

National Security Protected by Citizens

– Development Directions for the Civil Defense System in Korea–

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It is time the civil defense system should be reborn as a powerful organization to respond to unexpected disasters and security threats from North Korea, and changed resolutely into a system getting along with the citizens in life to meet the needs of the time. In this context, this study presents a direction of development for the Korean civil defense system as follows: Firstly, the current legal fabric for civil defense and disaster management in South Korea is scattered among separate laws, and the disaster management affairs are overlapped or scattered among many agencies. Thus, for efficient disaster management, the overlapped and scattered disaster management works should be readjusted. Secondly, the Korean government set up "National Emergency Management Agency" as well as "the Disaster and Safety Management Office" in the Ministry of Public Administration and Security, but still these do not equal the dedicated organizations with the comprehensive security concept, which covers all natural disasters, manmade disasters, civil defense, critical infrastructure protection, cyber terrors and biological disasters aimed by advanced countries in the field of disaster prevention. Therefore, it is required to set up a dedicated organization for civil defense, and specialize its personnel. Thirdly, the civil defense system should be reset to infuse a sense of national security into the people about unexpected provocations from North Korea, and to protect the people from globalized terrors and various disasters. Lastly, the civil defense education and training system should clearly regulate its field and mission, and it should be established as the demand-focused education and training in life. The education and training should be developed and operated in accordance with the real situation in the future.

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I . Introduction

Today, it is said that modern society is a 'risk society.' Dangerous elements may, indeed, be

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found everywhere. There are many elements threatening the safe life, such as various crimes, terrorism, disasters, war risks, and so on. The state should in advance prevent such risks, respond to the unavoidable risk effectively, and minimize the damage. In addition, each state should improve related laws and systems suitable for the national situation, and operate management programs. In this respect, the civil defense system has its significance.

Today's civil defense in wartime is to prepare for enemy attacks by various means of conventional weapons as well as nuclear, biological and chemical weapons; in peacetime it is to take precautions against natural disasters such as earthquake, landslide, damage from storm and flood, man-made disasters such as fires, explosions, traffic accidents, nuclear, biological and chemical accidents, environmental pollution, and 'social disasters' such as the spread of infectious diseases and a paralysis of critical infrastructure including energy facilities, communication facilities, finance, medical facilities and waterworks; therefore it can be referred to as all the non-military activities by governments and private sectors except military activities(Kim and Shim, 2007 : 179).

The security environment surrounding the Korean Peninsula is rapidly changing; nevertheless, the security awareness of the people and the national recognition for the necessity and legitimacy of civil defense system tend to decrease. Even the skepticism or the debate over the abolition of civil defense system is emerging. However, the civil defense organization must be reborn as a powerful organization in response to unpredictable disasters, threats from North Korea in the situation of division, terrors, and so forth. And it is time for the civil defense system to convert drastically into a system getting along with the general public in real life in order to meet the needs of the time(Seoul Metropolitan City, 2005 : 3). In this context, this study is to review the civil defense system as a whole in the rapidly changing environment on the Korean Peninsula and grope for a direction of development for the Korean civil defense system as well.

II. Theoretical Framework

1. Concept of the Civil Defense System

The civil defense is defined as "all the self-defense activities such as air defense, emergency and disaster prevention, rescue, recovery and support efforts necessary for military operations performed by residents under the guidance of the government in order to protect life and property

of residents from either enemy invasions or disasters jeopardizing nationwide or some local peace and order”(National Emergency Management Agency, 2008: 16). Here, “invasion of the enemy” includes attack by means of conventional weapons and nuclear, biological and chemical weapons, regardless of direct or indirect invasion; and besides, “disasters jeopardizing some local peace and order” include natural disasters as well as manmade disasters; “under the guidance of the government” means the government every year promotes the civil defense plan, conveys the orders to mobilize the Civil Defense Corps in case of an emergency, and develops skills to cope with an emergency through education and training.

