

**A STUDY ON CRISIS MANAGEMENT :
THE CHOENAN WARSHIP INCIDENT**

By

Seung-Woo NAM

THESIS

Submitted to

KDI School of Public Policy and Management

in partial fulfillment of the requirements

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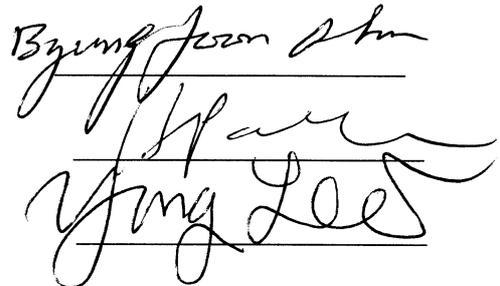
MASTER OF PUBLIC POLICY

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Abstract

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When crisis occurs, if we settle with the accidents caused by the crisis, it can be another chance for developing country. There are many kinds of crisis. This paper analyzes crises and focuses on the military crisis. Military crisis could threats the security of South Korea, which can determine the rise and fall of nation. The Choenan ship incident was occurred in West Sea on March. Owing to this crisis, many people were shocked and the nation security system was criticized.

In a view of different side, this crisis could be another chance to review whether the crisis management system operates properly, or not. The Korea government did not counter to the Choenan ship crisis well because there was problem such as continuous changing announcement about the time the ship sank. Based on this accident, this paper focuses on the current crisis management system in Korea. Crisis management is so complex and integrated that it cannot perform well without the overall effort and concern. In addition, the law and social aspects which can support the crisis management system should be reviewed.

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1. Introduction

An ounce of prevention is worth a pound of cure. This old saying shows how the prevention is important to our life. No one knows when the crisis will come out. So, it is crucial to have plan for crisis. There have been many crises- Sichuan earthquake in China, Great Hansin earthquake in Japan, tsunami in Indonesia, 9.11 terrors in U.S and a shortage of provisions in Africa. Today, the feature of Crisis is diverse, complex and comprehensive. Among the crisis above mentioned, the 9.11 terror had so enormous shock toward America in many ways. In New York, the central of world finance, the horrible terror was occurred, which killed so many innocent people and made the U.S. sovereign credit downgraded. From this experience, many countries including the U.S. started to realize the concept of crisis management, and devised the scheme toward crisis. The U.S considered the concept of civil protection the most essential and formed the U.S Department of Homeland Security --a Cabinet department of the United States federal government with the primary responsibilities of protecting the territory of the U.S. from terrorist attacks and responding to natural disasters. The goal of Department of Homeland Security (DHS) is to prepare for, prevent, and respond to domestic emergencies, particularly terrorism.¹

Korea has been gone through various crises over the past 100 years including Japanese colonial era and Korea War. From this experience, the concern of crisis become higher, however, the real strength to cope with the crisis was not insufficient. Military crisis is divided into two parts in war and peace. The wartime strategy has been progressed with the

¹ Im Jin-Taeck, *A Study of the National Crisis Management System* (In-ha Univ, 2009), 51.

U.S. force and ROK-US Alliance has a key part in securing peace on Korea peninsular. In the Roh Mu-hyun administrations, national security guidelines was established

The independent ability of crisis management is not enough to cope with various threats. During the Rho Moo-Hyun administration, it was under vigorous activity such as establishing the law for the National Security Council, modifying the law and organizations related the security, presenting the strategy of national security. Recently, thorough the Choean ship crisis, people became aware of the importance of crisis management. Korea is the only divided country in the world. Recently, the sunken Choenan ship made the relationship worsen. Furthermore, this event had the region of the East Asia unstable.

Crisis is called another chance. If we cope with the crisis based on the well prepared plan, we can get the initiative in the situation. If not, we will be suffered both economically and politically. So, the crisis management system should be prepared in advance. Countermeasure after crisis requires much cost and it will be damaged tremendously. It is necessary to equip the warning system to minimize the damage and cost. Effective warning system can minimize the damage. For example, there is crisis warning system I Korean. According to the degree of crisis, the signal is divided into four steps- blue, yellow, orange and red.² The red color represents the most dangerous situation. Once the crisis warning is issued, the related government organization should operate the standard action with SOP (Standard of Procedure).

² Jo Young-gab, *Civil Military Relation* (Seoul : Book Korea, 2005), 28.

2. Theoretical Background

The word “crisis” can be defined an unstable situation of extreme danger or difficulty. Also, the word expresses the point of time when it is to be decided whether any affair or course of action must go on, or be modified or terminate; the decisive moment; the turning point. In general, crisis means change, stress, tension, shock and fright. Today, the word “crisis” is used in various parts –politics, economics, culture and military. Crisis occurs at all dimensions such as individual, organization, government, and nation. This enables the study of crisis undertake in various spheres (National Emergency Planning Commission 1999, 13).

As the following table, crisis is categorized with both the management and the related areas where the disaster took place. The solutions for crisis are divided into both military and nonmilitary action. Also, the related areas are subdivided into three parts—inter Korea relations, North East Asia, and international relations (Table 2).

Table 1. The Classification of National Crisis (Han 2010)

Regional Method	Exterior			Interior
	Inter Koreas	East Asia	International	
Military part	Part I	Part III	Part V	Part VII
Nonmilitary part	Part II	Part IV	Part VI	Part VIII

2.1 Crisis Management³

This chapter presents the feature and procedures of crisis management. The feature of crisis management can be explained with 4 characters based on literature review about crisis. First, crisis can be another chance to review and check whether crisis management system operates well, or not. Also, it is required of rapid countermeasure to manage crisis well. Third, crisis management is included in public service. Lastly, the right of crisis management should give the person who performs on the scene preferentially. The procedure of crisis management largely consists of occurrence of accident, report, analysis, and countermeasures.

A. The Feature of Crisis Management

The Chinese word, which meaning crisis, has two concepts as danger and opportunity. In other words, crisis is regarded as another chance for improving the current situations. As the traditional view, crisis management is all effort to prevent the situation worsening. Sometimes, the conflict on small scale would deteriorate into the big war. So, the crisis management is the key that hostile situation could change into peaceful one on the turning point. In the other words, the crisis management is defined as all unified efforts against the crisis both threatening current national system.⁴

The security of a nation cannot be exchanged and bought with money in market. So, the security should be treated as the public service concept. Once crisis occurs, it has bad effect on the nation, local areas and individual. Therefore, the related cost and profit for managing crisis should not be considered as the cost and profit of market. The nature of security is

³ Chae Gyung-suck, *A Study of Crisis Management* (Seoul: Daewangsa, 2004),46.

