

INS DETENTION STANDARDS

EMERGENCY PLANS

I. POLICY

Every facility will develop plans and procedures for handling emergency situations reasonably likely to occur. The goal of these "contingency plans" is to control the situation without endangering lives or property.

II. APPLICABILITY

The standards provided in this Detention Standard shall apply to the following facilities housing INS detainees:

1. Service Processing Centers (SPCs);
2. Contract Detention Facilities (CDFs); and
3. State or local government facilities used by INS through Intergovernmental Service Agreements (IGSAs) to hold detainees for more than 72 hours; referred to as "IGSA facilities."

Within the document additional implementing procedures are identified for SPCs and CDFs. Those procedures appear in italics. IGSA facilities may find such procedures useful as guidelines. IGSAs may adopt, adapt or establish alternatives to, the procedures specified for SPCs/CDFs, provided they meet or exceed the objective represented by each standard.

See the separate "Definitions" Standard for the meaning of certain terms used in this document.

III. STANDARDS AND PROCEDURES

A. Preventive Action

1. Climate Monitoring

Staff will watch for signs of mounting tension among the detainee population. Signs of trouble include the following: a spike in the number of detainee requests, incident reports, etc.; sullen, restless, and short-tempered detainees avoiding contact with staff (including eye contact).

Staff alertness to changes in facility "climate," promptly reported, can be of critical importance in defusing a potentially explosive situation.

Factors known to exacerbate tensions culminating in group disturbances include, but are not limited to:

- a. Racism;
- b. Heightened complaints about food;
- c. Dissatisfaction with the performance or attitude of the post officer;
- d. Increasing complaints about recreation, medical care, visiting, mail, etc.;
- e. Gang activity;
- f. Homosexual activity;
- g. Inaccurate or incomplete information about detainee cases or facility policies.

These are predictable and controllable. Alert staff can prevent these issues from festering until they erupt.

2. Staff Actions

Staff members will improve their chances of deflecting detainee unrest by:

- a. Discussing plans, programs, and procedures among themselves, and communicating as much as possible to detainees;
- b. Treating detainees fairly and impartially;
- c. Reducing opportunities for/causes of misunderstandings among detainees, e.g., by enforcing and explaining rules that prevent any individual or group from imposing its will on the rest of the population;
- d. Resolving misunderstandings/conflicts as they arise;
- e. Encouraging participation in work and recreational programs;
- f. Routinely reporting on facility climate and detainee attitudes to the Officer in Charge (OIC), who will follow-up as necessary; and
- g. Alerting supervisors at the first sign(s) of trouble, gang activity, group hostilities, etc.

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

3. Pre-Incident Considerations

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

B. Contingency Plan Development

1. Basic Planning

- a. Every facility will designate the individual(s) responsible for developing and implementing plans for the contingencies/emergencies the facility could face (see section III.D., below). All plans will comply with the INS standards for confidentiality, accountability, review, and revision included in this section.

Each plan will include procedures for rendering emergency assistance to another INS facility. Assistance could take the form of supplies, transportation, temporary housing (for detainees, personnel, and/or TDY staff), etc.

In SPC/CDFs, the Chief Detention Enforcement Officer (CDEO) or Chief of Security is the individual responsible for developing each contingency plan and implementing it when an emergency situation occurs. He/she will tap the expertise of all department heads during the plan development process. Among other things, this inclusive process will ensure all departments have ownership of the plan.

- b. *Every SPC/CDF will develop cooperative contingency plans with local, State, and Federal law enforcement agencies, with a Memorandum of Understanding (MOU) documenting the terms of the cooperative agreements. District or facility legal staff should review references to arrest authority, use of force (both non-lethal and deadly), jurisdiction, outside-agency involvement, etc. The OIC and representatives from the affected agencies will cosign the MOUs. Simulated exercises testing the plans will occur on a regular basis. The plans will undergo annual reviews.*

If certain local, State, or Federal agencies decline to participate, the OIC will make periodic contact to revisit the issue.

2. Keeping Plans Current: Reviews, Revisions

Each facility shall designate an individual(s) to be responsible for scheduling and keeping the emergency plans current.

- a. *The CDEO/Chief of Security will plan and schedule the annual reviews.*
- b. *Every Department Head will participate in the facility's annual review of contingency plans.*
- c. *The CDEO/Chief of Security will update the plans as often as necessary to keep them current, forwarding all such revision(s) for OIC approval. If the OIC request changes, the CDEO/Chief of Security will incorporate the changes and resubmit the contingency plan(s) within 30 days. If the annual review results in no changes, the CDEO/Chief of Security will record this in the master file(s).*

3. Plan Organization

Policy and procedures common to most emergency situations will appear in the Contingency Plans' general section (see section III.D., below). Contingency-specific procedures will appear in contingency-specific sections immediately following the general section (see section III.E., below). These sections will not repeat policy and procedures stated in the general section. They will contain only the exceptions and/or additions to the general rules applicable to the particular contingency. preparing for and responding to emergencies, as required in the emergency situation(s).

