

Extremist Terrorism Emergency Response Plan

Strong Cities Network in the Middle East and North Africa

Amman, Jordan



Photo credit: Amman travel. (n.d.). Lonely Planet

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Preface:

The capital of Jordan, Amman has a population of around 4 million, making it the largest city in the country. Hosting nearly 40% of the national population, as well as an additional 1.8 million tourists annually makes it a major target for terrorist activities.¹ As a Muslim country

amidst the turmoil, Jordan's moderate political positions and alliances with Western countries have put it at increased risk for terrorist plots.²

Indeed, Jordan's geographic location alone shows why it is at a major threat of extremist terrorist attacks; many neighboring countries such as Iraq and Syria which face conflict from recent civil wars are producing more and more radicalized foreign terrorist fights. Jordan is also fighting the war against terrorism domestically, and often the targets of these attacks are public areas like hotels and tourist attractions.³ Though there have been more recent attacks, the most prominent and fatal attack occurred in Amman when a coordinated attack by Iraq's Al-Qaeda involved the bombing of three hotels holding public events and lead to nearly 60 deaths along with over 100 injuries.⁴ More recently in 2016, an attack on a General Intelligence complex near Amman left 5 dead, including 3 Jordanian intelligence officers.⁵

Signature page:

THE UNDERSIGNED STAFF CONCURS WITH THE JURISDICTIONAL AND
DEPARTMENTAL FEATURES OF THE FOLLOWING EXTREMIST TERRORISM
EMERGENCY RESPONSE PLAN.

Lama El-Awad, Strong Cities Network Regional Programme Manager

Date

General Ahmad Husni, Director of General Intelligence Directorate

Date

Nancy Aosseay, President and CEO of International Medical Corps

Date

Mission Statement:

The Strong Cities Network's mission is as follows: We train mayors, city officials, local services, and communities to diagnose and respond to local risk factors through our exchange programs and local, regional, and global events.⁶

Statement of Purpose:

The purpose of this plan is to provide instructions in the case of an Extremist Terrorist threat occurring in Amman, Jordan. Through this plan, the health and safety of Amman's population are prioritized to ensure the maximum lives preserved.

Authorities:

This plan's underpinning authority is the Strong Cities Network. The plan has been approved by the Regional Programme Manager of Strong Cities Network, Lama El-Awad, the Director of General Intelligence Directorate General Ahmad Husni, and the President and CEO of President and CEO of International Medical Corps, Nancy Aosse.

The organizations as follows have provided the necessary guidance and support for this plan: Jordan Armed Forces, Jordanian Ministry of Health, Jordanian Ministry of Interior, Jordanian Ministry of Tourism, and Gendarmerie.

Definition(s):

- **Foreign Terrorist Fighters:** these are terrorists radicalized by propaganda and travel to conflict zones to commit terrorist acts.⁷
- **Radicalization:** involves the process where a person adopts extremist beliefs including that which supports or uses violence to reach religious, political, or other ideological goals.⁸
- **General Intelligence Directorate:** Jordan's intelligence agency and the leading authority in counterterrorism, having prevented many terrorist plots and apprehended known terrorists in the country.⁹
- **General Directorate of Gendarmerie:** also known as the Darak forces, the Gendarmerie is a public security agency that works under the jurisdiction of the Ministry of Interior, and acts as the country's law enforcement agency.¹⁰

Communication Plans:

An extensive communication plan implemented prior to any terrorist act is necessary to mitigate the extent of the calamity. The first step in this plan is to involve the proper authorities in disseminating accurate information on the event to promote health protection behaviors. This would involve the General Intelligence Directorate's (GID) posting of information on high threat levels on social media to alert the public on how to avoid possible harm. Similarly, interagency communications via phone calls and text messaging will help facilitate more efficient collaboration to evacuate injured victims and people at risk during an attack. There needs to be set guidelines between first-responders from different organizations such as the GID, police, fire departments, and medical staff. Managers of targeted institutions such as hotels, mosques, churches, and shopping malls need to undergo training along with all their staff to identify and implement life-saving security protocols. Further, governmental agencies like the GID should more consistently provide and install security devices to alert management and consequently, the general public of an incoming threat.¹¹ Any person involved in or observing the crisis as it unfolds should contact 911 via phone, and administrative authorities at the facility targeted by the attack may also trigger any available warning systems such as alarms, public address system, or silent emergency buttons. Available security guards should also be in communication with local authorities to be alerted of the threat and assist in apprehending the perpetrator and helping in evacuation efforts. When law enforcement has successfully detained or otherwise immobilized the perpetrator(s) and all people have evacuated the area, there should be further communication between GID and the Gendarmerie to ensure no other threats are present such as explosives or active accomplices. Simultaneously, communications between law enforcement first-responders and ambulances or other emergency medical professionals should be involved in directing evacuated victims injured in the attack to receive treatment and be transported to nearby hospitals. The GID will continue to provide information to the public via social media and national news outlets with the collaboration of the Strong Cities Network.

