

HOSTAGE CRISIS AND MAJOR DISTURBANCE MANAGEMENT

- AUTHORITY:** Administrative Directive
California Code of Regulations, Title 15 – Minimum Standards for Juvenile Facilities, Section 1327
- RESCINDS:** Procedure Manual Item 3-1-104, dated 11/14/06
- FORMS:** Special Incident Report
- PURPOSE:** To establish specific guidelines and procedures for emergencies and to ensure appropriate action during a major disturbance included but not limited to a hostage crisis.

I. GENERAL INFORMATION

- A. The DD or designee shall develop facility-specific policies and procedures for emergencies that shall include, but not limited to:**
1. **Escape, disturbances, and the taking of hostages;**
 2. **Civil disturbances, active shooter, and terrorist attack;**
 3. **Fire and natural disasters;**
 4. **Periodic testing of emergency equipment;**
 5. **Emergency evacuation of the facility; and**
 6. **A program to provide all youth supervision staff with an annual review of emergency procedures.**
 7. **Confidential policies and procedures that relate to the security of the facility may be kept in a separate manual.**
 8. To provide the maximum potential for safety, security, order, containment, and rapid resolution of hostage crisis and major disturbance situations.
 9. To delineate lines of authority and specific assignments and responsibilities.
 10. 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.
- B. Juvenile Hall (JH), Youth Leadership Academy (YLA) and Youth Guidance Center (YGC) shall maintain a “no hostage” policy.** This means staff; visitors, detainees, youth, 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 youth and the general public. The remainder of this procedure shall be considered confidential.

CONFIDENTIAL

- C.** In the event of any **facility** hostage situation, notification shall be made through the chain of command to the Chief Probation Officer or member of Executive Management.

- D. All news media inquiries shall be directed to Executive Management.
- E. At the first notice of a potential or realized hostage crisis, the Duty Officer, or **Facility** Administration shall initiate the provisions of Code Red/**Structure status (YGC)**, Facility Lock Down.
- F. All staff will remain on duty until officially notified by an Administrator or Duty Officer that they are relieved.
- G. During a hostage crisis, 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.
- H. At no time, and regardless of any circumstances will any employee voluntarily become a hostage, provide weapons, or implements of destruction to hostage takers.
- I. A Hostage Crisis and Major Disturbance procedure manual shall be maintained by each facility's custodian of **records** and in the office of the Institutional Security Unit (**ISU – JH**)/**Auxiliary Support Unit (ASU – YGC)** Supervisor, incorporating one copy each of:
 - 1. Procedure Manual Item **3-3-002**, "Hostage Crisis and Major Disturbance Management."
 - 2. Probation Department Policy Manual Item "Hostage Crisis and Major Disturbance Management, "D – 10.
 - 3. Maps (architectural layout of **JH/YLA/YGC**, 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 facility 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 [REDACTED].

- B. It is the responsibility of [REDACTED] staff to initiate and comply with the provisions of [REDACTED] to include notification of the Duty Officer, Administrator in Charge, Institution Security Unit Supervisor(s) (or Institution Security Unit shift leader) and facility Director.
- C. Until relieved 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 [REDACTED]
[REDACTED]
and [REDACTED].
 6. Summon [REDACTED]
[REDACTED] etc.
 7. As necessary, assign responsibility for the administration of routine functions to an alternate SJCO/Administrator.
- D. 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 into 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 youth from joining the perpetrators and others from becoming victims.
5. Ensure the emergency first aid is provided as necessary.

E. **ISU/ASU Supervisor/Staff Responsibilities.**

1. Assume a **negotiator** or tactical role as directed by the Administrator in Charge.
2. Maintain and update a [REDACTED] Procedure for [REDACTED].
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 [REDACTED] equipment.
8. Assess the tactical advantage, apprise the on-site Administrator in Charge, [REDACTED]

F. **Law Enforcement Assistance.**

The supervisor will [REDACTED]. Orange PD may respond and may enter the facility pending determination of which agency shall be the lead.

1. Law enforcement assistance will be summoned by the Administrator in Charge under the following conditions:
 - a. Lethal weapons/materials are involved, and victims have sustained serious injuries.
 - b. Perpetrators, victims, and/or hostages are not youths.
 - 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 or responding agency 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 or responding agency will conduct all activities in compliance with Sheriff Department policy and procedure.
 - c. The Sheriff Department or responding agency 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 or responding agency will assess the **relative success** of the Probation Department negotiator prior to a determination to **assume tactical control** relieve that person.

G. Post-Incident Medical and Psychological Services.

1. All youth 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 will be medically screened and will participate in a debriefing to be conducted with the assistance from the Employee Assistance Program/Peer Support 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 Facility Director.

H. 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:	1-3-304	Contact with the News Media
	1-3-305	Workers Compensation
	3-1-003	Supervising Juvenile Correctional Officer Duties
	3-2-005	Control of Weapons, Ammunition and Explosives
	3-3-001	Reporting Juvenile Escapes
	3-3-003	Death, Serious Suicide Attempts and Other Serious Incidents Related to Youth in Custody
	3-3-006	Unauthorized Person on Grounds
	3-6-001	Use of Force -Facilities
	3-15-001	Special Incident Report/Routing SIR and DHO Paperwork
	Policies:	D-1
D-10		Hostage Crisis and Major Disturbance Management

Probation Department/Sheriff Department Memorandum of Understanding

B. Juneau

APPROVED BY: