

	<b>JUVENILE JUSTICE SERVICES</b>	<b>Effective Date: 9/15/10</b>
	Safety and Emergency Operations	<b>Issue Date: 9/15/10</b>
	<b>Title: Emergency Operations:</b> <b>Fire Emergencies and Mass Evacuations</b> <b>Utility Failure</b> <b>Natural Disasters or Inclement Weather</b> <b>Facility Disturbances and Riot Control</b> <b>Bomb Threats and Explosions</b> <b>Work Actions, Strikes or Staff Walkouts</b> <b>Release of Clients from Locked Areas</b> <b>Hostages and Negotiations</b>	
<b>Procedure #: P.5.32A</b>		

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|----------|----------------------------|---|
| <b>1</b> | <b>ISSUING AGENCY</b>      | Children, Youth and Families Department (CYFD)  |
| <b>2</b> | <b>SCOPE</b>               | Juvenile Justice Service (JJS)  |
| <b>3</b> | <b>STATUTORY AUTHORITY</b> | NMSA 32A-2-1, 32A-2-2.E   |
| <b>4</b> | <b>FORMS</b>               | None  |
| <b>5</b> | <b>APPLICABLE POLICY</b>   | <b>8.14.5.33 EMERGENCY OPERATIONS:</b><br>In furtherance of the public trust, Juvenile Justice Services' maintains written emergency plans, and distributes and trains key personnel in the manner which these plans are to be carried out during an actual emergency. These plans also include specific information on a means to immediately release clients from locked areas and procedures to be followed in situations that threaten facility security. Emergency procedures shall include plans for fire emergencies or mass evacuations; utility failures; natural disasters or inclement weather; facility disturbances or riot control; bomb threats and explosions; work actions, strikes or staff walkouts; release of clients from locked areas; hostages and negotiations; escapes; person found hanging by the neck; epidemics or pandemics; and Emergency Response Teams. |

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## 7 DEFINITIONS

- 7.1 **“Emergency”** refers to an unplanned or imminent event that affects or threatens the health, security, safety, or welfare of the public, employees, clients, property or infrastructure in, on or surrounding a JJS facility.
- 7.2 **“Environmental Health”** refers to the conditions, circumstances and surrounding influences that affect the health of individuals or groups of individuals.
- 7.3 **“Fire Code”** refers to the federal, state or local regulations governing fire safety
- 7.4 **“First Aid”** refers to the immediate assistance from an individual(s) trained in the rudimentary provision of emergency medical care or comfort.
- 7.5 **“Force”** for the purpose of this procedure refers to the physical, manual, chemical or mechanical application of pressure to a person to compel them to act, or refrain from acting in a certain way.
- 7.6 **“Life Safety” Code** refers to a manual published and updated by the National Fire Protection Association specifying minimum standards for fire safety necessary in the public interest.
- 7.7 **“Priority Continuum”** refers to the sequence of importance in handling an emergency or emergency situation. All priorities are considered top priorities and plans should include trying to accomplish each of them.
- 7.8 **“Redundancy Plan”** for the purpose of this procedure, refers to a back-up plan operated simultaneously to the primary plan to ensure the immediate release of clients from locked areas in the event of an emergency requiring evacuation or movement.
- 7.9 **“Response Equipment”** refers to primarily security equipment (i.e., flashlights, restraints, temporary restraints, audio and video recording equipment, facility schematics, emergency keys and personal safety equipment).
- 7.10 **“Safety Equipment”** refers to primary firefighting equipment (i.e., extinguishes, hoses, hydrants, alarm systems, sprinkler systems, portable breathing devices and fans); or refers primary medical equipment (i.e., first aid kits, noose scissors, wheelchairs, oxygen tanks, stretchers and defibrillators).
- 7.11 **“Shelter Facility”** refers to any secure or non secure public or private facility or dwelling designated to provide emergency housing for displaced clients, staff or visitors from a Juvenile Justice Services’ Facility.
- 7.12 **“Shelter-In-Place”** refers to the securing of staff or clients in a specific location as refuge from an emergency based on evacuation or movement not being in the best interest of meeting priorities, evacuation or movement not safe or is otherwise not feasible.
- 7.13 **“Training Plan”** for the purpose of this procedure refers to a set of long or short range activities that teach and equip staff members with the knowledge, skill and attitudes required to accomplish the goals of JJS during an emergency.

## 8 PRIORITY CONTINUUM

- 8.1 JJS shall follow a PRIORITY CONTINUUM during any emergency or emergency operation. Though the continuum flows from greatest priority to least priority, each priority is considered critical and every reasonable effort shall be made in meeting each of them.
  - 8.1.1 First Priority is Maintaining Control over the clients and facility. Failure to maintain control over the clients or the facility means that no other priorities can be met.

- 8.1.2 Second Priority is the Preservation of Life. Strategic planning and tactical operations shall be carried out with the goal of preserving or protecting as many or the most individuals from death or bodily injury.
- 8.1.3 Third Priority is Protecting Property. In property protection the emphasis should be on the protection of property that can lead to potentially life threatening situations, escape or that which can potentially cripple a facility operations or personnel.
- 8.1.4 Fourth Priority is Preventing Escape. Strategic planning and tactical operations shall be carried out with the goal of maintaining accountability and control over assigned or impacted clients.
- 8.1.5 Fifth Priority is Community Trust. JJS' staff members shall respond to emergencies consistently and appropriately as defined by the nature or the emergency.

9 **EMERGENCY CHECKLIST**

- 9.1 An emergency check list shall be used in the implementation and drilling of each section of this procedure.

