

The Center of Crisis Management and Situation Room

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Countries have to pre-evaluate threats and risks that may incur their national security and national interests, take the necessary preventive measures timely, and pursue decisive policies within the limits of the possibilities of their national power, by keeping a close watch on ongoing and conceivable crises and new developments. Like statesmen, also the international security organizations have to foresee the coming or anticipated threats and opportunities, take the necessary precautions and when necessary even to react by using force. Starting from time of peace, all these require an effective crisis management system that would warn and manage the threats that would create such crises. There are, however, crisis management centers and situation rooms in the focal points of the physical substructure of the crisis management system. In this article, by looking at the attributions of an effective crisis management system, structure of the crisis management centers and situation rooms will be questioned at international and national levels.

Keywords: crisis, crisis management system, crisis management center, situation room, preventive measures

Introduction

Historically, civilian and military governors of the countries gave great importance to warning against the issues of dangers and to preparedness by means of taking advantage of the information that would provide important advantages in decision making and reducing the obscurities. Statesmen are not only occupied by the daily happenings and issues, but by presupposition of the developments, and problems that may come out in the future, as well as preparation of the solution proposals depending on various possibilities by foreseeing the problems. Countries are bound to estimate the threat and risks that may incur the national security and interests in advance, to take the necessary precautions, and to pursue a policy with initiative within the possibility of the national force components by a close follow-up of existing and potential crises and the new formations. A well-thought-of and well-prepared crisis management system that integrates all actors and resources is required while the force and the sources of funds are utilized in favor of the national interests. Crisis management requires gathering a lot of processes beginning with formation of intelligence functions, security policy, decision making and use of force and employing a lot of effort in coordination. Our aim is to compare those facilities and procedures based on the different national and international requirements. What's more, we intend to contribute the understanding how a crisis management system works. This study is focused on the basic characteristics of crisis management centers and particularly on the situation rooms, in which we come across different examples in various countries and international institutions.

Institutional Considerations on Crisis Management

In international relations the term “crisis”, at large, is used to express “the condition which threatens the national values, which requires to be counteracted rapidly, and related to this, which requires holding the attention of the decision makers at utmost level”. The characteristics of a prospective crisis can be drawn up as follows (Yilmaz, 2017, p. 211): (1) In general, an unexpected occurrence; (2) It has never happened before, cannot be compared to another crisis; (3) Hard to control; (4) Generally very complicated; (5) It is a defining moment in international relations; (6) Possibly inclined to intensify violence; (7) Difficult to reach their leaders; (8) Limited in time; (9) There is a lot of information but inaccurate; (10) Intelligence and speculations must be investigated (sifted out); and (11) Public opinion attention is focused on your power, support considerations are at balance.

Crisis is a process that begins with a negative impact, jeopardizing a country’s national security and benefits, political, social and economic life in time of peace and under normal circumstance, and stretches out to sudden unexpected situations and events, amounting to gunfight and eventually followed by a peace condition and turn to normal circumstances. Whereas the crisis management, as in Figure 1, is a series of activities respectively starting with the recognition of a crisis situation, taking the manipulative decisions and their application, and extending to their follow-up and control. When all these are being achieved it is important to provide the legitimacy in agreement with the international rules and implications and to get the support of other states. The ultimate goal of the crisis management is to win through the conflict of interests. The essence of crisis management is to protect the national interests and objectives avoiding the recourse to war. The aim is either to prevent the escalation of the crisis furthermore or to mount the crisis in a manner to include a clash of arms by taking controlled precautions. Through the process of the crisis management, either the crisis or tension is taken under control or return to normal, or by escalating the crisis it turns into the management of war or conflict. In the medium of crisis management, there is surprise, time pressure, obscurity and unstable intensity.

The basic stages of the crisis management constitute: primarily the analysis of the situation by collecting information (situation development “awareness”), the establishment of the goal and (political, military etc.) alternatives to be reached from there on, the application of the most convenient one (decision), and the maintenance of this cycle by feedback. It must not be forgotten that all these are implemented in time pressure. The top priority duty of the intelligence system of the country is the early warning which would prevent the surprises and sudden attacks. Foreseeing, moreover, is the degree of prediction of an incident or situation that is actualized beforehand by the decision makers. Foreseeing is required in order to identify the threat earlier and accurately without exaggerating or underestimating.

