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國際學碩士學位論文

**Analysis of Dispute Resolution between Japan
and ROK in International Hydrographic
Organization (IHO)**

국제수로기구(IHO) 내 한일간 분쟁해결에 대한 분석

2014年 8月

서울대학교 國際大學院
國際學科 國際地域學專攻
金 好 允

**Analysis of Dispute Resolution between Japan
and ROK in International Hydrographic
Organization (IHO)**

Thesis by

Ho Yoon Kim

Graduate Program in International Area Studies
For the degree of Masters of International Studies

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**The Graduate School of International Studies
Seoul National University**

Seoul, Korea

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指導教授 朴 喆 熙

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金 好 允

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委 員 長

韓 榮 惠



副 委 員 長

金 泰 均



指 導 教 授

朴 喆 熙



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Abstract

Analysis of Dispute Resolution between Japan and ROK in International Hydrographic Organization (IHO)

Kim Ho Yoon

International Area Studies

Graduate School of International Studies

Seoul National University

Diplomatic relationship between Japan and South Korea has been tainted with conflicts over the history, but over the time, they have created a cooperative connection in the international scene as the leading actors of East Asian region. Particularly their relation within international institutions such as the International Hydrographic Organization (IHO) can be used as an example for neoliberal institutionalist theory, where self-oriented state actors show the tendency of undertaking policy coordination due to the environment of international institution. However, this theory fails to fully explain the anomalies that appear in unique cases and one of them is the competitive relationship of Japan and South Korea in the International Hydrographic

Organization due to a dispute over the naming of a sea area.

This paper concentrates on the case study of the dynamics of Japan and South Korea revolving around the “political” dispute within the IHO, which is supposedly a nonpolitical international institution, and analyzes the factors behind this anomaly. In the first chapter, institutionalism and its theoretical background is covered, followed by its application in the IHO. Despite the cooperative purpose and atmosphere of the IHO, Japan and South Korea’s dispute was pending from being solved, and the following chapters analyze the cause of anomaly from two aspects: (1) Internal factors including structural change within IHO and (2) external factors such as domestic influence from governments and public of Japan and ROK. Finally, after examining the factors that blocked Japan and ROK from solving the dispute, this thesis aims to identify the cause behind the failure of dispute resolution and the sufficient measure that can lead to better results in this issue.

Keywords: Japan-ROK relations, neoliberal Institutionalism, International Institution, International Hydrographic Organization, Limits of Oceans and Seas, S-23

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Introduction

As international society is rapidly institutionalizing and the diplomatic relations circle around it, the role of international institution is emphasized in many occasions. The diplomatic relationship between Japan and South Korea takes part in this international trend as well. The two countries have histories between them, but their common presence within multiple international institutions has bound them as regional representation of East Asia, creating a cooperative bond. Moreover, in less political field of international institutions that deal with “neutral” matters such as technology development or environment protection, they are more likely to easily cooperate in order to achieve joint gains. Simply put, it is a popular hypothesis that the countries within international organization and more over sharing the same region, interdependence and higher communication will result in easier problem solving.

However, it did not turn out as the theory when Japan and South Korea set fire on a political topic within the International Hydrographic Organization (IHO), which is supposedly a neutral and technical organization.

Their issue surrounded the matter of naming of the sea between the two countries, and their disagreement has continuously postponed the revision of documents, and is still left as an unsolved dispute within the region. Moreover, the media of the both countries have politicized the issue further, raising the movements of civil society to fight over the naming of the sea as well.

Political dispute surrounding history and territory is not a stranger in Japan-ROK relation. However, the dispute breaking out within the IHO, which is barely a political institution by its purpose and nature, is an anomaly. In order to analyze the reason behind this intriguing phenomenon, this paper asks why Japan and ROK, among other member states, particularly failed to reach a reasonable solution to this dispute within the IHO despite the fact that it is a non-political organization with the purpose of international public good and safety.

Through this research the goal that I look forward to is first, to identify the mutual influence between international institution and the member states, and second, to analyze the strongest factors behind the dispute between Japan and ROK within the IHO. However, since the evidence is mostly based on the accessible documents provided by the IHO, it is difficult to drive conclusions from limited data.

Thus, in the first chapter, it starts by reviewing the theoretical background regarding international regimes, mainly focusing neoliberalism and realism. The following chapter finds this theory applying to the IHO. And despite the cooperative purpose and atmosphere of the IHO, this paper analyzes the cause of this anomaly by looking at it from two big aspects which are first, the structural change within the IHO and second, the domestic influence of Japan and South Korea.

Chapter 1. Theoretical Background

1-1. Existing literature

Discussion over the nature of international Institution splits between realist interpretation and its liberalist counterpart.

Realism has dominated international relations theory at least since WWII. Realist theory argues that international institutions are unable to mitigate anarchy's constraining effects on interstate cooperation. Realism, then, presents a pessimistic analysis of the prospects for international cooperation and of the capabilities of international institutions. The major challenger to realism has been liberal institutionalism. From the functionalist integration theory in the 1940s and early 1950s, neo-functionalist regional integration theory in the 1950s and 1960s and to interdependence theory in the 1970s, all three versions rejected realism's propositions about states and its negative understanding of world politics. Most significantly, they argued that international institutions can help states cooperate. Thus, compared to realism, these earlier versions of liberal institutionalism offered a more hopeful prognosis for international cooperation and a more optimistic assessment of

the capacity of institutions to help states achieve it.¹

However, the popular argument that the international institutions affect the prospects for cooperation only marginally started to decline as the existence of international institutions continued, which allowed liberal institutionalist to challenge realism's pessimism about international institutions. For functionalist theory, as that of Mitrany², specialized agencies like the International Labor Organization could promote cooperation because they performed valuable tasks without frontally challenging state sovereignty. As for the Interdependence theory, Keohane and Nye (1977)³ suggested that "in a world of multiple issues imperfectly linked, in which coalitions are formed trans-nationally and trans-governmentally, the potential role of international institutions in political bargaining is greatly increased".⁴

¹ Joseph M. Grieco, "Anarchy and the Limits of Cooperation: A realist Critique of the Newest Liberal institutionalism", in David A. Baldwin, eds., *Neorealism and Neoliberalism: The Contemporary Debate*, (New York: Columbia University Press, 1993): 116

² David Mitrany. 1966. *A Working Peace System*. Chicago: Quadrangle Press.

³ Robert O. Keohane and Joseph S. Nye, Jr. 1977. *Power and Interdependence: World Politics in Transition*. 2nd ed., 1989. Boston: Little, Brown.

⁴ Joseph M. Grieco, "Anarchy and the Limits of Cooperation: A realist Critique of the Newest Liberal institutionalism", in David A. Baldwin, eds., *Neorealism and Neoliberalism: The Contemporary Debate*, (New York: Columbia University Press, 1993): 120

Neoliberals also claim that, unlike the traditional view of realism, institutions can help states cooperate effectively, arguing that institutions reduce verification costs, create interactivity, and make it easier to enforce punishment.

In fact, the functional theory of international regimes, as Keohane mentioned, states that the states use international institutions to achieve their objectives and that these institutions often perform functions of information-provision, monitoring, and reduction of transaction costs. In fact, the International Hydrographic Organization serves exactly this particular role, which will be explained more in detail later chapters.

