Development Trend of Crisis Management System in Korea

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I. Introduction

1. Purpose of Research

From the beginning of history, a great number of wars caused by conflict of idealogies, racial discrimination, needs to reserve natural resources, and territorial ambitions have changed global maps and streams of history with heavy damage to mankind in all parts of the world.

As mentioned above, a lot of events have also happened in persons, families, and every side of society. As results of wars, conflicts, party strifes, and ets., small or great events are inevitable at home and abroad.

These kinds of great or small events always follow a crisis. Good crisis management can prevent one from causing great or small events by way of overcoming national strifes and international collision.

Looking back upon the past history, wars around 900 times had caused sufferings of the Korean. The Korean War, social chaos during the April 19th Student Revolution Day, the October 26th critical situations, the serious state in Aungsan Burma, the U.S. intelligence ship "Puevlo" kidnapped to North Korea, the EC-121 plane shot down, and the event caused by reason of a poplar tree at Panmoonjeom could be belonging to the unforgettable serious crises.

Every kind of critical situations including wars was disastrous enough to menace the existence of a nation. On the other hand, there are many cases in which well-controlled crisis management in advance made one overcome the sufferings.

Since the War in the Gulf recently broke out in the reconciliation mood of New-Detente, it gave a terrible shock to the world and industrial environments.

The national intelligence agencies including even C.I.A. made some errors in

interpreting accurately the information of the war. It is not easy to recognize a crisis in advance, grasp the actual identity correctly, and be sagacious to cope with it. The U.S. President Bush showed the culmination of a frontal break-through under the critical situations.

The success is not for fortuity or pluck of President Bush but for the result of improved ability to manage the crisis leading to the formation of the multination-al armed forces which had been organized as the result of untiring endeavor and persuasion for 5 months.

As a modern society becomes pluralistic, forms of cirses appear to be diversi-fied and antagonistic groups can come out of various sides of a society. The purpose of this research is whether an unexpected critical event can be adequately coped with under current social systems of a society and institutions or not. At any time, unceasing endeavors with precise interpreation of situations as well as wise arrangement are inevitable in order to save one's nation in a great crisis.

2. Scope and Method of Research

Though a lot of international political scientists and foreign policy determiners have a great interest in problems concerned with crisis management and develop various approaches to solve them, the knowledge is relatively superficial to apply the theory developed by complicated circumstantial elements, that are, situational — home or abroad — variables of events to an actual crisis. Therefore, a great difficulty in establishing the crisis management system suitable for one's own country as well as motives and circumstances of the crisis remains.

The scope of the dissertation comprehends the military crises threatening the security of a nation, the economic crises like unstable money flows and oil shock, and the social crises of catastrophes and delinquent behaviors. As mentioned above, crises appear as sudden events in every side of a society because the sources of crises are widespread, for example, military, political, economic, social aspects of a society.

Among all of the sources, the main focus of the dissertation is on the problems concerned with the security of a nation which the heaviest weight in a real life, namely a crisis in a narrow sense.

The research method of the thesis is a kind of approach to analyze a degree of potentiality which the current Korean crisis management system has in the pro-cess of predicting, interpreting a crisis, and setting an alternative in order to surmount the crisis. First of all, understanding the concept of a crisis and existing theories as a foundation of the research should be considered. By help of inter-views with the personnel concerned with the problems of a crisis and references pertaining to national security, international crisis, and process of policy decision, the research method is the compare the Korean process of policy decision to

foreign crisis management systems. After the comparative analysis, the research is designed to raise and test the problems while bringing out the countermeasures to cope with them.

II. Several Existing theories on Policy decision in crisis

1. Concept of crisis

"Crisis," originally a medical terminology, is the derivation of a Greek etymology "Krinein" (disunion) meaning the turning point for better or worse. According to the American Heritage Dictionary of the English Language, "Crisis" is defined as follows;
⟨1⟩ a crucial point or situation in the course of anything
⟨2⟩ a turning point
⟨3⟩ an unstable condition
⟨4⟩ a sudden change
⟨5⟩ the most tense tate of opposition
   Even though various kinds of concrete definitions to the concept of a crisis are proposed by scholars, efforts to establish the concept result in two points of view; first, systematic point of view in which a crisis brings about considerable changes in quality, quantity, and intensity in interactions among nations. Second, policy decision point of view in which backgrounds and motives of participants as well as perception of threats and responses on the limited time for policy decision are focused on.
   From the systematic point of view, Professor Charles F. Hermann comments on a crisis. "A crisis is a state of war under which the possibility of war or the degree of interactions in violence increase unreasonably among two or more nations." "In terms of the policy decision point of view a crisis in mentioned as a state featured by threats to major objectives of nations, limited time for policy decision, and sudden attacks to policy deciders.
   The definition concerned with the systematic point of view is also referred by Oran R. Young. "An international crisis is a series of expeditiously demonstrated events that have such an influence on the international system and substantially abnormal subordinate system as to unsettle the power of the system. On the other hand, the crisis increases the possibility of violences that might be seen within the system."
   Howard H. Lentner's research on the concept of a crisis based on the policy decision point of view defines a crisis as follows;
⟨1⟩ A crisis is what related to the national interests of the U.S.
⟨2⟩ Highly limited time is allowed to respond a crisis.
⟨3⟩ A crisis includes uncertainty.

⟨4⟩ A crisis usually happens in unstable regions of the would.

⟨5⟩ A crisis does not continue long in existence.

⟨6⟩ A crisis contains elements of violence and political instability.

⟨7⟩ A crisis comes from various grounds.

James A. Robinson classifies the concept of a crisis into two parts of a substantial sense from the systematic point of view and a procedural sense from the policy decision point of view.

⟨1⟩ A crisis is sometimes a kind of turning point in explaining the sequence of events and bdhaviors.

⟨2⟩ A crisis is a situation in which the drgree of desire for action is high in a participant's thought and plan.

⟨3⟩ A crisis is a threat against the goal and objective of a participant.

