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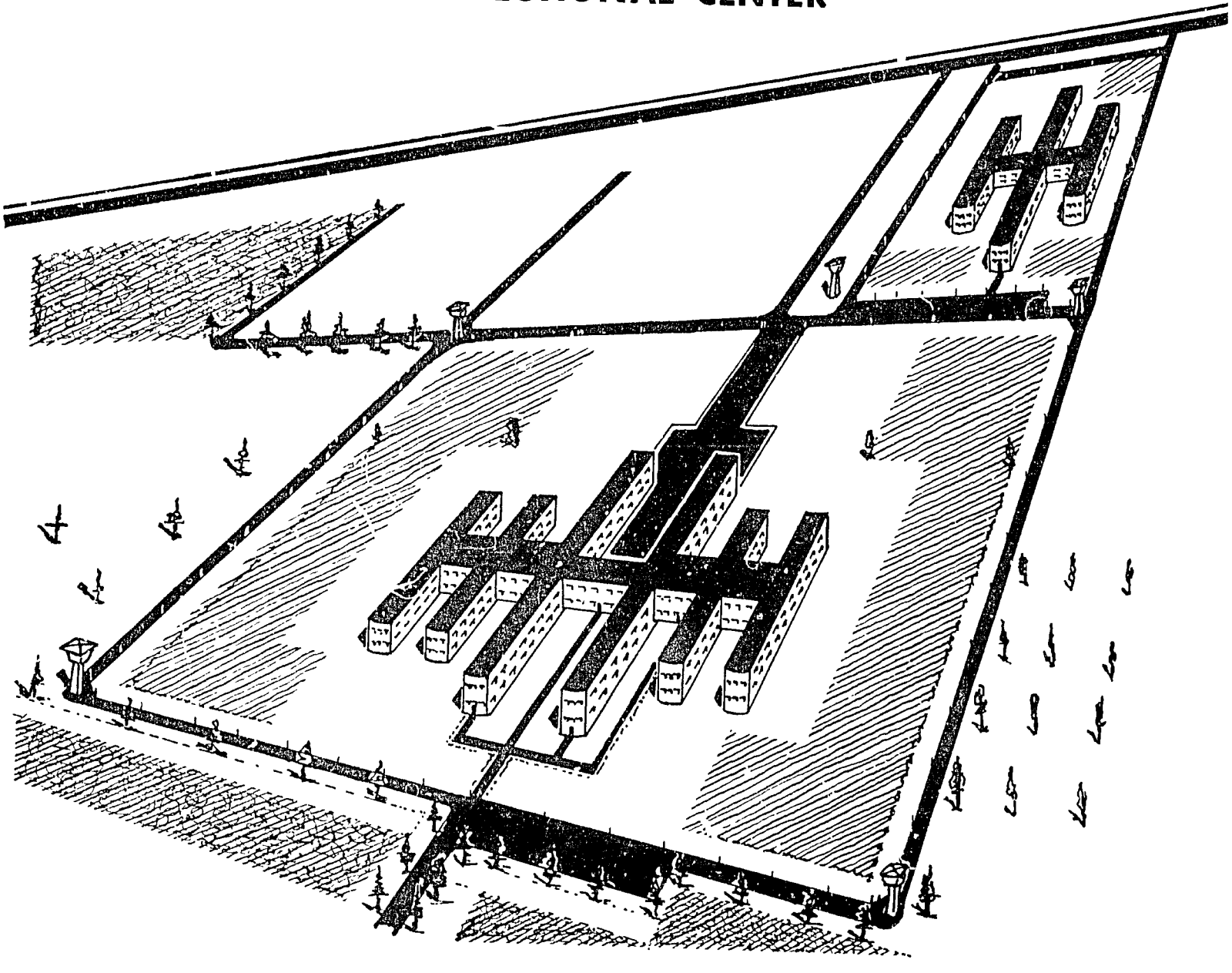
A RECOMMENDED CORRECTIONAL SYSTEM FOR THE HASHEMITE KINGDOM OF JORDAN

- SURVEY OF JORDAN PRISONS
- MANAGEMENT PLANS & RECOMMENDATIONS
- NEW CORRECTIONAL CENTER



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A RECOMMENDED CORRECTIONAL SYSTEM

FOR THE

HASHEMITE KINGDOM OF JORDAN

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FORWARD

The need for newpenal institutions and a modern correctional program has been recognized by His Majesty King Hussein ben Talal and members of his Council of Ministers for some time. The Government of Jordan, through the Minister of Interior, His Excellency Abdul Wahhab Majali, and the Director-General of Public Security, Major-General Radi Abdullah, requested a survey and report on all prisons and jails in the Kingdom including recommendations to improve management and establish programs and provide suggestions and assistance in planning a new institution to replace the Amman General Prison. On the recommendation of the Director, U.S. Bureau of Prisons, this Consultant was selected by U.S.A.I.D., Washington, D.C. for the assignment and a period of ninety days commencing 17 February 1966 was spent in Jordan completing the task.

A total of 22 institutions including those under the jurisdiction of Public Security and three youth institutions operated by the Ministry of Social Welfare and Labor were inspected. In addition, conferences were held with the Director-General of Public Security and members of his staff, officials of other Ministries, two District Governors, Prison Directors, District Police Commanders, Engineers, Architects and U.S.A.I.D./Jordan staff members concerned with this survey.

It was especially satisfying to note the intense interest and desire of all the Jordanian officials to effect improvements and develop a progressive and enlightened corrections program while at the same time protecting the people of Jordan. This country has made substantial progress in economic and social development in a few years and there is a splendid opportunity now to take the lead and set an example in the correctional field in the Middle East.

This report consists of three sections: Survey of Jordan Prisons, Management Plans and Recommendations and a New Correctional Center. The latter includes a study of the objectives, preliminary plans and general specifications for use of the Architects and Engineers.

Many institution management details, operating procedures and manuals, suggested legislation and other guidelines could not, of course, be included in this report. This Consultant will, however, be happy to make them available at any time in the future as the recommended programs are developed and as the needed facilities become available.

This Consultant wishes to express his sincere thanks for the cooperation and good will extended him by the Director-General of Public Security, his associates and all the prison and police officers and other Jordanian officials in connection with this survey. It was a real pleasure to live and work in Jordan during this period and the time passed all too quickly.

Sincere thanks are also extended to Mr. Joseph C. Wheeler, Director of the A.I.D. Mission to Jordan and Mr. Roy F. Carlson, Chief, Public Safety Division, and members of his staff for their fine cooperation and assistance during my tour here.

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I. SURVEY OF JORDAN PRISONS

A. General

1. Government Organization

Jordan is organized as a hereditary monarchy. His Majesty, King Hussein ben Talal, has formal executive authority, most of which he delegated to a Council of Ministers (Cabinet), the members of which are appointed by him and may be dismissed by him at any time.

The legislature is composed of two houses. The House of Representatives with 40 members is elected every four years by male adults only. The Senate with 20 members is appointed by His Majesty every four years. The King has recently directed that women now be given the right to vote and new legislation is being prepared.

For administrative purposes the Kingdom is divided into eight districts headed by Governors. There are also sub-districts with sub-district governors. This district organization comes under the jurisdiction of the Ministry of Interior.

The Prime Minister heads the Council of Ministers which is made up of the Ministers in charge of seventeen different departments.

The Public Security Force, headed by a Director-General, is a division under the Minister of Interior. It is essentially the police force of the Kingdom. All prisons and jails in Jordan, except those maintained by the Army, are operated by the police of the Public Security Forces.

2. Criminal Procedure and Judicial System

Usually a warrant is required to make an arrest. Temporary freedom through the bail procedure can be obtained in the case of misdemeanors and in some felonies. Investigations are made by the Public Prosecutor after the suspect has been turned over to him by the police.

A suspect can be held in jail for only 48 hours prior to being taken before a magistrate, but in some cases the holding procedure can be extended. The magistrate can bind the violator over for trial, release him on bail or release him outright. The Public Prosecutor can extend the periods of detention in ten-day increments.

There are a number of different courts in Jordan: Amman Municipal Court, Magistrate Courts; Court of First Instance (trying civil cases and minor criminal cases with one judge and major felonies with three judges); Court of Appeal (three judges hearing appeals from Magistrate and First Instance Courts); Court of Cassation (the Supreme Court of Jordan).

There are also Tribal Courts composed of one or three judges who must be Bedouin tribal chiefs familiar with tribal customs and practices. They are selected by the parties in dispute from a list approved by the Prime Minister. These courts may consider all civil and criminal cases in which both parties are members of nomad Bedouin tribes in only the areas east of the Jordan River.

There are six legally recognized religious groups in Jordan and all have their own code of laws, religious courts and courts of appeal. The courts are composed of one or three judges who must be religious leaders. They have exclusive jurisdiction over the members of their sects in matters of marriage, divorce, custody of children, wills, succession and charitable trusts.

There are also military courts, State Security Courts (to consider offenses against the security of the country with judgments not subject to appeal), Income Tax, Customs and Land Settlement Courts.

The use of Habeas Corpus is provided for under the constitution of the Civil Courts Law.

There is some delay in commencing trials and obtaining judgments. Postponements are said to be easy to obtain on the applications of either party in a case. There are substantial backlogs of cases in some courts. All this results in a large number of detainees in the prisons awaiting conclusion of trials. In the Amman Prison detainees await trial for from one to seven months.

The grand jury system is not used in Jordan and neither are trial juries. There is no provision for probation or parole in Jordan.

Juveniles (under 18) are seldom held in jails. Instead, they are tried before a magistrate under special procedures and sent to one of three Boys Remand Schools or the Reformatory operated by the Ministry of Social Welfare and Labor.

3. Extent of Crime

Felony convictions may result in imprisonment from three years to death. Misdemeanors could result in up to three years in prison and a fine. Contraventions could mean from one day to one week or a fine. An abstract from the Jordan Penal Code listing some of the crimes and penalties is shown on T-1 in the Appendix.

Crimes of convicted persons serving in the Amman Prison as of March 12, 1965 and March 12, 1966 are listed on T-5 in the Appendix. Some striking differences will be noticed and this is due to the fact that on April 3, 1965, a general amnesty was granted by King Hussein and all persons in all prisons in the country were released, with the exception of those guilty of espionage. Increases in certain crimes such as causing fatal accidents (mostly autos), drunkenness, and gambling are quite apparent.

Statistics reveal a substantial increase in the number of vehicles in the Kingdom and so an increase in number of accidents can be expected. It can be safely concluded that crime is increasing in Jordan as in other countries

of the world. Some crimes are possibly not investigated and do not get to the courts because they are committed in remote areas.

Some cases are minimized as far as penalty and serving time in prison is concerned if the families involved agree on a financial settlement. For example, if a man from one tribe murders someone from another, the family of the accused might pay the family of the murdered person 30 camels and 10 rifles. The case would still go to a Tribal Court but the settlement would be considered in setting the penalty. In some Middle East countries mutilation penalties such as cutting off the hand of a thief are still used. This is not true in Jordan. Capital punishment is a penalty here but used mostly in espionage cases. Execution is by hanging.

4. System as a Whole

There are 21 prisons and jails being used at the present time. All except Amman are under the management control of the District Police Commanders and are sometimes referred to as police jails. In addition to the large Central Prison at Amman there are three Area Prisons located at Irbid, Nablus and Jerusalem. Smaller jails, also called district jails, of varying capacities are in or near the district and sub-district police headquarters. The institution surveyed are listed below with the populations as of 1 March 1966 and 1 July 1963 shown for comparative purposes:

Jordan Prisons and Populations

	1 July 1963			1 March 1966		
	Men	Women	Total	Men	Women	Total
Amman	564	19	583	479	22	501
Madaba	19	2	21	12	-	12
Salt	40	2	42	33	8	41
Zarqa	-	-	-	51	-	51
Karak	17	2	19	9	-	9
Tafileh	1	-	1	9	-	9
Ma'an	16	-	16	13	-	13
Aqaba	6	-	6	7	-	7
Jafr	220	-	220	-	Closed -	-
Irbid	136	5	141	94	4	98
Ajlun	8	1	9	15	-	15
Jarash	13	-	13	9	-	9
Kurah	12	1	13	4	-	4
Mafraq	2	-	2	5	-	5
Jerusalem	121	12	133	53	9	62
Bethlehem	26	-	26	17	-	17
Jericho	25	1	26	11	-	11
Ramallah	66	-	66	33	-	33
Hebron	110	-	110	62	-	62
Nablus	134	3	137	79	3	82
Jenin	52	1	53	42	-	42
Tul Karm	45	-	45	40	1	41
TOTAL	1633	49	1682	1077(1)	47(2)	1124

NOTE: All prisoners in Jordan except those serving sentences for espionage were released in April, 1965, under a General Amnesty granted by King Hussein.

(1) Includes 564 men as "Detained, awaiting trial"

(2) Includes 36 women as "Detained, awaiting trial"

The underlined cities at the head of each group reflect the location of the Central Prison at Amman and the 3 Area Prisons. These larger prisons serve the smaller district jails listed under each heading.

All institutions are used for the detention of offenders awaiting trial and also for the serving of sentences. Generally, convicted offenders with more than a year to serve are transferred to the Amman Central Prison. Men and women with three months and less to serve are kept in the district jails and those with three months to one year are sent to the Area Prisons.

5. Management

Only a very few of the officers in charge of the district prisons have had any extensive experience in prison and jail management. Most have been transferred in from other divisions of Public Security without any training in prison work. All commissioned officer assignments are made by the office of the Director-General, Public Security Force. All non-commissioned officer assignments are made by the District Police Commanders.

In the district police organizations, the officer in charge of the jail or prison ranks with the traffic officer, station officer and security officer, in most cases. He may be a commissioned officer or a non-commissioned officer depending on the size of the prison.

The Director of the Amman Central Prison reports directly to the Director-General of Public Security.

Some policies and procedures pertaining to management of the prisons have been issued by headquarters. There is little advisory action or management control by the Central Office as far as the prisons are concerned. Inspections of all prisons in the country are made by the Inspector of Prisons about once a quarter. Management and control of the area and district institutions is largely the responsibility of the District Police Commaders.

6. Classification

There is no classification of prisoners as to age with the exception that only adults 18 and over are generally held in these prisons. All offenders under 18 are classed as juveniles and are sent to the Boys Schools.

Felons and misdemeanants while awaiting trial are not segregated. Convicted men are usually housed in cells separate from those awaiting trial, however. There is no classification for custody purposes. Classification committees and evaluations for program purposes are non-existent. There are no social workers assigned to any prisons. There are separate sections for women in the major prisons and a few of the jails also have quarters for women.

7. Finances

It was impossible to determine the operating costs for any of the prisons and jails. An amount for "rations" for the Amman Prison is included in the budget

each year, but the cost of operating the area and district jails was not insolated. It is understood that such costs are absorbed in the costs of the police districts and the overall costs of operating the Public Security Forces. All food items are contracted for by the Public Security Quartermaster.

