

1.1 Emergency Plans

Introduction

This U.S. Immigration and Customs Enforcement (ICE) Family Residential Standard ensures a safe environment for residents and employees by establishing contingency plans to respond quickly and effectively to emergency situations (e.g., fire, adverse weather conditions, civil disturbance, or hunger strikes by residents) to minimize their severity and to protect the health and safety of residents and staff.

Various terms used in this standard may be defined in the ICE Family Residential Standard on *Definitions*.

Program Philosophy

The requirements of this standard must be implemented in accordance with the ICE Family Residential Standard on *Program Philosophy, Goals, and Expected Outcomes*.

A. Language Access and Disability Requirements

Centers will adhere to the language access and disability laws, regulations, responsibilities, requirements, and laws cited in the ICE Family Residential Standard on *Program Philosophy, Goals, and Expected Outcomes* and the ICE Family Residential Standard on *Disability Identification, Assessment, and Accommodation*. These requirements must be promulgated in all Center policies, practices, and operations and its themes must be fully incorporated into every Center activity. This is of critical importance and will directly impact resident life, health, and safety.

Expected Outcomes

The expected outcomes of this standard are as follows (specific requirements are defined in the Expected Practices section in this standard):

1. Centers shall have in place contingency plans to respond quickly and effectively to emergency situations and to minimize their severity.
2. Emergency plans will comply with all State or local licensing requirements.
3. Staff shall be trained annually, at a minimum, in emergency preparedness and implementation of the Center's emergency plans.
4. An evacuation plan will be in place in the event of a fire or other major emergency.
5. Centers will approve emergency plans locally in accordance with this standard and update them annually, at a minimum.
6. Staff members will record and document events, staff responses, and command-related decisions accurately during and immediately after emergencies.

1.1 Emergency Plans

7. Plans will include procedures for handling special-needs residents during an emergency or evacuation.

Standards Affected

This standard replaces the ICE Family Residential Standard on *Emergency Plans* dated 12/21/2007.

Expected Practices

Centers will afford residents basic U.S. Occupational Safety and Health Administration protections.

A. Staff Training

Each Center will include emergency preparedness as part of the initial orientation and training provided to all new employees, and all staff will be trained annually, at a minimum, on the Center's emergency plans.

Other training requirements—for example, climate monitoring, special response teams (SRTs), disturbance control teams (DCTs), hostage negotiation teams (HNTs), video equipment, and the command post—are specified in other sections of this standard.

B. Staff Awareness to Circumvent Center Disturbances

1. Climate Monitoring

Staff alertness to changes in Center “climate,” promptly reported, can be critically important in defusing a potentially dangerous situation. Management experience indicates that certain circumstances may contribute predictably to increased tensions in a resident population. Often, such issues can be controlled or lessened before erupting into an incident or disturbance.

Staff will be trained to watch for signs of mounting tension among the resident population, such as a spike in the number of resident requests and incident reports; sullen, restless, and short-tempered behavior; or residents avoiding contact with staff (including eye contact).

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 a post officer;
- Increasing complaints about recreation, medical care, visits, mail, etc.;
- Gang activity;
- Prohibited sexual activity; and
- Inaccurate or incomplete information about resident cases or Center policies.

1.1 Emergency Plans

2. Staff Actions

Training will include discussing staff actions, which may prevent or de-escalate resident unrest by:

- Discussing plans, programs, and procedures among staff;
- Engaging in open dialogue between staff and residents to address concerns;
- Continuing to treat 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 to the Center Administrator on Center climate and resident attitudes; and
- 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.

The Center Administrator will develop written procedures for staff to follow when reporting an emergency and should notify Center staff in a timely manner when changes are made to the emergency plan.

3. Pre-incident Considerations

When all attempts to defuse a volatile situation have failed, the Center Administrator will determine how to proceed, based on considerations of the safety, welfare, and protection of residents, personnel, the general public, and property.

C. Contingency Plan Development

1. Basic Planning

Centers will develop emergency plan policies and procedures and plans to address site-specific emergencies as described in this standard. Centers will maintain a master plan that will include the policies, procedures, and a copy of each plan with the related memoranda of understanding (MOUs) or other formal agreements.

- General: A general section will contain policy and procedures as detailed in this standard.
- Specific Plans: The sections will contain contingency-specific plans, as detailed in this standard.

Responsibility. Every Center will designate a primary and secondary staff responsible for developing and implementing emergency contingency plans, including staff training and emergency equipment maintenance. All plans will comply with the ICE/Enforcement and Removal Operations (ERO) Standards for confidentiality, accountability, review, and revision included in this section.

- Each plan will include procedures for rendering emergency assistance (e.g., supplies, transportation, and temporary housing for residents, personnel, and/or temporary duty

1.1 Emergency Plans

staff) to another ICE/ERO Center.

- The Security Manager or Center Administrator designee is the individual responsible for developing each contingency plan and implementing the plan when an emergency situation occurs. In the development process, he/she will rely upon the expertise of all department heads and ensure all departments have understood and are fully prepared to execute their responsibilities under the plan. Each Center will maintain an accurate inventory of identified equipment and will review that inventory every six months, at a minimum, to ensure its accuracy.