4. Confidentiality

Every plan will include a statement prohibiting unauthorized plan disclosure. This applies equally to developmental stages and to the finished plans.

Staff will not discuss any aspect of a plan anywhere within earshot of a detainee or visitor.

The CDEO/Chief of Security will determine where copies of the various plans will be stored, and in what quantity. A master copy will be kept outside the secure perimeter, along with an itemized list of plans and where to find them. The CDEO/Chief of Security will implement a checkout system accounting for all plans at all times and equipped with safeguards against detainee access. The District Director's written approval is required to release contingency plan details to non-INS personnel.

The CDEO/Chief of Security will send a disk containing the facility's contingency plans to the District Director and Headquarters Detention and Removal, Operations (referred to below as "Headquarters"). The packages containing the disks will be marked "confidential."

C. Contingency Plan Implementation: General Requirements

The facility will establish written policy and procedures addressing, at a minimum: chain of command, command post/center, staff recall, staff assembly, emergency response team (ERT), use of force, videotaping, records and logs, employee conduct and responsibility, public relations, facility security, etc. (1-19 below)

The Regional Director will maintain constantly updated data on the physical capacities of individual facilities' in the Region. Among other things, this current and instantly accessible information about every detention facility in the Region will facilitate identification of the best source(s) of emergency assistance for a given facility at a particular time (see section III.B.1.a., above)

In SPCs/CDFs:

1. Chain of Command

The OIC will identify the chain of command for directing operations in an emergency.

2. Command Post/Center

The facility will set up a primary command post outside the secure perimeter. Command post equipment will, at a minimum, include the following:

- a. Internal/external phone capabilities. Of the two private outside lines recommended, one will be a speakerphone for back-and-forth conference calls among facility, District, and Regional command posts. The second line will handle all other calls. A separate line will handle internal communications;*
- b. Radio equipment (equipped for facility frequencies, local law enforcement communications and, if possible, other Federal law enforcement agencies);*
- c. Facility plot plan (including property maps, up-to-date blueprints of buildings, local maps, and overhead photographs);*
- d. Videotapes of building interiors within the secure perimeter (showing doors, windows, closets, ceilings, floors, etc.);*
- e. Escape-post kits, including maps, directions, etc. (see section III.D.4.b., below);*
- f. At least one copy of the contingency plans;*
- g. Hostage Negotiation Team equipment;*
- h. Videotape player/television;*
- i. Voice-activated recorder or conventional tape recorder;*
- j. Assault/breaching plans; and*
- k. Kit containing logbooks, blank rosters, purchase orders writing utensils, etc.*

To control incoming and outgoing Command Post traffic, the CDEO/Chief of Security may implement a pass system.

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

- a. OIC or Incident Commander;*
- b. Assistant OIC;*
- c. CDEO/Chief of Security;*
- d. Person to log activities in chronological order;*
- e. Person to handle communications with the Regional and District Offices, maintaining open lines of communication throughout the situation; and, if available,*
- f. Person to control traffic in and out of the Command Post.*

To ensure alertness, Command Post staff must rotate shifts with personnel from the relief roster. Relief personnel will take over from the Command Post staff after each shift. They will also relieve staff for short breaks during each shift to avert the mistakes and misjudgments that fatigue or stress can cause.

The OIC will control the decision making process, at the discretion of the Regional or District Director.

The CDEO/Chief of Security will activate the Command Post at the OIC's direction. The activated Command Post will immediately open the conference-call line to the Regional and District Offices. Those offices will not necessarily open control centers at the same time, however; in conference-call consultation with the OIC, the Regional and District Directors may wait until the dimensions of the unfolding incident are known.

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

Ongoing emergency preparedness activities will include activating the Command Post phone lines and other logistical support systems, both to test equipment and to familiarize staff with the Command Post and its equipment.

3. Emergency-Recall List

The Control Officer will maintain the current home and/or cell-phone number of officers, administrative/support services staff, law enforcement agencies, ERTs, and Hostage Negotiation Teams; if inaccessible by phone, beeper/pager number, e-mail address, or other means of off-duty contact (approved by the OIC).

The SDEO/CDEO or contract equivalent will ensure the recall list is maintained as follows:

- a. On file in both Control Center and shift supervisor's office;*
- b. Maintained in a secure file;*
- c. Privacy Act-compliant;*
- d. For emergency recall or urgent business only; and*
- e. Updated quarterly.*

The file containing the recall list will prominently feature the following notice:

This information must be safeguarded. Use is restricted to those needing the information in the performance of their official duties. Misuse will subject the user to criminal liability. This agency will view any misuse of this information as a serious violation of the employee code of conduct, which may result in disciplinary action, including removal.