“Security Policy Report 2000” of “Switzerland Federal Council” defines “the purpose of civil defense is to protect citizens and critical assets from disasters or emergencies and wars, and to provide management, protection, rescue and relief in treating these crises and emergencies.” This report also points out that the disaster and emergency management is the most important part in the civil defense system because the security environment in Switzerland has changed a lot since the post-Cold War and there is no risk of military conflict to threat Switzerland now in Europe(Switzerland Federal Council, 2001: 1). In other words, the civil defense, as part of a concept of national defense, unlike military defense by soldiers and weapons among the national defense activities, refers to all the non-military self-defense activities performed by residents to prepare for national security threats and disasters and protect life and property of the people. Therefore, the civil defense corps is organized entirely with civilians, has its purpose to protect life and property of residents, and use non-combat equipments and apparatuses under the guidance of the government. In addition, the civil defense protects residents from wars, disasters and catastrophe, and has the nature of humanitarian activities by the agreement that protects the international activities of the Civil Defense Corps(Park, 2008: 209).

2. Necessity of the Civil Defense System

When viewed in the historical context, all countries has mainly relied on military power for their self-defense(Yeo, 2003: 6). However, due to the rapid development of war weapons based on advanced science and technology, modern war appears as patterns of total war in which all the nation participates, the entire battlefields without distinction of front and rear, and nuclear, biological and chemical war. As various disasters, regularly threatening our lives every year, are getting larger in scale, the countries of the world are in need of civil defense as a means for survival and protection of their citizens and as a national self-defense organization in the aspect

of military and non-military defense.

1) The Function of Deterrence

The North and South Korean relations include a variety of aspects in the time of division lasting for more than half-century. According to the Armistice Agreement, they must have 'the hostile relations.' However, the two Koreas have various natures of the relations, i. e., a nature of 'the relations of reconciliation and cooperation' in terms of the recent inter-Korean exchanges and cooperation; 'the relations between the countries' considering that the two Koreas joined the United Nations simultaneously; and 'the provisional special relations' by the Basic Agreement. The relationship between the two Koreas includes multiple and various aspects in this way. In a word, the inter-Korean relations are characterized by conflicts and competitions, and expanded reproduction of distrust. In other words, it is true that the two Koreas are always in a state of tension as the divided nation. Even in an era of peaceful coexistence through the inter-Korean economic exchanges, reconciliation and cooperation such as the Kaesong Industrial Complex and the tour programs to Mt. Kumgang, several accidents such as the Yellow Sea battle, the murder of a tourist at Mt. Kumgang and the female spy case have recently occurred.

Currently, North Korea holds 7,480,000 reserve forces: 1,730,000 Reserve Military Training Unit, an object of the combat mobilization in wartime; 4,140,000 Worker-Peasant Red Guards, similar to the Civil Defense Corps; 1,180,000 Young Red Guards, a high school military organization; and 430,000 paramilitary forces. It is not difficult for North Korea to mobilize these reserve forces because North Korea is a strong centralized state with its leader Kim Jong-il at the pinnacle of power.

Considering the reality of a division that we face and the rapidly changing international order, the maintenance of the Civil Defense Corps to secure the safety of our citizens can be a very big contribution to deterrence. Civil defense is very necessary in peacetime to establish a sense of nationality through civil defense education and training, and assume national total security posture.

2) The Function of Disaster Prevention and Response

The history of mankind has been the history of disaster, so that each country in the world has experienced innumerable disasters according to its geographical, topographical characteristics. Even the development of science and technology contributing to human civilization today could not stop

the threat of natural disasters. Rather it becomes the new cause of manmade disasters, and ironically imposes threats on the development of human civilization.

South Korea reduced the history of modernization that the Western countries had achieved over two hundred years by only twenty years. As a result, it has caused 'a simultaneous juxtaposition of the discrepancy' with pre-modernity, modernity and post-modernity coexisting within a society. In this process, our society has suffered large accidents and disasters without even perceiving the risks. Moreover, due to the abnormal political structure, South Korea is characterized by distorted development in each part of the society, and reveals the form of double, triple and multiple risk society(Yoo, 2004: 220). It is noted, in particular, that the risks and the disasters are not lessening for lack of thorough awareness and reflection on the issues in spite of a lot of accidents and risks.

Most of all, the natural disasters have continued to occur in the country since the history. Typhoon Sarah in 1959 significantly caused the deaths of 849 people. Thereafter, various disasters have continued to occurred almost every year, e. g., the flood disaster in Anyang and Siheung district, 1972; Typhoon Judy in 1979; a deluge in 1984; a heavy rain in Jungbu region(the central part of Korea), 1987; a heavy rain in Young-Honam region(the southern part of Korea), 1989; a deluge of the Han River in 1990; Typhoon Gladys in 1994; Typhoon Janis in 1995; a heavy rain in the northern part of Kyunggi-Kangwon Province, 1996; Typhoon Rusa in 2002; Typhoon Maemi in 2003; a snowstorm in 2004; and Typhoon Ewiniar in 2006.