Planning with Other Agencies. Each Center will develop contingency plans with local, State, and Federal law enforcement agencies and organizations, including the following:

- 911;
- Fire rescue;
- Sheriff's and/or police departments;
- Emergency Medical Services;
- Local public utilities;
- Local emergency management agency; and
- Local hospitals.

Centers will formalize those plans with MOUs (or other formal agreements).

Center/ICE legal staff and/or the Office of the Principal Legal Advisor will review the MOUs for legal sufficiency and, in particular, adherence to other agency rules regarding arrest authority, use of intermediate and deadly force, jurisdiction, and outside-agency involvement.

The Center Administrator or agency designee and representatives from the affected agencies will co-sign the MOUs (or other formal agreements).

Simulated exercises to test the contingency plans will occur on a regular, mutually agreed-upon basis and recur annually at a minimum.

The Center Administrator will review and approve contingency plans annually at a minimum.

The MOUs (or other formal agreements) will include:

- Services and equipment that may be provided;
- Emergency contact information for notification sheets;
- Any restrictions on services;
- Designated staging areas and command information for the local agency;
- Annual Center tours, participation in emergency drills, and annual reviews; and
- An acknowledgment that the related organization will comply with local, State, and Federal laws and regulations when responding to Center emergency situations.

1.1 Emergency Plans

If any local, State, or Federal agency deemed essential to emergency planning declines to participate, then the Center Administrator will inform the Field Office Director (FOD) in writing and make periodic contact to revisit the issue.

After these relationships have been established, Centers will:

- Provide these organizations Center plans that relate to the specific organization;
- Provide these organizations updated and revised plans in a timely manner;
- Update MOUs (or other formal agreements) annually;
- Forward plans and related MOUs (or other formal agreements) to the respective FOD and the Juvenile and Family Residential Management Unit (JFRMU) Chief when they are signed or updated, and upon completion of the mandatory annual plan review; and
- Initiate periodic contact with organizations that declined to participate to revisit the issue. All contacts will be documented by the Center Administrator.

2. Keeping Plans Current

The Security Manager or Center Administrator designee will:

- Update the plans as often as necessary and forward them for Center Administrator approval. If the Center Administrator requests changes, then the Security Manager or Center Administrator designee will incorporate necessary changes and resubmit the plans within 30 days. Center staff also will be notified of changes;
- Conduct annual contingency plan reviews, with participation of every department head;
- Document annual reviews and plan approvals on the contingency plan file master copy, even when a review results in no changes;
- Conduct one annual live drill that includes medical staff and agencies or departments who have Center MOUs (or other formal agreements); and
- Conduct a minimum of three additional drills per year. These drills may be tabletop exercises.

3. Safeguarding Plan Confidentiality

Every plan that is under development or is final must include a statement prohibiting unauthorized disclosure. Staff may not discuss any aspect of a plan within hearing distance of a resident, visitor, or anyone else not permitted access to the plan.

The Security Manager or Center Administrator designee will determine where copies of plans are to 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 Security Manager or Center Administrator designee will implement a checkout system that accounts for all plans at all times, with safeguards against resident access. Release of contingency plan details requires the written approval of the Center Administrator.

1.1 Emergency Plans

The Security Manager or Center Administrator designee will send an electronic file containing the Center's contingency plans to the FOD and JFRMU Chief. Electronic files containing the Center's contingency plans will be marked CONFIDENTIAL.

4. Organization of the Contingency Plan File

General Plans. A general section will contain policy, procedures, and plans common to most emergency situations.

Contingency-specific Plans. The sections that follow the general section will contain contingency-specific plans, as detailed below. They may reference the provisions of the general section and will reference the exceptions and/or additions only applicable to the particular contingency.

D. General Implementation of Contingency Plans

Each Center will establish written policy and procedures addressing, at a minimum:

- Chain of command;
- Command post/center;
- Staff recall;
- Staff assembly;
- Emergency response components;
- Use of force;
- Video recording;
- Records and logs;
- Utility shutoff;
- Employee conduct and responsibility;
- Public relations; and
- Center security.

The respective FOD will maintain current data on the physical capacities of each Center that can be used to quickly assess the scope of an emergency, to respond appropriately, and to identify the best source(s) of emergency assistance quickly.

1. Chain of Command

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

2. Command Post

Equipment for the Command Post. In case of an emergency, continuity of service will be required. Centers will develop a plan to establish a primary command post outside of Center living and activity areas. The FOD will approve command posts located outside the living and

1.1 Emergency Plans

activity areas that, at a minimum, are equipped as follows:

- Internal/external telephone capabilities;
- Private outside lines with:
 - A speakerphone for open conference calls between the Center and Field Office, to include JFRMU command posts as applicable; and
 - A second outside line to conduct all other calls.
- A separate line for internal communications;
- Radio equipment set for Center frequencies, local law enforcement communications where permitted, and, as applicable, other Federal law enforcement agencies;
- A computer with Internet capabilities;
- A Center plot plan, including property maps, current building blueprints, local maps, and overhead photographs;
- Video recordings of building interiors within the secure perimeter (showing doors, windows, closets, ceilings, floors, etc.);
- Contingency plans—one or more copies;
- HNT equipment;
- A videotape or DVD player/television;
- A voice-activated recorder or conventional tape recorder;
- A video camera;
- Assault/breaching plans (building-specific, as appropriate for the Center); and
- A supply kit containing general supplies that may be needed (at a minimum: logbooks, blank rosters, purchase orders, and writing instruments).