But the question arises on why a neutral, non-political international organization such as the IHO is held back by a sensitive political dispute of naming a sea area between their member states, Japan and Republic of Korea, and why is it failing to solve the particular dispute, after a long period of time. Is it an exception that should be considered as an anomaly or simply an example for the realist counterpart?

1-2. Argument

The dispute of naming of the sea area between Korea and Japan is

often raised outside of the context of the IHO as it is considered more of an historical issue to the general public along with other unsolved historical and territorial issues that the two countries have between them. This particular dispute has been dealt mostly from historical interpretation of old maps and nautical charts or from legal perspective to solve the issue.

However, this single issue has been raised for over two decades officially within the IHO, and the international organization is continuously making efforts to end the problem but it has not seen any solution yet.

This paper, thus aims to analyze the dynamics in the relationship between Japan and ROK within the framework of the IHO to find the factors that are postponing the dispute from being resolved.

Chapter 2. Japan-ROK Relation In International Hydrographic Organization

2-1. Historical background of IHO

Before explaining the background of the International Hydrographic Organization, the term Hydrography needs to be clarified first. Hydrography is the branch of applied sciences which deals with the measurement and description of the physical features of oceans, seas, coastal areas, lakes and rivers, as well as with the prediction of their change over time, for the primary purpose of safety of navigation and in support of all other marine activities, including economic development, security and defense, scientific research, and environmental protection. It involves measuring the depth of the water and fixing the position of all the navigational hazards that lie on the seafloor, such as wrecks and rocks, or even measuring the tide and the currents.

The most well-known application of the hydrographic information is for making the nautical charts digitalized and displayed, recommending all mariners use for navigation. This electronic system of navigation is quite similar to that of an automobile navigation system. This hydrographic

information is required for the safe, efficient and sustainable conduct of every human activity that takes place in, on or under the sea.⁵

The International Hydrographic Organization claims that its principle aim is to ensure that all the world's seas, oceans and navigable waters are surveyed and charted. The mission of the IHO is to create a global environment in which States provide adequate and timely hydrographic data, products and services and ensure their widest possible use. The IHO also aims to be the authoritative worldwide hydrographic body which actively engages all coastal and interested states to advance maritime safety and efficiency and to support the protection and sustainable use of the marine environment.

The IHO originally started off as the International Hydrographic Bureau (IHB). Nations with sufficient maritime power started to establish hydrographic offices to provide navigational services, such as nautical charts and other publications, for navigation. However, before any international system was in place, the nautical charts and related publications varied from country to country. In 1899, International cooperation in the field of

⁵ International Hydrographic Organization,
http://iho.int/srv1/index.php?option=com_content&view=article&id=613&Itemid=8
52

hydrography began with a conference held in Washington in order to establish a “permanent international commission”. This was then followed by two other meetings in Saint Petersburg, in 1908 and 1912 for similar purposes.⁶

In July 1919, through the collective initiation of hydrographers of Great Britain and France, twenty-four nations met in London for a hydrographic conference, during which it was decided that a permanent body should be created. The object of the conference was "To consider the advisability of all maritime nations adopting similar methods in preparation, construction, and production of their charts and all hydrographic publications; of rendering the results in the most convenient form to enable them to be readily used; of instituting a prompt system of mutual exchange of hydrographic information between all countries; and of providing an opportunity to consultations and discussions to be carried out on hydrographic subjects generally by the hydrographic experts of the world."

The resulting International Hydrographic Bureau began its activity in 1921 with nineteen member states as an intergovernmental consultative and

⁶ International Hydrographic Organization,
http://www.iho.int/srv1/index.php?option=com_content&view=article&id=298&Itemid=297

technical organization in order to support the safety of navigation on water and the protection of the marine environment.⁷

In 1970, an intergovernmental convention entered into force which changed the organization's name and legal status, creating the International Hydrographic Organization (IHO), with its headquarters (the IHB) permanently established in Monaco. The organization currently has a membership of eighty-two maritime States, with several others in the process of becoming members (10 February 2014).

As the result of Law of the Sea Convention in 1994 and the end of the Cold War, multilateral efforts of North-East Asian region have been taking place rapidly in an international level to normalize the maritime safety.

From the year 2002, the IHO goes through a significant change within their system, which is digitalization. The technology to publish the electronic nautical chart as an alternative to the paper nautical chart was emphasized by the International Maritime Organization (IMO) to be adopted by the IHO member states. The electronic chart is a relatively new technology that

⁷ International Hydrographic Organization,
http://www.iho.int/srv1/index.php?option=com_content&view=article&id=298&Itemid=297

provides navigation safety through improved operational efficiency compared to the conventional paper charts. The electronic chart is more than simply a computer display, but it is a real-time navigation system that integrates a variety of information that is displayed to the user.⁸

This new technology has improved the convenience of navigation greatly, but at the same time, it raised the importance of capacity building, education and technology sharing among countries through further cooperation, as they aim to digitalize all sailing vessels in the future.

2-2. Structure of IHO

The International Hydrographic Organization is an intergovernmental consultative and technical organization, and since its responsibility is to coordinate the activities of national hydrographic offices the structure itself is relatively not centralized. The official representative of each member government within the IHO is normally the national hydrographer, or Director

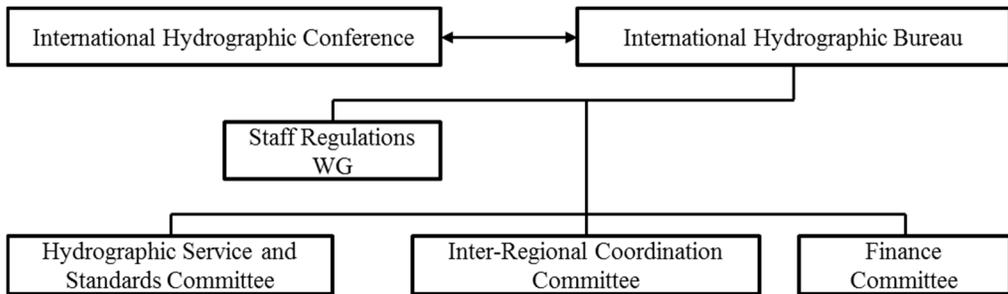
⁸ International Hydrographic Organization, ENC Production, http://iho.int/srv1/index.php?option=com_content&view=article&id=332&Itemid=408

of Hydrography, and they meet at 5-yearly intervals in Monaco for an International Hydrographic Conference with their technical staff.

For the matter of efficiency, a Directing Committee of three senior hydrographers, who are from different nationality, is elected from the members to administer the work of the Bureau during that time. This Directing Committee, together with a small international staff of technical experts in hydrography and nautical cartography, coordinates the technical programmes and provides advice and assistance to member states. All member states have an equal voice in arriving at agreed solutions to problems of standardization and in programming the work of the Bureau, whilst any member may initiate new proposals for IHO consideration and adoption.⁹

⁹ Korea Hydrographic and Oceanographic Administration (KHOA), <http://eng.khoa.go.kr/kcom/cnt/selectContentsPage.do?cntId=31060300>

<Diagram 1. Structure of IHO Bodies¹⁰>



(*WG: Working Group)

Within the IHO, there are various regional groups that are divided in order to perform their task in a more professional and efficient way. What the IHO has encouraged is the formation of Regional Hydrographic Commissions (RHCs) under Inter-Regional Coordination Committee <Diagram 1>. Each RHC coordinates the national surveying and charting activities of countries within each region and acts as a forum to address other matters of common hydrographic interest. The 15 RHCs, with the addition of the IHO Hydrographic Commission on Antarctica (HCA) effectively cover the entire world.