8. Prison Law.

The "Prison Law of 1953" is the basis for the present prison system in Jordan. It is rather comprehensive and includes many management regulations ranging from punishment diets as disciplinary measures to transfers of prisoners between institutions and the duties of the medical officer. This law is obsolete in some respects and it would be most difficult for the Prison Directors to follow every clause and section to the letter. It should be revised and worded so that the details of management can be flexible and prescribed by the Minister responsible for the prison system.

B. Amman Central Prison

1. Buildings and Facilities

This institution is located in the confines of the Mahatta Army Station on the northeast edge of Amman. It was constructed in 1926 and then consisted of a series of small cell houses around a central compound. Over the years additional rooms and small courtyards have been added with the result that the original compound or yard is now a hodgepodge of walls and small buildings resulting in obstructive views and a cluttered appearance.

The inner walls are about two storys high, although on only two sides are there two-story buildings including the administrative offices and the women's section. Barbed wire fencing surrounds the top of some of the walls and buildings and armed guards are stationed on the roofs and walls.

Access to the offices and the women's section is via outside stairways. A sally port is in use. The armory is in the base of a building outside the prison proper. The main compound has a large tank in the center and the water is used by the prisoners for washing and cleaning purposes.

Male prisoners are kept in some 90 different cells ranging in size from 6.5 ft. x 10 ft. x 10 ft. to larger ones 15 ft. x 20 ft. x 10 ft. Included also were a few other cells of odd sizes. One large cell was 16.5 ft. x 63 ft. x 10 ft. where men awaiting trial were being held. "First Entry" offenders are held in groups in smaller rooms. Most of the cells were crowded with the square feet of floor space per man ranging from 26 to 38 ft.

The cells are dark, damp and dingy, many without any windows at all. Most are in need of paint. The floors are old and porous. Most of the cell doors are only about 5 ft. high. A fixed grille across the top of the doorway requires stooping before entering.

There is no plumbing in the small cells. In some of the larger ones a water tap and a worn-out sink are available. Large buckets are used for toilet purposes at night when the men are locked in. Lighting was very poor with many cells having no light except that which came in through the doorway. Some of the larger ones had a single bulb.

There were no beds in the entire prison with the exception of those in the infirmary. A woven pad on the cement floor with from two to ten blankets, depending on the resourcefulness and wealth of the prisoner, made up the beds. There was no other furniture in the cells.

A large community outdoor toilet provided the sanitary facilities consisting of about 60 stalls, 30 on each side, in a long, open uncovered court. Each stall had a side wall 4 ft. high and was open in front. [illegible]ing the length of the center of the stalls was a concrete trough about 8 inches wide and 6 inches deep with water in it. This community toilet was clean but available to the men only during their three exercise periods each day.

Drinking water in the larger cells was available through a tap. In the smaller cells, the men were permitted to have a small container of water.

2. Administration

The personnel complement is made up of five officers, thirty non-commissioned officers and 95 privates. The officers have the following titles:

Major	- Prison Director (Warden)
Captain	- Administrative Officer
1st Lieutenant	- Executive Officer
2 Lieutenants	- Duty Officers

The non-commissioned officers have various key assignments in the organization and the privates perform the guard duty. Maintenance jobs held by non-commissioned officers and privates include the following: carpenter, cook, electrician, plumber, tailor, driver, nurse and clerks.

Rules and guidelines for the staff are found in "Mission Orders". These are the brief regulations covering each post assignment. There are no operating manuals or written procedures for the institution as a whole or for the different divisions. There are no emergency plans. There is no list of rules or a booklet of information available for the guidance of the prisoners.

Personnel training is non-existent except for a lecture now and then by the Prison Director. All personnel were transferred from the police force and they did receive police orientation and training.

Very few records are kept. The total cost of operating the institution was not available. An amount of 36,000 Dinars was requested for prison rations for the fiscal year beginning April 1, 1966. There was no accounting system reflecting the cost of institution operations such as utilities, maintenance, salaries, transportation, etc.

The prisoner files contain a minimum of personal information about the offender with no background material whatsoever. Some of the data in these files could have been used in compiling valuable statistics for comparative purposes. Numbers are not assigned to prisoners as a means of identification. The full name of the prisoner, his father's name and his grandfather's name are listed for the purpose of differentiating in those instances where the names of two prisoners are identical.

Prisoner files do not contain the past criminal records. A new file is prepared for each new commitment except for those transferred from an area or district prison in which case the file is brought with the prisoner. Dead files are destroyed after five years.

There is no canteen or commissary in the prison. The men are permitted to keep cash up to one dinar ($2.80) on their person. This is used to buy services within the prison, food, clothing, smokes and other items from stores in Amman. A messenger is used.

3. Classification

Prisoners are classified somewhat by type of offender. There is an attempt to separate those convicted from the detainees (those awaiting trial) insofar as quarters are concerned. Communist and political prisoners are always housed separately from the remainder of the population. Fortunately, all offenders under the age of 18 are classed as juveniles and sent to the Boys Remand Schools. The prisoner population, therefore, is made up of ages 18 to 80 and for offenses ranging from petty theft to murder and espionage.

Classification of the prisoners on an individual basis for the purposes of custody, treatment, work assignments and so forth is not practiced.

4. Custody

There are 11 men on guard duty during the day and their posts are on top of the buildings and walls and on the ground outside the prison. They are equipped with rifles and submachine guns. All guards are supposed to work eight hours per day, six days a week but in actual practice it was said that they work an average of 56 hours per week.

Official counts are made three times a day and take from one to two hours to complete. These long counts are caused by the tendency of the prisoners to go to cells other than their own upon coming in from the exercise yard. Discipline in this regard is obviously not good but as a whole it appeared satisfactory. The guards apparently have the respect and cooperation of the prisoners except for the count problem. Guns are not carried by any officer or guard in the prison.

A few escapes have taken place from inside the walls, usually by climbing some of the obvious escape routes. The location of windows and various protrusions make escape a fairly easy matter for a clever climber. Perimeter lighting is poor.

The sally port operation in the main entrance to the prison is satisfactory. The grilled cell doors and the window grills are all of soft steel. The old padlock-and-bar lock system is used on all cell doors. Some of the doors on the passageways and corridors are equipped with prison type locks.

The is some incentive for good behavior because release is possible after service of three-fourths of the sentence if the offender's conduct is satisfactory.

5. Employment

There is very little employment. A few prisoners are used to do the cleaning, cooking and assist in the maintenance work.

The large Carpenter Shop had only two inmates engaged in the manufacture of wood lockers which are to be used by the police of the Public Security Forces. Lack of equipment and supplies prevented the use of more men.

Some 50 prisoners are being sent outside the city each day to a stone quarry.

About 10 men were working with small makeshift looms weaving carpets, bed pads and camel blankets in the Weaving Shop.

The Cobbler Shop was empty and not in use for lack of equipment.

The Tailor Shop was equipped with two sewing machines and three men were assigned. Sometime ago this sewing operation was larger and canvas and clothing items were being manufactured for the police forces. Lack of supplies caused the curtailment.

There were 10 blind men sitting on the floor in the Broom Shop making push brooms by hand. Although a prisoner operated a small drill press putting holes in the wood blocks, the blind men were non-prisoners. They were employed by the Public Security Force and the brooms were being used by this Agency. This operation could be substantially expanded and brooms easily manufactured by prisoners to meet more of the government's needs.

Approximately 75 of the total population of 501 were gainfully employed.

6. Education

There is no formal education program. A prisoner was acting as a teacher at the time of the inspection. A small school room with desks and benches was in use but the instruction material consisted of 12 miscellaneous books. The enrollment ranged from 12 to 16 and classes were conducted for about two hours each day. There is no library in the institution. A few inmates are painting by numbers and assembling pre-designed plaques in their cells.

7. Religious Program

A mosque is available and regular Moslem services are held by the part-time chaplain.

Clergymen of the Christian faith also serve on a part-time basis.

8. Recreation

There is no organized recreation program. A volley ball net is mounted in the compound and is used from time to time.

A loud speaker in the yard provides music and religious programs at times.

9. Visiting

The visiting area is a long, heavily screened section located inside the walls near the main entrance sally port. Visitors can enter this enclosure and talk through the screen to the prisoners who enter the area from the prison compound.

Visiting is permitted twice a week and for a period of only 15 minutes each time. When visitors come from long distances, more extended visiting periods are authorized by the Prison Director.

Visitors are permitted to bring fruits and vegetables to the prisoners. The danger of contraband introduction through this practice is, of course, very great.

10. Group Activities

There are no group activities whatsoever. The human resources of Amman community are not utilized in any programs within the institution.

11. Food Service

The small, poorly lighted, unscreened kitchen is sparsely equipped. A low stove with an iron top and stone sides, fired with fuel oil, and four aged steam kettles are the only cooking equipment. The sink and a couple of tables complete the items in the kitchen. The small amount of food preparation and dish washing is all accomplished in this room. There is no kitchen storeroom because supplies are received daily from local merchants.

The food is well-cooked and of sufficient quantity. The menu, however, is not at all varied but apparently meets the nutritive needs of the prisoners, most of whom do not develop hearty appetites because of their idleness.

The Menu and Meal Times

Breakfast (0700)	Lunch (1300)	Dinner (1830)
Bread	Bread	Bread
Cheese	Rice	Beans
Tea	Vegetable Soup	Tea
	Sweet	
	Tea	

Meat is served three times a week with the noon meal. The "sweet" comes in cake form and is a white sugarlike substance.

The food is taken to the small cells in buckets and ladled into individual bowls. The bowls and cups are kept in the cells and washed by the owner. These utensils were well-worn and unsanitary. In the large cells the food was served on huge trays. There were no knives, forks or spoons.

A guard acts as a Food Supervisor in the kitchen and actual preparation of meals is accomplished with six prisoners.

12. Medical Service

A part-time doctor comes to the institution each week and also responds to emergency calls. There is a small clinic and ward with six beds in addition

to an isolation area where prisoners with contagious diseases are kept. The clinic section has a separate compound. This is one of the special installations within the original large compound or yard. A guard serves as a male nurse. The health of the inmates was said to be generally good. An epidemic of any kind would obviously be difficult to cope with, however. Emergency surgery and serious illness cases are taken to local hospitals.

There is no dental clinic and emergency cases are taken to dentists in Amman.

13. Sanitation and Personal Hygiene

The cleaning work of the institution was performed by the inmates on a regular schedule under the supervision of guards. The aged and worn condition of the floors and walls result in a poor appearance but the institution as a whole is as clean as could be expected under the circumstances.

There are no screens on any of the doors and windows. The entire institution is in need of painting.

Towels and bed linens are not provided, but blankets are issued to each new inmate.

Bathing is permitted once a week. Each man has his own soap but no towel. Prison clothing is not issued until the individual's garments are completely unserviceable.

The toilet facilities were described under "Buildings and Facilities" above. There is no toilet paper available. There is a noticeable lack of cleaning equipment and supplies. Mopping is accomplished on hands and knees with the use of a rag. Trash is disposed of daily. Water is available from taps in most areas. In the smaller cells a small jug of water is the only source. The water is regularly tested. Hot water is available in the showers and kitchen at times.

A small room serves as a laundry and the inmates may use it on certain days to wash their personal clothing. Equipment consists of a large tank of hot water and sinks.

None of the living quarters are heated. Lighting is generally poor. The prisoners' clothing is not regularly sterilized upon admission but if the inspection reveals they are verminous, cleaning action is taken. A barber shop is located in a small room and haircuts are required every three weeks.

14. Women's Division

The Women's Division here is on the second floor and accessible only from an outside stairway. At the time of my visit there were 24 prisoners in three rooms which were without beds. Those awaiting trial were separated from the convicted prisoners. There were four babies with their mothers. A single hospital room had one bed in it.

There was also a sewing room with two machines and an effort was being made to teach sewing to the inmates although there was a shortage of material. Some work was being done on uniform clothing for the matrons. There was one matron on duty. A small exercise yard was opened to the women three times a day for about an hour each time. The food was the same as that in the Men's Division but the women did their own cooking on small oil burners. There was no program of employment or treatment in this section.

C. Area Prisons and Jails

Since most of the outlying 20 prisons and jails are similar I will report briefly on only those where there is a significant item or situation worthy of comment.

As a whole the jails were fairly clean but good sanitation is difficult to maintain because of the age of the buildings and condition of the floors and spaces. Cleaning equipment and supplies were generaly scarce. Maintenance of the utilities, building, and equipment was not as good as it might have been. Very little was being done in the line of treatment and employment of the prisoners, except for a few cleaning and cooking assignments.

Discipline was good. The officers and guards have the respect of the persons confined. For the most part the convicted prisoners were housed separate from those awaiting trial. Security was fairly well maintained through the use of more than enough personnel at most of the institutions. See T-2 in the Appendix which reflects the prisoner-staff ratio. It will be noted that some of the jails are overstaffed while others are getting by with a proportionately smaller number of personnel. Padlocks and a bar welded on each door were used in almost every institution. Lights were left on all night in those cells that had lights.

The personnel at every jail seemed well disciplined, courteous and cooperative. A majority had little experience in prison work, however, and this was also true of the top officers in charge of the jails.

In most of these jails visiting facilities were poor and visiting had to be conducted in hallways, yards and offices.

Several of the jails are located in Tagered buildings where other government offices are located and families of employees also live. Jails in such locations should be replaced with separate buildings not attached to any other activity.

Irbid Prison

This is an area prison with a stated capacity of 110 but the count was 109 men and 7 women on the day of inspection. It is located in the city of Irbid in the northern part of Jordan and serves an area with a population of about 325,000.

The living quarters consisted of four large, poorly lighted rooms with more than 25 men in each. There were no toilet facilities in these rooms so large cans were used. This is an old Turkish prison constructed about 65 years ago with small windows high above the floors. It should be replaced with a modern building just outside the city so that a program of treatment and rehabilitation can be initiated.

Jerusalem Prison

This is one of the largest area prisons with a rated capacity of 150 men and 12 women. On the day of inspection the count was 44 men and 9 women in eight cells. The staff totalled 20. This prison is in part of the Citadel on the "no man's land" border in the old city of Jerusalem.

It presents a poor appearance and is most difficult to maintain because of the aged utilities, worn floors, high ceilings and poor walls. Visiting must be accomplished in the yard through a barbed wire fence in front of the prison. This institution serves an area of nearly 400,000 population. Because of its age and poor location it should be replaced as soon as possible.with a new jail on the outer edge of the city.

Nablus Prison

This is one of the largest prisons in the country with a stated capacity of 220 according to present living standards in the jails. The population on 1 March 1966 was 82 and the staff totalled 38. It serves an area of some 400,000 persons and is located in northwest Jordan. This is an old prison and is located next to the government building near the center of the city of Nablus. It should be replaced in the near future and located just outside the city.

Jarash Jail

This is a small jail with a capacity of 36 men and 10 women but on the day of inspection there were only two male prisoners. It is clean and orderly and the facilities are adequate, although there is a stable opposite the prison compound most certainly creating a fly problem in the summer. It would seem that this institution could be used to accommodate the overflow from some of the more crowded prisons such as Amman, after the horses have been stabled elsewhere.