Staffing the Command Post. The highest ranking staff will control the decision-making process until the arrival of a senior ICE official designated by the FOD. Command post staffing will include, but is not limited to, the following:

- Center Administrator or incident commander;
- Assistant Center Administrator;
- Security Manager or Center Administrator designee;
- A staff member to log activities in chronological order;
- A staff member to manage communications with ICE/ERO, maintaining open lines of communication during the situation; and,
- A staff member to control traffic into and out of the command post to ensure alertness and to prevent mistakes:

1.1 Emergency Plans

- Command post staff must rotate shifts with personnel from the relief roster after each shift;
- Command post staff will be relieved by personnel from the relief roster for short breaks during each shift; and
- A briefing should take place that covers the events of the previous shift and any activities carrying over to the next shift.

Activating the Command Post. The Security Manager or Center Administrator designee will activate the command post at the Center Administrator's direction.

The activated command post will open the conference-call line immediately to the FOD and JFRMU Chief. The FOD and JFRMU Chief may wait until the scope of the unfolding incident is known before deciding to activate their command posts.

The Center's command post will remain activated 24 hours per day until the situation is resolved or until the Center Administrator, in consultation with the FOD, determines activation to be no longer necessary.

Testing and Training. Emergency preparedness activities will include activating the command post telephone lines and other logistical support systems monthly, at a minimum, to test equipment and familiarize staff with the command post and its equipment.

3. Emergency Recall List

The Center control center is required to maintain a list of the telephone numbers of every staff member, administrative/support services staff, emergency response components, and law enforcement agencies. The Center should feature the following notice prominently:

"This information must be safeguarded. Use is restricted to those who need the information in the performance of their official duties. Misuse may 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."

Centers will implement procedures to verify that contact information remains current.

For emergency response purposes, the control center also will maintain a current roster of all Field Office, headquarters, and onsite JFRMU staff contact information.

4. Staff Assembly

The Center Administrator will:

- Develop control center procedures for executing an all-staff recall;
- Designate primary and secondary areas for staff assembly, preferably in a location where they cannot be observed by residents; and
- Designate backup areas for each primary and secondary area and specify exceptions, if any, for a specific contingency.

1.1 Emergency Plans

5. Emergency Response Components

The Center Administrator will ensure that the appropriate personnel are trained, and will establish and maintain DCTs, SRTs, and HNTs based on ICE criteria.

The DCT will consist of staff members trained in protective equipment who are capable of a response to a crisis. They will have access to less-than-lethal response tools, including standard riot batons and chemical agents.

SRTs are highly trained, well-equipped tactical teams capable of providing both less-than-lethal as well as lethal response options.

HNTs are trained negotiators whose goal is to bring successful resolution to a crisis through verbal dialogue.

If the Center does not have the capacity to establish or maintain these emergency response components, then the Center Administrator will develop formal agreements or MOUs with local, State, or Federal agencies, as appropriate, for these resources.

6. Use of Force

Staff will comply with the ICE Family Residential Standard on *Use of Physical Control Measures and Restraints* and any other applicable ICE policies on the use of force when using force in an emergency situation.

Emergency plans will be based on, and consistent with, ICE policy governing the use of force, as reflected in the following three documents:

- ICE Interim Use of Force Policy (July 7, 2004), as amended or updated;
- ICE Authorized Firearms for Enforcement and Removal Operations (September 29, 2016), as amended or updated; and
- “ERO Addendum to Interim ICE Firearms” memorandum to FODs from Wesley J. Lee, Acting ICE Director (July 11, 2005), as amended or updated.

7. Video Equipment

At least one video camera will be maintained in the control center for use in emergency situations, and the Center Administrator will ensure that it is maintained, tested, and supplied in accordance with the Maintaining Audiovisual Recording Equipment and Records section in the ICE Family Residential Standard on *Use of Physical Control Measures and Restraints*.

The ICE Family Residential Standard on *Use of Physical Control Measures and Restraints* also details requirements and procedures for video-recording use-of-force incidents.

Shift Supervisors or Center Administrator designees, along with other designated staff, will be trained to use video equipment and receive additional training on technical issues such as how to identify tapes or DVDs and photographs by date and location.

8. Records and Logs

The Center Administrator will designate the command post staff member who will keep a date-and-time chronological logbook record of events during the emergency, including:

1.1 Emergency Plans

- All command-related decisions and discussions, noting the names of the persons involved in the discussions;
- The decisions made;
- Telephone calls, numbers, and persons contacted; and
- Radio transmissions and responses received.