10 **FIRE EMERGENCIES AND MASS EVACUATION**

10.1 **STAFF MEMBER RESPONSIBILITIES:**

- 10.1.1 Fire emergencies require quick and deliberate action. Any JJS staff member aware of a fire through seeing it, seeing smoke, alarm notification, feeling the heat or through other notification shall follow the RACE principle as listed below.
  - 10.1.1.1 Remain calm and remove or direct people from the immediate area of smoke and/or fire.
  - 10.1.1.2 Active the nearest alarm to make sure people are aware there is a fire within the building if the alarm is not sounding.
    - 10.1.1.2.1 Notify the main control center, security supervisor via telephone or radio of the fire and provide a status check if practical. If practical, note the time of activation in the post log and any immediate action taken.
    - 10.1.1.2.2 If leaving the area immediately is required to preserve life then make the contact to the control center, security office or on-site supervisor after relocation to a safe place.
  - 10.1.1.3 Contain the smoke or fire by closing all windows and doors to rooms, stairwells, corridors and turning off all electrical appliances and equipment (if life/safety is not endangered by doing so).
  - 10.1.1.4 Extinguish the fire using appropriate fire extinguisher for the type of fire being fought if you determine it can be safely done, or prepare to evacuate upon instruction to relocate from the area.
- 10.1.2 Follow the post orders on evacuation routes, assembly areas and client and staff counts.
- 10.1.3 Follow the instructions of the on-site supervisor or official emergency responders.

10.2 ON-SITE SUPERVISOR'S RESPONSIBILITY

- 10.2.1 Fire notification can come through alarm, sprinkler activation, telephone or the seeing of smoke or fire. The on-site supervisor shall, if safe and appropriate, report to the location of the fire with designated response personnel to assess the situation.
- 10.2.2 Upon confirming a fire emergency the supervisor on site will initiate the notification process. The supervisor will attempt to obtain information from the reporting person or through their assessment, as to type, location and severity of the fire.
  - 10.2.2.1 The supervisor on site must make an immediate assessment if the fire emergency is capable of being handled by on-site internal resources or if additional resources are required.
    - 10.2.2.1.1 If the supervisor on site determines that the internal resources are available to intervene, the supervisor shall enact an intervention strategy and bring the fire emergency to resolution.
    - 10.2.2.1.2 If the supervisor on site determines the fire emergency beyond the control of internal resources, the supervisor shall call for outside assistance through official emergency response personnel. Police, fire, ambulance or public utility depending on the resources required. DIAL 911.
- 10.2.3 The supervisor on site will then direct notifications made to the on call manager in charge, Facility Superintendent and Deputy Director of Facility Operations.
  - 10.2.3.1 The Deputy Director of Facility Operations shall notify the Director of Juvenile Justice Services.
  - 10.2.3.2 The notification progression shall follow the chain of command. If a required notification cannot be made, the next person in the chain of command shall be notified.
- 10.2.4 The Deputy Director of Facility operations, in conjunction with the Director JJS and the Cabinet Secretary of CYFD shall make any subsequent high level notification (i.e., governor, legislators, commissions or committee members).

10.3 DIRECTOR'S RESPONSIBILITY

- 10.3.1 The Juvenile Justice Services' Director shall procure services, enter into contracts, approve mutual aide agreements or approve any memorandums of understanding necessary to provide lodging, assembly areas, aide, transportation, basic human needs, or other needed resources in the event of a fire emergency or evacuation.

10.4 PHYSICAL PLANT DIRECTOR'S RESPONSIBILITY

- 10.4.1 In preparation for a fire emergency or mass evacuation, the physical plant supervisor shall monitor all emergency exit signs, light and egress to ensure they are operational and not obstructed.
- 10.4.2 Monitor all utility systems in the area, to include fire detection and repression systems to ensure they are operational in an event of an emergency.
- 10.4.3 Reset the fire detection system according to upon direction of the Fire Marshal or fire authority after activation.
- 10.4.4 Replace or repair any used or damaged fire protection devices.

10.4.5 During the actual emergency assist official emergency responders with building and utility schematics, other specifications and required resources (i.e., master key for all sprinkler control valves, gate keys, utility shut off keys).

**10.5 FIRE SAFETY OFFICER'S RESPONSIBILITY**

10.5.1 The Fire Safety Officer at the facility shall maintain and distribute diagrams of buildings/room floor plans for the complete facility.

10.5.1.1A copy of all facility diagrams will be maintained in a secure location in central control.

10.5.1.2A copy of each units diagram will be maintained in the unit as part of the post orders.

10.5.2 The Fire Safety Officer at the facility shall also post diagrams in the orientation of the building/room in the event of an emergency situation and will include the following:

10.5.2.1 Identification of building/room.

10.5.2.2 Directional arrows for traffic flow.

10.5.2.3 Location of publicly posted evacuation plans.

10.5.2.4 Identification of exits and exit signs.

10.5.3 The Fire Safety Officer at the facility shall coordinate the provisions for fire protection service and equipment throughout the facility to include the identification and response from the local fire jurisdiction.

10.5.4 The Fire Safety Officer shall develop and manage a system for testing firefighting equipment to ensure it can be used effectively in each area. Local fire jurisdictions should be included in this evaluation.

10.5.5 Submit and certify that written evacuation plans have been approved by the authority having jurisdiction.

10.5.6 Implementation of a fire watch or evacuation in the event of a fire alarm system failure/shutdown or is out of service.

10.5.7 The Fire Safety Officer shall conduct regular inspections and reports to ensure that no person shall at any time place an encumbrance of any kind in any exit way or before or upon any fire escape, balcony or ladder intended as a means of escape from a fire.

10.5.7.1 This means no storage is allowed in any corridor with the exception of recessed vestibule areas and no storage is allowed in or under any stairwell.

