

# ICE/DRO RESIDENTIAL STANDARDS

## EMERGENCY PLANS

**I. PURPOSE AND SCOPE.** Contingency plans are in place to quickly and effectively respond to any emergency situations that arise and to minimize their severity, thereby providing a safe environment to residents and staff.

These general emergency plans are in addition to those developed under the facility's health authority for control of communicable diseases (including avian flu).

**II. EXPECTED OUTCOMES.** The expected outcomes of this Standard are as follows:

1. Each facility will have in place contingency plans to quickly and effectively respond to any emergency situations that arise and to minimize their severity.
2. Staff will be trained at least annually in emergency preparedness and implementation of the facility's emergency plans.
3. An evacuation plan will be in place in the event of a fire or other major emergency, and the plan will be locally approved and updated at least annually.
4. Events, staff responses, and command-related decisions during and immediately after emergency situations will be accurately recorded and documented.

**III. DIRECTIVES AFFECTED.** None

## IV. REFERENCES

The First Edition National Residential Standards were written using a variety of methodologies including previous and current practices, review and comment from various subject matter experts, review and comment from various government and non-government organizations, and a review of current state codes in Pennsylvania and Texas. Each standard is written in a manner that affords each resident admission and continuous housing to a family residential facility in a dignified and respectful manner. There are no specific codes, certifications, or accreditations that deal specifically with unique management requirements of families awaiting the outcome of their immigration proceeding in a non-secure custodial environment.

American Correctional Association 4th Edition, Standards for Adult Detention Facilities: 4-ALDF-1C-01, 1C-02, 1C-03, 1C-04, 1C-05, 1C-06(?).

ICE/DRO Residential Standard on **Environmental Health and Safety** that provides requirements and guidelines for avoiding and mitigating dangerous situations, specifically in regard to fires, environmental hazards, and evacuations.

ICE/DRO Residential Standard on **Use of Physical Force and Restraints** that provides requirements and guidelines for emergency situations that require the use of force.

Memorandum dated 7/14/2006 on **Escape Reporting** from the ICE/DRO Director, which specifies requirements for the reporting, tracking, and investigating of the escape of an ICE/DRO resident.

## V. EXPECTED PRACTICES

### 1. Staff Training

Each facility shall include emergency preparedness as part of the initial orientation and training provided all new employees, and all staff shall be trained at least annually on the facility's emergency plans.

Other related training requirements are specified throughout this document, including but not limited to facility "climate" monitoring, Special Response Team (SRT), Hostage Negotiation Teams, video equipment, and the Incident Command Post.

### 2. Preventive Action

#### a. Climate Monitoring

Staff awareness of changes in facility "climate," promptly reported, can be of critical importance in defusing a potentially explosive situation. Residential management experience indicates that certain circumstances may predictably contribute to increased tensions in a detained population. Often such issues can be controlled or lessened before they escalate into some sort of incident or disturbance.

Staff shall be trained to watch for signs of mounting tension among the resident population, such as a sudden increase in the number of resident requests and incident reports, sullen, restless, and short-tempered behavior, or residents avoiding contact with staff.

Factors known to exacerbate tensions that may lead to group disturbances include, but are not limited to:

- Racism,
- Heightened complaints about food,
- Dissatisfaction with the performance or attitude of staff,
- Increasing complaints about recreation, medical care, visiting, mail, etc.,
- Prohibited sexual activity, and
- Inaccurate or incomplete information about resident cases or facility policies.

#### b. Staff Actions

Staff may improve their chances of preventing and deescalating resident unrest by:

- Discussing plans, programs, and procedures among themselves, and communicating as much as possible to residents;
- Treating residents fairly and impartially;
- Reducing misunderstandings among residents, for example, by enforcing and explaining rules that prevent any individual or group from imposing its will on other residents;

- Resolving misunderstandings and conflicts as they arise;
- Encouraging participation in work and recreational programs;
- Routinely reporting on facility climate and resident attitudes to the facility administrator; and
- Alerting supervisors at the first sign(s) of trouble, group hostilities, etc.

Quick, decisive staff action can prevent the start or spread of a disturbance.

The facility administrator shall develop written procedures for staff to follow when reporting an emergency.

### **c. Pre-Incident Considerations**

When all attempts to defuse a volatile situation have failed, the facility administrator shall determine how to proceed, based on considerations of safety (residents, personnel, general public), property, protection and, if applicable, the safety and welfare of hostages.

## **3. Contingency Plan Development**

### **a. Basic Planning**

#### **1) Responsibility**

All emergency contingency plans shall comply with the ICE/DRO standards for confidentiality, accountability, review, and revision included in this section.

Each plan shall include procedures for rendering emergency assistance to another ICE/DRO facility, for example, supplies, transportation, and temporary housing for residents, personnel, and/or TDY staff.

