

HOSTAGE CRISIS AND MAJOR DISTURBANCE MANAGEMENT

- AUTHORITY:** Administrative Directive
California Code of Regulations, Title 15, Section 1327
- RESCINDS:** Procedure Manual Item 3-1-104, dated 7/28/04
- FORMS:** Special Incident Report (F0502-7018)
- PURPOSE:** To provide the maximum potential for safety, security, order, containment, and rapid resolution of hostage crisis and major disturbance situations.
- To delineate lines of authority and specific assignments and responsibilities.
- To define when to involve law enforcement and the division of authority and specific responsibilities of the Orange County Probation Department during incidents of mutual involvement.

I. GENERAL INFORMATION

- A. Juvenile Hall shall maintain a “no hostage” policy. This means staff; visitors, detainees, wards, Volunteers in Probation, etc. will not be recognized as hostages for bargaining purposes. THERE WILL BE NO GAIN OR ADVANTAGE GIVEN SHOULD A STAFF BE TAKEN HOSTAGE TO A HOSTAGE TAKER. This information shall be made readily available to wards and the general public. The remainder of this procedure shall be considered confidential.

CONFIDENTIAL

- B. In the event of any Juvenile Hall hostage situation, notification shall be made through the chain of command to the Chief Probation Officer or member of **Executive Management**.
- C. All news media inquiries shall be directed to **Executive Management**.
- D. At the first notice of a potential or realized hostage crisis, the Duty Officer, Juvenile Hall Administration, or Control Staff shall initiate the provisions of Code Red, Institution Lock Down.
- E. All staff will remain on duty until officially notified by an Administrator or Duty Officer that they are relieved.
- F. During a hostage crisis situation, admission to the facility will be stopped or restricted to Probation staff, designated law enforcement officers, and emergency medical personnel. Unauthorized staff and visitors will be

evacuated, regardless of the location of the crisis area at the earliest reasonable opportunity.

- G. At no time, and regardless of any circumstances will any employee voluntarily become a hostage, provide weapons, or implements of destruction to hostage takers.
- H. A hostage Crisis and Major Disturbance procedure manual shall be maintained by the custodian of the Juvenile Hall Duty Office and in the office of the Institutional Security Unit Supervisors, incorporating one copy each of:
 - 1. Procedure Manual Item 3-1-104, "Hostage Crisis and Major Disturbance Management."
 - 2. Probation Department Policy Manual Item "Hostage Crisis and Major Disturbance Management, "D – 10.
 - 3. Map (architectural layout of Juvenile Hall, to include water and electrical shut off sites.

All other related documents and location of special equipment pertinent to a hostage crisis.

The Hostage Crisis and Major Disturbance procedure manual will be available for training purposes, administrative review, and reference during major disturbances/crisis.

DO NOT RUSH TO RESOLUTION. Time is on the side of the institution and is usually an ally. Most situations resulting in loss of life are caused by acting impulsively, usually at the onset of the crisis.

The philosophy of hostage management is to save lives.

The best crisis management plan is one that is preventative through adherence to policy, procedure, and staff safety.

II. PROCEDURES

- A. It is the responsibility of any staff member recognizing a potential or actual hostage situation or major disturbance to immediately notify the Security Center.
- B. It is the responsibility of Security Center staff to initiate and comply with the provisions of CODE RED to include notification of the Duty Officer, Administrator in Charge, Institution Security Unit Supervisor(s) (or Institution Security Unit shift leader) and co-directors.
- C. Until relived by a director, it is the responsibility of the Duty officer or Administrator in Charge to:

1. Serve as the on-site decision maker regarding:
 - a. Precise deployment of staff
 - b. The use of force
 - c. Request of law enforcement assistance.
 2. Initiate notification of **Executive** Management.
 3. Assemble a hostage negotiation team.
 4. Contain the crisis area and prevent the crisis area from enlarging.
 5. Assess existing circumstances to include area involved, injuries, damages, numbers of victims/perpetrators, the identities of the victims/perpetrators, internal and external security and projected logistical and personnel needs.
 6. Summon emergency equipment/personnel based upon projected needs to include, fire department, paramedics, ambulance, additional staff, Sheriff's tactical teams, etc.
 7. As necessary, assign responsibility for the administration of routine functions to an alternate.
- D. All Juvenile Hall **SJCO**'s, managers, and ISU staff will receive annual training in:
1. Primary Negotiator duties:
 - a. Establishing contact with perpetrators.
 - b. Negotiating – seeking a peaceful resolution to crisis.
 - c. Gathering and reporting intelligence information to the Administrator in Charge.
 2. Secondary Negotiator duties:
 - a. Relieving the primary negotiator as necessary.
 - b. Communicating intelligence information between the primary Negotiator and the Administrator in Charge.
 3. Intelligence Officer duties:
 - a. Gathering on-site/crisis intelligence and making tactical recommendations to the Administrator in Charge.

b. Gathering related intelligence information via minor's files and CEGU staff consults.

4. Security Officer duties:

a. Deploying Institution Security Unit staff in tactical positions.

b. Evacuating bystanders (excess staff, and all non-sworn personnel).

c. Deployment of communications equipment, recording devices, and tactical equipment.

d. Providing tactical resolution as directed by the Administrator in Charge.

E. **Staff Responsibilities:**

1. Notify the Security Center of a potential hostage crisis or major disturbance to include:

a. Name and location of reporting staff and crisis location.

b. Nature of the situation.

c. Weapons (if known).

d. Numbers and identities (if known) of victims/perpetrators.

e. Known information regarding injuries.

f. Collateral information such as: smoke, fires, beatings, vulnerabilities, visual advantage of perpetrators, etc.

2. **Avoid becoming a hostage. Do not rush in to unknown situations.**

3. Contain the crisis area as able, without taking excessive risks.

4. Secure or evacuate minors and non-sworn personnel at the direction of the on-site Administrator in Charge. Prevent minors from joining the perpetrators and others from becoming victims.

5. Ensure the emergency first aid is provided as necessary.

F. Institution Security Unit Supervisor/Staff Responsibilities.

1. Assume a negotiator or tactical role as directed by the Administrator in Charge.

2. Maintain and update a Hostage Crisis/Major Disturbance Deployment Procedure for the Institution Security Unit.
3. Respond to the crisis area and participate in containment/evacuation activity as directed by the Administrator in Charge.
4. Provide surveillance.
5. Gather intelligence and apprise Administrator in Charge.
6. If the crisis has not been averted in the formative stage and the crisis continues, use force only at the direction of the on-site Administrator in Charge.
7. Deploy recording and communication equipment.
8. Assess the tactical advantage, apprise the on-site Administrator in Charge, and be prepared to move in.

G. Law Enforcement Assistance.

1. Law enforcement assistance will be summoned **by the AIC** under the following conditions:
 - a. Lethal weapons/materials are involved and victims have sustained serious injuries.
 - b. Perpetrators, victims, and/or hostages are not wards.
 - c. There exists a potential for a serious expansion of the crisis area.
 - d. There are large numbers of perpetrators and/or victims.
 - e. When investigation of law violations in the aftermath of a hostage crisis or major disturbance is necessary.
2. Upon arrival of law enforcement assistance, the following provisions will be implemented:
 - a. The Sheriff Department on-site commander will confer with the Probation Department on-site Administrator in charge and may be given full charge of the crisis area.
 - b. The Sheriff Department will conduct all activities in compliance with Sheriff Department policy and procedure.
 - c. The Sheriff Department will be allowed armed entry with tactical equipment if deemed necessary by both the

Administrator in Charge and Sheriff Department's on-site commander.

- d. Probation staff will provide access for the basic needs of law enforcement officers as necessary.
- e. Probation staff will withdraw from the crisis area upon the direction of the Administrator in Charge. Generally, Probation staff will withdraw from harm's way and reduce traffic in the crisis area.
- f. The Sheriff Department will assess the relative success of the Probation Department negotiator prior to a determination to relieve that person.

H. Post-Incident Medical and Psychological Services.

1. All minors associated with the crisis situation will be immediately medically screened by the Medical Unit and subsequently psychologically screened by CEGU staff. Screening shall include an assessment of the urgency of additional medical/psychological attention.
2. All staff involved in the crisis situation will be medically screened and will participate in a debriefing to be conducted with the assistance from the Employee Assistance Program staff. Staff will be reminded to take advantage of the Employee Assistance Program as necessary. Employee Assistance Program brochures will be distributed.
3. Family members of victims (employee or ward) will be contacted at the direction of the Institution Director.

I. Post Incident Tactical Debriefing

All participants, as is practical, will convene, at least briefly, in the immediate aftermath of the crisis to compare experiences, which will contribute to an overall analysis of the event. This debriefing will enhance the capabilities of the group and provide substance for training and amending procedure.

All participants will complete detailed reports of the events of the crisis and their observations and involvement as quickly as possible but no later than the following day.

REFERENCES:

Procedures:	3-1-008	Physical, Mechanical, and Chemical Restraint
	3-1-019	Unauthorized Persons on Grounds
	3-1-102	Escape Procedure
	3-1-106	Notification of Death in Institution
	3-1-206	Reporting Occupational Injury
	3-1-210	Contact with New Media
	3-1-303	Special Incident Report
	3-2-F	Duty Officer Juvenile Hall
	3-2-012	Use of the Institutional Shield
Policies:	D-1	Threats, Harm, Danger to Employees and Others
	D-10	Hostage Crisis and Major Disturbance Management
	Probation Department/Sheriff Understanding	Department Memorandum of Understanding

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APPROVED BY:

Steve Sentman
Division Director

December 12, 2006
Date