10.5.7.2 Fire protection system controls, and heating, ventilation and air-conditioning (HVAC) system controls shall be accessible to the Fire Department therefore prohibiting storage in mechanical rooms.

**10.6 SUPERINTENDENT'S RESPONSIBILITY**

10.6.1 Each facility superintendent shall develop, train and implement post orders detailing step by step instructions on the authority of the local fire jurisdiction over emergency response, including fire emergencies, evacuation, chemical or hazardous exposures, and step by step instructions on the facility's immediate action plan in the event of a fire emergency.

**11 UTILITY FAILURES**

**11.1 DIRECTOR'S RESPONSIBILITIES**

11.1.1 The Juvenile Justice Services' Director shall procure services, enter into contracts, approve mutual aide agreements or approve any memorandums of understanding necessary to provide fuel, power or related utility during a utility failure emergency.

11.2 SUPERINTENDENT'S RESPONSIBILITIES

11.2.1 In conjunction with the executive staff at the facility (Health Services Administrator, Principle, Food Service Supervisor, Physical Plant Director, Behavioral Health Director and Fire Safety Officer) each facility superintendent shall identify and plan for the following:

11.2.1.1 The areas where the utility failure is likely to endanger the security of the facility or the health and welfare of clients, staff and visitors.

11.2.1.2 The areas that are not covered by back-up generator or emergency lighting and require additional planning or action.

11.2.1.3 The personnel or post assignments required to provide adequate security coverage. This includes the reassignment or stationing of auxiliary staff.

11.2.2 Each facility superintendent shall develop, implement and drill an emergency post order that covers step by step directions on how to respond to a utility failure emergency. This includes directions on, but not limited to, the following.

11.2.2.1 Direction to immediately stop using electrical equipment if the utility failure includes flooding.

11.2.2.2 Direction to immediately stop all operations in the affected area (extinguish all flames, don't use any electrical devices or turn on any switches including light switches and avoid sparks) if the utility failure includes gas leaks.

11.2.2.3 Direction to immediately close all ventilation systems if the utility failure includes an air borne hazard outside, or open ventilation systems or evacuate the area if the utility failure includes an air borne hazard inside.

11.2.2.4 Direction to immediate notification the on-site supervisor of a utility failure.

11.2.3 The facility superintendent shall maintain the following example of supplies and equipment, in a single secured depository, in the event of a prolonged utility failure (or other) emergency:

11.2.3.1 Automated External Defibrillator.

11.2.3.2 Fire extinguishers, as approved by the local fire marshal.

11.2.3.3 Two-way radios, with charged batteries.

11.2.3.4 National Oceanic and Atmospheric Administration (NOAA) weather radio, with charged and back-up battery;

11.2.3.5 Sufficient temporary handcuffs (flex cuffs) for the entire population and other additional handcuffs and leg irons for problematic clients.

11.2.3.6 First aid kits, safety ("cut-away") scissors, CPR masks and blood spill kits.

11.2.3.7 A Stretcher or flat board.

11.2.3.8 Flashlights, with charged operable batteries

11.2.3.9 Photo and video camera, with film/videotape and charged batteries;

11.2.3.10 A set of complete floor plans with designated evacuation routes and a designated staging or launch area (launch area is the area clients, visitors and staff will be moved from the facility in the event of a total evacuation).

- 11.2.3.11 Human need supplies (i.e., potable water, non-perishable foods, blankets) Determine the standby resources; and
- 11.2.4 Each facility superintendent shall ensure that the emergency supplies and equipment are checked monthly.
- 11.5.1 Facilities immediately adjacent to each other do not have to duplicate emergency equipment or supplies if both facilities have access to the depository.

**11.3 PHYSICAL PLANT DIRECTOR’S RESPONSIBILITIES.**

- 11.3.1 Emergency generators will be operated weekly and operated under load monthly with all test results and factory required maintenance documented.
- 11.3.2 Documentation will be maintained by the each facility superintendent and shall include the following information: date and time of test, names of staff conducting the test and time of day the test was concluded.
- 11.3.3 Provide equipment and personnel to perform shutdown procedures, hazardous area control, damage assessment, barricades, debris clearance, emergency repairs and equipment protection.
- 11.3.4 Under the direction of the facility superintendent, provide vehicles, equipment, and operators for movement of personnel and supplies and assign vehicles as required.
- 11.3.5 Liaison or work in conjunction with contractors and the utility companies as required for emergency operations, emergency power or emergency resolution.
  - 11.3.5.1 Utilities should only be turned back on by appropriately licensed and qualified personnel.
- 11.3.6 Furnish emergency power and lighting systems as required.
- 11.3.7 In conjunction with the Fire Safety Officer, provide direction in incidents involving chemicals, biological, or hazardous materials.
- 11.3.8 Upon resolution of the emergency, inspect the facility’s infrastructure for additional hazards created by or as a result of the emergency.

**12 NATURAL DISASTERS OR INCLEMENT WEATHER**

**12.1 DIRECTOR’S RESPONSIBILITIES**

- 12.1.1 The Director of JJS shall enter into cooperative agreements and follow the direction of the local civil agency with jurisdiction over emergency response in the event of a natural disaster or inclement weather emergency.
- 12.1.2 Since a natural disaster or inclement weather emergency is generally not experienced alone, JJS will fall under the jurisdiction of the civil emergency management plan or system for the area or region.
- 12.1.3 Agreements shall include the services and equipment that may be provided; any restrictions on services; any designated staging areas and command information from the local agency; any participation requirements in emergency drills, and scheduling for annual reviews.
- 12.1.4 Agreements should also include that during an emergency governing by a civil emergency agency, or official emergency responder, local law enforcement shall not need prior authorization of the Cabinet Secretary for entry with weapons.
- 12.1.5 Preparation is the critical component when working under a civil plan or system that involves multiple agencies. The Director of JJS shall take the following preparation steps:
  - 12.1.5.1 Locate the district, zone, area or region responsible for each facility.
  - 12.1.5.2 Establish communication avenues with the district, zone, area or region.
  - 12.1.5.3 Establish primary contact personnel for the district, zone, area or region.