⁴ Jung chan-kwon, *National Crisis Management*(Seoul, Daewangsa, 2010),25.

supposed to be the comprehensive public service. From these grounds, the government has to play a leading role for managing crisis rather than leave the security in the market system.

Rapid countermeasures and following actions is the most important step for minimizing the damages and a volatile situation. Public officers who worked in crisis management do not have the authority-discretionary power. Also, related law and atmosphere cannot support the volunteer activity of public officers. For example, when ambulance and fire truck mobilize for the urgent areas, if there is car accident, all responsibility depend upon the driver. Because of this, drivers cannot active maneuver and rather show the passive attitude to the rescue operations for evasion of responsibility. Therefore, related authority has to consider whether current law is benefit for aiding or not. Also, the worker in the scene should be permitted to get the authority for effective and efficient mission completion.

In the process of dealing with crisis, there are differences about recognition with the people who work in the office and the people who are in the scene. In this situation, it is better to give the authority to the person in the scene. And, the person in office should support the person in scene performing without difficulty in financial and institutional limit. However, the chief of emergency in region, the head and chief of the fire and, have to get authority to control based on the law. In reality, it is hard for the chief if region to take all responsibility. Based on the law, the leader in the scene should be received the authority, which can make the crisis management successful. In other words, it is more efficient and effective for giving the authority to the members in the scenes to counter the crisis.⁵

⁵ Ibid.,31.

B. The Procedure of Crisis Management

Depending on the situations, the procedure is various. The crisis management procedure of U.S. military will be the good example to compare to ROK army's one. This paper introduces the crisis management procedure of the Joint Chief of Staff committee in U.S. From receiving the report of intelligence agency, decision making unit toward crisis should figure out the reason of crisis and gather more related information. In this step, military conflict could be occurred. During this step, it is required the strengthening surveillance, accurate recognition of the situations, and rapid report. In military, the related intelligence organization is responsible for the spread of situation. On receiving the related information, the intelligence agency should report the upper unit about the real situation.

2.2 Decision Making Models on National Crisis

There are many models about decision making. Among them, this paper shows the model of Allison type. Allison maintained that three models can explain the phenomenon of decision making process. Rational Act model is based on rational choice theory. All policy makers are regarded as the most rational decision makers. The state is seen as a monolithic unitary actor, capable of making rational decisions based on preference raking and value maximization.⁶ According to the rational model, a rational decision making process is used by a state. This process presents four steps – goal setting and ranking, consideration of options, assessment of consequences, and profit-maximization.

⁶ Jo Young gab, *Civil Military Relation* (Seoul : Book Korea, 2005), 56.

Also, Allison mentioned bureaucratic model. There is rivalry among decision makers. The outcome of decision process is derived from the competition. After exchanging their opinions, policy is selected. Depending on the superiority of power among political organizations, it results the outcome of policy. The bureaucratic politics model holds that each bureaucracy in the federal government has institutional beliefs it is seeking to maximize. The competition is based upon relative power and influence. According to bureaucratic politics theory, decisions are determined not by rational choice or chief actors but through a give-and-take bargaining process conducted by various parties of the government. Rather than unitary actors, this model maintains that governmental decisions are the result of individuals or organizations vying for position and power. Therefore, the outcomes are a direct result of bureaucratic competition.

Lastly, in the view of organization process model, the decision making in government is not rational. In this model, it explained the government is the aggregation which made up of the incohesive sub-structures and this sub-structure plays role in making national decision. These features of organization process model are similar to the one of bureaucratic politics model. It looks that the policy is the outcome of organization interaction. So, the government leader should control the sub-unit. Under the own SOP (Standard of Procedure) of each organization, the organization would not response to the government call at times. The difference with the rational action model is that the decision derived from each organization cannot always make the national interest materialize.

2.3 Crisis Management Strategy

Crisis management strategies are divided into two categories, the aggressive and defensive strategy. Aggressive Strategy is favorable for the side standing more advantageous than other side. There are many benefits if the aggressive strategies are executed. Above all, it gives the initiatives to control the situations. Without expanding crisis, it would be effective to settle with the conflict. Aggressive strategies are divided into five strategies like black mail, limited and reversible probe, controlled pressure, fait accompli, and slow attrition.

If the opponent doesn't accept the requirement of other side, the opponent could be damaged from the attack of other side. These threats make the opponent give up own action. The biggest characteristic of this strategy is to get what we want without using military force. If the black mail strategy is successive, we can avoid the serious situation what we don't want. If not, though, it could expand the situation into wrong way which we don't consider. For the success of the black mail strategy, the blackmail should have credibility and the requirements of blackmailer must reasonable. And, both sides have to share the effect of blackmail and especially defender side has to get the incentive for saving face. This makes the black mail strategy feasible.

From the limited and reversible probe strategy, the offensive side can figure out the real intention of defensive side. This strategy is effective when the defensive side does show any action. If the defensive side doesn't have purpose to maintain current situations, the offensive side will make an effort to change the current situation favorable. For the success of this strategy, the probe operations should express the clear intention of offensive side.

Table 2. The Type of Crisis Management Strategy

Aggressive	Defensive
<p>Black Mail Strategy</p> <p>Limited and Reversible Probe Strategy</p> <p>Strategy of Controlled Pressure</p> <p>Fait Accompli Strategy</p> <p>Attrition Strategy</p>	<p>Tit-for-Tat</p> <p>Time Wasting</p> <p>Drawing a line</p>

When the dispute situation favors for the offensive side and unfavorable for the defensive side, in other words situation is asymmetric, the controlled pressure strategy is effective. The offensive side with the strong motion and enough resources try to persuade the defensive side into the direction offensive side pursues. Salami tactics can be an example. Salami

Fait Accompli Strategy is effective, when the offensive side believes the defensive side doesn't stick to current situation, the offensive side neglects the danger of highly-elated crisis and performs rapid and decisive strategy to settle with the crisis. The offensive side assumes that there would be more benefits if the rapid attacks are operated. Not only that, even if some problem occurs because of prompt operation, the offensive side assumes they can cope with the problems. Also, they believe that the rapid and decisive operations can prevent the defensive side from planning countermeasures. Under these assumptions, the fait accompli strategy can be operated. However, the leader in offensive side would be criticized from other countries, because of the risk of rapid attack. This strategy also could be abused by the leader who likes to show off his power. For example, the North Korea planned to use the fait accompli strategy in Korea War. Kim Il-sung, the leader of North Korea, believed that the

U.S would give up the territory of South Korea if the North Korea attacked with rapid armor before the U.S dispatched.

