

CIVIL DEFENSE SURVEY
OF
THE HASHEMITE KINGDOM OF JORDAN

PREPARED BY
PUBLIC SAFETY DIVISION
U.S.A.I.D. JORDAN

AT THE REQUEST OF
THE PUBLIC SECURITY FORCES OF JORDAN
JANUARY, 1965

SURVEY OF THE CIVIL DEFENSE FORCES

of

THE HASHEMITE KINGDOM OF JORDAN

SECRET

Foreward

The following is a report of the survey of the Civil Defense Forces of the Hashemite Kingdom of Jordan conducted December 24, 1964-January 28, 1965, by J. Russell Prior, Public Safety Advisor, Federal District, Brasilia, Brasil, Office of Public Safety, Agency for International Development, United States Department of State, Washington, D. C.

The conclusions of this author are the result of intensive observation and study, as well as discussions with numerous police and other officials.

While it is recognized that the survey and recommendations herein represent an extremely different approach to the civil defense problem, the best judgment of the author is reflected and is believed to contain the best possible means to the accomplishing of the civil defense mission at the minimum of expense to the Government of Jordan.

The author expresses his appreciation for the assistance received from the officials of the Government of Jordan, as well as to the U. S. officials both in Jordan and in Washington, D. C.

J. Russell Prior

January 28, 1965

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JORDAN CIVIL DEFENSE

I. Introduction

Ordinance No. 12, 1956, published in the Official Gazette No. 1410, 1959, is the authority for the Civil Defense Program. The program is designed to provide the necessary direction, coordination, and guidance called for under this authority.

In this report, the greater concentration will be directed to the Public Safety Services and the supporting organizations devoted to the maintenance of law and order at all levels of government--Federal, District, and Municipal. However, since it has been requested by the Jordanian authorities to extend some coverage to the entire Civil Defense Program, mentions of other services will be made even though the Public Safety Services should be only one segment of a broad program involving all services of normal already existing government whether it be National, District, Municipal, or Local.

II. Basic Program Policy

The Public Safety Program is to be directed toward the development of emergency operational plans and procedures to assure a high state of civil defense readiness within the nation's law enforcement services through minimum utilization of all existing police resources, supplemented by sufficient volunteer auxiliaries in order to cope with matters involving extraordinary activities not required in the normal police functions, but which are necessary for civil defense planning and large-scale emergency operations.

III. What Do We Mean By Civil Defense

A. We mean a population organized for the protection of life and property.

B. We mean a public trained in every local community to meet attacks and disaster, regardless of cause. We mean a reservoir of trained instructors capable of training people as desirable or necessary.

C. We mean experts in the various phases of National Survival who know where to be, what to do, and how to do it in case of emergency.

D. We mean a populace able to get off their knees when disaster strikes and to know how to fight back quickly and effectively; but above all, we mean a citizenry that accepts, believes in, and provides for practical civil defense as a part of the Jordanian way of life from here on.

It has been said, and truly so, that people will do in an emergency only what they have been trained to do. Civil Defense is a part of a pattern of protective citizenship. Civil Defense is, as well, a part of the plan for peace. It cannot prevent attack nor stay natural disaster, but it can minimize the effects.

World history has proven long ago the necessity for continued preparedness on the home front. This should serve as ample proof that there is no "grace period" allowed in which to prepare against disaster, regardless of cause, because no one knows exactly when, where, or how hard disaster will strike.

Civil Defense, well organized and operated, is the application

of the insurance principle of the widest possible scale because it begins with the protection of the individual against disasters of many kinds and ends with the preservation of the future existence of the entire nation.

IV. Objectives

To arrive at specific emergency functions involving police activities in:

A. Coordination and cooperation among the various law enforcement organizations.

B. Operational planning, particularly in the field of mobile support and mutual aid.

C. Integration of police services, operational plans into the over-all civil defense plan.

D. Determining the probable nature and scope of enemy attack.

E. The role of the police in internal security, emergency traffic control, identification procedures, panic prevention and control, explosive ordnance reconnaissance, and the selection, training, and use of auxiliary police.

V. Functions

A. The major functions in maintenance of law and order in a national emergency are:

1. General police administration and operations.

2. Emergency highway traffic control and supervision.

3. Security and protection of vital facilities and resources.

4. Enforcement of economic stabilization measures, as required and as feasible, in support of Federal regulations.

5. Explosive ordnance reconnaissance.

6. Continued functioning of courts.

B. Courses of action in carrying out these functions include the following:

1. Strengthening of capabilities of existing regular forces of State and local government law enforcement departments by reorganization where needed and by additional and advanced training for all police, particularly in command civil defense organization, administration, and operations.

2. Expansion of law enforcement capabilities by recruiting, training, and equipping auxiliary police and integrating them with the existing regular forces.

3. Participation by law enforcement chief executives, the judiciary, and key members of their staffs in all pertinent aspects of civil defense operational planning, to assure readiness and maximum capability for each of their departments to function in emergency as an integral element of the government of which it is a part.

4. Establishment of operational relationships among municipalities to implement emergency law enforcement operations, including mobile support.

5. Preparation of enabling legislation for use, where necessary to police authority, to assure effective police mobile support emergency operations.

6. Development of plans with Federal agencies for operations which may require Federal support or other assistance.

ORDINANCE NO 12 FOR THE YEAR 1959

CIVIL DEFENCE ORDINANCE

WHICH IS PUBLISHED IN THE OFFICIAL GAZZATE NO 1414 1959

SECTION: (1) This ordinance is called Civil Defence Ordinance for year 1959 it takes effect since publishing in the official gazzate.

SECTION: (2) Civil Defence aims at taking the necessary arrangements to protect the Civil persons and their properties and to assure order, and continuing of work in the public places, and to maintain the national monuments, and antiquities, and to defend the buildings, organizations, and enterprises of public use against the danger of enemy.

SECTION: (3) The Minister here is the interior Minister or his representative appointed by written order. The word (decision) means the order or instructions.

(a) A civil defence department is established and connected with Interior Ministry to carry out all the work of Civil Defence including the protection of enterprises concerning these works, and managing its instruments, and equipments and studying the modern Civil Defence methods, and spreading it among Public and making necessary recommendations to compensate for the dangers caused by the enemy.

(b) Making necessary decisions to face the public calamities in the cases that the Prime Minister decide for this duty it can directly ask any Ministry to provide it with necessary persons, equipment, and instruments and use the Civil Defense Teams.

SECTION: (4) Civil Defence Department achieves the following works:

- 1-arranging the methods of warning from Air Raids.
- 2-arranging the mutual cooperation among cities, and villages in the work of Civil Defence, and constructing the Civil and quick troops to rescue the ruined districts.
- 3-searching for bombs not yet exploded.
- 4-lessening the illumination and putting off the lights to avoid damages resulting from air raids.
- 5-storing the burning materials, equipment, instruments, remedies which are needed for Civil Defence.
- 6-making parties discovering the atomic radiation and poisons gas, and germs.

7-making branches, and public shelters, and preparing the shelters especially for buildings.

8-teaching Civils the methods of Civil Defence, and training them on it various means.

(b) The Civil Defence staff composed from the following parts:

1-Headquarter party including administration.

2-Fire fighting section to resist burning bombs, and small Fires.

3-Rescue teams to save persons, and property.

4-First Aid party to prepare various Hospitals, and other places that can be used to shelter patients from Air Raids and other enemy dead and to build up centers for First Aid and to prepare First Aid parties to bring patients to these centers and Hospitals.

5-Air Raids Controls party to teach the public and help them.

6-Social affairs party to make plans for leaving some districts to make the people desert it, and to shelter and save them.

7-Special Police to help interior Security Forces.

8-A party for pulling away debris away from streets and public paths.

9-Communication party to secure communications in and out of Kingdom Towns.

10-Any other party decided by the Minister.

SECTION: (5) A high Defence Council is formed from, interior Minister, Director, and Members, Public Security general director, The secretary of the Prime Ministry the under secretaries (Minister assistant) of the following: Interior, Public Works, Communications Telephones, and Post, Social Affairs, Public Health, Finance, Economy, Education Ministries, a representative of Headquarters and Civil Defence general Director.

This Council should be held when the minister found a necessity to put the common rules for Civil Defense, and to give his point of view in the enterprises.

(b) of the high Civil Defense council in ordinary times by the meeting of 5 members including the Minister or his representative. in unordinary state when the meeting is impossible the is complete if attended by the Minister, and other two members.

(c) during the absence of the Interior the public Security General Director is considered his representative and performs all his duties unless the Minister send another representative by a written order.

(d) The council may decide to add those whom it is necessary to cooperate with from experts without nothing with or against its decisions.

(e) If the Ministry has more than one under secretaries, the Ministry appoints one for the membership of the Council.

(f) In performing his duties the Civil Defense Director has to communicate directly with Civil, and Police authorities and to make when necessary the quick operations without consulting the Minister or the Civil Defense Council.