12.1.5.4 Solicit information, resources, training and direction from the district, zone, area or region on emergency preparedness.

12.1.5.5 Approve appropriate facility participation in drilling and emergency readiness testing offered through the district, zone, area or region.

12.1.6 The Director of JJS shall review annually all post orders and this procedure, with the district, zone, area or region and make the required modifications to ensure each facility's preparedness for a natural disaster or inclement weather emergency.

## 12.2 SUPERINTENDENT'S RESPONSIBILITIES

12.2.1 Each facility superintendent shall develop, train and implement post orders detailing step by step instructions on the authority of the local civil agency's jurisdiction over emergency response and step by step instructions on the facility's preparation efforts and immediate action plan in the event of a natural disaster or inclement weather emergency.

12.2.2 The preparation plan shall include, but not be limited to, the following:

12.2.2.1 Preparing buildings and structures as instructed by civil emergency management personnel.

12.2.2.2 Preparing clients, staff and visitors for evacuation or other instruction.

12.2.2.3 Preparing for shelter-in-place by designating structurally sound shelters within the facility as dictated by the emergency.

12.2.3 The facility superintendent shall maintain the following example of supplies and equipment, in a single secured depository, in the event of a prolonged natural disaster or inclement weather (or other) emergency:

12.2.3.1 Automated External Defibrillator.

12.2.3.2 Fire extinguishers, as approved by the local fire marshal.

12.2.3.3 Two-way radios, with charged batteries.

12.2.3.4 National Oceanic and Atmospheric Administration (NOAA) weather radio, with charged and back-up battery;

12.2.3.5 Sufficient temporary handcuffs (flex cuffs) for the entire population and other additional handcuffs and leg irons for problematic clients.

12.2.3.6 First aid kits, CPR masks and blood spill kits.

12.2.3.7 A Stretcher or flat board.

12.2.3.8 Flashlights, with charged operable batteries

12.2.3.9 Photo and video camera and video camera, with film/videotape and charged batteries;

12.2.3.10 Bullhorn, with charged batteries.

12.2.3.11 A set of complete floor plans with designated evacuation routes and a designated staging or launch area (launch area is the area clients, visitors and staff will be moved from the facility in the event of a total evacuation). Approved safety ("cut-away") scissors.

12.2.4 Human need supplies (i.e., potable water, non-perishable foods, blankets)

Each facility superintendent shall ensure that the emergency supplies and equipment are checked monthly.

12.2.4.1 Facilities immediately adjacent to each other do not have to duplicate emergency equipment or supplies if both facilities have access to the depository.

12.2.5 In conjunction with the Physical Plant Manager, upon resolution of the emergency, inspect the facility's infrastructure for additional hazards created by or as a result of the emergency.



13

## **FACILITY DISTURBANCE AND RIOT CONTROL**

### **13.1 OFFICIAL EMERGENCY RESPONDERS**

- 13.1.1 Though training, equipment, supplies and other resources will be devoted to handling emergency situations, JJS is not an intervening agency and must coordinate emergency planning and response through official emergency response personnel (i.e., police, fire, ambulance and utility).
- 13.1.2 JJS will respond to and handle internal emergencies only if believed by the supervising employee that adequate resources, personnel and training are available to bring the emergency to a resolution.
- 13.1.3 If the supervisor on site, the on call manager in charge, Health Services Administrator, superintendent, Deputy Director, Director or Cabinet Secretary deem the emergency beyond the capabilities of CYFD or Juvenile Justice Services, then official emergency responders shall be called.

### **13.2 NOTIFICATIONS**

- 13.2.1 Upon learning a disturbance is in progress the supervisor in charge will initiate the notification process. The supervisor will attempt to obtain information from the reporting person as to type, location, severity, clients, staff or others involved.
- 13.2.2 The supervisor on site must make an immediate assessment if the disturbance emergency is capable of being handled by on-site internal resources or if additional resources are required.
- 13.2.3 If the supervisor on site determines that the internal resources are available to intervene, the supervisor shall enact an intervention strategy and bring the disturbance emergency to resolution.
- 13.2.4 If the supervisor on site determines the disturbance emergency beyond the control of internal resources, the supervisor shall call for outside assistance through official emergency response personnel. Police, fire, ambulance or public utility depending on the resources required.
- 13.2.5 The supervisor on site will then direct notifications made to the on call manager in charge, Facility Superintendent and Deputy Director of Facility Operations.
- 13.2.6 The Deputy Director of Facility Operations shall notify the Director of Juvenile Justice Services.
- 13.2.7 The notification progression shall follow the chain of command. If a required notification cannot be made, the next person in the chain of command shall be notified.
- 13.2.8 The Deputy Director of Facility operations, in conjunction with the Director of JJS and the Cabinet Secretary of CYFD shall make any subsequent high level notification (i.e., governor, legislators, commissions or committee members).

### **13.3 COMMAND POST AND COMMAND POST DUTIES**

- 13.3.1 The facility control center, security office or unaffected adjacent building/structure shall serve as the initial command post.
- 13.3.2 The initial command post can be established by post order or at the discretion of the supervisor on site).
- 13.3.3 Upon arrival of the facility superintendent or on call manager, the operational command post shall be established. The operational command post shall be chosen using the following considerations:
  - 13.3.1 Security or defensible location not directly impacted by the disturbance emergency.
  - 13.3.2 Accessibility or the ability to move and direct resources from the area.