⟨4⟩ significant results that are to be formed into the future of the country concerned with a crisis follow.

⟨5⟩ A crisis is a series of events that form a new environment.

⟨6⟩ A crisis is a period during which uncertainty about assessment of both an alternative and a situation dealing with a crisis increases.

⟨7⟩ A crisis is a period or a situation in which control on effectiveness of events decreases.

⟨8⟩ A crisis is characterized by imminence which gives doers both stress and apprehension also.

⟨9⟩ A crisis means an environment or a group of environments where information useful to participants become abnormally inadequate.

⟨10⟩ A crisis has a feature of increasing time-pressure on participants.

⟨11⟩ A crisis can be expressed as a relation among participants.

⟨12⟩ A crisis increases tension among participants, much more in a political crisis among nations.

However the concepts of a crisis differ slightly by definition according to scholars, a crisis is defined after all as unexpected events taking place abruptly. A natural disaster like a flood or an earthquake, inappropriately controlled technology resulting in radiation leakage owing to breakdown of an atomic reactor or leakage of toxic gas due to destruction of a chemical factory, and expression of social conflicts like occurrence of a huge demonstration and powerful operations for repression it might be included in traditional sources of a crisis.

A crisis is characterzed as a social situation that should have not happened. There are lots of instances in which a crisis is an unpredictable occurrence or expanded beyond one's expectation.

In a word, all of organic bodies whether persons or groups can not avoid high degree of risk born in the process of policy decision because even their existence is in danger depending on the decision made. For that reason, the procedure of policy decision assumes a special aspect.

2. Existing Result of Research

In the research on crisis management, it is necessary to recognize the fact that international or intranational crises and small or big crises are associated with each other under the relationship of cause and effect. The research seems to be originated for the purpose of escaping a great crisis, calculating pervasive effects, and minimizing damage caused by big strifes in every region of the world.

Crisis management designed to cope with not only a crisis in a narrow sesne — a crisis concerned with national security — but also a crisis in a broad sense like an economic crisis, social instability, and all kinds of delinquent and destructive behaviors now stands as a methological research sphere.

Submitting many case studies, researchers in Europe and America has been substantially and actively engaged in crisis management since the Cuban Missile Crisis of 1962. No matter how hardly can knowledge related to crises be accumulated since crises in the past are independent of those in the future, reseachers on a crisis endeavor to apply scientific research methods to a general theory. For example, in order to get an answer to the question — policy deciders may have — of perceiving a potential crisis in advance, escaping from it, bringing a peaceful settlement to it, taking advantage of it as an opporunity of acquiring political, military, and economical interests, and so on, researchers seek for variables applicable to a crisis, the limitations, hypotheses that can be proved by experiments, and use of technology to get evidences that will support the hypotheses or reject them.

Several results of researches are:

According to the result of research proposed by Robinson and Snyder, interactions among three groups of variables concerned with an occasion for decision, an individual, ans organization explain the results determined. It is degree of expectation, existence of prior plan, and availability of time that construct the variables related to an occasion for decision. In the case of the variables accounting for an individual, personality, social background, experience, and personal sense of value belonging to policy deciders are of importance. Though difference in the forms and levels of an organization can be found, a policy deciders is supposed to be have within a series of rules, restrictions, anticipation of organization.

They present various elements of personality and introduce a method of explaining that the elements of personality have influence on styles of policy decision as well as the results. It is, however, hard to recognize that what elements of personality exert what kinds of influences in a concrete way. Although past experiences like education, religion, occupation, and so on are going to have influence on the behavior in the future, a problem of correlating the experiences

with the behavior still remains. Rules, restrictions, and procedures in an organization come into question in spite of the fact that a person's sense of value must be an important influential element.

It is essential to examine an organization as a major variable in the process of decision. Robinson and Snyder say that the form of an organization is of importance in case that an organization is regarded not as a constant but as a variable. They enumerate Dahl and Lindblom's classification of organizations; class organization, bargain organization, oligarchy organization. The classification is focused on relation of control. Etzioni's classification of organizations is based on sourses and means of control. They also indicate that experimental approach is inadequate in this study because the above-mentioned research method includes simultaneous variables in several dimension. In order to overcome the difficulty, Hall proposes the comparative approach to an organization in six dimensions; division of labors founded on fuctional sepcialization, prescrbing rights and duties allocated to members of an organization, procedures dealing with work condition impersonalization of human relation, assignment of a position based on techincal competition, promotion, etc. However there remains a question of measurement whether a standpoint of an organization in one dimension is correlated with that of another or not. Robinson and Snyder, finally, take notice that the variables correlated with those in the occasion of decision or individual policy deciders are able to be found in an organization. They also recommend to focus on the characteristics of an organization for foreign policy decision and the difference between organizations for domestic and international policy decision. Hermenn prersents that personality influences the process of decision under one of the following conditions.

⟨1⟩ a leader should interprete a situation.

⟨2⟩ a leader takes a part in policy decidion in the case of a crisis.

⟨3⟩ a leader has a far-reaching power over policy decision.

Under such conditions, the process of policy decision depends on system of conviction, motives, kinds of decisions and personal relations.

Besides the variable of personality, the variable of perception also exists. Perception is a process through which an individual selects, organizes, and interpretes informantion from the objective world. Two variables — individual system of conviction and image — have influence on this process.

Ole R. Holsti explains the relationship between perception and 2 variables of system of conviction as well as image in Diagram 1.