Hebron Jail

This jail is mentioned because it was one of the cleanest and most orderly in the country. Fluorescent lights and a green and white color scheme add much to the livability of the place. A male nurse was on duty and "sick call" was held every morning. The prisoners were employed in maintaining the jail and working in the gardens. A visiting area is needed and space is available on the second floor. A suggested alteration was explained to the Prison Director. On the day of inspection there were 48 prisoners and the jail has a stated capacity of 156 men and 8 women. The Women's Section was clean and well lighted with toilet facilities in the large single room.

Salt Jail

Constructed two years ago this is the newest jail in the Kingdom. It has a capacity of 72 men and 16 women and on the day of inspection there were 26 men and 8 women confined. There are 6 6-men cells on each floor and they are all well lighted. Each cell has a urinal and wash basin and built-in concrete beds, two-high. There are combination asiatic toilets and showers in the same stalls on each floor. This jail has terazzo floors throughout. It is fairly secure and arranged for easy supervision. Since it is near Amman it could be used to relieve overcrowded conditions there and for possibly certain classes of prisoners that cannot be kept at Amman.

Bethlehem Jail

This prison is lacking a great deal. It's three small cells were crowded with 25 men. Some of the men awaiting trial loudly presented letters protesting delays in getting their cases to court.

One small cell housed nine insane men. The sergeant in charge stated that the Mental Hospital did not have room for them. At least three were being taken over to the hospital every other day for shock treatments.

There is only one toilet and it was dirty, rusty, smelly and poorly lighted. There was no shower and bathing was accomplished from a small tap in the toilet. No hot water was available. The kitchen is small and dingy and lacks shelving and water supply. There is no auxiliary cell where a man could be segregated for protection or disciplinary purposes. There is no visiting area and short visits are permitted in a hallway. There is no storeroom and no clinic room. The Dr. tends prisoners in an office. There are no insect screens. Keys are not properly accounted for.

A secure exercise yard is needed. The only space available is the area in front of the prison which is surrounded by a low wall, wire fence and has a vehicular access through a manned gate. Five guards are used when the prisoners are in the yard. Insane prisoners are handled seperately but the Sergeant stated they always threw rocks at the guards.

Insane prisoners should be removed from this facility. The best solution since they are in need of daily medical and psychiatric attention, would be to provide a secure section for them in the one and only Mental Hospital in Jordan which is located nearby in the city of Bethlehem.

More space for cells, showers, storeroom and clinic is needed. The Army has most of the rooms in this huge building. Possibly more space can be obtained from the Army on a temporary basis. Certainly a new prison is needed at Bethlehem soon.

II MANAGEMENT PLANS AND RECOMMENDATIONS

A. A Correctional Program for Jordan

This young but progressive country headed by the energetic and enthusiastic King Hussein has made momentous progress in many areas of development. Now the King and other high officials are most anxious to develop an enlightened correctional program.

The future is sure to bring some increase in crime in this country. It is quite possible that progress and economic development will bring with it the gradual dissipation of the closely-knit families, tribal relations and the religious controls which no doubt have served in the past to hold down the incidence of crime. Jordan should take steps now to inaugurate a crime prevention program and reduce the possibility of individuals repeating criminal acts.

A study of the population reveals a high rate of increase. City populations are on the upgrade while those in the rural areas are expected to increase only slightly. An estimate of the general population trend was obtained from the Department of Statistics and is reflected on T-8 in the Appendix. The T-8 table also includes this consultant's prisoner population estimate for the years 1975 and 1985. The increase in the number of persons expected to be incarcerated in the future is not in proportion to the increase in the general population. It is believed that with an enlightened correctional program involving the education and work training of the men and women in prison and with the enactment of parole and probation laws as recommended herein the prisoner population can be kept at a reasonably low level.

Jordan's seven-year program for economic development includes under Section 14, Social Welfare and Labor, a recommendation to "construct two Boy's Reform Schools and one additional Remand Home for Boys." This also reflects an expected need for more facilities to care for an increasing number of juvenile delinquents. The problem of juvenile delinquents is not of great proportions in this country at this time and the Ministry of Social Welfare and Labor seems to be handling these youngsters as well as can be expected with what appears to be limited equipment, personnel and physical plants. With regard to the juveniles as far as corrections is concerned I can only agree with the seven-year program mentioned above and add that larger buildings and more training facilities and personnel be added at an early date.

A basic consideration in planning and recommending a new correctional program for this country is the United Nations Covenant on Civil and Political Rights, Article X, adopted in 1958. This is applicable to all members of the United Nations and is quoted below:

"1. All persons deprived of their liberty shall be treated with humanity and with respect for the inherent dignity of the human person.

"2. (a) Accused persons shall, save in exceptional circumstances, be segregated from convicted persons, and shall be subject to separate treatment appropriate to their status as unconvicted persons.

(b) Accused juvenile persons shall be separated from adults and brought as speedily as possible for adjudication.

"3. The penitentiary system shall comprise treatment of prisoners, the essential aim of which shall be their reformation and social rehabilitation. Juvenile offenders shall be segregated from adults and be accorded treatment appropriate to their age and legal status."

A Correctional Program is needed here. A number of the institutions should be replaced as soon as possible. The Headquarters organization should be changed and strengthened to permit more emphasis on correctional work. Improved administrative procedures and controls should be installed and a program of treatment and employment provided for in the instituions. More specifically, the recommendations of this consultant are:

1. Establish a Corrections Division in the Public Security Forces to be headed by an Assistant Director for Corrections. The anticipated increase in the scope and importance of a corrections program, personnel involved, program for treatment and employment and the need for coordination between the corrections division and others justify the need for a separate division. It should be headed by a responsible and interested officer of at least the rank of Colonel or a professional civilian of high standing. This division would be responsible for selecting and training personnel, installing programs of treatment and employment for the inmates and providing all administrative and operating guidelines for the institutions and such other activities usually required of a large division of the Public Security Forces. A suggested organization chart for the Division of Corrections is included in the Appendix, T-11.

2. Place the Amman Central Prison and the three Area Prisons at Irbid, Jerusalem and and Nablus under the direct control and management of the Assistant Director for Corrections. Since the Amman Central Prison and the three area prisons are expected to increase in size and program, it is considered most advisable to have these four institutions directly under the control of the Assistant Director for Corrections. This will permit the District Police Commanders to devote more time to police duties and there should be no misunderstanding as to objectives. Since the remaining jails are little more than police lock-ups and will continue to be needed for this purpose, for holding persons awaiting trial and for the service of short sentences, they should remain under the control of the local police commanders. However, the high jail standards to be established by the Assistant Director of Corrections will have to be maintained by the police commanders and these jails will be subject to inspection and report by the Assistant Director for Corrections. See T-10 in the Appendix.

3. Replace the Amman Central Prison with a new Correctional Center near Amman at the earliest possible date. The need for this new facility to replace the old prison in Amman is apparent to all, and the government has already agreed to make this change. The new Center should have an 800-bed Men's Division and an 80-bed Women's Division constructed so that those awaiting trial can be segregated from the convicted prisoners.

4. Replace the Area Prisons and jails. The three prisons at Irbid, Jerusalem and Nablus are old, poorly located and not adaptable to a program of treatment and employment for the prisoners. Since they must serve to keep persons for long periods awaiting trial and convicted criminals serving sentences of one year or less and a good work and training program is possible, they should be replaced, within five years, with modern, secure institution with a capacity of 320 expandable to 400. A program of replacement and modernization of the other district jails should be commenced in the near future.

5. Initiate a program of correctional treatment and employment at the four major institutions. These programs are outlined in the other chapters of Section II of this report.

6. Improve management and administrative procedures at all institutions. Implementation of this item is also reflected in the other chapters of Section II.

7. Provide for probation and parole of prisoners with new legislation.

8. Establish Correctional Advisory Boards for each of the four main prisons. Each board should be composed of the District Governor, District Police Commander, a senior government health officer in the District and a senior district representative of the Ministry of Social Welfare and Labor. This board would meet at least quarterly, inspect the prison and submit a report to the Director-General, Public Security Forces and such other government agencies as may be required. The board would be especially concerned with the health of the prisoners, the treatment and employment program in use and the coordination of community resources with the programs of the institutions.

9. Plan to place all correctional functions under one Directorate in either the Ministry of Interior or the Ministry of Social Welfare and Labor. The number of institutions, individuals and staff involved in corrections and rehabilitation in Jordan fully justifies a separate department which would be responsible for all correctional functions including delinquent juveniles, adult offenders, a probation service, management and control of the Boys Remand Schools and Reformatory, the Amman, Nablus, Irbid and Jerusalem Prisons, a Parole Board and a jail inspection service. The New Correctional Center will include an institution for men and one for women. The three area prisons will have to be continued as well as the three Boys Remand Schools and the Reformatory.

If the legislation making parole and probation possible for adults is passed, as recommended by this consultant, probation service will be required. Probation officers presently employed by the Dept. of Social Welfare and Labor for the juvenile delinquency program could form the nucleus for the new service and they would supervise juveniles, adults, probationers and parolees in the communities, in addition to making presentance investigations for the Courts.

Likewise, selected officers and guards in the existing prisons could be transferred to the new department to form a basic security and guard force.

Administering a correctional program is not a police function and in no country or state prominent in the correctional and rehabilitation field is the prison administration and correctional work a part of the police or security agencies. However, in the interest of expediency, the recommendations herein contemplate an immediate establishment of a Division of Corrections in the Public Security Department of the Ministry of Interior. It is recommended that the establishment of a separate Department of Corrections in one of the two Ministries mentioned above take place within three years after a thorough study has been made and a decision reached by the Government of Jordan as to which Ministry should be responsible for all Corrections. If this recommendation to establish a separate Department is accepted, full information as to organization and functions will be supplied by this Consultant.

10. Train administrators and arrange for continuous expert supervision during development of correctional program. To implement the recommendations in this report with regard to the establishment of a correctional program for Jordan, I recommend that at least three English speaking Jordanian officers, who have been selected as future correctional administrators or wardens, be sent to the United States for special training in this field. The Public Safety Division (A.I.D.) training program titled "Penology and Corrections" with attendance at Southern Illinois University and on-the-job training at selected United States institutions would be very satisfactory for this purpose.

The adoption of an enlightened plan of corrections and rehabilitation with new philosophies, management and treatment methods will require day-to-day guidance. It is recommended, therefore, that a full time Advisor in corrections be added to the Public Safety Division staff at U.S.A.I.D./Jordan. If this is impossible, then a temporary duty Corrections Consultant should be made available for 30 to 60 days each year to advise and assist in this work.

B. Administration and Control

1. The development of a sound organizational structure based upon recognized principles of administration is essential in the successful operation of a prison or correctional institution. The organization described in this section is applicable to an institution of 600 prisoners and should be used for the new correctional center. It can be adapted in part, however, to the existing Amman Prison and to the three Area Prisons at the present time. A good prison organization is required to:

a. Provide the best possible management and institution control with the personnel available.

b. Be prepared at all times to cope with any emergency and changing programs and situations.

c. Facilitate lines of communications and information vertically and horizontally to inmates as well as personnel.

d. Promote and continue all inmate programs designed to direct their energies and attitudes towards gaining acceptable social standards while at the same time maintaining a secure institution and protecting the public.

e. Maintain good community relations and an adequate public information program.

2. A correctional institution is best managed by a single officer with the title of Warden. He should have full authority and responsibility for the management of the personnel, inmates, programs, maintenance, production and all matters concerning the operation of the institution.

3. All institution functions should be grouped under two principle assistants with the title of Associate Wardens. Each function or program should be the responsibility of a capable officer or professional employee reporting direct to one of the two Associate Wardens. A functional chart, T-12 in the Appendix, illustrates the organization.

4. Regulations detailing basic objectives and limitations should be issued to all concerned. Procedures and operating manuals should be developed for every institution operation. The essential elements of the major management areas have been outlined in the following chapters of this report. They should be developed in more detail. Complete manuals for such subjects as Food Service, Classification, Custody, Safety, Maintenance, Farm and so forth are available and will be supplied upon request.

C. Personnel

1. All of the personnel of the headquarters office as well as those of the prisons and jails should be professionally qualified persons in the field of corrections. Efficiency, professional standing, and pride in employment can only be attained through good organization, selection and training. Employment conditions must be satisfactory or the incentive for high-grade accomplishments will be lost.

2. The head of the Corrections Division, which hopefully will be developed in the near future, as well as the Wardens and institution department heads should be persons of sound character and experienced in this work. Their abilities and personalities should be such as to develop respect and confidence of the public.

3. The head of the Public Security Forces should personally select all top level personnel. The selection and development of personnel at the institution, exclusive of the top officers, should be delegated to the Wardens. The three year plan for the development of a model Corrections System mentioned earlier in this section will eventually involve the initial selection, appointment and training of personnel. At this time, however, the following should serve as a guide to gradually develop a competent staff at each institution and at the headquarters office from the best qualified personnel available in the Kingdom:

a. Written descriptions covering the duties and minimum qualifications should be developed for each position in the Corrections Division.

b. Examinations in writing and personal interviews should be conducted to properly evaluate the education, work experience, personality, supervisory qualities, and physical condition of each employee. There are other factors which can be used, but these are considered the most important in the assignment of personnel to positions in this field of work.

c. Employment conditions should be improved to attract and keep the best qualified persons. Special pay allowances should be established for the specialized jobs in prisons and the headquarters. Work clothing should be furnished for prison guards and employees engaged in special duties such as the supervisor in the kitchen, male nurse, shop supervisors and others who might be involved in assignments which result in soiling uniforms. Regular hours of work, specified annual and sick leave, transportation, health insurance, nominal charges for quarters and meals will attract good employees and maintain morale.

d. A specialized training program for each employee presently in the institutions and also for those to be selected should be established. This would include

not only indoctrination training but also continuous in-service training for all personnel.

e. Performance standards should be established for each job and a system of semi-annual evaluations of each employee's on-the-job performance should be instituted.

f. Transfers of lower grade employees should be held to a minimum as this can be expensive for the average family and result in a lowering of morale. Personnel should not be transferred merely because the employee is not satisfactory at his present location and his supervisor wants to get rid of him. This practice simply moves a problem individual from one institution to another. Inefficient, unstable, dishonest, unproductive employees should be dismissed or the deficiencies corrected at the present posts of duty.

g. Qualified employees in the institution organization should be rotated on different job assignments every six months for development of versatility and teamwork. New employees should be trained under competent, experienced personnel. Desirable job assignments should be evenly distributed with consideration given, however, to the placement of the most competent employees in the most important and critical positions.

h. A fair promotion plan well understood by all employees is most important in the development of a good corrections staff. Seniority in the service should not be a primary factor in making promotions. The performance evaluation, experience on different assignments, all around ability, volume and quality of work, supervisory skills, personal and physical fitness are among the important factors to be considered in making annual promotions.

