

# **ROLE OF MILITARY SYSTEM IN MANAGEMENT OF CIVILIAN EMERGENCIES AND DISASTERS IN ISRAEL**

## **INTRODUCTION**

The **armed forces the world over** have always **done a commendable job**, when called **to aid civil authorities**, especially, in the **wake of natural calamities or man-made disasters**. Although, the armed forces are **supposed to be called upon to intervene** and take on specific tasks **only when the situation is beyond the capability of civil administration**, in practice, they are the **“core of the government response capacity”** and tend to be the **first responders** in any **major civilian emergency**. Both the **government and the public repose tremendous faith in the armed forces** and **believe that all emergencies and crises can be handled by the armed forces effectively**.

The **ongoing Covid 19 pandemic** has **tested healthcare and associated infrastructure** of nations **like nothing else before**. There are **precedents e.g. the Spanish Flu, but none on the scale of COVID-19**. Under such a **catastrophic environment**, the **role of the Armed Forces in assisting the civilian authorities** becomes an **imperative**. Indeed the **crisis is nothing short of war**, though with very **different dimensions and implications** which are yet to manifest. Understanding the way this **war is likely to pan out is difficult to predict**. It is **simply too early to say how this will impact the nation and international environment over the next few years**. For most, it will be **on-the-job learning**.

At this stage, it will be prudent to **peep into the future** and **visualize likely commitments** of the armed forces in **evolving civilian emergencies management**. There are growing concerns the world over about **global warming and climate change**, with **resultant ill effects and conditions leading to triggering of disasters**. **Armed forces** across the world are **fully aware of global warming’s deleterious effects** and have **devised a thorough analysis of its strategic implications**. They believe that when **global temperatures rise**, **essential resources will dwindle** in many poor and divided countries, **provoking conflict among internal factions** and **threatening the survival of fragile governments** resulting in further **tensions to already strained international relations**. In this **chaotic environment**, military leaders opine that **terrorist groups** and **organised crime groups** will **flourish**, while **dispossessed farmers will migrate** in search of jobs - typically **encountering hostility wherever they go**. All this **instability will result in deadly pandemics, incessant warfare, and a relentless call on the military to provide humanitarian relief and troop support**.

**Nations need to be prepared** for the same. More so, it becomes **imperative** for the **armed forces to be alive to this challenge** and **start preparing now** to provide an **effective response** to all types of **emergencies and major crises** at **national, regional and local level**. There is a **need to be dynamic and adept in adapting the long term strategic planning** of armed forces **capacity and capability** for these challenges so that the **core military objectives** of the armed forces is **not compromised**.

## WHY THIS RESEARCH ?

Many **changes** have taken place in the **strategic environment** in recent years, which have led to **changes in the nature and potency of the threat facing the State of Israel**, spreading outward from the first circle to more distant threats. The **present philosophy** of operations by the **Israel Defense Forces (IDF)** is based on a **presumption that the conventional and sub-conventional threats in the first circle are on the decline while there has been an exponential increase in nonconventional threats** (terrorist organizations, subterranean infrastructure, high trajectory weapons, etc.) and **cyber threats**. Coupled with this is **situation emanating from the present pandemic**. This has warranted unprecedented challenge on the IDF to **deal with not only the external adversaries but also simultaneously assist the internal state machinery to control the pandemic and save the lives of its citizen**. Thus, the **question of maintaining the fine balance between force preservation to deal with external threats versus involvement with internal structures** to control the pandemic have come to fore. The present arrangement is very **reactive** and has highlighted **serious policy and structural challenges** in emergency handling related to **threats other than security**, for which **IDF may not be fully equipped**. In addition, the **ongoing normalization of relations with few Arab neighbours** along with **increased footprint of IDF in global security architecture**, particularly with NATO countries, and few Asian countries has necessitated a **review of the capability and capacity of IDF** to operate in not only the **full spectrum of war** but also in other **areas other than security both internally and externally** to meet the **future challenges effectively**. There is a requirement of **enhancing international military cooperation** and be **prepared to take a bigger role in dealing with response to emergencies not only globally but also internally**. The need of the hour is to **build the IDF's might both in multi-theatre and multi-dimensional defense and preparedness for simultaneous attacks on a number of fronts** including **response during emergency situations and humanitarian assistance in preparation for D-Day**.

**Traditionally**, most of Israel's attention to emergencies has been **focused on security threats and war**. While security risks are obvious, complex, and dynamic, it is important to remember that Israel **could face large-scale emergencies of other types** as well and that it would be **prudent to prepare for them conceptually and operationally**. The most prominent risk Israel faces, other than war, is the **Covid 19 pandemic**. The **risk of other natural disasters like a major earthquake, or manmade disaster like the recent explosion in Beirut** has highlighted the new type of **humanitarian assistance and emergency response** that have evolved and need to be dealt with. This requires **detailed planning, inter and intra organizational policy and regulatory stipulations** to be put in place, **joint structures** to optimally utilize the resources available, **clear command and control setup** to ensure timely response with no duplication of effort and above all **training** of all stakeholders, to be able to handle such emergencies when called for.

