

Operation procedures of civil defence authorities in time of war

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Abstract. The relevance of this study is determined by the current instability of the global political climate in the world and the outbreak of a number of military conflicts, which necessitates the study of the mechanisms of activity of structures that protect the interests of the population and the state. Thus, the purpose of the paper is to analyse the algorithm for the activities of civil defence authorities, particularly in wartime conditions. Among the methods used are the methods of logical analysis, deduction, synthesis, induction, functional analysis, analogy. This study provides a detailed analysis of the importance and key role played by civil protection agencies in addressing the challenges of protecting, ensuring security and developing society. The importance of their function lies in the effective implementation of strategies aimed at protecting the population and the state in times of threat and danger. The analysis in this paper takes into account the various components necessary for the successful management of various types of warfare. This includes the study of effective strategies for interaction and coordination between civil protection authorities and military command and control. Particular attention is paid to the key factors that determine the effectiveness of the organisation of interaction between military authorities and protection commissioners. Similarly, significant was the analysis of the demand for the resolution of qualitative foresight implementation tasks. Accordingly, an algorithm that will provide a more detailed and relevant examination of the wartime operational algorithm of the governing bodies has been developed. The practical value of the obtained results is that it will increase the appropriate level of combat

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alertness, the guarantor of the protection of the national interests of the state and its population, its territorial integrity and will generally raise the level of effectiveness of the relevant bodies considered

Keywords: mobilisation; servicemen; examination of mechanisms; volatile global climate; public interest

Introduction

The changes that are taking place in the politico-military environments of the world and the Central Asian region are characterised by certain features. These include instability, unpredictability, ambiguity, dynamic level of development, and escalating confrontation between international and regional actors over spheres of influence, where military force constitutes the basis for resolving contradictions. There are quite a number of trends at this stage, namely the desire of other states to change the existing order, the expansion of hotspots of instability and growing tensions in the world and the region.

According to J. Zhaguparov *et al.* (2020), the military security of Kazakhstan, depending on the location of the source of threat or danger, is divided into internal and external. In this case, the former should be understood as the protection of the national interests of society and the state from internal threats, and the latter as a state of security against threats from other countries, organisations and citizens. That is, military security is characterised by the absence of objects of such threats or the ability to counter these threats effectively (Lidiia & Stasiuk, 2023). According to S.B. Kamaletdinov (2022), it is a state and a trend of objective nature on the development of the public, a set of factors and conditions that make it possible to neutralise or exclude the possibility of someone or something being harmed by means of armed violence or military means.

The set of measures aimed at military security is defensive in nature and reflects the commitment of Kazakhstan to use the priority plan to protect its national interests in diplomatic, legal, economic, political, and other non-military capacities. According to A. Nurkanov *et al.* (2021), since the foundation of Kazakhstan as an independent state, the civil defence system has come a long way, shaping and transforming the system into a fairly important part of the defence activities of the state. The need to develop a new form of civil defence, which will feature protective measures not only against dangers during wartime but also in peacetime against man-made and natural disasters, is a necessity in the modern era. Thus, the relevance stems from the importance of examining an effective mechanism for protecting the population under wartime conditions. This will provide an opportunity to identify a framework and set of measures, ways to implement them and to improve their respective effectiveness. The civil defence system is designed to implement a set of nationwide measures that are carried out both in wartime and peacetime to protect the territory and population of Kazakhstan from the influences of different types of hazards.

However, according to A. Shayakhmetov *et al.* (2022), heads of civil defence agencies often face a wide range of difficulties during the exercise of their authority. On this basis, attention should be drawn to the approach taken by A. Zakirov and A. Zhautybaev (2021). In accordance with which, the most important issues are to bring the organisational structure in line with modern requirements that will ensure

a guaranteed level of state and population protection from threats and danger, to develop the system of state material reserves, to rationalise the system of civil defence training, to improve the warning system and the legal and regulatory framework. That is, the civil defence system should be further developed by optimising all necessary aspects and resources, equipping it with new high-performance tools, and increasing its mobility and autonomy of action.

Thus, the main objective of the study is to examine the algorithm for the operation of civil defence authorities during wartime, thus investigating the mechanism for the implementation of this form of protection activity and outlining the future prospects for its development.

