

**SONOMA COUNTY PROBATION DEPARTMENT
JUVENILE HALL POLICY & PROCEDURES MANUAL**

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POLICY STATEMENT

It is the policy of Sonoma County Juvenile Hall that staff, residents, or visitors will not be recognized as hostages for bargaining purposes. The Juvenile Hall is, however, committed to doing all that is reasonable to end any hostage situation without injury to those involved.

PROCEDURES

1. GENERAL INFORMATION

- A. As part of the “No Hostage Negotiation” policy:
 - i. Staff, visitors, residents, etc. will not be recognized as such for bargaining purposes.
 - ii. This is the only information that detainees are allowed to know about hostage situations.
 - iii. The policy is meant to discourage attempts at taking hostages as well as stating that hostage takers will not be allowed to escape with hostages.
 - iv. However, the department will do all that is reasonable to resolve a hostage situation without injury to anyone.
- B. Each staff will be required to sign the “Hostage Policy Contract”.
- C. The type of situations leading to hostage taking in Juvenile Institutions are most often:
 - i. Escapes.
 - ii. Planned disturbances (riots, political activism, etc.), or grievances.
 - iii. Individual action.
- D. Hostages will most often be staff, but residents and visitors are also possible targets.
- E. Staff should not assume that a hostage situation means dead staff or residents. The vast majority of hostage situations in this country have been resolved without any serious injury.
- F. No amount of preparation, training, and expertise can guarantee a good outcome. Staff may do everything possible and still have injuries or death.
- G. The best way to handle hostage situations is to prevent them. When responding to an escape attempt or resident fight/disturbance, staff will assess the situation first.
- H. If appropriate, staff should seek assistance instead of “running into the middle of it”. The individuals involved may panic and take a hostage or hostages, or it may be a setup.
- I. Staff will maintain a good daily working and living environment for the institution. Holding residents accountable for their behavior in a firm, fair, consistent, and professional manner will accomplish this.

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- J. Good communication between staff and residents, a positive atmosphere in the institution, and good ongoing intelligence gathering are better for staff protection than any contingency plans or weapons.

2. GENERAL PRINCIPLES

- A. The primary objective of this policy is to save lives and prevent or minimize injury to residents, staff, visitors, or hostage takers and to ensure safety for the largest number of people in the shortest amount of time.
- B. In the event that a hostage or hostages are taken, time is on staff's side, and the passage of time may be an advantage in several areas, including flexibility.
 - i. Time is often best used to change, receive, and reinforce information, which is a luxury the hostage taker(s) cannot afford.
 - ii. The only exception to this rule is in a situation where it is clearly to the staff's tactical advantage to rush the hostage taker(s) before they can prepare.
 - iii. In most cases, however, nothing is lost by the decision to wait. In fact, most situations which have resulted in loss of life are a direct result of acting impulsively (usually prematurely rushing the scene). However, the staff must be prepared to act in the event that hostages are being killed.
- C. Another advantage is the diminishing dedication to the hostage takers cause that time can create, with the possible exception of a political terrorist.
 - i. As time ticks away, the hostage taker(s) may begin to question whether they are prepared to make the supreme sacrifice for their chosen cause.
- D. Another advantage comes from the Stockholm Syndrome Theory, which is based on information obtained from many hostage situations, though it was named after one particular incident. It appears that the longer the hostage taker(s) is/are in contact with hostage or hostages, the less likely they are to harm the hostages.
 - i. Also the hostage(s) tend(s) to become more sympathetic toward the hostage taker(s). Personal involvement under stress creates quick emotional bonds between people.
- E. The last advantage is fatigue. Fatigue is always a factor depending on the number of hostage takers and their available supplies. In most cases, even well-equipped and organized suspects will tend to develop fatigue after prolonged periods.
- F. Staff will not increase the risks of the situation. Staff will not allow more people to come under threat. As a last resort, face-to-face may be necessary to talk with hostage taker(s) but avoid it when possible. Staff should not allow changes which give hostage taker(s) greater tactical advantage or cause greater danger. Staff will continue to work for changes which will aid in their tactical advantage, communication, position, etc.

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- G. When position changes are made, staff will attempt to secure the area vacated. Any commitment to action will not be done without sufficient staff or equipment to carry it out.
- H. Staff will establish personal contact with the hostage taker(s). This should be done as soon as staff have the situation isolated, contained, and are ready to deal with it. If at all possible, this should be done no earlier.
 - i. Only someone specially trained to deal with the hostage taker(s) (when possible) will make contact. Establishing contact does not mean starting to negotiate and no promises will be made.
 - ii. Only one person should try to establish contact.
- I. Staff will never increase the anxiety of the hostage takers. Any steps that will increase the anxiety or emotional level of the hostage taker(s) represent unnecessary danger. Time only applies to discretionary decisions. If something must be done for security reasons, then staff must do it.