As the one side with stronger motion and less powerful use the attrition strategy toward the other side with relatively weaker motion and more powerful, attrition strategy is effective. The type of this strategy includes guerrilla and terrorism. The relatively weaker side will continue to perform the minor tactics for winning advantageous position than the stronger side. For example, it includes the attrition war between the Israel and Nasser in Egypt.

Defender side doesn't want to expand the crisis. Under the undesirable crisis, the defender side tries to alleviate crisis level into safe status. In this situation, the defender side selects the defensive strategies such as coercive diplomacy, tit-for-tat, test of capabilities strategy and drawing a line.

When people believe the tit-for-tat attack can prevent the crisis from worsening, the tit – for –tat strategy will use. No one can sure the tit-for-tat attack causes not to alleviate the crisis situation, though. Each side will cooperate with each other in the initial stage, and then will decide the strategy depending on the action of counter partner. If cooperate with each other, there would be reward. Otherwise, there would be punishment. And, as the other side becomes uncooperative, the intensity of punishment becomes harsh. The conflict between the Arab and Israel could be the example of tit-for-tat strategy.

When the situations of crisis progress in slow pace, the time-wasting strategy is effective for preventing crisis from expanding. Also, it can guarantee enough time for additional negotiation and seeking for the best suggestion.

When the offensive side does an additional action, the defensive convey the reliable message that there should be the strong reaction of defensive side. For this, the defensive side draws the certain line. Also, the most important objective of this strategy is to send the core

value of the defensive side to the offensive side, which intends not to occur “the careless war”. It is imperative for this strategy to success that both to-do and not to –do list should be clear to understand for both sides. From this, each side will distinguish between the critical and non-critical value. However, this strategy is susceptible to fail because of misunderstanding, misconception, and obstacle which hamper communication.

3. Analysis of Crisis Management on Choenan Ship Incident

This chapter will analyze Choenan ship incident. It is necessary to review provocations and threats of North Korea in the past for analyzing Choenan ship incident. The attack of North Korea causing to provoke Choenan ship incident is different from the one of past attack. The most shapes of past attack from North Korea are warning shots and a border violation, which features passive tactics. However, this Choenan ship incident unlike past attack was the aggressive tactics with torpedo. This attack from North Korea not only causes to fall into chaos in Korea society, but also reminds us the importance of crisis management system. In addition, it is required to prepare with the new asymmetric threats of North Korea in the future.

3.1 The Outline of Choenan Ship Incident

On March 16th 2010, navy war ship — Choenan ship – left the 2nd fleet dock located in Pyeongtaek, Gyeonggi province. All military personnel numbers on the board is 104 including officer, non-commissioned officer, and enlisted men. Choenan ship weighting

1200ton has a mission to secure the west coast and patrol nearing disputed areas. Korea warship can be categorized according to the displacement.

The Choenan ship which left from the Pyengtaeck base arrived in the area near Baengnyeongdo⁷. On March 25, the high seas watch was issued. So, the Choenan ship moved from the area having dangerous threats of high seas into the north east area called Daechungdo⁸. The next day, March 26, weather was good and the high sea warning was cancelled. So, Choenaship returned the area near Baengnyeongdo of original security mission. On the night in March 26, 29 members were on the night duty after 8pm. Other members did in rest⁹.

Suddenly, the signal from Choenan ship was stopped at 21:21 March 26. All ships have the communication signal equipment which can announce the current location and movement route to the command post. After stopping signal, the officer in Choenan ship connected the war room with his cellular phone and requested the emergency aid. Soon after, patrol killer, patrol ships were dispatched into the area where the Choenan ship was sinking. Among all 104 navy men, only 58 men were rescued and others did not be founded.

On May 20, South Korea's investigation teamed announced that formal accusation was a North Korean torpedo which sank the Cheoan Ship. However, North Korea rejected the findings as a fabrication and warned that it would wage "all-out war" if it were punished.

⁷ This island is from Ongjin County, Incheon, South Korea and located near the dispute areas, the northern limit line.

⁸ Daechungdo is 15km south of Baengnyeondo.

⁹ The daily routine of navy on the warship is similar to the one of army in the DMZ who has a mission of surveillance. They are divided into three teams and serviced in three shifts in one day.

3.2 Conflicting Research Results over the Cause of Sinking

After falling Choenan ship in the West, the research about the direct reason 유발한 Choenan ship incident have been performed vigorously including government and many scholars. Based on the researches about analyzing the main reason, three reasons could be argue – rocks in the sea, submarine mine and torpedo attacks. This chapter will present each argumentation and compare each other to get reliable reason.

A. Stranded Choenan ship

It is reported that navy requested to be rescued from Korea Coast Guards on March, 26 at 21 hours 15 minutes. On that time, navy's Second Fleet Command reported to Korea Coast Guards that Choenan ship was stranded. It is important to report the scene of accident accurately for rapid rescue operation. Without the exact report, the Korea Cost Guards has a difficulty in preparing the rescue equipments. So, there are four types of ship status that reporters should keep in mind for effective rescue operation. Four types are stranded ship, crash, fire, and attacked ship. Among 4 types, navy reported to Korea Coast Guards that Choenan ship was stranded.¹⁰

And, it is reported that the military men, who serviced in 33 air defense stronghold around the incident was took place, listened to the explosion two times at 16minutes and 22 minutes. When it conducted a hearing of survived navy men, they said that the two times explosion would be caused not by outer shock, but by breaking the body into two. This testimony ascertains that Choenan ship was stranded.

¹⁰ <http://www.mediatoday.co.kr/news/articleView.html?idxno=88059>

In addition, there is a seismological observatory near Choenan incident. Based on the analysis of seismic waves in the accident area, it is proved that there was no explosion at 22 minutes. On that time, the magnitude was 1.5 quakes on the Richter scale. This is as much as the shock of TNT 125kg. This is so weak that people cannot notice it. This analysis proves that Cheonan ship was not shocked by outer attack.