Materials and methods

This study was carried out through the use of various types of analysis methods. Thus, the method of functional analysis consisted in identifying fundamentally new ways of realising the function of the object and provided an opportunity to characterise new attributes and elements of modern warfare. The method of logical analysis allowed for the consideration of the essence and role of civil defence and protection authorities through the prism of structural elements and aspects. The method also presented an opportunity to study the algorithm for the formation of combat troops and their characteristics under wartime conditions. The dogmatic method provided for studying the modern legislative framework that regulates issues related to the object of study. In particular, the list of these normative legal acts includes the Constitution of the Republic of Kazakhstan (1995), Law of the Republic of Kazakhstan No. 29-III “On Defence and Armed Forces of the Republic of Kazakhstan” (2005), Law of the Republic of Kazakhstan No. 561-IV “On Military Service and the Status of Military Personnel” (2012), Law “On Mobilisation Training and Mobilisation in the Republic of Kazakhstan” (1997).

The method of analogy was based on the similarity of objects, namely civil defence authorities, similarities in the implementation of the powers granted to them in peacetime and wartime environments. The method of abstraction, in turn, consisted in abstracting the process of learning about the properties of the civil defence authorities with the aim of in-depth study of one particular aspect of it: the operations of the authorised body in wartime. This method was also introduced to study the formation of the military and the wartime mobilisation process in order to monitor the state’s combat capabilities from this perspective. The deduction method was introduced to characterise the mechanism of activity of civil defence management bodies based on their characteristics in wartime. In turn, the method of induction, based on the inherent structural elements, principles and features of activity, permitted a full and in-depth study of the operation of agencies in wartime. The synthesis method was based on the features of civil defence

agencies already identified and investigated in the analysis, which made it possible to provide a complete algorithm in wartime, highlighting the key characteristic elements and principles of implementation.

That is, the methods of logical and functional analysis made it possible to explore an aspect that consisted of the study of the role, essence, importance and necessity of state military preparedness, particularly in the face of a sudden enemy attack. The dogmatic method allowed for an examination of Kazakhstan's legislative doctrine to identify its characteristic features and the Civil Defence Plan in case martial law is imposed. Techniques such as analogy and abstraction allowed for a more practical assessment of the individual characteristics of the mechanism and for a review of its key features and principles. Deduction and induction methods have been introduced to trace the relationship between the characteristic elements and the object itself, i.e., the activities of the civil defence administration. The synthesis method, in turn, was introduced to present a complete algorithm for the object of study in wartime scenarios.

Results

Warfare is the most crucial part of armed combat, which constitutes an organised deployment of means and forces with the aim of realising the objectives of combat to defeat the enemy through the combination of all types of troops. Military actions at the level of the operational and tactical plan are commonly called combat operations. They are conducted in the air, on water and on land in the form of strikes, missions, engagements, battles and systematic combat operations. In fact, modern warfare is characterised by certain aspects, namely the participation of large group forces, a high level of dynamism, rapidity and manoeuvrability, the extensive use of all kinds of weapons and equipment, the destruction of targets in large spatial dimensions, abrupt changes in the situation, and the high expenditure of human and material resources (Estancona & Reid, 2022).

The high demands on the management of these types of actions are necessitated by the rapidity of military emergencies, their consequences, the complexity of civil defence tasks and the conditions for their implementation. Accordingly, it is reasonable to conclude that the success and effectiveness of management depend on a high degree of alertness at all levels, which is characterised by continuity, sustainability, flexibility, responsiveness, firmness and stealth. This is possible to realise by establishing a peacetime management system which, without significant restructuring, can ensure the sustainability and reliability of wartime management with full and timely staffing of the command-and-control technical plan, high training of personnel, effective use of automation, sustainability, flexibility, warning and communications system, and the ability to restore it quickly in case of disturbances. In this context, management resilience should be understood as the ability of management bodies to realise their functions and greater pressures at all levels, which may be caused by sudden and complex changes in the environment.