The OIC will develop and provide the Control Officer procedures for executing an all-staff recall. The Control Officer will also maintain the latest District and Regional Office numbers.

4. Assembly of Staff

The OIC will designate primary and secondary areas for staff assembly. The OIC will also designate backup areas for each, and specify exceptions, if any, for a particular contingency. Primary and secondary areas should be outside the detainee population's range of vision.

5. Emergency Response Teams (ERTs)

The OIC will establish one or more emergency response teams, as warranted by the detainee population. Establishing an ERT commits the OIC to providing the training and equipment without which the team cannot perform effectively.

If the facility does not have the capacity to form or maintain an ERT, the OIC will develop agreements (MOUs) or liaisons with local, State, or Federal agencies, as appropriate.

6. Use of Force

See the "Use of Force" standard.

Situations that might warrant the use of force include, but are not limited to, defense or protection of self or others, enforcement of facility regulations, prevention of a crime, and apprehension of a person who has committed a crime. In such situations, staff (use-of-force teams) will use no more force than necessary to gain control of the detainee(s).

Use of a chemical dispenser, stun gun, or baton is prohibited except in cases involving an armed, barricaded, or otherwise dangerous detainee, when the OIC may determine such action is warranted.

7. Use of Video Equipment

See the "Use of Force" standard.

The OIC will designate the staff member responsible for monitoring the quantity and freshness of batteries in the inventory, periodically replenishing the supply to ensure batteries will function during an extended emergency. Responsibilities include the recharging of video camera batteries, in accordance with the manufacturer's instructions. The Control Center will maintain at least one camera.

In SPCs/CDFs, the SDEOs/shift supervisors will be trained to use video equipment, along with designated staff. Training will include technical issues, such as how to identify tapes and photographs by date and location.

8. Records and Logs

The OIC will designate the Command Post staff member who will keep a chronological record of events during the emergency. This logbook will record, by date and time, all command-related decisions and discussions, including phone calls and radio transmissions.

9. News Media/Public Relations

The OIC will establish policy and direct staff on procedures for news media and public contact during emergency situations. Policy and procedures may vary from contingency to contingency; also from incident to incident. However, to the extent possible, the OIC will set forth-general policy, procedures, and contingency considerations or variables. (See also paragraph III.D.5.g., below.)

10. Facility Security

The OIC will provide written procedures for:

- a. Detainee recall and lockdown;*
- b. Counts (see "Population Counts" standard);*
- c. Intensifying security;*
- d. Security key access (issuance and accountability, drop chute, etc.); and*
- e. Evidence preservation.*

11. Health Services Responsibilities

The plan will specify procedures for providing immediate and follow-up medical care to detainees and staff under every emergency scenario.

12. Food Service Responsibilities

The plan will specify procedures for updating the Food Service Administrator on such issues as the number of people who will be on duty, requiring meals.

The Food Service Administrator (FSA) will make contingency plans for providing detainee and staff meals during an emergency. Among other things, these plans will include access to community resources, which the FSA will negotiate during the planning phase.

13. Maintenance Department Responsibilities

The plan will provide for emergency utility control, including plot plans identifying water and gas shut-off valves and electricity on-off switches.

14. Employee Conduct and Responsibility

The OIC will provide a statement of professional conduct and responsibility for inclusion in the plan. Among other things:

a. The conduct and responsibility section will also instruct personnel on what to do if taken hostage, including:

- 1. Control emotions;*
- 2. Stay calm; think before speaking or acting;*
- 3. Accept reality of situation;*
- 4. Use a mild tone when speaking with captors;*
- 5. Observe captors, mentally noting their distinguishing characteristics, e.g., physical features, weapons, clothing, etc..*

b. The OIC will supplement this general advice with site-specific instructions including, but not limited to, the following:

- 1. Responding to captors' orders;*
- 2. Eye contact and other interactions with captor(s);*
- 3. Telephone communications;*
- 4. Escape attempts.*

15. Facility Access Routes

The plan will specify alternative means of reaching the facility for emergency staff if the main approach becomes dangerous or inaccessible (e.g. during a civil disturbance, adverse weather conditions, fire, etc.).

16. Nearby Residents

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

17. Reporting Procedures

The OIC will develop written procedures for staff to follow when reporting an emergency.

18. Communications Equipment/Radio

The plan will specify whether the remote battery-charging units will be maintained in the Control Center or outside the secure perimeter (see Section III.C.2., above).