¹⁰ International Hydrographic Organization, IHO Committees & Working Groups, http://www.iho.int/srv1/index.php?option=com_content&view=article&id=404&Itemid=362

Among those various working groups within the IHO, there are regional commissions. Japan and ROK is part of the East Asia Hydrographic Commission (EAHC). The EAHC was established in Tokyo, Japan, on 12th April 1971 on the occasion of Inauguration Meeting and First Conference of the East Asia Hydrographic Commission under the initiative of China, Indonesia, Japan, Republic of Korea, Philippines, and Thailand. Now, the current members include China, Democratic People's Republic of Korea, Indonesia, Japan, Malaysia, Philippines, Republic of Korea, Singapore, and Thailand.¹¹

Japan and ROK has been fulfilling its role as the member states of the organization, developing and sharing technologies with other member states in order to normalize the technology gaps between developed and developing countries. The identity of the organization matches its aim to pursue a transnational value of maritime safety, keeping distance from political dispute as much as possible.

2-3. The role of IHO as international organization

¹¹ East Asia Hydrographic Commission, <http://home.eahc.asia/main.htm>

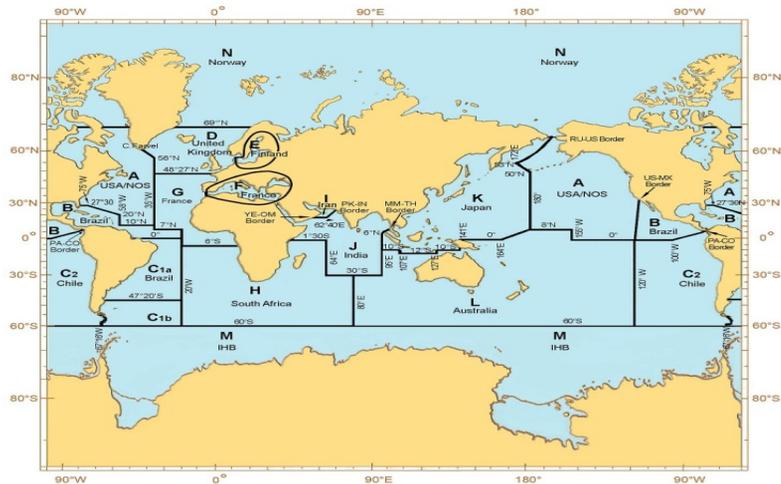
The IHO may not be the most well-known international organization as it mainly deals with marine traffic. However, it plays a significant role considering how marine traffic still takes a considerable amount of the world transportation of goods and population. The practical tasks and the purposes of the IHO are briefly mentioned in the chapter above, but the most important stance that the organization takes is that it serves a universal role of constructing and maintaining maritime safety.

From the international perspective, the IHO also serves international obligations of its own. One of the most important international obligations of the IHO is developing the “standards” of hydrographic and nautical charting, which are published and distributed.

For over 90 years the IHO has consistently worked towards achieving maximum standardization of nautical products, services and survey practices. For example, The IHO publication M-4 is an IHO standard that has resulted in the adoption of consistent colors, symbols, nomenclature and general presentation for charts produced by IHO Member Organization. This has made it possible for mariners to use charts compiled by any member organization, with no confusion.

The second important international obligation of the IHO is development of an international chart <Diagram 2>. The idea of producing an international chart under a single set of globally agreed specifications and standards was accepted first in 1971.¹² Under this arrangement, it is possible for member nations who are wishing to reproduce their own versions of other members' international charts may do so by simply obtaining their copies through mutual agreement, minus the confusion from different countries using different standards.

<Diagram 2. International Chart of IHO¹³>



¹² International Hydrographic Organization, The International Chart, http://iho.int/srv1/index.php?option=com_content&view=article&id=311&Itemid=294

¹³ International Hydrographic Organization, The International Chart, <http://iho.int/srv1/>

To sum up, some of the most important obligation of the IHO is to create a standard rule book for those who seek for information on hydrography. Thus, neutrality and technicality are considered as the essential characteristic of the organization. And this “technicality” is an important characteristic that the IHO identifies itself as, which shaped the tendency of dispute resolution within the organization.

Aside from the role of standardization, the IHO is also obliged to minimize the gap of hydrographic information and technology among countries. Since the IHO itself has become a medium of communication and information sharing for countries, it calls upon the states that have not yet joined as the member of the IHO and encourages the existing member states to actively fulfil their given roles within the organization in accordance with applicable rules and procedures.

Another international obligation of the IHO is to enhance capacity-building and technical assistance and to promote safe navigation. The IHO emphasizes the need for international cooperation for capacity-building, including cross-sectoral cooperation, at national, regional and global levels, to address, in particular, gaps in capacity-building in ocean affairs and the law of the sea, including marine science. It calls for capacity-building initiatives to

take into account the needs of developing countries, and calls upon States, international organizations and donor agencies to make efforts to ensure the sustainability of such initiatives.¹⁴

This is achieved through collective effort of the production and use of accurate electronic navigational charts, especially in areas used for international navigation, in ports and where there are vulnerable or protected marine areas. Also, as mentioned above, the production and distribution of electronic nautical charts has raised the importance of technological capacity building further more.

2-4. Relation between Japan-ROK in IHO

Japan and ROK, as dedicated member states, are interrelated not only as dedicated member states but also as part of the regional circle of East Asia Hydrographic Commission (EAHC) as mentioned above. This structure put Japan and ROK into a cooperative role playing. Under the framework it was possible for Japan and ROK to cooperate and concentrate on a common goal of

¹⁴ Circular letter 01/2014/Rev.1, 06 January 2014, Status Report on Approvals of Amendments to the convention on the IHO and of applications from new member states, IHB File No S1/0100.

information sharing and technology development. However, there is another side of the relationship between the two countries.

Japan has been participating actively in the IHO and has contributed to planning the scheme of globally consolidated standards for hydrographic services and has been constructing global cooperative relationship. Japan Hydrographic and Oceanographic Department (JHOD), mainly takes over the task that is related to the IHO along with the Japan coast guard. JHOD was established in 1871 and since then, it has been engaged in carrying out various hydrographic surveys and marine observations as well as publishing nautical charts and publications.¹⁵

On the other hand, hydrographic tasks are represented by Korea Hydrographic and Oceanographic Administration (KHOA) in ROK. It was initially established as the Hydrographic Division under the operations department of the ROK Navy, but it was promoted into the Hydrographic Division of the ROK Navy in 1953. It joined the IHO as a full member in 1957.¹⁶ Thus, unlike Japan, which was one of the founding members of the IHO itself,

¹⁵ A Guide to Hydrographic and Oceanographic Department, Japan Coast Guard (JHOD), <http://www1.kaiho.mlit.go.jp/INFO/Admin/info2E.html>

¹⁶ Korea Hydrographic and Oceanographic Administration (KHOA), <http://eng.khoa.go.kr/kcom/cnt/selectContentsPage.do?cntId=11030000>

ROK joined the organization almost a decade after it regained independence from Japan's occupation and a year after its armistice because of the Korean War that followed. This historical background, in fact, becomes the reason behind the dispute between Japan and ROK.