Information is also a necessary component of management. It should have a broad overview of different phenomena, a high level of reliability, timeliness and completeness, compatibility with ad hoc databanks to allow informed

decision-making, the ability to be mapped promptly and to be automated in mapping tools. The task-oriented activities of authorities and officials at all levels, which are aimed at civil defence and training, form the basis for managing the measures for the protection of the population. The transition of the system to martial law can be done in two ways. The first is systematic, meaning the implementation of arrangements according to a predetermined level of alert according to the Civil Defence (CD) Plan before the outbreak of war, while the second is sudden attack by the enemy, meaning that the CD plan will be organised according to the existing circumstances, while the Civil Protection (CP) authorities on the basis of the assumed damage and casualties (Order of the Minister of Emergency Situations of the Republic of Kazakhstan No. 258..., 2014).

To bring the State System of Civil Protection (SSCP) to a high state of alert, to enhance it in wartime economic plan facilities and sectors, to bring the system's means and forces to a state of preparedness, a special set of measures is carried out by formation and management bodies to bring the system to the highest levels of operational alert. In this case, this complex includes first, second and third stage of interventions. The first should be understood as those which increase the level of SSCP alertness for peacetime and wartime tasks within 24 hours. The second refers to the group of activities that have the capacity to maximise the level of mission accomplishment and protection of the population during times of war within 24 hours. Finally, the third one contains those measures that are fully operational and guarantee the realisation of all the types of tasks assigned to the CD within 24 hours (Order of the Minister of Emergency Situations of the Republic of Kazakhstan No. 258..., 2014). If there is a sudden attack by the enemy, then the transition of the system from peacetime to wartime will be implemented simultaneously with the organisation and execution of rescue and other contingency plan measures. That is, a single set of activities that includes the defence of the population and territory against enemy re-strikes, the restoration of disrupted control, the re-establishment of the force grouping and the execution of urgent operations. These interventions are characterised by a fairly large number of tasks that need to be completed in the shortest possible time (Milonopoulos, 2021).

Different agencies and ministries, including the command authority, will be involved in the implementation of the objectives, if cooperation is required. Apart from the fact that the response to disasters, catastrophes and accidents must be coordinated in time and place, there are also 2 main reasons for organising the interaction between military commanders and those authorised to carry out protection tasks. The first of these is the close interconnection of wartime and threat period activities that take place at the same time and place, using shared resources. The second factor is the fact that military command authorities are permanently engaged in resolving CD tasks, especially in those districts that have been assigned responsibility for the overall CD state within their borders and for the implementation of practical tasks relating to the mobilisation and preparedness of troops and authorities in the protection of the population (Blazich, 2019). One rather crucial means of cooperation between the two bodies is the mutual

exchange of baseline data, which is necessary for the adjustment of action plans.

This interaction should be organised according to a list of objectives. These include organising the management of CD formations that have been assigned to implement the missions of the military command and enforcing them; organising the exchange of information on signals received and situation data; organising the use of troops; organising the protection of military personnel at their assembly points; sharing responsibility for peacetime and wartime surveillance; harmonising the use of road plan communications; organising joint work at command posts and interfacing the warning and communications system (Tomović, 2023). However, the most problematic position in organising cooperation is in the face of a sudden attack by the enemy, as the deployment of formations would then be disrupted in the cities that have been attacked, while in others it would not begin until the outbreak of hostilities. In such an environment, commanders are required to make ground-breaking decisions to deploy forces and create the necessary grouping to carry out rescue work. Based on experience, the most difficult areas for work are forecasting the scenario, collecting and processing the resulting baseline data, and developing alternative solutions and the rationale behind them accordingly.

The Emergency Situations (ES) data being circulated will include some baseline military intelligence. This category includes targets of possible missile and air strikes, the most likely sabotage and reconnaissance efforts, composition and equipment of various formations, military units and formations that may be involved in ES liquidation, area dislocations, coordinates, order of all-round support, and so on (Cancian *et al.*, 2020). That is, the operation process for achieving the primary objective is to organise the response force of the rescue plan as effectively as possible under wartime conditions is presented in the form of a precise algorithm. Public administration authorities shall, in accordance with the established procedure, implement the collection and exchange of information in the field of protection of population and territory from ES, provide an opportunity to ensure timely information and notification of the authorised control body CP and population about the perceived threat or occurrence of ES. The continuous monitoring and forecasting services shall provide information on the condition of the area under their responsibility in accordance with the procedure. Based on this, data of various kinds is received by the duty officer of the authorised body, which systematises, describes, processes and assesses the present situation. The assessment, including information from territorial threat directories and safety data sheets, provides a forecast for the projection horizon and the possibility of ES occurring.