3. HOSTAGE MANAGEMENT

- A. The philosophy of hostage management is to save lives. This includes innocent bystanders (residents, visitors, etc.), hostages, the staff, outside agencies assisting with the situation, and hostage takers.
- B. This philosophy also dictates resolution without the use of force whenever possible. However, in line with the preceding statement, the hostage taker(s) cannot be permitted to move outside the institution.

4. NOTIFICATION OF SITUATION

- A. One or two staff involved in, or responding to, a problem will usually make initial contact in a hostage situation.
- B. The first and primary duty of any staff encountering a hostage situation is to report it to central control using the emergency radio or telephone.
 - i. Staff must report the situation before responding, even if they believe they can resolve the situation. It is an absolute rule to report prior to taking action.
 - ii. If staff tries to resolve the situation themselves unsuccessfully, they may become another hostage and are unable to alert the rest of the institution of the situation.
- C. Staff will only report the facts of the situation including: the name and location of the reporting staff, the location of the incident, the nature of the situation, any weapons if known, the number of hostage takers and hostages, and the nature of injuries.
- D. The staff initially reporting the incident will also report to the Supervisor as soon as possible to apprise them of the situation with firsthand knowledge.
- E. After the incident is verified, all staff will be informed and the institution secured.

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5. SUPERVISOR RESPONSIBILITIES

- A. The Director (DDII) or Assistant Directors (DDI) will appoint a supervisor in charge of the situation with the authority to coordinate with outside agencies for necessary assistance in dealing with the crisis.
- B. The supervisor will establish and coordinate all communication activities.
- C. News Media activities will be referred to the Chief Probation Officer (CPO).
- D. Upon instruction from the DDII or DDI, the supervisor will coordinate with the Santa Rosa Police Department (SRPD) and their negotiator, and also assign responsibility for the administration of routine facility functions during an emergency.
- E. The supervisor will also provide staff as necessary.
- F. The CPO and Administrative staff are to be notified as soon as possible and communication lines will be kept open with administration.

6. ISOLATE THE SITUATION

- A. Staff will isolate and contain the situation.
- B. Attempts should be made to prevent the hostage taker(s) from changing location.
- C. Other members of the resident population should be prevented from joining the hostage taker(s).
- D. All avenues of entrance and exit should be identified and blocked.
- E. The initial containment of the situation can be crucial in reducing the possibility of larger scale involvement by other residents.

7. EVACUATE THE AREA

- A. All residents and non-essential staff will be removed from the crisis area to a safe area as soon as possible if not completed in the initial response.
- B. All people in danger zones will be evacuated.
- C. First response priority is to people in the line of fire of hostage taker(s) or inside the hostage takers' immediate area.
- D. The next priority is to those in non-exposed areas but still within the danger zone.
- E. Staff should only evacuate when and if it is safe.
- F. If evacuation is not possible, staff should get people to an area as protected as possible within the danger zone.
- G. Evacuees should be held at a designated spot near the perimeter of a safe zone to be debriefed and identified.

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i. Designated institutional staff or a police officer should interview evacuees prior to their release, or return back to a secure zone if they are residents.

H. All staff and residents within the immediate area are potential sources of information regarding the number and identity of the hostages, hostage taker(s), weapons, etc.

8. CONSOLIDATE INFORMATION

- A. Staff will consolidate information concerning the hostage, hostage taker(s), and site information with the Supervisor.
- B. Staff will secure as much information on the hostage taker(s) as possible.
- C. If the hostage taker(s) is/are on probation, staff will contact the field Deputy Probation Officer (DPO) to secure information from the DPO's file.
- D. Medical and mental health information will come from Health Services.
- E. Staff will contact anyone who knows the hostage taker(s) who might have a favorable impact.
- F. When parents, friends, relatives, or anyone else is brought in to talk with the hostage taker(s), staff will make arrangements so they can communicate by phone only. This will prevent the possibility that others would be taken hostage or would join in holding hostages.
- G. No information is to be given to the press by staff unless first cleared with the CPO or designee.

9. SUMMOM LOCAL LAW ENFORCEMENT ASSISTANCE

- A. The SRPD is the designated law enforcement agency concerning hostage situations at the Juvenile Hall.
- B. In any circumstance where there is potential for large numbers of hostages or injury to victims, local law enforcement will be called in as soon as possible.
- C. If any hostage situation lasts for more than 30 minutes, local law enforcement will be called in.
- D. The DDII or DDI will call the local law enforcement agency as required or designate a supervisor to do so.
- E. A location for law enforcement staff to standby in readiness, which shall be out of sight of those involved in the incident, will be provided.
- F. Law enforcement remains on standby until the DDII or designee requests assistance.
- G. Juvenile Hall staff maintains control of the situation until, in the judgment of the DDII or designee; there is no alternative but to seek assistance from law enforcement. At that point, law enforcement will take full control.