- 13.3.3 Technical Logistics or the availability of telephone and computer services and a specific telephone number to be utilized as the direct line of communications with the unified command.
- 13.4 The Operational Command Post shall have limited access, with the following individual authorized:
  - 13.4.1 The Facility Superintendent or Duty Officer as the Incident Commander. Please note that upon the arrival of official response personnel, Incident Command shall transfer to the intervening authority.
  - 13.4.2 Director of JJS or Deputy Director of Facility Operations as the department representative.
  - 13.4.3 The Deputy Superintendent, Duty Officer or Supervisor in Charge as the Operation Chief.
  - 13.4.4 Command Staff (Public Information Officer, Safety Officer and Liaison Officer). The Facility Superintendent or Duty Officer shall become the Liaison Officer if incident command is transferred to an official emergency responder.
  - 13.4.5 Section Chiefs if applicable to managing the disturbance emergency.
  - 13.4.6 Recorder and Runner;
  - 13.4.7 Any other personnel designated as required by the incident commander.
- 13.5 The command post duties include meeting the priority continuum as expressed above by planning and considering the following responsibilities:
  - 13.5.1 Containment and Isolation.
  - 13.5.2 Notifications and Updates.
  - 13.5.3 Meeting Service area and Department policies, procedures and post orders.
  - 13.5.4 Establishing strategies and objective for resolution including the formation of tactical team to accomplish the objectives.
  - 13.5.5 Maintaining facility operations unrelated to the emergency.
  - 13.5.6 Establishing of all perimeters.
  - 13.5.7 Establishing of communications flow/press releases;
  - 13.5.8 Intelligence processing;
  - 13.5.9 Ensuring basic human needs are met (including if applicable, food, water, lodging, care, rest and relief plan).
  - 13.5.10 Declaring the disturbance emergency over, completing debriefings and after action reports and demobilization and aftercare planning.
- 13.6 POST ORDERS
  - 13.6.1 Each facility superintendent shall develop, implement and drill post orders that include, but are not limited to the following:
    - 13.6.1.1 Identification of a specific location where official responders are directed and personnel dedicated to provide responders immediate access.
    - 13.6.1.2 For long term emergencies, a staging area for official responders that is climate controlled and includes access to restrooms, electrical power, telephone services and network connections.
    - 13.6.1.3 A credentialing process for employees from other agencies before granting direct access or telephone access to the area (staging or command post).
  - 13.6.2 Each facility superintendent shall develop, implement and drill post orders that designate a primary and secondary staff member who will be responsible for facility operations in the absence of regularly assigned personnel. Staff members assigned to these roles will be provided training on this procedure and their specific role and responsibility during an emergency situation.

- 13.6.3 Each facility superintendent shall develop, implement and drill post orders that provide step by step instructions for internal response staff members, auxiliary staff members, impacted staff members and if appropriate, official emergency responders that includes, but is not limited to, the following:
  - 13.6.3.1 Check in and Out Locations or Individuals
  - 13.6.3.2 Conducting Status or Welfare checks
  - 13.6.3.3 Evacuation Process
  - 13.6.3.4 Primary or Secondary Assignments
  - 13.6.3.5 Client Control and Movements
  - 13.6.3.6 Information and Communication (including communication equipment)
  - 13.6.3.7 How to respond to a tactical assault

13.7 **UNIFIED COMMAND**

- 13.7.1 If multiple agencies are involved in resolving the emergency, then the Director of JJS shall established a Unified Command Center.
  - 13.7.1.1 The Unified Command Center shall be responsible for coordinating all aspects of the response, including developing incident objectives and managing all incident operations.
  - 13.7.1.2 The Unified Command Center shall ensure that all responding agencies are operating with the same incident objectives.
- 13.7.2 The Unified Command shall coordinate or authorize all news media briefings and establish briefing areas.
- 13.7.3 The Unified Command shall coordinate or authorize all information releases to families.
- 13.7.4 The Unified Command shall coordinate or authorize separate information releases for the media, staff members or personnel and client family at regular intervals so that updated information is released regularly during prolonged incidents.

14 **BOMB THREATS AND EXPLOSIONS**

- 14.1 A bomb threat can come in many different ways. Examples include an unattended package or bag, called in over the telephone, delivery of a package, strapped or affixed to a person or object or dropped or propelled into an area.
- 14.2 Though training, equipment, supplies and other resources will be devoted to handling emergency situations, JJS is not an intervening agency and must coordinate emergency planning and response through official emergency response personnel (i.e., police, fire, ambulance and utility).
  - 14.2.1 Known explosive devices or suspected explosive devices shall not be handled, transferred, transported, deactivation attempted or otherwise handled by JJS employees or clients.
- 14.3 Juvenile Justice Services' responsibility in a bomb threat is to collect and convey the best information available for the official emergency responders.
- 14.4 **BOMB THREAT BY TELEPHONE, MAIL OR ELECTRONIC MAIL (E-MAIL)**
  - 14.4.1 When a bomb threat is received by telephone, the person taking the call should attempt to keep the caller talking as long as possible and should make written notes of the following (if by mail or email, save the mail):
    - 14.4.1.1 Time and date of the call.
    - 14.4.1.2 Assumed age and sex of the caller.
    - 14.4.1.3 Any distinguishing speech characteristics,
    - 14.4.1.4 What was said by the caller, as precisely and completely as possible, and

- 14.4.1.5 Any background noises that may help identify the source of the call.
- 14.4.2 As soon as possible, the staff member or simultaneously another staff member shall contact the police through 911.
  - 14.4.2.1 The decision to IMMEDIATELY evacuate or close the building will be made based on an evaluation of the nature and seriousness of the threat in consultation with the on-call manager in charge or facility superintendent.
  - 14.4.2.2 The direction of the police or other official emergency responder should be followed from that point. This includes any direction to evacuate the building or area.
  - 14.4.2.3 No evacuated building or area shall be re-entered without the official emergency responders.
  - 14.4.2.4 Any searches of buildings or of specific locations in or about the building will be conducted by the police. Juvenile Justice Services' staff members may assist in locating building or areas or identifying objects if requested and at the discretion of the police.