- SECTION: (6) The administration of Civil Defense is headed by a common Chief responsible in front of Interior Minister about all the works of Civil Defense of the technical, administrative, and financial phases, and directly notice the carrying out of all the orders, decisions and instructions of the Minister, and the high Civil Defense, and notice the work all over the Kingdom.
- SECTION: (7) The Minister has to make any orders about the operations which Civil Defense parties, municipalities, national organization must all within its jurisdiction, these orders are carried out by official authorities in the places where there is no municipalities or Villages council.
- SECTION: (8) The Minister has to issue what he sees suitable from orders concerning the duties that the owners of institutions of education and sports and for the meeting of socials, Hospitals, Cinemas, Theatres, Special stores for commerce, and industry which need special care according to the nature of work or the phases of use.
- SECTION: (9) The Municipalities and villages councils and other communities with cooperation of Civil Defense parties, and following the recommendation of the General Director of Civil Defense put enterprises about the operations pointed to in section 7 and section 8 in order to be shown to the Minister by the Civil Defense Director. The Minister adds what is necessary in order to be put for work.
- SECTION: (10) Taking in consideration the rules of Sections 11, and 12. The government has to pay for the expenses of operations necessary for Civil Defense work.
- SECTION: (11) The Municipalities, and Villages Councils specialise by the agency of Civil Defense Parties yearly fund to enable them to carry out the arrangements for protection. This fund is fixed by a resolution from the Minister according to the recommendation of Civil Defense Parties each in its jurisdiction and the recommendation of the General director of Civil Defense.
- SECTION: (12) The owners of buildings and real estates referred to in section (8) must carry out on their expense, and in mentioned time the constructive proceedings prescribed by the Minister on conditions that these

expenses would not exceed three per cent 3% from the whole value of the buildings or real estate this amount is valued ten times as the yearly rent which is taken as a base to the land and building taxes. Districts in which this tax is not prescribed it is considered ten times as the yearly rent decided between the lessor, and lessee.

SECTION: (13) If the owners of the buildings or real estate or those who occupy them do not carry out works prescribed on these sections it will be carried out by the government on their expense. The expenses are recovered by the same way in which governmental money are recovered in license that are issued according to any order.

SECTION: (14) On rule concerning the arrangements of cities and buildings it is allowable in these licenses to make a condition that the license should perform exigencies of the C.D. and the preparation of special places to be used as shelters when needed. The government make these shelters on its expense, and compensate the owner for the imperfection in his building as a result of this. The owners or occupiers should leave these shelters as soon as the authorities pay their attention in this case the lessor compensate for the lessee with reference to the yearly rent unless the lessor proves that the lessee was told from the beginning that he is exposed to leave this place following the orders of Civil Defense authorities for matters of Security and protection of citizens and their property.

SECTION: (15) The high Defense council issues instructions about the conditions and specifications of constructing common shelters and other Civil Defense works defined in the last section. The license issued by responsible authorities in accompanied by these conditions and specifications.

SECTION: (16) Section 7 and 15 concerns the buildings establishments institution, real estate, theatres, Factories, Hospitals and others. The high C.D. council puts the conditions which insure protection means special shelters for lodgings taking in consideration the area of the lodging and the number of the occupiers. The responsible authorities responsible for carrying out any rule or order concerning the arrangement of buildings should mention these conditions in the license it issues. If the owner did not carry out these consideration, the mentioned authorities should carry out it out on his expense. These expenses are returned in the same way of returning governmental moneys. The occupiers of lodgings should pay for the expense of special shelters on the two mentioned basis. If they do not,

the C.D. authority carry it out and returns the expenses in the same way mentioned above.

- SECTION: (17) The Minister issues when necessary orders to put the hand on real estates buildings necessary to the preparation of Public shelters, Hospitals, and Centers needed for First Aid and nursing and other matter of Civil Defense. The owner is compensated for his damage in the way mentioned in section 24.
- SECTION: (18) The Minister establish Civil Parties from the citizens or government officials, males or females, and to be trained on Civil Defense deeds whilst they been off duty aiming at participation in the duties of Civil Defense, and facing of common catastrophies defined in this rule.
- SECTION: (19) The Minister decides, following the recommendation of Civil Defense parties and in any time he wishes the performance of experiments and exercises on the Civil Defense works to make ensurance of the proficiency of the methods. Those who did not carry out the arrangement special with experiments and exercises pointed out or disapprove of its carrying out or tempts on that are considered disobediant to the regulations at this rule.
- SECTION: (20) When the prime Minister announce of national catastrophe according to paragraph (B) of section 3 from this rules the Minister issues regulations to carry out the plan of Civil Defense and to define the punishments which must be executed. The Minister warns any group of people from immigration if it is deeds were necessary for the settlement of living and for promoting of normal life.
- SECTION: (21) The relation between C.D. authorities and Armed Forces is arranged by an order issued by the Minister consulting the defense, Minister, and including the following. The armed forces duty towards Civil Defense in normal cases.
(b) How the armed forces help the Civil Defense authorities in the necessary cases, and in dangerous and secondary cases, defining the deeds which must be done by the armed forces in these cases.
(c) The principles of cooperation between Armed authorities and civil Defense including the administration, security, and defence authorities in peace and war time.
- SECTION: (22) The officials deputed from interior Ministry by the Ministers stand instead of Police men carrying out the section of this rule and the orders and regulations

issued accordingly they has the right to enter any place to carry out the arrangement defined in this rule or the regulations orders and instructions issued accordingly. In order to make sure of carrying out these rules, and writing down every disobedience.

- SECTION: (23) In exceptional cases the Minister has to issue the following additional arrangements.
- (a) to take possession of all the means of transportation its implements changing pieces and all requirements and to limit its sale transportation and movement of its driver.
 - (b) to possess the burning materials of various kinds to limit the disposal and to store it well.
 - (c) to charge any powerful person not yet called or asked for Military service to participate in Civil Defense works in free professions he has to put his tools under the disposal of the C.D. authorities.
 - (d) to charge any official in doing any service concerning the Civil Defense.
 - (e) charging any Ministry, governmental department, municipale or domestic establishment to depute one responsible official to do as binding officer between his department and C. D. authorities to arrange the work in the possible speed.
 - (f) to possess the sources of water electricity its implements, and requirements, and to charge those who are responsible for these sources and the employees to administer them in actual way.
 - (g) to possess the alimentals and other materials of various kinds which considered to be necessary for the settlement of living and making the normal life easier for civil and Armed Forces, and to limit disposal in these materials and the way of storing.
 - (h) to issue any other decisions inspired by C.D. Aims.

SECTION: (24) The Minister composes experienced parties to look in compensation requests resulting from the arrangement defined in this rule to show its decisions to him, these decisions will not be final unless the Minister approves of them.

SECTION: (25) In addition to the C.D. yearly budget the Ministries Departments and other establishments concerned in section 7 and 13 has to provide necessary funds, after consulting the C.D. authorities to enable them to achieve the enterprises which the high C.D. Councils asks them to do.

The responsible ministries and establishments may insure the required sums for this purpose by the way of in unexpectedly circumstances, and imperfect funds, the affairs of C.D. are given the prior right

in the expenses of various ministries governmental departments municipalities, villages councils and domestic establishments of various kind.

SECTION: (26) Civil Defense members both volunteers, and temporary employees, are considered governmental employees throughout training and operations following this the employee rules are applied to them; they are cured and compensated when exposed to physical or mental pains as a result of their work in Civil Defense. concerning their internal order they obey to the rules and regulation which are applied on common Security members.

(b) The Minister compensates any volunteer on the basis of his usual daily income (daily pay) if he was employed more than 24 hour every time he asked to service.

SECTION: (27) Taking in consideration Section 35 C.D. Parties formation in cities and districts remains as defined in defense order No 1 1954 and its modification. Defence order no 1 1955 these parties are considered organizations and Defense Departments and practice its right under the supervision of the Minister, and General Director of Civil Defence. They are responsible about carrying out the two mentioned defence orders, the contains of this rule and any other order or regulations or decisions issued accordingly, therefor the representatives of ministries, The Military authorities, the common Security authorities, the municipalities and domestic committees should firmly cooperate with C.D. authorities. Moreover the governors and rules form in their Districts C, D. parties in every village considering the representation of all the tribes, families to ensure broad cooperation between citizens and governmental authorities, on condition that these tribal or rustic parties should follow the governor, District Officer and sub-District officer.

SECTION: (28) All the decisions taken by common C.D. Committee and other C.D. Parties defined in defense order No 1 1954 modified in 1955 all these decisions takes effect.

SECTION: (29) The governmental, Municipal and rustic Fire Fighting parties are put under the supervision of the Minister, this includes the members, Fire Appliances, the equipment, and all the requirements of fire fighting.

SECTION: (30) When any disagreement rises about the execution any arrangements defined in this rule or any other order, regulations, instructions issued accordingly, the Interior Minister form a committee of experts to see the points of disagreement. When the Minister approves the committee decision, the decision becomes final.