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- H. Staff will be prepared to provide the law enforcement agency with a detailed site map and necessary keys.

10. DOCUMENTATION OF INCIDENT

- A. When the crisis is over, staff will document the entire circumstance and occurrence in an incident report.
- B. All necessary parties will be notified and the local law enforcement agency will be contacted to investigate if necessary.

11. MEDICAL & PSYCHOLOGICAL EVALUATION

- A. Any resident taken hostage will be evaluated medically and be seen by a psychological counselor as soon as possible.
- B. Any staff held hostage will be taken to the appropriate medical facility for evaluation and then referred to Employee Assistance Program after a medical assessment.
- C. Families of anyone held hostage would be referred to appropriate psychological services.

12. TYPES OF HOSTAGE TAKERS

- A. There are five types of hostage takers in correctional settings:
 - i. Psychotic Individual
 - a) Individuals who may or may not make sense regarding their plans or grievance.
 - b) In most instances a true psychotic operates alone. There are several factors to consider in dealing with a psychotic.
 - c) The resident(s) may have had a recent negative experience or may feel that in order to speed up the action, it pays to act "crazy".
 - d) Staff/resident input may assist in determining what event has pushed him/her to this point.
 - e) If the taker(s) is/are in fact psychotic, the tendency is to "write off" this person rather than to keep dialogue going through a negotiation process.
 - f) Underestimation is as dangerous as over-reaction. Staff should not talk down to, moralize, or antagonize a hostage taker.
 - g) Staff must be aware of the taker(s)'s medical needs, particularly a possible over-ingestion of prescribed medication or a lack of prescribed medication.
 - h) Medical/Mental Health Staff can produce and interpret all medical charts and advise the negotiation team.

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- ii. Situational
 - a) This is the act of a usually normal person(s) prompted by a rash impulse to solve a problem or get out of a situation by taking a hostage(s).
 - b) This is seldom a planned act.
 - c) The hostage(s) is/are used to “buy time” and intimidate staff while the taker(s) figure(s) out how to get out of the situation with or without the hostage.
- iii. Grievance Aider
 - a) This is a more difficult group or person to deal with.
 - b) Their incidents are usually well planned or are adjuncts to a disturbance, with the plan being: “We want to talk to somebody other than staff”.
 - c) These circumstances usually involve multiple hostage takers and multiple hostages.
- iv. Escape Plan
 - i) In this instance the hostage(s) can be viewed as “legal tender”.
 - ii) In most instances, escape plans are thought through, and the perpetrator(s) has/have scheduled some sequence of steps to the plan.
 - iii) Staff must formulate plans for neutralizing this situation short of allowing the escape.
- v. Riot-related
 - a) The taking of a hostage(s) as a spontaneous adjunct to a riot or disturbance adds volatility to an already danger-charged incident.
 - b) Staff must determine immediately if they have a true hostage/bargaining situation or if they are dealing with one or several staff being held “captive” for the purpose of abuse, assault, or “get-back”.

13. HOSTAGE SURVIVAL STRATEGIES

- A. Recognize and accept the role of a hostage.
 - i. Understanding and accepting this new role is vital to safety.
 - ii. Staff’s life and that of other hostages may depend on the ability to accept that they are now a hostage.
 - iii. A good hostage does not panic, does not act foolishly, and is very cautious about heroics.
- B. Prepare to remain a hostage for an extended period of time.