D. Fiscal and Business Management

1. Sound fiscal and business management is essential to the successful administration of an institution. Carefully planned budget and accurate fiscal reports are required to support management decisions. The fluctuating prison population, changes in institution programs, emergencies, personnel changes and many other unanticipated situations have an effect on actions the head of the institution can take. The headquarters office of the Public Security Forces must have accurate and reliable information and reports so that operating budget needs, building plans, improvements, etc., can be fully explained and justified.

2. The following essential elements should be included in the fiscal and business management program:

a. The business office should be headed by a Business Manager with an adequate organization and be responsible for all business functions. He should report direct to the Associate Warden-(Management).

b. An annual budget based on a definite program and plan of operations should be available.

c. Accounting systems integrated with budgetary controls and reflecting all of the principal cost areas should be established. Periodic reports reflecting the status of funds and accumulative costs should be prepared for the information of the top officials of the institution and the headquarters.

d. Complete property records for every item of equipment should be established as should inventory records and controls for all supply items. A suitable building or room of sufficient size should be available at each institution for the secure storage of all supplies and materials. A system for the planned procurement of supplies and equipment on a competitive bid basis, preferably through a central purchasing agency, shall be used.

e. Suitable records shall be established to account for all cash or securities held in trust for the individual inmates.

f. An approved system of internal and external audits should be included in the fiscal and business process.

E. Custody and Security

1. Emergency Procedures

Each prison and jail should be prepared to cope with any emergency. Written plans should be available to and understood by all personnel. A discussion of such plans and instructions on the use of each should be included in the initial training program for all prison staff and should also be used in continuous or follow-up training. Each institution should have such plans or procedures particularly adapted to its physical layout and overall needs with specified details. Following are the emergency plans and basic elements which should be included in each:

ESCAPE PLAN

Initial Action:

Action to be taken by officer-in-charge promptly after escape is noted:

a. Lock up remaining prisoners.

b. Send pursuit parties after escapee if escape is noted immediately.

c. Station guards at escape opening or route until repairs are made and to prevent further escapes.

d. Notify Warden and District Police Commander.

e. Order additional personnel to duty as needed.

f. Send officers to predetermined escape posts in the area. (This should include road intersections, bridges, high lookout points, etc., where the escapee might be seen and apprehended.)

g. Send out patrols to cover predetermined routes and other areas.

h. If the prisoner has escaped from a work detail outside the prison, the supervisor or foreman will immediately return the remaining prisoners in his detail to the prison and report to the officer-in-charge. If some distance away from the prison, he should send word of the escape by the most expeditious means.

Secondary Action:

a. Determine means of escape and direction taken after leaving the institution.

b. Determine exact identity of escapee.

c. Search files and interview other prisoners--his friends, and co-workers, in an effort to learn of probable destination or whereabouts.

d. Secure the prisoner's belongings from his Housing Unit.

Final Action:

a. Develop complete description of escapee. (Description should include name, height, weight, color of eyes and hair, complexion, nationality, marks, type and color of clothing, whether armed, direction and escape route taken and means of travel.)

b. Notify headquarters and all police commanders furnishing the complete description outlined above.

c. All persons and vehicles leaving the prison area should be closely inspected. (There is always the possibility of a missing prisoner hiding out in the institution and slipping out in a truck or other vehicle or walking out in civilian clothing.)

d. The search will continue until the escapee has been recaptured or it is believed that he has left the immediate area.

e. Determine whether or not the escape resulted from a failure in the actions of any officer or guard. Take necessary disciplinary action if anyone was found to be negligent.

f. The Warden will prepare a complete report to headquarters setting forth the details of the emergency and the actions taken.

NOTE: The Warden will have to use good judgment and discretion in putting this plan into effect. The circumstances of each escape are likely to be different and only the applicable parts of this plan should be utilized as indicated in each instance.

Preventative Action to Reduce Possibility of Escape:

a. Count prisoners regularly--at least five times each day.

b. Keep all security doors locked when not in use.

c. Routinely check all doors, windows, bars, locks, floors and walls for tampering and escape attempts.

d. Eliminate all escape routes and devices such as drainpipes, ladders, hanging wires, ropes, projections on inside walls, etc.

e. Carefully select minimum custody prisoners who will be working outside the prison.

f. Maintain frequent checks and sufficient supervision of prisoners working outside.

g. Search prisoners carefully upon initial confinement.

h. Take precautions to prevent introduction of contraband items such as saws, files, knives, guns, which might be used in an escape attempt. Prisoners working outside the prison should be carefully searched each time they re-enter the prison.

i. Maintain close control over all keys at all times and also types of tools which might be used to affect an escape.

RIOT PLAN

Initial Action:

Action to be taken by officer-in-charge when a riot commences:

a. Segregate the rioters from the peaceful prisoners.

b. Seek out and lock up the riot leaders if possible.

c. Notify the Warden.

d. If riot occurs at night, set up portable lights around the prison.

e. Completely surround the prison with additional guards.

f. Warden should notify headquarters.

Secondary Action:

a. If it appears necessary, request assistance from outside police forces.

b. Interview selected prisoners and employees to determine reason for and details of the riot.

c. Warden should talk to the rioters or their representative to determine reasons for riot.

d. If possible, break up rioters with the use of a specially trained Riot Squad of guards who should be equipped with billy clubs, helmets, etc. Use "flying wedge" or other suitable formation.

e. Equip personnel with tear gas grenades and gas masks and billy clubs if deemed necessary.

f. Use tear gas or high pressure water to break up rioters when directed by the Warden.

Final Action:

a. Make thorough inspection of prison and repair areas damaged.

b. Interview each rioter individually to determine cause of riot.

c. Determine whether or not the negligence of a guard or employee caused the disturbance and take disciplinary action as indicated.

d. If necessary, transfer the riot leaders to another prison.

e. The Warden will prepare a complete report to Headquarters sending details of the emergency and action taken.

NOTE: In the event of a riot, extreme caution should be taken to protect innocent bystanders and buildings and equipment. The Warden will have to exercise good judgment in the selection of actions necessary to put down the riot. In some instances a reasonable discussion might put an end to the disturbance. In others, tear gas, water or a show of force might end the riot. Under no circumstances should prisoners be shot while in confined areas unless they have obtained and used firearms or are attempting to kill guards and employees.

Preventative Action to Reduce Possibility of Riots:

a. Maintain high morale among inmates.

b. Immediately check out any rumors regarding misunderstandings, frictions and individuals who might be agitating.

c. Require all personnel to be alert at all times to detect and report any signs of unrest.

d. Scan all prisoners' mail to learn of any indications of of unrest or emotional disturbance.

FIRE PLAN

Initial Action:

Action to be taken promptly when a fire is noted:

a. Person discovering fire should sound the alarm immediately and call fire department.

b. Officer-in-charge should notify the Warden.

c. Remove all prisoners to safe areas within the prison if possible. (It should be remembered that saving lives is primary, and custody of prisoners is a secondary consideration in such an emergency.)

d. Take necessary action to distinguish fire.

e. Upon arrival of the fire departments, the fire chief should be given full command of the entire fire area.

f. Prisoners will not be held at a point where they might interfere with the operation of the fire department.

g. All supervisors and employees will assist in fighting the fire if they can be made available for such purpose.

Secondary Action:

a. After fire is extinguighed, return prisoners to confinement areas where possible.

b. Arrange transfer of prisoners to another area if fire damage prevents future confinement.

c. Replace all equipment and supplies.

Final Action:

a. Take a special count of all prisoners.

b. Repair damage as well as possible.

c. Make investigation, determine cause of fire and take action to prevent a recurrence.

d. Determine whether or not an employee or guard was guilty of negligence and take disciplinary action as necessary.

e. The Warden will send a report to headquarters setting forth action taken.

Preventative Action to Reduce Possibility of Fire and Fire Loss:

a. Prepare and make available to all a fire and evacuation plan including rules to be followed for the prevention of fires.

b. Have all fire fighting equipment, supplies and extinguishers inspected weekly to insure readiness for an emergency. Be sure that emergency keys are readily available and fully identified for immediate use

c. Conduct fire drills at least once each month.

d. Hava a list available showing type and location of all fire fighting equipment for the officer-in-charge, the Warden, the institution fire department and for posting in all key locations.

e. Have a similar list with telephone numbers of fire departments, hospitals, doctors, available at all times.

f. Designate a qualified non-commissioned officer to serve as institution fire chief who will be responsible for the fire prevention and fire fighting actions. He should also train selected long-term inmates who will serve as the fire fighting crew (in addition to their regular duties) for the institution.

POWER FAILURE PLAN

Initial Action:

To be taken by the officer-in-charge in the event of a power failure:

a. Start the emergency power system immediately.

b. If emergency power is not available, use flashlights and mobile lighting equipment.

c. Utilize auto headlights around the prison if emergency lighting is lacking.

d. Notify the Warden.

Secondary Action:

a. Locate and correct the power failure if possible.

b. Call out additional personnel as may be necessary.

c. Request fire department to assist with emergency lighting if other sources are not available

Preventative Action to Reduce Loss and Damages as Result of Power Failure:

a. Have an emergency generator and power system available at all times with a weekly testing plan. This system should be of sufficient capacity to provide electric power to all critical areas such as the hospital, perimeter fencing, kitchen etc.

b. Maintain a supply of flashlights and electric lanterns in a convenient location.

c. Keep the regular electrical system in a good state of repair.

d. Make frequent inspections of wires, switch boxes and all electrical equipment to prevent shorts and overloading of circuits.

CIVIL DEFENSE PLAN

Initial Action:

Action to be taken promptly by the officer-in-charge upon receipt of a warning alert:

a. Segregate prisoners in the areas which were previously determined to be most safe in the event of an immediate attack or other disaster.

b. Notify the Warden.

c. Depending on the time available, take steps to protect against the possibility of nuclear fallout with the use of sand bags and other protective material.

d. Transfer to shelter a two-weeks' supply of food, water, medicines, blankets and other emergency items.

Secondary Action:

a. After attack determine extent of damage and effect emergency repairs.

b. Be prepared to utilize prisoners to assist communities in areas near the prison in rescue and repair work.

c. Take count of the prisoner population.

d. Warden will prepare a complete report to headquarters setting forth action taken and including details of the damage, losses, injuries, etc.

NOTE: This plan should be coordinated with the district and country-wide Civil Defense Plan.

2. Security Controls

The prime responsibility of prison management is the custody and control of prisoners. This is required by the law and the public expects it. Earlier this consultant has set forth as the major goals of a correctional system the treatment and rehabilitative services in general. Such a program of treatment and rehabilitation can be effectively carried out where good security and control is constant. Following are some of the basic elements in effecting good security and control of inmates;

KEY CONTROL

Key control is most important in maintaining the security of an intitution. A plan should be followed whereby at any time whatsoever the location of each key is known. Furthermore, there should be a duplicate key at a secure and central location for each key in use. The basic elements of a good key control plan follow;

a. All keys should be issued from a secure location such as the Control Center or from a safe in an office not accessible to inmates or visitors.

b. A Key Book or log should be maintained with the keys. It should list all keys by number, trade name on the key and the number of keys available for each lock. All keys should be numbered in series with a control number set up for each building such as 100 for the administration building, 200 for the education building, 300 for shops, 400 for dormitories, etc.

c. A panel board with numbered hooks for each key or bunch of keys used in the daily operation of the institution should be maintained in the Control Center. As each key or bunch of keys is issued to the guard or employee for use, a receipt should be obtained. This receipt may be in the form of a metal tag with the employee's name stamped on it. The tag is returned to the employee when he has finished with the key and returned it to the person in charge of the panel board.

d. Duplicate keys or sets of keys should be kept in the control center or safe for use in an emergency. These keys should be numbered identical to the keys in use, should be strictly controlled, and should not be issued except when the regular keys are not available. Locks for keys which have been lost in the institution area should be replaced.

e. Locks in housing units, shop areas, offices, education building, and so forth, should be master keyed to reduce the number of individual keys that must be carried.

f. Obsolete keys should be discarded. Periodic surveys and checks of the key control system and records should be made to dispose of obsolete keys and to insure the accuracy of the records.

g. Under no circumstances should prisoners be permitted to enter a housing unit or any prison area with keys in his possession which will operate outside doors.

TOOL CONTROL

Most tools in use within an institution can be used in one way or another to effect an escape and to commit bodily harm on another inmate or employee. Included are such items as crescent wrenches eight inches or longer, screwdrivers, meat saws, files, small pieces of hacksaw blades, hammers, etc. It is extremely important, therefore, that storage and use of all tools be carefully supervised. Such items shall be charged out to employees only and returned at the end of the day's work. Good tool control is not only essential to security, but it is also evidence of good and economical administration. Fundamentals of good tool control are:

a. Establish a central tool room, if possible, and check all tools out to employees, keeping a receipt until the tool is returned.

b. Have a shadow board with outlines of the tool drawn on it to indicate what type of tool belongs in that place. Employees to check tools periodically and account for them.

c. If tools are permanently issued to different departments or work details, they should be identified as belonging to such a department or detail through the use of a numbering system.

d. Prisoners should not be permitted to use or possess tools inside the institution unless they are under immediate staff supervision.

e. Knives used in the kitchen should be checked as carefully as other tools.

CONTRABAND CONTROL

Contraband items are a continuous source of trouble to institution management. Items of contraband may be identified as anything in the possession of a prisoner which has not been issued to him or approved for his use. The principal items which prove most troublesome include narcotics, poisonous products, escape tools and homemade weapons. The basic elements of good contraband control follow:

a. Require that all living units and inmate work areas about the institution are searched often but at irregular periods not known in advance by the inmates.

b. Search all inmates upon being re-admitted to the institution after working or coming in from outside the fence or walls.

c. Strip search all inmates after they have had a visit with a relative or friend if such a visit was made in an area where contact or passing of an article was possible.

d. Carefully inspect all vehicles coming into the institution compound and all supplies which are sent in.

e. Keep under lock and key and close employee supervision all medicines, drugs and narcotics that may be required for use in the hospital or clinic.

f. All poisonous items such as lye, denatured alcohol, insecticides, etc. should be kept under lock and key and used only under the supervision of an employee.

COUNTS

a. The count system should provide for at least five official counts in every 24 hours. These counts should be at times when they do not interfere with the work or training programs.

b. In addition to the five official counts, each guard in charge of a detail or housing unit should be required to make periodic checks of the inmates under his supervision at irregular times.

c. The master count of an institution should be maintained in the Control Center or office. The guard or employee

maintaining this master count must be provided with current information regarding all inmates committed and released from the institution and all changes in housing. The master controls should show in what housing unit each inmate is quartered. This can best be accomplished by use of an index card for each inmate in the institution. There should also be a daily master control showing which inmates are assigned to the different work details whether or not They are employed inside or outside the institution.

d. The actual counting can best be accomplished if the fundamentals listed below are followed:

(1) If at all possible, counts in open dormitories and rooms should be conducted by guards working in pairs.

(2) Extreme concentration is needed in making the counts. Guards should not speak to prisoners or allow any kind of distraction.

(3) Flesh or movement of a body should be noted before recording the man as being counted. Many escapes have been accomplished through the use of dummies which were counted as prisoners thus giving the escapee more time to get away.