When the navy explained the details of incident to the relatives of missing persons, the operation map was released to the media. On the map, the time of highest and lowest level in the sea was written as 03:11/16:13 and 09:57/22:39. As shown the map, the time of lowest level was around 10 o'clock. There was a sunken rock around areas where Choenan ship was fallen. The average depth of waters is 6.4 meter in the area. When the water is in low tide, the depth of water is 3.9 meter. Then the length of sunken parts in ship under water is 4.5 meter. Based on this information, it can explain that Choenan ship was not by attacked, but by stranded. The ship was damaged by sunken rocks at first on 9:15 p.m. and then, the water came into the bottom of ship. The area is called marine terrace and the substances of area is sand. The sand in this area is so hard. However, in case the ship weighting 1200 ton was dashed against sand, the sides of ship was scratched. Also, the bottom of ship was torn at three points.

The thickness of iron plate composing of Choenan ship is very thin. The sides of ship is around 14~18 mm and the bottom of ship is around 18~20mm¹¹. The thickness of upper deck is 50mm. When the stern of war ship was salvaged by crane, it was seen the water drained through the small hole on the side of ship. Under these circumstances, the ship was stranded on 21 hours 15 minutes and it took 2 minutes to get out the sunken rock. On the way to move,

¹¹ <http://www.vop.co.kr/A00000291899.html>

the water entered into Cheonan ship. After all, no one who didn't be rescued in initial stages, could escape the from the ship

B. Submarine mine

Russia investigation team was dispatched for analyzing the Cheonan ship incident from May 31st to June 7th. Russia investigation consisting of 4 members specializing in submarine torpedo came in Korea on May 31st. After gathering related information and analyzing Choenanship incident, they came back to their country June 7th. They concluded that the main reason of explosion is the non-contact shock in the water. Torpedo is less likely to cause the Chonan Ship to be sunken, rather submarine mine is regarded as the convincing evidence.¹²

According to the review of Cheonan ship incident analyzing the main reason of sinking, Russia investigation team asserted there was discordance between the explosion time announced by ROK government and the CCTV time when the power was out. The announced explosion time was 21 hours 21 minutes 58 seconds and the CCTV time was 21 hours 17 minutes 3 seconds. This shows that some incidents were occurred in ship before explosion. In addition, Russia investigation team pointed out this is not coincided with the government announcement. The time when a navy man called for the rescue by his cellular phone was 21 hours 12 minutes 3 seconds, which was also coincided with the public

¹² <http://www.yonhapnews.co.kr/bulletin/2010/07/02/0200000000AKR20100702005700009.HTML?did=1195r>

announcement by government. Russia investigation team presented that 5 screws in the right side and 2 screws in left side of war ship were scratched before broken the ship into two. This shows that screws were broken because the ship was touched on ground. And they pointed out number 1 written in propeller is not coincided with the standard notation of North Korea torpedo. They also analyzed the part of torpedo and concluded that the part would be under the water for 6 months. So, they said that this part cannot be the proof of torpedo.¹³

C. Torpedo Attack

The Ministry of Defense organized a investigation team for analyzing the Cheonan ship incident. The team composed of 25 specialists from professional areas, 22 military experts, 3 members being recommended from National Assembly, and 24 experts dispatched from various countries like U.S., Australia, England, and Sweden. There are 4 branches of investigation team — forensic science, the shape of explosion, the structure of hull and information. Based on a piece of evidence gathered in the seabed and modified shape of Cheonan ship, the joint investigation team announced that the reason of falling is the strong explosion wave of torpedo in the port side of ship from sea bed, which leads to break a ship apart. The decisive reason of why torpedo causes to fall ship is that a motor including propeller and controller were discovered in the area where Cheonan ship was sunk. This evidences is matched with the shapes and size presented in blueprint of North Korea torpedo for export to other country. And the number one written in rearward propeller is coincided with the notation of North Korea torpedo that South Korea gathered.

¹³ <http://www.cbs.co.kr/nocut/show.asp?idx=1537192>

Joint investigation team announced that Choenan ship must be sunken by the torpedo based on the transformed shape of ship and evidence from the seabed. The bottom on the portside was attacked by torpedo, which caused to split the hull of body into two. The strong evidence why torpedo attack is persuasive is both the propeller and controllers. The propeller is identified as the part of North Korea torpedo. This evidence is same as the size presented by the blueprint with the object of North Korea military arms export. And “a number 1” is written in the rear end of propeller part. This notation is also same as the one of North Korea torpedo which South Korea acquired. Other evidences are from the seismic waves¹⁴. On the four locations, seismic wave was estimated as 1.5 magnitudes. The sound wave was detected two times in 11 locations. The seismic waves and sound waves were identified as the same sources. The estimated magnitude is same as the one of the shock wave under water and bubble effect. Also, according to the statement of a sentry in Baengyeongdo and survivors, they listened to explosion one to two times. The water from sea splattered one of survivors and a sentry witnessed 100 meters column of water. This phenomenon is also same as the feature of explosion under sea. The equipment using for balancing ship against shaking was damaged by severe pressure. There were traces proving bubble effect in the bottom of ship. These shows that there should be strong bubble effect and shock waves under sea.

Based on these results and analysis, the experts in domestic and foreign concluded that Choenan ship was attacked by the strong shock waves and bubble effect. The accurate location of explosion is on the port side under 6.9 meters below sea levels. The system of torpedo is revealed as the powerful explosive weighting 250 kg made by North Korea. The

¹⁴ Korea Institute of Geoscience and Mineral Resources, <http://www.kigam.re.kr/>

joint investigation information team composing of four countries expert from England, U.S., Australia, and Canada announced that North Korea owns 20 submarines weighting 1800 ton, 40 submarines weighting 130 ton, and 10 small submarines. Not only that, it is reported that North Korea possessed torpedoes weighting 200 to 300 kg and inducement torpedo. Taken together, it is concluded that North Korea attacked Choenan ship with compact marine armed with torpedo.

3.3 Crisis Management Manual

In the process of managing Choenan ship incident, there were several suspicious about the system of crisis management in Navy. One of suspicious is whether navy have SOP for crisis like Choenan Ship crisis, or not. In national assembly hearing, Navy announced they have used SOP. However, navy doesn't have SOP related Choenan ship crisis, because the attack to Choenan ship is different with the threats shapes of North Korea in the past. It is hard to expect North Korea attack Korean warship with torpedo in the West Sea. Regarding the situations, it is necessary to analyze the SOP(Standard of Procedure) of crisis management

A national crisis management manual was made on Nov. Sep 29th in the Roh moo-hyun administration. Comparing with current management manual, there are not big differences and almost same. The original manual was framed by the crisis management center—NSC affiliated organization. The motive for making crisis management manual is that when hurricane, Catrina, came to U.S, the U.S. government coped with the natural crisis properly. Based on this incident, Korea government made a Korea crisis manual, which includes the mission and role of each department in phase.

