain:3	Major:6
	Total:42	Total:9	Total:6
Duration	1994. 4. 16~	1995. 11.~	1995. 10.~

As shown in the table, we are now participating in three PKOs. In the case of the Sahara, we were assigned a one year period of duty by the UN but were asked to extend the length of stay because of the positive response of the natives living there. Consequently, the duration of our activities there.

#### 1) UN-Somalia Active Group(UNOSOM II)

In September 1992, we were asked by the UN to dispatch a 70-person medical service unit, but the request was refused because of the urgency of the schedule, the difficulties in compilation of the budget and the insufficiency of time to get matters arranged by the National Assembly.

As Somalia's situation became more serious, the UN decided on a military operation to restore order and entrusted the US with the implementation of the operation. Then in the middle of December, 1992, the UN and the USA asked us to dispatch a

unit and agreed to pay the costs to our government.

However, our government—supported only by 200,000 dollars and considering the difficulty of dispatching a unit when the US was terminating its involvement in Operational Restore Hope (ORH)—decided to request that it be permitted to postpone taking part in PKO (UNOSOM II) until the end of January 1993.

The government, after twice refusing requests, then decided to dispatch a medical service group and a local survey team to the area. However, after an investigation, it was decided that an engineering unit was needed more than the medical service group, so it was decided to dispatch 250 members of an engineering construction battalion. The national assembly agreed to it on 18 May 1993. The Battalion named the Sangrooksoo Unit was established on April 23 and dispatched on July 3, 1993. After accomplishing the mission successfully in Somalia, the Battalion returned to Seoul on March 18, 1994.

## **2) UN Western Sahara Observation Team (MINURSO)**

We received a request to dispatch medical service unit that would alternate Swiss Medical Unit (SMW). This was agreed to by the National Assembly through proposal to take part in Western Sahara Observation Team (MINURSO).

The ROK medical service unit established a central medical center in the Layoune area where the PKO command of the Western Sahara is located, and made a traveling clinic for personnel at ten—UN team sites to provide first and second level treatment for the PKO personnel on location.

In addition, they are accomplishing other missions which include sending back the seriously injured by air to a medical center in Laspalmas in Spanish territory and also sanitation assignments such as preventing epidemics, by supervising a food sanitation, and examining water supplies.

## **3) UN India—Pakistan Observation Group (UNMOGIP)**

The UN India—Pakistan Observation Group was established to oversee a cease—fire that was announced in 1949 to end an all—out war in the region. Currently 40 military observers from 8 nations including our country are active there.

In accordance to a request from the UN, ROK has participated in this mission by assigning 5 captains and majors to 12 field stations and a mobile team as observation personnel.

Since their operation has been well rated, 3 more personnel have been added to



the on going mission in October 1995 and a ROKA colonel has been appointed to the Deputy Chief of Military Observers.

#### 4) UN Georgia Observation Team (UNOMIG)

The UN has accepted Georgia President Shevardnaze's observers. Currently 134 personnel from 23 different countries are keeping their eyes on the cease-fire in this area as military observers.

In June 1994, Korea received a dispatch request from the UN and sent 6 officers to the operational areas. Right now, 5 personnel (4—Army, 1—Marine) are watching, along with other observers, for compliance with the terms of the which includes prohibition of armed personnel and heavy weapons in the safezone, and observation of heavy weapon storage.

#### 5) UN—Angola Probe Team (UNAVEM III)

Currently 7,121 personnel are operating in 61 areas including 6 battalion infantry units, 350 military observers and getting grid of field mines specialists. ROK received an engineering unit dispatch request from the UN in February 1995, and organized a local survey team to investigate the area twice. The dispatch of an engineering unit was decided when the ROKA obtained the permission of both the president and the congress. Currently 6 officers (1—lieutenant col., 4—major, 1—captain) are acting as the HQs Staff Officers.

In October 1995, 198 men of an engineering battalion left Seoul to engage bridge construction and maintenance in the middle of Angola. They came back at the end of November 1996, 1996 after successfully accomplishing the operation.

## 2. Criteria for Korean PKO Development

We estimate that the demand for peace keeping activities will increase rapidly, more than at any other previous time, because of the lack of strong, stable political systems in many countries struggles for territory, and the fact that racial and religious conflicts are becoming increasingly common now that the Cold War has ended.