The dispute concerns the naming of the sea between the two countries. The ROK started to object to the name "Sea of Japan" at the Sixth United Nations Conference on Standardization of Geographic Names, which was held in 1992, by stating that the name Sea of Japan became widespread as a result of Japan's expansionism and colonial rule. In addition, the ROK asserted at the meetings of the IHO since 1997 that "East Sea" should be used together with the name Sea of Japan in "Limits of Oceans and Seas". This has ignited the dispute between the two countries and it is still an unsolved issue.

Chapter 3. Dispute Between Japan-ROK Within IHO

Historically, transnational conflict is not a stranger within the IHO as hydrography and nautical data often deals with national borders and national defense. Especially, in areas where multiple countries share an ocean or unclear borders, conflicts are destined to occur. Yet, the most politicized issue is the clashing arguments between Japan and Korea over the revision of S-23, or Limits of Oceans and Seas. This conflict involves naming of the sea between Japan and Korea.

3-1. Limits of Oceans and Seas (S-23)

The dispute that surrounds the naming of the ocean between Japan and ROK is dealt in a specific document in the IHO. The Special Publication 23 "Limits of Oceans and Seas" was published by the IHB in 1929 to define names and limits of seas and to use for the safe navigation and hydrography and oceanographic usage. The publication of S-23 was based on the resolution, adopted in the first International Hydrographic Conference in London, 1919,

which mentioned that names and limits of sea and oceans should be defined for the safe navigation.¹⁷

On the very top of the list of this document states “Sea area between the Korean Peninsula and the Japanese Archipelago” and explains that Japan, on one side, and Republic of Korea and DPR of Korea, on the other side, have a different view on naming this area. There are two other issues yet to be clarified, each recommended by India and China¹⁸, but the conflict surrounding the naming of the sea between the Korean Peninsula and the Japanese Archipelago is the only issue that has two opposing actors with contrasting arguments.

The International Hydrographic Organization has been prevented since 1953 from officially updating its list of sea areas due to this disagreement on the naming of this area between the Korea and Japan.

This area is called “mer du Japon” in French and *Japan Sea* in English in the last official version of the S-23 (3rd edition, 1953). These names were

¹⁷ Korea Hydrographic and Oceanographic Administration (KHOA), <http://eng.khoa.go.kr/kcom/cnt/selectContentsPage.do?cntId=31060303>

¹⁸ IHO, S-23 Areas of Concern, <http://iho.int>

contested by both Korea's, who demand names in the IHO official languages to embrace the name they use, designating this area in reference to its relative cardinal position. The IHO wishes to reach a consensus on the list of names of oceans and seas contained in the S-23, as the first UN Conference on Geographical Names, the Group of Experts (UNEGN) recognized "the need to internationally standardize the names of oceanographic or undersea topographic features in order to promote safety of navigation and to facilitate the exchange of scientific oceanographic data".¹⁹

Specifically in this case, the IHO first raised the possibility of keeping the status quo, which was not updated since 1953, or give priority either to local official names in the local script (日本海, 동해), possibly transliterated into Roman letters, if necessary (Nippon-kai, Donghae); or to the names commonly used by those countries which officially produce the documents (*mer du Japon*,²⁰ Japan or East Sea²¹, for example).

¹⁹ IHO, Responses to IHB letter 2010, IHO S-23 Working Group (Step 5), Suggestions from France to progress the work of the WG on the Revision of the IHO Publication S-23.

²⁰ In the case of France, only the official name of 1953 remains in use

²¹ From an ethical point of view, France has not to give its opinion on the choice of one

Now, the local languages do not include either of the two official languages of the IHO and furthermore, the French and English names of the sea area in question can only be drawn from the current usage of those French-speaking and English-speaking countries likely to produce charts covering this area.²²

For this issue, a working group specifically built within the IHO to resolve this conflict under the name of “Working Group on the Revision S-23 (Limits of Ocean and Seas) and held its first official meeting in Monaco, on June of 2009.

Japan and ROK started to accelerate their political dispute aggressively within the IHO once the topic was raised. The result of IHC regarding naming of the sea, and disagreement over the IHO constitution revision became a buzz not only within the IHO but also in the media in both countries.

The cause of the difficulty regarding the dispute resolution between

or the other of these exonyms by producers whose usual language is English.

²² IHO, Responses to IHB letter 2010, IHO S-23 Working Group (Step 5), Suggestions from France to progress the work of the WG on the Revision of the IHO Publication S-23.

Japan and ROK within the IHO is analyzed from two perspectives in this paper. The first perspective involves the identity of the organization internally and the second perspective involves the external factor that influences the dispute.

3-2. Internal disagreement

The internal disagreement is one of the significant reasons that prevent the dispute resolution between Japan and ROK. Firstly, there is the gap between the identity of the organization and the nature of the dispute and secondly, there is the difference in importance among member states.

More specifically, the different actors within the IHO have different understanding of the dispute and, consequently, its significance differs greatly as well. The IHO and several member countries demands this dispute to be resolved purely from technical approach without Japan and ROK's political interpretation, while Japan and South Korea continues their strategic involvement with the IHO to hold better political ground on this issue because it is inseparable.

Before all other issues, the problem of whether or not this dispute

should be held responsible for the IHO to resolve came to matter. In the report of the International Hydrographic Conference held in 2002, there are contrasting arguments on defining the nature of the dispute between Japan and ROK.

During the 16th International Hydrographic Conference (IHC) held in Monaco in 2002, the publication of the new draft of S-23 was mentioned, and it started a debate between ROK and Japan. Below is part of the “Report of Proceedings” of the 16th IHC disclosed by the IHO:

Mr. HA Chan-Ho (Republic of Korea): Chapter 7.6 of the publication dealt with the sea area lying between the Korean peninsula and the Japanese archipelago, which had been called the “East Sea” in old maps and writings of Korea and China because it lay to the east of the continent. (...) Technical Resolution A 4.2.6 adopted in 1974 endorsing the principle of simultaneous recognition of different names for a shared geographical feature when the concerned countries did not agree on a common name, i.e. to use both “East Sea” and “Sea of Japan” together pending final agreement between the countries concerned on a common name. (...)

Dr. NISHIDA (Japan): The statement made by the representative of

the Republic of Korea was historically incorrect, or at the very least misleading. The name “Sea of Japan” had been established several centuries ago. There were well-known differences between the two countries, but discussions were under way. He added that simple application of IHO Technical Resolution A4.2.6 might lead to a confusion of geographical names, and he proposed that the issue should not be taken up by the Conference, since it ran counter to the main objective of IHO, which was technical.

The PRESIDENT reminded the delegates that the IHO is a technical and consultative organization and that the Conference was not a forum for political issues.

Ingénieur général CAILLIAU (France) said that it was important for the safety of navigation that there should be no ambiguity when two national names were used for the same area. In the case of the English Channel and La Manche, both names were used. (...)