Diagram 1 shows two pathways toward decision in the process of policy decision. Input information is added up to decision indirectly through system of conviction and image. It also comes directly to decision through perception. But Holsti's concept about system of conviction has lots of demerits to explain wars committed by individual nations.
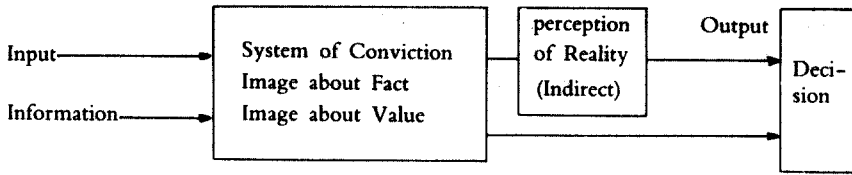
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                  ┌───────────────────┐┌───────────┐ Output ┌──────┐
Input───────────▶ │ System of Conviction││ perception │───────▶│      │
                  │ Image about Fact   ││ of Reality │        │ Deci- │
Information─────▶ │ Image about Value  ││ (Indirect) │        │ sion │
                  └───────────────────┘└───────────┘        │      │
                           └──────────────────────────────▶│      │
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Diagram 1. Process of Policy Decision

3. Stages of Crisis

A crisis in a narrow sense — a war causing damage to national security — develops as follows; Severe conflict of interest among the persons concerned at the first stage of a crisis is not enough to give rise to the cirsis.

For example, A or B must begin a stimulation action (precipitant) that makes the same conflict come up to the surface. If A broke through the present condition in an attempt ot make present conflict of interest advantageous to himself, B challenged A, and then A resisted against B, a crisis would be built up.

In other words, conflict of interest among nations is latent in peace time. After one of the nations act as a predipitant, the other(s) will challenge it, resistance against the challenge will happen, and fianlly tension will become high enough to cross the crisis threshold. The resistance coming out at this time may be denied publicly and immediately. Without an official response, the resistant makes the challenger relinquish its desire by the help of public opinions and einforcement of posture of defense. The resistant can not only make use of resistance and suppression at the same time but also scare the opponent in a public or suggestive way while being ready for a war.

When both parties confront a problem of alternative selection concerned with how to perceive the opponent's threats and how to cope with the threats, conflicts among individuals and groups within units of policy decision at the first stage while conflicts among the uppermost at the final policy-selection stage will happen.

As soon as they cross the crisis threshold, mutual confrontation begins. sometimes tension becomes so high that they may be on the brink of a war. On the other hand, the degree of tension becomes mitigated. Both parties proceed with crisis bargaining in order to escape from the war, get the maximum profit, and minimize the loss.

To minimize the loss, both parties ought to escape from the war. For that reason, they should have totally different situations from now and situations, named a crisis, would seem to be over. at the stage of confrontation, however, if one made a firm resolution in favor of a war, the other would suggest capitulation. both parties in the equilibrium of power would perceive the danger and

finally come to compromise in ouder to escape from a greater disaster.

Among approaches to the research on crisis management in a broad sense, the model of process of crisis management developed by the Averican Federal Emergency Management Agency (FEMA) is the most extensively known as a practial approach model.

The model classifies activities of crisis management into four stages in terms of time in crisis management; mitigation stage, preparation stage, confronation stage, and restoration stage. Mitigation and preparation activities are prior to influnce of a crisis. On the contary, confrontation and restoration activities are settling ones after inflence of a crisis.

One of the most important matters in crisis management is that every effort should be devoted to mitigate a crisis prior to influence of a crisis, so to speak, mitigation activity. Policies of a government ought to be based on precaution and mitigation. A prepatory apparatus is needed to protect oneself to some degree from the worst influence of a crisis as possible. That is so-called preparedness.

In the stages afterinfluence of a crisis, minimization of damage and restoration to the situation prior to outbreak of the crisis are to be dealt with. Once critical situations exert an influence, decision of one's mind on confrontation and restoration must be made under the condition of uncertainty and time pressure. The decision is also characterized by critical situations having an important influence on the course of a society.

Decision precess under the condition of high degree of uncertainty and time pressure has following features;

⟨1⟩ Decision process is highly inclined to grasp political power.

⟨2⟩ Unofficial or immediate decision may replace rules and procedures in many instances.

⟨3⟩ Both amount and velocity of upward and downward communication are inclined to increase.

⟨4⟩ Sources of information rather than contents of information are more important. decision process is incline to depend on the sources which the deciders have used to believe in, and thus prefer.

the stages in Diagram 2 summarize the crisis in a narrow and broad sense.

4. Crisis and C^3I

It is indispensable in the process of practicing alternatives for the uppermost decider to establish a network for effective command and control as well as maintain a high level of vommunication network for reporting and transmitting swift information for the period of a crisis.

C^3I widely used nowadays in military affairs as well as corporation management has been developed by the military. C^2 (Command and Control) means that

Crisis in a Narrow Sense (Military Crisis)	Stimulating Behavior for Resolving Conflict of Interest	
	Challenge	
	Resistance	
	Configuration	
	Crisis Bargaining	
	Capitulation	
	War / Capitulation / Compromise	

Crisis in a broad Sense (General Crisis)	Stages Prior to a Crisis	Stage 1 (Mitigation)	Mitigation of Symptoms of a Crisis
		Stage 2 (Preparation)	Preparation in the Course of Plunging into Critical Situations
	Stages after a Crisis	Stage 3 (Confrontation)	Confrontation to Critical Situations after influence of a Crisis
		Stage 4 (Restoration)	After Cessation of a Crisis, Restoration to the Conditions Prior to Outbreak of a Crisis While Preventing Proliferation of a Crisis