In crisis management, what is aimed at is primarily to avoid the crisis or to reduce the tension, to avoid the confrontation to manage the crisis effectively, to provide civilian and military arrangements, to maneuver the adverse party out of belligerence in case the escalation is irrepressible and out of control, and to subdue the situation when escalation and belligerence is terminated. To fightback (i) to withstand the surprise, (ii) to resist the in fight, and (iii) to implement the diplomatic, economic and military preventive measures requires to be in conformity with the delicacy of the matter and to implement in due time by degrees.

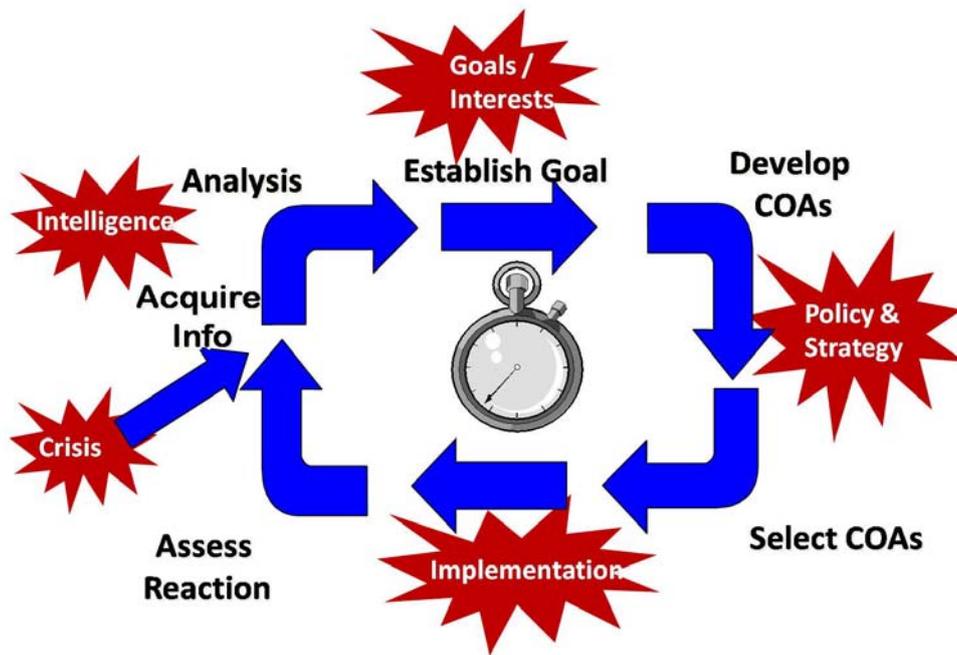


Figure 1. Cycle of crisis management.

In Figure 2, crisis response continuum is seen. The factors of success in crisis management are as follows:

- (1) To foresee the crisis,
- (2) To employ the preventive measures rapidly on the issue of decision taking,
- (3) To prevent the crisis before it grows, or
- (4) To escalate the crisis on an admissible risk level controllably, by urging upon meeting our claims in accordance with our acceptable national interests.



Figure 2. Crisis response continuum.

Those who administer the government must employ and use an “ala carte” menu aimed at laying hold of anti-military implementations that depends on the deterrence of the military force, to achieve and to uphold the policies for their national interests. To this end, taking into account the national interests and the continuation

of the risks directed to them, the government has to bring a potential structural force within the information-military action mechanism, by the comprehension of a cyclical crisis management intelligence functions. Countries hold various political, economic, and military instruments that they can employ to make an impact upon other countries' leaders. These instruments may range in degrees from diplomatic pressures to total war. The instrument preferred must have pressure and impact that will generate the decisions and practices of other countries to step back. Political, economic, socio-cultural and military precautions to prevent and counteract the crisis, are a number of directives that will enhance the pressure relatively. The selection of these measures and utilization abilities help the successful solution of the crisis before it gets worse around our requisition, or else, by an inaptitude it may make way for an out of control state.

Substructure of the Crisis Management

To return a sound and powerful reaction in crisis management, the following are important: For this, based on the predetermined indications besides "warning enquiry" and preventing priority of surprises, efficient and predetermined alternatives and procedures are required. Crisis response system offers an efficient decision making guide at the instance of the crisis management. In the essence of these detailed alternatives list and preparation, manipulation and response precautions for crisis are found. This system is annually checked up and periodically guide processes are applied in crisis method operations. Crisis response system is made up of the following:

- (1) Crisis management process,
- (2) Crisis intelligence and warning system,
- (3) Staff planning process,
- (4) Civilian emergency planning,
- (5) Crisis management implications.

As in Figure 3 countless actors participate into crisis management with various functions.

The function of political authorities in crisis management can be aligned as providing intelligence, information and correspondence of other data, comparing the different opinions, and taking a collective decision to form a common perspective. In the emergence of a crisis, first reaction to show is to get political authorization.

Political, military, and emergency state precautions are activated depending on the nature of the crisis. Consultation commences between institutions and countries. Preparation level of the crisis management organization is increased and precautions suitable for this level are applied. Crisis management duties to be implemented within the crisis management process—conventional military operation, war like (hybrid) operations including antiterrorism, non-military operation (humanitarian aid etc.) duties, and UN Specifications VI. Division (Peace Keeping) and VII Division (forceful measures for peace)—inclusively may cover the operation. By power build-up of the soldiers and operation plans the following may be obtained:

- (1) Ministration,
- (2) Force development,
- (3) Devolution (of authority),
- (4) Rules of engagement.

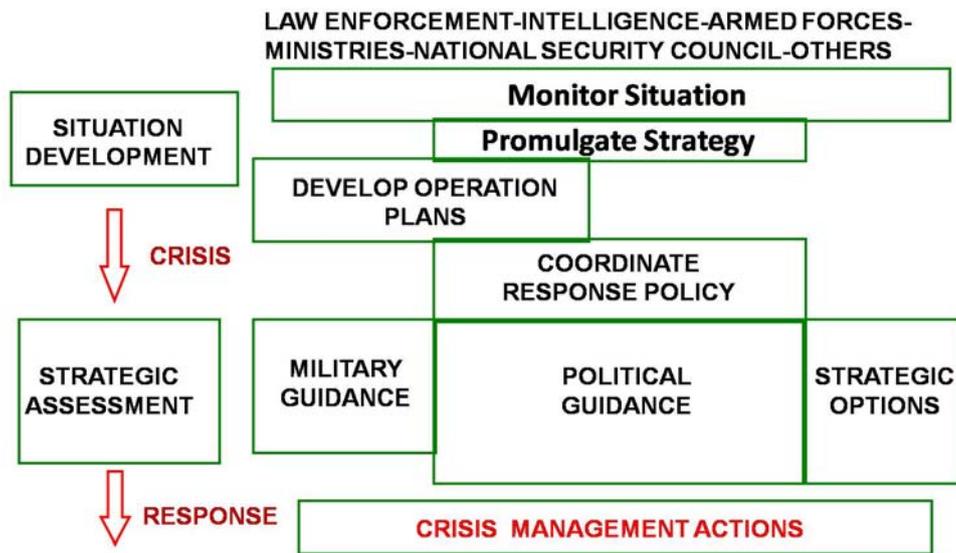


Figure 3. Crisis management authorities & activities.

Crisis management center, along with the daily information submission, presents the analyzed incidents by reporting to the relevant authorities weekly, monthly, and annually by qualitative and quantitative methods. These reports indicate scenario, risk, threat, and occasion considerations. Considerations carried out encompass short, medium, and long term strategy and planning, taking the country's interests and priorities into consideration about the potential political, economic, and/or social crisis situations. Crisis centers, carry out their activities in seven days and 24 hours actively. Qualified personnel are employed in different areas directly proportionate to the work done.