While Israel has come a long way in preparedness for war-related and other emergencies, it has not yet taken a strategic leap forward. There are **gaps between potential threats and the current response with security-related situations**, but the **gap between**

**other types of emergencies**, like natural or man-made disasters is **even greater**. Given the variety of threats, it is **strategically essential** for Israel to promote **conceptual, executive, legislative, and budgetary changes** so that it is **adequately prepared for a variety of emergency situations**. The research aims to address this gap so that IDF is well prepared to take on the new challenges in the evolving security paradigm.

## **AIM AND OBJECTIVES OF THE RESEARCH**

### **Aim of the Research**

The aims of this research paper is to analyze the **role of militaries in general and IDF in particular** towards **management of threats other than war related to civilian emergencies in times of war and relative calm**.

### **Objectives of the Research**

The research paper seeks to present **recommendations and probable solutions** with respect to **mitigating the challenges posed by employing armies, in particular IDF during civilian emergencies without compromising on the operational preparedness**. The paper will also endeavour to **suggest structures, framework and capability required to address a pandemics without compromising on the operational efficiency and capacity** - while dealing with **external threats** or being engaged in **aiding some other civilian emergencies and humanitarian assistance internally** as well as **externally**. In order to arrive at the same, the **paper will attempt to examine the following** :

- (a) **Existing framework** for addressing the **civil emergencies in India, Germany and Israel including executive and legal provisions**. This will also cover the **role, structure, charter of duties, command and control arrangements** with reference to the **other organs of the government** of these countries.
- (b) **Present system of response of militaries** of the world particularly countries who have been actively involved in **aiding civilian emergencies like India, Germany, and also Israel**.
- (c) Case study of how the **armies of India, Germany, and Israel are employed during the present pandemic of Covid 19** - to incorporate measures adopted by them for **own force management and assistance rendered to the government machinery**.
- (d) To **analyze management of manmade and natural calamities** with reference to **armed forces of India, Germany, and also Israel**. This will **encompass** studying:
  - (i) **Involvement of Indian Army** in rendering assistance to civil authority during **natural calamities like floods, earthquake and tsunami**.
  - (ii) **Role of IDF during evacuation of civilians and rendering assistance** at times of **rocket attacks, etc**
  - (iii) **Humanitarian missions** undertaken by **German Armed Forces**.
- (e) **Identification of the best practices followed by the armies** to include **resource utilization, incorporation of technology, specialized equipment required, budget-**

**-ary allocation and training of human resource.**

(f) To ensure **timely and speedy response** during **internal emergencies like pandemics, disasters and also humanitarian assistance globally, without compromising** on the **operational readiness of IDF** to deal with **appreciated threats at all times, examine a conceptual framework.** Then from **the best practices derived, recommend a model for IDF** which incorporates the following :

- (i) **Proposed organizational structure for IDF to deal with such situations, highlighting the changes** required in the **existing structure of IDF.**
- (ii) **Legal provisions and legislation required** for the same
- (iii) **Capacity and Capability enhancement required** for IDF to meet the challenge posed including **command and control architecture.**
- (iv) **Measures to ensure optimal resource utilization** including **incorporation of technology and budgetary / financial prudence** while suggesting the model for IDF.

### **RESEARCH HYPOTHESIS**

There is a **requirement of IDF to reorient and reorganize itself now to swiftly respond to civilian emergencies internally and externally effectively and efficiently without compromising on its operational preparedness** to deal with **assessed security threats and war simultaneously** in order to be ready for the future battlefield environment.

### **RESEARCH QUESTIONS**

The paper will endeavor to examine and analyze the following research questions :

- (a) Is there a **threat to National Security** by not being **adequately prepared** for **natural or man-made calamity like earthquake, pandemics, etc** ? Does **employing armed forces** in such task **augment the response mechanism** of a nation or it is **best to not involve the armed forces** ?
- (b) What are the **implications for militaries operational preparedness** when called to **assist in civilian emergencies** internally and for humanitarian efforts globally ? Are they **adequately prepared, equipped and trained** for the task ?
- (c) How are the **legal and policy regulations** impacting the **employment of Armed Forces** while engaged in **humanitarian assistance** globally and also internally while **responding to civilian emergencies** ?
- (d) Is the **present framework and methodology followed** by armed forces in dealing with civilian emergencies **adequate** ? How is the **maximization of effort with minimum adverse impact** on dealing with **assessed security threats** achieved by them when employed for such tasks ?
- (e) How do **armies ensure operational preparedness** while being **involved with internal and external response** to man-made and natural **calamities** ? What are the **best practices that can be emulated for speedy and timely response** ?