The crisis types in the manual are divided into thirty two parts and thirty nine government branches will perform of crisis management according to the two hundreds seventy two manuals. In the security part, it includes various contents about nuclear of North Korea, west sea, NLL, Dokdo, the provocation and riot of location Korean troops dispatched.

Instead the related content about total war against North Korea was not included in the national security manual; it was operated by the emergency plan.¹⁵

Among the crisis management manuals, there are two manuals about the counter terror in both domestic and abroad. After Lee administration was established, The NSC standing committee was abolished, instead foreign security policy council have played a role of NSC. Even though the NSC does not exist, the content of SOP still remains the role and mission of NSC. Also, abolished council like current policy coordination meeting still exists in the SOP and the address of dispatched people in initial stage does not change until even now.

Now, the crisis management manual is managed by the foreign strategy secretary office of blue house and the related disaster manual is operated by the disaster management department of Ministry of Public Administration and Security. This dual-authority system is not enough to manage the incident combined security and disaster such as Choenan ship incident. Not only that, this system could be the obstacle to execute efficient and rapid rescue operation because it can throw the command in confusion and avoid the responsibility of incident. In case the conflict among each department become escalate, it is possible that national secrete could be revealed to the press. There was example that the counter operation plan toward North Korea in West Sea was reported by Chosun Ilbo without filtering, after

¹⁵ http://news.sbs.co.kr/section_news/news_read.jsp?news_id=N1000734309

that the security status in the area became unstable. When occurred Cheonan ship incident, it was not clear who is responsible for the position of crisis judgment that assists the crisis management of President. There was no person in charge who report and communicate with each department. Only the situation room in the Blue House and the secretary of national defense can access to Cheonan ship incident at that time. ¹⁶

The report including problems above mentioned was discussed within the department, there was no substantial effort. On 2009 July, there was accident in North Korea. Korean women visitor in Guemgang mountain located northern part on North Korea was shot to death. In that time, there was late report and countermeasure to the accident. ¹⁷

3.4 Provocations and Threats of North Korea

Provocations of North Korea have been continuing since the Korean War Armistice. Based on provocations from 1998 to 2000, the threats on West Sea are the highest 18 frequency. With these statistics, it can expect the sea will be next location of the provocations of North Korea. The 1st and 2nd Yoen Pyung naval battles were representative provocations in the West Sea. Other provocations were warning shot toward southern parts and violation of NLL.

The Choen ship incident is the new provocations of North Korea unlike previous way. There has not been direct attack of North Korea with torpedo until now. It can expect the provocation of North Korea use the asymmetric threats frequently. Comparing other attack method, asymmetric threats like torpedo have many benefits in North Korea's side. It can

¹⁶ The Voice of Public, <http://www.vop.co.kr/A00000289905.html>

¹⁷ <http://www.jwhong.com/assay/>

cause Korea society to fall into confusion and disorder. It is hard to detect the main culprit of attack.

Based on these analyses, we have to prepare the asymmetric attack of North Korea. According to MND, the asymmetric threats are defined as the attack focusing on the weak point of opponent with relatively advantageous attack method. This asymmetric attack is different ordinary one. The military term dictionary published in the Joint Chiefs of Staff defines as the battle with different arms and strategy, which can make the opponent hard to prepare and counter properly against the sudden attack.

One of the asymmetric threats of North Korea is Special Forces whose scale are about 25 brigades and 9 reconnaissance battalion. The scale of special force is about 100 thousand soldiers, which amounts to 14 % of the total soldiers in North Korea. Another threat is chemical and biological weapons.¹⁸ North Korea is regarded as the third largest scale of holding amount of chemical weapons, following U.S and Russia. Unlike other weapons, a chemical and biological weapon is so effective because it doesn't need much costs and effort to make the ingredient, which is perfect to North Korea' situation. Lastly, North Korea has prepared the cyber terror. The 9.11 terror, which is occurred in New York, combined detail cyber terror planned by the terrorists with their network technology. Inspired by 9.11 terror, North Korea is reported to take and prepared this strategy One of the university in North Korea, Kimil University, has been effort to raise hackers since 1986.

¹⁸ http://www.ytn.co.kr/_ln/0101_201006250034278550

4. Problems of Crisis Management System in Korea

Only one reason cannot cause to occur a crisis. The reasons of crisis are so complex and interacted that it is required to analyze the crisis from various angles. From analyzing the Choenan ship incident, this chapter presents several problems such as delayed report, decentralized the structure of public organization, lacking in raising exercise of crisis management, and lacking in specialist.

A. Control and Communication

The area where Choenan ship was sunken is West Sea. There has been military tension between South and North Korea in this area. Recently there was 3 times sea battle. So, when th Korea ship crosses the NLL, the report was sent to the DOD rightly. Unusually, the day when Choenan Ship sunken was different with usual day. The duty officer of Joint Chiefs of Staff didn't report to the Minister of National and a chairman of Joint Chief of Staff. This fault action cannot be admitted. This shows that military overlooked this incident in the initial stage. Even though there is report system when accident occurs, the system didn't work normally. The sequence of report is from Choenanship, 2nd Fleet Command, Navy Operational Command, Joint Chief of Staff, the Minister of National Defense, to the President. However, after the Choenan Ship incident occurred at 21: 22, it takes 49 minutes to report to the Ministry of National and the Chiefs of joint Staff. Even President Lee Myung-Bak already received the report at 22:00. According to Park Ji-won, Representative of

Democratic Party, this is because one soldier serving in Joint Chief Staff communicated with the classmates servicing in the Blue House.¹⁹

Though Navy suspected the Cheonan ship incident caused by North Korea, they didn't work rapid posture with rescue operation. Sokcho PCC (Patrol Combat Corvette) was dispatched right after the ship was fallen. Lynx Helicopter which can detect submarine and submersible managed to mobilize after 15 minutes. Even the P3C, patrol aircraft superior to Lynx Helicopter in detecting submarine, didn't mobilize. In addition, when alarm, West Wind, was issued, Army and Air Force didn't be contacted about the accurate incident spot. Related person in army tried to connect with Pyungtaeck 2nd Fleet Command, resulted in fail. Army and Air Force just regard the Cheonan ship incident caused by the water leak in initial stage. So, the helicopters in Army and combat fighter in Air force didn't mobilize. After 1 hour 40 minutes, combat fighter was dispatched. Though military should always keep the worst case in keep mind, the capacity of military to cope with Cheonan ship incident was not too tight.