Mutual Aid Agreement:

Strong Cities Network will receive mutual aid from the following organizations located in Jordan:

- Local Fire Departments
- Local and City Police Departments including the Gendarmerie and Jordan Armed Forces
- Local Hospitals
- General Intelligence Directorate (GID)
- International Medical Corps
- Ministry of Interior
- Ministry of Tourism
- Ministry of Health

Concept of Operations:

Assessing the needs of Terrorist Attack Victims and Survivors:

As a terrorist attack involves the immediate danger to the lives of people within the vicinity, the first step is to simultaneously secure the scene and bring the population to safety. Thus, the Amman local government's response team will first set out to conduct a thorough assessment of the scene, and identify any victims in the event of a terrorist attack. This would first begin with local law enforcement agencies as first responders, likely the police force (Jordan Armed Forces) and local fire departments, securing the affected locations of the attack to make sure the situation is stabilized. The GID and Jordan Armed Forces should divide to achieve these aims immediately while working to apprehend any of the perpetrators involved. There would be secondary assessments of threats to possible subsequent attacks as well, as communicated through the GID in particular. Communications should directly be made to inform the public through national television (e.g. Jordan TV) to keep people away from any dangerous or suspicious locations. Once the scene is controlled, there should be an immediate assessment of

any environmental health consequences of the attack. This would be directed through appropriate agencies by the Ministry of Environment. It would encompass any possible hazardous exposures brought on by the attack, such as inhalable carcinogens; available data would readily be applied to containing or neutralizing any contaminants and communicated to emergency medical staff to treat exposed victims. Physical injuries of any affected parties such as on-site victims as well as first responders should also be addressed with proper medical attention; again this step should be conducted through local emergency medical staff supplied by nearby hospitals and the International Medical Corps (IMC) as well as the International Committee of the Red Cross (ICRC). It would be vital to focus on particularly vulnerable survivors who may not have adequate access to healthcare, to make certain they receive immediate care at a nearby hospital equipped with the necessary resources to treat any conditions brought on by the terrorist attack. Ideally, this care would carry on with regular re-assessments to evaluate any potentially new health problems that may have been overlooked during or recently after the event. The Ministry of Health should keep in constant communication with medical staff treating the victims to keep accurate records and ensure adequate care. In the special cases where local Amman hospitals are not able to resolve these illnesses or injuries, the Ministry of Health could coordinate, with the assistance of IMC and ICRC, to provide efficient and rapid evacuation transportation methods available to transport any patient to the appropriate facility either within Jordan or abroad. Moreover, the local infrastructure such as water supply should be assessed by agencies associated with the Ministries of Environment, Public Works, and Construction for damages that may result in malfunctioning or contamination which may implicate more of the nearby population as terrorism victims.

Matching Available Resources to Needs:

As the effectiveness and efficiency of the initial response to a terrorist attack in Amman are vital, resources must be focused on bolstering this response. This would involve supporting first responders in identifying and extracting additional survivors during an attack, as often the infrastructure itself may be affected; subsequently, immediate medical response to stabilize any injuries for transportation to nearby hospitals is urgent. Volunteers and professionals may be gathered and provided to conduct this through the local government as well as the IMC and

ICRC. And as the area's infrastructure may be deemed unsafe and unstable, there should also be emergency nearby sheltering available should any populations be displaced, with ready necessities such as food, water, and hygiene supplies. Again, such resources as food, water, sanitation, and hygiene supplies may all be donated through the IMC and ICRC. Additional donations of food and water particularly by major local supermarkets such as Carrefour and Safeway. They might also help in the provision of other basic supplies such as blankets, toilet paper, and soaps. The GID should also make clear, with the collaboration of local law enforcement and health professionals as well as the Strong Cities Network, the accessible health services on the ground, set up by such agencies as the ICRC and IMC, to address both initial injury, mental health outcomes, and chronic secondary illnesses from the event.