The data received is then processed and forwarded to the management of the designated authority prior to being placed on high alert. When necessary, a withdrawal to a designated area and the deployment of a Mobile Emergency

Situations Command Post (MES) is carried out. The latter is deployed according to combat charts, and interaction with the radio-frequency units of the Ministry of Defence is organised (Order of the Minister of Emergency Situations of the Republic of Kazakhstan No. 258, 2014). This makes it possible to carry out a range of specialised CD tasks. One of the requirements placed on the system is to improve the quality of management decision-making through the accuracy of the forecasting of developments in the theatre (Takeda *et al.*, 2023). Thus, the essence of the tasks of forecasting military ES comes down to the establishment of a logical relationship of various characteristics, dependencies of an analytical and graphic nature, which allow, on the basis of the forecasted damage to economic objects or settlements, to assess the nature and extent of damage, as well as to account for losses of population and service personnel in the event of various degrees of destruction due to factors of primary and secondary type (Darcy, 2019). This is the initial information required for the projection of the volume of emergency response efforts, i.e. the means, forces and actors involved in the implementation of these operations. The solution of the task consists of 2 stages. The first is a prediction of an enemy's potential to engage targets with advanced weaponry. The second is the prediction of the magnitude of consequences, considering primary and secondary factors, production and material resources due to the specificity, inputs and outputs at each stage, according to which own approaches and methods will be applied to obtain the results of interest (Carey & Gonzalez, 2021).

The essential point in resolving qualitative forecasting tasks is to develop new techniques for further forecasting based on available data, to produce specific numerical plan values, to provide estimates of the possible magnitude of the impact of primary and secondary factors that cause destruction and casualties among the population, taking into account the particular characteristics of the means of destruction. The rapid pace of events in wartime brings the need for effective personnel practices. This is possible when tasks are assigned and the functional responsibilities of each actor are properly defined on the basis of the principle of narrow specialisation. It creates the conditions for higher levels of productivity and quality of work. For this purpose, it is important to divide the entire workload into a number of tasks. For example, data collection, processing, display, calculations, preparation of proposals, execution of solutions, communicating tasks to performers, monitoring implementation, and so on. The Crisis Management Center (CMC) is a specially equipped command and control centre that serves as the main management element for the entire system when the CD is converted from peacetime to wartime. That is, this is where basic situational awareness is examined and summarised, and decisions are made accordingly. Based on this, the algorithm for the operation of authorities in wartime is presented as follows (Fig. 1).