The Assistant Facility Administrator for Operations is the individual responsible for developing each contingency plan and implementing it when an emergency situation occurs. In the development process, he or she shall tap the expertise of all department heads and ensure all departments have “ownership” of the plan.

Each facility shall ensure an accurate inventory of equipment identified in Attachment L, “Emergency Preparedness Status Report,” of the Emergency Preparedness Program document and shall review that inventory at least twice annually to ensure its accuracy.

#### **2) Planning with Other Agencies**

Each Facility shall develop contingency plans with local, State, and Federal law enforcement agencies and formalize those agreements with Memoranda of Understanding (MOU).

- Facility legal staff and/or the respective Field Office Chief Counsel should review references to arrest authority, use of intermediate and deadly force, jurisdiction, outside-agency involvement, etc.

- The facility administrator and representatives from the affected agencies shall cosign each MOU.
- Simulated exercises to test the plans shall occur on a regular, mutually agreed-upon basis.
- The plans shall be reviewed at least annually.

If any Local, State, or Federal agencies decline to participate, the facility administrator shall make periodic contact to revisit the issue.

The Facility is required to forward copies of their contingency plans and each MOU that pertains to those plans, to the Field Office Director and the Chief JFRMU when they are signed; when they are updated, and upon completion of the mandatory annual review of the plans.

**b. Keeping Plans Current**

The Assistant Facility Administrator for Operations shall:

- Update the plans as often as necessary and forward them for facility administrator approval. If the facility administrator requests changes, the Assistant Facility Administrator for Operations shall incorporate them and resubmit the plans within 30 days.
- Plan and schedule annual contingency plan reviews, with participation from every department head.
- Document each annual review in the master copy of the Contingency Plan File, even if the review resulted in no modifications.

**c. Safeguarding Plan Confidentiality**

Every plan that is **being developed or is final** must include a statement prohibiting unauthorized disclosure of the plan. Staff may not discuss any aspect of a plan within earshot of a resident, a visitor, or anyone else not specifically designated as someone who is authorized access to the information set forth in the plan.

The Assistant Facility Administrator for Operations (AFAO) shall determine who will be designated as persons authorized to have access to the plans, listing in writing the names of said persons and whether they are employees of ICE/DRO or other cooperative entities; where copies of the various plans are to be stored; and in what quantity the plans are to be reproduced. A master copy of each plan shall be kept outside the facility, along with an itemized list of the number of plans that have been created, the names of the persons who are authorized access to the plans, and where to find each specific copy of the plans.

The AFAO shall implement a checkout system that accounts for all plans at all times, with safeguards against resident access. The release of contingency plan details to unauthorized persons without the prior written approval of the Facility Administrator or the [AFAO] Assistant Facility Administrator for Operations will result in disciplinary action.

d. **Organization of the Contingency Plan File**

- **General Plans.** A general section is to contain, policy, procedures, and plans common to most emergency situations.
- **Contingency-Specific Plans.** The sections that follow the general section are to contain contingency-specific plans, as detailed below. They need not repeat what is in the general section and shall contain only the exceptions and/or additions applicable to the particular contingency.

4. **General Implementation of Contingency Plans**

Each facility shall establish written policy and procedures addressing, at a minimum: chain of command, incident command post/center, staff recall, staff assembly, emergency response components, use of force, videotaping, records and logs, utility shutoff, employee conduct and responsibility, public relations, facility security, etc.

The respective Field Office Director shall maintain up-to-date data on the physical capacities of each facility in order to allow for a quick assessment of the scope of the emergency and the most immediate and best source(s) of assistance available to respond to the emergency.

a. **Facilities Chain of Command**

The facility administrator shall identify the chain of command for directing operations in an emergency.

b. **Incident Command Post**

1) **Equipment for the Command Post**

The facility shall set up a primary command post outside the perimeter that, at a minimum, is equipped as follows.

(a) **Internal/external phone capabilities**

- Two private outside lines:
  - A speakerphone for open conference calls among the facility, Field Office, and JFRMU.
  - A second line to handle all other calls.
- A separate line for internal communications.

(b) **Radio equipment** equipped for facility frequencies, local law enforcement communications and, if possible, other Federal law enforcement agencies;

(c) A **computer** with Internet capabilities.

(d) **Facility plot plan**, including property maps, up-to-date building blueprints, local maps, and overhead photographs;

(e) **Videotapes** of building interiors within the secure perimeter (showing doors, windows, closets, ceilings, floors, etc.);

(f) **Escape-post kits**, including maps, directions, etc. (as detailed below under the contingency-specific plan for escape);

(g) **Contingency plans** – one or more copies;

- (h) **Hostage Negotiation Team** equipment;
- (i) **Videotape player/television**;
- (j) **Voice-activated recorder or conventional tape recorder**;
- (k) **Assault/breaching plans**; and
- (l) **An Emergency Kit** containing logbooks, blank rosters, purchase orders, writing utensil **and any other items determined to be essential by the AFAO.**

## 2) **Staffing the Incident Command Post**

The Facility Administrator shall control the decision making process, until the arrival of a senior ICE official at the discretion of the Field Office Director and JFRMU.