At this time, Korea's participation in PKO activities promote its dignity and provide more opportunity to be active abroad because of our presence in these areas and so we expect our PKO missions will increase gradually. Many missions will be given to our country in consideration of the international political situation and our

country's interest.

In spite of the fact that we ordinarily organize a general procedure and process for PKO operations to ensure close coordination between the staff concerned, we are apt to overlook the importance of the mission as a result of having others see it as a very simple and not a difficult task. Planning and real employment of PKO is not as simple as we think because it includes very difficult and sophisticated political problems.

In particular, the mission should be accomplished in accordance with MND regulations rather than the official law basement. This should be corrected. Considering that an increasing number of UN members tend to be idle in doing their share, in contrast with the UN's expenditure, it is important that we take action to prevent such a situation.

<Table 3> The Amount of Non Contribution (October 1995)

COUNTRY	MONEY(Unit:0.1 billion \$ )
U S A	8.8
RUSSIA	4.98
JAPAN	1.97
UCRAINE	1.85
FRANCE	1.01
OTHERS	4.29

The preparation for a legal basement for judicial defense action against the increasing threat to security, the improvement of the PKO detachment organization such as training experts, and the training and education of management, should be addressed soon. In fact we are at a low level of PKO activity in comparison with other countries because it has been just one year since the Defense Staff College, the main authority at present, accepted the mission and began to train and educate personnel. It will be necessary to study and develop in many areas in consideration of the increasing demand for PKO activity and increase Korean participation, not only in the area of military personnel but also police and civilian as well. We must take part as members of a routine organization and quick response team, and soon. Even though we have many problems to solve in PKO development, our first consideration should be the preparation of a legal basement of funds security and a system of organizational training and education.

## IV. Proposal for Korea's PKO Development

The Korean PKO detachment is the first force sent abroad by our nation as qualified UN members. This represents our country's dignity and we're proud of it because our participation marks the end of our earlier under development as a country and our recovery from poverty. Korea was assisted by other countries, and so I believe it will benefit our country and will be very meaningful for us to develop in this area. However, we are weak in some areas of PKO activities, for example in the processing of work and mission accomplishment, because of our short history and background with PKO. We should support PKO participation in order to be proud of contributing to keeping the peace and maintaining order.

### 1. Preparation for Legal Basement for PKO

So far we have been participating in PKO activity through parliamentary agreement according to Paragraph 2 of Article 60 of the Constitution rather than through real legal provisions. It is possible because we do not have any problems regarding constitutional restriction which is quite different from the situation that exists in Japan.

At first, we thought it would be very simple but it wasn't. Accomplishing the PKO mission with military orders by MND has proved to be a barrier, as shown, when we had to wait for parliamentary agreement to extend the period of stay in Angola of our engineering force or in the Western Sahara in the case of our medical forces. The newspaper article "Ministry of Foreign Affairs considering PKO detachment without parliamentary agreement" embarrassed the ministry though this shows a distinct restriction of the PKO mission through military orders by MND.

PKO policy is part of national affairs. It should be performed coherently. Therefore, government should provide a legal basement to promote coordination with each department and to make clear each area of responsibility. We should keep in mind that the UN or other countries will blame us for any failures in PKO accomplishment if we do not prepare for a legal basement or make systematic arrangements as a member of the UN Second Permanent Security Council for national interests.

As mentioned above, we should take action to establish a legal basement which provides a rational for PKO participation, and clearly assists the national interest. We should be sure to promote coherent UN PKO activities with systematic proce-

dures and also provide legal status for the participants. A base budget and stated mission, shared by each staff section should be firmly established.

## **2. Build-up for PKO Fund**

The UN is supposed to furnish PKO participant countries with a reimbursement of their expenditures for any activities undertaken. The real amount recovered is 25% of the actual cost at most. Furthermore, since the UN has balance in the red and a deficit of 1.5 billion dollars yearly for PKO activities, it is almost impossible to collect any payment.

The PKO budget organization at present is required by each section which needs it. The period of budget organization will be determined according to the time of detachment and parliamentary consent. The PKO budget will be acquired and used in coordination with the Ministry of National Finance & Budget after reporting to the budget authority in the MND with integrating subordinate sections concerned substantially. In the position of MND, the budget for PKO is borrowed by the government before receiving it from the UN, and then returned to the government later. There would be no problems if UN country members paid their share of the money but many countries do not pay in time. Even worse, some countries refuse to pay it. Because of this, our country is in a position of not being paid by the UN.