*Classification in Terms of Time in Crisis Management
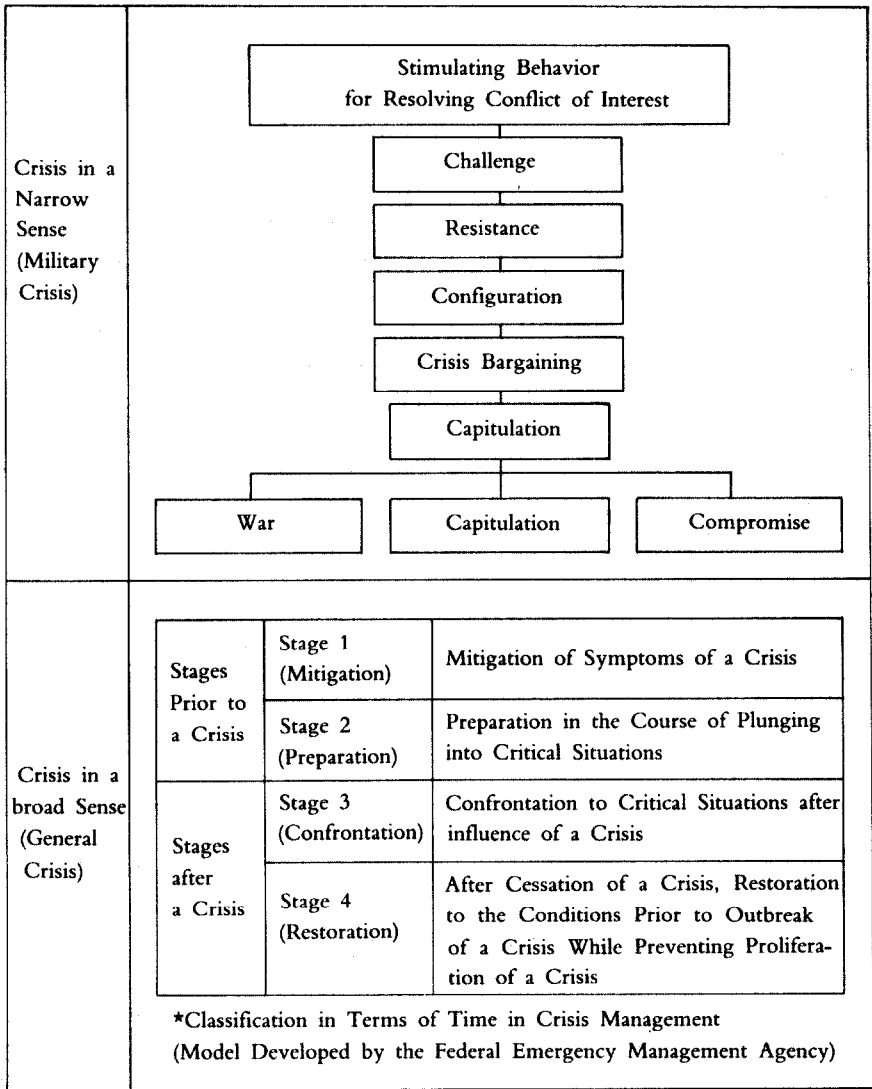(Model Developed by the Federal Emergency Management Agency)

Diagram 2. Stages of Crisis

the mission allocated to a commander is accomplished through planning, directing, cooperating, controlling both military forces and operations by the help of coordination of personnel, equipment, communication, facility, procedure, etc. Communicaion-one of C^3-is defined as means or methods by which some information is delivered from a person or a place to the others or the other places with the exception of letters passed through nonmilitary channels and conversa-

tions without direct help.

Consequently, according to the concept of C^{3}I, alternatives based on information concerned with enemies for the period of a crisis are to be established and a national leader prevents unnecessary extension of a war. By the help of C^{3}I, the leader can make use of information, intelligence, and limited armed forces in productive and effective way.

There has been the possibility of a nuclear war due to an accident or misjudgement since the Second World War. The importance of C^{3}I has come to the surface in compliance with people's desire to escape from the nuclear war. The importance of strategic control by armed forces has been emphasized and the development of communication technology has made the control feasible.

With astonshing advances in the communication technology by the help of computers and communication satellites, the highly advanced communication network as WWMCCS (Worldwide Military Command and Control System) comes to appear.

WWMCCS is the command and control system directly or indirectly used by all departments in the government for the period of a crisis even though WWMCCS is the system for coordination of personnel, equipments, communication facilities, and manipulation processes that will be used for the Chairman of the Joint Chiefs of Staff and the commanders under the control of the Chairman to plan, direct, cooperate, control the operational activities of the U.S. armed forces.

Communications exchanged through WWMCCS in time of peace are classified into three kinds: messages that deliver information needed for military operations, data communication that delivers a huge volume of information of administration and military equipments, exchange of information that is not open to the individuals concerned.

When this kind of communication method is used in a crisis, the amount of information collected and transmitted through the system will increase.

By way of preparation against the amount of information that will be increased in a crisis, the Department of Defense makes the "Minimize" plan to restrict non-urgent communications. the Department of Defense says that with effective practise of the plan, big problems will not happen.

All elements, for example, political, economic, diplomatic, social elements, and the like are mixed up in the present problems of national security. Therefore, a military leader should consider extensively the problems concerned. There are, however, some cases in which the leader focuses on such a only military element that he can not consider the other extensive opinions.

Excessive centralization of control on tactical military operations by a political leader may cause several problems. First of all, a heavy burdern is levied on the system of C^3. If communication were interrupted by enemies' disturdance and

interference, flexibility of the leader in a lower echelon only waiting for an order from upper authouities would become dull or deficient.

Another problem concerned with appropriateness of C^3I system for satisfying the necessity of centralized control is also in existence. Ability to transmit and process information is essential to centralization of power. But rapid increase in the amount of communication such a degree as to interrupt communication itself may have unfavorable influence on timeliness and appropriateness of information.

Late or insufficient information may prevent the center from making a decision. In consequence, the center can not help transferring the power to the lower echelon requesting to receive information as soon as pollible.

The other problem is the specialization of a occupation. Nowadays, advanced technology let one in the situation room of the White House not only look into the very spot of a combat but also estimate the anticiapted requirement including man power and materials between both parties and communicate with the commanders in the very spot. Even though the situation is developed into uncontrollabel extension of a war due to sensitive confrontation in this unclear age, a combat is a kind of technology, thus asking specialization.

Theoratical parts pertaining to scholars as well as experiences and knowledge accumulated in battle fields should be equally considered.