Command Post staffing shall include, but is not limited to, the following:

- Facility Administrator or Incident Commander;
- Assistant Facility Administrator for Operations;
- A person designated by the Assistant Facility Administrator for Operations to document and record the emergency situation and the responses thereto in chronological order;
- A person responsible for maintaining open lines of communications with the ICE/DRO, throughout the situation; and,
- A person responsible for controlling traffic in and out of the Command Post. To control incoming and outgoing Command Post traffic, the Assistant Facility Administrator for Operations may implement a temporary pass system or take such other measures as are necessary to restrict access to the facility.

To ensure alertness:

- Command Post staff must determine a safe and appropriate rotation of shifts from available personnel.
- Relief personnel shall take over from the Command Post staff promptly after each shift.
- The rotation of staff shall include additional staff to relieve the assigned staff, if available, for short breaks during each shift to avert the mistakes and misjudgments that fatigue or stress can cause.

## 3) **Activating the Command Post**

The Assistant Facility Administrator for Operations shall activate the Command Post at the Facility Administrator's direction.

The activated Command Post shall immediately open the conference-call line to the Field Office and JFRMU. The Field Office Director and the Chief JFRMU may wait until the dimensions of the unfolding incident are known before deciding to activate their command posts.

The facility's Command Post shall remain activated 24 hours a day until the situation is resolved or the facility administrator determines it is no longer useful.

#### **4) Testing and Training**

Ongoing emergency preparedness activities shall include activation of the Command Post phone lines and other logistical support systems at least **monthly** to test the equipment and familiarize the staff with the Command Post and its equipment.

##### **c. Emergency Recall List**

As detailed in the Residential Standard on **Facility Security and Control**, the facility Control Center is required to maintain a list of the phone numbers of every staff member, including the administrative/support services staff members, the local emergency response components, and the local law enforcement agencies. Once a month the call-down procedures to designated staff should be initiated to verify the accuracy of the information listed.

For emergency response purposes, the Control Center shall also maintain up-to-date Field Office and JFRMU contact information.

##### **d. Assembly of Staff**

The facility administrator shall:

- Develop Control Center procedures for executing an all-staff recall;
- Designate primary and secondary areas for staff assembly, preferably in a location where the assembled staff cannot be observed by residents; and
- Identify, for each primary and secondary area, whether a specific contingency or emergency condition might require the designation of additional locations or other special exceptions for staff assemblage.

##### **e. Emergency Response Components**

The Facility Administrator shall ensure that appropriate personnel are trained under the Disturbance Control Program (DCP) and that a Special Response Team (SRT) and Hostage Negotiation Team (HNT) are established and maintained in accordance with ICE policies and directives.

The DCP is composed of trained staff who are able to don protective equipment capable of providing a non-lethal, unarmed response to a crisis, and who have available to them at a location not within the facility, special equipment to include standard riot batons, chemical agents, stun and impact munitions.

The SRT is a highly-trained, well-equipped, tactical team capable of providing both lethal and non-lethal options.

The HNT is composed of trained negotiators whose goal is to bring a successful resolution to a crisis through verbal dialogue.

If the facility does not have the capacity to establish or maintain these Emergency Response Teams, the Facility Administrator shall develop

agreements (MOU) or liaisons with local, State, or Federal agencies, as appropriate.

**f. Use of Force**

Any force that must be employed to control an emergency situation shall be in accordance with the Residential Standard on **Use of Physical Force and Restraints** and any other applicable ICE policies on the use of force.

**g. Video Equipment**

At least one video camera shall be maintained in the Control Center for use in emergency situations, and the facility administrator shall ensure that it is maintained, tested, and supplied as required in the section on **“Maintaining Video Recording Equipment,”** in the Residential Standard on **Use of Physical Force and Restraints**.

Shift supervisors, along with other designated staff, shall be trained in the requirements and procedures for video-taping use-of-force incidents, and shall be trained in the use of video equipment, including the identification of tapes and photographs by date and location.

**h. Records and Logs**

The Facility Administrator or the Assistant Facility Administrator for Operations shall designate the Incident Command Post staff member who shall keep a contemporaneous date-and-time chronological record of events during the emergency, including, but not limited to: all command-related discussions, noting the names of the persons involved in the discussions; the decisions made; the phone numbers and persons contacted; and radio transmissions and responses received. Where possible, radio transmissions shall be documented by a voice-activated recorder.

Command Post staff shall also maintain a reading file to update the relief staff reporting for duty.

**i. News Media/Public Relations**

The ICE Public Information Officer is responsible for coordinating briefings with news and television media. Information shall not be released through any other source.

**j. Facility Security**

The Facility Administrator shall provide written procedures for,

- Resident roll-call in accordance with the Residential Standard on **Resident Census**
- Intensifying security, Emergency Security Measures;
- Security key access (issuance and accountability, drop chute, etc.); and
- Evidence preservation.