- SECTION: (31) (a) In special cases, the minister only informs any order or regulation issued by him or his representative or high C.D. Party without publishing it in the official Gazzate, This information takes effect as if it were published in the official Gazzate on condition that it would be assigned by the authorised references. (b) A copy of every Defense order is sent to prime ministry office to be seen and preserved in a special file, on condition that it should be published in the official Gazzate when Possible.
- SECTION: (32) The Minister can modify or cancel any decision made by any C.D. Committee.
- SECTION: (33) In unexpectedly cases the High C.D. Council can intimate for purchasing of tools and implements with tender whatever its expenses were without restriction to the rules of implements (Equipment) or finance.
- SECTION: (34) If any one disobey these rules or other regulations or order or instructions issued accordingly, the punishment will be a fine or imprisonment, the fine will not be more than 500 Jordan Dinars and the prisonment not more than three years or both punishment.
- SECTION: (35) Section 2 from Defense order no 1 for the year 1954 is cancelled.
- SECTION: (36) The prime Minister and ministers are responsible to carry out the Sections of this rule each what concern him.

Source:

Translation provided by Public Security Forces.

MOBILE SUPPORT

I. Problem

A fundamental principle which applies to all police emergency operations is that maximum effort is to be expended at lower echelons before a higher level is called upon for assistance. We may expect, however, that this principle may also operate in reverse with the higher levels having to ask for assistance; thus, we have the need for mobile support.

Mobile support and mutual aid is the organized, supervised, coordinated, and cooperative assistance in which personnel, equipment, supplies, and physical facilities of law enforcement agencies are utilized in major natural and war-caused emergencies.

II. Planning Considerations

In order to cope with these catastrophic situations, material aid and support groups in great numbers will have to be brought from areas such as villages, municipalities, and districts far removed from any likely target area. The police services are faced with increased and expanded problems for a considerable distance around the disaster area(s). Approach routes are mandatory and police are confronted with the problem of controlling highway nets over large areas involving at times several districts or even possibly countries which may be allies. Disaster area operations must be quite flexible to meet a great latitude of possible attack or disaster situations.

Under emergency conditions, protection and support of its own area and its own people are essential parts of the survival defense

organization. Civil defense planning for any one jurisdictional element or segment of the organization of the nation cannot disregard this primary concern of planning for every other element or segment.

The police service must provide additional trained personnel to handle the movement of large numbers of people to rural areas or other areas assigned as reception or shelter areas. They must handle large numbers of refugees and displaced persons. They must control the criminal element which always takes advantage of confusion and chaos to engage in looting, burglaries, and crimes of violence in a heavily damaged area with resultant casualties of police and law enforcement personnel. Assistance must be obtained from adjacent or surrounding areas.

Additional police service will be required to handle additional security measures which must be established rapidly to protect critical and vital installations and facilities from damage or sabotage which must be anticipated from enemy agents or sympathizers under war conditions.

The restoration and maintenance of production of essential support items and the expeditious delivery of these items into normal or improvised channels of distribution and processing requires police assistance in moving labor forces into the areas and assisting in the movement of essential and critical supplies to the user.

Consequently, in planning mutual aid and support in the police field, consideration must be given to ways and means for procuring

the necessary forces and manpower required from communities at considerable distances from the potential target areas.

III. Implementation and General Objectives

The first step to be taken in the development of an adequate civil defense program is the development of a plan. In the development of this plan, consideration should be given to a great number of areas:

A. How vulnerable are you to attack? What are your needs in an emergency? What are your resources?

B. You must have a disaster relief civil defense plan. It must contain a section devoted to mobile support and mutual aid.

C. The mobile support and mutual aid plan must provide for the following:

1. Organization
2. Operational plans
3. Administrative functions
4. Procurement and supply
5. Records and identification
6. Communications
7. Detention facilities and alternate sites
8. Patrol operations
9. Traffic operations
10. Criminal investigation
11. Vice control, including narcotics
12. Information and intelligence operations.
13. Command and control responsibility

14. Consideration of the rights, privileges, and immunities of paid, volunteer, and auxiliary personnel in order that they may be fully protected while performing their duties under the disaster relief plan.

15. Liaison with other services, governmental and non-governmental.

16. Transportation.

17. Specialized fundamental details, i.e., a. unexploded ordnances, reconnaissance; b. chemical and biological duties; and c. prevention of sabotage.

18. An advisory committee and its functions.

D. Each and every individual concerned must be properly oriented and briefed so that they will have a full understanding of the mobile support and mutual aid plan--what it is and what it is expected to accomplish.

E. Authority for placing the mobile support plan into effect must be properly designated.

F. Personnel responsible for the operations of the various segments of the mobile support plan must be designated or assigned.

G. The mobile support plan must provide means of operating supporting assistance from higher echelons of government, as well as from the lower echelons.

H. The mobile support plan must provide for tests of the plan, as well as revision and updating.

TRAFFIC CONTROL

I. Problem

One of the most important tasks to confront the law enforcement agencies of the country in the event of a major catastrophe will be traffic control. It will require more planning, more manpower, and more quick positive action than any other single police problem.

In peacetime, there is a divided authority over vehicles, roadway, and drivers by driver licensing authorities, traffic law enforcement authorities, etc. Road space is a problem only in certain areas and chiefly at rush hours and on holidays. Delays are costly, but nevertheless they are tolerated. The control exercised is mostly negative; the drivers may go anywhere and do most anything if they do not violate the law. The roadway is there for all of the motorists.

In times of disaster, a new importance is placed on highway transportation. There will be special demands on motor vehicle transport for the movement of men and equipment used in rescue, firefighting, demolition, medical, and other emergency work. The motor transport industry may have to replace or supplement destroyed rail, water, and air transport, as well as support military transport.

Normal road space may be greatly reduced by disaster. Road space for essential highway movements must be assured and made available. Many vehicles will be immobilized or destroyed, and service facilities and gasoline supplies may be destroyed or inaccessible.

In time of disaster, a positive (centralized or decentralized) traffic plan must be provided which will, in case of a population dispersion decision, assure the integration of a planned movement and in the postattack or postdisaster period assure the movement of highway traffic essential to the functioning of civil defense, the community, national economy, industry, and the support of the military.

Survival of populations in urban centers, if subjected to enemy attack or major disasters, has much to do with establishing the dimensions of the problem.

II. Planning Considerations

The basic elements in traffic and transportation planning are mass movements over a primary road net, movement of civil defense emergency vehicles, provision of road space for military movement, exclusion and control of nonessential movement and any other eventualities. This involves coordinated planning and operational techniques among highway transportation officials, traffic engineers, and police traffic supervisors.

Their responsibility is to work together to make comprehensive plans for the successful movement of civil defense and military transportation under any conditions which may result from one or several kinds of enemy attack or natural disaster. It must be assured in advance that these plans can be effectively implemented whenever the need arises.

The traffic control plan must be broad and flexible enough to provide for reversal of the flow of traffic. Further, the plan must

provide the change of movement and diversion of parts of the traffic flow which may be necessary due to unforeseen emergency situations, as well as signal lateral movements due to various situations which may arise.

If economic and supply relationships basic to the maintenance of lives have been destroyed in the urban area, the population which has been displaced must be supported. The exclusive and complex activity this requires will depend largely upon organized highway transportation, since the normal lines of supply may have been disrupted. This period may last anywhere from a few days to weeks or months, or until the population may be resettled.

General movement of traffic should be precluded to minimize the general problems of population control and to leave a maximum road net for emergency uses. Supervisory personnel will attempt to keep essential road space completely clear. They will be responsible for providing for restrictions of unauthorized access to critical areas and of movement likely to interfere with essential civil defense emergency traffic.

The general objectives to be set for restoration after an emergency are:

- A. To permit maximum and earliest possible resumption of industrial production.
- B. To render adequate support to live under abnormal conditions.
- C. To permit activity required for the satisfactory return of displaced persons to their homes, if possible. :
- D. Resettlement in other locations, if necessary.

These objectives may have to be accomplished in the face of disruption of fixed transportation facilities, of public utilities, and of major parts of the street and highway forces. The scope and volume of movement in the restoration period may be much greater than during the preattack period. Supplies necessary to support life and industry must be moved continuously and industrial production personnel must be moved between their homes, whether they be temporary or permanent, to their places of work with many of the public transportation facilities destroyed.

Large reserves of traffic and transport personnel must be trained in the requirements of the supervision tasks on a road net which will be drastically different from a normal road net with its conventional controls. A positive centralized traffic control plan will be required in the postattack period to assure the movement of highway traffic essential to the functioning of total civil defense.

III. Implementation and General Objectives

The first step to be taken in regard to traffic control is the development of a traffic control plan. This plan should provide for:

- A. The thorough testing of the plan.
- B. The analysis of the results when the last test was conducted.
- C. The integration of civil defense operations into the broad training program.
- D. Provisions for the alerting of personnel in case of emergency. An important consideration here is how soon after the alert will the organization be 100 percent operational.
- E. The reporting of all personnel to a central headquarters with provisions for alternate reporting areas in case of emergency.