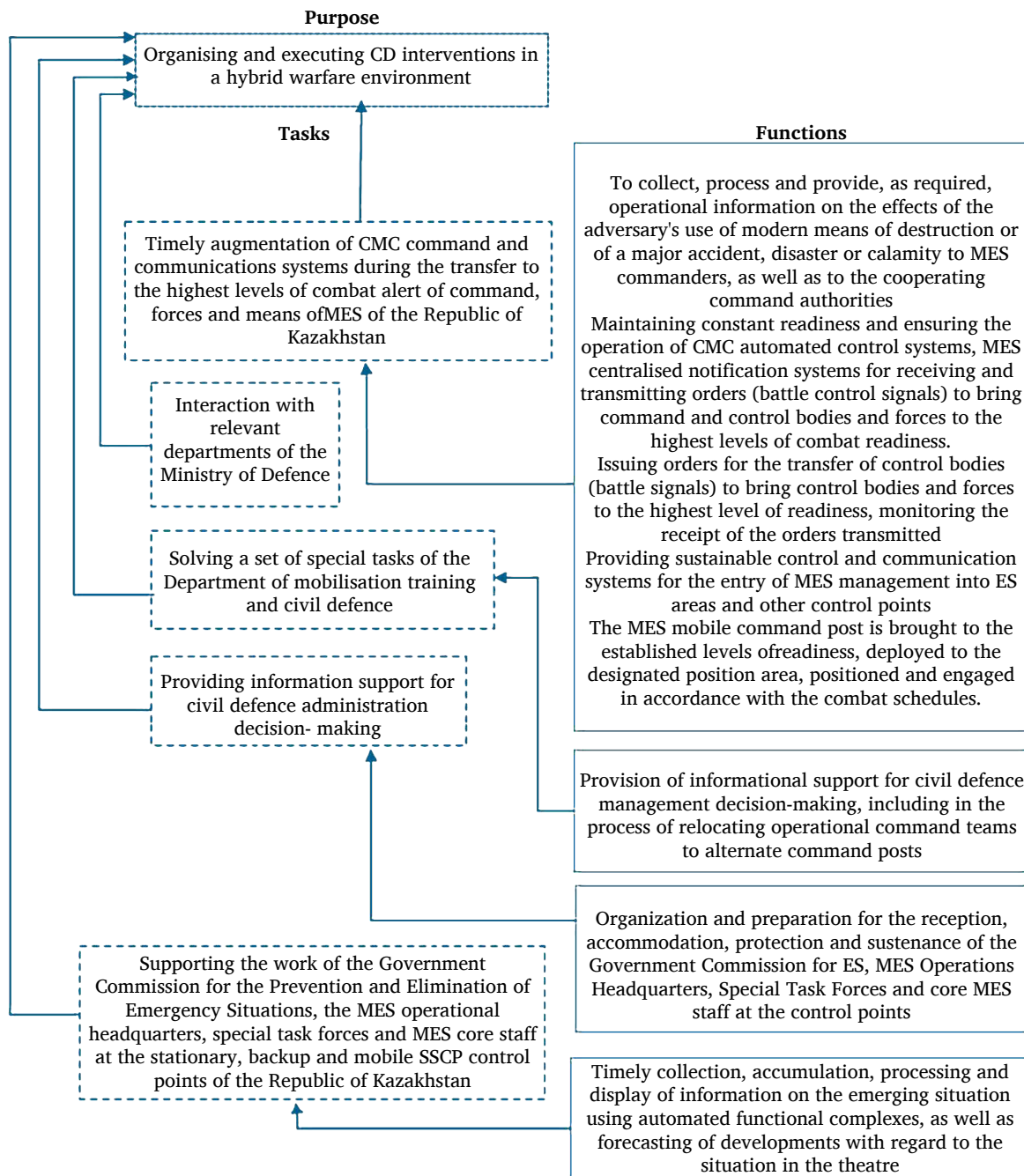


Figure 1. Algorithm of operations of the governing bodies in wartime

Source: compiled by the authors based on (V. Dos Santos *et al.* (2020))

Thus, this algorithm provides an opportunity to visualise the main tasks assigned to the authorities and to understand how they can be allocated in the most efficient way for successful implementation in wartime. It lays the foundation for effective crisis management by optimising

resource allocation, improving communication and enhancing performance. Subsequent research will explore aspects of effective management in general, and allow these crisis management techniques to be refined and adapted for an ever-changing world.

Discussion

At this stage, the nature of military threats to Kazakhstan suggests that simultaneous enemy action against targets in virtually all regions of the state is possible in modern operations. According to L. McEnaney (2000), along with strikes on military objects and troops by all types of weapons to disrupt state and military-type control systems, reduce the country's military-economic potential, the possible use of illegal armed formations and sabotage and terrorist groups of the enemy is also foreseen. Following this argument, the author concludes that it is of particular importance to study the algorithm for the work of civil defence administrations in wartime.

Along with the training of the Armed Forces to repel an attack by the enemy and the possible consequences, there is a need to adopt measures and a set of procedures that will contribute to the sustainable effective functioning of state, military and economic installations, preserve material and human resources and protect the various facilities and communications that constitute the territorial defence of the country. According to V. Dos Santos *et al.* (2020), the experience of military conflicts shows that insufficient attention is paid to such issues as the organisation and conduct of territorial defence, in particular in the initial stage of the conflict, the lack of special military units and units that facilitate the resolution of various tasks. These factors are particularly influential; they allow the adversary, from the outset of a military conflict, to deploy numerous subversive groups and agents to pursue its objectives. As a consequence, this leads to significant casualties, disruption of communications, logistics, businesses and disruption of troop control (Hubeladze, 2023).