## **k. Health Services Responsibilities**

The contingency plan shall specify procedures for providing immediate and follow-up medical care to residents and staff, with alternative or back-up procedures explained for a variety of emergency scenarios.

## **l. Food Service Responsibilities**

The contingency plan shall specify procedures for updating the Food Service Administrator when emergency conditions change the number of people who will be requiring food service.

The Food Service Administrator (FSA) shall make contingency plans for providing meals to residents and staff during an emergency, including additional resources available from the local community, and the projected costs of using those resources, which the FSA shall ascertain during the planning phase.

### **1) Maintenance Department Responsibilities**

The contingency plan shall provide for emergency utility control, including plot plans identifying water and gas shut-off valves and electricity on-off switches. It is recommended that the utility shut-off valves or switches be photographed, mapped and included in the contingency plans for quick identification during an emergency.

### **2). Employee Conduct and Responsibility**

The contingency plan shall address professional conduct and responsibility, including what to do if taken hostage that may include instructions and guidelines on:

- Staying calm and controlling emotions,
- Being deliberate - thinking before speaking or acting,
- Accepting the reality of the situation,
- Using a mild tone when speaking with captors,
- Observing captors, mentally noting their distinguishing characteristics (physical features, weapons, clothing, etc.),
- Responding to captors' orders,
- Eye contact and other interactions with captor(s),
- Telephone communications,
- Escape attempts.

### **3) Facility Access Routes**

The plan shall specify alternative access routes which enable emergency personnel to reach the facility if the main approach becomes dangerous or inaccessible (i.e., a civil disturbance, extreme weather conditions, fire, etc.).

### **4) Nearby Residents**

The plan shall specify how and when staff shall notify nearby residences of the situation, including the type of emergency, actions being taken, evacuation routes, if applicable, and special precautions. The process of

notifying nearby residents of the emergency situation should be coordinated with the ICE Public Affairs Office whenever possible to avoid and anticipate an adverse reaction to the information.

### **5) Communications Equipment/Radio**

The plan shall specify whether the remote battery-charging units shall be maintained in the Control Center or outside the secure perimeter. A determination as to the type of radios being used in the facility should dictate the location of the battery charging units. If the radios can be taken off-line and rendered useless, the battery charging units may be maintained inside the secure perimeter. If not, they should remain outside the secure perimeter.

### **m. Post-Emergency Procedures**

The post-emergency part of the plan shall include, among other things, the following action items:

- 1) Segregating the residents involved in the incident;
- 2) Collecting written reports;
- 3) Preserving evidence;
- 4) Accountability (equipment, staff, etc.);
- 5) Damage assessment and repair of the facility;
- 6) Documentation of the nature and extent of any injuries;
- 7) Coordinating legal actions/prosecutions;
- 8) Debriefing and follow-up;
- 9) General review and critique of the emergency operations and management, with a follow-up agenda, including, but not limited to:
  - Monitoring the resident climate, and
  - Revising the Contingency Plan.

### **n. Contingency-Specific Plans**

The facility shall compile individual contingency-specific plans, as needed, in the following order:

1. Fire
2. Work/Food Strike
3. Disturbance
4. Escape/Missing Child
5. Hostages (Internal)
6. Search (Internal)
7. Bomb Threat
8. Extreme Weather, i.e. hurricane, earthquake
9. Civil Disturbance
10. Environmental Hazard
11. Resident Transportation System Emergency
12. Evacuation
13. Nationwide Lockdown
14. Staff Work Stoppage
15. Other site-specific plans

**o. Fire**

The safety/maintenance supervisor shall develop a comprehensive Fire Control Plan, in accordance with the **Fire Prevention and Control** section of the Residential Standard on **Environmental Health and Safety**.

The Assistant Facility Administrator for Operations shall develop a procedural outline for shift supervisors in the event a fire occurs during non-duty hours.

**m. Work/Food Strike**

The facility administrator shall determine the course of action to pursue, based on whether:

- Strikers have announced when the strike shall end;
- There is violence;
- The number of residents involved;
- The prospects for neutralizing the problem.

**q. Disturbance (Internal)**

After determining the course of action to pursue, the facility administrator shall direct staff to implement the action plan, which shall cover, at a minimum:

- 1) Controlling utilities;
- 2) Available emergency entrances, for example: Food Service, housing areas, etc.;
- 3) Trained emergency responders/other staff and equipment;
- 4) Perimeter security, including crowd, traffic, and media control;
- 5) Shutting down resident telephone systems;
- 6) Notification of outside agencies;
- 7) Remove controlled substances from the pharmacy area.

**r. Escape/Missing Child**

Facility administrator shall develop plans in response to escapes or reports of a missing child.