The PRESIDENT further reminded the delegates that the IHO is a technical and consultative organization and that the Conference was

*not a forum for political issues.*²³

This is only a fraction of the official responses regarding the dispute, but it is clear that the IHO has identified the matter of naming of the sea between ROK and Japan as a political issue, which is “outside” of the boundaries of the organization which is, as it identifies itself, a technical and consultative body. The fact that the participants of the IHO are mostly hydrographers and technicians, who are far from expertise of transnational political dispute, makes the decision of the organization more convincing.

However, as France pointed out in the report above, it is also a technical issue that should be solved in order to publish the “official” information for navigation safety at the same time. As the debate on the naming of the sea is ultimately for updating the technical document, it cannot be denied that it is the responsibility of the IHO. This gap between the identity of the organization and the nature of the dispute has made dispute resolution more difficult for the IHO.

Another aspect to take notice is the member countries which are weighing the issue differently. The concerned parties of the dispute, namely

²³ XVIth International Hydrographic Conference, Monaco, 15-19 April 2002, Report of Proceedings Volume 1, p.277

the ROK, the DPRK, and Japan, are dedicated to the resolution of the dispute without question. However, the problem lies within the other member states which have neither interest nor motivation regarding the result of the dispute. This does not mean that the member states are neglecting the importance of S-23 publication itself. The opinion of all the member states is that S-23 is an important publication, and as its update is long overdue and there is a need for a new edition as soon as possible. Furthermore there is a wide acknowledgement and agreement that delaying the publication of a new edition has negative effects on the IHO.²⁴

However, for diplomatic reasons, the member states either avoid voting on a single side or simply choose to not comment on the issue. This is more visible within the working group created specifically for the particular issue in 2009.

Before 2009, bilateral discussions took place between Korea and Japan for more than five years without any agreement. Various options that were proposed in naming this sea area between the Korean Peninsula and the Japanese Archipelago have been rejected by either one or both of the interested

²⁴ Circular Letter, CL 03/2009/bis dated 12 January 2009

States or did not receive the support of the appropriate majority of member states.

Thus, member states, in 2009, overwhelmingly supported the proposal of the Directing Committee for the establishment of a Working Group (WG) with the following task to *“Produce a revised edition of Special Publication S-23, Limits of Oceans and Seas, and submit a report of its work together with a draft 4th edition of the publication to the IHB no later than June 2011, for the subsequent approval of Member States”*. Rules of Procedures (RoP) indicate that *“Decisions of the WG should generally be made by consensus”*.²⁵

During the second meeting of the WG, 3 countries, Australia, ROK and Japan, each suggested a proposal for the other states to comment on <Diagram 3>.

²⁵ Final Report of S-23 Working Group to Member States February 2012 – revised June 2012, p.1

<Diagram 3. Proposals by Australia, ROK and Japan>

Country	Proposal
Australia	<p>1) When consensus cannot be reached on a name or limit of a sea or ocean, then the alternative position(s) are to be indicated in S-23, with a reservation shown on the first page referring to the sea or ocean and the details of the reservation are to be clearly detailed in an Annex;</p> <p>2) The alternative positions on a name or limit to be shown in a second page for the same sea or ocean area, immediately following the first.</p>
Rep. of Korea	Based on the Australia proposal, proposed that all legitimate names and/or limits of oceans and seas in use be shown on the same page;
Japan	The “Chartlet Method” for the revision of S-23 which would be based on the current 3rd edition of S-23 which is officially still valid. It would also be possible to revise the S-23 using the 2002 draft edition other than for those oceans and seas where divergent views among member states existed in 2002 and also for those oceans and seas whose names and/or limits were not considered in 2002, but have subsequently been submitted. ²⁶

²⁶ S-23 Working Group, S-23 Areas of Concern Proposals by Australia, Japan, and Rep. of Korea, http://www.iho-ohi.net/mtg_docs/com_wg/S-23WG/S-23WG2/Proposals/S-23_Proposals.htm

However, there was no clear support for either of the proposals made by Japan and the ROK received from other member states. From this result, the Chair Group proposed to the members of the WG the following as “a way forward” to name this sea area:

- The name appearing in the current valid 3rd edition to be used,
- On the same page, the name(s) of the State(s) expressing reservation(s) to appear, with the indication whether the reservation refers to name and/or limit, details of which will be included in an Annex. It has to be noted that the 2002 draft edition of S-23 has followed a similar procedure for a number of sea areas, and reservations in the Annex have been recorded by Australia, Norway, Russian Federation and USA;
- In the introduction of the publication, a text to be included explaining what reservations are about and how they are presented in the publication; and
- The text that exists in the preface to the S-23 referring to the technical purpose of the publication and stressing that S-23 must not be construed as having any legal or political connotation, to be re-

examined in order to make it stronger and clearer, if considered appropriate.²⁷

Unfortunately, although several countries, including Japan, have considered this alternative option of “a way forward” positively, it did not reach consensus despite the effort. As there is no consensus between the members of the S-23 WG on the issue of naming the sea area between the Korean peninsula and the Japanese archipelago, member states are currently requested to provide their views on possible ways forward for progressing a new edition of S-23.

The perspectives of other countries regarding the dispute are quite directly expressed by the comments made by the United States. In 2009, the U.S. returned its comment as *“This issue pertains to the name of the feature and not its areal extents. The U.S. does not have a position on what name should be used in international contexts.”*²⁸ Australia also initially commented that it has no opinion on the naming of the body of water separating the Korean Peninsula

²⁷ S-23 WG Letter No. 06/2010 dated 20 December 2010

²⁸ S-23 Working Group, Areas of Concern, Responses to IHB Letter S3/7020 of 9 November 2009

and the Japan archipelago, since this is a matter for negotiation between neighboring States.²⁹ This is the majority of the countries' position towards the dispute between Japan and ROK. Unlike the dedicated effort and strong stance that Japan and ROK holds, for the other member states, dispute over naming of the sea, not the actual limit of the sea area, is a problem without direct interest that they would rather stay out from.

This 'gap' between Japan, ROK and rest of the countries stood out as one of the significant reasons that are stemming the dispute from reaching a solution for such a long period of time.

3-3. Clashing interpretation of technical resolution

Main regulations in the IHO are the IHO Convention and Technical Resolution. The Technical Resolution of the IHO mentions technical works such as the production of nautical charts, Sailing Direction, Notice to Mariner, Tide Table, etc. In the Technical Resolution, Section 4 *Geographic Names* in Chapter A *Subject of General Application* is related to the naming issues.

²⁹ Circular Letter, CL 03/2009/bis dated 12 January 2009

Regarding the issue of naming of the sea, Japan and the ROK proposes different changes based on their own interpretation of the IHO resolution.

Japan, while reiterating their willingness to contribute to progressing S-23 matters, referred to the IHO Convention where it is said that the IHO is a technical and consultative organization, whose objective is to make navigation safer via standards. Japan further emphasized that members of this WG need to respect related facts and figures in their discussions, and consult, as necessary, widely-used nautical charts that are published by important maritime countries.