19. Post-Emergency Procedures

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

- a. Segregating the detainees involved in the incident;*
- b. Collecting written reports;*
- c. Preserving evidence;*
- d. Accountability (equipment, staff, etc.);*
- e. Damage assessment and repair;*
- f. Injury documentation;*
- g. Coordinating legal actions/prosecutions;*
- h. Staff debriefing and follow-up;*
- i. General review and critique of the emergency operations/management, with follow-up agenda, including, but not limited to:*
 - 1. monitoring the detainee climate;*
 - 2. revising the Contingency Plan.*

D. Contingency Plans

All facilities will compile INS approved individual contingency plans, as needed, in the following order:

- | | |
|------------------------|--|
| 1. Fire | 8. Adverse Weather |
| 2. Work/Food Strike | 9. Civil Disturbance |
| 3. Disturbance | 10. Environmental Hazard |
| 4. Escape | 11. Detainee Transportation System Emergency |
| 5. Hostages (Internal) | 12. Evacuation |
| 6. Search (Internal) | 13. Service wide Lockdown |
| 7. Bomb Threat | # Site-specific concerns, if any |

These mini-plans will specify only contingency-specific divergences from the general plan (section III.D, above) for INS and CDF and IGSA guidance. IGSA facilities will use the following as guidance. Examples follow.

1. **Fire:** Chain of Command

The Safety or Maintenance Foreman will develop a comprehensive Fire Control Plan.

The CDEO/Chief of Security will develop a procedural outline for the SDEO/shift supervisor to follow in the event a fire occurs during non-duty hours.

2. **Work/Food Strike:** Appraising the situation

The OIC will consider the following before determining which course of action to pursue:

- a. *Whether strikers have announced when the strike will end;*
- b. *Violence;*
- c. *The number of detainees involved;*
- d. *The prospects for neutralizing the problem.*

3. **Disturbance (Internal):** Command Post

After determining the course of action to pursue, the OIC will direct staff to implement the action plan, which will cover, at a minimum:

- a. *Controlling utilities;*
- b. *Available emergency entrances, e.g., Food Service, housing areas, etc.;*
- c. *ERT/other staff and equipment;*
- d. *Dispensing chemical agents in specific areas;*
- e. *Perimeter security, including crowd, traffic, and media control;*
- f. *Shutting down detainee telephone systems;*
- g. *Notification of outside agencies;*
- h. *Remove controlled substances from pharmacy area.*

4. **Escape:** Staff Deployment; Equipment; Air Escape

- a. *The OIC will deploy staff to primary, secondary, and directional escape posts, designating a timekeeper/recorder for each:*
 1. *Primary-fixed and mobile posts near the facility;*
 2. *Secondary-fixed and mobile posts beyond the immediate facility area;*
 3. *Directional Posts-no fixed location based on situational intelligence, which should produce a direction for the search.*

The OIC will immediately notify local, State, and Federal law enforcement agencies of the escape.

b. Escape-post equipment kits will be stored in the Command Center. Each kit will include, at a minimum:

- 1. Flashlight;*
- 2. Restraints (handcuffs and/or flexcuffs);*
- 3. Packet containing post location, map(s), fact sheet highlighting arrest authority, search procedures, apprehension techniques, etc.;*
- 4. Radio;*
- 5. Binoculars, if applicable.*

c. Procedures applicable to an escape by aircraft:

- 1. Obtain aircraft description: colors, registration or tail number, direction of flight, etc.;*
- 2. Notify local law enforcement and Federal Aviation Administration;*
- 3. Firing on aircraft is prohibited, with one exception. Staff may return fire originating from the aircraft. Even in that case, however, the usual deadly-force considerations apply. Staff must weigh the consequences of any such action, e.g., the aircraft may crash into a building, the pilot may be under duress, etc.*

5. Hostage Situations: Regional Plan, Team Formation and Preparations, Chain of Command, Negotiations, Status of Certain Involved Officials and Staff

a. INS Regional Hostage Situation Management Plan

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

- 1. The Regional Office and Headquarters will jointly provide designated facilities with well-trained and -equipped hostage negotiators/Hostage Negotiation Teams.*
- 2. The Regional Office's plan will identify, for each facility, the backup personnel, mental health professionals, and others as needed during a prolonged crisis. The Regional Office will maintain a list of all INS hostage-negotiation trainers/consultants and trained negotiators in the Region.*

3. *The Regional Director, in consultation with the District Director and the OIC, will ensure the availability of Victim Assistance Teams, consisting of trained counselors/therapists. The Victim Assistance Team will provide post-crisis services to staff and families. Upon request, the Teams will assist facilities develop site-specific emergency plans for victims and their families.*

b. Hostage Negotiation Teams: Formation and Preparations

1. *The core negotiation group (generally the team leader, primary negotiator, and mental health expert) for every facility will attend Hostage Negotiation Training.*
 - a. *Requirements for the team leader include: experience and skill applying hostage negotiation principles and strategies, working effectively under stress, and proven leadership ability. The OIC will generally select a department head the team leader.*
 - b. *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.*
2. *Headquarters will maintain a roster of INS personnel trained in hostage negotiation, qualified and available for work on a Hostage Negotiation Team in any INS facility. Regional Offices will receive copies of the roster, including all updates and revisions.*
3. *Hostage Negotiation Team members will 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 ERT member will serve as team liaison. As such, he/she will routinely attend the negotiation team's monthly sessions.*
4. *Whenever possible, the negotiation team will conduct joint training sessions with negotiators from other law enforcement agencies. In addition to such sessions, which should take place annually, the team will maintain contact with counterparts in other agencies.*
5. *Training exercises integrating the activities of the Command Post, Hostage Negotiation Team, and ERT will occur every six months. These training exercises will 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, and what each can contribute in a crisis.*