(4) When each unit, room, or floor has been counted, the number should be noted on a count slip. These count slips are then turned into the Control Center, where the master count is maintained, for verification.

(5) Counts of men on details assigned to work areas within or outside the institution can best be made by assembling all of the prisoners in one area and promptly transmitting the results to the Control Center.

DISCIPLINE

A positive program of disciplinary control is necessary for the training and rehabilitation work to function with the least amount of friction and misunderstanding. Discipline is not just preventing misconduct, disturbance or escape. Instead, it is a process of instruction and guidance in conduct and practices with punishment inflicted when necessary for the purpose of correction

and training. Discipline is necessary to maintain a wholesome climate in a prison community and to protect life, health and property. Discipline is an important part of the rehabilitation process. It is one of the most important functions of the staff if it is administered in a constructive manner. Some of the essential components of a good disciplinary program are:

a. A good system of communication between the inmates and staff will do much to keep down misunderstandings and mutual suspicions. The inmates should be thoroughly orientated during the first week or two that they are in the institution. They should receive systematic instructions in the program and procedures of the institution and also information as to their responsibilities and privileges. A booklet or at least a list of rules and regulations should be made available to each inmate shortly after his arrival. The rules should be clear and easily understood. The inmates must be instructed how to observe such rules and this must be a continuing process.

b. All rules and regulations should be enforced continuously and impartially. Good judgment and understanding should be used by employees in enforcing the rules.

c. Consistency in the application and enforcement of rules is also most important. Frequent staff meetings for discussion of the rules and regulations and the manner in which they are being enforced by each employee should be held to assure that all prisoners are being treated the same by all employees.

d. Since discipline is one of the most important factors in the institutional life of an individual and for management, primary responsibility rests with the Warden and top staff who must develop good discipline and prevent undesirable disciplinary practices.

e. Good morale represents a sound basis for good discipline, but it is not obtained by arbitrary rules alone. It requires leadership and a balanced program of work, training and other activities with the objective understood by all which is the treatment and reformation of the individual.

f. When there is need to report an infraction of the rules, it should be done in writing to the Warden. Such reports can be titled "misconduct reports". Action on such a report should be taken immediately, (within 60 hours) preferably by a three-man Adjustment Committee. A formal

hearing should be conducted and the prisoner given an opportunity to state his side of the case. The action taken by the Adjustment Board should be fair and consistent. Some of the disciplinary measures which may be used are:

(1) Reprimand.

(2) Loss of privileges.

(3) Confinement in segregated cells.

(4) Restriction to cell or dormitory.

(5) Transfer to another institution.

g. Care should be used to prevent undesirable disciplinary practices. Corporal punishment such as flogging, strapping, stringing up by the wrists, clubbing, electrical shock, exposure to extreme heat or cold, handcuffing to cell doors or posts should never be used. The use of force is never justified as punishment. It should be used only in emergencies and where it is absolutely necessary to control a situation. If employees use fists or clubs as a means of punishment, the prisoners will be waiting for the day when they can retaliate in kind against such employees or in the form of a riot or disturbance.

It has become accepted practice for an employee or guard in charge of a housing unit or detail to take immediate adjustment action for minor offenses or deviations. For example, a prisoner might be required to scrub the floor of a dormitory or cellhouse rather than be formally reported to the Adjustment Board.

F. Classification

1. In a modern correctional institution, devoted to custody and a program of treatment and rehibilitation for convicted prisoners, certain organized procedures are necessary to insure the proper kind of care and training for each individual. The term used to describe these procedures is "Classification". Rehabilitation can be accomplished when the staff cooperates as a team in setting and promoting a program for each inmate. The treatment is more effective when the custody, education, vocational training, religion, recreation and health improvement is integrated not only initially but on a continuous basis and for the full time that the man or woman is in prison.

2. Classification is a separate administrative and treatment activity of considerable proportions. A handbook on this subject can be obtained from the American Correctional Association, 135 East 15th Street, New York, New York. Personnel trained in social work, the educators and doctors and the understanding and the cooperation of custodial and management personnel are all necessary for a good classification program. However, the following essential features of classification can be applied with a minimum of specialized personnel and an attempt should be made to accomplish this in the Amman Central Prison now. In the new Correctional Center these basic guidelines must be followed in order to segregate and treat the different classifications of prisoners:

a. The classification process as a whole involves the study of each individual with the use of every available diagnostic technique. The study and evaluation should take place during the first month after the convicted prisoner has been received at the institution to commence serving his sentence. After the information has been compiled, it should be assembled and summarized in the prisoner's file.

   A Classification Committee composed of the Associate Warden (Treatment), the Social Worker and the Education Supervisor should then meet and agree on the program planned for the individual. The chaplin, psychiatrist and medical officer, if on the full-time staff, may also be appointed to this Committee.

   The individual's program designation should include his designation as to custody (maximum, medium or minimum), the housing unit in which he will be kept, the education he is to receive, the type of employment he is to have, the medical or psychiatric treatment and the counseling program. After his plan has been agreed upon, he should be called before the Committee and informed of the decisions. From then on, all the departments of the institution will put the program into effect.

b. The Classification Study is an important document used in the classification process. It serves as a summary

of all the information available and is regularly used by all key personnel of the institution and the headquarters office in administering the treatment program and in other administrative matters concerning the individual. The Classification Study should include as a minimum the following data and information:

(1) A brief account of the legal aspects of the case with an explanation as to how the inmate violated the laws.

(2) A summary or listing of the individual's criminal history.

(3) A brief biography or social history of the inmate. This would include information obtained from family members, friends and others.

(4) Educational status.

(5) Employment record and experience.

(6) Physical condition. This would include a report by the doctor.

(7) Religious background and interest.

(8) Recreational interest.

(9) Initial behavior in the institution as reported by the custodial staff.

(10) Psychological characteristics as reported by the psychologist and psychiatrist if they are on the staff as full-time doctors.

(11) A brief summary and recommendation by the Social Worker whose duty it is to study and evaluate all of the information assembled on the inmate.

(12) A copy of all the classification data and summary should be made available to the headquarters office. All staff personnel at the institution who are involved in carrying out the program for the individual should study the classification data assembled in the prisoner's file which should be kept in the Records Office of the Institution.

NOTE: Some sample Classification Study Forms will be provided.

c. The Records Office is where the individual folders for each prisoner should be kept. The employee in charge of this office is responsible to the officer-in-charge of the classification program. The file should contain at least the following:

(1) All legal documents including the commitment, judgments, warrants, etc.

(2) All correspondence relating to the inmate and records of disciplinary infractions which should include the facts and the action taken as punishment.

(3) Quarterly progress reports from the inmate's work supervisor, education department, etc.

(4) All information received from other sources regarding the inmate.

(5) Fingerprints and photos and a copy of the classification study.

d. The Orientation or Reception Program is most important. The period immediately following the prisoner's admission to the institution is of great significance both to the inmate and the prison officials. Few prisoners bring with them any understanding of a correctional program nor do they have any real hope of profiting from the experience. The first month that a prisoner is in the receiving unit is of great importance and his conduct and attitude can be determined and gided with good reception and orientation. Some of the most important objectives which can be accomplished during this period are:

(1) The inmate can be informed through lectures and with the use of written material what he may expect during his stay.

(2) He is interviewed by the staff members who are responsible for assembling the information used in the Classification Study. He should be examined by the doctor and given tests by the education supervisor to determine his standing in these areas.

(3) He can be closely observed by the guards in charge of the orientation unit.

(4) Group meetings of new men can be held with key staff members delivering lectures about all phases of institution life.

G. Education

1. All modern correctional institutions provide educational opportunities for inmates. Education in prisons or correctional education, as it is called, is designed to meet the interests and abilities of the individual inmate. If at all possible some form of education should be made available to all offenders but programs for the younger men and women (18-28) should be emphasized. A correctional education program may include the following:

a. Primary, intermediate and high school. Classrooms, material and capable instructors are necessary for these classes. Inmate instructors may be used provided they are adequately supervised by the civilian education supervisor. Such classes should be conducted in the evening after regular work hours.

b. Vocational Training. This is the type of education which can be readily coordinated with the work of maintaining and operating the institution. It can be accomplished by considering all maintenance work as on-the-job training. A foreman or officer in charge of a detail or operation should be required to conduct formalized training in connection with the specific job or duty. The lessons and method of instruction should be developed by the educational supervisor. Some of the institution jobs normally assigned to inmates under civilian supervision which can become a part of vocational training are: cook, baker, painter, cobbler, farmer, nurse, plumber, electrician, tailor, auto mechanic, stonecutter and clerk.

c. Social Education. Broadly speaking, social education in prison is the study of the inmates themselves, the society in which they live and society in general. With such an approach, on a group basis, they will be in a position to critically examine their own attitudes and behavior patterns, become better able to understand and live with themselves and accept others and the rules of society as they are.

Selected topics in social studies, citizenship education and ordinary day to day living problems such as family budget, property management, the government, work training, personal living, marriage, raising families, etc. have proved successful. Social education in prison is not the responsibility of the education supervisor alone. Every employee in every department in his routine contacts with the inmates can assist materially, by setting a good example and thru counseling. Qualified employees and leading citizens from nearby communities can be requested to talk to groups of prisoners on a variety of social subjects.

d. Library. A prison library is now accepted by leading correctional administrators as an important function of the treatment program. Occupying a room in the education

department, it should be well stocked with a variety of reading material. The objectives include the development of reading as a leisure time activity, enlarging the individual's social background, providing information about the craft and trades and preparing by self-improvement each person for release and a new life in the free community.

e. Recreation. A planned physical training and recreation program is also considered an integral part of treatment. It should be designed to meet the needs and interests of all inmates with competitive sports and strenuous activities for the physically fit and quieter forms of recreation for the older persons. An employee should be designated to act as recreation supervisor and the programs should be organized and timed to fit in with the rest of the institution activities. Recreation generally should be permitted after regular work hours and on holidays and weekly holidays. In addition to the sports and games, programs of music, drama, hobby craft, movies and radio should be included as recreation activities.

H. Religious Program

1. From the beginning of time men have looked to religion for guidance and inspiration. There is probably no single group of men and women more in need of religious guidance than those in prison. The religious services of themselves supply a basic need in the regeneration of an inmate's morale, ethics and peace of mind but pastoral counseling and spiritual guidance are also important to a well rounded treatment program. All prisoners should have the right to worship in accordance with their own beliefs. Every institution with a population of 400 or more should have a full time religious leader or chaplain. He should be professionally trained and be of the faith most prominent in the institution population. The functions of the chaplain should include:

a. Religious services for both inmates and personnel.

b. Sacramental ministery.

c. Religious teachings.

d. Counseling, both individual and group.

e. Visitation, in all areas of the instituion.

f. Initial religious interviews with all inmates.

g. Reports to institution and ecclesiastical authorities.

h. Correspondence with relatives of inmates.

i. Arrangement for religious services and guidance for inmates of minority faiths.

I. Medical Services

1. It is a known fact that adverse conduct patterns, warped thinking and morbid feelings are common among criminals. Most of these people are basically inadequate and much more subject to psychotic trends and emotional upsets. Many criminals have long records of alcoholism, drug addiction, sexual deviations and other repitious and compulsive conduct. In recent years penological authorities have recognized that many of these criminal cases are sick people. A man or woman released from prison in sound health, in good appearance and with a renewed and hopeful outlook is more likely to avoid difficulty with the law than the person who is unhealthy and mentally sick. So medical correction has become much more significant. A small hospital and good medical health service is most important in the treatment of the criminal.

2. A full time doctor serving as chief medical officer and a staff of at least three male nurses or technical assistants should be included in the complement of a correctional institution caring for about 600 prisoners. A dentist is also justified if the budget permits. If a full staff cannot be provided of course the services of a doctor and dentist in the nearby community must be obtained. The medical staff of a correctional institution should be primarily concerned with:

a. Initial physical examinations of all persons within 48 hours after they arrive at the institution. This is most important as contagious diseases are easily introduced and epidemics are difficult to control once they have started in an institution.

b. Observation, diagnosis and treatment of the bed-fast and ambulatory cases.

c. Immunization of the inmates and staff as needed.

d. Preparation of clinical records and reports.

e. Supervision of institution sanitation program with regular inspections.

f. Management of and services in the outpatient clinic in the hospital which is really the center of the health and medical services.

g. Arrangement with nearby doctors, psychiatrists and hospitals for services to inmates which cannot be provided by the institution.

4. A dental office and service is considered an important part of the medical and health program. It should provide the basic minimum dental service-restore and maintain the mouth in a clean, healthy condition and provide for adequate mastication. Missing front teeth should be replaced if at all possible.

J. Food Service

1. Good food is probably the most important single factor in maintaining the health and morale of the prisoner population. The cost of the food, the manner in which it is served, nutritive value and the variety is most significant. Variety plays an important part because a monotonous and repetitive diet seems to increase the sense of futility and hopelessness suffered by those in prison. The cost of the food, of course, is also a paramount consideration.

2. An efficient food service operation can only be accomplished under the leadership of a capable supervisor who has had experience and training in all phases of planning, cooking, baking and serving food. He and his assistants should supervise most closely the inmate workers in the kitchen and dining room areas. The principle responsibilities of the food supervisor include the following:

a. Planning of menus to provide a palatable, economical, nutritious and varied diet.

b. Assuring high standards in the preparation and serving of meals.

c. Seeing that all approved methods of sanitation and safety are following throughout the department and by all personnel involved in food handling.

d. Operating both a kitchen and bakery. As bread is a principle item of food it is certain that substantial savings in cost can be affected if all bread and pastry items are prepared in an institution bakery.

3. Serving the majority of prisoners in a large dining hall has become accepted practice in all modern correctional institutions. This is accomplished by the use of a cafeteria style serving area just outside the kitchen but in the main dining hall. Prisoners pick up an individual tray and other eating utensils, pass in front of the serving table, serve themselves and proceed to four or six-man tables and eat their meal. Dining halls of this type are designed to seat only about one-third of the prisoner population at one time so the feeding must be accomplished in shifts. Such an arrangement has proven to be more economical and more efficient. It is also better from the standpoint of supervision and control by the staff and more satisfactory to the inmates themselves.

K. Employment

1. Idleness in prisons involves a great waste of the taxpayers' money. Idle prisoners are not engaged in productive work nor given the chance to learn a trade or develop skills which will help them to become self supporting after release.

2. Employment or work programs involving all able bodied men and women in prison have long been considered most necessary by the leading correctional systems of the world. It is definitely an important factor in the training and preparation of an individual. Employment of prisoners improves morale, reduces tensions and unrest, lessens disciplinary problems, reactivates and develops new skills and work habits and provides a means for the individual to contribute to his own support and that of his family.