Standing from this point of view, one might see the blindness of political leaders who dared to control the tactical operations in the situation room just as military leaders who focused on the only military interests in the process of discussing alternatives in the Cuban Crisis.

III. Crisis Management System in Korea

1. Crisis Management System of Government

(1) President

The position and obligation of the President are clarified under Article 38 of the constitution. The President, the superior decision maker of national policy, is a head of a nation, a national representative for foreign countries. He also takes charge of independence of nation, territorial integrity, continuity of country, and protection of the constitution.

According to extraordinary powers given to the President in a crisis, the President has the right to take actions on general national affairs including internal administration, foreign affairs, national defense, economy, financial affairs and administration of justice when he decides the protection of nation is required because of a natural calamity, a crisis of finance and economy, a war that threatens the national security or similar states of emergency. In wartime or similar situations of emergency, the President can respond to military demand

with manpower or proclaim ligitimate martial law for public security.

He consults close aides, the mimisters of important departments, and the State Council or the National Security Council to exercise these authorities.

2) State Counmcil

The State Council, the supreme organization of national consulation is designated to operate for supporting sufficient consulation about a national policy. The President as chairman, the Prime Minister, and 15 to 30 cabinet members compose the Council. The State Council is divided into a regular meeting once a week and an estraordinary meeting when needed.

Among the objects of national consulation that contain the characteristics of emergency measures are;

⟨1⟩ Basic plan of national administration and general policy of gevernment.

⟨2⟩ Declaration of war, peace negotiation, and important foreign policies.

⟨3⟩ Proclamation or withdrawl of martial law or emergency measures by the President.

⟨4⟩ Essential particulars on military affairs.

Bills are classified into matters for decision and report. Decision making of the State Council requires presence of half of all members and approval of the two-thirds of the present members. And there is the Vice Minister Council to consider bills presented to the State Council and matters instructed by the State Council. Only the matters that passed through the Vice Minister Council will be presented to the State Council and managed.

(3) National Security Council (NSC)

The National Security Council is based upon Article 2 of the National Security Act and consists of the President as chairman, 9 committemen or more, 3 attendants, and the chairman of the Emergency Planning Committe as a full-time member. This Council is summoned by the President and its function is to consult the President about foreign policy-making and military policy-making concerned with national security.

Agendas presented to NSC are devided into matters for decision and report. Matters for decision are limited to both those the President inquired and those the members presented because of recognized importance and require approval of half of the present members with presence of the two-thirds of all members.

2. Crisis Management System in Military Division

There are the Ministry of Defense, the Joint Chiefs of Staff Headquarters as management organizations for various kinds of crises provoked in the military field.

The functions of these organizations are to establish security policies and present military information and intelligence to the President under critical conditions. They the present possible plans to obtain a decision and according to instruction of the President, they take steps directly or through the commander-in-chief of the ROK-U.S. Combined Forces.

The Operations Headquarter, the Stategy Headquarters, and the Intelligence Headquarters of National Defense are directly related to crisis management among the organizations of the Ministry of the Defense and the Joint Chiefs of Staff Headquarters (JCSH).

The Operations Headquarters have more personnel that any other headquarters in the Joint Chiefs of Staff Headquarters and is the superme department usually in charte of military command of operations. The chief of the Operation Headquarters is responsible for the operation of the Military Command Headquarters, and these Military Command Headquarters are formed by necessary personnel and offecers of the Army, the Navy, and Air Force. They can communicate with werveral units and organizations including the ROK-U.S. Combined Forces Command.

The Intelligence Headquarters of National Defense manage, distribute, and report all military intelligence. The Headquarters also cooperate with the intelligence organizations of the U.S. armed forces commands in Korea. The Intelligence Headquarters dispatch experts to a crisis management squad as well as superintend and control intelligence matters of each military unit.

The crisis management organization of the Joint Chiefs of Staff Headquarters is installed usually in the Military Command Headquarters and composed mainly by the personnel of the Operations Headquarters and by the representatives of each department including intelligence departments.

The procedures of crisis management in the Ministry of Defense and JCSH is divided into those of coordination posture of defense in the military and several procedures until inrush of national warfare state.

Crisis Management System in the former procedures divides the degree of crisis from stage 1 to stage 3 with ROK-U.S. Combined Forces Command. Working-level personnel and managers corresponding to each stage will be called, composed to manage the situations and submit necessary reports to the Minister of the Defense and the JCS chairman.

This crisis management squad analyzes diverse kinds of siuations reported from the ROK-U.S. Combined Forces Command and requests necessary information. The latter procedures of crisis management, until inrush of national warfare state, requires the execution of "Choon Moo" plan because of the imminence of all-out attack of North Korea. In this case, the JCS chairman and directors of each Headquarters analyze the situation under the responsibility of the Minister of DEfense and decide whether to declare the state of national emergency.
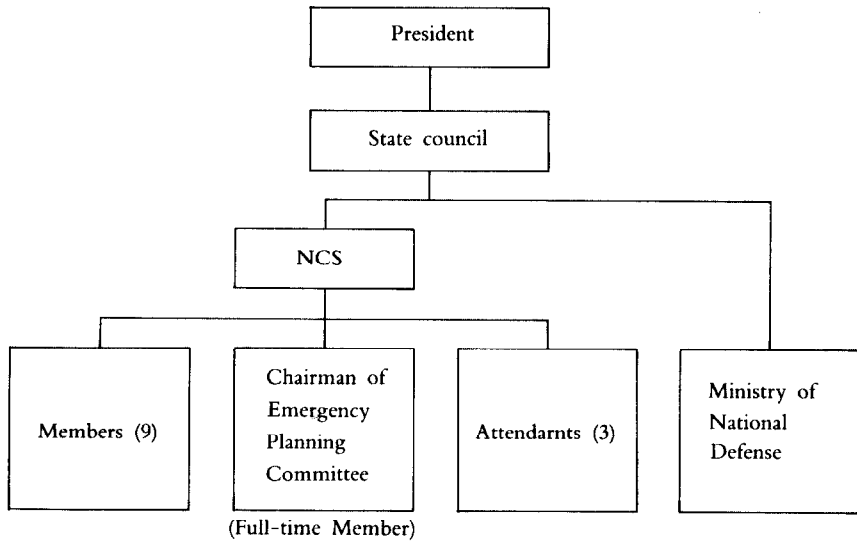
Diagram 3. Crisis Management System in Korea

If they decide to declare the "Choong Moo" state, the Minister of Defense will ask the Prime Minister to call the State Council.