F. The augmenting of the traffic section with trained personnel,
G. A specific post of assignment for each traffic officer and auxiliary in case of emergency mobilization.

H. Providing what equipment is available to them.

I. Arrangements for the relief of traffic personnel, for feeding them, and for providing special equipment they may require under emergency conditions.

J. Secondary roads available for civilian travel in case of a military movement on the primary road net.

K. The establishing of a national highway traffic control center, district control center, and subdistrict control center down to and including highway traffic regulation posts. The operation of these control centers and posts should be definitely assured. They should be equipped with communications facilities and standby power equipment.

L. The designation of circulation routes, such as inner-outer, distribution routes, compulsory bypass routes, and routes of ingress and egress.

M. The delineation of boundaries between all echelons of command.

N. The computation of police manpower inventories on each of the command levels.

O. The collection from all levels of command of police and police communications inventories.

P. Broadness and flexibility of the plan so as to provide for change or diversion of traffic flow when other emergencies arise.

Q. The establishment of a highway traffic control center to administer the supervision and regulation of the highway traffic net to operate in conjunction with the civil defense control center.

R. The coordination of all highway traffic control centers with the national highway traffic control center.

S. The inclusion of the capability at all echelons to coordinate and supervise the highway traffic operation, route reconnaissance, and point control personnel.

T. Communications facilities to be established by the civil defense control center and the highway traffic control centers at all levels in order to provide continuous reporting on conditions of the road net, progress on interruption of traffic flow, needs for altering operational techniques, and for dissemination of instructions or orders to all echelons of supervising personnel.

U. The determination of personnel and equipment requirements to operate the plan.

V. The selection and training of sufficient numbers of auxiliary or reserves in order to supplement the regular forces to enable them to meet the manpower requirements.

W. A conspicuous means of identification for all civil defense personnel.

X. The pre-emergency assignments for both regular and auxiliary personnel and the designation of assembly areas to facilitate quick emergency mobilization.

Y. A signal to be given to police at the earliest possible moment in order to enable them to man control points and to establish

control of vehicles and pedestrian movement before it gets out of hand.

Z. The protection of personnel and critical installations during periods of movement or evacuation by designated security forces.

AA. The thorough indoctrination of all personnel with the command and control policies and operating channels.

REQUISITES OF TRAFFIC CONTROL

I. Purpose

The purpose of this paper is to acquaint authorities with the job requirements for police traffic supervision and regulation of emergency vehicle movements in the development of an effective movement plan.

II. Objective

A. The objective of the Police Service in an actual evacuation is to implement a highway traffic supervision and regulation plan based on a metropolitan area of sufficient scope to complete the mass evacuation to reception area, broad and flexible enough to provide for change of movement or diversion of parts or all of traffic flow, E

B. The plan must further provide for reversal of traffic for the return of evacuees in the event of non-attack, as well as methods for rigid highway control for the operation of civil defense services after a successful enemy attack.

III. Organization

A. It is essential that organization, planning, and operations of the police service for civil defense be done on a metropolitan area, district, and national levels of operation.

1. An organization must be formed to control and coordinate the activities of the metropolitan organizations.

2. It should be empowered to organize the national and district areas, designate responsibilities, and assist in the problems of coordination.

3. Within each district area there must be an organization

to administer and supervise the operation of the highway traffic net which will provide centralized command and control of the entire metropolitan area traffic operations.

B. The Highway Traffic Control Center

1. A control center located in or near and in contact with the Civil Defense Control Center for the purpose of coordinating and supervising the highway traffic net.

2. The commanding officer of this headquarters is designated as the Director of Highway Transportation responsible for determining that traffic plans for affecting the evacuation of the metropolitan area are carried out according to schedule.

3. He will accomplish this through coordinating the functions of the staff subordinates described below:

a. The Personnel Officer should be a ranking personnel man or other administrative officer, experienced in the assignment and deployment problems.

(1) He must develop and maintain inventories on all route supervision personnel eligible for duty in connection with the evacuation of the district area--regular and auxiliary.

(2) He will, on the basis of personnel inventories and requirements, notify the various echelons of the area of their respective responsibilities and of any shortcomings in their current manpower resources.

(3) For purposes of assignment to duty, he will forward to each echelon concerned, a list of point assignments indicating the number and function of personnel to be assigned to each post.

(4) He shall further arrange for pools of reserve personnel at each district headquarters.

b. The Traffic Regulation Officer shall be responsible for authorization of essential movement not in the main flow of evacuation traffic.

Only vehicles so identified and authorized shall be allowed to travel along the circulation routes reserved for non-evacuation traffic during the evacuation of the metropolitan area.

c. The Traffic Planning Officer shall be a competent traffic engineer.

(1) It will be his responsibility to supervise the maintenance of comprehensive maps in the Highway Traffic Control Center, showing the condition of the road net and progress of the evacuation movement.

(2) He will accomplish this on the basis of accumulated intelligence coming in from the district control centers and highway traffic regulation posts.

d. The Intelligence Officer need not have specific professional qualifications, though experience in handling of communications and the use of map information is of importance. He will receive and correlate all situational reports from the road net and forward them to the traffic planning officer.

e. The Message Center Officer will maintain adequate communications equipment, determine that alternate systems are available in case of breakdown, and be responsible for routing of all messages coming into and going out of the control center.

C. District Control Headquarters

This is a decentralization of the Highway Traffic Control Center with each district headquarters having responsibility for a specific drainage area.

(These are manageable geographical segments of the area involved in an evacuation movement extending from the center of population to the outer periphery of the designated reception area, including one or more adjoining radial escape routes and the drainage areas which they serve.

The pattern should be determined by the over-all number of radial escape routes requiring traffic supervision and managerial requirements to assure the integrity of the evacuation movement.

In developing this pattern, consideration should be given to relative carrying capacities of the roads and streets within the respective areas and equalizing segments of the total population so that the load is as evenly distributed as possible from the standpoint of highway capacity potentials.

The area management function for traffic supervision will require the assignment of personnel on the road net within each area and the direction of police activities during civil defense operations.

For traffic control purposes, therefore, thought must be given to how much area, population, and vehicle density can be effectively managed by the District Police Commander. No set rule can be established that would be applicable to all cities. An area containing the transportation requirements to evacuate 100,000 to 150,000 people is estimated to be about the largest that could be administered by one single working group at any headquarters.)

The function of the District Highway Traffic Control Center will be:

1. Coordinate all operational area traffic control plans within the district.
2. Coordinate inter-operational area highway traffic movements.
3. Receive and pass on to the Highway Traffic Control Center at higher level information relative to any incident which may affect traffic, the condition of the highway network, and the traffic thereon.
4. Procure and dispatch personnel and equipment in accordance with the needs of jurisdictions with the operational area of the district.
5. Advise other districts of developments which require action in order to maintain coordinated traffic control within the operational area.

In addition to being well located to function as district control headquarters, these installations must be equipped with telephone and radio with which to maintain communications with higher headquarters and highway traffic regulation posts on the road net. This is basic to their primary mission in evacuation, which is coordination, control, and communications. It is vital that the metropolitan area traffic headquarters be kept informed of the total situation on the road net, and that headquarters be immediately apprised of the movement progress and any unusual change in the total situation.

D. Point Control (supervision of traffic by police officers on foot) would be required at many points along the escape radials at such points as:

1. The intersection of feeder routes with the main escape routes.
2. The intersection of circumferential routes with the escape routes.
3. Where turning movement must be controlled.
4. Where movement is to be excluded.
5. Where turn-arounds or bypasses are located.
6. Key intersections along the routes.
7. Where any appreciable cross movement is expected.
8. Where road space narrows, creating bottlenecks.

E. Highway Traffic Regulation Posts

In addition to point control at key intersections and other points, additional special equipped police must be strategically located along civil defense routes to deal with special situations and to provide the control and communications link between the field and District headquarters.

1. As a minimum, highway traffic regulation posts should be located one at each intersection of a main radial route with circumferential or circulation routes.
2. Many things will slow or even stop the movement of traffic over these routes--serious accidents, cross movements, panic behavior, breakdown of vehicles, and other causes. These must be compensated for by modifications in the traffic plan.

3. Highway traffic regulation posts should make situation reports to district headquarters. These headquarters in turn should make reports to national headquarters. Thus, top level personnel would be constantly informed of the in-general situation on the road net and, when required, adaptations and changes could be made with full awareness of what is transpiring on the road.

4. In addition to basic police equipment, each highway traffic regulation post should be equipped with the following:

- a. Wrecker, bulldozer, or similar equipment for keeping routes clear.
- b. Communications (radio and telephone).
- c. Jeeps or motorcycles for travel on congested roads.
- d. Gasoline supply.
- e. Detailed area maps.

5. Regulation post personnel may have to reroute traffic when an escape route is put out of service for an extended period and must be thoroughly acquainted with all road facilities in the area in which they are assigned to operate.

F. Route Selection

Detailed study is required for all types of streets and highways in the entire available road net system.