- 1).. The facility administrator shall deploy staff to primary, secondary, and directional escape posts, designating a timekeeper/recorder for each:
  - **Primary.** Fixed and mobile posts near the facility;
  - **Secondary.** Fixed and mobile posts beyond the immediate facility area;
  - **Directional Posts.** No fixed location and based on situational intelligence that indicates a direction for the search.
- 2). The facility administrator shall immediately notify local, State, and Federal law enforcement agencies of the escape or report of a missing child.

- 3). Escape-post equipment kits shall be stored in the Command Center, and include, at a minimum:
  - (a). Flashlight;
  - (b). Restraints (handcuffs and/or flex-cuffs);
  - (c). Packet containing post location, map(s), fact sheet highlighting arrest authority, search procedures, apprehension techniques, etc.;
  - (d). Radio;
  - (e) Binoculars, if applicable.
- 4). Escape by aircraft:
  - (a) Observe and record aircraft description: colors, registration or tail number, direction of flight, etc.;
  - (b) Notify local law enforcement and Federal Aviation Administration;
  - (c) Firing on aircraft is prohibited, except to return fire originating from the aircraft. Even in that case, however, the usual deadly-force considerations apply, and staff must carefully weigh the consequences (the aircraft may crash into a building, the pilot is most likely under duress, etc.).

**s. Hostage Situations**

**1). ICE/DRO Field Office Hostage Situation Management Plan**

The Field Office Hostage Situation Management Plan shall make available the essential logistical support, local and/or backup resources (equipment, expertise, personnel) to any affected facility in the jurisdiction.

- (a) The Field Office and JFRMU shall jointly provide designated facilities with well-trained and equipped hostage negotiators/Hostage Negotiation Teams (HNTs).
- (b) The Field Office plan shall identify, for each facility, the backup personnel, mental health professionals, and others as needed during a prolonged crisis. The Field Office shall maintain a list of all ICE/DRO hostage-negotiation trainers/consultants and trained negotiators in the jurisdiction.
- (c) The Field Office Director, in consultation with the facility administrator, shall ensure the availability of Crisis Support Teams, consisting of trained counselors/therapists to:
  - Provide post-crisis services to staff and families, and
  - Upon request, assist facility administrator to develop site-specific emergency plans for victims and their families.

## 2). Hostage Negotiation Teams (HNT's)

- (a) Each facility's core negotiation group (generally the team leader, primary negotiator, and mental health expert) shall attend Hostage Negotiation Training.
  - Requirements for the team leader include: experience and skill applying to hostage negotiation principles and strategies, working effectively under stress, and proven leadership ability. The facility administrator shall generally select a department head as the team leader.
  - Negotiators must possess strong verbal/interpersonal skills, personal maturity, a commitment to negotiation as the key to conflict resolution, flexibility, and a history of working well under pressure.
- (b) The Headquarters JFRMU shall:
  - Maintain a roster of ICE/DRO personnel who are trained in hostage negotiation and qualified and available for work on an HNT in any ICE/DRO facility; and
  - Provide copies to the Field Offices and keep them updated.
- (c) HNT members shall convene for no less than eight hours of duty time every quarter to plan, practice negotiation scenarios, consult with other law enforcement agencies, etc. To solidify working relations and complementary strategies and techniques/tactics, an SRT member shall serve as team liaison and routinely attend the negotiation team's monthly sessions.
- (d) Whenever possible, the negotiation team shall conduct annual joint training sessions with negotiators from other law enforcement agencies and maintain contact with counterparts in other agencies.
- (e) Training exercises integrating the activities of the Command Post, HNT and SRT shall occur every six months to underscore the importance of a total facility response to a hostage situation. As participants collaborate and interact, they will experience how the other operational teams think and function, as well as what each can contribute in a crisis.
- (f) Every negotiation team shall have access to portable communication equipment, or "throw phones." To operate the equipment when needed in an emergency, team members shall have access to the equipment for routine practice sessions. A communications equipment expert, thoroughly familiar with the operation of the throw phone, should be available to each negotiation team during practical exercises.
- (g) Each facility shall maintain a list of translator services, in the event one is needed for hostage negotiation.

- (h) Each facility should also consider having available an electronic translator, such as the Phraselator, a hand-held computer that translates more than 1000 spoken English phrases into other languages.

### **3) Chain of Command**

As a general rule, the Facility Administrator will ensure the Field Office Director and JFRMU are apprised of every aspect of the crisis on a pre-determined schedule until the crisis is resolved or until ICE/DRO assumes command and control of the incident. JFRMU may at its discretion assume control of a large-scale operation involving coordination with other ICE/DRO components and law enforcement agencies.

- (a) The facility administrator shall immediately report a hostage situation to the Field Office Director, who shall in turn notify the JFRMU. The facility administrator shall assign a senior manager to serve as liaison with the Field Office and JFRMU..
- (b) ICE/DRO shall notify the FBI and other agencies, as appropriate, of the situation.
- (c) Circumstances may exist where external law enforcement agencies assume command authority unless federal regulations prevail.