In the case of the manmade disasters, moreover, the seriousness has reached its climax since the 1990s. Since the collapse of the Wooam Building in Cheongju City in 1993 left 28 dead and 48 injured, many manmade disasters have taken place, e.g., the Sealand Youth Training Center fire in Hwaseong City, the collapse of the Seongsu Bridge over the Han River and a gas explosion in Ahyeon-dong, Seoul in 1994; a gas leak accident in Daegu and the collapse of the Sampung Department Store in 1995; a bus-train crash in Namwon City in 1997; an explosion of Bucheon LPG filling station in 1998; a fire that broke out at a pub in Incheon City in 1999; a fire at the Yeji Institute near Kwangju killed 8 students; a fire at the Jungang(Central) Market in Seongnam in 2002; the Daegu Subway fire in 2002 that left 198 killed, 147 injured and 201 missing; and the MBC(Munhwa Broadcasting Corporation) music concert accident at Sangju, 2005.

The characteristics of the recently occurred accidents and disasters are as follows. First, the aspect of disasters has been expanded in scale and diversified in kind. Second, every kind of disasters has been provocative and changeable, and gradually increased its uncertainty. Third, the time to respond to the disasters has become extremely shortened, and the need for the usual

precautions has become conspicuous in its importance.

In general, the disaster management is an important policy issue that is directly related to the quality and level of life and welfare of the people. In other words, the poor disaster management can lead to an overall crisis, exerting harmful influence on the national system and the local governments as well as causing great damage to life and property of the people who are the beneficiaries of the public administrative services. The keys to successful disaster management are to make efforts to prepare thoroughly for the occurrence of disasters and minimize it, and to make initial responses expeditiously and effectively to inevitable disasters, and perform recoveries. However, the disaster management in the country still lacks in learning from the large-scale disasters in the past and exposes several problems.

Beck argues that we must give an in-depth reflection on the issue of 'risk and safety' because the highly industrialized society has been accompanied with a side effect like ecosystem destruction. In other words, a ecological, creative and civic-oriented 'reflexive modernization' is necessary. This reflexive modernization is characterized by a 'modernistic criticism' on modernization, and results from a 'creative destruction,' which has a double meaning that a contradiction of the Western industrial civilization is not only success but also failure of the modernization(Beck, 1998).

Perrow showed an empirically and theoretically outstanding research in the aspect of organization that there can not be an 'absolute safety' in the high-tech field. He argues, in the case of complicated technology, that the emergence of an accident is related to the structure of high-technology rather than an accident that is reduced to human errors, and the world of modern high-technology has no choice but to have both safety and risk(Perrow, 1984: 57).

The 'risk society theory' emphasizes that the science-technology civilization itself for human convenience is the main factor of risk society. Therefore, the future direction of national risk policies should put emphasis on the importance of emergency management considering the unique process of industrialization in our society(Yoo, 2004).

In this risk society, the response to disasters and catastrophe can not be performed only by the role of government. In this context, the civil defense should be promoted as an autonomous organization of residents to comprehend the function of disaster prevention such as precaution, emergency measures and recovery in preparation for the growing variety of disasters and catastrophe. And its education and training should be strengthened to settle the civil defense in life. From this perspective, the civil defense will be able to play an important role(Park, 2008: 212).

III. Direction of Development for the Civil Defense System in Korea

Many countries are improving various laws and institutions to prepare efficiently for a series of emergencies such as terrorism, war and disaster. One of them is the 'civil defense system.' The civil defense was mentioned for the first time around 1920 originally as a means of defense to protect the citizens against military attacks, but the full-scale execution of the system was since the 1950s in which the threats of nuclear war gradually grew. During the 1950s and 1960s, many NATO(the North Atlantic Treaty Organization) countries such as the United States, the United Kingdom, Germany, Switzerland and Sweden conducted the civil defense drills in preparation for nuclear war according to the situation of each country. This drills had been reinforced in the threat of nuclear war between the Soviet Union and the United States during the Cold War. However, since the post-Cold War era, the civil defense system has been switched into disaster or emergency preparation from defense against military attacks, and the term civil defense has been changed into crisis management, emergency management, emergency preparedness, and so on.