The system of crisis management measures, at a state of crisis is a key mechanism for the civilian-military confrontation. It provides the convenience of being ready in advance and counteracting in due time. In this system civilian and military measures are promulgated in a prompt, coordinated and convenient manner of actions. At the same time, this system includes the required processes for consultation, coordination, and application. Crisis management measures are as follows (Yilmaz, 2008):

- (1) Preventive measures catalogue,
- (2) Potential military confrontation choices,
- (3) Optional measures system,
- (4) Force build-up/ operation planning.

Preventive measures, starting with diplomatic, economic, and military areas, may be in all ranges. Optional measures and military reciprocity alternatives consist of implementations with high visibility on which it is previously agreed upon and in the form of options menu. Optional measures cover the following: Counteract to surprise and confronting the attack. Potential correspondence could be the following: (1) Preventive political impact, (2) To overcome wider-ranging risks, (3) Disarmament and the control of arms agreements, (4) Surveillance/monitoring, (5) Level of preparedness, (6) Deterrence, (7) Containment, (8) Compulsion, and (9) Reduce the escalation.

The following factors are included in the substructure of the crisis management:

- (1) Physical instruments: (a) Venue (situation centers, decision room etc.), (b) Air/Space vehicles (GPS, satellites, air-ground plants),

- (2) Force/ability pool: (a) Strategic intelligence (IMINT), observation systems, unmanned air vehicles etc.,
- (b) Cyber capability, (c) Covered operations,
- (3) Crisis management processes (work order, decision making, preventive measures etc.),
- (4) Crisis management documents (rules of engagement, directives).

The data of the structure and work order of the situation centers can be foreseen as:

- (1) Inside the situation centers, selected (having security clearance) civilian and military personnel must be employed,
- (2) The situation center must function efficiently and its responsibilities and authority must be determined. The following must take place among the constituents/capabilities found in the situation center:
 - (1) Communication agencies with safe and national software (satellite, data transfer, with sound etc.),
 - (2) Information and data processing systems, to ease the crisis management,
 - (3) Early warning and alarm system,
 - (4) Satellite Communication and Navigation (GPS) services,
 - (5) Decision briefing rooms,
 - (6) Video conference rooms,
 - (7) Crisis management joint study area,
 - (8) Duty centers,
 - (9) Surveillance/monitoring systems (real-time).

International Crisis Management Center/Situation Room Samples

United Nations (UN)/Operations and Crisis Center

Operations and Crisis Center (OCC) is established by 10 UN establishments and offices in 2013, and they were set off by the Department of Peace Keeping Force Operations (DPKO) and Department of Field Support (DFS). The situation room is monitoring the UN's worldwide organizational operations. The aim of the OCC is to introduce completed information and report system between its stakeholders and to serve as the top level leadership of the organization's continuous communicative center (Manchin, 2014, p. 174). OCC supports the coordination of different UN organization's response to the crisis.

OCC monitors the events and analyzes them. They spread all the information to UN organizations and analyze them. UN Operational Satellite Applications Program (UNOSAT) uses UN's own sources like satellite images and open sources. OCC prepares daily operational reports and information and in case of severe events carries out its warning mission. UN OCC (UNOCC) receives daily data from the Peace Keeping Situation Center which is shared by DPKO and DFS.

Organization for Security and Cooperation in Europe (OSCE)/Conflict Prevention Center (CPC)

CPC is under the management of the Secretariat of OSCE. CPC gives support to the field services of the Secretariat of OSCE on the issues of early warning and conflict prevention. CPC includes a situation room which is active round-the-clock and a part of the operation service together with its planning and analyzing team. The basic aim of the CPC is to create a situational awareness inside the organization. Besides, CPC also serves to create a link between field officials, delegation members, and secretariat. This center also officiate as a communication center between member countries and capital cities (Manchin, 2014, pp. 173-174).

CPC, pursuing the field missions of the OSCE, prepares qualitative political analysis and activity reports.