On the other hand, ROK stated that the 4th edition of the S-23 should reflect the situation that has evolved since the 3rd edition was published in 1953. They also emphasized the need to make substantial progress on the work of the WG and referred to the IHO Resolution A4.2 (now re-numbered as 1/1972), paragraph 6, as a possible technical solution to certain issues.³⁰

According to the IHO Resolution 1/972 paragraph 6 it states as below:

(...) It is recommended that where two or more countries share a given

³⁰ WG on the revision of IHO publication S-23 “Limits of oceans and seas” (S-23 WG) Second Meeting, Singapore, 5-7 July 2010, 2nd Draft Minutes

geographical feature (such as, for example, a bay, strait, channel or archipelago) under a different name form, they should endeavour to reach agreement on fixing a single name for the feature concerned. If they have different official languages and cannot agree on a common name form, it is recommended that the name forms of each of the languages in question should be accepted for charts and publications unless technical reasons prevent this practice on small scale charts. e.g. English Channel/La Manche³¹

As ROK prioritizes the specific technical resolution for the solution for their dispute, Japan counter argues by emphasizing the purpose of the IHO. Japan stressed that one of the important purposes of the IHO is to ensure safety of navigation by producing nautical charts that will contribute to this purpose. The ROK constantly refuses by stating that the simultaneous use of the name East Sea and Sea of Japan would not have any effects on the safety of navigation. From a certain perspective, this can be considered as one of the agreements that are instituted, but eventually turn out to be self-contradictory.

In summary, the gap between the states of interest and other member states and the contradicting interpretation of the IHO resolution is stemming

³¹ Resolutions of the International Hydrographic Organization Publication M-3, 2nd Edition , 2010

the process of dispute resolving overall. In fact, Keohane argues that mutuality of interests is not based simply upon objective factors, but is grounded upon the actors' perceptions of their own interests. Perceptions define interests. Therefore, to understand the degree of mutuality of interests (or to enhance this mutuality), we must understand the process by which interests are perceived and preferences determined.³²

Derived from the information above, achieving cooperation is difficult in world politics since there is no common government to enforce rules, and by the standards of domestic society, international institutions are not as powerful or enforcing. But the IHO has been successfully fulfilling its task apart from the problem of publishing the official document on the Limits of Oceans and Seas. Thus, the next chapters analyze the factors behind the anomaly of the relationship between Japan and ROK of the IHO.

³² Robert Axelrod, Robert O. Keohane, "Achieving cooperation under anarchy: Strategies and institutions", in David A. Baldwin, eds., *Neorealism and Neoliberalism: The Contemporary Debate*, (New York: Columbia University Press, 1993): 88

Chapter 4. Factors Of Anomaly In Japan-ROK Relation Within IHO

4-1. Internal factor

Technology shift

Some of the factors that influenced the dispute between Japan and ROK within the IHO either directly or indirectly can be derived from within the organization itself. More specifically, factors such as change in dynamics among IHO member states or shift of trend within the IHO can be raised as the internal factors.

Before, producing nautical charts and processing them was only limited to countries with specific knowledge, skills and economic abundance to fulfil them, and naming of oceans and sea areas were only a problem for certain countries who were responsible for publishing and distributing nautical charts, such as the U.K. or the U.S. But as more technology and information is shared due to rapid technical development of previous developing countries has changed the dynamics within the IHO. Thus, the

information on the name of the sea that is used in each area of concern has become much more important compared to 1953 when the last edition of S-23 was published, because more and more countries are gaining capacity to produce their own nautical charts. This dynamic could be also found within the IHO due to a shift within the organization.

The IHO went through a significant change since the beginning of 2000s due to several reasons. Most important cause is the IHO's decision to emphasize digitalization of the hydrographic data and nautical charts caused drastic shift in the dynamics of the IHO. This change can be found from the financial reports published by the organization, especially after 2002. This was the year when the EU monetary union, which was established in 1999, came into full force that changed the expenditure within the IHO, but there were also changes in postal and printing expenditures because of the adoption of the Internet network and their shift from print to digital publication.³³ The organization and the technicians worked to adjust to the trend of digitalization of navigation on water, which led to specific tasks such as developing software and hardware of digitalized navigation devices to replace paper charts. This allowed different dynamics among member states since the new technologies

³³ IHB Directing Committee, Finance Report 1997-2001, CONF./16/F/01, p.209

are equally foreign, new opportunities for participation and contribution was opened to developing countries.

In case of Japan, since it was one of the founding members of the current IHO and high-technology nation of Asia, its status within the organization is quite stable. However, ROK which joined the IHO later with relatively low economic level and technology was a different case. However, after the war, ROK rapidly started to boost their economy and consequently their technical level as well, and is now currently holding bilateral technical meetings with Japan and even leading projects regarding new base technology standards for e-Navigation and electronic chart display and information system (ECDIS)³⁴.

This was the result of decision of the IHO to adjust to the shift of external environment and technology development. However, digitalization of the IHO caused a chain reaction that gave Japan and ROK a new fuel for competition.

The IHO's decision to revise "Limits of Ocean and Seas (S-23)" was a rational choice because this particular publication was not updated from its

³⁴ 5th IHO HSSC Meeting, Shanghai, China, 5-8 November 2013, HSSC5-7.3A

3rd edition, which was written in 1953, and for the safety of the mariners, the digitalization of the nautical charts was an effective motivation and an opportunity to revise the older data.

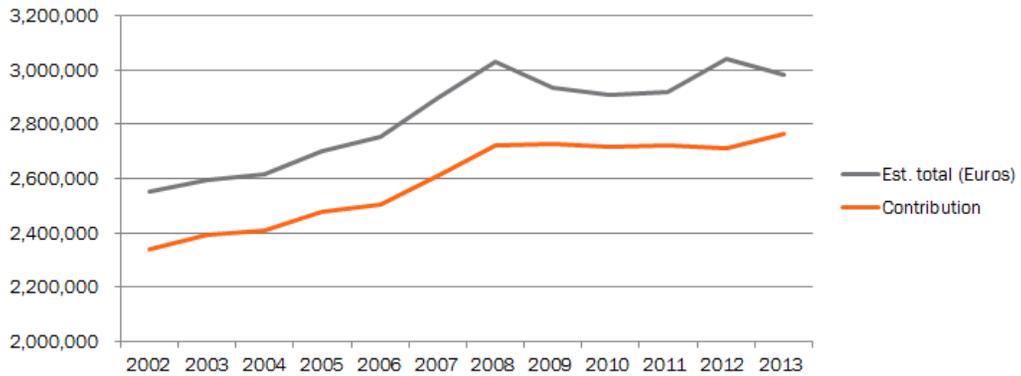
Therefore, Japan was suddenly thrown to the situation to defend their name of the ocean, while ROK was given an opportunity to change the status quo since it joined as the member of the IHO.

Budget constraint

The digitalization process needed initial cost of time, effort and money, which have to be covered by their limited budget. The IHO attained their budget mainly from the contributions made by the member countries and sales from their hardcopy publication <Diagram 4>. The contributions made by each government are based on the gross tons of shipping according to the scale stated in Article 4 of IHO regulation on Finance.³⁵

³⁵ IHO regulation on Finance, Financial Regulations of the IHO, Article 4- Table of tonnages and shares

<Diagram 4. Monetary Contribution from member states out of IHO budget³⁶>



<Diagram 5. Contribution by Japan and ROK as of 2014³⁷>

ContYearMonth	Cont. In EUR	Percentage
Japan	8,367,408	2.9
Korea	10,758,096	3.8
Accumulated Total	285,288,768	100

However, the changes within the structure of the IHO influenced the budget as well. For instance, as the organization grew in size, the countries that

³⁶ IHO, Finance Reports, http://iho.int/srv1/index.php?option=com_content&view=article&id=469&Itemid=344

³⁷ Member States Contribution Reports, Monthly Statement of Contributions for the Year as of 31-Jan-14

newly joined the system meant more annual contribution, but at the same time, since they are new to the system and technology they required greater amount of budget for the purpose of capacity building to lessen the gap between the developed countries and the developing countries in hydrographic area.