Radio transmissions will be documented by a voice-activated or conventional tape recorder whenever possible.

Command post staff also will maintain a reading file to update staff coming on duty.

9. News Media/Public Relations

The ICE Office of Public Affairs (OPA) is responsible for coordinating briefings with news and television media. All media releases will be coordinated through the Field Office OPA.

10. Center Security

The Center Administrator will provide written procedures for:

- Resident recall and lockdown;
- Counts (in accordance with the ICE Family Residential Standard on *Resident Census*);
- Intensified security;
- Security key access (including issuance and accountability, drop chute, etc.); and
- Evidence seizure and preservation.

11. Health Services Responsibilities

The Center's Health Services Administrator (HSA) will develop procedures for providing immediate and follow-up medical care to residents and staff under every emergency scenario outlined in the Contingency-specific Plans section in this standard. The HSA will make plans available to the Center's emergency planner(s).

12. Food Service Responsibilities

The plan will specify procedures for updating the Food Services Administrator (FSA) on issues such as the number of people who will be on duty and require meals.

The FSA will make contingency plans for providing meals to residents and staff during an emergency, including 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 locations of water and gas shut-off valves and electrical circuit breakers. It is suggested that the utility shut-offs be photographed and included in the plans for quick identification during an emergency.

1.1 Emergency Plans

14. Employee Conduct and Responsibility

The plan will address professional conduct and responsibility with instructions and guidelines including what to do if taken hostage.

15. Center Access Routes

The plan will specify alternate access routes that enable emergency personnel to reach the Center if the main approach becomes dangerous or inaccessible (during a civil disturbance, adverse weather conditions, fire, etc.).

16. Nearby Residents

The plan will specify how and when staff will notify nearby businesses and residents of emergency situations, including the type of emergency, actions being taken, evacuation routes (if applicable), and special precautions.

17. 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. A determination as to the type of radios being used in the Center will dictate whether the battery charging units will be maintained outside the secure perimeter. If the radios can be taken off-line and rendered useless, then the battery charging units may be maintained inside the secure perimeter. If not, then they will remain outside the secure perimeter.

18. Post-emergency Procedures

The post-emergency part of the plan will include the following action items:

- Isolating the residents involved in the incident;
- Treating and documenting employee and resident injuries;
- Seizing, documenting, and preserving evidence;
- Assigning accountability (especially for sensitive equipment and staff);
- Assessing damage and necessary repairs;
- Collecting written reports;
- Coordinating legal actions/prosecutions;
- Debriefing involved staff, and following up for additional analysis and/or implicated changes in policy or procedures; and
- Conducting a general review and critique of emergency operations and management, with a follow-up agenda including, but not limited to:
 - Monitoring the Center climate; and
 - Revising the contingency plan.

1.1 Emergency Plans

E. Contingency-specific Plans

The Center will compile individual contingency-specific plans, as needed, and approved by the FOD in the following order:

- Fire;
- Work/Food Strike;
- Disturbance (Internal);
- Unauthorized Absences/Missing Residents;
- Hostage Situations (Internal);
- Search Teams (Internal);
- Bomb Threat;
- Natural Disasters—Extreme Weather;
- Civil Disturbance;
- Environmental Hazard;
- Resident Transportation System Emergency;
- Evacuation;
- Nationwide Lockdown;
- Staff work stoppage;
- Active shooter; and
- Other Site-specific Plans.

1. Fire

The safety/maintenance supervisor will develop a comprehensive fire control plan, in accordance with the Fire Prevention and Control section in the ICE Family Residential Standard on *Environmental Health and Safety*.

The Security Manager or Center Administrator designee will develop a procedural outline for shift supervisors or Center Administrator designees to follow in the event that a fire occurs during non-duty hours.

2. Work/Food Strike

In cases of a food/hunger strike, Centers will comply with the requirements of the ICE Family Residential Standard on *Hunger Strikes*. The Center Administrator will determine the course of action to pursue, based on:

- Whether strikers have announced when the strike will end;
- Occurrence of or potential for violence;
- The number of residents involved; and

1.1 Emergency Plans

- Prospects for neutralizing the problem.

3. Disturbance (Internal)

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

- Controlling utilities;
- Securing available emergency entrances (e.g., food service, living and activity areas);
- Notifying and assembling trained emergency responders/other staff and equipment;
- Dispensing chemical agents in specific areas;
- Maintaining perimeter security (including crowd, traffic, and media control);
- Shutting down resident telephone systems;
- Notifying outside agencies; and
- Removing controlled substances from the pharmacy area.

4. Unauthorized Absences/Missing Residents

Centers will develop plans to address incidents when residents are observed departing Center property or activities without authorization, or when residents are reported missing.

- Centers will conduct an emergency count in accordance with the ICE Family Residential Standard on *Resident Census*.
- If the resident is located as a result of the emergency count, then the Center Administrator will notify the JFRMU Onsite Coordinator.
- If the resident is not located as a result of the emergency count, then the Center Administrator will notify immediately onsite ICE/ERO management (as applicable), the respective FOD and JFRMU Onsite Coordinator, and JFRMU Chief.