1. It is important that maximum road space potentials be developed as a part of the basic over-all plan.

2. This inventory should begin with the primary and secondary roads in the system as these are the most adequate.

3. When the primary and secondary facilities have been completely inventoried, making provision for the best possible

civil defense routes and also for alternates, other streets and roads should be brought into the plan where needed.

4. Listed below are the types of routes comprising the civil defense road net. The public is to be trained to perform as intended on these routes.

a. Feeder Routes. A feeder route is generally the first marked route that the driver encounters as he starts his movement outward at the beginning of the evacuation. This feeder is a one-way street or road which will carry him to a one-way outbound radial escape route. A principal function of traffic supervisory personnel on these feeder routes will be to exercise control at the point where traffic from the feeder route blends into the radial route. The proper placement of stalled or disabled automobiles, barricades, or other devices can produce a shadow lane which allows traffic from the feeder route to blend into the traffic stream on the main highway with a minimum of confusion.

b. Radial Route. The radial route is a primary highway radiating outward from the assumed enemy aiming point within the critical target area which collects traffic from the local feeder routes and carries it into the edge of the metropolitan area to points where civil defense assembly areas have been provided. Highway supervision has the duty along these radial routes to maintain constant vigilance over traffic conditions, assist in clearing temporary obstacles to traffic movement, or divert traffic when fluidity cannot be maintained because of obstacles or uncontrollable emergency situations.

c. Compulsory Bypass Route. The first purpose of this route is to serve as a barrier at which all movement toward the

critical target area is stopped and diverted to prevent the disruption of the critical target area evacuation.

A second function of this route can be to internally contain the evacuees so that they will not disrupt the evacuation program of nearby metropolitan areas. Third, being a well supervised route, it can provide for the lateral movement of vehicles between the reception areas, this lateral movement potential is imperative for civil defense services such as health and welfare.

d. Outer Distributor Route. This is a circumferential route located along the inner perimeter of the assembly areas. During the evacuation this route allows for circumferential movement as required for civil defense services. As the evacuation draws to a close, the supervision of this route can limit by control the quantity and type of vehicular movement inbound to the attacked area during or immediately after the attack. Seizure of this route by the police will be the measure to externally contain evacuees from the devastated area, thereby allowing civil defense and essential industrial personnel to complete their missions with a minimum of interference.

e. Circulation Route. These are movement routes established within the urban or metropolitan area to permit circulation of civil defense and other essential traffic from any one area to any other area. On the main radial escape routes the full pavement width will be occupied by vehicles flowing outward to the reception areas during the entire process of the evacuation. Under these circumstances there is no opportunity for any vehicle to move across or counter to the basic evacuation pattern. Consequently, on the principal escape

routes, there is no flexibility of action from the time the evacuation begins until it ends. In view of the fact that warning time may be limited, flexibility of action must be attained through a minimum network of roads on which civil defense activities encompassing tactical evacuation can be accommodated. Traffic supervision on these routes will be exercised through intersection control and through mobile patrol. For the most part movement on circulation routes will be limited to properly identified civil defense emergency vehicles or to military vehicles.

IV. Information Necessary

A. Practical capacities for each escape route. This must not be a general statement, but must be delineated graphically by use of scaled condition strip maps, in terms of usage for each section of the escape route indicating utilization variations and the following additional conditions:

1. Locations of bottlenecks or where road space narrows.
2. Height and width of bridges and overpasses.
3. The intersection of circumferential routes with all radial escape routes.
4. Intersection of feeder routes with the radial escape routes.
5. Locations where turn-arounds or bypasses are located.
6. Key intersection along each radial escape route.
7. Any other special traffic control problems.
8. Locations of assembly areas, reception areas, and civil defense rendezvous points.

B. A determination of the manpower requirements for traffic supervision during each phase of operations:

1. Evacuation.
2. Re-entry and rehabilitation.
3. Police services in reception areas.
4. Piers, docks, depots, airports, terminals, etc. Police personnel requirement.

C. Inventory of police personnel in the assignments:

1. By place of residence.
2. By assignment to duty location.
3. By shift or watch assignment.

D. Inventory of auxiliary police personnel organized in each echelon of command:

1. By place of residence.
2. By place of employment.

E. Inventory of police equipment from each political subdivision affected:

1. Police cars: Radio equipped.
2. Solo motorcycles: Radio equipped.
3. Police ambulances.
4. Other motorized equipment.

F. Number of tow trucks available in each jurisdiction.

G. Density of motor vehicles:

1. Daytime.
2. Nighttime.
3. Car seat availability.

H. Rail movement potential.

EXPLOSIVE ORDNANCE RECONNAISSANCE

I. Problem

After an air raid, many unfamiliar and perfectly harmless objects will be found and reported as unexploded bombs or missiles. Many incidents reported will be true items of unexploded ordnance, some of which may be extremely dangerous. Unexploded ordnance must not be disturbed by personnel untrained in explosive disposal methods, but, rather, be left for disposal by military Explosive Ordnance Technicians.

Explosive ordnance reconnaissance consists of the detection, investigation, location, verification, marking, identification, and reporting of unexploded ordnance, including the initial evacuation of personnel. F

II. Planning Considerations

Explosive ordnance reconnaissance is the function of the explosive ordnance reconnaissance agent--to investigate, diagnose, locate, report, and effect proper protection against any type of unexploded ordnance incident.

The Ordnance Corps, Department of the Army, has the responsibility for organizing and training Army Explosive Disposal Detachments. These explosive disposal personnel have the primary responsibility for all ordnance disposal other than biological and chemical elements of explosive ordnance. The disposal of chemical and biological elements is a responsibility of the Chemical Corps together with any decontamination required.

Explosive Ordnance Disposal Detachments should be assigned for

planning, training, and technical assistance to civil agencies in explosive ordnance reconnaissance programs. This is to assure accurate and rapid transmission of reports of unexploded ordnance incidents to the military, and for establishing and operating a reporting system in conjunction with the civil defense organization.

The responsibility at the local level should be delegated as a special civil defense function of the police. One qualified explosive ordnance reconnaissance agent should be appointed as the explosive ordnance reconnaissance controller or chief explosive ordnance reconnaissance agent, and should serve as a staff advisor to the Chief of Police and civil defense director on all unexploded ordnance matters. He would administer the local unexploded ordnance program.

In a large metropolitan area, it may be necessary to organize explosive ordnance reconnaissance agents into teams and districts under the chief explosive ordnance reconnaissance agent.

The main source of agents to receive explosive ordnance reconnaissance training is recommended to be from the police services. The advantage of having police officers trained as explosive ordnance reconnaissance agents is that they are salaried civil servants available for training and organization into a reconnaissance program. Normally, in metropolitan areas there are personnel already trained and assigned to explosive ordnance details, such as bomb squad personnel, etc. Another advantage is that the police services have existing communications and, in many cases, plans or facilities for emergency communications.

Police should be prepared to receive reports of unexploded bombs and missiles from the public and other civil defense services,

dispatch bomb reconnaissance officers to check reports, and, where necessary, effect adequate safety precautions.

The police will be responsible for bomb and missile recognitions i.e., locating and reporting to the military unexploded bombs or missiles. The actual disarming and disposal of unexploded bombs is the responsibility of the Armed Forces. Police will immediately isolate areas, where unexploded ordnance is found, as a safety precaution until an explosive ordnance reconnaissance team arrives at the scene and handles the situation(s).

III. Implementation and General Objectives

In the development of an adequate civil defense program in explosive ordnance reconnaissance, it is necessary first of all to have a complete inventory and analysis followed by:

A. An estimate of your present capability in explosive ordnance reconnaissance.

B. The assignment of specific personnel to this responsibility.

C. The provision of special training in this field with the assurance that the training is kept current.

D. Assurance that the training is carried out by qualified personnel.

E. This training should be a specific part of the over-all training program.

F. All members of the law enforcement organization should have a working knowledge of explosive ordnance and the safety measures to be taken.

G. All members of the department should know the proper reporting procedures in case of explosive ordnance.

H. They should be properly indoctrinated with individual protective measures.

I. Plans should be developed to provide effective techniques in explosive ordnance reconnaissance.

J. Plans must be made to establish command and control procedures. All plans must be properly disseminated to all members of the department.

K. Standard operating procedures for explosive ordnance reconnaissance must be established. These procedures must be coordinated with all levels of law enforcement echelons.

L. All explosive ordnance reconnaissance agents must be properly trained to make a complete diagnosis and investigation of all explosive ordnance incidents.

M. Explosive ordnance reconnaissance teams should be cognizant as to the responsibility of the explosive ordnance disposal detachment of the Army.

N. Your explosive ordnance teams must know how to properly identify explosive ordnance.

O. The explosive ordnance reconnaissance teams must know how to locate explosive ordnances and what safety measures to take.

P. All law enforcement personnel must be familiar with the military classifications of unexploded ordnances.

Q. All personnel must be familiar with the military requirements of civil assistance to the military explosive disposal teams when necessary.