The civil defense of our country has its origin in Buyeok(compulsory service) system for all sorts of public works and Uibyeong(the righteous army) activities during foreign invasions from the Three Kingdoms period to the modern times, and its typical cases are Buyeok, Hyangyak(community compact), Uibyeong and Arson law.

The first civil defense system in its modern meaning began on January, 1951, when the General Headquarters of Civil Air Defense in the Martial Law Command, the Ministry of Defense and its branches in each province were established. Thereafter, the Public Security Bureau, the Ministry of Home Affairs undertook it, set the Day of Civil Air Defense and Fire Fighting on January 15, 1972, and put the civil air defense drill into practice for the first time. The Civil Defense Act(Law number 2776) in Korea was enacted and promulgated on July 25, 1975, and the Civil Defense Headquarters, installed in the Ministry of Home Affairs, consolidated the civil defense affairs and managed them. In the meantime, the Civil Defense Corps was established across the country on September 22, 1975, and has reached today.

Looking into the historical background of the introduction of civil defense system, the South Korean government at the time of 1975 considered that the fall of Vietnam and the communization of Laos and Cambodia were triggered by political, economic and social divisions rather than

military factors. At that time, South Korea, facing a direct threat from North Korea, was building a wide consensus that the maintenance of the system to take defense posture was necessary in normal times. In addition, due to the rapid urbanization and industrialization and an unusual change of weather, various disasters occurred frequently. On the other hand, as the value of "safety needs with affluence" and "respect for life" prevailed due to the improvement of income levels and quality of life through economic development, the national will that "we couldn't follow the tragedy of Vietnam" united together. In this historical background, the Framework Act on Civil Defense was enacted and promulgated on July, 1975. This civil defense system has reached today in the time of rapid change(Park, 2008: 213).

The civil defense system in South Korea has greatly contributed to suppressing war threats from North Korea and protecting people's life and property from various disasters and catastrophe. However, the global change in the post-Cold War era and the change of attitude to recognize North Korea as a member of national community and a partner of reconciliation and cooperation have deepened into insensibility of security and defense, and the general concern for civil defense including 'safety consciousness' has been neglected(Park, 2002: 17). This means that our national security awareness and the national needs and justification for civil defense tend to reduce, and even a skepticism about the civil defense system emerges. However, it is time the civil defense system should be born again as a powerful organization to respond to unforeseeable disasters and security threats posed by North Korea, and converted decisively into a system going together with the citizens in real life to satisfy the needs of the time. In this context, this study is to illuminate the meaning of civil defense system in the rapidly changing environment on the Korean Peninsula and will present the direction of development for the Korean civil defense system as follows.

1. Reexamination of Laws Related to Civil Defense and Disaster Management

Due to the global terrorism and various disasters, the United States, the United Kingdom, Switzerland, France, Germany and other advanced countries are revising the laws related civil defense overall to adapt themselves to the real international environment, and enacting a new law for disaster preparedness including the concept of civil defense. In 2007, the United States established "Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, and Related Authorities," which comprehended the contents of "Federal Civil Defense Act of 1950." The United Kingdom consolidated "Emergency Powers Act of 1920" and "Civil Defence Act of

1948" with significant complement into "Civil Contingencies Act" in 2004. Switzerland passed "Federal Law on Civil Protection System and Protection & Support System" on December, 2003. France enacted "Law on the Modernization of Civil Security"(Relatif à la modernisation de la sécurité civile) on August 13, 2004. Germany also enacted "Civil Defense and Disaster Relief Act for the Establishment of a Federal Office"(Gesetz über die Errichtung des Bundesamtes für Bevölkerungsschutz und Katastrophenhilfe, BBKG) on May, 2004.