Additional Requirements Related to Missing Residents. Staff will conduct a search of the Center and external Center grounds in accordance with the Search Teams (Internal) section in this standard.

Centers also will notify local/State law enforcement agencies for support.

If the missing resident is a minor, then Centers also will comply with local and State child welfare notification requirements.

Centers will keep onsite ICE/ERO management (as applicable), the respective FOD and JFRMU Onsite Coordinator, and JFRMU Chief apprised of the situation as it progresses.

Notification to Authorities. The Center Administrator will notify local, State, and Federal law enforcement officials immediately and ensure that the respective Field Office is notified immediately. Additional requirements for ICE/ERO are detailed in the 7/14/2006 memorandum from the ICE/ERO Director cited under References.

1.1 Emergency Plans

5. Hostage Situations (Internal)

ICE/ERO Field Office Hostage Situation Management Plan. The Field Office hostage situation management plan will make available the essential logistical support and local and/or backup resources (e.g., equipment, expertise, personnel) to any affected Center in the jurisdiction.

- The Field Office and Response Coordination Division jointly will provide designated Centers with well-trained and well-equipped HNTs.
- The plan will identify, for each Center, the backup personnel, mental health professionals, and others as needed during a prolonged crisis. The Field Office will maintain a list of all ICE/ERO hostage-negotiation trainers/consultants and trained negotiators in the jurisdiction.
- The FOD, in consultation with the Center Administrator, will 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 Centers to develop site-specific emergency plans for victims and their families.
- Centers will maintain a list of translator services and interpreters, in the event one is needed for hostage negotiations.

Hostage Negotiation Teams (HNTs). Each Center's core negotiation group (generally the team leader, primary negotiator, and mental health expert) will attend hostage negotiation training and be certified as hostage negotiators.

Requirements for the team leader include experience and skill applying hostage negotiation principles and strategies, demonstration of working effectively under stress, and proven leadership ability. The Center Administrator generally will 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.

The headquarters response coordination division will:

- Maintain a roster of ICE/ERO personnel who are trained in hostage negotiation and qualified and available for work on an HNT in any ICE/ERO Center; and
- Provide copies of the roster to the Field Offices and keep them updated.

HNT members will convene for no fewer than eight hours of duty time every month to plan and practice negotiation scenarios, and consult with other law enforcement agencies. To solidify working relations and complementary strategies and techniques/tactics, an SRT member will serve as team liaison and routinely attend the negotiation team's monthly sessions.

1.1 Emergency Plans

Whenever possible, the negotiation team will conduct annual joint training sessions with negotiators from other law enforcement agencies and maintain contact with counterparts in other agencies.

Training exercises integrating the activities of the command post, HNT, and SRT will occur every six months to underscore the importance of a total Center response to a hostage situation. As participants collaborate and interact, they will experience how other operational teams think and function, and will learn what each can contribute in a crisis.

Every negotiation team will have access to portable communication equipment or “throw phones.” To operate the equipment when needed in an emergency, team members will have access to the equipment for routine practice sessions. A communications equipment expert, thoroughly familiar with the operation of the throw phone, will be available to each negotiation team during practice exercises.

Each Center will maintain a list of translator services and interpreters, in the event one is needed for hostage negotiation.

Each Center also will make provisions for use of an electronic translator, such as a hand-held computer that translates spoken English phrases into other languages.

Chain of Command in Hostage Situations. The Center Administrator will ensure the FOD and JFRMU Chief are kept informed of every aspect of the crisis on a regular schedule until the crisis is resolved or until ICE/ERO assumes command and control of the incident. At his/her discretion, The ERO headquarters Field Operations Assistant Director may assume control of a large-scale operation involving coordination with other ICE/ERO components and law enforcement agencies, as necessary.

The Center Administrator will report a hostage situation immediately to the FOD, who will in turn notify the Field Operations Assistant Director and the JFRMU Chief. The Center Administrator will assign a senior manager to serve as liaison with the Field Office and Field Operations.

The Center Administrator will notify the FBI and other agencies, as appropriate, of the situation.

Under no circumstances may Centers cede command authority to external law enforcement agencies (such as the FBI) unless required in a signed MOU (or other formal agreement).

Disturbance Containment and Center Security. The Center Administrator will:

- Prevent movement into or out of the scene of the hostage area;
- Terminate resident telephone usage;
- Limit or curtail staff radio usage;
- Remove visitors and non-Center staff, including contract employees and volunteers;
- Recall residents for immediate official count;
- Remove residents from the hostage area. If in a living area, move the residents into temporary housing, in accordance with written, site-specific procedures; and

1.1 Emergency Plans

- Conduct staff roll call, in accordance with written procedures, to determine the number and identity of hostages. This roll call will include all persons (Center staff, medical staff, ICE/ERO (as appropriate), contractors, and volunteers) scheduled to be at the Center at the time of the incident.

Negotiations. ICE or its designee has sole authority to conduct hostage negotiations anytime an ICE staff or ICE resident is a hostage taker.

