

YOUTH SERVICES POLICY

Title: Facility Riot, Significant Disturbance and Hostage Situation Next Annual Review Date: 05/14/2015	Type: C. Field Operations Sub Type: 2. Security Number: C.2.2
Page 1 of 9	
References: YS Policies A.1.8 "Emergency Operations Plan", A.2.20 "Critical Incident Stress Management Program", C.1.17 " Monitoring and Use of SmartZone System (700 and 800 MHz Radios), C.2.1 "Escapes, Runaways, Apprehensions, and Reporting", C.2.6 "Use of Interventions - Secure Care", C.2.12 "Emergency Escorting", C.5.2 "Central Office and Regional Office Duty Officers, and Facility Administrative Duty Officers (ADOs) Reporting of Serious Incidents"; ACA Standards 2-CO-3A-01 and 2-CO-3B-02 (Administration of Correctional Agencies), 4-JCF-2A-01, 4-JCF-2A-10, 4-JCF-2A-15, 4-JCF-2A-17, 4-JCF-2A-19, 4-JCF-2A-29, 4-JCF-2A-30, (Performance-Based Standards for Juvenile Correctional Facilities)	
STATUS: Approved	
Approved By: <i>Mary L. Livers, Deputy Secretary</i>	Date of Approval: 05/14/2012

I. AUTHORITY:

Deputy Secretary of Youth Services (YS) as contained in La. R.S. 36:405. Deviation from this policy must be approved by the Deputy Secretary.

II. PURPOSE:

To establish the Deputy Secretary's policy with regard to actions to be taken and procedures to follow in handling a riot, significant disturbance or hostage situation.

III. APPLICABILITY:

Deputy Secretary, Assistant Secretary, Undersecretary, Deputy Undersecretary, Chief of Operations, Deputy Assistant Secretaries, Investigative Services Director, YS Communications Director, YS Family Liaison, Facility Directors, Regional Managers, Central Office and Regional Office Duty Officers, and Facility Administrative Duty Officers (ADO).

IV. DEFINITIONS:

Command Center - a centralized command center where communications, information gathering, and data are tracked and communicated, and where Secure Response Team and Regional Response Team employees receive and carry out orders from the Leader of the Command Center.

Critical Incident Assessment - a meeting of CO Executive Staff, Investigative Services, the Facility Director, and all other appropriate facility employees, which occurs within 14 days of the completed investigation of the incident, to review the investigation report and develop a plan of action to minimize any reoccurrence.

Critical Incident Review - an approach taken by the Deputy Secretary after any critical, violent or traumatic incident to review the actions of employees and youth, review corrective actions taken, make plans for improvement, and respond to the emotional impact on employees and youth.

Facility Riot/Significant Disturbance - a large scale emergency situation at a secure care facility as determined by the Facility Director.

First Call System - emergency management alert system utilized by facilities, Central Office and OJJ's Emergency Response Team. First Call allows for the establishment of emergency call lists and high speed notification of multiple groups including local citizens, employees, and law enforcement. The First Call system is activated by trained staff via phone, mobile device or internet.

Hostage Situation - a situation where youth take hostages either to protect themselves or to attempt to force some action on the part of the facility employees. Whenever it becomes necessary to take by force or negotiate for a person's freedom and safety, a hostage situation exists.

Juvenile Justice Specialists - formerly referred to as custody staff, security staff, Youth Care Officer, and Youth Care Worker.

Leader of the Command Center - a member of CO Executive Staff appointed by the Deputy Secretary to serve as the Leader of the Command Center, who shall ensure that the appropriate command centers are activated and a line of communication is established between appropriate parties.

Probation and Parole Officer/Juvenile (PPO/J) - the Probation and Parole Officer assigned to a youth's case.

Response Team Members - employees of Secure Care Facilities and Regional Offices, who are required to respond, if contacted to do so, in the event of an escape, runaway, apprehension, or other high profile incident occurs.