#### 14.5 SUSPICIOUS PACKAGES/OBJECTS

- 14.5.1 Suspicious packages/objects should be reported to the on-site supervisor and not be touched or disturbed. Suspicious packages may be in the form of boxes, bags, luggage, back pack, briefcase or other.
- 14.5.2 The on-site supervisor shall write down any circumstances that make the package seem suspicious and report those circumstances to the police through 911. This may include any of the following:
  - 14.5.2.1 The package is left by any individual acting suspiciously, or appearing to attempt to hide their identity.
  - 14.5.2.2 The package is delivered by a person who says something, leading you to believe the package may contain a bomb, and/or leaves quickly.
  - 14.5.2.3 The package is left in an odd location for someone to have just set it down and forgotten.
- 14.5.3 After the police have been notified, the on-site supervisor shall discreetly and quietly, clear the immediate area.
  - 14.5.3.1 The on-site supervisor should not mention a bomb, but if questioned, simply state there is a suspicious package and you would like the person to move away for their safety until the police evaluate the situation.
  - 14.5.3.2 The on-site supervisor shall urge clients and staff not to discuss the situation while being moved or in the waiting area until after the police have investigated the situation.
- 14.5.4 No evacuated building or area shall be re-entered without the approval of the official emergency responders.

#### 14.6 EXPLOSIONS

- 14.6.1 If a staff member hears or feels an explosion their primary responsibility is to take control of the immediate area and the clients, visitor and staff therein.
- 14.6.2 The following guidelines may assist in securing the immediate area:
  - 14.6.2.1 Request that everyone remain calm.
  - 14.6.2.2 Unless it has been confirmed that official emergency responders have been notified, Call 911 or pull the nearest fire alarm.

- 14.6.2.3 Prepare for additional explosions by getting under a desk or table, staying away from windows, bookcases, cabinets, overhead light fixtures, shelves, and electrical equipment.
- 14.6.2.4 Do not move injured persons unless they are in imminent danger.
- 14.6.2.5 Do not use matches or lighters. Extinguish all open flames.
- 14.6.2.6 Turn off electrical instruments and equipment.
- 14.6.2.7 Await emergency responders or further direction.
- 14.6.2.8 If waiting is not practical due to imminent danger, open doors carefully and watch for falling objects and assist others as needed.

14.7 SUPERINTENDENT'S RESPONSIBILITY

- 14.7.1 Each facility superintendent shall develop, train and implement post orders detailing step by step instructions on the authority of the local civil agency's jurisdiction over emergency response, including bombs and explosive devices, and step by step instructions on the facility's immediate action plan in the event of a bomb threat or explosion.

15 WORK ACTIONS, STRIKES OR STAFF WALKOUTS

15.1 DIRECTOR'S RESPONSIBILITY

- 15.1.1 The JJS Director shall ensure adequate staff coverage is available in the event of an employee work stoppage, other job actions or a serious shortage of personnel within the Department.
  - 15.1.1.1 This includes directing each facility superintendent to immediately notification the Deputy Director of Facility Operations of a severe or anticipated serious personnel shortage.
- 15.1.2 The Juvenile Justice Services' Director shall procure services, enter into contracts, approve mutual aide agreements or approve any memorandums of understanding necessary to provide staff coverage and supervision over the clients during a staff shortage emergency.
- 15.1.3 Upon notification of staff shortage emergency, the JJS Director shall direct each facility superintendent to cease all non-essential client movement. This includes movement for all services and programs other than required medical care as deemed by the Health Services Administrator or designee.
  - 15.1.3.1 Based on the cessation of non-essential client movement, each facility superintendent shall evaluate if sufficient staff are available to supervise the facility, what staff are available for temporary re-deployment to another facility, or if outside assistance is required.
- 15.1.4 The Director shall then approve the movement of any resources to areas impacted by the emergency or provide the facility superintendents with another course of action.
- 15.1.5 If the JJS Director declares the staff shortage emergency based on each superintendent's evaluation, the Director shall order one of the following actions:
  - 15.1.5.1 Suspension of programs and services for a specified time period and/or specific facility;
  - 15.1.5.2 Suspension of programs and services for an indefinite time period or the resolution to the emergency.
  - 15.1.5.3 Resumption of specific programs and services for a specified time period and/or specific facility.
  - 15.1.5.4 Resumption of all programs and services for a specific facility(s).