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

Hostage negotiators act as intermediaries between the command post and the hostage takers, keeping the lines of communication with the hostage takers open and maintaining calm while working toward a nonviolent resolution.

The HNT will include:

- A team leader (manages negotiations; command post liaison);
- A primary negotiator (communicates directly with hostage takers);
- A secondary negotiator (advises/assists primary negotiator);
- A mental health professional (observes, provides psychological analyses/assessments and advice; monitors stress levels and emotional climate); and
- A note-taker (documents all communication to/from hostage takers).

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 by means of continuous briefings on the status of negotiations.

Certain issues, such as releasing hostage takers from custody, providing weapons, arranging hostage exchange, and immunity from prosecution are not open to negotiation.

Third-party participation in negotiations will be consultative only.

Unless formally involved in negotiations, staff will have no contact with hostage takers.

Status of Certain Staff During and After a Hostage Situation. Regardless of the individual's rank or authority under normal conditions, Center personnel will not be bound by instructions/orders/suggestions from any supervisor or other staff member who is a hostage.

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.

Emergency plans will specify procedures for screening freed hostages for medical and psychological problems.

ICE Health Services Corp (IHSC) or designated Employee Assistance Program (EAP) contact will coordinate and conduct the screenings and debriefings of all hostages and other employees involved in the disturbance.

1.1 Emergency Plans

Hostages will receive psychological screenings within 48 hours of their release, to guide decisions about counseling/therapy and work reentry.

IHSC will advise the senior official in charge regarding any employees who may be unfit for duty.

The Center Administrator will ensure a debriefing with former hostages after their psychological and medical screenings, unless IHSC staff advises postponement.

Emergency plans also will provide for debriefing personnel not taken hostage, but significantly involved in the operation to free hostages. This debriefing should take place prior to the staff member being released from duty.

Hostage Family Services. The Center Administrator will notify hostages' families of the situation as early as possible.

If the hostage situation is not resolved quickly, then the FOD (or designee) will identify members of a crisis support team and direct them to establish a family service center at the Center.

The crisis support team will be distinct from the HNT. The two teams will have no members in common.

At the family service center, the crisis support team will provide members of affected families accurate information, updates, and breaking news and professional advice and help.

The crisis support team will address children's stress and stress-generated behavior directly. The EAP may assist with family stress management.

Media. News media organizations will abide by the policies and procedures of the Center. In accordance with the ICE Family Residential Standard on *News Media, Interviews, and Tours*, the ICE PAO or the staff member handling press releases and inquiries is responsible for:

- Designating an area where any media representatives present will not interfere with emergency operations;
- Arranging regular briefings; and
- Handling incoming inquiries.

6. Search Teams (Internal)

The Shift Supervisor or Center Administrator designee will serve as search coordinator, dispatching a separate two-staff member search team for every missing resident, at least one of whom will be thoroughly familiar with the assigned search area.

The supervisor will direct search teams to draw designated keys from the Center's key control area, specify which search method to use, instruct assigned teams to search areas identified to be searched, including areas with non-standard construction features (temporary or permanent), and assign a designated radio frequency.

Equipment (at a minimum). The following equipment will be used, including, but not limited

1.1 Emergency Plans

to:

- Master blueprint or schematic for search coordinator;
- Separate blueprints for each search area;
- Radios (one per team);
- Flashlights;
- Ladders;
- Tools as needed; and
- Cell phones and any other items deemed necessary for the emergency.

7. Bomb Threat

Centers will respond immediately upon receiving a bomb threat.

Telephoned Threat. The Center Administrator will develop a “script” for staff to follow upon receiving a telephoned bomb threat. The script will be 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 detonation;
- Type of explosive;
- Caller’s affiliation/self-identification (credibility of threat); and
- Caller’s gender, accent, tone, and other characteristics.

Mail Threat. The Center Administrator will 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.

Written Threat. Upon receipt of a written threat, staff will treat the paper or other means of communication as they would any other criminal evidence, preventing unauthorized handling of the material and saving all material associated with the delivery (e.g., envelope, wrapping).

In-person Threat. Staff will elicit as much information as possible from the person who has delivered an in-person threat while other staff simultaneously contacts a supervisor.

1.1 Emergency Plans

The Shift Supervisor will notify immediately the Center Administrator, safety/maintenance staff, local fire department, other appropriate Center officials, and ICE/ERO of the threat.

Searching for a Bomb. When searching for a bomb following a perceived or confirmed threat, the Shift Supervisor or Center Administrator designee will notify the local fire department and hospital, in addition to the Security Manager or Center Administrator designee, Center Administrator, Safety/Maintenance Supervisor, and other appropriate Center officials.

Search 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).

If appropriate, the Center Administrator will order a power shutdown.

If a Bomb Is Found

- The search team will not attempt to move or deactivate the device;
- The Center Administrator or designee will order a power shutdown;
- Team members will keep as still as possible, and power off all radios, body alarms, cell phones, and any and all electronic equipment capable of emitting a radio frequency signal;
- To prevent accidental activation of the device, all communication traffic will cease;
- The Shift Supervisor or Center Administrator designee will notify the bomb-removal agency listed in the written procedures; and
- Security staff will clear and secure the surrounding area within the threat zone.