Unusual Occurrence Report (UOR) - a form/document [refer to YS Policy C.2.6 (b)] that must be completed by staff to report incidents or observations of events that may have an impact on any aspect of the agency. UOR forms shall be made available to all employees, working all areas at all times. Employees must complete and submit a UOR prior to the end of their tour of duty on the day the incident was observed or comes to the employee's attention in any way. If a UOR form is not available, the employee must use any paper available to him to report the pertinent information. UORs may also be submitted by email in any format. The UOR shall be submitted to the Operations Shift Supervisor (OSS) prior to the end of the OSS tour of duty on the date the UOR was completed.

V. POLICY:

The possibility of occurrences which may result in a facility riot, significant disturbance and/or hostage situation exists among the youth population of a secure care facility. Specific plans and procedures for coping with such occurrences must be developed and held in readiness for possible implementation.

All actions taken shall be compatible with the safety of the public, safety and prevention of death or serious injury to employees and youth, safety and welfare of hostages, youth welfare, and protection of property and restoration of order.

Any event, disturbance or situation that threatens employees or youth shall be managed, reported and documented.

A command structure for these type situations shall be established in accordance with the contents of this policy.

VI. GENERAL POLICY INFORMATION:

- A. YS Policy A.1.8 was implemented to establish agency policy to coincide with the State of Louisiana's Emergency Operations Plan (EOP), and to notify all YS staff of emergency procedures to be followed in the event of a natural or man-made statewide disaster, or any other major incident that affects the safety and security of the citizens of the State, or employees and youth of YS.

NOTE: Should the Governor declare a state of emergency, the plan will automatically be activated.

- B. YS Policy C.2.12 was implemented to coincide with the State of Louisiana's Emergency Operations Plan (EOP) to cover emergency escorting of youth and employees in the event of a natural or man-made statewide disaster following the protocol as outlined in YS Policy A.1.8, and in so doing, protect the public, employees, and youth during such escorts.
- C. The above-mentioned policies were not developed and implemented to handle internal emergency situations such as those outlined in this policy.

VII. COORDINATION/LIAISON WITH EXTERNAL AGENCIES:

- A. The Deputy Secretary/designee is designated as the Emergency Preparedness Coordinator and has the primary responsibility for generally maintaining the facility emergency preparedness at the highest possible level.
- B. As the liaison with external agencies, the Deputy Secretary/designee shall maintain inter-agency agreements with both criminal justice agencies and with civilian agencies so that they can be called on to assist in resolving emergency situations.
- C. Under emergency conditions, any external agency may be contacted and requested to provide services at the discretion of the Deputy Secretary/designee.

VIII. NOTIFICATIONS:

The Facility Director/designee, at the time of the confirmed disturbance/situation, shall take necessary steps to ensure the following notifications occur:

- a. Deputy Secretary;
- b. Chief of Operations;
- c. Assistant Secretary;
- d. Deputy Assistant Secretaries;
- e. Investigative Services;
- f. Local sheriff's office;
- g. Office of State Police;
- h. Region of Origin Duty Officer;
- i. Central Office Duty Officer;
- j. YS Communications Director; and
- k. YS Family Liaison, who shall contact the parent/guardian of the youth.

The First Call System shall be utilized whenever appropriate to ensure rapid notification of multiple individuals/groups.

In the event of an escape, additional notifications shall be in accordance with YS Policy No. C.2.1.

IX. COMMAND CENTER RESPONSE AND RESPONSIBILITIES:

- A. ***Immediately*** upon notification of a confirmed facility riot, significant disturbance and/or hostage situation, the Command Center shall be initiated. The Deputy Secretary shall appoint a Leader of the Command Center who shall be responsible for ensuring that the appropriate Command Centers are activated.
- B. Central Office executive staff members shall be dispatched to the primary Command Center, which shall be the facility where the disturbance and/or situation occurred. The appropriate Secure Response Team and applicable Regional Response Team shall be activated.
- C. Response Team members are required to bring their assigned radios with them to the Command Center, ensuring the radios are equipped and fully charged at all times during the incident.
- D. The Leader of the Command Center shall ensure that a line of communication is established between appropriate parties/sites as soon as possible.
- E. Depending upon the circumstances surrounding the escape, the Leader of the Command Center at the primary location, may deem it necessary to initiate a second Command Center at another location.