The basic requirements for the structure of territorial unit military plan formations are a matter of particular interest. H. Huseini Amini *et al.* (2019) describe these as a high level of autonomy of action and command of the formation, ensuring the necessary level of combat capabilities that must match the territorial defence tasks to be performed, realising a rational distribution of combat capabilities according to the tasks at hand and the level of potential or perceived threat, and highly effective use of weapons and equipment. According to this position A. Sakovskiy and Y. Bilozorov (2022), the model organisational structures of territorial defence forces can be modified according to local context and specific tasks. It is important to highlight the legal doctrine that regulates the manning of military units and authorised territorial defence administrative bodies with personnel. These are the Constitution of the Republic of Kazakhstan (1995), the Law of the Republic of Kazakhstan No. 29-III (2005), the Law of the Republic of Kazakhstan No. 561-IV (2012), the Law of the Republic of Kazakhstan No. 127-I "On Mobilisation Training and Mobilisation in the Republic of Kazakhstan" (1997).

Based on the analysis of the legislation provided, it should be mentioned that the troops are manned by the wartime local government bodies according to the principle of territoriality under the leadership of the akims of cities of republican significance and oblasts. In general, territorial defence troops have distinctive characteristics. These include residual manning, flexibility, mass and simple organisational structures, short combat recovery times in any situation using local resources, the territorial-area principle of application, stationary operation, light equipment and

multi-functional application in terms of warfare (Biloshytskiy, 2023). T. Thomas (2020) notes that the recruitment of territorial troops takes place mainly by conscripts of established categories. It should, however, be mentioned that it is permitted for persons liable for military service of a certain class, who have served in other formations and troops and who have special training.

This staffing process is carried out according to direct staffing and military occupational specialities. In doing so, NCOs, soldiers and reserve officers are assigned, as a rule, to posts for which they have previously completed military service or training, or to posts which correspond to their civilian occupation (Koropatnik *et al.*, 2020). If shortages occur in reserve manning areas, they may be replaced by other specialists in accordance with the list of permissible replacements. These must be authorised by the Chief of Staff and be consistent with the mobilisation purpose. To realise the guaranteed delivery of mobilisation plan resources in the territorial troops, a reserve is established from free resources in the district defence departments, which must include at least half the manpower assigned to each command; primarily in the most demanding, which determines the combat readiness of the military positions. The most comprehensive pool of military duty personnel is created for the organisational core.

According to M.d.G. Bonelli *et al.* (2022), in order to organise a quality, timely and efficient reception of conscripts who are called up for mobilisation, their distribution by equipment and units should be determined by the administration and the deployment of reception facilities by the heads of the local authorised bodies. Accordingly, their location will be determined on the basis of the availability of water sources, road conditions, heating in winter, epidemiological conditions, camouflage and sheltering of personnel, and security conditions. Elements of the reception centres are located on the premises of institutions, organisations, enterprises, and public facilities in settlements. In other words, these are places that are intended for the future deployment of territorial troops.

The administration of the reception centre, which is appointed by a decision of the akim, may include staff from those institutions and organisations where the reception centre is deployed (Law of the Republic of Kazakhstan No. 561-IV, 2012). Officers from the defence directorate may also be deployed if necessary. The head of the local authority appoints the head of reception personally. Training is organised by the head of the local executive authority and takes place in peacetime through drills and exercises. According to O. Zemliansky *et al.* (2022), the recruitment centre has the following characteristic elements: turnout section, command reception, deployment section, and outfit section. This should be recognised, and it is also worth mentioning that once the unit staffing process is completed, the staffing lists are forwarded on to the military unit headquarters for the preparation of an order assigning the mobilised personnel to military positions. Those enlisted from the reserve and assigned to the organisational formation nucleus are admitted on arrival, equipped and further allocated according to the proper facility to carry out the priority work that is undertaken during the formation of the military unit. In turn, the paperwork is carried out at the headquarters of the military unit.