After an Explosion. The Safety/Maintenance Supervisor will implement appropriate precautionary measures, ensuring safe evacuation of the remaining occupants, in accordance with written procedures, that assume:

- Structural damage;
- Additional bomb(s); and
- Casualties/injuries.

An explosives expert from the Bureau of Alcohol, Tobacco, and Firearms, the FBI, the local fire chief, or other explosives expert will conduct the investigation.

8. Natural Disasters—Extreme Weather

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

- Prepare a separate map showing locations of all interior posts;
- Establish and equip fog-patrol posts;
- Establish procedures and assign responsibility for ensuring equipment is available and in working order at all times;
- Ensure that perimeter security has been enhanced with additional staff;

1.1 Emergency Plans

- Remove objects and items that could become airborne and act as missiles during high winds;
- Ensure staff and residents are provided with appropriate necessary foul-weather gear;
- Ensure generators are functioning properly and have an adequate supply of fuel for a protracted situation;
- Ensure that if the Center is placed on lockdown status, then a briefing with staff occurs;
- Restrict resident activity and movement as appropriate;
- Ensure that if the Center is placed on recall status, then a staff briefing occurs; and
- Brief the residential population on the weather situation.

9. Civil Disturbance

Scenarios. The plan will address various civil disturbance scenarios including, at a minimum, the following:

- A single event (small/large);
- Several coordinated events at one or more locations, at once or at staggered multiple times;
- Type of event and individuals involved; and
- Involvement of other law enforcement agencies.

For each of several scenarios, the plan will specify procedures for multiple deployments involving the same and/or different kinds of equipment and teams, (e.g., in the event of simultaneous demonstrations).

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

- Denying access to Center property (e.g., via barricades, roadblocks);
- Notifying/involving other law enforcement agencies;
- Establishing protest and/or holding areas;
- Marking unmarked property lines; and
- Providing medical care.

10. Environmental Hazard

Safe Harbors. The Center Administrator will identify and equip one or more safe harbor area(s) in the Center.

Designated areas will have the capacity to house a large number of residents safely and securely for two or three days, providing amenities such as a gym, auditorium, food service area, etc.

Every designated safe harbor will maintain supplies of, at a minimum, potable water, duct tape, plastic, and other items intended for use during an environmental hazard.

1.1 Emergency Plans

Every department (e.g., food service, medical, maintenance, recreation, administration) will have written procedures to operate in a safe harbor situation.

Centers will stock at least three days' worth of provisions for use in temporary quarters, with the objective to minimize disruption to daily routine, in accordance with the ICE Family Residential Standard on *Food Service*.

Procedures for an Environmental Hazard. The Center Administrator will designate a staff member to supervise a resident crew, which will seal off specified area(s) in a timely manner.

Staff and residents will receive necessary training as part of the Center's emergency-preparedness training program.

The plan will specify how often and where specialized training will occur.

The plan will specify the number of employees and residents to receive the training.

The Safety/Maintenance Supervisor will, if necessary, shut down ventilation units (e.g., cooling/heating systems, fans).

The Shift Supervisor or Center Administrator designee will direct the residents' orderly transfer to safe harbor areas.

At the safe harbor area, staff will conduct an emergency count, implementing the internal search plan if appropriate.

Staff will prohibit residents from taking personal property into safe harbor areas.

When the danger has passed, the Shift Supervisor or Center Administrator designee will direct the residents to return to their living areas, after which staff will conduct an emergency population count.

If environmental conditions worsen or fail to improve within an acceptable time frame, or the Center does not have a safe harbor area, then the Center Administrator will implement the Center's evacuation plan.

1.1. Resident Transportation System Emergency

If an emergency occurs while residents are being transported, then the Center Administrator will, upon request of transportation staff, provide any or all of the following:

- Vehicular escort;
- Personnel;
- Mechanical assistance;
- Medical assistance;
- Replacement transportation (if vehicle disabled);
- Notification to other law enforcement agencies; and/or
- Holdover lodging.

1.1 Emergency Plans

12. Evacuation

The Center Administrator will coordinate with the respective Field Office and JFRMU Onsite Coordinator for the temporary relocation of residents.

The Center Administrator will have emergency contracting authority during an officially approved evacuation. In the event of an emergency, community resources likely will be directed toward hospitals, nursing homes, schools, and other vital infrastructure and may not be available; therefore, it is recommended that Centers enter into contract negotiations with vendors within 75 to 100 miles to provide needed resources at an agreed-upon cost.

Center Evacuation Plan. The Center'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:

- Minimal warning/preparation time;
- Weather-related complications (e.g., tornadoes, hurricanes, blizzards);
- An area-wide disaster that would limit Center access to State and local emergency services (e.g., police, fire department, hospitals, military) and transportation providers; and
- Failure of at least 10 percent of staff to respond when recalled. [NOTE: The type and scope of the emergency will determine whether and by how much that percentage may increase.]