- F. Upon initiation of the Command Center(s), Command Center Log(s) [refer to YS Policy C.2.1, Attachment (b)] shall be maintained to document all incoming/ outgoing employees, telephone contacts, radio contacts, faxed documents, deliveries, etc. to the center(s).
- G. The Leader of the Command Center shall be a member of the Central Office Executive Staff, who shall be assigned on a rotational schedule, to include reasonable rest periods, as outlined below:

Commander in rotation:

- 1. Chief of Operations;
- 2. Deputy Assistant Secretary/Facilities;
- 3. Director of Education;
- 4. Deputy Assistant Secretary/CBS; and
- 5. Assistant Secretary.

NOTE: IS shall serve as support staff; Legal Counsel shall be on-call support for legal issues (issuance of warrants, etc.).

- H. Facility staff as outlined below:

Facility staff rotation:

- 1. Facility Director;
- 2. Deputy Director;
- 3. Assistant Director;
- 4. Treatment Director;
- 5. medical/mental health treatment provider;
- 6. Investigative Services;
- 7. youth's assigned Case Manager;
- 8. JJS staff assigned to the youth's housing unit;
- 9. youth's assigned Mentor; and
- 10. Response Team employees according to rotation schedule.

- I. Regional Office staff shall consist of the following:

Regional Office employees:

- 1. Response Team employees according to rotation schedule; and
- 2. youth's PPO/J.

- J. The Command Center staff, at a minimum, shall be provided with the following supplies and equipment:

- 1. Laptop computers;
- 2. Surge protectors;
- 3. Extension cords;

4. Speaker phone capabilities;
 5. Self-stick Post-It Pads in various sizes, including 20" x 23"; and
 6. Markers, highlighters, pens and pencils.
- K. The Leader of the Command Center shall be charged with tracking of all intelligence and decision points, which shall be posted for viewing by all Command Center employees, along with a posted timeline of events.
- L. Ongoing radio communication is an essential element to ensure the safety and security of the public, the staff, and the youth during any event or situation. The Leader of the Command Center shall be charged with ensuring that all radio communication is in place. (Refer to YS Policy C.1.17)
- M. The Leader of the Command Center shall ensure that rotating command center staff, facility staff, and regional office staff are debriefed at each shift change throughout the event or situation. This shall be confirmed through the Facility Director and Regional Manager.

X. HOSTAGE SITUATIONS:

- A. Types of Hostage Situations
1. Offenses in progress/escapes
 2. Planned disturbances/riots
 3. Grievances/resolution of complaints
 4. Individual actions/retaliations
- B. Type of Hostages
1. Staff
 2. Other Youth
 3. Visitors
- C. Cautions
1. Prepare, train and utilize expertise to work toward a good outcome following a hostage situation.
 2. Do not assume the worst as the vast majority of hostage situations have been resolved without any serious injury.
- D. General Principles
1. Time is on the hostage(s) side.
 2. Negotiating is the responsibility of the designated negotiator.
 3. Fatigue is always a factor depending on the number of hostage takers and available supplies.

E. PACES (Patient, Alert, Cooperative, Eye Contact, Stockholm Syndrome) Guidelines

The Stockholm Theory is based on information obtained from many hostage situations. It appears that the longer the hostage taker(s) are in contact with hostages, the less likely they are to harm the hostages. Personal involvement under stress creates quick emotional bonds between people.

Since the demeanor and conduct of a hostage is critically important to the successful conclusion of an incident, any employee involved in a hostage situation should utilize the PACES guidelines for their own safety and that of others. [See Attachment (a) for further information on PACES Guidelines.]

XI. INFORMATION GATHERING AND SHARING:

- A. Upon formation of the Command Center, information gathering and sharing shall be initiated by all staff assigned to assist with the event or situation.
- B. Should a youth be taken hostage by another youth, information shall be gathered/shared by talking with the youth's case manager, mentor and PPO/J, etc.
- C. If staff is taken hostage, the facility's Human Resources Office shall be contacted for information/history about the employee.