But when it is difficult to summon the State Council due to the urgency of the situations, recommandation to declare the state will be presented to the President under the approval of the Prime Minister. When the agenda has been decided, it will be distributed to each department of government and the Ministry of National Defense. The source of information, neccessary to analyze these situations, is mostly from the ROK-U.S. Combined Forces Command or the U.S. armed forces in Korea. Thus, in critical conditions, the appropriate personnel of JCSH and the Intelligence Headquarters of National Defense attend as observers to the crisis management squad of the ROK-U.S. Combined Forces Command, and exchange important intelligence.

The above-mentioned crisis management system in Korea is as follows in Diagram 3.

IV. Development Trend of Crisis Management System

1. Problems

(1) Absence of Professional Organizations for Crisis Management

The National Security Council of Korea usually do not have a subordinary structure that researches the policy of the Council, collects, manages crisis related

data, and provides appropriately analyzed data immediately in critical time.

The authouity or formation of the administrative power within NSC is insufficient to carry out preliminary inspection of critical situtions or function of coordination as the Policy Coordiantion Committee or the Secretariat of NSC in the United States.

Generally, politicians or administrative officials are anxious about a crisis but can not afford to predict it due to overcrowding daily work. The reality is that they try to minimize a casualty after a crisis happens. When indicators of a crisis appear, existing information or sudden increase of new information about the crisis must be a heavy burden to the department that uaually deals with it. But it is more difficult to evaluate the size or the characters of critical situations and forecast their process through analysis of confirmed information.

Consequently, the foundation of a special organization that accomplishes substantial consultation role to enhance judgement of policy makers under a critical situation through policy research in each field, manages, and inspects crisis related data in an ordinary time is required. Under critical situations, interdepartmental cooperation is not smoothly realized for the reason of absence of an organization totally responsible for crisis countermeasures in each department within the national organizations that examines crisis related data independently and thus has ability to predict a crisis.

(2) Irrationality of crisis Management System

The National Security Council of Korea has some problems in organizational structure, function ald operation. First, in organizational structure, it is inappropriatel from the point of view that NSC which includes cabinet members without portfolio designated by the President, the director of the Agency for National Security Planning, and several members entrusted by the President is inclined to be anti-institutionalized and oligarchy system. And it is difficult for the JCS chairmen to execute consultation role as an attentant. Functionaly, the National Security Council is an organization that cosults the President about foreign, domestic security, and military policies. On the other hand, the State Council deliberates general policies and fundamental projects of extensive national affairs and functions in coordinating policies of each administrative department. With a national security issue, any kind of policy can be discussed and decided within the State Council and since issues concluded in NSC should be presented to the State of Council, NSC's role of crucial consultation and policy coordination about a national security issue is hardly executed.

In case of the United States, due to absence of the State Council, issues decided in NSC have much more influence on policy decision of the President of the U.S. Next, in terms of operation, issues on an agenda are abided by the decision of the majority. But, it is significant that NSC, as an advisory organization,

reports investigative details to the President who is the final policy decider. The decidion by majority is inadequate in terms of an operational concept.

Additionally, since in organizations of crisis countermeasures is not interdepartmental personnel exchange, it is impossible to contact other fields, and which results in lack of wide point of view when setting up alternatives of a policy.

In usual time, since it is difficult to grasp critical situations quickly at a government level due to alienation of communication or coordination system among crisis management departments, institutionalized improvement for establishment of organic cooperation is demanded.

(3) Lack of Experts in Crisis Management

Critical Situations have a feature that occurs suddenly under unexpected and uncertain circumstances. As mentioned above, since decision making under high degree of uncertainty and time-pressure can exert important influences on that country or society, experts in crisis management who produce or manage intelligence which improves the quality of policy decision, is required.

Education of personnel to secure required experts is to cultivate potential power against a crisis. In past crisis management in Korea, efforts concerned with confrontation and restoration after a crisical event have been focused on rather than those of mitigation or preparation before a crisis. But, as precaution is more efficient than remedy, it is recommened to switch the present trend to the more effective methods against a crisis, that are, mitigation and preparation.

Therefore, training and education for the experts in crisis management are imminent.

(4) Incompetence of Policy Maker in Crisis Management

In forecasting a crtical event, since existence of intimidation depends more on the subjectivity of a recognizer than the objectivity of the event, certain information has to be recognized properly by the observer of that country not to be plunged into a mischance under a defenseless state.

For example, at the time of the "Falkland" crisis, the Great Britain could tap the communication of Argentina using his communication center located in the Ascension Island of the western Atlantic. In addition to that, there was a broad network for intelligence collection like the British Ambassy in Buenos Aires, secret agents, and periodical reports to the Great Britain from the U.S. But, in the process of evaluation the collected intelligence, the policy makers of the Great Britain made a mistake based on preconception that the Argentinian are the South American who are usually overcome with cmotions, thus can not take a critical step.

An inappropriate evaluation made by the sense of value and will of a policy maker or a mistake caused by disability of the main body of national manage-

ment cause a bad influence on crisis management.

Therefore, although the improvement of crisis management ability of the ultimate policy maker is neccessary, such educational programs or opportunities are not available in Korea.

(5) Retardation of Intelligence Collection Means

The quality and quantity of information in a society becomes a fundamental element for existence and development of that society. Construction of intelligence collection means to predict and respond to the environment in the future is a resolute way to analyze sudden changes of internal and external circumstances profoundly.