The national disaster management laws currently being enforced in South Korea are " Civil Defense Act" enacted in 1975, "Emergency Resources Management Act" enacted in 1984, "Disasters and Safety Management Act" enacted in 2004, "Natural Disasters Measurement Act" enacted in 2005, and so forth. However, the disaster management laws in the country, first of all, are causing many problems due to the confusion of the term disaster and catastrophe, and because the contents of disaster management are scattered among separate laws, therefore Civil Defense Act does not play the role of basic law to combine separate laws(Cho, 2003: 199). Moreover, although efficient administration can be possible only with comprehensive and systematic approach according to the nature of disaster management, the uniformity and comprehensiveness among disaster-related laws to support it are not sufficient. Therefore, the cooperation for disaster prevention and preparedness among government agencies is difficult(Cho, 2003: 199). In other words, the current disaster management system in the country is scattered among separate laws and the disaster management affairs are overlapped or scattered among several government agencies. Thus, the overlapped and scattered disaster management affairs should be readjusted for effective disaster management(Kim, 2008: 325).

2. Unification and Specialization of the Civil Defense and Disaster Management Organizations

A number of countries with advanced civil defense systems integrate and unify the civil defense related government organizations, and actively respond to the comprehensive disasters and catastrophe. On March 1, 2003, the United States took action to incorporate FEMA(the Federal Emergency Management Agency) into an affiliated organization of the Department of Homeland Security. In the United Kingdom, a comprehensive central management organization to prepare for disaster and catastrophe came into existence by establishing the Civil Contingencies Secretariat in the Cabinet Office through the enactment of Civil Contingencies Act. From January 1, 2009, Sweden incorporated "Swedish Rescue Services Agency," "Swedish Emergency Management Agency," and "Swedish National Board of Psychological Defence" into "Swedish Civil

Contingencies Agency." Germany integrated the disaster preparation system between Federal and State governments, established "the Federal Office for Civil Defense and Disaster Relief"(Bundesamt für Bevölkerungsschutz und Katastrophenhilfe) on May, 2004, and strengthened cooperation between Federal and State governments.

In South Korea, now, "Disaster and Safety Management Office," an affiliated organization of the Ministry of Public Administration and Security, generally manages the administrative enforcement of national disaster related laws. In other words, "Safety Policy and Cooperation Division" takes charge of the civil defense affairs, "Emergency Preparedness Policy Division" is in charge of the management of emergency resources, "Disaster Control and Coordination Division" takes the management of disasters and safety, and all of these divisions belong to "Disaster and Safety Management Office." In addition, after "Government Organization Act" was revised and "Disasters and Safety Management Act" was enacted on March, 2003, the civil defense administration of the country was placed under the authority of "National Emergency Management Agency" established on June 16, 2004. This is far from the true meaning of the unification of administrative organizations dedicated to civil defense, as in the recent example of the countries such as the United States, the United Kingdom and Sweden with advanced civil defense systems¹⁾. As compared with the development level of disaster management systems of the advanced country like the United States in the field of disaster prevention, "National Emergency Management Agency" and "Disaster and Safety Management Office" in the Ministry of Public Administration and Security were established in South Korea. However, these are not yet equivalent to the dedicated organizations with the comprehensive security concept, which covers all natural disasters, manmade disasters, civil defense, critical infrastructure protection, cyber terrors, and biological disasters aimed by advanced countries in the field of disaster prevention(Lim, 2005: 9-10).

Moreover, the government should cultivate specialized personnel needed to manage disaster

1) The civil defense system in Korea before 2008 had been separately operated by the National Emergency Planning Commission, the Ministry of Government Administration and Home Affairs, and the National Emergency Management Agency. However, President-elect Lee Myung-bak's presidential transition team was to abolish "the National Emergency Planning Commission," which belonged to the Prime Minister's Office, at the time of announcement of reorganization of government setups on January 16, 2008, and it was incorporated into the Ministry of Public Administration and Security according to the reorganization of government offices. The National Emergency Planning Commission was established to develop the national mobilization system and total security by the late President Park Chung-hee in 1969, and has functioned as an axis of national security for 40 years.

situations and critical infrastructure crisis as well as security crisis. At present, since the civil defense position is recognized as an object of avoidance by public servants due to the undervaluation in our society, it is the reality that low job satisfaction, low sense of mission, low morale, and low job specialization in this field prevail. Besides, since its heads have little interest in this work, it is true that the structure or the full number of staff is to be reduced at whatever time of reorganization of government setups, and the budgetary allocations are insufficient. When viewed in this context, it is necessary to consider the conditions in each region in order to cultivate civil defense experts. And also it is possible that universities, research institutes for academic deepening, or agencies permitted by the government can be designated as educational institutions, and these institutions can function as the specialized personnel training centers through the agreements(Lee, 2007). This is needed to train and cultivate specialized crisis management personnel who possess comprehensive coping skills to respond to various crises due to the constantly changing environment of national crisis management, and to improve the activity conditions of specialized crisis management personnel. It is also necessary to develop and operate incentive programs in order to promote a sense of belonging and self-conceit of the civil defense officials and other programs to raise their morale at this time(Park, 2008: 215).