### **4). Contain the Disturbance and Secure the Facility**

- (a) Prevent movement into or out of the scene of the hostage area;
- (b) Add exterior, armed patrols;
- (c) Terminate resident telephone usage;
- (d) Limit or curtail staff radio usage;
- (e) Remove visitors and civilians, including contract employees and volunteers;
- (f) Recall residents for immediate official count;
- (g) Remove residents from the hostage area. If in a housing unit, move the residents into temporary housing, in accordance with written, site-specific procedures;
- (h) Conduct staff roll call, in accordance with written procedures, to determine the number and identity of hostages.

### **5). Negotiations**

The facility administrator shall have no hands-on involvement in the negotiation process. Once the emergency response component has contained and stabilized the immediate situation, the trained HNT shall take over.

- (a) Hostage negotiators act as intermediaries between the Incident Command Post and the hostage-takers, keeping the lines of

communication with the captors open and maintaining calm, while working toward a nonviolent resolution.

- (b) The HNT shall generally include:
  - (1) Team leader (manages negotiations; Command Post liaison);
  - (2) Primary negotiator (communicates directly with hostage takers);
  - (3) Secondary negotiator (advises/assists/spells primary negotiator);
  - (4) Mental health professional (observes, provides psychological analyses/ assessments and advice; monitors stress levels/emotional climate); and
  - (5) Note taker (documents every communication to/from hostage takers).
- (c) Hostage negotiators shall have no decision-making authority. Negotiators shall maintain close contact with the decision-makers and persons in charge of tactical assault teams via periodic briefings on the status of the negotiations.
- (d) Certain issues are not open to negotiation, such as releasing the hostage-taker(s) from custody, providing weapons, arranging a hostage exchange, and immunity from prosecution.
- (e) Third-party participation in negotiations shall be consultative only.
- (f) Unless formally involved in the negotiations, staff shall have no contact with the hostage-takers.

**6) Status of Certain Staff During and After a Hostage Situation**

- (a) Regardless of individual rank or authority facility personnel shall, under normal conditions, discount instructions/orders/suggestions from any supervisor or other staff member who is a hostage.
- (b) A staff member with a relative or close associate among the hostages shall be relieved from duty, responsibility, and authority pending resolution of the incident.
- (c) Emergency plans shall specify the procedures for screening freed hostages for medical and psychological problems.
  - The U.S. Public Health Service (USPHS) shall coordinate and conduct the screenings and debriefings of all hostages and other employees involved in the disturbance.
  - Psychological screenings shall take place within 36 to 48 hours of the hostages' release to guide decisions about counseling/therapy and work reentry.
  - The USPHS shall advise the senior official in charge of any employees who may be unfit for duty.

- (d) The facility administrator shall ensure that there is a debriefing with the former hostages after their psychological and medical screenings, unless USPHS staff advises postponement.
- (e). Emergency plans shall also provide for the debriefing of personnel not taken hostage, but significantly involved in the operation to free the hostages.

#### 7). **Hostage Family Services**

- (a) ICE/DRO shall notify the hostages' families of the situation as early as possible.
- (b) If the situation is not resolved quickly, the Field Office Director (or designee) shall identify the members of the Crisis Support Team and direct them to establish a family service center at the facility.
  - The Crisis Support Team shall be distinct from the HNT.
  - The two teams shall have no members in common.
- (c) At the family service center, the Crisis Support Team shall provide members of affected families accurate information, updates and breaking news, and professional advice and help. Among other things, the families may form mutual support groups.
- (d) The Crisis Support Team shall directly address children's stress and stress-generated behavior. The Employee Assistance Program may assist with the family's stress management.

#### 8) **Media**

In accordance with the Residential Standard on **News Media Interviews and Tours**, the ICE public affairs officer handling press releases and inquiries is responsible for:

- Situating any media representatives who are present in an area where their presence will not interfere with emergency operations.
- Arranging regular briefings.

#### t. **Search (Internal)**

##### 1) **Search Teams**

The shift supervisor shall serve as search coordinator, dispatching separate two-person search teams for every missing resident, at least one of whom shall be thoroughly familiar with the assigned search area.

The supervisor shall instruct them regarding which keys to draw, which search method to use, areas with nonstandard construction features (temporary or permanent); and the designated radio frequency.

##### 2) **Equipment**

- Master blueprint or schematic for search coordinator;
- Separate blueprints for each search area;



- Radios (one per team);
- Flashlights;
- Restraints;
- Ladders;
- Tools as needed;
- Cell phone

u. **Bomb Threat**

1) **Immediate Response**

- (a) **Phone Threat.** The facility administrator shall develop a "script" for staff to follow upon receiving a telephoned bomb threat and make it available at every staff telephone for instant access.