3. The employment of inmates contributes to the economical operation of the institution thus lowering the cost to the taxpayer. Most maintenance work can be accomplished with inmate labor, food products can be grown and used in the kitchen or supplied to other government institutions and many items can be produced in prison factories for use by the Public Security Forces and for sale to other government departments. Prisoners can be employed in three general groups:

a. Maintenance. This involves the use of prisoners in the work of maintaining the institution and the care of the prisoner population as a whole. Prisoners assigned to cleaning, cooking, shoe and clothing repair, laundry, office work and the maintenance shops such as paint, electric, plumbing, garage, etc., come under this heading.

b. Agriculture. Selected minimum custody prisoners assigned to the fields and gardens, most of which will be located outside the prison fence, are classified as agriculture or farm workers.

c. Industrial. This is the term used to describe the commercial type manufacturing activities. Maximum and medium custody prisoners can be employed in prison factories. Products which are needed by the government can be produced more economically in prison with the use of skilled supervisors and the proper equipment and supplies. The industrial plants in the new Correctional Center should include the following:

Weaving Shop (20 men)
Print Shop (30 to 40 men)
Furniture Factory (60 to 70 men)
Sewing Shop (20 to 30 women)

d. These manufacturing activities combined with the maintenance and agriculture assignments will meet the

estimated needs of the new Correctional Center for the next five years. If the population should substantially increase, these employment activities should be increased accordingly or possibly some new projects added depending on the training needs of the men and the marker for the products at the time.

e. Lack of space will not permit the commencement of any extensive employment programs in the Amman Central Prison, but the weaving operation there could be expanded and there is room in the carpenter shop and cobbler shop for small manufacturing activities. The Area Prisons, where space permits, should plan to install manufacturing activities to keep the maximum number of men and women employed. The construction of the new Correctional Center will utilize the services of about 100 minimum custody prisoners from the Amman Prison.

f. All prisoners should be engaged in employment whether they are serving sentences or awaiting trial. If existing law does not permit employment of unsentenced prisoners, consideration should be given to amending the law or permitting the prisoners to work after signing a waiver if this is legally possible.

g. All employed prisoners should be paid a nominal wage provided they are good workers, they have a good conduct record and their institution attitude and efforts toward self improvement are satisfactory. Such wages can be financed to some extent with profits from sales of manufactured and agricultural items or with funds from the general appropriation. The improved morale, the deterrent effect as far as misconduct and unrest is concerned and the feeling of responsibility and accomplishment on the part of the individual is well worth the costs and effort involved in such an arrangement.

h. Manufacturing operations together with the agricultural program require separate accounting because they are self supporting and the sale of products to other government agencies is involved. The revolving fund system has been successfully used in many similar organizations. The fund is initially established by the government; and, as production and sales develop, the fund and entire operation eventually becomes self-supporting.

If the manufacturing and agricultural operations remain on a small and limited scale, the business and accounting involved can be handled by the institution business manager. As activities increase, however, the manufacturing and agricultural operations should be placed under a department head with the title of Superintendant of Industries or Manager of Industries.

i. It should be remembered that all inmates in an institution can not be gainfully employed. Men and women who have been newly admitted and are in orientation or reception status, prisoners awaiting transfers to other institutions, those in segretated cells for disciplinary purposes, hospital patients and phusically unfit persons can not be included with the employable total.

j. Care should be taken to make the work assignments on the basis of ability, interest, need for employment, desire for training, development of skills and trustworthiness.

k. All employment should be integrated as much as possible with the vocational training program under the administration of the educational supervisor. Related classroom training in connection with the work assignments serve to develop the inmate in his particular skill or trade and thus enables him to more easily obtain and a job after he is released from the institution.

L. Plant Maintenance

1. The physical plant of a modern correctional facility contains a substantial amount of mechanical equipment which requires continuous attention. Likewise, the plumbing fixtures, furniture, utility lines, motor vehicles, locks, doors, windows, etc. require work and repairs by skilled tradesmen and mechanics to keep all in a satisfactory operating condition. This department, too, is responsible for construction work and can be organized for this purpose during the building stage of the new correctional center. An institution must be well maintained at all times to maintain security and fulfill its part in the treatment and employment programs.

2. An experienced and well-qualified chief engineer or maintenance supervisor should head up this department. Most of the labor and repair work can be accomplished with inmates working under the supervision of experienced civilian employees. As stated in the chapter on Education, all inmates on maintenance work can also be given on-the-job training as part of the vocational training program. The number and specialties of such employees will depend upon the needs of the institution. However, at least the following shops should be established: paint, carpenter, electric, garage, machine and plumbing.

M. Inmate Personal Items, Services, Property and Privileges

The average prisoner is like a person in the free world with regard to the possession of property and the receipt of goods and services. He has a sense of value and he wants to be treated as well as the others. Lax handling of issues and property and the provision of services in an inconsistent manner creates distrust and resentment. Proper controls, uniform policies and procedures and treating every prisoner equally is most essential in this area of institution management. Certain personal items, standard services, property controls and some privileges which are accepted as minimum standards by enlightened correctional systems of the world are listed below:

1. Personal Items

   a. Suitable institution clothing, properly fitted, should be provided for all persons serving sentences of more than three months.

   b. Special clothing should be issued to inmate workers on certain jobs such as white clothing for those in the kitchen and hospital, and fatigues for garage workers, masons, farmers and others.

   c. Beds, Mattresses, blankets and towels should be furnished.

   d. Toilet articles, including safety razor, tooth brush, tooth powder, soap, and drinking cup are proper items for issue to each inmate entering the institution.

   e. Release clothing of presentable appearance should be issued to each person released from the institution who has served more than one year. If clothing worn into the institution has been carefully stored and saved and is presentable, it can be worn by the prisoner when he is released.

2. Services

   a. Laundry service should be provided so that each inmate has a clean change of clothing at least once a week.

   b. Bathing practices are governed by the facilities available, custodial considerations and the need of each individual. If possible, each person should be permitted to bathe daily. He should be required to bathe at least once a week and daily if he is assigned in an area where the work is unusually dirty.

   c. Barber services are required and haircuts should be mandatory at least every three weeks. This is the only barber service which should be provided, hospital and mental cases excepted. Haircuts should be standard and the same for all. Extremely long hair, shaven heads and any odd haircuts should be

prohibited. The barber shops should occupy rooms near the living quarters and inmate barbers used under the supervision of an employee of the custodial force.

N. Public Information

Traditionally, prisons have not received the benefit of a good Public Relations Program. The publicity is usually of an adverse matter such as that surrounding an escape, a riot or the commitment of a new crime by a man just released from a certain prison. If an elightened program of corrections is to be established in Jordan, public confidence in the personnel, policies, plans and program must be obtained. The public information concerning the correctional system should include the following objectives:

a. Educate the public regarding the proper use of the prisons and jails and the programs and operation thereof.

b. Endeavor to enlist the aid of the public, both individuals and groups, in conducting institution programs and training.

c. Keep the public informed with all communications media of planned changes in facilities and program improvements.

d. Strive through accurate public information to overcome erroneous concepts and prejudices of prisons that the public may have.

e. Utilize employees in the public information program by authorizing them to talk to groups in the communities. Keeping the employees themselves fully informed about the institution is necessary when they are used in the Public Information Program.

O. Morale of Inmates

The morale of inmates is a most important factor in the management of a penal institution. Even though the prison is perfectly constructed, the personnel well-trained, and operating procedures are of the best, full security and discipline cannot be assured if harsh rules and regulations are imposed. If they are subject to humiliation, degradation, idleness and mental stulification, the desire to escape and revolt will be so strong that discipline will become a real problem.

It is important that prisoners be permitted to maintain their sense of dignity, to keep them busy on a training or production activity, to bolster their morale and to permit them to live as nearly as possible like people in the free community outside prison.

III. NEW CORRECTIONAL CENTER

A. Background

1. In 1963 the officials of the Public Security Forces agreed that the old Amman Central Prison should be replaced. The sincere resolve of the Ministry of Interior and the Director General of the Public Security Forces at this time to improve the prisons in Jordan and establish a modern correctional system make the goal more nearly attainable.

2. Funds have been provided to commence the construction of a new prison in this area and for improving some of the district jails. The observations and findings of this consultant support without question the need for not only a new institution complex hereinafter referred to as a Correctional Center, but also an entirely new concept of corrections with the attendant philosophies, policies and procedures as outlined in Section II of this report.

B. Program

1. For the information of the Architect and others concerned, the following program which is to be accomplished in the new Correctional Center, is presented for consideration in the planning and construction work:

a. Adult male and female prisoners under the age of 18 will be incarcerated. Although located in the same area, the section for female prisoners must be in a separate building at least 200 yards from the main instituion.

b. Both sentenced prisoners and offenders awaiting trial must be cared for with a minimum of contact between the two groups.

c. Political prisoners must be quartered separate from the rest of the population.

d. The adult males, ages 18-28, must be housed separately as much as possible and receive the benefit of more intensified education and training.

e. The main institution for men must be constructed so that prisoners of different degrees of custody (maximum, medium and minimum) can be safely cared for with maximum security facilities provided for the hardened criminals, escape risks and agitators.

f. Education and vocational training facilities for all must be made available.

g. Space and equipment for a work or employment program for all physically fit inmates must be provided. This will involve assignment to the maintenance and manufacturing jobs within the Institution and also to the agricultural and forestry projects near the Correctional Center but outside the fence.

h. The Institution must be secure and at the same time manageable with a minimum number of guards and employees.

i. The work and training areas must be separate from the the living quarters and all inmate traffic between these areas must be subject to adequate custodial control.

j. The Institution must be designed to permit expansion in the future.

k. Adequate sanitation, safety and health factors must receive priority in the planning.

l. Construction costs must be kept to a minimum but not at the expense of an enlightened program of training, employment and security. This Institution will probably be in use for some fifty years and so the most durable materials and facilities should be used. To reduce the construction costs, the use of prison labor is recommended.

C. Site Selection

1. Selection of a proper site in the most desirable location is essential in planning a new Correctional Center. If it is in the wrong location, adverse results could include difficulties in management, high operating costs over many years, handicaps for staff and families, inconvenience for the attorneys and courts, supply problems and excess transportation costs. The following factors should, therefore, be considered in selecting a site:

   a. Size of instituion
   b. Most central location
   c. Distance to population centers and district jails
   d. Nearness to community for staff living
   e. Availability of public transportation
   f. Foundation base
   g. Agricultural land
   h. Climate
   i. Topography
   j. Utilities: water, fuel, electricity, sewage disposal
   k. Possibility of encroachment by others such as housing or industry

l. Availability of supplies and maintenance services
m. Nearness to community for resources such as:

hospitals	educators
doctors	religious leaders
dentists	businessmen

2. While no effort was made to select the exact site, there is no question but what the new Correctional Center should be located within 10-20 kilometers of Amman. It should be in a generally flat agricultural area not far from a main highway. An Amman location meets all of the criteria mentioned above. Since, in the interest of economy, the Institution will care for both sentenced and unsentenced prisoners it is imperative that it be located in this area near the various courts, attorneys and the most heavily populated area of Jordan. It should be located, if possible, on land already owned by the government.

D. General Specifications

1. This consultant has sketched a proposed Correctional Center designed to meet the program described above. The current workload in average daily population will range from 470 to 650 and reach an estimated 800 by 1975. The proposed design permits orderly expansion of housing and facilities as needed.

2. The main institution for men should be facing south if possible, and located on the back section of a reservation consisting of at least 120 acres. It should be on a flat elevation at least 300 meters square. The Women's Division should be at least 200 meters from the main institution.

3. The building layout shall be of the telephone-pole type with a common corridor connecting all buildings and wings.

   The housing units on either end permit segregation of sentenced and unsentenced prisoners.

   All work and common-use areas are located in the central part of the institution.

   All buildings shall be two stories, fireproof and conform architecturally to the style in this area.

   The exterior shall be of concrete block or stone whichever is the most economical to use considering that low cost prison labor will be used in the construction work.

4. All utilities must be provided including water, electricity, sewage and heating services to each building.

5. Exterior windows shall be of prison type detention sash equal to Wm Bailey Series SN-2, size 3' X 4½", except for the cell houses where all windows will be equipped with Wm Bailey SN-1, size 3' X 4½". The total glass area should be at least 8% of the floor area.

6. All doors in security areas and to the exterior shall be of heavy hollow metal construction with prison type hardware and glassed with 4 lights, 6 in by 9 in. Doors to offices and other interior non-security spaces shall be regular commercial type doors with standard hardware and locks.

7. Interior partitions shall be of concrete block, stone or hollow terra cotta tile. Such partitions to be used for walls between corridors and housing units and partitions dividing rooms in all areas. The partitions between cells and front and rear cell walls should be reinforced by filling with concrete and placement of reinforcing steel rods. Ceramic tile in pastel colors shall be used on walls in all Bathrooms, Showers, Kitchens, Dining Rooms, Hospital Rooms, Hallway and Corridors.

8. Interior floors of concrete or terrazzo tile (of stain proof quality), whichever is the most economical, shall be provided for all areas except the following: kitchen and dining rooms, toilets, washrooms, receiving rooms. In these areas slip-proof quarry tile or similar products shall be used. Vinyl tile of attractive design shall be used in all office spaces, school, library and mosque.

9. Locking devices for cells which have swinging doors shall be individually hand operated. If funds permit, however, a limited device which will mechanically unlock, lock and deadlock each line of cell doors from a cabinet at the end of each line of doors should be installed.

10. Electric power and light of sufficient quantity should be provided to operate a considerable number of machines in the maintenance shops and factories in addition to ordinary lighting for all other areas including quarters for not less than 30 staff families. Fluorescent lighting should be used throughout the institution based on approved standards for areas and spaces to be served.

11. Water Supply should be based on an overall consumption of 200 gallons per person per day. Sufficient pressure should be available to meet consumption and fire fighting needs on all parts of the reservation.

12. Plumbing fixtures shall be of white porcelain and of the standard commercial type except those in the cellhouses where the one-piece cast aluminum combination toilet and wash basin should be installed. For sanitary and security reasons, it is imperative that each housing unit be equipped with toilets, urinals, lavatories, and showers. All water pipes, conduit, waste and vent pipes should be concealed in utility channels to prevent tempering and destruction.

    Toilets should have floor and wall flanges with push valves for flushing. No movable seat is required.

    Urinals should be wall mounted with push button valves for flushing.

    Lavatories should be of the standard commercial type basins with splash lip in front and a shelf back for wall mounting with valves for both hot and cold water and push type drain control.

    Shower stalls shall be not less than 3 ft. X 3 ft. in size and equipped with institution-type vandal-proof shower heads with one-way ball joint features which can be locked with special set screws.

    Drinking fountains shall be of the standard commercial type and provided in each housing unit and other areas where inmates are at work or in training.

13. Sewage disposal should be accomplished with a suitable system for carrying waste from the institution and staff residences to a disposal plant of the Imhoff tank and Trickling Filter type or equal. The system and plant shall be of sufficient size to serve the needs of a community of 2000 people.

14. Telephones with lock and key devices should be installed in the offices of the Warden, Associate Wardens, Women's Division, Business Manager, Personnel Office, Control Center and other important offices as determined by the Warden. A pay telephone should be installed in the reception area for the use of employees and visitors.