6. *Every negotiation team will require access to portable communication equipment, or "throw phones." To operate the equipment when needed, in an emergency, team members will need also need access to throw phones for routine practice sessions, to familiarize themselves with the equipment and master its use. A communications equipment expert, thoroughly familiar with the operation of the "throw phone", should be available to each negotiation team during practical exercises.*

c. Chain of Command

As a general rule, the District Director (DD) has the authority to resolve a hostage situation. However, the Regional Director may assume control of a large-scale operation involving coordination with other INS components and law enforcement agencies.

1. *The OIC will immediately phone the District Director, who will in turn notify the Regional Director, to report a hostage situation. The OIC will assign a senior manager to serve as liaison with the Region and Headquarters.*
2. *The OIC will notify the FBI and other agencies, as appropriate, of the situation.*
3. *Under no circumstances will external law enforcement agencies have/assume command authority.*

d. Contain Disturbance; Secure Facility

1. *Prevent movement into or out of the scene of the hostage area;.*
2. *Add exterior, armed patrols;*
3. *Terminate detainee telephone usage;*
4. *Curtail staff radio usage;*
5. *Remove visitors and civilians, including contract employees and volunteers;*
6. *Recall detainees for immediate official count;*
7. *Remove detainees from the hostage area; if in a housing unit, move detainees into temporary housing, in accordance with written, site-specific procedures;*
8. *Conduct staff roll call, in accordance with written procedures, to determine the number and identity of hostages.*

e. Negotiations

The OIC will have no hands-on involvement in the negotiation process. Once the emergency response team has contained and stabilized the immediate situation, the trained Hostage Negotiation Team will take over.

1. *Hostage negotiators act as intermediaries between the Command Post and the hostage-takers. They keep the lines of communication with the captors open, maintaining calm while working toward a nonviolent resolution.*

2. *The Hostage Negotiation Team will generally include:*
 - a. *Team leader (manages negotiations; Command Post liaison);*
 - b. *Primary negotiator (communicates directly with hostage takers);*
 - c. *Secondary negotiator (advises/assists/spells primary negotiator);*
 - d. *Mental health professional (observes, provides psychological analyses/assessments and advice; monitors stress levels/emotional climate; and*
 - e. *Note taker (documents every communication to/from hostage taker(s)).*

The team may expand to include BORTAC liaison, intelligence gathering, and communications-equipment expertise.

Detention staff, psychologists, and chaplains will perform their usual duties during a hostage situation. They will not serve as negotiators.

3. *Hostage negotiators will have no decision-making authority. Negotiators will maintain close contact with the decision-makers and persons in charge of tactical assault teams via periodic briefings on the status of the negotiations.*
4. *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.*
5. *Third party participation in negotiations will be consultative only.*
6. *Unless formally involved in the negotiations, staff will have no contact with the hostage-takers.*

f. Status of Certain Involved Officials and Staff During and After Hostage-Taking

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

5. *The OIC will debrief the hostages after their psychological and medical screenings, unless the USPHS advises postponement.*
6. *Emergency plans will also provide for the debriefing of personnel not taken hostage, but significantly involved in the operation to free the hostages.*

g. Hostage-Family Services

1. *The OIC will notify the hostages' families of the situation as early as possible.*
2. *If the situation is not resolved quickly, the Assistant District Director/DD will identify the members of the Victim Assistance Team, directing them to establish a family service center at the facility. The Victim Assistance Team will be distinct from the Hostage Negotiation Team. The two teams will have no members in common.*
3. *At the family service center, the Victim Assistance Team will provide members of affected families with accurate information, updates and breaking news, and professional advice and help. Among other things, the families may form mutual support groups.*
4. *The Victim Assistance Team will directly address children's stress and stress-generated behavior. The Employee Assistance Program may assist with the family's stress management.*

h. Media

The staff member handling press releases and inquiries will comply with the "Visitation" standard. Among other things, his/her responsibilities during a hostage situation will include:

1. *Situating media representatives in an area where their presence will not interfere with emergency operations;*
2. *Arranging regular briefings; and*
3. *Liaising with the Victim Assistance Team, if necessary.*