R. All personnel must be thoroughly trained to perform emergency operations in a stricken area until the arrival of specially trained and equipped assistance teams.

AUXILIARY PERSONNEL AND SPECIAL SKILLS REQUIREMENTS

I. Problem

In a war situation, the problems of police agencies are multiplied greatly under emergency conditions. Police strengths will need to be increased in substantial proportion in time of war--in view of the added duties and responsibilities which would devolve upon the police.

Modern warfare is not limited to military men. Every village, city, and farm can be involved; and every man, woman, and child is a possible casualty. As an existing organization, the police services must be able to expand as well as continue to perform their regular activities of protecting the public and preserving order. In addition, it will become necessary to train regular and auxiliary police for special civil defense duties. Civil defense police operations are closely associated with the basic police operations of patrol, investigation, and traffic control and with the service or supporting of police operations of communications, detention records, supply, personnel, and training. To this end, the study of special skill requirements is mandatory. G

II. Planning Considerations

No community in itself is so self-sufficient in its police services as to be able to cope with the multitudinous problems brought about by catastrophic destruction which prodigious disasters, serious accidents, and large-scale attacks by an enemy may cause.

It is extremely important that the police service, its problems, and its capabilities be thoroughly understood. Police organizations

work together in harmony--exchanging information that may be of mutual assistance.

In the hands of police lies the responsibility for protecting civilian population and property; the skill with which law enforcement agencies adapt themselves to crises can be a major factor in meeting the difficult situations which enemy attack would create.

In the event of attack by conventional weapons, chemicals, and biologicals, the organized sabotage, looting, and other acts of vandalism and heinous crimes would create an emergency situation of such magnitude, too extensive, and dispersed over too wide an area for any police agency to handle without assistance.

The magnitude of the problem involved will call for a tremendous increase in trained police personnel that can only be accomplished through the use of carefully screened, selected, and adequately trained volunteer manpower in the form of auxiliary or reserve policemen.

Not only will the direct functions of protection and preservation of law and order be of prime importance, but all the multitudinous and varied services will be effectively performed only if the police successfully perform their tasks. The special powers, the skills, and constant availability of police make them indispensable in emergencies.

It is the police, their reserves and auxiliaries, if properly organized, thoroughly trained, and well-equipped, who can, by their leadership and control, prevent or minimize panic, fear and hardship suffering, and misdirected mass actions.

Two major problems will be of paramount importance immediately in event of enemy attack:

- A. Control of traffic.
- B. Maintaining law and order.

The control of traffic, especially emergency regulated, must receive primary consideration, as well as training of auxiliary and reserve police in traffic direction and traffic control operations.

The magnitude of the police task in all-out emergencies requires the necessary manpower to cope with whatever situations arise, and do this rapidly. After an emergency arises, volunteer assistance is usually plentiful, but these volunteers are of little value without proper training, and it is then too late to train.

Auxiliaries and reserve police must be selected carefully--recruited, trained, and equipped--and the training must be of such nature to these personnel that their interest is maintained; then their training will prepare them for any emergency that arises.

In addition to their regular duties, the police must assist in enforcing security regulations, organizing anti-looting patrols, panic control groups, unexploded ordnance reconnaissance, police shelter areas, hospitals, morgues, vital and critical installations, supplies, and the handling of displaced persons. They must have organized and put into effect an emergency traffic control plan, because police will handle more traffic than they have ever been called upon to handle before.

Primary traffic routes must be established and reserved for properly identified emergency vehicles. Police must assume positive

control of all primary and secondary road nets within the stricken city and the contiguous areas to assure rapid movement of civil defense emergency vehicles and equipment.

This requires extensive planning and coordinating of police activities in numerous jurisdictions so as to provide adequate regulations and control over highways and streets, to facilitate the movement of mobile support and mutual aid from other jurisdictions and essential emergency supplies into a stricken area, and for the evacuation of the injured and homeless.

Auxiliary police services should be built on existing organizations. It should never be separated. Police problems encountered in emergencies are closely related to peacetime operations; however, they are greatly multiplied under emergency conditions in direct proportion to the extent of the emergency. Therefore, auxiliary police should not be independent agencies, but part of the already established police services, trained in existing police service operations for uniformity, and under the direct command and control of the local police department.

III. Implementation and General Objectives

Jordan has a very fine potential in the field of auxiliary personnel which is not common to most free countries of the world. The refugee camps which are located throughout Jordan and particularly in the large metropolitan areas offer this potential. In utilizing these refugees, as well as others who may become a part of the auxiliary force, it is necessary to be assured of the following:

A. That the purpose of the auxiliary or emergency police is

perfectly understood. They should be organized and trained for general service, but in many cases for a specific service.

B. It is the decision of the national, district, and local authorities as to whether these auxiliaries should be authorized full police powers. If they are not, what police powers should they be given, and when may they properly exercise these powers?

C. Specific persons should be assigned to train these reserves and auxiliary police. It should be a full-time assignment and carried out from the national level to the lowest echelon.

D. It will sometimes be necessary that the auxiliaries will receive special training in addition to regular training.

E. It should be decided as to whether or not they will be paid for duties performed. In most countries of the world, these auxiliaries are not paid.

F. The decision must be made concerning the arming of reserves and auxiliary police. There are several questions that enter into this:

1. Should they be armed at all times?
2. Should they be armed when in training only?
3. Should they be armed in time of emergency operation only?

In some civil defense organizations throughout the world, it has been decided that these auxiliaries should not be armed under any conditions. However, it is the personal opinion of this writer that any auxiliary who is assigned the same responsibilities of regular police should have the same tools of the trade to carry out these responsibilities and by the same token for his own self-protection. Of course, extreme care should be taken so that the auxiliary knows how to use these tools and the authority.

G. It should be determined how many hours of training should be devoted to reserve and auxiliary police. If they are to be assigned to specific duties, they certainly would not need the same training as the regulars.

H. It should be determined exactly what specific subjects auxiliaries should be taught.

I. The requirements for the number of hours for on-the-job training should be established.

J. There should be a standard operating procedure established and published for all reserves and auxiliaries. They should be thoroughly indoctrinated in this standard operating procedure.

K. It should be determined who is designated in the over-all command and control of reserves and auxiliaries. This definitely should be the chief of the law enforcement organization. However, he may delegate authority to members of his command.

Note: There have been too many instances in the history of civil defense where a civil defense director of civilian stature (non-police) has attempted to organize his own police auxiliaries responsible only to him. This has resulted in a separate police department. This is one of the things that must be avoided. There can only be one police organization whether it be local, district, or national, and the auxiliaries or reserves must derive their authority to operate from the already existing police organization. This is a very important point and there should be no exceptions made.

L. The chain of command should be definitely established.

M. The reserves and the auxiliaries should be given the same protection by compensation insurance as the regulars. It should be determined when this compensation insurance is applicable. Is it during the emergency duty? During the training periods? Does it cover the auxiliary to and from training or assignment, etc.?

N. Reserves and auxiliaries after completing their required training cycle should be assigned specific functions within the police department; they should be properly supervised.

O. Special emphasis should be given in the training program to the control and circulation of individuals; they should be schooled, for example, in such phases as the evacuation of masses, the control and prevention of panic and hysteria, the handling of special cases of personnel such as sick, injured, aged, small children, special medical cases, ambulatory cases, etc.

P. Special training should be given in handling people that may be required to remain in shelters for periods of time.

Q. Reserves and auxiliaries should be competent in communications procedures; they should understand the importance of proper communications, as well as the importance of safeguarding and maintaining communication equipment.

R. They should be thoroughly trained in explosive ordnance reconnaissance as indicated in the Explosive Ordnance Reconnaissance section. Personnel should be assigned as teams for this specific mission.

S. Reserve and auxiliary personnel should be sufficiently trained so that they could operate for long periods of time without supervision in case regular personnel was required elsewhere.

T. A recruiting program for reserves and auxiliary police should be established. They should be started in the training program immediately after they have been properly processed.

U. Procedures and criteria should be established concerning police uniforms and equipment for reserves and auxiliaries. A decision should be made as to whether the uniform is to be the same as the regular police or if procedures should be established to differentiate between reserve-auxiliary and regular police personnel. In the history of civil defense, police executives and administrators have generally determined that it is advantageous to establish some way of differentiating.

V. Accurate police records should be maintained on each reserve and auxiliary police officer the same as regular members of the department. Chronological files should spell out their duties, their specific assignments, and their specialized skills.

PUBLIC INFORMATION AND INSTRUCTION

I. General Objectives

A. Develop a high degree of public understanding of and support for the specific plans and programs created to assure maximum utilization of highway transportation during pre-attack, attack, and post-attack period.

B. Avoid loss of the highway net and interference with civil defense and essential highway traffic resulting from traffic panic and spontaneous evacuation.

C. Achieve voluntary compliance of highway users with all elements of the program, by emphasis on what could happen without the plan and how normal traffic movement will result sooner with it.

D. Inform the fleets and other major highway users how the civil defense highway traffic program may affect their operations traffic-wise, and how to get specific information during the emergency period.