3. Redefinition of the Concept of the Comprehensive Civil Defense System

The current civil defense system, considering the special circumstances of the division of Korea, should be developed as an efficient and systematic civil defense system to prepare for war, and respond disasters and catastrophe in daily life, and its status should be redefined. The most important task of military crisis management today is to build comprehensive defense posture with the concept of total war. In the face of the enemy infiltrations, provocations or threats, the national defense mission should be successfully accomplished by unifying a chain of command to integrate various factors of national defense. In order to integrate the various factors of national defense like the military, police, and government authorities, local governments, Homeland Reserve Forces, and Civil Defense Corps, the decision and instruction in the dimension of the chief executive and the cooperation of the government ministries and agencies concerned are required(Lee, 2004: 314).

The national crisis in the traditional security can be classified into crises from North Korea in the field of unification, diplomacy and military and crises from outside neighboring countries. The crisis management policy on security crisis calls for a sophisticated balance between the

preparation for the use of military power and the display of the will for crisis settlement. The crisis management policy has an interest in the harmony between conflicts and cooperative actions to protect their national interests and avoid armed conflicts(Kim, 2000: 330).

First, it can be said that the national crises from North Korea are threats of the use of military power, localized provocations, non-military threats, emergencies in North Korea, development and spread of mass-destruction weapons, various incidents or situations that can develop into other national crises, etc. Second, the national crises from outside can be military threats or provocations from neighboring or other countries, invasions of national territory, conflicts or collisions, terrorism, threats from conflicts or wars in neighboring countries, and so forth(Lee, 2007).

The civil defense organization should be reestablished to inspire security awareness in the people about unexpected provocation from North Korea, and to protect the people from globalized terrorism and various disasters. This means that it is necessary for the civil defense system to establish its image and status as an institution to assure the entire nation that they can enjoy their safe life(Korea Research Institute for Local Administration, 2002: 92). In addition, the changes in the organizational system to promote cooperation with the linked agencies are important preconditions for the improvement of civil defense responsiveness.

It is necessary to strengthen not only linkage and coordination with fire department, police department, administrative agencies, non-governmental organizations and social service groups but also the function to manage these linked agencies.

4. Improvement of the Civil Defense Education and Training

The high level of civic sense and voluntary participation is essential to make the most of the civil defense system. In this context, the civil defense training should be developed from member-focused education into public education. To this end, it is necessary to work out a plan to carry out the civil defense education in the civil defense training as well as in the school education, guarantee the national safety actively and positively, and therefore enhance the credibility from the people. Besides, the operation of the civil defense training should be designed to fit the local characteristics, increase the autonomy of each local government, strengthen experiential and practical skill education rather than collective education focused on theory, and helpfully improve practical abilities. As to the current civil defense education, it is very easy to find trainees who read newspapers and sleep during the class hours of theory-focused collective

education. Complaints about the current civil defense education are its insufficient contents, low effectiveness and low quality of educational facilities and lecturers, so that many people don't want to receive it(Park, 2002: 24).

The study of Yeo Sangsu shows similar results. A number of people lack correct understanding on the concept of civil defense and its activities. The former Civil Defense Corps members released from the duty lacked practical activity participation experiences during their duty, and therefore their cooperation and participation are very low now due to the memory of perfunctory civil defense training(Yeo, 2003: 52). In this way of education, the civil defense education could not produce the originally intended effects. It is necessary to transform it into a practice-oriented experiential education. As a matter of course, obtaining training facilities, equipment and good lecturers is closely related to securing the budget, and therefore securing the civil defense budget is also a very important task.