Implementing Strategies to Reduce the Health Impacts:

The urgent need to mitigate any major health impacts due to and following a terrorist attack in any area of Amman would be that victims should be made aware of the resources set up to address the outcomes of the terrorist attack, through both the local and national government as well as agencies like the Strong Cities Network. This would chiefly involve surveillance efforts to both treat already existing ailments in victims by connecting them to the appropriate health facilities like hospitals and out-patient care centers, as well as to monitor for any new cases of secondary health outcomes such as cancer, or respiratory illnesses, or mental health implications. Much of this inspection must be underpinned by a thorough environmental health investigation to accurately identify any hazardous exposures or injuries caused by the event. But it is also necessary to continue communications with local law enforcement agencies such as the Jordan Armed Forces and the GID, among other first responders, to keep accurate records of the events as they took place as well as the victims on-site or nearby the event.

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Annex 1: Threat and Hazards Assessment Table: Jordan

Natural	Technological	Human-caused
Resulting from acts of nature	Involves accidents or the failures of systems and structures	Caused by the intentional actions of an adversary
<p>Droughts: Due to its geographic location in the Middle East, Jordan has historically been susceptible to periods of drought though the lengths and frequency of these dry spells have intensified in recent years. Experts already label the country as one of the most water-deficient in the world, but with climate change, this will only get worse as temperatures continue to rise and precipitation lowers. Jordan requires roughly 1.3 billion cubic meters of water per year, but only has access to about 900 million cubic meters.¹²</p> <p>Floods: Periods of extreme rainfall have caused flooding, many of which are deadly flash floods in Jordan. Many recent tragedies have resulted from these flash floodings, such as at the Dead Sea in 2018 where 18 were killed, mostly children and teachers on a school trip.¹³ This was part of the casualty list, with a total of 33 deaths in the fall of that year.¹⁴ The WHO anticipates a doubling in the number of days of heavy rainfall in this century, which greatly adds to the flood risk in Jordan.¹⁵</p>	<p>Transportation: Road safety is a major issue in Jordan, as it has one of the greatest numbers of traffic incidents resulting in death and injury. In 2014 alone, nearly 700 were killed and another 2063 were gravely injured due to traffic accidents. In 2013, Jordan was second only to Saudi Arabia in the world for fatalities per 100,000 population at 11.76. This issue especially affects the elderly and children passengers and pedestrians.¹⁶</p> <p>Power: In recent years, Jordan has reported severe power outages caused by many incidents, from heavy snowfall to car accidents, showing the poor fundamental structural design in the utility poles' placements. Most recently, in 2022, over 3000 outages were reported during a snowstorm, which was linked to untrimmed trees near the poles.¹⁷ One of the largest power outages on record occurred the year prior on May 21, 2021, leaving the entire country without power for 3 hours.¹⁸</p>	<p>Terrorism: Jordan faces constant threats of terrorism due to its central geographical position amongst the war-torn neighboring countries of Syria and Iraq as well as Palestine and Lebanon. The most prominent and recent of which occurred on November 6th, 2019, when a Palestinian refugee from a nearby camp stabbed 8 people in Jerash.¹⁹ Before that, on December 18, 2016, four gunmen later claimed by ISIS attacked the city of Karak which ended in 19 fatalities, after taking several tourist hostages in a castle. The attack also left another 34 people injured.²⁰ On November 10, 2005, three hotels in Amman were targeted by suicide bombers, leaving 57 people dead and 110 injured.²¹</p> <p>Civil Unrest: Due to all other discussed threats such as water scarcity and proximity to war, Jordan deals with great civil unrest. Perhaps most famously during the Arab Spring movement which saw other Arab countries fall into civil war over corruption, Jordanians began protesting the constitutional monarchy and economic struggles in 2011.²² Most recently, major protests broke out in 2021 against the government following 8 deaths due to negligence at a hospital to replace oxygen tanks for patients for over 2 hours. These protests are not uncommon as people continue to be outraged by poor living standards and unemployment.²³</p>