B. Decentralized the Structure of Public Organization

The most important factor to analyze the organization of national crisis management is to organize and operate the decision making organization. Now, the decision making system consists of the president, who is the commander in chief, cabinet council members who review and coordinate both the national basic plan and general policy, and NSC (National Security Council). The departments which prepare the countermeasure for war, disaster and

¹⁹ http://breaknews.com/sub_read.html?uid=137741§ion=sc1

military conflict are the Ministry of Public Administration and Security, the National Emergency Management Agency, and the Ministry of National Defense.

The crucial thing we have to attend is that NSC as truly the highest organization, organized for presidential direct advisory in 1963, December, does not perform to adjust the crisis management work. The structure of NSC has been changed several times. After Lee Myung-bak administration started, the function of NSC was changed into the external policy control organization. The role and function as ‘the standing committee of the national security council’ was handed to ‘Foreign Security Policy Coordination Meeting’. The Secretariat supporting NSC and Standing Committee was abolished. The previous function of the Secretariat was transferred into the Senior Secretary to the President for Foreign Affairs and National Security.

It is unsure whether the national crisis situation room performs well, or not. When the women who went to visit Kumgang Mountain located on northern part of North Korea was dead by the attack of soldiers in North Korea, the status of crisis information team was raised as the national crisis situation room. However, the lawful establishment grounds of national crisis situation room are insufficient and it is hard to fill up the position of team with the specialist in each area. Regarding the present situation, it occurs a question about the ability of national crisis situation room to present the appropriate countermeasures and to analyze and judge the crisis. When the crisis occurs, the outcome of crisis management is affected greatly based on the initial countermeasures. So, it should be cooperated with related organizations for the rapid decision making. Especially, the expertise on each field has to accumulate the related information and the know-how, which helps to decide the rapid and right decision in urgency.

C. Lacking in Exercise of Crisis Management and Specialists

The method of exercise is different according to the region. This makes the way of exercise confused, which causes to discontinue the unified training and makes the outcome discontent. For example, in small one village, only one person take charge of all crises works. In this area, because of lacking personnel, there are too much the burdens of training than any other areas. Not only that, it is so inefficient to cooperate with each department and separated exercises cost a great deal. Separated training is necessary only for immature person in charge to learn the work in the early time. After all, the unified exercise to counter the national crisis is required rather than separated one.

After the safe Korea training for preparing the disaster in 2008, there was investigation that what the problems were during exercising. According to the investigation, it was suggested as the problems such as the lack of practical training and the low rate of people involvements. So, an alternative toward problems is to cooperate with current training, ULJI exercise.²⁰

Long experience on the scene is crucial to raise the specialist in specific area. In realty, most public officers are reluctant to perform the duty related crisis management. They recognize the department of crisis management as 3D jobs- dirty, difficult, and dangerous. So, it is hard to recruit the specialist.

The education level should be same enough to useful in the practical crisis management. Currently, there are few education institutions which teach the special knowledge about crisis management. The public education curriculum is different according to the institution

²⁰ Disaster Focus (2008 july), 54-56

character. Even there are courses about crisis management for public officer, the contents and way of lecture cannot substantial aid for the raising the specialist.

The current cycle of working in one department takes about 1 to 2 years. Once the person in charge started his work and upgrades the working capability to perform to some degree, it comes time to change the position. Then, some beginners have to work, which causes to downgrade the performance ability. This kind of phenomenon is severe in the small organization.

D. Unprepared Countermeasures for Asymmetric threats : Torpedo

For the last ten to fifteen years, North Korea has focused on raising the asymmetric strategy, which could supplement their conventional weapons. As we experienced the stunning attack about the Choenan ship, some provocations would be possible in any area. Therefore, the perfect strategy makes Korea be ready for attack from any areas.

Before Choenan ship incident occurs, Korean destroyer weighting 4500 ton, Aegis destroyer weighting 7600ton, and PKG(Patrol Killer Guided) weighting 440ton were dispatched on NLL areas. On the other hand, North Korea dispatched compact ship weighting less than 400ton in the West Sea. Comparing to magnitude and performance of ship, Korea has been thought Korea Navy is superior to North Korea Navy. ²¹

South Korea Navy have regarded that the submarine of North Korea couldn't infiltrate because the depth of water in West Sea is so low. South Korea Navy didn't stress the attack

²¹ <http://news.hankooki.com/lpage/society/201004/h2010043022314621950.htm>

of submarine, which proves that South Korea Navy overlooked the asymmetric threats. Navy has asserted that they will play a crucial role in Ocean. Under the flag of this agenda, Navy established the 7th fleet for the purpose to dispatch toward world around rapidly and perform perfect operations in any time. Before the 7th fleet was established, there was controversial about the buildup of war potential. Some people insisted that a surface warship should be invested. Other people asserted to focus on submarine. After all, Navy selected to invest focusing on surface ship. However, North Korea has been focused on asymmetric strategy focusing on submarine. The development direction of Navy should be changed into focusing on countermeasures against asymmetric threats. Also, the equipment which can detect submarine with sound wave should be installed in PCC.

5. Recommendation

From analyzing the Choenan ship incident, this chapter, this chapter presents several countermeasures. Above all, the laws related crisis management have to be unified to perform management activity efficiently. In addition, the expert about crisis management should be raised. Lastly, substantial exercise about crisis management has to be performed, which is beneficial to recognize the people the importance of preparation for crisis.

When the crisis aid actions perform, it is unavoidable to occur limiting rights and freedom of people. Therefore, it is essential to enact the law supporting with the crisis management. It is required to establish the lawful requisite for managing and forming the national crisis management system in war and peace. Separated laws in each department are an obstacle to integrated crisis management and systematic strategy. So, it should be built in

the unified law which can control and command in preference to dispersed laws. With this lawful supports, dispersed function in each department should be unified based on the unified strategy. This can be worked out in the realization of national crisis countermeasure.

