**ROLE OF MILITARY SYSTEM IN MANAGEMENT OF CIVILLIAN 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 neighbors** 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 endeavor 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.