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## **Improvement Direction for the Operating System of CRISIS Management Manual in KOREA**

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### **Abstract**

*Through analysis of operating system of crisis management manual in Korea, this study attempts to suggest the right direction for future improvement. First, it is necessary to simplify the preparation through accurate understanding of laws and regulations. In the meantime, given the Korean crisis management manual written too specifically, rather, there is too much in manual volume and there is not enough time to follow the manual sequentially in case of settlement disaster. At the time of the East Japan great earthquake disaster, they were accused of missing the Golden Time when they sequentially followed Japan's well-written manuals. Therefore, it is desirable to make it simple and easy to understand through an accurate understanding of relevant laws and regulations. Second, it is necessary to clearly distinguish roles between institutions through practical exchanges and cooperation networks. Under the current laws, this redundant design leads to an ironic situation in which when the actual disaster occurs, leaving responsibilities of an agency to another occurs between the agencies. Therefore, manual design to enable clear division of roles among institutions to some degree through practical exchanges and cooperation will enable quicker disaster response. Third, it is necessary to build a highly effective manual based on a scenario. Although the current crisis management manual is well written, but when applied to settlement actual disaster, it is difficult to apply due to the difference between reality and theory. Therefore, in order to be practical or to increase the possibility of reality, based on the scenarios, it will be easier to apply the reality by coping with the virtual scenarios by disaster type. Fourth, it is necessary to conduct situational judgment exercises through training. In the currently available crisis management manuals in Korea, all institutions are unified in identifying the level of crisis alarms such as concern, attention, warning, and seriousness, each level has different responses and its collaboration is different. However, in case of actual disaster, it is difficult to collaborate because it shows difference in crisis alarm level by each department or each institution. Therefore, it is necessary to conduct self-assessment exercises through scenario training. Fifth, there is an increasing need for preparing integrated manuals for complex disasters. Today, disasters do not simply end in one type of disaster, but multiply into multiple disasters. That is, when an earthquake occurs, the earthquake can lead to fire, collapse, environmental pollution, and even nuclear accident. As a result, the crisis management manual is a manual for one type of disaster, which makes it difficult to cope with a complex disaster. Therefore, the need for preparing integrated manuals considering complex disasters increases.*

**[Keywords]** Korea, Disaster, Crisis Management Manual, Improvement Direction, Operating System

### **1. Introduction**

Due to recent climate change such as global warming, etc., El Niño and La Niña phenomena have caused the summer typhoon to become even bigger, in winter, cold waves are getting

worse, and a large complex disaster continues to increase in our society.

It is the opinion of many experts that, in order to cope with these increasing disasters quickly and effectively, the crisis management manual

should be well prepared. On the other hand, the central government also has maintained to improve the problems exposed through various disaster response and training based on the manuals of each institution by constituting a 'Public-Private Joint Central Review Panel' every year, and in addition, they are intensively checking to make sure that the manual is up-to-date and that it is working in the field[1].

However, the crisis management manual has not been properly reflected in reality, suggesting that the effectiveness is questioned, the correct roles between institutions are difficult to distinguish, and, there are many problems such as lack of integrated manual to cope with recent complex disasters. Thus, through analysis of operating system of crisis management manual in Korea, this study attempts to suggest the right direction for future improvement.

## **2. Operating System of Crisis Management Manual and Legal Basis**

The 'Crisis Management Manual' refers to a manual to prepare and operate according to disaster type in order for the disaster management institution's director to effectively operate and manage disasters according to Article 34-5 of the Framework Act on Disaster and Safety Management(Preparation and operation of disaster crisis management manual). There are three types including crisis management standard manual, crisis response operational manual, and on-site action manual[2].

First, the Crisis Management Standards Manual, as a document that defines the disaster management system and the roles and responsibilities of related organizations for the disasters requiring management at the national level is the basis for the preparation of the Crisis Response Practical Manual, and shall be completed by the head of the agency responsible for disaster management, that is, the head of the central administrative agency designated by the Presidential Decree. However, in case of a disaster involving a number of disaster management authorities, the Minister of Public Administration and Security may prepare a crisis management standard manual in consultation with the heads

of the agencies responsible for disaster management. Next, the crisis response practical manual, as a document stating the measures and procedures necessary for actual disaster response according to the functions and roles specified in the Crisis Management Standards Manual shall be prepared by the head of the disaster management organization and the heads of the related organizations. In this case, the chief of the agency responsible for disaster management can prepare the risk management response manual and the crisis management standard manual according to the first issue. Finally, the on-site action manual is a document detailing the actions taken by the agency that directly performs the task at the disaster site. This manual is prepared by the head of the agency designated by the head of the agency that prepared the crisis response operational manual. However, mayors, municipal governors, and district governors may prepare an integrated site action manual for each disaster type.