Regardless of any department work, it is most important to improve the system and concentrate on improving their professionalism. For coping with traditional security threats and emergency situation effectively, the education focusing on raising expert should continue at normal times. These efforts help to develop the foundation of nation crisis management system. In reality, the public officers charging for crisis management is a kind of circulation positions. In other words, there is no public officer to charge with the crisis management for a long time, because the cycle of rotation is short. Thus, some steps- making some laws related crisis management, opening the class for professionalism, and providing diverse lecture materials and education programs – is required.

Also, cooperate with university, civil research institutions, and national professional crisis management institution, crisis management courses should be opened and supported from government financial aid.

Even though having the system and manuals for preventing crisis, no repeat training and exercise is impossible to have a specialty in crisis management. Now, current system, dispersed training in each department and overlapped contents of exercise, have to be integrated into unified training. These efforts can lessen the waste of budget, human power, and cost. No matter how only one exercise is performed, unified and well prepared training should be conducted.

Consequently, the crisis management exercise and training have to be performed well. Also, the outcome of training should reflect on the evaluation part of government. Based on the result, the organization obtaining good result is supposed to get incentive. If not, there

should rational penalty. Such a system makes not only all involvement public officers vigorously participate in the training, but also the atmosphere of exercise is operated such as real battlefield. In addition, the local government has to get authority to cope with crisis. Much interference by the central government weakens the local government authority. Rather, the effort to cooperation with the central and local government is necessary to keep with the decentralization time.

The unified management of resources in war and in peace, the timely input of resources into area in desperate need, proper aid and restoration are the essential ways to cope with the disasters. In that the law related crises are separated along each department, it is hard to counter the crisis efficiently. Therefore, the rapid action about unifying the law is required to support the aid effectively. In addition, limited resources should be categorized into database based on specific criteria such as form, function and size.

In real situation, the situation room which can control all resources in Korea should be installed. Based on the database, the government can provide the right place with precise resources. Each administration should sign the cooperation agreement with each other, which can facilitate distributing all resources in crisis

Why do the recognition of crisis management about security threats and emergency so lack to root in social atmosphere? The most important reason can be discovered in the people character, 'hot tempered'. Right after the big crisis, people with enthusiasm show the attention of the security and crisis. However, not long after that they lost the importance of preparedness and countermeasure toward crisis

And, the budget supporting the crisis management is not profitable. Even if many resources invest the security area, people cannot feel the result immediately. Such a thought

make the security area be moved back in investment precedence. Under this atmosphere, it is hard to raise the invest money in the security areas.

So, it should be taken root in right recognition in culture about crisis management. In addition, including existing advertising brochure and pamphlet, it is more effective to use many ways such as internet, television, radio, and naming the celebrities as the honorary ambassador. In the internet space, there is no clear border between producer and consumer. Anyone can produce new information and consume various resources. So, we can expect the active involvement to the decision making and sharing information among people.

6. Conclusion

Choenan ship incident made Korean shocked and sad. In other side, it is a good and formidable chance to review our crisis management system. This study analyzes the controversial reasons of Choenan ship and crisis management actions. In conclusion, there were many problems to cope with this incident. Because Choenan ship incident is different with the shape and way of past North Korea provocations, we have not prepared to counter that kind of incident. Currently, Korea crisis management system is divided into natural disaster and military crisis. This Choenan ship incident can apply to two categories in this means that Choenas ship was sunken by outer shock, torpedo and it requires too much help to rescue operation toward Cheonan ship. This rescue operation was beyond military capacity. In addition, there is no command to control overall rescue operations. The crisis countermeasure team was established right after Choenan ship incident, but they didn't control all resources to supply the scene in need. And the announcement of Ministry of Defense had been changed frequently, which caused people to distrust public organization. It arouse suspicion about concealment of incident and fair investigation.

It is said that rapid report is vital in military. But, it took 49 minutes to report Choenan ship incident to Kim Minister of National Defense after Choenan ship was sunken. When the incident was occurred in lower unit, the unit grasped the situation and operated countermeasure rapidly under its capacity in general. Without understanding the situation, it is considered that lower unit cannot report to upper one, which can get in the way of upper unit operation. So, commander has to prepare rapid crisis situation. In Choenan ship incident, it was hard to see the ship falling because it was far away from the land. However, it cannot be indulgence to late report system. Each commander should keep in mind their capacity and

resources for rapid decision making, which can facilitate to decide whether their unit can cope with the situation, or not. Also, the serviceman working in upper unit should try to understand lower unit situation. Even though there was mistaken report, it is required to for man in upper unit to understand well. With cooperating well between the upper and lower unit, we can solve the current problem of communication.

For our security, it should be required to check and review the crisis management system on regular. Without management system, we cannot counter with crisis properly. This study analyzes the crisis management system. In present, the law related crisis management is dispersed, which cause the national crisis management system not to unify. And diverse crisis management exercises are not performed well. Also, it is so inefficient for various resources to manage in each sector separately. Above all, it is required to reorganize current distributed law system and to make the upper law which can control dispersed law. These steps help to prepare various crisis threatening lives and wealth of people, and can secure the national security in war and peace.

Based on the unified law, it should be necessary to forming organization management, and education system for crisis cooperating, and to use of resources that it can effectively utilize for the function of crisis management. And, for improving the ability of settling with the national crisis, professional expert must be raised from official school which managed by the nation. And, government should give the national qualification to the person who complete some courses in research agency and pass the qualification test. Public administration should hire the people having the expert skill. These efforts help the expert for crisis management to work well in the public areas.

It is required to break down an old custom such as myopic attitude neglecting the future crisis. What is more, it should be companied with the compelling will of political leader, the

active national involvement and forming social consensus in public project, the cooperation with civil, public and military society..

Under the current law related crisis management, the both disaster and war prepare training should be exercised in the same period. Among the training subject, similar and overlapped subject have to be unified into one subject. Each exercise should be performed with other one undergoing in other organization.

It could be effective not only to establish the new curriculum related raising the expert for crisis management, but also to connect with university and make the national qualifying examinations. The people, who completed crisis management courses, have to get the certificate with making the law that the public area should employ obligatory people having the expert certificate with the fully financial support from government, the top notch equipments improving to gather and analyzing the information to prepare various crises should be introduced.