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- i. Hostage staff should not expect immediate resolution of the crisis.
- ii. Time is on staff's side and the negotiator will attempt to use time to his advantage.
- iii. Hostages should try to keep their strength up by eating, drinking, and resting.
- C. Do not increase stress for the hostage taker(s) or the other hostages.
 - i. The initial 10-15 minute period (extending to the first hour into the crisis) is generally the most critical.
 - ii. Staff should not argue or act in any manner which could escalate the situation.
- D. Limit conversations with the hostage taker(s).
 - i. Staff may respond in a friendly and cooperative fashion, but should avoid lengthy conversations.
 - ii. The hostage taker(s) does/do not need to be focused on staff at this point.
- E. In general, do not attempt to escape unless success is certain.
 - i. Unsuccessful escape attempts usually function to increase stress and also increase the likelihood of injury.
 - ii. If escape is possible, it should occur only after very careful planning.
- F. Pay attention to details.
 - i. In the event you are released before others, you can be debriefed and provide important intelligence about the event, other hostages, and the hostage taker(s).
- G. In general, stay in plain view of the hostage taker(s).
 - i. Movements away from the hostage taker(s) should be avoided. These may arouse suspicion.
 - ii. Being in plain sights allows for the development of the Stockholm Syndrome.
 - iii. Being segregated in another area may increase a type of depersonalization effect.
- H. If a rescue attempt from outside staff occurs
 - i. Hostage staff should fall to the floor and attempt to get cover, identifying themselves when appropriate.
 - ii. Hostage staff should not resist being taken into custody or forcibly removed by the rescue team.
- I. Additional techniques for hostage staff to employ:
 - i. Cooperate, but maximize the amount of time needed to accomplish the task.
 - ii. Try to keep focused on basic needs or issues and concentrate on the reality demands inherent in the present situation.

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- iii. Develop a positive relationship with the hostage taker(s). Share something personal. The more the hostage taker(s) know(s) about someone, the more difficult it becomes to harm him or her. (Stockholm Syndrome).
- iv. Show emotions but retain personal control and dignity. Share that as a staff member you have treated inmates with professionalism, dignity, and respect and you deserve the same respect.
- v. Be a good listener and pay attention to their demands, concerns, fears, and frustrations. Be supportive but make no suggestions.
- vi. Do not pay obvious attention to other, on-going crimes. Staff's safety could be compromised if the captor(s) believe that staff's testimony could link him/her/them to other crimes or violence.
- vii. Whenever possible, try to give credibility to the negotiator. It will be easier for the hostage taker(s) to believe that the situation can be successfully resolved.
- viii. Staff should never try to become a negotiator while being held hostage. Should staff be forced into the role of negotiator, messages should be delivered and received accurately.
- ix. Insofar as possible, have an emergency plan and consider "last chance" escape plans.
- x. Staff should discuss with their families the possibility that they might be taken hostage. They should be told what could happen and how authorities would be working for staff's safe release. Such information is highly confidential and should not be shared with anyone other than immediate family members.

14. SURVIVAL HINTS FOR HOSTAGES

- A. Hostage is an instrument, a focal point, and a symbol.
- B. Hostage is a benefit to captor when alive.
- C. Dominant goal of hostage should be to stay alive.
- D. Don't feel guilty for desire to live.
- E. Keep cool.
- F. Cooperate with captor without interfering with police.
- G. Help reduce the hostage taker's anxiety and tension.
- H. Go along with reasonable demands.
- I. Listen to captor (What is the motive?). Try to understand what the captor's(s) points of view are and accept them.
- J. Find things to like about the captor(s).

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- K. Establish your value and the captors as human beings.
- L. If fearful, show it and express it.
- M. Don't play a part, suspect(s) may detect and resent it.
- N. A woman may vary from sexy to motherly to critical parent, but many hostage takers are known to have trouble relating to women.
- O. Allow captors their power (real or imagined) don't challenge it.
- P. Help with small tasks (move items, sit here, answer phone, etc.).
- Q. Watch for captors emotional trigger areas and stay away from them.
- R. Permit captor his/her body space.
- S. Trust the police.
- T. Remember time is on your side.
- U. Don't try a risky escape (may force suspect to harm you, may destroy chance for transfer, and may catch police off guard).
- V. Escape if you are able.
- W. Police will appear menacing or threatening.
- X. Make yourself as comfortable as possible.
- Y. Sleep when possible, relax when possible, this is an advantage over the captor(s) and will provide strength.
- Z. Sit or lie down.
- AA. Sit against outside wall, away from door, which opens inward, and sit away from windows.
- BB. Breathe deeply and stretch muscles to reduce tension.
- CC. Keep dignity; don't demean self (captor(s) will respect this).
- DD. Don't debate issues. Lend a sympathetic ear.
- EE. Think twice before speaking or lending ideas (attempts to help could backfire).
- FF. Spiritual and mental exercise is important (especially in long-term).
- GG. Understand the captor(s) has/have problems.
- HH. Don't over react to threats (often done for affect).
- II. Positive relationship with captor(s) can help reduce his stress and tension.
- JJ. Don't feel obligated to intercede in the social/psychological problems of captor(s). Don't be a "Do Gooder".

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- KK. Try to contradict the stereotype you are expected to represent.
- LL. Strike a balance between friendliness and independence (some things cannot be compromised).
- MM. Get on first name basis as soon as possible.
- NN. Show gratitude for favors.
- OO. Prepare and plan for alternative outcomes (rescue attempt, escape, threats).

REPLACEMENT HISTORY

Revised:

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