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WORKING GROUP ON CIVIL ORGANIZATION
IN TIME OF WAR

Note by the Acting Secretary

Attached hereto is the Turkish answer to the Council decision regarding the method of work for the Working Group on Civil Organization in Time of War recommended in paragraph 5 of document C-M(52)49.

(Signed) P. de MARGERIE

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Paris, XVIe.

ORGANISATION OF CIVIL DEFENCE AND THE REFUGEE PROBLEM
IN TURKEY

I. CIVIL DEFENCE

A. Introduction

1. The present Civil Defence Organisation is largely founded on a series of laws and regulations formulated before the second World War. Thus the law on which the whole Civil Defence System depends dates back to 1938.

2. Due to lack of funds, only part of the system envisaged by this law has been introduced. The shortage has been particularly noticeable in connexion with the erection and equipment of Civil Defence installations, such as surface shelters, telecommunications and alarm systems.

3. The law on Civil Defence is now being reviewed in the light of the experience gained during the recent war. It is particularly fortunate that this review, which is to be described in greater detail below, should take place simultaneously with the formation of the NATO Working Group on Civil Organisation in time of war. The Turkish Authorities will thus be able to enjoy the benefits of any recommendations which may result from the Working Group's discussions.

B. Organisation

4. Civil Defence for the nation as a whole is now the responsibility of Headquarters, Anti-aircraft Defence, working in collaboration with the Home Office. Taking strategic, economic and cultural requirements into account, this Headquarters decides the extent to which the various districts shall contribute to the Civil Defence System. In addition it is responsible for organizing Civil Defence Exercises for the country as a whole and for supervising the manner in which they are carried out. Finally, it assists the provincial Civil Defence Commissions (to be described below).

5. In the provinces, Civil Defence is the responsibility of the Governors, assisted for this purpose by the Provincial Civil Defence Commissions. These are composed of senior officials from the Civil and Military Administrations, together with representatives of the Chambers of Commerce and delegates from the Red Crescent.

6. The Provincial Civil Defence Commissions are required to meet at least once a month, and their functions include:

- (a) preparing municipal Civil Defence plans;
- (b) ensuring that town planning and individual new buildings are in line with Civil Defence requirements;
- (c) forming local Civil Defence teams and providing them with equipment and technical assistance;
- (d) spreading knowledge of air raid precautions among the civilian population by means of public lectures;

- (e) ensuring that local Civil Defence teams are kept in a state of readiness for immediate action in the event of an emergency;
- (f) applying the provisions of Civil Defence laws and regulations.

7. The Civil Defence plans prepared by the Provincial Commissions are put into effect by local Defence Teams. The Provincial Commissions decide the size of these Teams in the light of the size of their defence district and on the basis of 5 to 15 per thousand of the district's population.

8. These Defence Teams comprise 7 operational sections, consisting of one or more specialists, as under:

- (a) Observation and warning.
- (b) Police and Security.
- (c) Fire Service.
- (d) Health and Veterinary Services.
- (e) Anti-gas Service.
- (f) Defence of Public Services, such as electricity, gas, telephone, etc.
- (g) Debris clearance and bomb disposal.

9. The leaders of the smallest units of the Civil Defence Organisation are the House Wardens, who are responsible for applying Civil Defence Regulations in individual buildings, such as private houses, blocks of flats, etc. Under them is a team of which each member has a specific task, such as first-aid, fire-fighting, etc. The House Wardens and their assistants are chosen from among the most reliable inhabitants of the building.

C. Civil Defence Measures

10. The law requires that all citizens between the ages of 16 and 60 must take part in Civil Defence work and training, to the full extent of their abilities. Public courses and lectures are arranged by a body of instructors recruited from specially trained members of local defence groups. The expenses incurred in arranging these courses are paid from local Government funds. The amount of time which citizens are obliged to devote to Civil Defence work and training is limited by law to 30 hours per year.

11. The regulations provide in detail for the building of private and public shelters. These shelters are to be built throughout the country in accordance with plans drawn up by the local defence groups.