Annex 2: Training Seminar, Terrorism in Amman, Jordan

Training Seminar Title: Terrorism in Amman, Jordan	
Objectives of your Training Seminar	How to quickly and efficiently prevent, prepare for, and respond to terrorist attacks in Amman to minimize casualties
Estimate Length of Training	3 hours, 10 times a year
Target Audience and max size of the audience.	Amman's general public, particularly employees of businesses such as hotels and tourist attractions, and community leaders such as faith-based leaders who can volunteer to further train their local community. Max size of 1000.
Who would be a good candidate (e.g., structural engineer, health dept. official, first responder?) as Facilitator of this session? Why?	First responders such as the police force or emergency medical staff with experience responding to terrorist threats, since would provide better guidance on the reality of the threat and know the necessary resources and skills available to the public during such events. Ideally, a member representing each of the nearby hospital staff, the General Intelligence Directorate (GID), and the Jordan Armed Forces, would navigate the seminar to further establish a coordinated response through interprofessional planning.
What do you want community members to do as a result of their attending this session?	The goal is to make sure each member is competent in the face of a terrorist threat, and able to locate all available life-saving resources like silent alarms and surveillance cameras. Applying what they've learned in the session should mean that every infrastructure and general location vulnerable to terrorism threats are prepared with a detailed and tailored plan of their own following the guidelines provided in the session. There is an increased need for efficiency and organization during a terrorism threat to avoid chaos and preventable casualties and through training sessions like these, the hope is to make the general public knowledgeable and aware of what is best to do in such frightening moments.

Strategies to increase community uptake of your mitigation (We have lots of useful links for checklists on the Course Home page under the Important Links page.)

List the ones you think might be useful (in the appropriate language) or provide a title or two of a list or handout that you think would be good to give out to attendees.

1. Provide handouts such as Red Cross's Emergency Preparedness list, as well as links to email subscribers. (<https://www.redcross.org/get-help/how-to-prepare-for-emergencies/types-of-emergencies/terrorism.html>)
2. Give out free refreshments and items to attendees such as gift cards.
3. Offer free smaller-scale training session opportunities to those who request it.
4. Provide resources and contacts for security inspections of local businesses such as hotels.

Annex 3: Short-term Strategies

Necessities	Possible Resources	Distribution Strategies
Water	<ul style="list-style-type: none"> -International Medical Corps -Carrefour Retail Company -Safeway Supermarket Company 	<ul style="list-style-type: none"> -The IMC is already established in Jordan with assisting Syrian refugees through the provision of water and can mobilize its local agency in the face of immediate disaster in Amman. They would be able to distribute water bottles and other related hygiene resources for washing. -Carrefour is a major grocer that has many locations in Amman and can provide donations of water bottles and sanitation products to victims if they are displaced and unable to access water. -Safeway is another major grocer in Amman and can further provide safe drinking water. These two grocers may donate their resources to the IMC or the local Amman government/ Jordan Armed Forces for distribution.
Food	<ul style="list-style-type: none"> -International Medical Corps -Carrefour Retail Company -Safeway Supermarket Company 	<ul style="list-style-type: none"> -The IMC is equipped to provide food by mobilizing its staff to distribute it to victims. -Carrefour can assist in the provision of food through donating to the IMC and local government/Jordan Armed Forces, and can even assist in the distribution itself as they hold annual Food Banks. -Safeway can likewise donate food from their stores to the appropriate authorities.
Housing	<ul style="list-style-type: none"> -International Committee of the Red Cross -Habitat for Humanity Amman 	<ul style="list-style-type: none"> -The ICRC is established in Jordan and has the resources to establish emergency public shelters for displaced persons during a terrorist attack, or to identify any shelters already established in Amman to direct victims to. -Habitat for Humanity is already based in Amman and can accommodate victims.
Medical Care	<ul style="list-style-type: none"> -International Medical Corps -Local hospitals (e.g) 	<ul style="list-style-type: none"> -The IMC chiefly assists in emergency medical care and can support local emergency services such as the fire departments in Amman and local hospitals in providing such medical care. They could also begin immediately in treating victims for any psychological trauma caused by an attack. -Local hospitals nearest to the sight of the attack, in coordination with local law enforcement like the Jordan Armed Forces, should be coordinated to respond immediately as first-responders to the scene.