Unfortunately, increase in outflow was not supported by greater income. For example, the income from the sales of publications for the period 2007-2011 was 7,141 Euros which is lower than the estimated 28,500 Euros. This is due to the decision taken in 2009 to place most IHO publications on the IHO web site and make them downloadable free of charge.³⁸ Thus, contribution from the member states became more crucial for the IHO.

As shown above, the total accumulated budget of IHO depends heavily on the contribution from the member countries, thus, countries that seek stronger influence within the organization either have to maintain higher level of technology, greater amount of data, or make significant monetary contribution.

This gave member states an equal chance to aggressively make monetary contribution to stabilize their influence within the IHO, and ROK

³⁸ IHB Directing Committee, Finance Report 2007-2011, CONF./18/F/01, p.252

contributes heavily on Capacity Building Fund for the same reason in addition to their regular contributions. Capacity Building Fund was established at the end of 2004 to cover Capacity Building requirements of the Organization. For the three-year period the Fund has received 120,000 Euros from the Budget, 96,000 Euros were transferred from the budget surplus, 100,000 USD (80.000 Euros) were donated by the Republic of Korea and 3,100 Euros by Chile.³⁹ During the following five-year period, the Fund has received 324,000 Euros from the budget, 148,000 Euros from the budget surplus and 529,227 Euros donated by the Republic of Korea.⁴⁰

Japan has been one of the top ranking monetary contributor and provider of technical cooperation for a long time supported by Nippon Foundation and The Japan Hydrographic and Oceanographic Department.⁴¹ However, ROK's aggressive participation has brought up the country's status within the organization in a short period of time, and also became its strategic disposition for gaining support in the dispute between Japan <Diagram 5>. As

³⁹ Finance Committee, Finance Report of the International Hydrographic Organization 2002 – 2006

⁴⁰ Finance Committee, Finance Report of the International Hydrographic Organization 2007 – 2011

⁴¹ IHO, Memoranda of Understanding and Co-operative Agreements, http://iho.int/srv1/index.php?option=com_content&view=article&id=470&Itemid=688

the two countries' contribution to the organization is shoulder to shoulder, drastic measure or punishment to end the dispute is practically impossible for the organization.

4-2. External factor

There is another issue that made the dispute resolution difficult, which is the external influence from both respectful countries. The external factors do not only include domestic politics but the contrasting historical interpretation, changing political-economic environment and territorial dispute, which is overheated by governments and civil societies as well.

The still on-going issues of revising IHO rule book S-23, or the Limits of Oceans and Seas, may not be considered as an urgent issue that has critical impact on the safety of the International Ocean nor clear benefit for Japan and South Korea.

The naming of the sea issue is loosely connected to other diplomatic issues between the two countries. This paper will not be dealing with those in detail, but Dokdo island/Takeshima, one of the most heated debates raised

between Japan and ROK, is located the debated sea area: Korean Peninsula and the Japan archipelago <Diagram 6>. Technically, the naming of the sea and the current territory dispute has no direct connection between them nor have possibility of significant mutual influence. However, both disputes have commonality which is the fact that the roots of these disputes started as result of Japanese expansionism and colonial rule of Korean territory in the past.

<Diagram 6. Naming of sea and territorial dispute presented together in official document>^{42 43}



⁴² Ministry of Foreign Affairs of Republic of Korea, <http://dokdo.mofa.go.kr/eng/introduce/location.jsp>

⁴³ Ministry of Foreign Affairs of Japan, <http://www.mofa.go.jp/region/asia-paci/takeshima/position.html>

Although the organization IHO itself is not familiar to the general public, at least in the context of historical disputes, it is well known to both countries because it is periodically reminded by either the politicians or nationalists and the media in both countries. So even though the IHO demands the dispute to be solved technically without political intentions, the invisible pressure from the “non-hydrographic” parties of Japan and ROK who perceive the issue as a political one is difficult to neglect for both governments.

Likewise, resembling the territorial issue, there is a high possibility that the agreement will not be settled easily in the recent future due to barriers such as history, diplomatic relations, domestic politics and hyper nationalism.

However, the dynamics between Japan and ROK should not be misunderstood or defined solely by the dispute surrounding the naming of the sea. Their collective role within the IHO has increased significantly over the last decade and their maritime strategy competition has in fact contributed to the IHO's purpose of improving maritime safety and the developing of hydrographic technology as result. It is the matter of whether or not to consider their intension behind their result. Their effort can be switched from

its original objective from lobbying to practical contribution for the developing countries, especially in the Asian region to balance off the power concentration in countries such as US, UK, and France through aggressive technology exchange and mutual development programs. But since most of the activities are technical, it is not surprising that this side of the relationship is lesser known to the general public outside of hydrographic society.

4-3. Current direction of the dispute

The IHO is currently under the process of publishing its first updated edition of the "Limits of Oceans and Seas" for the first time since entering the 21st century. Since ROK officially brought up the issue for the first time in 1992, the dispute has been staying on the table for over two decades without reaching any conclusion.

After long preparation of new edition of the S-23, the IHB circulated a new draft of the 4th edition of S-23 in August 2002. There were various changes for instance the name of the publication was changed from "Limits of Oceans and Seas" to "Names and Limits of Oceans and Seas", and 60 seas were given new names. However, the publication has not included the area that is

currently in dispute between Japan and ROK and left as a blank page.⁴⁴

<Diagram 7. Major Historical Background Related to IHO>⁴⁵

Date	Event	Details
1921	The establishment of "The International Hydrographic Bureau"	Japan became the member state of "The International Hydrographic Bureau"
1928	Publication of the 1st edition of the "Limits of Oceans and Seas"	Published by "the International Hydrographic Bureau". The Sea of Japan (Japan Sea) was used solely in the guideline.
1937	Publication of the second edition of the "Limits of Oceans and Seas"	The name Sea of Japan (Japan Sea) was used solely in the guideline.
1953	Publication of the third edition of the "Limits of Oceans and Seas"	The name Sea of Japan (Japan Sea) was used solely in the guideline.
1957	The ROK became the member state of the	

⁴⁴ Korea Hydrographic and Oceanographic Administration (KHOA), IHO Special Publication 23, <http://eng.khoa.go.kr/kcom/cnt/selectContentsPage.do?cntId=31060303>

⁴⁵ Hydrographic and Oceanographic Department (JHOD), The Name Sea of Japan (Japan Sea), http://www1.kaiho.mlit.go.jp/nihonkai/index_eng.html#reference3.