6. Search (Internal): Teams, Equipment

a. Search Teams

1. *The SDEO/shift supervisor will serve as search coordinator, dispatching a separate search team for every missing detainee.*
2. *Every search team will consist of at least two officers.*

3. *At least one member of the team will be thoroughly familiar with the assigned search area.*
4. *Before sending out the search teams, the SDEO instruct them on which keys to draw, which search method to use, areas with nonstandard construction features (temporary or permanent); and the designated radio frequency.*

b. Equipment

1. *Master blueprint or schematic for search coordinator;*
2. *Separate blueprints for each search area;*
3. *Radios (one per team);*
4. *Flashlights;*
5. *Restraints;*
6. *Ladders;*
7. *Tools as needed;*
8. *Riot batons.*

7. Bomb Threat: Immediate Response, Procedures, Explosion, Investigation

a. Immediate Response

1. *The OIC will develop a "script" for staff to follow upon receiving a telephoned bomb threat. Personnel will have instant access to the scripted questions at every staff telephone. The goal is to secure the following information from/about the caller:*
 - a. *Bomb location*
 - b. *Time set for detonate*
 - c. *Type of explosive*
 - d. *Caller's affiliation/self-identification (credibility of threat)*
 - e. *Caller's gender, accent, tone, other characteristics.*
2. *The OIC will instruct staff to consider suspect any letter or package with:*
 - a. *oily/greasy stains/discoloration;*
 - b. *an incorrect title/honorific/department for the addressee;*
 - c. *the addressee's name misspelled;*
 - d. *disproportionate weight relative to the size of the envelope or box;*
and/or:
 - e. *without a return address.*
3. *Upon receipt of a written threat, staff will treat the paper or other means of communication as they would any other evidence. This means preventing unauthorized handling of the material, and saving all material associated with the delivery (e.g., envelope, wrapping).*

4. *Staff will elicit as much information as possible from the person who has delivered an in-person threat before escorting him/her to the SDEO/shift supervisor.*

b. Search Procedures

1. *The SDEO/shift supervisor will notify the local fire department and hospital, in addition to the OIC, Safety/Maintenance Foreman, Chief of Security, and other facility officials.*
2. *Teams will report any suspicious object immediately upon discovery. At least one member of each search team will know the assigned area well enough to spot changes, e.g., unusual objects, items moved from their normal locations, etc.*
3. *If appropriate, the OIC will order a power shutdown.*

c. Finding a Bomb: Procedures

1. *Team members will keep as still as possible, turning off lights, radios, body alarms, etc. They will touch nothing.*
2. *Incoming traffic will cease.*
3. *The SDEO/shift supervisor will notify the bomb removal agency listed in the written procedures.*
4. *Officers will clear the surrounding area.*

d. After an Explosion

1. *The Safety/Maintenance Foreman will implement precautionary measures, in accordance with written procedures, assuming:*
 - a. *structural damage*
 - b. *additional bomb(s).*
2. *The Bureau of Alcohol, Tobacco, and Firearms, the Federal Bureau of Investigations, the Fire Chief or other explosive expert will conduct the investigation.*
3. *Among other things, investigators will attempt to determine the target of the explosion: individual(s), object, activity, or escape.*

8. Adverse weather: Control Center

After defining and mapping the interior- and perimeter-post areas, the OIC will:

- a. Prepare a separate map showing locations of all unarmed, 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.*
- b. Prepare another map showing locations of all perimeter/exterior posts. Identify each as armed or unarmed. List the weapons to be used at armed posts, and where they can be drawn.*

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

9. Civil Disturbance: Scenarios; Procedures

a. Scenarios

The plan will address various scenarios, for example, a single event (small/large); several coordinated events at one or more locations, at one or time or staggered times; type of event and individuals involved; other law enforcement agency involvement. Depending on the scenario, the plan will specify procedures for multiple deployments involving the same and/or different kinds of equipment and teams, in the event of simultaneous demonstrations.

b. Basic Procedures

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

- 1. Denying access to facility property (barricades, roadblocks, etc.);*
- 2. Using riot equipment with the general public;*
- 3. Notifying/involving other law enforcement agencies;*
- 4. Establishing detention areas;*
- 5. Marking unmarked property lines;*
- 6. Medical care.*

10. Detainee Transportation System

If an emergency occurs while detainees are being transported, the OIC will, upon request, provide any or all of the following:

- a. vehicular escort*
- b. personnel.*
- c. mechanical assistance*
- d. medical assistance*
- e. transportation (if vehicle disabled)*

- f. notification to other law enforcement agencies
- g. holdover lodging.