E. Instruct all civil defense officials and workers on how traffic will be handled during pre-attack, attack, and postattack periods so they can cooperate effectively in both planning and operations.

F. Reduce individual inquiries about highway traffic, travel, and transportation conditions by planned, immediate, and continuing dissemination of information.

II. Pre-attack

A. General

1. Police, engineering, and transportation services have individual and joint responsibility to interpret and plan for what

must be told traffic-wise:

a. Identify traffic-informational needs of each phase --pre-attack, attack, and postattack.

b. Special emphasis on informing their own personnel not assigned specific operational duties in the emergency program.

2. Transportation-engineering-police groups should reach agreement on procedure for coordinating information on routes, priorities, etc., to assure similarity.

a. Fix responsibility by agency, division, or person for specific activities.

b. Agree on methods, procedure, supervision.

c. Plan for production and distribution of information.

3. Arrange with civil defense public affairs section to integrate traffic-education and information programs in over-all civil defense educational program.

a. Also in the program of other non-official agencies.

4. Prepare to augment the traffic portion of the over-all educational program as needed. Instruct fleet supporting essential industry and economic functions in operational details and techniques, etc.

a. Arrange for continuing liaison with other groups.

b. Make use of key persons in associations, recognized groups, and their publications whenever possible.

5. Instruct civil defense groups in operational details and techniques of civil defense highway traffic program:

a. To develop understanding and assure opportunity of service.

b. Arrange for continuing liaison with civil defense groups who rely on flexible vehicle use.

6. Establish with all media, working liaison and procedures for distribution of traffic-program information for attack, post-attack period.

a. Tell what, where, when, how, etc., traffic information will be available.

b. Determine their requirements as to form, etc.

B. Technique

1. Make increased use of all regular means for informing public on traffic matters:

a. Traffic safety programs (police-fleet-safety councils and others).

b. Augmented by special public relations office releases.

2. Each agency of transportation-engineering-police group will carry out educational activity necessary to assure understanding and compliance with its operations.

C. Application

1. Drivers--individual

a. Erase "go where and when I want to" attitude.

b. What to do at sound of alert.

c. "Sell" group riding or use of mass transit before, during, and immediately following an emergency to reduce vehicle use.

d. Auxiliary police and wardens are part of plan.

e. Tell where and how to get travel and route information.

2. Streets and highways:

- a. Identification of routes, types of routes, and explain how they will be used.
- b. Use of priority plan and how enforced.
- c. How and when restrictions on use of highway net may be imposed.
- d. Stress reasons for regional or area nature of restrictions.

3. Vehicle use restrictions:

- a. Restrictions which may be imposed, time limitation on vehicle use in certain areas, use of "key" or critical bridges, crossings, etc.
- b. Plan for identification of units authorized to use parts or all of highway net.
- c. The various passes to be issued.

4. Pedestrian and miscellaneous vehicle restrictions.

General disaster area.

D. Organization

Perform public information job within the structure of present organizations as a special assignment.

E. Personnel and equipment

1. Assign personnel and equipment to public education and instruction function with primary responsibility for developing and executing informational program relating to operational responsibility of the group.

2. Complete an inventory of instructional and educational equipment, facilities, etc., in possession of each group.

III. Attack and Postattack Periods

A. Technique

Assembling and coordinating reports, preparation, authorization, and distribution of releases to be performed as staff function at highway traffic control centers:

1. Primary distribution of information by civil defense organization.
2. Assistance to be supplied by service groups as needed.

B. Application

1. Provide for short duration avalanche of questions on:
 - a. Current travel restrictions area-wise.
 - b. Route availability.
 - c. Locating and/or moving vehicles.
 - d. Vehicle use generally.
 - e. Travel inquiries in general.
2. Plan for widespread issuance of bulletins to answer repetitive type individual inquiries:
 - a. Periodic radio spot-news announcements.
 - b. Newspapers and other mass media.
 - c. Area and route maps showing conditions.
 - d. Keep traffic personnel informed by special written bulletins.
 - e. Get industrial and other groups to sponsor traffic information ads.
3. Provide for continuing information service
 - a. Police will be asked first.

b. Route repair and release may require a long time.

c. Periodic, detailed bulletins on conditions to all regular information sources.

C. Organization

1. Public information and instruction to be a function of Highway Traffic Control Center organization.

2. Staff to civil defense public affairs group.

D. Personnel and equipment

1. Job will exceed ability and normal facilities of transportation-engineering-police group.

a. Determine what you can do with what you have.

b. Arrange for supplemental and expert aid.

(1) Agree on division of duties.

(2) Arrange with organized groups for aid in disseminating information to members.

2. Arrange for or obtain:

a. Voice recording and amplifying equipment.

b. Sign making and/or lettering equipment.

c. Stock of printed civil defense traffic restrictions.

d. Fill-in type bulletins covering entire range of traffic information.

e. Strip maps.

f. Reproduction services general.

E. Getting message across and implementing over-all civil defense program. Media might include:

1. Daily, weekly, and neighborhood newspapers, including foreign language.

2. Civil Defense News Digest.
3. Radio features and spot announcements.
4. Television features and spot announcements.
5. Posters, car cards, etc., containing what-to-do instructions.
6. Displays and exhibits.
7. Appear as speakers for community groups.
8. Club and civil organization publications.
9. Cooperative publicity with commerce and industry.
10. Printed literature, booklets, etc.

COMMUNICATIONS REQUIREMENTS

I. General Considerations

A. Principal purpose of civil defense traffic communications to highway net is to determine condition of that net and transmit such orders, etc., as to control movement thereon.

B. Determine requirements.

C. Use of existing systems of communication plus augmentation-- supplement through arrangements with civil defense communications section.

D. Plan for a primary and a secondary system.

II. Communication Needs in Civil Defense Traffic Program

A. Highway traffic control center with:

1. Civil defense control center.
2. Field control headquarters
3. Highway traffic regulation posts.
4. Zone and area supervisors.
5. Reserve personnel pool.
6. Main control center.
7. Route reconnaissance officers

a. Work via mobile radio or highway traffic regulation posts. I

B. Field control headquarters with:

1. Highway traffic control center.
2. Main civil defense control center.
3. Zone and area supervisors.
4. Reserve personnel pool.
5. Route reconnaissance officers.

a. Work via mobile radio or highway traffic regulation

posts.

6. Highway traffic regulation posts.
- C. Estimating volume of communications for each facility.
- D. Establishing priority of communications.
 1. Types of messages for radio.
 2. Telephone use.
 3. Messenger use.
- E. Quality of communications.

III. Types or Means of Communication

- A. Telephone.
 1. Public.
 2. Private systems.
 3. Field expedients.
- B. Telegraph.
- C. Radio--public, private, and amateur.
 1. Mobile and fixed.
- D. Teletype.
- E. Facsimile.
- F. Messengers.

IV. Sources of Communications Equipment or Service

- A. Existing facilities.
 1. Local governmental systems.
 2. Commercial systems--identify.
 3. Amateurs.
- B. Sources of communications, facilities, and equipment.
 1. Special allocations from military.
 2. Present systems.

3. Civil defense allocations.
4. Civil defense enrollments for messengers.
 - a. Use of motorcycles and motorcycle clubs.
5. Field expedients.

V. Communications Organization

- A. Reserve police net for police functions only (including traffic).
- B. Liaison with civil defense communications.
- C. Centralizing police communications responsibility.
- D. Emergency repair and field expedient planning.

VI. Selection and Training of Operating Personnel

Personnel assignment must provide continuous operation of all communications.

VII. Preparation Mobilization Plans of Communications, Personnel, and Equipment

BUDGET

The operation of such an organization, as outlined in this report, would result in a considerably reduced budget for the actual civil defense organization, due to the fact that many functions of the organization, as it exists today, would be delegated to other government agencies. If these other agencies do not have sufficient monies to carry out their assigned civil defense responsibilities, requests for additional funds should be included in their budgets. Equipment, such as emergency field hospitals, medicines, welfare needs, engineering equipment, fire equipment (if needed and justified), food, blankets, clothing, etc., should be provided by the responsible agency and not the civil defense agency. These other agencies have many resources, usually much equipment and the knowledge to discharge their responsibilities with a minimum of expense. Thus, this arrangement could and should result in a minimum of expense to the government and at the same time assure a maximum amount of civil defense efficiency.

In the civil defense organization itself, it should be recognized that in order to get capable and qualified people reasonably high salaries are demanded. It should be realized that persons with inferior qualifications will render an inferior performance. If it is felt that the salaries recommended herein are too high and that qualified people can be obtained for lesser amounts, this writer has no disagreement with a lower salary scale. However, due to the extreme importance of an effective civil defense potential for the country of Jordan, any measures, within reason, should be taken in order to assure that potentiality.