	IHB	
1970	"The International Hydrographic Organization convention" entered into effect	"The International Hydrographic Bureau"(IHB) shifted to "the International Hydrographic Organization" (IHO) based on the convention.
1986	Compilation of the draft fourth edition of "Limits of Oceans and Seas"	The name Sea of Japan (Japan Sea) was described solely in the draft. The ROK did not make an objection against the name but draft itself was not published due to the lack of consensus among the member states for areas other than Sea of Japan.
1991	The ROK became member state of the U.N.	
1992	The 6th U.N. Conference on Standardization of Geographical Names	The ROK officially asserted for the first time that the name Sea of Japan (Japan Sea) be changed to "East Sea".
1997	The 15th International Hydrographic Conference	The ROK insisted for the first time that the name of Sea of Japan (Japan Sea) in "Limits of Oceans and Seas" should be used together with "East Sea". The ROK repeated similar assertion at the following 16th International Hydrographic Conference (2002) and the 17th International Hydrographic Conference (2007).
2002	The IHB Circular Letter	Following the ROK's assertion, IHB sent to all member states its Circular Letter proposing that the draft of the 4th edition of "Limits of Oceans

		and Seas" which leaves blank pages related to the Sea of Japan (Japan Sea). IHB later withdrew the Circular Letter after Japan's protest.
2012	The 18th International Hydrographic Conference	The ROK repeated the assertion that "East Sea" should be used together with the name Sea of Japan (Japan Sea) in "Limits of Oceans and Seas". The conference agreed not to take any further decision on the guideline.

The direction of the dispute at current stage is a circle of continued meetings with an alternative solution being suggested, which fails to gain full consensus and the meeting ending by scheduling of the next meeting <Diagram 7>. Although recently, Japan has shown a progress from refusing the name "East Sea" to considering the inclusion of the name according to the "way forward" suggested by the Chair, which is the debated area to be clearly detailed in an Annex or in a second page for the same sea or ocean area. However, the suggestion neither reached consensus nor agreed by ROK, which insist that it should be written on the same page.⁴⁶ The IHO is currently asking the member states for other alternatives to solve this dispute.

⁴⁶ S-23 WG Letter No. 06/2010, Way Forward To Progress S-23, IHB File No. S3/7020

Chapter 5. Conclusion

International politics is typically characterized by independent self-interested decision making, and states often have no reason to retain itself from such individualistic behavior. There will be no need for a regime when each state obtains its most preferred outcome by making independent decisions, for there is simply no conflict.

The International Hydrographic Organization is, as the functional theory of international regimes states, an example where the states use international institutions to achieve their objectives and that these institutions perform functions of information-provision, monitoring, and reduction of transaction costs. It claims itself as a technical, non-politic organization but political conflict did happen and this thesis aimed to analyze the dynamics between Japan and ROK to identify the factors that are postponing the dispute from being solved.

Instead of simply labeling the phenomenon as an example of failed institution theory, the dispute between Japan and ROK was analyzed from an alternative perspective.

First, the problem of the dispute of Japan and ROK within IHO lies in the gap between the identity of the organization and the nature of the dispute. Even though the organization is identifying itself as a technical institution, the dispute of naming of the sea that ROK and Japan raised on the table was a political and the IHO acknowledges this as well. This resulted in pending of the dispute from being solved, not because the IHO was incompetent as an international organization, but because the dispute that occurred was not something that the IHO was designed to solve smoothly. This particular dispute between Japan and ROK is something that should be solved within the IHO, but at the same time outside of their realm of profession, just like a patient in the wrong hospital.

Second, the difference in priority among the member states regarding the dispute is pending its resolution. Sometimes, interests of a nation is not necessarily based simply upon objective and universal factors, but is based off from the actors' perceptions of their own interests. Perceptions define interests and from the example of the dispute between Japan and ROK shows that perceptions cannot always be equal. Thus, to understand the degree of importance of naming of the sea can become a difficult task for other member states other than Japan and Korea. In fact, this is natural because no other

country can understand fully the historical and political dynamics between Japan and ROK that have been continuing for a long period of time. For other member states, it is a problem of naming while for Japan and ROK, it is a matter of historical interpretation and loosely connected territorial issue.

Third, external pressure has and will slow down the dispute from being dealt technically. As IHO refused to take part in a “political” dispute of its member states, both Japan and ROK made effort to keep the debate on the “technical” level. However, this became difficult due to the external factors such as overheated attention from the media, civil groups and domestic politics from each country have their eyes on the result of the dispute. The dispute of naming of the sea is not only dealt within the hydrographic society but at least in Japan and Korea, it is introduced in the front page of the Ministry of Foreign affairs website in both countries. Therefore, at this stage, both delegates from the government of Japan and ROK cannot easily as cooperation will not be easy. In order to compromise and end the dispute, either government should, at least, partially give up their maintained position, but with so much attention and nationalistic context that is spread among the general public, both countries will not be able to simply back up from their proposals.

Due to the factors above, the dispute between Japan and ROK regarding the naming of the ocean between their territories is still unclear as it showed little progress over time. Just like their other political disputes of Japan and ROK, especially those that revolve around the historical interpretation of the colonial past, it will be a long-lasting dispute without strong enough motivation.

The important conclusion is the fact that the dispute of naming of the sea between Japan and ROK has been pending from being solved for such a long period of time not only because of the popular belief that the countries are simply self-interested. The factors exist both in the environment within the framework of international organization, and outside the organization as well. However, it is also a fact that there is a little progress towards cooperation between Japan and ROK as better alternatives are being suggested to the working groups within the IHO to solve this issue. What needs to be improved is the understanding from the other member states who agreed to help resolve the dispute. If they better understand the situation that Japan and ROK are in more accurately based on their accumulated historical and political dynamics, the member states will find the importance and significance of the third party intervention to end the long lasting debate between the two nations.

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국문초록

국제수로기구(IHO) 내 한일간 분쟁해결에 대한 분석

일본과 한국의 관계는 역사적으로 외교적 마찰을 동반하고 있지만 시간이 지남에 따라 국제적인 무대에서 동아시아를 대표하는 국가로서 협력적인 관계를 형성하였다. 두 국가의 관계는 국제기구라는 환경 안에서 단일적인 국가 주체가 정책협조를 하는 경향이 나타난다는 신자유 제도주의(neoliberal institutionalism)의 좋은 예시로 보일 수 있다. 하지만, 이 이론은 국제수로기구(IHO)에서 일본과 한국이 보여주고 있는 경쟁적 관계와 같이 예외적인 경우에 대한 타당한 설명을 하지 못하고 있다. 이 논문은 이렇듯 비정치적 성향을 추구하는 국제수로기구 내부의 일본과 한국의 관계를 중점으로 갈등의 원인을 분석하고 있다.

이 논문은 “정치적인” 마찰을 겪는 한일관계가 비정치적 국제기구를 추구하는 국제수로기구 내에서 어떠한 경향을 보이는지 분석하고, 이에 대한 원인을 위의 사례연구를 통해 알아보려고 한다. 서장에서는 제도주의와 그 이론적 배경을 다루고 있으며 국제수로기구에서 나타나는 이론의 적용 사례를

다루었다. 국제수로기구 내부의 협력적인 목적과 제도적 환경에도 불구하고 일본과 한국의 관계가 정치적 마찰을 보이기 시작하는 이 현상을 크게 두 가지 관점으로, (1) 국제수로기구 구조적 변화를 포함한 내부적 요인, 그리고 (2) 일본과 한국의 국내정치 및 언론과 같은 외부적 요인, 나누어 분석해보았다. 결과적으로 한일 간의 분쟁해결 과정을 방해하는 요인들을 새로운 관점에서 재발견하고, 이를 통해 분쟁해결을 앞당길 방법론을 모색하였다.