XII. NEGOTIATIONS:

- A. At the discretion of the Leader of the Command Center, communication shall occur with youth who are rioting, barricaded, engaged in a sit-down or hold hostages.
- B. The actual hostage negotiations shall be coordinated with Louisiana State Police.
- C. The negotiators are the best source of information about the hostages and hostage taker(s).

XIII. USE OF INTERVENTIONS/FORCE:

- A. It is recognized that physical intervention may be necessary for the safety of the public, staff and youth, and the maintenance of stability and safety, or when time and circumstances do not permit alternative actions. The physical intervention used shall be in proportion to the threat and shall cease when the resistance ceases. **Only approved techniques may be used.** In crisis situations, mechanical restraints may only be used as described in YS Policy C.2.6, when all available less forceful measures fail to accomplish control.
- B. Should an event, as described in this policy, become dangerous to those involved, where use of force may be needed beyond YS boundaries, local or state authorities shall take control of the situation.

XIV. INVESTIGATIVE SERVICES:

IS staff shall serve as support to the Command Center and handle the intelligence gathering portion of the event or situation. IS shall collect all completed UORs, as well as documentation collected throughout the event or situation via hard copy, in order to conduct an investigation for submission to the Deputy Secretary, Chief of Operations, Deputy Assistant Secretary/Facilities and the Facility Director. The investigation shall outline any operational failures or weaknesses that contributed to the event or situation. The investigation report shall be completed within 30 business days of the event or situation.

XV. PUBLIC INFORMATION:

- A. Following approval of the Deputy Secretary/designee, all media contact shall take place through the YS Communications Director.
- B. Other staff shall be responsible for directing media personnel to the YS Communications Director.
- C. Information about emergencies shall be released as quickly and as completely as is practical without compromising the tactical requirements of the emergency situation, and without violating privacy laws.
- D. Reasonable efforts shall be made to notify families of staff and/or youth prior to release of their names to the media in the event of injuries or death.

XVI. CRITICAL INCIDENT ASSESSMENT:

Within 14 days of the completed IS investigation, a Critical Incident Assessment shall be conducted to:

- A. review staff and youth actions during the incident;
- B. the incident's impact on staff and youth;
- C. corrective actions taken and still needed; and
- D. plans for improvement to avoid another incident.

(Refer to YS Policy A.2.20 for additional information.)

XVII. REPORTING REQUIREMENTS:

- A. UORs and Notifications to the Central Office Duty Officer shall be completed and submitted as required in accordance with YS Policy C.5.2.
- B. Reporting of a facility riot, significant disturbance and/or hostage situation shall also be in accordance with this policy and YS Policies C.1.17, C.2.1, C.2.6 and C.5.2.

XVIII. STAFF DEVELOPMENT:

- A. The following YS staff shall complete initial training upon issuance of this policy, as well as annual in-service training:
 - 1. Secure Care Response Teams;
 - 2. Regional Office Response Teams;
 - 3. Investigative Services staff;
 - 4. Central Office Command Center staff;
 - 5. Central Office Duty Officers; and
 - 6. Control Center staff.

- B. Training shall consist of, at a minimum, the following:
 - 1. Current policy and procedures;
 - 2. The role of the Secure Response Team;
 - 3. The role of the Regional Response Team;
 - 4. Role of the Control Center staff;
 - 5. Role of the Regional Manager;
 - 6. Role of the facility staff;
 - 7. Role of the PPS/J and PPO/J;
 - 8. "How to Detect Behavior Cues" provided by a social services staff member;
 - 9. Use of the Internet for escape purposes; and
 - 10. Tabletop exercises

XIX. REQUIREMENTS FOR ROTATION SCHEDULES:

In order to ensure that response times during a situation or event are timely, the following rotation schedules shall remain current at all times, and include staff names, titles, and contact information:

- A. Command Center schedule;
- B. Central Office Duty Officer schedule;
- C. Response Teams schedules;
- D. Secure ADO schedules;
- E. CBS Duty Officer schedules; and
- F. Control Center staff.

Previous Regulation/Policy Number: C.2.2

Previous Effective Date: 05/29/2009



Attachments/References: C.2.2 (a) PACES GUIDELINES.docx