Insofar as personnel is concerned, the national civil defense budget (based upon married employees with four children), as recommended herein, would be:

National Headquarters

Director	JD	89,000 per month
Deputy Director		79,000 per month
5 Division Directors		345,000
3 Secretaries @ 50,000		<u>150,000</u>
Monthly Total		663,000

Districts

11 District Directors @ 79,000		869,000
11 Deputy Directors @ 69,000		759,000
33 District Division Directors @ 54,000		1,782,000
22 Secretaries @ 45,000		<u>990,000</u>
Monthly Total	JD	4,400,000

<u>Annual Total</u>	JD	60,756,000
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In addition to this personnel expense, certain amounts are needed for office space and operating expense. It appears that the balance of almost JD 20,000,000 out of the original budget of JD 20,000,000 would be ample.

This means then that other agencies, including the Public Security Forces, would have to absorb the expenses of personnel assigned in liaison capacities to the civil defense organization. From observation during the time of this study, it is expected

that this would not bring about any personnel or expense hardship on the Public Security Forces.

One item, however, listed as Recommendation L., concerning the augmenting of the radio communications system, would be an expense for the Public Security Forces to consider. This would involve standby power (generators), mobile equipment, etc.

Note: See McGregor Communications Survey Report.

DISCUSSION AND RECOMMENDATIONS

I. Discussion

During the time that I have spent in Jordan, I have talked to many people and have made many observations regarding civil defense operations. Thus, it is felt imperative to point out a number of things and to make certain recommendations. I request that these be accepted in the constructive manner in which they are intended.

A. It appears that many or most authorities consider civil defense something separate and apart from already existing government. This should not be the case.

Civil Defense is the coordination and expansion of the already existing government in order to meet major catastrophes whether they be natural or man-made. Civil defense is based on the principle of self-protection on the parts of groups or communities. Every individual volunteer plays an important role in the protection of his country, his locality, his family, his neighbors, and himself.

B. In most contacts with the District authorities, the approach has been that there was nothing that could be done because they had no equipment. This common error often made in planning for civil defense must be corrected.

Civil defense is not equipment--it is people. It is true that certain equipment is important and sometimes essential--such items as standby power (generators), field hospitals, emergency feeding facilities, etc., are extremely important.

C. Another item that has immediately been brought into the interviews as an extreme necessity is fire equipment. All District commanders have mentioned this equipment as an absolute must. It

example, it was stated that the recent fire experience consisted of a fire in a carpentry shop six (almost seven) years ago and another in the same shop about a year ago. In another district, the last fire call was a house fire about three years ago.

Since almost all buildings are of stone, masonry, or earthen brick, it seems that fire is a very minor problem.

Further, the request concerning the acquisition of fire vehicles equipped with extension ladders has been received. This request does not appear to be well founded. In the cities of Amman, Nablus, Jenin, Tulxam, Jerusalem, and Zarqa, only one building more than five stories tall has been observed--that being the building in which the U.S.C.C. library is located in Amman. The Jordan Intercontinental Hotel (al-Urdun) is five stories tall and there are few others more than three stories in all of these cities and, reportedly, in the entire country. Thus, it seems unrealistic to indulge in a program involving many pieces of very expensive fire equipment and particularly those with costly extension ladders.

Another consideration here should be that Zarqa and Jerusalem are the only cities which appear to have fire hydrants for the use of fire pumps. The largest tank on any of the pumps now on hand or under consideration by the authorities has a capacity of 1,000 gallons. The pumps available or considered for purchase have a capacity of 1,000 gallons per minute. This means then that any one piece of equipment would be out of service after one minute of operation if used to capacity because of no reserve water supply.

1. During the week of January 11, 1965, a natural disaster of large proportions developed when a phenomenally heavy snowfall occurred in the Karak-Ma'an area. The snow was reported to be in excess of three meters deep. Many of the earthen brick houses had the roofs and then the walls cave in. All highways were blocked. Thousands of people were reported to be homeless. In the estimation of this writer, this was definitely a civil defense emergency and should have been treated as such. When the suggestion was made to the Jordanian authorities that this was a major natural disaster and should be treated as such by the civil defense organization, the statement was made that this was merely a police responsibility. If this catastrophe was not considered a civil defense responsibility, then under what conditions does Civil Defense go into operation? Based on this writer's experience in other countries direction and coordination of disaster operations is a normal and central responsibility of the Director of Civil Defense.

On January 14, a Central Ministerial Committee was formed consisting of the Ministers of Public Works, Health, Interior, and Social Welfare, and the Director of Public Security. District committees were formed for both Ma'an and Karak. Had the civil defense organizations been functioning with prepared emergency operational plans, there would have been no need for the formation of these committees to begin planning at such a late date for this emergency. Emergency operations could have been put into effect at the outset.

II. Recommendations

A. That a meeting of all District Commanders of the Department of Public Security be arranged so that Mr. Roy F. Carlson, Chief

Public Safety Division, U.S.A.I.D./J., may have the opportunity to explain to them the true meaning of civil defense--the coordination and expansion of the already existing government forces in order to meet either natural or man-made major disasters. It should be explained that the civil defense responsibility belongs to all parts of government and not on the shoulders of the police alone.

B. That Chief Carlson also have the opportunity to explain to these commanders that civil defense is people, who are organized and trained, and that a good civil defense organization does not depend upon equipment that has no practical use.

C. That Chief Carlson further have the opportunity to present the subjects mentioned in A. and B. above to the Cabinet, indicating the responsibilities of the various ministries.

D. That consideration be given to establish civil defense either as a department directly under the Prime Minister or the Minister of Interior and that the responsibilities, duties and authority of the Director of Civil Defense be clearly outlined in written orders to all other departments of government concerned. The person in command of civil defense must be capable and have the authority to direct the planning and coordination of actions to be taken by all government forces, including Public Security. At the same time, steps should be taken so that the two basic responsibilities of the police (Public Security Forces)--

1. The control of the population; and
2. The maintenance of law and order are not minimized.

If, however, it is more practical to keep Civil Defense under the Ministry of Interior or within the Public Security Forces organization, the need for a definite statement of policy outlining the authority and responsibility of the Civil Defense Director becomes

Approximately 100,000 Civil Defense is to be established in this report.

It is further recommended that the civil defense organization be as follows:

a. National

(1) A civil defense director, who would act as the designated representative of the organization with a salary to be the equivalent of that of a colonel in the military or the Public Security Forces.

(2) A person equivalent to a lieutenant colonel who would serve as deputy director and also as director of operations.

(3) A person equivalent to a major who would serve as director of training and education.

(4) A person equivalent to a major who would serve as director of public information and publications.

(5) A person equivalent to a major who would serve as director of continuity of government.

(6) A person equivalent to a major who would serve as director of the shelter program.

(7) A person equivalent to a major who would serve as director of situation analysis (intelligence).

(8) Three capable secretaries.

(9) A liaison person (more than one if deemed necessary) from each agency of government (national) assigned by that agency to serve as coordinator for the agency in all civil defense matters. He should be a part of the national civil defense staff, but should receive his salary from the agency to which he belongs.

b. District

(1) A district civil defense director equivalent to a lieutenant colonel.

(2) A director of operations as deputy district director and director of operations equivalent to a major.

(3) A director of training and education equivalent to a lieutenant.

(4) A director of public information equivalent to a lieutenant.

(5) A director of the shelter program equivalent to a lieutenant.

(6) Two capable secretaries.

(7) A liaison person from each agency of government (district) assigned by that agency to serve as coordinator for the agency in all civil defense matters. He should be a part of the district civil defense staff, but should receive his salary from the agency to which he belongs.

c. Municipal

(1) A civil defense director who would be named by the mayor and represent the mayor and who would work closely with the district level and carry out those programs in the municipality, developed by the national and district levels. His salary should be received from the municipality.

(2) The director should have people assigned by other branches of municipal government who would also draw their salaries from the city.

(3) The director should also have representation from each refugee camp in his area as a working part of his staff.

d. Refugee Camps

(1) Each refugee camp should have a designee(s) to

carry the civil defense message and plans to the people in his camp. He should work closely with the municipal director. He should also encourage his people to offer their services as volunteer auxiliaries to the various services.

E. That a basic plan for mobile support be initiated at the earliest possible time by all government agencies concerned as indicated in the chapter on Mobile Support.

F. That an emergency traffic control plan be developed by all concerned as indicated in the chapter and the supplement on Traffic Control.

G. That an explosive ordnance reconnaissance and disposal plan be developed as indicated in the chapter pertaining to this problem.

H. That a reserve or auxiliary organization be developed and trained immediately for all government services in which they are needed. This applies particularly to the Public Security Forces.

I. That steps be taken to insure the integrity of the Public Security Forces Communications System as indicated in the chapter on communications and in the McGregor Communications Survey Report.

J. That a basic civil defense organization be developed in each of the refugee areas throughout the country. These organizations must be integrated into the various other echelons of the civil defense organization.

K. That all fire equipment now in the possession of the civil defense organization be turned over to the regular fire departments.

L. That plans be developed by the Public Security Forces to augment the existing radio communications system so as to provide ample coverage for the civil defense operation. A separate civil defense communications network is not required.

Note: See McGregor Communications Survey Report.

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