Also, the myopic thought—that not preparing the future—does not help. The more important thing is to cooperate with the Politian, people with the new atmosphere esteem for the crisis management precious. The security, safe life and peace of people should be guaranteed from government. What is the best solution government should do? It is required for the government to recognize the collaboration as the effective strategy rather than only government effort, cooperated with military, the civil society, enterprises, and public

The security, safe life and peace of people should be guaranteed from government. What is the best solution government should do? It is required for the government to recognize the collaboration as the effective strategy rather than only government effort, cooperated with military, the civil society, enterprises, and public. Various plans to attract many civil

organizations should be established and diverse program for education training is required. Not only that, active publicity have to be supported. Various plans to attract many civil organizations should be established and diverse program for education training is required. Not only that, active publicity have to be supported

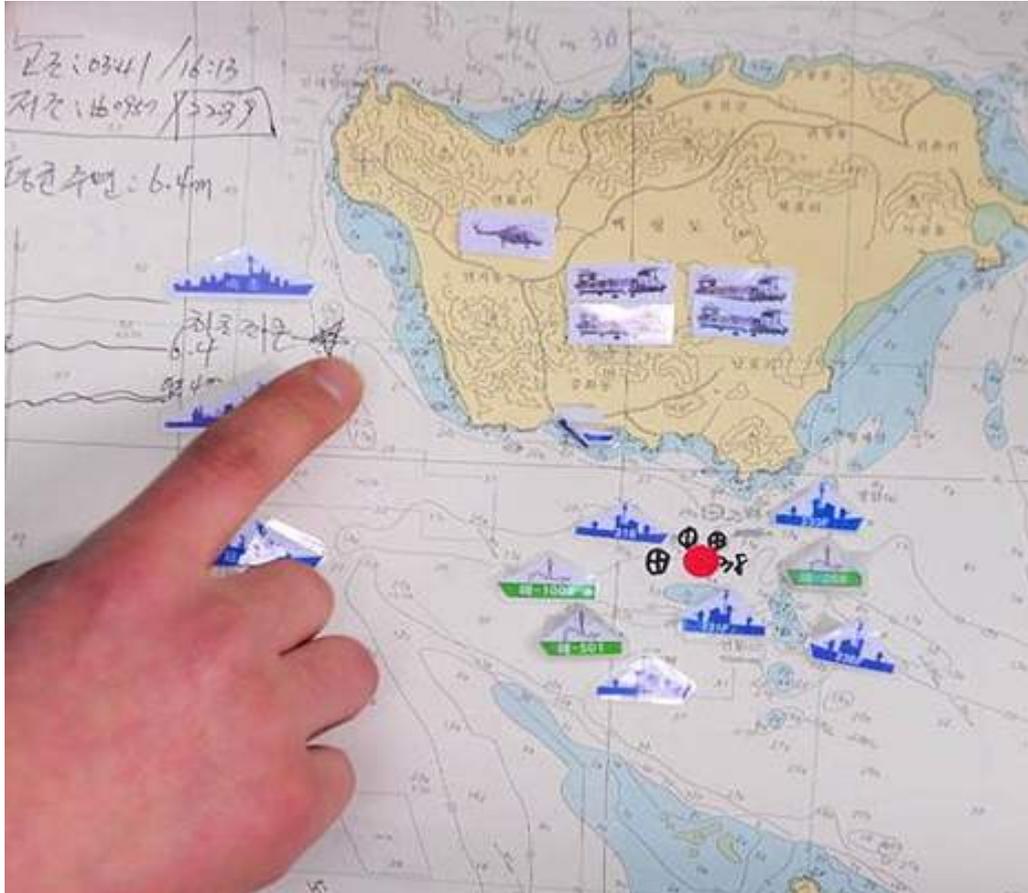
We have to grasp the truth of Choenan case and make right countermeasures. Regardless of political purpose, only accurate and logical investigation should be carried out. Military authorities have to reconsider the current strategy whether it is enough to counter the enemies attacks. Especially, in the area near the North Korea, military plan have to be re-examined based on the enemy strategy.

Appendix 1. The Type of Crisis

Crisis Area		Feasible Crisis	
F O R E I G N	Inter Koreas	Military [Part I]	Type 1: Full-scale war Type 2: Regional Provocations Type 3: The infiltration of armed army Type 4: Threats and attacks on the certain target Type 5: Severe military expansion for military balance. Type 6: Military conflict between North Korea and third country
		Non- military [Part II]	Type 7: A sudden change in NK politics Type 8: The social turmoil in NK Type 9: The influx of a mass of refugees into South Korea Type 10: Terror and detainment toward South Korea assets in North Korea. Type 11: Turning into the unexpected foreign policy Type 12: Terror to the South Korean assets
	Neighbor- ing country	Military [Part III]	Type 13: Military aids from neighbor countries Type 14: Proliferation of WMD and territorial dispute Type 15: Accidental conflict with neighboring countries on Sea and Air Type 16: The intended military pressure and provocations by neighboring country
		Non- military [Part IV]	Type 17: Sudden change of relation with surrounding country Type 18: Sudden change on foreign policy of surrounding country toward Korea Type 19: Strategic conflict with other countries except East Asia
	Inter- national	Military [Part V]	Type 20: Unavoidable military intervention Type 21: Severe damages during military aid Type 22: The state of Emergency in the supply route like air and sea
		Non- military [Part VI]	Type 23: Raising security menaces by economic crisis Type 24: Economic conflict in international trade Type 25: Terror to random places by uncertain groups
	Domestic	Military [Part VII]	Type 26: Military coup by the rebel Type 27: Armed revolt
		Non- military [Part VIII]	Type 28: Political and social severe turmoil Type 29: National emergency like the assassination of key Type 30: Cyber terror Type 31: Destruction public by undefined subject Type 32: Destruction ecosystem and shortage of energy Type 33: Natural calamity and big disaster

Appendix.2 the Operation Map

(released in the hearing toward the family of dead navy)



Appendix 3.

Changed Statement about the time when Choenan ship failed

	Date	Who	When of incident
#1	March, 26	MND announced)	21: 45
#2	March, 27	MND announced in National Assembly	21: 30
#3	March, 28	Kim Minister of National Defense spoke	21: 25

Appendix 4.

A Time Table of Military Countermeasures during initial time

Time	Activity	Subjective
21:22	Choenan ship falling	
21:23~ 30	Check the Situation (58 men survived)	Commanding officer in Choenship
21:28	Report to 2 nd Fleet liaison office	The gunnery officer of ROK Choenan
	Report to the Chief of the situation room	Duty Officer in 2 nd Fleet
	Report to Maritime Police Ship	the Chief of the situation room
21:32	Fishery Guide ship mobilized	
21:56	3 GOV Ships mobilized	

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