The CPC along with exploiting open fundamental resources basically, also uses the authority recommendations received from the political unit, and continues working on more systematic monitoring applications of social media. The instruments used in the CPC, includes the software programs to monitor the events that occur and to confirm the tendencies. The CPC runs regular weekly briefing and incidental private monitoring. Concurrently, daily briefings are also given, notably in the morning and in the afternoon. Early warning reports are exchanged by both the field authorities and the general secretariat. However, the CPC does not counsel them about going into operation. Early warning reports can be submitted to the permanent council, although rare, for further operations.

National Crisis Management Center/Situation Rooms Samples

USA Crisis Situation Centers

National Military Command Center. The National Military Command Center (NMCC) of the USA Defense Ministry (Pentagon), is executed by an air commander on behalf of the USA President and Defense Minister and their staff is provided by the Presidency of General Staff (J-3) Operations Division (see Figure 4). NMCC may issue urgent action messages for the control centers, nuclear submarines, reconnaissance aircrafts, and the commanders in the theatre of operations¹. NMCC is responsible for the operation and confidentiality of military facilities of the Presidency of General Staff and Crisis Management Communication and Data Processing System.

NMC's three main missions are the following:

- (1) To monitor the developments for the general staff worldwide,
- (2) To serve as the component of the crisis reciprocation,
- (3) Strategic monitoring component role (monitoring nuclear activities etc.).

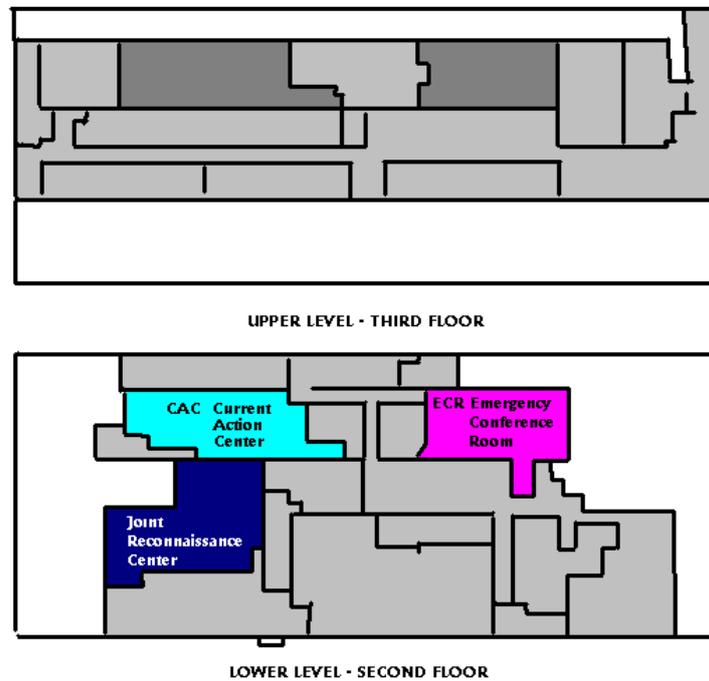


Figure 4. Situation center in Pentagon

¹ Global Security, National Military Command Center (NMCC). Retrieved April 2, 2017, from <http://www.globalsecurity.org/wmd/facility/nmcc.htm>

Intelligence Alarm Center, joined the National Operations and Intelligence Monitoring Watch-shift Network separating from NMCC in 2008. This network acquires the following components by secure conference intercom system:

- (1) NMCC,
- (2) National Military Common Intelligence Center,
- (3) Foreign Ministry Operation Center,
- (4) Foreign Ministry Intelligence and Research Bureau,
- (5) Central Intelligence Agency (CIA) Operations Center,
- (6) The White House Situation Room (WHSR),
- (7) Naval Forces Multiple Threat Alarm Center.

The White House Situation Room (WHSR). WHSR is established by President Kennedy in 1961 after the Bay of Pigs invasion crisis (Donley, Cornelius, & John, 1997). To refer to a word to qualify the assignment of the situation room, this assignment may be defined as a synthesizing duty. Synthesizing the intelligence, diplomatic, military, and news reports may be defined as the mission of the situation room.