11. Environmental Hazard: Safe Harbors; Procedures

a. *Safe Harbors*

The OIC will identify and equip "safe harbor" area(s) in the facility. These designated areas will have the capacity to house a large number of detainees safely and securely for two or three days (gym, auditorium, food service area, etc). Every designated safe harbor will 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.) will 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.

b. *Procedures*

1. *The OIC will designate an officer to supervise a detainee crew to seal off the specified area(s) in a timely manner. Staff and detainees will receive the necessary training as part of the facility's emergency-preparedness training program. The plan will specify how often and where the specialized training will occur. It will also specify the number of employees and detainees to receive the training.*
2. *The Safety/Maintenance Foreman will, if necessary, shut down ventilation units (cooling/heating systems, fans, etc.).*
3. *The SDEO/shift supervisor will direct the detainees' orderly transfer to the safe harbor area(s).*
4. *Staff will transport detainee identification cards to the safe harbor area(s), to ensure accountability.*
5. *Detainees may take no personal property into safe harbor areas, with the exception of life-sustaining, prescribed medicine.*
6. *When the danger has passed, the SDEO/shift supervisor will direct the detainees' return to their housing areas. Staff will conduct a population count upon the return to the housing units.*
7. *If environmental conditions worsen or fail to improve within an acceptable time frame, the OIC will implement the facility's Evacuation Plan.*

12. Evacuation

The OIC will have emergency contracting authority during the officially approved evacuation.

- a. *The facility's plan will factor in all variables, and combinations of variables, that may precipitate or affect a mass evacuation, such as the following contingencies, and their repercussions:*
 1. *minimal warning/preparation time;*
 2. *weather-related complications e.g., tornadoes, hurricanes, blizzards, etc.*
 3. *an area-wide disaster would limit facility access to State and local emergency services (police, fire department, hospitals, military) and transportation provider;*
 4. *at least 10 percent of the staff will fail to respond when recalled (the type and scope of the emergency will determine whether and by how much that percentage will increase).*

- b. *For every evacuation scenario prepared in accordance with paragraph III.D.12.a., above), the plan will:*
 1. *Identify and prepare a list of suppliers to provide essentials during the emergency;*
 2. *Prepare an alternative list, identifying product substitutions and alternative suppliers;*
 3. *Assign priorities among the essentials listed, recognizing the likelihood of shortages occurring during an area-wide emergency*

- c. *The OIC will secure as many signed contracts, agreements, and commitments for transportation and supplies when all Federal and other public-sector resources are unavailable (see also paragraph III.B.1.b., above).*

- d. *Pre-Evacuation Procedures*
 1. *Emergency staff recall (time permitting);*
 2. *Implement procedures to retrieve/pack detainees' personal property, central files, medical records, etc.;*
 3. *Department by department, implement procedures to transport material needed to conduct daily operations at the temporary site: personnel files, blank rosters, forms, etc.;*
 4. *Deploy emergency equipment;*
 5. *Notify State and local authorities; and*
 6. *Conduct (exit) emergency count.*

e. *Facility Shutdown*

1. *Verify count;*
2. *Implement internal search plan, if appropriate;*
3. *Apply emergency utility controls (see section III.C.13., above); and*
4. *Secure site, to extent possible.*

f. *Transition to Temporary Site*

1. *Confirm the previously projected number of vehicles needed for:*
 - a. *detainees*
 - b. *supplies.*
2. *Record vehicular data, including number and source(s);*
3. *Reconfirm security arrangements with other INS components, the Bureau of Prisons, U.S. Marshals Service, local and State agencies, and the military;*
4. *Separate Special Management Unit detainees before moving, individually or as a group, to another such unit or to a local detention facility equipped to accommodate SMU detainees' security needs;*
5. *Confirm staffing/assignments, including TDY arrangements.*

13. Service-wide Lockdown

Headquarters will notify District Directors; District Directors will notify OICs.

a. *The OIC will implement the following lockdown procedures:*

1. *Emergency count;*
2. *Conduct staff briefing (may include interim increase to 12-hour shifts);*
3. *Suspend detainee access to telephones and televisions;*
4. *Suspend visitation (staff will attempt to contact individuals with visits planned). Detainees may notify interested persons of the lockdown/suspension of visits by mail;*
5. *Redirect meal service from Food Service area to housing units;*
6. *Activate the Command Post;*
7. *Contact specialized personnel/teams, as appropriate (TIAC, ERT, etc.);*
8. *Enforce professional dress code.*

- b. *The OIC will inform the detainees, in writing, why the lock-down is necessary, what to expect, and how long it is likely to last. The OIC will provide this detainee notification as soon as possible after implementing the immediately necessary procedures (as provided in preceding paragraph).*
- c. *Health Services staff will make their regularly scheduled rounds.*
- d. *The OIC will relax the lockdown systematically, according to written procedures.*
- e. *Normal operations-meals, recreation activities, showers, etc.-will resume one unit at a time.*

IV AMERICAN CORRECTIONAL ASSOCIATION STANDARDS REFERENCED

American Correctional Association 3rd Edition, Standards for Adult Detention Facilities:
3ALDF-3B-10, 3B-11,