(FBI Bomb Threat DATA Form, DOJ 370)

The objective of the scripted questions is to secure the following information from and about the caller:

- Bomb location
  - Time set for detonate
  - Type of explosive
  - Caller's affiliation/self-identification (credibility of threat)
  - Caller's gender, accent, tone, other characteristics.
- (b) **Mail Threat.** The facility administrator shall instruct staff to consider suspect any letter or package with:
- Oily/greasy stains/discoloration;
  - An incorrect title/department for the addressee;
  - The addressee's name misspelled;
  - Disproportionate weight relative to the size of the envelope or box; and/or:
  - No return address.
- (c) **Written Threat.** Upon receipt of a written threat, staff shall treat the paper or other means of communication as they would any other evidence -- preventing unauthorized handling of the material and saving all material associated with the delivery (envelope, wrapping, etc.).
- (d) **In-Person Threat.** Staff shall elicit as much information as possible from the person who has delivered an in-person threat while simultaneously contacting a supervisor.

## 2) **Searching for a Bomb**

The shift supervisor shall notify the local fire department and hospital, in addition to the Assistant Facility Administrator for Operations, facility administrator, safety/maintenance supervisor, and other appropriate facility officials and ICE.

- (a) Search teams shall report any suspicious object immediately upon discovery. At least one member of each search team shall know the assigned area well enough to spot changes, for example, unusual objects, items moved from their normal locations, etc.
- (b) If appropriate, the facility administrator shall order a power shutdown.

## 3). **If a Bomb Is Found**

- (a) Team members shall not attempt to move or deactivate the device.
- (b) To prevent accidental activation of the device, team members shall not use radios, body alarms, cell phones, any and all electronic equipment capable of emitting an RF signal.
- (c) Incoming traffic shall cease.
- (d) The shift supervisor shall notify the bomb removal agency listed in the written procedures.
- (e) Staff shall clear and secure all areas within the threat zone.

## 4). **After an Explosion**

- (a) The designated emergency response personnel shall implement precautionary measures, ensuring safe evacuation of remaining occupants, including those with injuries in accordance with written procedures, that assume:
  - Structural damage
  - Additional bomb(s).
  - Casualties
- (b) The Bureau of Alcohol, Tobacco, and Firearms, the Federal Bureau of Investigations, the local fire chief, or other explosive expert shall conduct the investigation.

## **v. Extreme Weather**

After defining and mapping the interior and perimeter-post areas, the facility administrator shall:

- 1) Prepare a separate map showing locations of all interior posts. Set up and equip fog-patrol posts; establish procedures and assign responsibility for ensuring equipment is available and in working order at all times.
- 2) Prepare another map showing locations of all perimeter/exterior posts.

Store multiple copies of the interior and perimeter-post maps in the Control Center and Incident Command Center.

- 3) Ensure that the perimeter security has been enhanced with additional staff.
- 4) Remove objects and items which could become airborne and act as missiles during high winds.
- 5) Ensure staff is appropriately provided with necessary foul weather gear.
- 6) Ensure generators are functioning properly and have an adequate supply of fuel for a protracted situation.
- 7) Ensure that if institution is placed on recall status, a briefing with staff occurs.
- 8) It is suggested that if the facility is placed in recall status, an explanation shall be provided to the resident population outlining the reasons for the recall and the anticipated duration.

**w. Civil Disturbance**

**1) Scenarios**

The plan shall address various scenarios, for example, a single event (small/large); several coordinated events at one or more locations, at one or staggered times; type of event and individuals involved; other law enforcement agency involvement, etc.

Depending on the scenario, the plan shall specify procedures for multiple deployments involving the same and/or different kinds of equipment and teams, in the event of simultaneous demonstrations.

**2) Basic Procedures**

The plan shall specify procedures for standard activities, including, but not limited to, the following:

- Denying access to facility property (barricades, roadblocks, etc.),
- Using riot equipment with the general public,
- Notifying/involving other law enforcement agencies,
- Establishing holding areas,
- Marking unmarked property lines,
- Medical care,
- Environmental Hazard

**x. Safe Harbors (shelter in place)**

The facility administrator shall identify and equip one or more "safe harbor" areas in the facility.

- These designated areas shall have the capacity to house a large number of residents safely and securely for two or three days (gym, auditorium, food service area, etc).

- Every designated safe harbor shall maintain supplies of, among other things, duct tape, plastic, and other items intended for use during an environmental hazard.

Every department (food service, medical, maintenance, recreation, administration, etc.) shall have written procedures, and at least three days' provisions, for use in temporary quarters. The objective is to disrupt the daily routine as little as possible.