    An Interior Telephone System should be provided if the budget permits. Such a system would include an automatic switchboard with dial phones in all of the major offices, shops, inmate activity areas and in each housing unit. The

system should include equipment for executive right-of-way calls, conference calls, fire alarms and watch calls.

15. Radio and Intercom system should be installed for furnishing educational and musical programs, for making announcements to any area of the institution and for emergency communications. The system should include a control panel in the Control Center, wiring, and loud speakers in all institution departments and housing units. A radio receiver and tape recorder should also be included so that programs may be transmitted directly to the speakers and so that taped programs can be used. The loud speakers should be of the two-way type so that the officer in the Control Center can listen in on any inmate area of the institution at any time.

16. Fencing of the chain link type, 10 feet in height with bottom two inches set in a concrete base shall be provided. It is to enclose the Men's Institution, the Women's Institution and the recreation fields as shown on the Plot Plan, P-1, in the Appendix.

17. Perimeter Fence Lighting of sufficient intensity to permit accurate weapons sighting visibility from a distance of 300 meters shall be provided.

18. Towers, with inside stairway, and full visibility in every direction shall be located at each corner of the main compound and outside the fence as shown in P-1.

E. Construction Plans

1. A competent Architect should be engaged for this project.

2. Construction of this Correctional Center can be accomplished by using prison labor with a considerable saving in total costs. If this is done, however, a contract should be made for the services of an experienced engineer or project superintendent and some assistants to serve as project foremen.

3. It is considered feasible to select, from Amman Prison, after a careful review of the files, some one hundred men and establish a temporary camp at the construction site. The prisoners assigned to this project should be selected on the basis of their experience, physical ability and trustworthiness. They should be paid a nominal wage.

4. Adequate guard supervision will have to be assigned to this construction camp.

5. A "Handbook of Correctional Institution Design and Construction" published by the United States Bureau of

Prisons will be made available to the Architect in charge of the project, together with a list of American suppliers of prison type equipment.

6. Information needed regarding the equipment to be used and equipment layouts in shops, kitchens and other areas will be gladly furnished.

7. This consultant will be glad to provide any additional information or answer any questions which may arise during the planning, construction and use of this Correctional Center.

MISC. CRIMES AND PENALTIES

Crime	Penalty*
Intended and premeditated murder	5 yrs. to death
Murder by mistake	6 mos. to 3 yrs.
Theft and robbery	1 yr. to life
Swindling	2 mos. to 3 yrs.
Destruction and sabotage	1 mo. to 3 yrs.
Bribery	3 mos. to 3 yrs.
Forgery and falsification of money	1 mo. to 7 yrs.
Rape and indecent assault	5 to 10 yrs. (Hard Labor)
Kidnapping	1 mo. to 10 yrs.
Adultery and Incest	6 mos. to 3 yrs.
Assault of religious rites and security of the dead	1 mo. to 3 yrs.
Arson	1 week (Capital - life)
Carrying of weapons	1 to 6 mos.
Delinquent & illegal societies	6 mos. to 7 yrs.
Espionage	10 yrs. to life (Hard Labor)
Contacting the enemy	2 yrs.
Drinking	1 wk. to 1 mo.
Gambling	3 to 6 mos.
Escape of convicts	6 mos. to 7 yrs.

*Fines are also applicable in some cases

PRISONER POPULATION AND STAFF
1 March 1966

Prison	Prisoners	Total Staff	Matrons	Guards	Non-Comm. Offrs.	Officers	Prisoner-Staff Ratio
Amman	501	130	4	91	30	5	3.8-1
Madaba	12	6	1	3	2		2-1
Salt	41	9	1	6	2		4.5-1
Zarqa	51	9	1	6	2		6-1
Irbid	98	21	2	14	5		5-1
Ajlun	15	5	1	3	1		3-1
Jarash	9	5	1	3	1		2-1
Kurah	4	5	1	3	1		1-1
Mafraq	5	3	1	2			1.5-1
Jerusalem	62	20	2	13	4	1	3-1
Bethlehem	17	6		4	2		3-1
Jericho	11	4	1	2	1		3-1
Ramallah	33	6		4	2		5.5-1
Hebron	62	6	1	4	1		10-1
Nablus	82	38	1	30	6	1	2-1
Jenin	42	7	1	4	1	1	6-1
Tulkarm	41	6	1	4	1		7-1
Karak	9	7	1	4	2		1-1
Tafileh	9	4		3	1		2-1
Ma'an	13	10		8	2		1-1
Aqaba	7	4		3	1		2-1
TOTALS	1124	311	21	214	68	8	3.6-1

TURNOVER RATE
Amman Central Prison

(For Six Months Ending 28 February 1966)

	INCOMING	OUTGOING
September	117	108
October	116	102
November	106	190
December	70	74
January	125	92
February	89	93
TOTALS	623	659
Average per month	104	110

CONVICTED PRISONERS BY OCCUPATION

Amman Central Prison

9 April 1966

Occupation	Number
Barber	5
Blacksmith	8
Butcher	5
Carpenter	32
Cook	7
Driver	16
Electrician	6
Farmer	109
Laborer	70
Mason	9
Mechanic	18
Merchant	9
Painter	3
Photographer	2
Presser	6
Total	305

PRISONERS BY OFFENSE

Amman Central Prison

Offense	12 March 1965		12 March 1966	
	Men	Women	Men	Women
Espionage	57		71	
Murder	100	3	14	1
Attempted murder	19		6	
Collision causing death			9	
Theft	135		121	5
Rape and indecent assault	48		33	1
Betrayal of trust	7		15	
Defamation of superior person	1		8	
Traffic violations	30		38	
Trade and vocational offenses	4		3	
Drunkenness	27	1	46	
Harming others	17		42	
Resisting police	4		21	
Possession of narcotics	5		10	
Abduction	3	1	1	
Disturbing the peace	5		21	
Fleeing military service	41		22	
Possession of firearms	3		28	
Embezzlement	5		5	
Forgery	10		5	
Violation of passport law			5	
Kidnapping	1	1		
Swindling	4		9	
Indecent act	5		10	
Indebtedness	26		7	2
Military offenses	11		1	
Religious contravention	28		30	
Prostitution		6		3
Housebreaking	3		13	
Gambling	1		19	
Fighting	12		11	
Trespassing			7	
Pauperism		1	11	4
Suspicious circumstances	7		10	
All other offenses	40		39	
TOTALS	659	13	691	16

CONVICTED PRISONERS BY AGE

Amman Central Prison

9 April 1966

AGE GROUP		NUMBER
18 to 30		224
31 to 40		50
41 to 50		18
51 to 60		8
Above 61		5
	Total	305

CONVICTED MALE PRISONERS BY LENGTH OF SENTENCE
Amman Central Prison

	1 July 1963	26 March 1966
Death Sentence	2	-
Life	29	49
5 to 20 years	67	104
Less than 5 years	164	145
Total Convicted	262	298
Detainees	315	186
Total	577	484

ESTIMATED POPULATION INCREASES
(General Population and Prisoner Population)

	1965 (Actual)		1975 (Estimated)		1985 (Estimated)	
	General	Prisoners (March, 1965)	General	Prisoners	General	Prisoners
Amman[1]	316252	561	487669	800	642740	980
Madaba	30854	10	46197	20	60894	25
Zarqa	119561	45	205342	80	270640	90
Rural Area	23141		30798		40596	
Total Amman Dist.	489808	616	770006	900	1,014870	1095
Salt	73279	32	87262	40	115022	50
Rural Area	15427		15399		20298	
Total Balqa Dist.	88706	32	102661	40	135320	50
Karak	50138	19	61596	25	81192	40
Tafileh	15427	8	10266	10	13532	15
Rural Area	9642		5133		6766	
Total Karak Dist.	75207	27	76995	35	101490	55
Ma'an	21200	20	26265	25	33840	40
Aqaba	9650	7	20556	20	27065	30
Jafr	-	116	-	-	-	-
Rural Area	23150		25000		33830	
Total Ma'an Dist.	54000	143	71821	45	94735	70
Irbid[2]	146558	110	230987	190	304470	220
Ajlun	38568	8	61596	20	81192	30
Jarash	26998	30	35951	35	47362	45
Kurah	27000	42	35900	15	47362	45
Mafraq	28926	6	38500		50745	45
Ramtha	21212		30798		40596	-
Rural Area	21212		28232		37213	
Total Irbid Dist.	310474	196	461964	260	608940	385
Jerusalem[2]	121489	127	153990	180	202980	200
Ramallah	129203	52	159124	70	209746	90
Bethlehem	61709	19	76996	25	101490	40
Jericho	71351	26	102661	30	135330	40
Rural Area	5785		5133		6766	
Total Jerusalem Dist.	389537	224	497904	305	656312	370
Hebron	133060	45	151425	50	199597	70
Rural Area	1928		2567		3383	
Total Hebron Dist.	134988	45	153992	50	202980	70

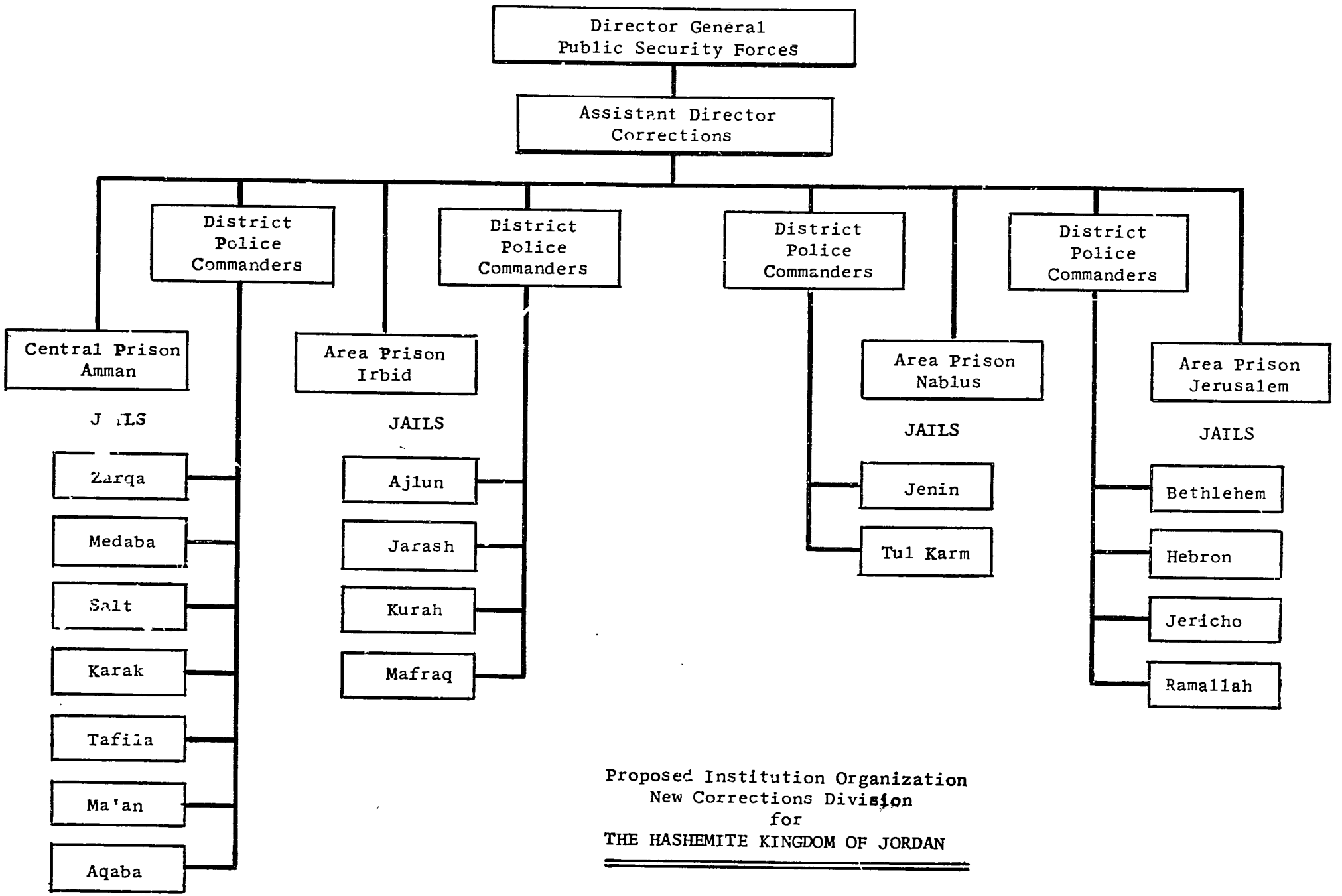
- continued -

	1965 (Actual)		1975 (Estimated)		1985 (Estimated)	
	General	Prisoners (March, 1965)	General	Prisoners	General	Prisoners
Nablus 2/	192840	212	230987	220	304479	220
Jenin	88706	77	102662	80	135320	90
TulKarm	94492	30	89828	30	118405	40
Rural Area	9642		7700		10149	
Total Nablus Dist.	385680	319	431177	330	568353	350
GRAND TOTAL	1,928,400 3/	1602	2,566,520 3/	2000	3,383,000 3/	2445

1/ Location of Central Prison
2/ Location of Area Prisons
3/ Estimates obtained from the Dept. of Statisctics, Ministry of National Economy.

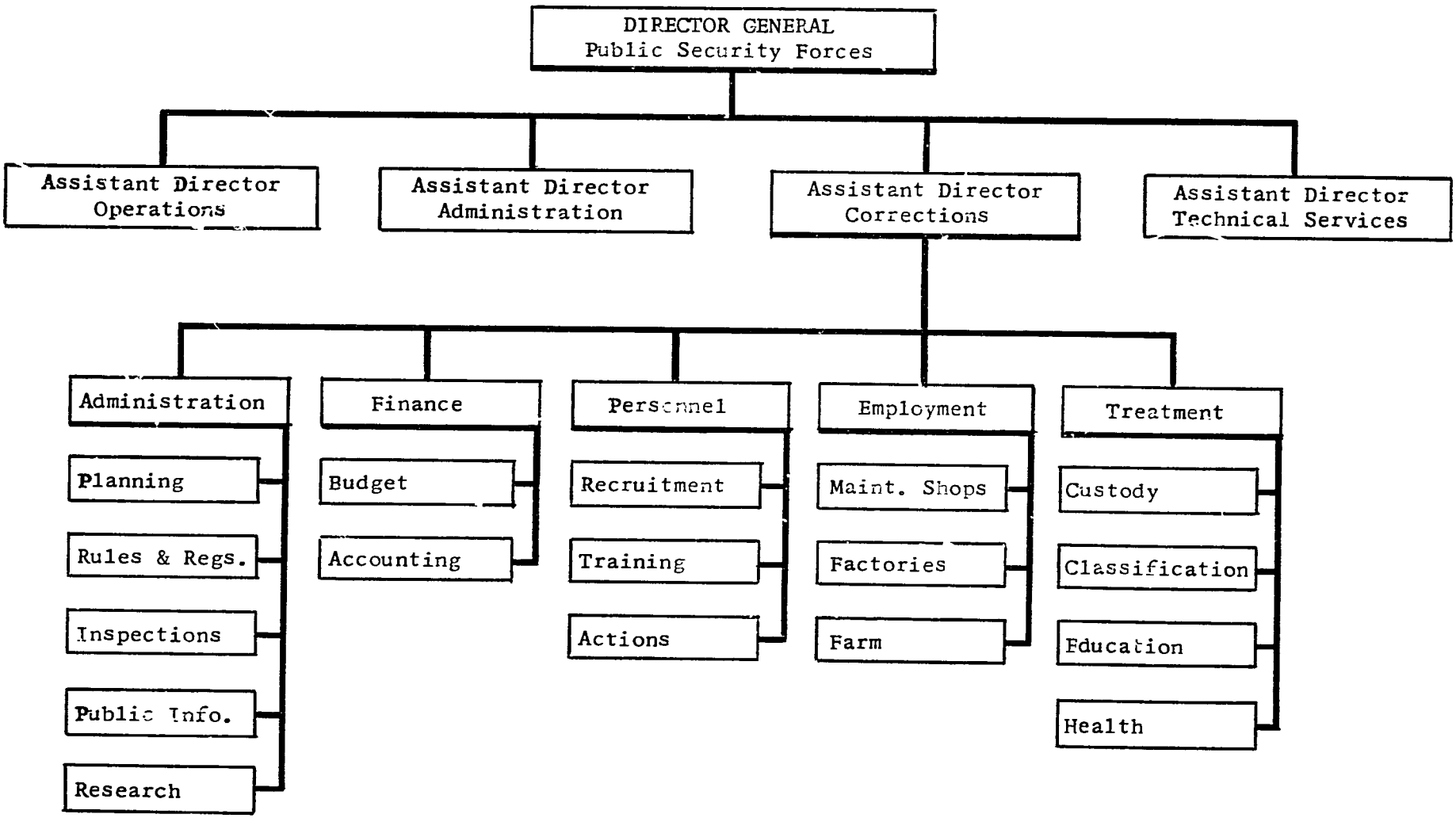
DISTANCES FROM DISTRICT JAILS TO AREA PRISONS
1 April 1966

FROM	TO AREA PRISONS	KILOMETERS
Madaba	Amman	38
Salt	"	38
Zarqa	"	23
Karak	"	123
Tafileh	"	188
Ma'an	"	224
Aqaba	"	338
Ajlun	Irbid	32
Jarash	"	28
Kurah	"	25
Mafraq	"	48
Bethlehem	Jerusalem	19
Jericho	"	40
Ramallah	"	20
Hebron	"	45
Jenin	Nablus	47
TulKarm	"	46

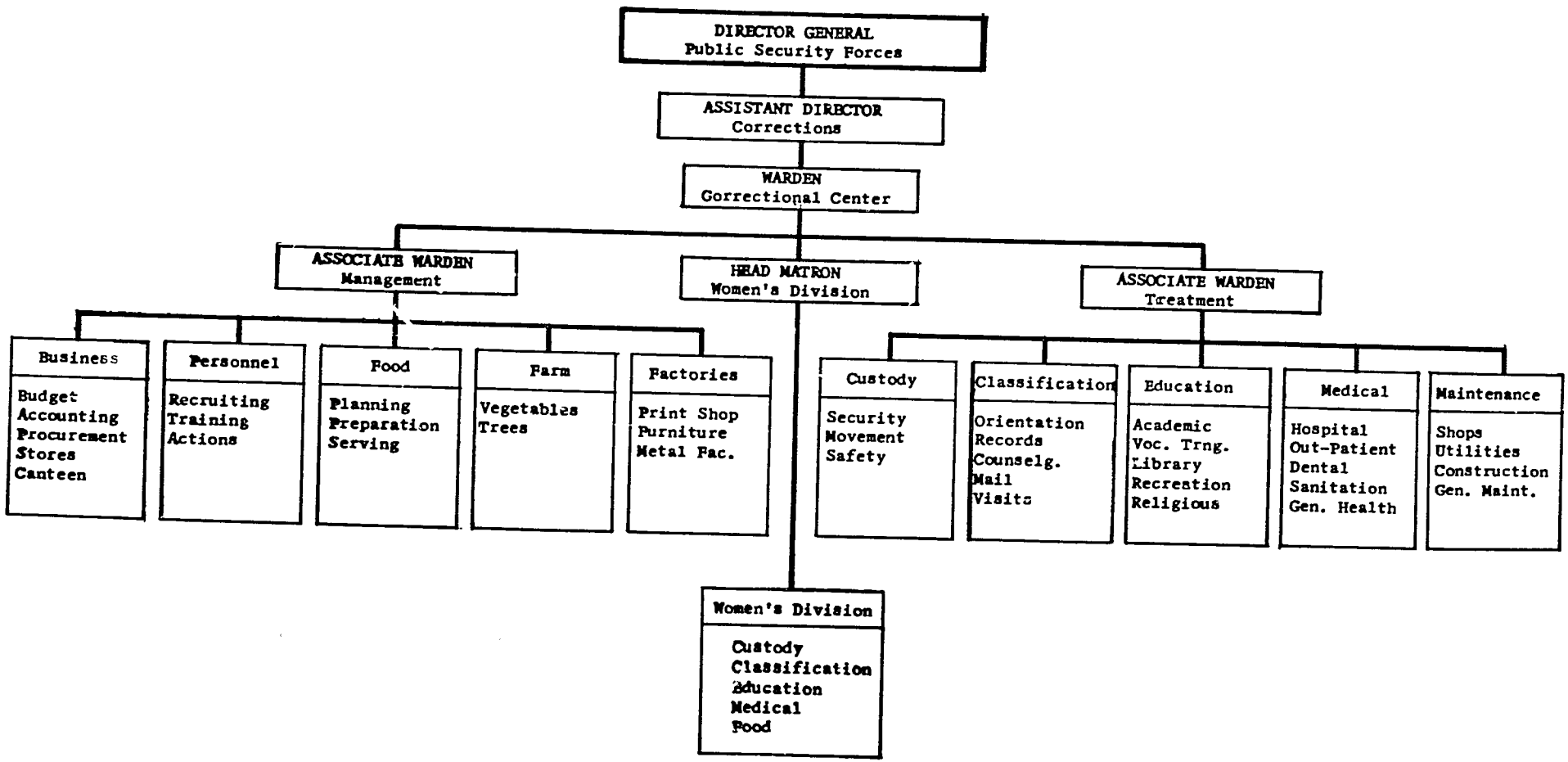


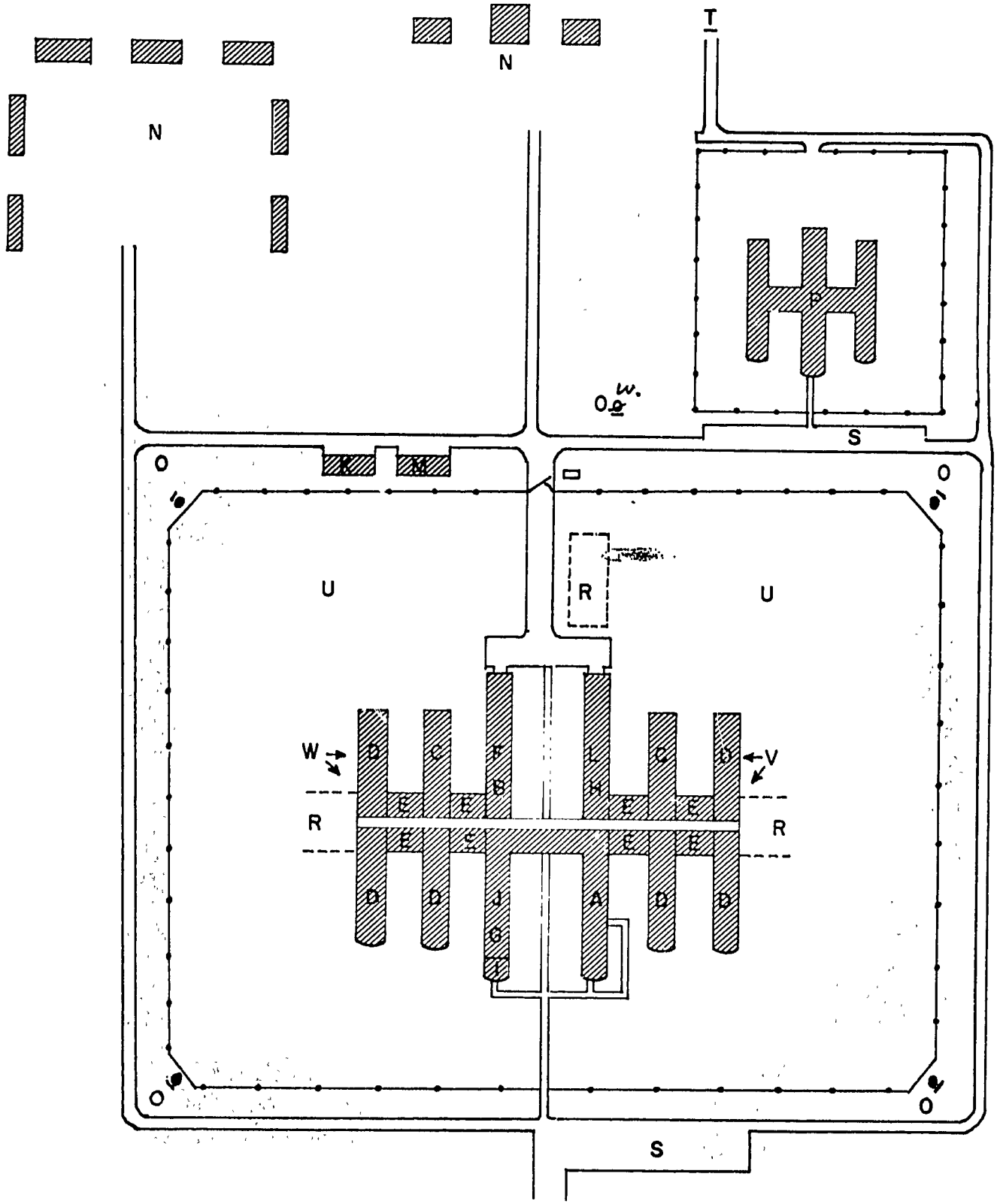
Proposed Institution Organization
New Corrections Division
for
THE HASHEMITE KINGDOM OF JORDAN

SUGGESTED ORGANIZATION FOR NEW CORRECTIONS DIVISION



PROPOSED ORGANIZATION FOR NEW CORRECTIONAL CENTER





A Administration, 2 Floors
B Auditorium, 2nd Floor
C Cellhouse, 2 Floors
D Dormitory, 2 Floors
E Dormitory, ~~H,~~2 Floors
F. Dining & Kitchen
G Hospital, 2nd Floor
H Industries, 2nd Floor
I Mosque
J School
K Service Garage
L Shops, Maintenance
M Storehouse
N Staff Quarters
O Towers, Guard
P Women's Division
W. Water Tank
R Future Expansion
S Parking Lot
T To Farm
U Recreation Area
V Section for Detainees
W Section for Convicted

Capacity: 800 Men
80 Women

PROPOSED CORRECTIONAL CENTER
Amman, Jordan

LIST OF AMERICAN SUPPLIERS OF SPECIAL PRISON EQUIPMENT

Prison Equipment:

Folger Adam Company, P. O. Box 1148,
Joliet, Illinois

Decatur Iron and Steel Company, Inc.,
Decatur, Alabama

Stewart Iron Works Company, Inc., P. O. Box 1039,
Cincinnati 1, Ohio

Van Dorn Iron Works Company, 2685 E. 79th Street,
Cleveland 4, Ohio

PRISON SPECIALTIES

Plumbing Fixtures:

Aluminum Plumbing Fixture Corporation, 778 Burlway Road,
Burlingame, California

Prison Type Shower Heads:

Logan Manufacturing Company, Glendale, California

Bullet Resisting Glass:

Libbey-Owens-Ford, 811 Madison Avenue, Toledo 2, Ohio

Pittsburgh Plate Glass Company, One Gateway Center,
Pittsburgh 22, Pennsylvania

DETENTION AND PROTECTION SCREENS

A.W. Barnhart Company, 140 Highland Street,
Port Chester, New York

Chamberlin Detention Screen, Inc.,
Byram, Connecticut

Fenestra Incorporated, 221 N. La Salle Street,
Chicago 1, Illinois

DETENTION WINDOWS

William Bayley Company, Springfield, Ohio

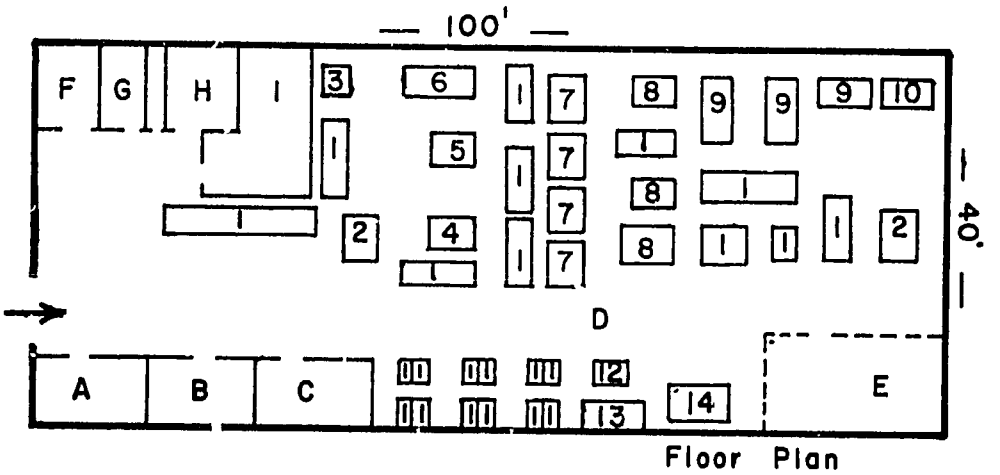
Decatur Iron and Steel Company, Inc., 21 S.W. 2nd St.,
Decatur, Alabama

Security Products Company (Pauly Jail Building Co.)
St. Louis 4, Missouri

Ceco Steel Products Corporation, 5601 West 26th St.,
Chicago, Illinois 60650

Republic Steel Corporation, Truscon Division
1315 Albert St., Youngstown, Ohio 44505
Sales Office: Dallas, Texas

PROPOSED PRINT SHOP INDUSTRY



A. Foreman's Office
B. Editor
C. Stores
D. Print Shop
E. Paper Stock Storage
F. Janitor's Closet
G. Employee's Toilet
H. Inmate Toilet
I. Artists and Proof-readers

1. Table
2. Paper Cutter
3. Hand Paper Cutter
4. Ruler
5. Perforator
6. Folder
7. Job Press
8. Offset Press
9. Multigraph
10. Typesetting
11. Hand Typesetting
12. Proof Press
13. Hand Imposing
14. Linotype Machine

Will Employ 40 Workers