Evacuation Scenario. For every evacuation scenario, the plan will:

- Identify and prepare a list of suppliers to provide essential goods and materials during the emergency;
- Prepare an alternative list, identifying product substitutions and alternate suppliers; and
- Assign priorities among the essentials listed, recognizing shortages likely to occur during an area-wide emergency.

Transportation and Supplies. The Center Administrator will secure as many signed contracts, agreements, and commitments for transportation and supplies as needed in the event that Federal and other public-sector resources are unavailable.

Pre-evacuation Procedures. Time and circumstances permitting, the Center Administrator will implement the following pre-evacuation procedures:

- Enact emergency staff recall (time permitting);
- Implement procedures to retrieve/pack residents' personal property, central files, medical records, etc.;
- Implement department-by-department procedures to transport material needed to conduct daily operations at the temporary site (e.g., personnel files, blank rosters, forms);

1.1 Emergency Plans

- Deploy emergency equipment;
- Notify State and local authorities;
- Conduct (exit) emergency count upon departure and arrival; and
- Implement an internal search when appropriate.

Center Shutdown. To achieve a Center shutdown, the Center Administrator will:

- Verify resident count;
- Implement an internal search plan, as appropriate;
- Apply emergency utility controls; and
- Secure the site, to the extent possible.

Transition to Temporary Site/Family Management. To transition to a temporary site, in coordination with the Field Office and JFRMU Chief, the Center Administrator will:

- Confirm the previously projected number of vehicles needed for:
 - Residents;
 - Minors; and
 - Supplies.
- Record vehicle data, including number and source(s);
- Secure car seats and other items required to transport minors;
- Reconfirm security arrangements with other ICE/ERO components, the Bureau of Prisons, U.S. Marshals Service, local and State agencies, and the military;
- Separate residents in specialized housing before moving, individually or as a group, to another such unit or to a local Center equipped to accommodate the group's security and safety needs;
- Confirm staffing/assignments, including temporary duty arrangements;
- Provide a plan of action to accommodate the management of family units during emergencies; and
- Develop a response plan when family units are separated temporarily or permanently due to unexpected illness, evacuation, or unforeseen circumstances causing an unexpected and unavoidable separation of children and their parents/guardians.

1.3. Nationwide Lockdown

In the event of a compelling need to secure all ICE/ERO Centers, the respective FOD will instruct the Center Administrators to implement restrictive movement plans in their Center.

Lockdown Procedures. The Center Administrator will implement the following lockdown procedures:

1.1 Emergency Plans

- Perform emergency resident count;
- Conduct staff briefing (may include interim increase to 12-hour shifts);
- Suspend resident access to telephones and televisions;
- Suspend visitation (designated staff will attempt to contact individuals with visits planned; residents may notify interested persons of the lockdown and suspension of visits by mail);
- Provide meal service in living areas;
- Activate the command post;
- Contact specialized personnel and teams, as appropriate (SRTs, HNTs, etc.);
- Suspend off-site activities;
- Suspend visitation and volunteer programming. Staff will attempt to contact affected individuals. Residents also may notify interested persons of the lockdown and suspension of visits by mail;
- Suspend free movement and initiate staff secure movements within the Center; and
- Activate an incident command post as appropriate.

Communication. The Center Administrator will inform the residents, in writing, why the lockdown is necessary, what to expect, and how long it is likely to last. The Center Administrator will provide this resident notification as soon as possible after implementing the necessary procedures (as detailed in the preceding paragraph).

Health Services. Health services staff will make their regularly scheduled rounds.

Termination of Lockdown. When the nationwide lockdown is terminated, the Center Administrator will:

- Relax the lockdown systematically, according to written procedures; and
- Implement a lockdown recovery plan.

The plan will include slowly returning the Center to normal operating procedures by bringing small groups out at a time (e.g., one range of a pod in each living and activity area), feeding one range at a time, and then gradually increasing over a period of 48 hours. This gradual return affords staff the ability to assess the mood of the population accurately and take appropriate action.

14. Staff Work Stoppage

The Center will provide contingency operations in accordance with the Center's contractual obligations.

1.1 Emergency Plans

References

- ICE Family Residential Standard on Definitions
- ICE Family Residential Standard on Environmental Health and Safety
- ICE Family Residential Standard on Food Service
- ICE Family Residential Standard on Hunger Strikes
- ICE Family Residential Standard on News Media, Interviews, and Tours
- ICE Family Residential Standard on Program Philosophy, Goals, and Expected Outcomes
- ICE Family Residential Standard on Resident Census
- ICE Family Residential Standard on Use of Physical Control Measures and Restraints
- “ERO Addendum to Interim ICE Firearms” memorandum to FODs from Wesley J. Lee, Acting ICE Director (July 11, 2005)
- ICE Interim Firearms Policy (July 7, 2004)
- ICE Interim Use of Force Policy (July 7, 2004)Memorandum dated 7/14/2006 on “Escape Reporting” from the ICE/ERO Director, which specifies requirements for the reporting, tracking, and investigating of the escape of an ICE/ERO resident