## **3. Operating System of Crisis Management Manual Focusing on On-Site Action Manual**

In the case of the crisis management manual such as the on-site action manual in general, it directs the agency's direct mission and action measures at the disaster site such as the type of disaster in each type, crisis warning standard, emergency response system of central and local area, and collaboration function with related organizations are introduced in the disaster site[3].

First of all, as for the crisis types, in case of typhoon, there is a warning form and guideline of the Meteorological Agency. In accordance, local governments are to be aware of the types of crises in advance.

Next, in Korea, most of the crisis alarm levels are divided into concern, attention, warning, and seriousness. However, in case of radiation leakage, it is classified into white emergency, blue emergency and red emergency.

As a factor in determining crisis response, in the case of determining crisis response for a typhoon, for example, it is necessary to refer to the situation decision meeting and the level of

warning level considering the course, central pressure, size, intensity, accompanied wind speed, precipitation and direct/indirect influence zone.

In the case of central and local disaster response systems, the disaster and safety headquarters, the accident investigation headquarters, and the emergency rescue control unit are operated. However, there is a difference in the degree of operation depending on the size and extent of the disaster[4]. Lastly, the function of collaboration with related organizations is specified in the Crisis Management Manual.

#### **4. Maintenance and Improvement Directions for Korea's Crisis Management Manual**

First, it is necessary to simplify the preparation through accurate understanding of laws and regulations. In the meantime, given the Korean crisis management manual written too specifically, rather, there is too much in manual volume and there is not enough time to follow the manual sequentially in case of settlement disaster. At the time of the East Japan great earthquake disaster, they were accused of missing the Golden Time when they sequentially followed Japan's well-written manuals. Therefore, it is desirable to make it simple and easy to understand through an accurate understanding of relevant laws and regulations[5].

Second, it is necessary to clearly distinguish roles between institutions through practical exchanges and cooperation networks. Under the current laws, this redundant design leads to an ironic situation in which when the actual disaster occurs, leaving responsibilities of an agency to another occurs between the agencies. Therefore, manual design to enable clear division of roles among institutions to some degree through practical exchanges and cooperation will enable quicker disaster response[6].

Third, it is necessary to build a highly effective manual based on a scenario. Although the current crisis management manual is well written, but when applied to settlement actual disaster, it is difficult to apply due to the difference between reality and theory. Therefore, in order to

be practical or to increase the possibility of reality, based on the scenarios, it will be easier to apply the reality by coping with the virtual scenarios by disaster type[7].

Fourth, it is necessary to conduct situational judgment exercises through training. In the currently available crisis management manuals in Korea, all institutions are unified in identifying the level of crisis alarms such as concern, attention, warning, and seriousness, each level has different responses and its collaboration is different. However, in case of actual disaster, it is difficult to collaborate because it shows difference in crisis alarm level by each department or each institution. Therefore, it is necessary to conduct self-assessment exercises through scenario training[8].

Fifth, there is an increasing need for preparing integrated manuals for complex disasters. Today, disasters do not simply end in one type of disaster, but multiply into multiple disasters. That is, when an earthquake occurs, the earthquake can lead to fire, collapse, environmental pollution, and even nuclear accident. As a result, the crisis management manual is a manual for one type of disaster, which makes it difficult to cope with a complex disaster. Therefore, the need for preparing integrated manuals considering complex disasters increases[9][10].

On the other hand, even in the rescue of disaster in the article 6 of Jeong Yak-yong's Aeminyukjo, rescues of water disaster and fire should be carried out promptly in accordance with the national emergency relief regulations, and other matters unspecified in the manual are suggested by the county chief to be judged and processed. Also, in case of all disasters(fire and sinking), rescue activities should be performed as if they were one's own disaster, and it was suggested that anticipating and preventing disasters is much better than recovery assistance after a disaster. To see that the principle of disaster management, which was presented in the Joseon Dynasty is not behind that of today's, even from now on, problems should be diagnosed and improved.

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