Figure 5. An appearance from situation room of the White House.

The mission of the situation room is to provide current intelligence and crisis management support to the National Security Council. Its daily work order is as the following:

(1) To prepare the morning briefing by the Watch Team (for the president, vice president, and the White House senior management), in this briefing information from National Daily Intelligence Outline, Foreign Ministry Morning Outline, diplomatic cable system and intelligence reports take place.

(2) The “Presidency Daily Briefing” prepared by the National Intelligence Directorate is submitted to the USA President and National Security Council Managers in the morning period,

(3) Watch Team that work all day, send the information abstracts selected from the reports to the related establishments via electronic intelligence,

(4) In emergency cases National Security Council and the White House personnel meet in the situation room,

(5) Another activity of the situation room is to provide the meeting of the president with other countries' presidents in safety. For this purpose, the White House Communication Agent is situated at a nearby place to the situation room (Donley et al., 1997).

United Kingdom: Civil Unexpected Events Secretariat

Civilian Unexpected Events Secretariat (CCS) takes place at the management of Security and Intelligence Coordinator and Cabinet Office directly. CCS works on national, regional, and local levels, and on public, private, and civilian sections. The mission specified for the CCS is to enhance the capacity of England to overcome, interfere, and restore both human originated and natural crises and disasters. CCS is liable to plan the national crisis intervention, to carry out the resistance preparations, and to interfere with the most destructive national civilian challenges. At the same time, they also make risk assessment, preparation, and planning against dangers, crises, and disasters (Manchin, 2014, pp. 184-185). To gather data, the secretariat generally makes qualitative analysis by employing the classified and unclassified information systems. Concurrently, besides running social media monitoring, they also make use of the analysis and information received from other government divisions.

CCS implements risks and threats evaluation for the ministers including short term analysis (maximum six months). Short term analysis comprises an extensive and a detailed evaluation of the probable impact on the risk given to the society, economy, and services. Intermediary term analysis (maximum five years) determines the risks as a part of national risk assessment. It aims at giving information about capabilities and requirements concerning a specific threat. Whereas the long term analysis (maximum 20 years) is focused on tendencies. These warnings and guidance are inclusive of the National Security Strategy. The outcome of these analyses and evaluations of crises are faultlessly connected to the interference because CCS organizes the national intervention to crises at the same time.

France: Crisis Center

The Center of Crisis (CC), established in 2008, is under the administration of the Minister, and it is included in the Ministry of Foreign Affairs. The CC owns a Situation Center. The Situation Center administers continuous monitoring and analysis. The Situation Center is in charge of administering and intervening humanitarian crises. In addition, there is the CC and Emergency State Operation Center as well. This center is employed to obtain the coordination between ministries in order to provide the security of the French citizens abroad. The CC to intervene the humanitarian crises acts as a hub to provide coordination between private sector and civilian social establishments including different institutions. The Emergency State Support Unit of the Emergency State Operation Center conducts the coordination of operation equipment abroad during crisis and the crises units in Paris.

The CC commences the operations in some cases by monitoring the risks and threats that emerge. The CC focuses on humanitarian crises and gives support for the French authorities to intervene, in emergency cases by preparing intervention plans and scenarios. The analysis implemented in the center comprises both human-made and the natural crises and disasters that occur. The monitoring and warning service in the CC utilizes both the confidential and the open sources (media, social media, blogs, and think tanks). The analysis prepared by the center not only enables the French authorities to take more cautious decisions but also implements monitoring in countries particularly considered defenseless and in countries having a higher level of security risk (Manchin, 2014, pp. 179-181).

The CC, prepares a two-day summary concerning supplementary reports and situation update related to the crises that arise and the ones that continue. The CC for the French consulates and embassies prepares plans of security, keeping a close coordination with the Ministry of Defense. In case of a large crisis, the CC drives all the crisis units into action. The crisis units are made up of temporary structures gathered in order to turn a crisis management situation into a more coordinated and conscious operation. The CC coordinates the intervention of the Humanitarian Aid Movement Mission, non-governmental organizations, international organizations, and the government. The Humanitarian Aid Movement Mission provides financial aid and humanitarian and pecuniary resources to the parties that are affected by a sudden occurrence and continuation of crisis.