Korea lacks the newest technical equipment, including a satellite, as one of menas of collection for information and intellignece needed to estimate and interprete critical situations.

Because of limited information and intelligence sources, intelligence which is inevitable to cope with sudden changes of internal and external environment is deficient.

(6) Imperfection of C³I System

In case of a crisis, one should consider the proper location for a national leader considering various elements. That proper location should be the place where it is adequate to grasp the whole situations at a sight, available to get smooth connection of information and report, and convenient to conduct and command physically with proper communication facilities; so to speak, the C³I system, the center of crisis management.

Many political leaders of the European and American countries have overcome the sufferings of a crisis using thr frontline leadership. This means that an organization with a reserved facility which satisfies all conditions of the C³I system is always superior in crisis management. Wire and wireless communication facilities are indispensable in the C³I system. They should satisfy highly increased demand for communication under critical situations.

But, in reality, lack of secret communication devices whether wired or wireless for command and intelligence communication, deficiency of advanced communication equipment and facility, and need of SOP (Standing Operating Procedure) for reduction of overcrowding communication at the same time endanger security and existence of communication itself.

2. Countermeasures

(1) Establishment of Professional Organization for Crisis Management

Nowadays, means and shapes of intimidation are diversified. It is not easy to

evaluate the seriousness of a crisis without an expert with professional knowledge and high level of judgement.

And also, under crucial conditions, rush of huge volume of various information demands the capability and efforts of the expert who can analyze and inspect all information in a short time.

Therefore, estalishment of a professional organization for crisis management is indispensable for efficient crisis management system. Visualized in liaison with the existing crisis management organizations in Korea, it should be a Permanent Assistance Organization of NSC. In the so-called "Crisis Management Center" (Crisis Management Committee/Crisis Management Council), the chairman may be either designated independently or the Second Parliamentary Secretary may be chaired. It consists of politicians, students, economists, and military experts who are capable of consulting in each field.

Besides, within the so-called "Crisis Management Center" (Crisis Management Committee/Crisis Management Council), the information analysis unit operated for 24 hours a day will carry out the mission of preliminary analysis on data related to critical situations at a usual time and will present related data immediately to NSC in critical time.

And for coping with a minor crisis or maintaining the function of crisis management at a noumal time, the so-called "Crisis Countermeasures Committee" chaired by the minister of each national department should be established. This Committee manages data on critical situations, constructs cooperative relation between departments (the Ministry of Foreign Affairs, Home Affairs, National Defense, etc) related to a crisis, sets or examines policy alternatives, and executes directions of policy deciders.

The Committee in each department whether to decide inside or not according to the degree of critical situations, and as the degree becomes high, it presents selected countermeasures to the so-called "Crisis Management Center" (Crisis Management Committee/Crisis Management Council) within NSC. At the same time, this Committee suggests that the President summon NSC to decide and alternative promptly by intensive discussion on the issue.

(2) Improvement of Crisis Management System & Construction of Cooperation System

Practically, the unstable crisis management system in Korea is caused by limited intelligence collection ability and standardized pattern of alternative proposal.

In order to construct more practical management system, NSC, as the superior advisory organization that officially consults the final policy decider, should be under direct supervision of the President. The conclusion drawn from preliminary inspection or coordination of the so-called "Crisis Management Center" (Crisis

Management Committee/Crisis Management Council) which is a subordinate to NSC should be presented directly to the President without deliberation of the State Council to accomplish the function of decisive consulation and policy coordination that makes a timely and an explicit decision against a crisis.

Furthermore, as a structure for organic cooperation between the so-called "Crisis Management Center" (Crisis Management Committee/Crisis Management Council) and crisis related organizations including the departmental crisis countermeasure institutes, institutional apparatus for a periodical meeting is demanded.

They should exchange as well as manage information or intelligence that is needed for precise prophecy and interpretation of a crisis.

(3) Establishment of Professional Education Institutes for Crisis Management

Basically, information is not a natural phenomenon. The establishment of sophisticated artificial system of intelligence collection, analysis & evaluation, transmission & distribution, arrangement & reservation and well trained, also motivated experts in information management makes it possible to collect necessary information without delay.

Thus, it is desirable to establish a profressional education institute for crisis management to train new experts on intelligence and to bring up the potential ability of the superior policy makers or working-level personnel in crisis related organizations.

The educational program of this institute is designed to train a person as an entourage of policy makers who has ability in policy analysis and crisis management planning. It frames various imaginary models, selects scientific ones that can provide mitigation and preparation agaist a crisis, try to develope various models continuously repeatedly.

So, by elaborating the difficult issue of evaluating crisis management, the ability to manage a crisis will be brought up without intervention of conservative prejudice.

Specially, dynamic relations with 4 surrounding powerful countries including China's desire to colonize Korea, southward expansion policy of the U.S.S.,R., northward advance of Japan, and the U.S.'s intent to control the world are all intimidating elements to Korea.

In this way, one will consider the geopolitical situations, repeat the discipline about crises in various predictable models and by reinforcement of discovered defects, one will foster the ability to confront a crisis immediately, clamly, and smoothly.

(4) Development of Policy Maker's Quality in Crisis Management

A crisis approaching unexpectedly under an uncertain condition and heavy timepressure is followed by decision making that may have an important influ-

ence. Under this kind of urgent environment, policy making is mostly influenced by the sense of value and will of the policy maker within decision making core groups.

Therefore, the superior policy maker himself has to understand information and need to be a type of information hungry person who shows great interest in it. Information hungry means an attitude that shows interest in and desire for information. Experts in crisis management is someone who have experienced starvation of information and is usually in the state of information hungry.

And also, since policy makers who have experienced several crises know the fact that when making an important decision, accumulation of information at a normal time and his knowledge as well as judgement based upon the accumulated information is going to affect the fate of the nation, they usually recognize the significance of training for fostering crisis management ability.

In this point of view, institutional education programs should be prepared for the superior policy makers to enhance their ability in crisis management.