(f) Is the present **response architecture** involving the **armed forces** in the **management of Covid 19 adequate** to address the pandemics of the future ? What **lessons** can be drawn from the present **Covid 19 response model** towards **force capability and capacity** particularly to deal simultaneously with the appreciated **security threat from inner and outer circle** of influence in future ?

(g) What are the **measures recommended to be adopted** to strengthen the present **response mechanism of IDF** towards **civilian emergencies** internally and **humanitarian effort globally** so as to **augment Israel's overall national security** in the **changing milieu** ?

### **RESEARCH PAPER CONSTRUCT**

This paper will take a look at the **present system of response of armies of India, Israel and Germany in dealing with man-made and natural calamities** - internally and externally and also providing **humanitarian assistance** when called upon, **national security implications** of the same, **review the ongoing crisis response to Covid 19, identify the best practices followed** by the armies in combating civilian emergencies and **chart out recommendations for IDF dealing with such crisis from an evolving geo-strategic perspective**. The paper is **proposed to be covered** as under :

(a) **Chapter 1 - Introduction**. This chapter will examine the **evolving civilian emergencies other than security related** in the **developing geo-political and geo-strategic environment**. What role the **armed forces** play in the **response mechanism of the nation** will be **commented upon**.

(b) **Chapter 2 - German Armed Forces Response to Civilian Emergencies**. This will chapter will entail :

(i) **Role of Armed forces** in civilians emergencies

(ii) **Legal and regulatory framework** for requisitioning armed forces for civilian emergencies. **Government stance** on employment of armed forces

(iii) **Organization** for response and **methodology for employment**. **Use of force multipliers** (equipment and technology), and **interface with other agencies**

(iv) **Humanitarian missions** undertaken by **German Armed Forces**.

(c) **Chapter 3 - Indian Army Perspective: Aid to Civilian Emergencies**. The following aspects will be covered :

(i) **Role of Armed Forces - primary and secondary**

(ii) **Procedure for provision** of aid / assistance including **legal and regulatory aspects**

(iii) **Organization of the Armed Forces** for **aiding civilian emergencies**

(iv) **National Disaster Management Structure** at **National level** and the **National Disaster Response Force (NDRF)**

(v) **Role of Armed Forces in International Disaster Response**

(vi) **Involvement of Indian Army** in rendering assistance to civil authority during **natural calamities like floods, earthquake and tsunami.**

(d) **Chapter 4 - IDF Crisis Response - An Appraisal.** The chapter will contain the undermentioned aspects :

(i) **Existing structure** for response at **National and IDF level**

(ii) **Legal and regulatory framework**

(iii) **Methodology for employment, and interface with other agencies**

(iv) **Home front Command role and other agencies involved**

(v) **Role of IDF during evacuation of civilians and rendering assistance** at times of **rocket attacks, etc**

(e) **Chapter 5 - Case Study on Covid-19 Management - An Analogy.** This chapter will study the present **role of IDF, Indian and German Armed Forces in Covid - 19 Management.** The **analysis of the manner in which the three armed forces were involved will enable a conceptual framework, methodology and employment philosophy** to be **formulated for engaging armed forces in pandemic management in particular and civilian emergencies in general.**

(g) **Chapter 6 - Best Practices : An Assessment .** This chapter will deal with **summation of best practices observed** in the response of **civilian emergencies by Armed Forces** after reviewing :

(i) **Covid 19 Management** by the **three armed forces.**

(ii) **Involvement of Indian Army** in rendering assistance to civil authority during **natural calamities like floods, earthquake and tsunami.**

(iii) **Role of IDF during evacuation of civilians and rendering assistance** at times of **rocket attacks, etc**

(iv) **Humanitarian missions** undertaken by **German Armed Forces.**

(h) **Chapter 7 - Recommendations and Way Forward for IDF.** The **main aspects proposed** to be covered are :

(i) **Proposed organizational structure** for **IDF to deal with such situations, highlighting the changes** required in the **existing structure of IDF.**

(ii) **Legal provisions and legislation** required for the same

(iii) **Capacity and Capability enhancement** required for **IDF to meet the challenge posed including command and control architecture.**

(iv) **Measures** to ensure **optimal resource utilization** including **incorporation of technology** and **budgetary / financial prudence** while suggesting the model for **IDF.**

## **LITERATURE REVIEW**

The research will use the information available from **open source on the internet** and also **research platform of the Haifa University**. The services of relevant books from the **Library at MABAL** and **Haifa University** will be utilized in doing the literature survey. In addition, it is also proposed to do a **survey for seeking inputs from stakeholders** with respect to validating the hypothesis.

**Interview with experts from India, Germany and Israel** is also being planned in order to seek inputs with respect to response mechanism, structures, shortcomings, proposal for augmenting the responses, etc for employment of armed forces in civilian emergencies.