**y. Procedures When There Is an Environmental Hazard**

- 1) The facility administrator shall designate staff to seal off the specified area(s) in a timely manner.
  - Staff shall receive the necessary training as part of the facility's emergency-preparedness training program.
  - The plan shall specify how often and where the specialized training shall occur.
  - The plan shall specify that all employees will receive the training.
- 2) The safety/maintenance supervisor shall, if necessary, shut down ventilation units (cooling/heating systems, fans, etc.).
- 3) The shift supervisor shall direct the residents' orderly transfer to the safe harbor areas.
- 4) Staff shall transport resident identification cards to the safe harbor areas, to ensure accountability.
- 5) Residents may take no personal property into safe harbor areas.
- 6) When the danger has passed, the shift supervisor shall direct the residents' return to their housing areas, after which staff shall conduct a population count.
- 7) If environmental conditions worsen or fail to improve within an acceptable time frame, the facility administrator shall implement the facility's Evacuation Plan.

**z. Resident Transportation System**

If an emergency occurs while residents are being transported, the facility administrator shall, upon request, provide any or all of the following:

- vehicular escort
- personnel
- mechanical assistance
- medical assistance
- transportation (if vehicle disabled)
- notification to other law enforcement agencies
- holdover lodging.

## aa. Evacuation

It is suggested that facilities enter into contract negotiations with vendors who are 75 – 100 miles from their facilities to provide resources at an agreed upon cost in advance of potential emergency events. The purpose of this is, if the local area is affected, community resources will ordinarily be directed towards hospitals, nursing homes, schools, etc.

- 1) The facility's plan shall factor in all variables, and combinations of variables, that may precipitate or affect a mass evacuation, such as the following contingencies, and their repercussions:
  - (a) Minimal warning/preparation time;
  - (b) Weather-related complications for example, tornadoes, hurricanes, blizzards, etc.
  - (c) An area-wide disaster would limit facility access to State and local emergency services (police, fire department, hospitals, military) and transportation provider;
  - (d).At least 10 percent of the staff fail to respond when recalled. The type and scope of the emergency would determine whether and by how much that percentage might increase.
- 2) For every evacuation scenario, the plan shall:
  - (a) Identify and prepare a list of suppliers to provide essentials during the emergency;
  - (b) Prepare an alternative list, identifying product substitutions and alternative suppliers;
  - (c) Assign priorities among the essentials listed, recognizing the likelihood of shortages occurring during an area-wide emergency.
- 3). The facility administrator shall secure as many signed contracts, agreements, and commitments for transportation and supplies when needed Federal and other public-sector resources are unavailable.
- 4). **Pre-Evacuation Procedures**
  - (a) Emergency staff recall (time permitting);
  - (b) Implement procedures to retrieve/pack residents' personal property, central files, medical records, etc.;
  - (c) Implement department-by-department procedures to transport material needed to conduct daily operations at the temporary site: personnel files, blank rosters, forms, etc.;
  - (d) Deploy emergency equipment;
  - (e) Notify State and local authorities; and
  - (f) Conduct (exit) emergency count.
- 5) **Facility Shutdown**
  - (a) Verify the count;
  - (b) Implement the internal search plan, if appropriate;

- (c) Apply emergency utility controls; and
- (d) Secure the site, to extent possible.

**6) Transition to Temporary Site**

- (a) Confirm the previously projected number of vehicles needed for:
  - Residents
  - Supplies.
- (b) Record vehicular data, including number and source(s);
- (c) Reconfirm security arrangements with other ICE/DRO components, the Bureau of Prisons, U.S. Marshals Service, local and State agencies, and the military;
- (d) Confirm staffing/assignments, including TDY arrangements.

**(7) Family Management**

- (a) Provide a plan of action to accommodate management of family units during emergencies.
- (b) Develop a response plan when family units are separated temporarily or permanently due to unexpected illness, evacuation, or unforeseen circumstance causing an unexpected and unavoidable separation of minors and the parents or guardians.

**aa. Nationwide Lockdown**

In the event there is a compelling need to secure all ICE/DRO facilities, the JFRMU shall notify Field Office Directors, who shall notify the facility administrators to implement restrictive movement plans in family residential centers.

- 1) The facility administrator shall implement the following procedures:
  - (a) Emergency count;
  - (b) Staff briefing (may include interim increase to 12-hour shifts);
  - (c) Suspend resident access to telephones and televisions;
  - (d) Suspend visitation. Designated staff shall attempt to contact individuals with visits planned. Residents may notify interested persons of the lockdown and suspension of visits by mail;
  - (e) Initiate staff secure movements within the facility;
  - (f) Activate the Incident Command Post;
  - (g) Contact specialized personnel and teams, as appropriate, etc.);
- 2) The facility administrator shall inform the residents, in writing, why restrictions are necessary, what to expect, and how long it is likely to last. The facility administrator shall provide this resident notification as soon as possible after implementing the necessary procedures (as provided in preceding paragraph).
- 3) Health Services staff shall return to their regularly scheduled duties.

4) When the nationwide lockdown is terminated, the facility administrator shall:

- Relax the restriction systematically, according to written procedures.
- Implement a **Recovery Plan**.

**Standard Approved:**

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**John P. Torres**  
**Director**  
**Office of Detention and Removal**

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**Date**