In May 14, 1991, George Bush, the President of United States, designated Robert Gates for the Director of CIA who had served as the duputy assistance fo national security in the White House because the President evaluated his extensive experiences and excellent ability in performance highly and recognized him as an expert in the field of intelligence.

According to his career, he had served as an intelligence analyzer and an expert in disarmament in CIA since 1966. He also had served as a member of NSC from 1974 to 1979.

(5) Scientific Means of Intelligence Collection

It is said that modern society is in the era of discontinuity and uncertainty. High degree of discontinuity and uncertainty means that changes in the world are so swift that it may be hard to predict the trend of them. The most necessary and preliminary assignment for establishing a counterplan in critical situations is construction of the early warning system as means for intelligence collection.

Information about certain phenomenon increases and the state of it changes from uncertain state to dangerous state as time passes and the state becomes obvious right before the actual phenomenon appears.

Accordingly, we must be continuously able to collect and analyze the information about the phenomenon to be forecasted in order to prepare countermeasures before the phenomenon.

Scientific collection means and intelligence equipment is demanded for construction of systematic analysis of external environment. Since modern warfare depends on intelligence, extension of collection means like such various kinds of artifical satellites that are indispensable to ensure the superiority in the universe as an early warning satellite, a photoreconnaissance satellite, a radar satellite, and a

weather satellite as well as reinforcement of up-to-date technology, for example, a computer that analyzes quickly and precisely the huge volume of information from numerous satellites, reconnaissance planes, and raders are urgently needed.

(6) Reinforcement of Command, Control, Communication and Intelligence (C^3I)

In case of a crisis, a greater volume of communication is in circulation and thus, precise and prompt grasp and management of information is required.

Major reasons for increase in communication in cirtical time are as follows:

⟨1⟩ Many people ask more questions for a short period.

⟨2⟩ Communication means are more frequently utilized by increased crisis management personnel.

⟨3⟩ Interdepartmental cooperation of messages is continuously required. Upward flow of messages may prevent automatic interchanges of intelligence.

⟨4⟩ Attempts are made to confirm a person's or an organization's analysis or decision.

⟨5⟩ A crisis brings about restructuring of communication system suitable for transmitting intelligence to the related personnel.

One should abide by the following principles in order to improve quality in command and information communication system.

First, with establishment of command and report system to maintain communication system, support departments should be able to judge equipment and facility installation priority.

Second, despite possession of advanced equipments, enactment of SOP (standing operational procedure) that reduces overload of communication is required because it is impossible to process all instructions or information at the same time.

Third, in critical conditions, increased activity for jamming or acquisition of information causes disturbance in our command and control system. Thus, secret devises should be installed to all command and information communication, wired or wireless, to secure communication.

Fourth, modernization of communication, including removal of communication dead ground by using picture communication, propagation of real time communication, and satellite communication, should be developed to increase viability.

Fifth, installation and operation of a crisis management center that has the C^3I system is always required, that is, a central commanding office of crisis management. Core members station always within the center to synthesize various information from each department dealing with political affairs, foreign affairs, national defense, and home affairs. Some of the vital information must be reported to the superior member to obtain his decision. Under critical conditions,

the center that control sand instructs should be located neighboring to that superior member.

Just like the Gulf War, under the situations of modern warfare where everything changes quickly, C^3I made it possible for the JCS chairman of the United States to grasp the Iraqui position, expand combat power spacially, and control the Desert Storm Operations in the situation room of Washington. C^3I is a synthic concept of Military operations that has been created to overcome the detects in movement and communication according to expansion of a battlefield. C^3I is a system for confidence and security that played a great role in the Gulf War.

Even though setting up the super C^3I system of the National Command Authority (NCA) in the United States is impossible, establishment of a crisis management center, a C^3I central commanding office as a synthetic security system against natural or artificial disasters including a conflagration, a plane or ship related accident, and hijacking of an airplane is required. And establishment of C^3I as a hardware in public institutes or private enterprises where accidents are incessant because of their operational characteristics is not required but establishment of a temporary C^3I system as a software may be in need for superior excetives.

V. Conclusion

A ciris means intimidation to important values and requires immediate and unplanned actions. A crisis approaches even though it is difficult to know what kind of crisis it is and exactly when it is going to take place.

In the process of crisis management searching for a solution to handle and overcome a crisis, various and accurate information about the crisis must be delivered to superior policy makers immediately to eliminate the possibility that available information or knowledge of an individual or an organization may restrict rationality in the procedure of decision making. an institutional apparatus must be prepared for effective operation of intelligence system and guarantee of sufficient discussion about a crtical event. Furthermore, expertise must be reflected according to importance and characters of the issue.

Specially, we face more difficult situations than any other society or country. The more difficult problems like South-North confrontation and sustaining favorable relations with such neighboring countries as the U.S., Japan, the U.S.S.R., and China we face, the more possible it is for a crisis to happen.

Under today's situations, recognition of crisis management as an important part of national security system is necessary. By way of precaution against a crisis, establishment of national crisis management system that makes it possible to present diverse countermeasures to the superior policy maker for his best

decision making with organic cooperation among crisis related organizations of each department in the government is urgent.

If we coordinate situations we face positively, prepare for a crisis systematical-ly, and try to avoid the crisis, and take advantage of present condition even though we are under critical siuations in accordance with the goals for improvement of our crisis management system; including establishment of a professional organization in NSC, organization of crisis countermeasure institute in each department, organic cooperation among related organizations, training of predictable crisis models in each field, fostering experts, construction of the early warning system through modernization of intelligence equipment and collection means for improvement of analysis ability to manage foreign and domestic circumstances sensitively, improvement of quality of superior policy makers in crisis management, and development of the C^3I system, then we will be able to handle and settle critical conditions more appropriately.

With the approach of the tweenty first century, understanding adjacent crtical situations, maintaining sufficient potential to manage them, and devoting efforts for protection of our country is required for us to become a main director on the international stage.

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