Thus, the set of measures that consists in the formation of a combat unit, particularly a territorial one, with its inherent elements and features, is carried out very well in

advance and effectively before various crisis situations arise and develop, including under wartime conditions and sudden attack by the enemy. The quality and success of these comprehensive combat plan formation exercises will determine the timely and efficient recruitment of military units and territorial subdivisions. This, in turn, affects the performance of assigned tasks for territorial defence and other military units and provides the ability to be on alert in the event of a surprise attack by the enemy and the conversion of the state regime to a military one.

Conclusions

The study was carried out to investigate the algorithm for the operation of civil defence administrations in wartime. First, a description of contemporary warfare was provided to understand the necessary requirements and criteria. These include dynamism, agility, rapidity, destructiveness, widespread use of various weapons and other aspects. This has revealed that there is currently a necessity to develop a better mechanism to ensure civil defence, national interests of the state and its territorial integrity. It has been stressed that the translation of the system to martial law is realised in two methods. The first is the pre-attack measures in accordance with the CD Plan, while the second is the implementation of the Plan's measures in response to the attack.

Other characteristics that influence the formation of a qualitative mechanism were also highlighted. In turn, based

on the information received, an algorithm was provided for the operation of the authorities with all the specific features of wartime. It provides an insight into the main tasks of the authorising bodies and their respective effective and qualitative distribution. The formation of the military base and the mobilisation process were also examined to provide a more in-depth analysis.

Accordingly, legislation has been studied, namely the Constitution of the Republic of Kazakhstan, the Law "On Defence and Armed Forces of the Republic of Kazakhstan", and the Law "On Military Service and the Status of Military Personnel", the Law "On Mobilisation Training and Mobilisation in the Republic of Kazakhstan". On this basis, it was found that a modern set of measures was implemented in a timely, high-quality and effective manner, which allowed to note the combat readiness of Kazakhstan in the event of a sudden attack by the enemy. These indicators affect the efficiency with which the authorities resolve their tasks. Subsequent studies will aim to investigate additional aspects to improve the performance of the bodies in question.

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Conflict of interest

None.

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Порядок роботи органів цивільного захисту під час війни

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Анотація. Актуальність цього дослідження визначається поточною нестабільністю глобального політичного клімату в світі та початком ряду військових конфліктів, що зумовлює необхідність вивчення механізмів діяльності структур, які захищають інтереси населення та держави. Таким чином, метою статті є аналіз алгоритму діяльності органів цивільного захисту, зокрема в умовах воєнного часу. Серед використаних методів – методи логічного аналізу, дедукції, синтезу, індукції, функціонального аналізу, аналогії. У рамках цього дослідження проведено детальний аналіз значення та ключової ролі, яку відіграють органи цивільного захисту, у вирішенні завдань захисту, забезпечення безпеки та розвитку суспільства. Важливість їхньої функції полягає в ефективному впровадженні стратегій, спрямованих на захист населення та держави в умовах загрози та небезпеки. Аналіз у роботі враховує різні компоненти, необхідні для успішного управління різними видами бойових дій. Це охоплює вивчення ефективних стратегій взаємодії та координації між органами цивільного захисту та військовим управлінням. Особлива увага приділяється розгляду ключових факторів, які визначають ефективність організації взаємодії між органами військового управління та уповноваженими з питань захисту. Підсумковий аналіз не лише розкриває важливість органів цивільного захисту, але й розвиває стратегічний погляд на їх роль у забезпеченні стійкості та безпеки суспільства. Було підкреслено, що найбільші труднощі в організації оперативної сумісності виникають в умовах раптового нападу противника. Так само важливим був аналіз пошуків на вирішення завдань якісного впровадження форсайту. Відповідно, розроблено алгоритм, який дозволить більш детально та релевантно дослідити алгоритм роботи органів управління у воєнний час. Практичне значення одержаних результатів полягає в тому, що це сприятиме підвищенню належного рівня бойової готовності, гаранту захисту національних інтересів держави та її населення, її територіальної цілісності та в цілому підвищить рівень ефективності діяльності відповідних органів, що розглядаються

Ключові слова: мобілізація; військовослужбовці; вивчення механізмів; нестабільний глобальний клімат; суспільний інтерес