15.2 SUPERINTENDENT'S RESPONSIBILITY

- 15.2.1 Each facility superintendent shall maintain an updated list of employees and their contact information as a resource in the event of an emergency. This list shall include useful information such as the following:
  - 15.2.1.1 Incident Command Training;
  - 15.2.1.2 Emergency Response Team Training;
  - 15.2.1.3 Hostage Negotiation Training;
  - 15.2.1.4 Fluent in a second language or sign language; or
  - 15.2.1.5 Any special training, knowledge or skill related to job assignment or duties (i.e., cook, generator operator, locksmith, CDL).
  - 15.2.1.6 If the staff member has had any Youth Care Specialist or Correctional Officer Training.
- 15.2.2 Each Facility superintendent shall direct each employee capable of reporting to work be called to determine their ability to report to work.
  - 28.2.2.1 This includes program and service personnel.
- 15.2.3 Based on the total number of staff members on-hand, the staff members with the ability to report and any additional resources provided through the Director's office, the facility superintendent shall conduct a subsequent evaluation to determine if it is a short term or long term emergency.
  - 15.2.3.1 Short-term emergencies should not last longer than 48 hours before the ability to resume normal operations.
  - 15.2.3.2 Long term emergencies are any emergency that prevent the resumption of normal operations within 28 hours or emergencies that require resources beyond the capability of CYFD.
- 15.2.4 The facility superintendent shall develop emergency schedules; emergency job assignments and order emergency post shut downs based on the characteristics of the facility, characteristic of the client population, anticipated duration of the emergency and the time line and availability of resources.
- 15.2.5 Only the facility superintendent can approve annual leave during the emergency, and may cancel or postpone annual leave or if applicable recall staff members already on approved annual leave.
- 15.2.6 The facility superintendent shall develop and implement emergency post orders detailing the specific steps required to carry out this plan.

**16 RELEASE OF CLIENTS FROM LOCKED AREAS**

**16.1 REDUNDANCY PLAN**

- 16.1.1 JJS shall immediately release clients from locked areas and have a redundancy plan to ensure that clients are release from locked areas in the event that an emergency requires the evacuation or movement of client(s). This includes, but is not limited to, a redundancy plan for the following:
  - 16.1.1.1 Any area or room where clients are located but cannot freely enter or exit;
  - 16.1.1.2 Egress doors with double locking devices;
  - 16.1.1.3 Egress doors with slide bolting locks;
  - 16.1.1.4 Egress doors that cannot be opened from the inside;
  - 16.1.1.5 Double gated or double-locked sally ports or entrance/exit gates;
  - 16.1.1.6 Any identified primary fire exit that is secured during operational hours or use; or
  - 16.1.1.7 Any area, room or location designated for holding disabled or handicapped individuals.

- 16.2 Each facility superintendent shall develop post orders with a primary mechanism for releasing clients from locked areas and a redundant plan in the event that the primary plan fails. The redundancy plan can be one or a combination of the following:
  - 16.2.1 Secondary evacuation doors;
  - 16.2.2 Electronic Override door releases;
  - 16.2.3 Double key arrival for manual locking devices;
  - 16.2.4 “Crash Bar” for forcing doors open; or
  - 16.2.5 Other redundant feature approved by the facility superintendent and fire jurisdiction.
- 16.3 Each facility superintendent, the Health Services Administrator and the Fire Safety Office shall maintain a list of all clients requiring special assistance (i.e., disabled) in evacuation and maintain a primary and redundant plan for their evacuation in the event of an emergency.
- 16.4 **FORCED EVACUATION**
  - 30.4.1 If during an emergency evacuation, a client refuses to move or otherwise becomes non-complaint, the facility superintendent shall identify the types and levels of force available and standards for the use of that force.
- 16.5 **SHELTER IN PLACE**
  - 16.5.1 The facility superintendent, emergency responders or incident commander may deem that non-evacuation or no movement is the safest or most effective way to meet priorities and staff to Shelter-In-Place.
  - 16.5.2 Shelter-In-Place means keeping clients and staff in a defensible location or refuge during an emergency.
  - 16.5.3 If Shelter-In-Place is directed the staff member in that location shall take the immediate action directed by the incident commander and take additional action that can include, but not limited to, the following:
    - 16.5.3.1 Stop all movement and activities not required to address the emergency, directed by the facility superintendent, emergency responders or incident commander.
    - 16.5.3.2 Secure all clients in a safe location (i.e., individual rooms, double rooms or common areas). Following the evacuation orders in reverse might be of assistance in quickly securing clients if clients are spread over a wide area.
    - 16.5.3.3 If appropriate or directed, close and lock all windows, exterior doors, and any other openings to the outside.
    - 16.5.3.4 If appropriate or directed, have a staff member familiar with the area’s mechanical systems turn off all fans, heating and air conditioning systems.
    - 16.5.3.5 Take an inventory and consolidate available supplies (i.e., battery-powered radios, cellular telephones phones, first aid supplies, flashlights, batteries, duct tape, plastics and plastic garbage bags.
    - 16.5.3.6 If appropriate or directed, use duct tape or linen or plastic sheeting to seal all cracks around the door(s) and any vents into the room.
    - 16.5.3.7 Listen for any official announcement or direction from incident command and stay where you are until you are told all is safe or you are told to evacuate.
    - 16.5.3.8 Write down the names of everyone in the area, their status (i.e., good health or requires medical attention) and be prepared to report the name and status of each individual.