It is important, in addition, to develop a civil defense training suited to regional characteristics in the era of local autonomy. And then, the arrangements should be made for trainees to receive the training selectively within a specified period, and the programs should be developed so that all the local residents can actively participate in the training and respond to emergencies. In this respect, it is necessary to enhance public relations on the importance and cause of civil defense training, induce the citizens' voluntary participation, and strengthen a legal basis as well to impose punishment measures on training offenders. In addition, as pointed out above, the entire nation should be an object of the civil defense training, and it is necessary to devise a measure to increase recognition on the importance of civil defense in elementary and high school education.

Therefore, the civil defense education and training system should be established as a demand-focused education and training in life with its field and mission clearly prescribed. The education and training should be developed and operated in accordance with real situations in the future. Then, it is possible to respond efficiently to unexpected emergencies. However, it is impossible to prepare properly for crisis situations with the perfunctory, passive and exhibitory civil defense education and training system.

IV. Conclusion

The civil defense system in South Korea has a great contribution in deterring war threats from North Korea and protecting people's life and safety from various disasters and catastrophe

accidents. Nevertheless, the global change in the post-Cold War era and the attitude change in recognizing North Korea as a national community member and a reconciliation and cooperation partner have deepened into 'a national security and defense insensibility,' and neglected the general concern for civil defense including 'a sense of safety.' In other words, our national sense of security and the national needs and justification for the civil defense system are inclined to decrease, and what is worse, a skepticism on the civil defense system becomes conspicuous. Nonetheless, it is time the civil defense system should be reborn as a powerful organization to respond to unexpected disasters and security threats from North Korea, and changed resolutely into a system getting along with the citizens in life to meet the needs of the time. In this context, this study presents a direction of development for the Korean civil defense system as follows:

Firstly, the current legal fabric for civil defense and disaster management in South Korea is scattered among separate laws, and the disaster management affairs are overlapped or scattered among many agencies. Thus, for efficient disaster management, the overlapped and scattered disaster management works should be readjusted.

Secondly, the Korean government set up "National Emergency Management Agency" as well as "the Disaster and Safety Management Office" in the Ministry of Public Administration and Security, but still these do not equal the dedicated organizations with the comprehensive security concept, which covers all natural disasters, manmade disasters, civil defense, critical infrastructure protection, cyber terrors and biological disasters aimed by advanced countries in the field of disaster prevention. Therefore, it is required to set up a dedicated organization for civil defense, and specialize its personnel.

Thirdly, the civil defense system should be reset to infuse a sense of national security into the people about unexpected provocations from North Korea, and to protect the people from globalized terrors and various disasters.

Lastly, the civil defense education and training system should clearly regulate its field and mission, and it should be established as the demand-focused education and training in life. The education and training should be developed and operated in accordance with the real situation in the future.

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朴炯均: 동국대학교에서 “지방정부의 위기관리행정에 관한 연구 - 서울시 인적 재난의 사전대비를 중심으로”로 행정학박사 학위를 취득하였으며(1996. 2), 현재는 대구한의대학교 경찰행정학과 부교수로 재직 중이다. 주요 연구 분야는 경찰행정, 위기관리, 민간경비 분야이며, 현재 한국치안행정학회 회장, 한국자치경찰학회 부회장, 국가 위기관리학회 부회장 등으로 활동 중이다. 최근에 발표한 논문으로는 “한국 위기관리 시스템의 효율화방안(2008)”, “CCTV에 대한 대학생들의 인식분석과 캠퍼스에서의 활용방안(2006)”, “대규모 시민참여 혼잡경비의 사례분석과 함의”(2006) 등이 있고, 저서로는 지방자치단체의 재난대응론(2009, 공저, 대영문화사), 경찰학개론(2007 공저, 대영문화사), 경찰수사론(2005 공저, 백산출판사) 등이 있다(police@dhu.ac.kr).

金度均: 경북대학교 정치학과 박사과정을 수료하였다. 주요 연구 분야는 경찰행정, 위기관리, 테러리즘 분야이며, 현재 한국치안행정학회, 대한지방자치학회, 한국테러학회 등에서 활동 중이다. 최근에 발표한 논문으로는 “경찰서 유치장 시설 및 운영에 관한 유치인의 인식연구(공저, 2007)”, “유치인 인권보호를 위한 유치장 운영의 효율화 방안-경찰서 대용감방의 사례를 중심으로(공저, 2008)” 등이 있다(loverofart@hanmail.net).

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