At this time the government shouldn't give such a burden to MND alone because PKO activities are an international concern even though the MND must be at the center of these matters.

We estimate we should create, in a timely manner, a special fund in preparation for a gradual rise in PKO activities.

## **3. The Measures of Self Defense Right Action and Clarification of the Actions in Detail**

The trend nowadays is to avoid a dangerous operation like the peace enforcement that was conducted in Somalia. Without the assurance of security, nations will not become involved in such actions.

For example, the UN Security Council decided to dispatch 5,000 men to PKO in Rwanda, but with the exception of France and neighboring African countries, most nations were reluctant to involve themselves in the venture.

Therefore, in considering that our soldiers may be exposed to armed attack from warring parties in the event that a situation deteriorates in an operational area, they should be armed for self protection within the bounds of their status as non-combatants.

We should reevaluate the equipment considered necessary for security and protection measures like machine guns, armored personal carriers, helicopters, etc. Also the concept of self defense should be made concrete by establishing an official order to permit dispatched soldiers to protect themselves in cases where they are threatened. To minimize the possible casualties in PKO we should further develop this issue and make an effort to have it acknowledged internationally.

#### 4. The Organization of Stand-by PKO Unit

Korea registered in the early 1995, when recommended by UN to participate in stand-by arrangement. We now have the chance to organize and maintain a regular unit appropriate for stand-by arrangement so we can respond positively to future UN requests for assistance.

According to a determination made by MND, the unit would consist of approximately 800 personnel organized<sup>11)</sup> and operated in a normal condition to insure the prompt mobilization and dispatch of an appropriate sized unit upon request from the UN. This will also allow fund alway ready to use. In the case of a North Korean invasion, this unit's mission would be to conduct civil operations similar to PKO actions. Thus it can be done without making big change or idling a peacetime military strength.

Furthermore, the purpose of PKO activity in the future will not be limited to the settlement of armed conflict, but will include extensive activities involving restoration projects in which civilian participation will be increased. We should prepare a system in order to act promptly anytime a mission occurs by designating companies, selecting civilians in advance and giving them on the job training(OJT) instead of annual mobilization training. Civilian participation will not be difficult, if we use the present military mobilization system.

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11) INF, p.540 personnel, ENG p.130, Medical Support Team p.70-80, 2 explosive defusion teams, p.11, Marine Rescue Members p.10-15, observer p.36.

## 5. The Establishment of PKO Regular Training Institute

PKO is not just military operation. Only for the effectiveness, military is overestimated as the best performer. Therefore PKO training cannot be completed with necessary military training alone. We also cannot overlook the fact, referred to earlier, that PKO participation is supposed to extend, Korea's status, by degrees. If preparation for training falls behind, Korea's image will be damaged. We should establish a regular training institute for extending PKO participation, and have it solely train all units, and personnel, that is, stand-by PKO, BN and support units, military observers, civilians and companies. This training institute would be solely responsible for PKO missions. It would operate under MND direct control, and closely cooperate and other organizations with the Defence Staff College, Army Intelligence School, and other organizations.

In addition to the recommendations above, there are things to be reviewed over various fields such as complement of instructions, logistical support issues, curriculum planning, etc. These issues, however, are being studied by the Defense Institute, Defense Staff College, the Logistics Department in MND, and the Joint Chief of Staff, so we are expecting a remarkable development.

## V. CONCLUSION

With the coming of the post Cold War era, the UN is conducting PKO operations around the world, to settle frequent disputes. As our country has joined the UN membership under such circumstances, we have been requested to take responsibility relevant to our national power. Especially now that we have been selected as a non-standing nation in the Security Council in the 50th General Meeting, our PKO participation must necessarily increase.

As Korea's participation extends, its roles and tasks will increase, and the expectations of international society, nations, and peoples will grow. Thus the military must actively prepare all things concerning PKO in a positive manner. Two causes must be carried out at the same time: Korea must strengthen its diplomacy as a means of gaining its economic national interests, and also dedicate itself to the maintenance of world peace. For these reasons, the establishment of a department to take charge of all matters is necessary to carry out the mission decisively. This department should review all the issues, in addition to the ones suggested above, and

make a developmental plan. By doing so, we will gain credit and respect from international society, and achieve a successful result by contributing to our own national interests.

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