Approval of Standard



Michael D. Cronin
Acting Executive Associate Commissioner
Office of Programs

SEP 20 2000

Date



Michael A. Pearson
Executive Associate Commissioner
Office of Field Operations

SEP 20 2000

Date

**U.S. Immigration and Naturalization Service
NATIONAL DETENTION STANDARDS
MONITORING INSTRUMENT**

Policy All facilities holding INS detainees will respond to emergencies with a predetermined standardized plan to minimize the harming of human life and the destruction of property. It is recommended that SPCs and CDFs enter into agreement, via Memorandum of Understanding (MOU), with federal, local and state agencies to assist in times of emergency.

EMERGENCY (CONTINGENCY) PLANS			
Components	Yes	No	Remarks
1. Does any detainee or detainee group exercise control or authority over other detainees?			
2. Are detainees protected from: a. Personal abuse? b. Corporal punishment? c. Personal injury? d. Disease? e. Property damage? f. Harassment from other detainees?			
3. Is staff trained to identify signs of detainee unrest? a. What type of training and how often?			
4. Does staff effectively disseminate information on facility climate, detainee attitudes, and moods to the Officer In Charge (OIC)? a. From the OIC to line staff?			
5. How many persons are responsible for emergency plans? a. For plan implementation?			
6. Does the plan address the following issues: a. Confidentiality? b. Accountability (copies and storage locations)? c. Annual review procedures and schedule? d. Revisions?			
7. Does every contingency plan include the comprehensive general section with procedures applicable to all emergency situations? a. Do individual plans repeat material from the general section or only contingency-specific instructions? b. Are the plans brief, focused on immediate action?			

EMERGENCY (CONTINGENCY) PLANS

Components	Yes	No	Remarks
8. Has the facility worked out cooperative contingency plans with: <ul style="list-style-type: none"> a. Local law enforcement agencies? b. State agencies? c. Federal agencies? 			
9. Do all staff receive copies of Hostage Situation Management policy and procedures? If yes: <ul style="list-style-type: none"> a. Who makes decisions about/resolves a hostage situation? b. Who exercises authority in a large-scale incident involving coordination of resources with other INS facilities and law enforcement agencies? c. Does the facility have/have access to trained hostage negotiators? 			
10. Is staff trained to disregard instructions from hostages, regardless of rank? <ul style="list-style-type: none"> a. How soon after release are hostages screened for medical and psychological effects? b. Who coordinates this screening process? 			
11. Do procedures ensure facility support services for hostages' families? <ul style="list-style-type: none"> a. What are those procedures? 			
12. Does a review team visit the facility after every hostage-taking?			
13. Does the Region have a Hostage Situation Management Plan? <ul style="list-style-type: none"> a. If yes, does it function effectively when needed? b. Who monitors the quality of Emergency Response Teams' training and equipment? c. Who monitors the quality of Hostage Negotiation Teams' training and equipment? d. Is an up-to-date list of negotiations-trainers and trained negotiators/consultants always available from the Region? 			
14. Does plans include emergency medical treatment for staff and detainees during and after an incident?			
15. Does the food service maintain at least 3-days' worth of emergency meals for staff and detainees? <ul style="list-style-type: none"> a. Who monitors/replaces supplies? 			

EMERGENCY (CONTINGENCY) PLANS

Components	Yes	No	Remarks
16. Do written plans locate shut-off valves and switches for all utilities (water, gas, electric)?			
17. Do plans describe alternative routes to the facility?			
18. Do emergency procedures include notification of neighbors?			
19. Do plans specify procedures for post-emergency debriefings and discussion?			
20. Does the OIC periodically schedule emergency "drills" to test the facility's emergency preparedness (readiness to implement contingency plan(s)) ? a. Are the plans reviewed annually?			
21. Do written procedures cover: a. Work/Food Strike? b. Disturbances? c. Escapes? d. Bomb Threats? e. Adverse Weather? f. Internal Searches? g. Facility Evacuation? h. Detainee Transportation System Plan? i. Internal Hostages? j. Civil Disturbances?			

**U.S. Immigration and Naturalization Service
NATIONAL DETENTION STANDARDS
MONITORING INSTRUMENT**

EMERGENCY (CONTINGENCY) PLANS

Verification Sources:

The following may serve as sources of information for auditors verifying the facility's compliance with this detention standard:

SOURCE	TIME	DATE	LOCATION
A. Facility's written policy and procedures			
B. Reviewing facility records			
C. Detainee and staff interviews			

Facilities must complete the attached Plan of Action for bringing operations into compliance. For each element found out of compliance, the plan of action will specify remedial action and the estimated timetable for compliance.

Remarks: *(Record significant facts, observations, other sources used, etc.)*

Auditors Signature

Date