Germany: Crisis Response Center

The Crisis Response Center (CRC) that is located in the Ministry of Foreign Affairs is directly collaborating with the acting minister. The CRC is the first contact point for the Ministry of Foreign Affairs and manages the mission of coordination between the government offices, ministries, and international organizations. The CRC is made up of three divisions: Monitoring Center, Crisis Task Force, and Citizen Services Unit. Crisis center is closely connected with early warning unit and they work jointly, however, it is the mission of the CRC to carry out all the managerial and functional duties related to the reaction to crisis. The basic purpose of the center is to facilitate an immediate and affective response to crises and emergencies in favor of the German government. The CRC's mission in the short run is to monitor the probable crises and make preparations to respond the crisis, to make crisis planning for foreign embassies and organizations, and to take the responsibility of crisis management (Pawlak & Ricci, 2014).

In case of a crisis occurrence abroad, the CRC operates the coordination of the response to the crisis usually by one minister at the top level or ministers and rarely at the level of the ministry. Citizen Services Unit of the CRC provide information to the public about the issues related to the consulate and issues concerning the country. CRC also gives advice on the issues of travel and security. CRC's obligation focuses more on events and crisis monitoring and action organization rather than analyzing. On political issues, CRC pursues both the daily developments and the more extensive developments. CRC lays more elaborate emphasis on areas that the ongoing events may induce crisis or a more catastrophic threat. The most important resources constitute the embassy reports, intelligence reports, and open sources (media) for the CRC. When necessary, the CRC may get access to more specific analyses assumed by other units in the Foreign Ministry (Manchin, 2014, pp. 181-182).

In special cases, the CRC also has the extent of foreseeing. Within the context of Afghanistan, the meetings are structured and intermediary potential developments are observed. When it is a matter of an emergency, CRC is ready to put to service at once with its stand-by personnel of 200 persons. Ministers, along with the justice police and other security services, by bringing the representatives of the related development organizations, inform them about the possible paces of the action briefly. They prepare possibility plans together. Quite often the suggestions put forward here are based on previous scenarios that the CRC worked on or extracted from previous similar experiences.

Conclusion

The crisis management requires to anticipate the threats and opportunities related to the future of the

country and to be ready. Therefore, decision makers and policy developers need the existence of sophisticated, well-trained people that would give prompt and accurate predictions. A setup that takes place at crisis management, crisis management system, their means and procedures should be ready on stand-by to be used when necessary. Crisis management setup consists of the following factors (Yilmaz, 2001, p. 12):

- (1) Physical establishments and staff,
- (2) Pre-determined arrangements and processes,
- (3) Predetermined measures to prevent and counteract the crisis,
- (4) Crisis management instruments (political, economic, and military etc.).

Among the so called establishments crisis management (situation) centers provide getting political, economic, and military intelligence and information exchange and distribution besides the necessary substructure for the briefings and personnel to work.

When international, regional and national crisis centers/situation rooms are studied, the structuring of these organizations, their mission, activity areas together with the expectations from these organizations have been clearly described. In the context of the rapid change and transformation process experienced in international relations in the 21st century, countries have to adopt an effective crisis management understanding to resolve the new tensions and problems that will arise before turning into crisis and to take advantage of the occasions that emerge, which is vision oriented, proactive and driven to get results. For the crisis management system to be constituted, primarily a new security vision and culture, together with a convenient safety, defense and intelligence concept and setup is required. Within the planning of the crisis management system to be constituted, physical instruments, processes, documents and capabilities and forces have to be determined. The Situation Center to be constituted must introduce an adaptable structure depending on national resources and must be efficient, real timed, reliable, and secure, working round the clock, running in different preparation stages and modular and meeting the need in all kinds of crisis medium and stages in crisis management.

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