12. A scheme for providing an effective communication network between radar observation centres and threatened areas is in course

of preparation. Work has only just begun on the actual installations, which will involve the investment of a considerable amount of capital; it will take several years to complete.

13. Health and emergency welfare are the responsibility of the local health organisations with the help of specially trained teams and the guidance of the Civil Defence Commissions. Work in this field is also impeded by material difficulties such as the lack of hospitals and the shortage of health supplies and equipment.

14. Firefighting is the responsibility of the local fire brigades, with the help of specially trained auxiliary firemen.

15. General Security measures are enforced by the regular police, with the help of auxiliary police. Their duties are clearly laid down in the regulations and consist chiefly in maintaining order during air-raid warnings, in seeing that black-out regulations are adhered to and in preventing theft and robbery.

16. A committee responsible for studying protection against gas, biological and atomic warfare has been set up by the Ministry of Health. This committee has not yet completed its work.

17. The problem of evacuating bombed areas and rehousing the homeless is at present being considered jointly by the Home Office and the Ministry of Health and also by the Red Crescent. The necessary powers for this work are contained in a law of 1944 which confers on the Government the right to decree, on the outbreak of hostilities or in the immediately preceding period of tension, total or partial evacuation of areas particularly likely to be the scene of military operations. An order promulgated last year under this law contains a number of measures for rehousing evacuees in 'safer' areas at Government expense.

D. Proposed Legislative Reform

18. As stated above, the legislation on the organisation of Civil Defence is now undergoing extensive revision. The new bill on Civil Defence is an attempt, among other things, to remedy two particularly unsatisfactory features of the present system, by establishing closer interdepartmental co-ordination in Civil Defence and by ensuring the provision of adequate funds.

19. The first of these objectives is to be attained by dividing responsibility for the various aspects of Civil Defence between the Home Office and the Ministries of Defence, Works, Health, Finance and Agriculture, while the task of coordination has been entrusted to the Supreme Council for National Defence, an existing high-level interministerial organisation set up to plan and coordinate the defence effort of the whole country.

20. To overcome the shortage of funds which has been the chief obstacle to the completion of the Civil Defence programme, the new bill provides for the creation of a special fund called the "Civil Defence Fund". This fund will be maintained both by contributions from the national budget and by revenue from profit-earning enterprises partly financed by the State; it is intended to be large

enough to cover all expenditure on Civil Defence installations and equipment as well as that on perfecting the Civil Defence system itself.

21. A second bill is being prepared to provide for the re-organisation and extension of the Fire Service. One of the principal innovations in this bill is again the creation of a special fund to cover the expenses entailed in setting up the new organisation.

II. THE REFUGEE PROBLEM

22. The experience of the Turkish authorities in this field has mainly been connected with the refugees from Bulgaria. Although these people are technically immigrants and not refugees, their often unexpected arrival and their complete destitution (due to Bulgaria's failure to observe the Turco-Bulgarian Emigration Convention) means that the reception authorities have been faced by problems similar to those created by refugees proper.

23. Between early 1950 and 8th November 1951, 154,393 refugees immigrated into Turkey. A special department, known as the Directorate for Resettlement and Rehabilitation, has been set up to deal with economic matters connected with immigration. After being received and registered, the immigrants are dispersed throughout the country and the Government has embarked upon a vast scheme to resettle them and integrate them into the national economy. The main features of this scheme are:-

- (a) The erection of 30,000 homes (20,000 of which are already complete);
- (b) The free grant to immigrant farming families of a farm comprising a house and cattle-shed, together with arable land varying in area according to the crops to be grown thereon;
- (c) The supply of seeds to those emigrants who have already received some land, together with the grant of loans for the purchase of the necessary agricultural implements;
- (d) The establishment of skilled craftsmen in their own workshops and the grant of some working capital.

24. The completion of this programme will require the expenditure of some 70 million Turkish Lira; of this sum, 30 million have already been provided by the United States Government and 9 million by Turkish benevolent institutions.