**17 HOSTAGES AND NEGOTIATIONS**

- 17.1 HOSTAGE AND ACTIVE SHOOTING EMERGENCY
  - 17.1.1 Because a hostage situation will require preliminary action and active shooting situations are often over within 10 to 15 minutes, JJS shall prepare to deal with a hostage situation or active shooter until official emergency responders arrives.
  - 17.1.2 Though training, equipment, supplies and other resources will be devoted to handling emergency situations, JJS is not an intervening agency and must coordinate emergency planning and response through official emergency response personnel (i.e., police, fire, ambulance and utility).
- 17.2 INITIAL RESPONSE TO HOSTAGE SITUATION
  - 17.2.1 Any condition where a person(s) is held illegally and against their will, denied the right to move, act or make decisions on their own under threat of death or bodily harm shall be considered a hostage situation.
  - 17.2.2 The first responding supervisor on the scene or dealing with a hostage situation shall attempt to set a successful tone for negotiations by not creating unnecessary barriers. Regardless of training, Juvenile Justice Services' staff members are not considered hostage negotiators.
  - 17.2.3 The goal and aim of communicating with a hostage taker is to attempt to keep everyone safe and the hostage taker calm until official emergency responders arrive.
  - 17.2.4 If an appropriate opportunity to secure the release of a hostage(s) is presented, the Juvenile Justice Services' staff member should attempt to utilize the opportunity.
  - 17.2.5 While attempting to set a successful tone for negotiations, NO JJS staff member shall offer or agree to any of the following:
    - 17.2.5.1 Assistance with escape or release
    - 17.2.5.2 The introduction of weapons
    - 17.2.5.3 The introduction of alcoholic beverages or illegal drugs
    - 17.2.5.4 An exchange of hostages
    - 17.2.5.5 Amnesty
    - 17.2.5.6 Money
- 17.3 REPORTING EMPLOYEE'S RESPONSIBILITY
  - 17.3.1 Follow this procedure and any accompanying post orders.
  - 17.3.2 Remain calm and do nothing that will excite or entice the hostage taker, hostages or others impacted by the crisis situation.
  - 17.3.3 Notify the control center, security office or shift supervisor as quickly as possible.
  - 17.3.4 Contain the situation if possible by securing exit doors, main entrance doors and preventing movement into the area by other clients or employees not responding to the crisis.
  - 17.3.5 Listen and visually take note of the condition of the hostage(s) and hostage taker(s) and any other relevant information.
- 17.4 RESPONDING SUPERVISOR'S RESPONSIBILITY
  - 17.4.1 Immediately notify the local law enforcement agency through 911 and request assistance. Once on scene, the official emergency responders shall assume control of the subsequent actions/decisions/situation.
  - 17.4.2 Direct the control center or designated staff member to notify the on-call manager in charge or superintendent.
  - 17.4.3 The on-call manager in charge or superintendent shall notify the Deputy Director of Facility Operations.



- 17.4.4 Make certain that no actions are taken which endanger the hostage(s), staff members, visitors or others.
  - 17.4.5 Make every attempt not to allow a hostage to be removed from the facility.
  - 17.4.6 Report to the scene and try to set the stage for a successful negotiation.
  - 17.4.7 After the crisis is over, return the facility to normal operation as quickly as possible, complete appropriate reporting and begin the critical debriefing process.
  - 17.4.8 On call behavioral health staff should be notified to counsel clients and staff members if required or appropriate.
- 17.5 **SUPERINTENDENT'S RESPONSIBILITY**
- 17.5.1 Each facility superintendent shall develop, train and implement post orders detailing step by step instructions on the authority of the local civil agency's jurisdiction over emergency response, including hostage negotiation and step by step instructions on the facility's immediate action plan in the event of a hostage situation.
  - 17.5.2 As part of the hostage and negotiations post orders, each facility superintendent shall also detail step by step instructions for dealing with an active shooter or violent outbreak. These post order shall include, but not be limited to, instructions on the following:
    - 17.5.2.1 To evacuation if there is an accessible escape path.
    - 17.5.2.2 To prevent others from entering an area where the active shooter may be or the violence has erupted.
    - 17.5.2.3 To hiding from the active shooter if there is no escape avenue.
    - 17.5.2.4 If possible, to not trap or restrict your options for movement.
    - 17.5.2.5 To take steps to prevent the shooter from entering your area by locking or blocking doorways.
    - 17.5.2.6 To silencing radios, cellular phones or any noise if the shooter is close by.
    - 17.5.2.7 To try to remain calm and quiet.
    - 17.5.2.8 As a last resort, to take direct and deliberate action against the shooter to preserve your or other lives.
    - 17.5.2.9 To immediately raise your hands, remain calm and follow all instructions when encountering emergency response personnel.

18 **INCIDENT COMMAND SYSTEM**

- 18.1 JJS shall utilize an Incident Command System approach to address all emergencies regardless of size. This includes assigning a staff member(s) to specific roles and responsibilities in preparation for or during an emergency. These roles include:
  - 18.1.1 An Incident Commander responsible for all aspects of the emergency response, including the developing of response objectives and managing all response operations.
  - 18.1.2 An Operations Chief responsible for the management of all operations directly applicable to the emergency.
  - 18.1.3 A Planning Chief responsible for the collection, evaluation, dissemination and use of information about the development of the emergency and the status of resources.
  - 18.1.4 A Logistic Chief responsible for providing resources, services, and material required during the emergency.
  - 18.1.5 A Finance Chief responsible for all financial, administrative, and cost analysis aspects of the emergency.

18.2 Each facility superintendent shall ensure that any staff member responsible for enacting the emergency plan has rudimentary training in Incident Command Systems.

19 **CONTINUOUS QUALITY IMPROVEMENT**

19.1 A three part continuous quality improvement plan shall be used in the implementation of this procedure that includes the following:

19.1.1 Annual review of this procedure and facility post orders to ensure that direction is up to date and applicable to current standards and practices.

19.1.2 Incorporation into the drill schedule to ensure that facility staff members are practiced in carrying out the elements of the plan and that the appropriate resources are available.

19.1.3 A Critical Incident Debriefing after each emergency to discuss the effectiveness of the emergency plan and note any deficiencies that warrant correction.

20 **AUTHORIZED SIGNATURE**



**APPROVED:** \_\_\_\_\_

**Bill Dunbar, Cabinet Secretary  
Children, Youth and Families Department**