# **Inspection Report**

Contingency Plan Review

Ministry of Public Safety & Solicitor General

**Adult Custody Division** 

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# 4.0 RECOMMENDATIONS

#### 1.0 EXECUTIVE SUMMARY

An Inspection of the Adult Custody Centres Contingency Plans was conducted in June and July 2004, to review and confirm whether Correctional Centres are in compliance with the Adult Custody Division's policy, as it pertains to Contingency Planning.

In brief, each of the Centres within the Division currently has Contingency Plans in place to deal with a variety of incidents and emergency situations. Most of the Centres had recently or are in the process of updating their Plans. Many of the Plans were updated as a result of the significant changes within the Division, including the amalgamation of inmate populations, closure of Centres, facility renovations and staffing adjustments. Some Centres Plans have been in existence for several years and updating will require considerable time to meet the Branch standard.

Some Centres rely completely on hard copies of their Plans in key locations within the facility, while other Centres Plans had a combination of hard copy and computer based access. North Fraser Pretrial is the only Centre that relies totally on computer based access for their Plans. It should also be noted that the North Fraser model also had the most accurately maintained and updated Plans at the time of this review. Many of the Centres managers commented they have seen the North Fraser model and have requested assistance from them to move their Contingency Plan to glass.

The process of reviewing and updating Plans on a regular and consistent basis varies greatly. The general practice amongst Centres is that the Director of Operations is the position responsible for ensuring Plans are updated and maintained on an as needed basis rather than by prescribed regularity. Tactical Team Commanders are another group that are commonly assigned the task of updating the Plans. At the time of this review only VIRCC had a policy statement requiring the Director of Operations to review the Plans annually. Several other Centres were developing similar language for their local standing orders.

The Crisis Management Model adopted in principle by the Adult Custody Division, from Corrections Services Canada in the past few years, is not being used consistently across the province. The most organized and effective Contingency Plans seen during this review incorporated the Crisis Management Principles.

A vital part of effective Contingency Plans is the emergency contact lists. The updating and distribution of these lists is crucial during crisis

situations. During the review it was discovered that most Centres were not current with their contact lists. In some cases managers and supervisors that had retired were still on the contact lists. This is where the computer based Plans have an advantage over the hard copy lists, for both maintenance and distribution.

The location of Contingency Plans was quite consistent amongst the Centres. Managers and Shift Supervisors offices, Control work stations and Command Centre locations were found to have hard copies of the Plans, the exception being North Fraser. The Centres that had a combination of hard copy and computer based Plans were often inconsistent with the information as it was clear the hard copies had not been updated. Some of the computer based Plans were not easy to access as they were stored on the server, in folders and files that were difficult to navigate to. Some centres that claimed to have their Plans online, actually had their Plans embedded into the Standing Orders, which again made it difficult to access.

Tactical Teams in a few of the lower mainland centres were found to be in immediate need of qualifying Commanders as well as selecting and training new members. The work force adjustments over the past 3 years have had the biggest impact on the status of the Lower Mainland tactical teams. The North Fraser model has successfully employed Rapid Response Teams to intervene at the early onset of situations, perhaps negating the need for a full Tactical Team response. The addition of women offenders in Surrey Pretrial and the opening of the Alouette Correctional Centre for Women has created an additional need for Tactical Team training and remote response Plans for supporting Centres.

Tactical team equipment in all Centres has been upgraded recently. All Centres have designated staff, either an SCO or Tactical Team member, responsible for the maintenance and repair of broken or faulty equipment.

All Contingency Plans reviewed identified the local police as an emergency contact for situations requiring armed intervention or additional perimeter security. Many police forces have been affected by budget pressures which have stretched their response times significantly to most centres. This issue must be taken into account as Centres are updating their Plans. Contact between the Centres and their local police force is reported to be inconsistent and irregular at best and in some cases non existent. At the time of this review several Centres were in the process of scheduling meetings with the police to discuss Contingency Plan changes and the possibility of including their presence during Crisis Management or Tactical Team training sessions.

Not all Centres were in compliance with the Adult Custody Policy Manual *Section 2.1: Contingency Planning* at the time of this review. All of the Centres currently reviewing and updating their Plans will use section 2.1 as a guideline to complete the task.

The body of this report contains the findings and observations for each Centre and recommendations.

#### 2.0 SCOPE OF INSPECTION

With recent changes to the structure of the Investigations, Inspection and Standards Office ("IISO"), the responsibility of inspecting Custody Centres to ensure compliance with legislative policies and regulations has absorbed by the Corrections Branch.

The terms of reference for this specific Review are set out in a July 16, 2004 letter from the Acting Provincial Director of Adult Custody, Brent Merchant in which he advises as follows:

"Correctional Centres within the Adult Custody Division are subject to the possibility of inmate disturbances. The ability and effectiveness of each Centre to respond to incidents of this nature is vital. Correctional Centres are required to have Contingency Plans in place to respond to these incidents and to be in keeping with Section 2.1 Contingency Planning of the Adult Custody Division policy manual. As part of the Corrections Branch, Adult Custody 2004/05 Performance Measures, I am directing the inspection of Correctional Centres under the category of Corporate Risk Assessment Reviews for Critical Incidents. I ask that you conduct an inspection on the stage of readiness of Contingency Plans at each of the Divisions Correctional Centres."

An inspection of the Custody Centres was conducted, in the following order:

- Nanaimo Correctional Centre June 17, 2004
- Surrey Pretrial Centre June 28, 2004
- Fraser Regional Correctional Centre June 29, 2004
- North Fraser Pretrial Centre June 30, 2004
- Vancouver Jail July 12, 2004
- Alouette Correctional Centre for Women July 12, 2004
- Prince George Regional Correctional Centre July 15, 2004
- Vancouver Island Regional Correctional Centre July 20, 2004
- Kamloops Regional Correctional Centre July 22, 2004

An onsite inspection was not conducted at the Ford Mountain Correctional Centre. However, the Contingency Plans for FMCC were reviewed and discussed during the visit to FRCC and a follow up telephone interview with the FMCC Director of Operations.

The inspection process at each Centre consisted of the following:

- Interviews with members of the management teams, supervisors and in some cases members of the tactical teams;
- Review of local standing orders, local policy and procedures,
   Contingency Plans and other documents pertaining to emergency planning;
- Review of online or computer based Contingency Plans, where available;
- Tours of the facility's command Centres, control rooms, tactical equipment storage rooms and shift supervisors offices;
- Review of Centres responses to IISO's recommendations resulting from an investigation into an inmate disturbance at VIRCC in January 2003.

#### 3.0 FINDINGS AND OBSERVATIONS

### 3.1 North Fraser Pretrial Centre

NFPC has a computer based Contingency Plan built on a browser platform which makes it easy to access important information quickly. The Plans are accessed by managers and supervisors via a "Managers Desktop" which has the look and feel of the internet. The system is designed with logical links to key information which managers and supervisors use on a daily basis, such as contact lists for staff, other Centres, outside agencies, internet search engine and weather reports. Placing useful links on the desktop in addition to links to forms, Contingency Plans, floor plans, standing orders and provincial policy, makes it second nature for staff to use during a crisis. The maintenance of data in policy, Contingency Plans and contact info is much more efficient and accurate than paper based systems, as the information is updated in one location on the server with links to it from the appropriate pages. As changes are made, staff are notified by email. The online Contingency Plans include access to digital photos of mechanical shut offs and floor plans with primary and secondary evacuation routes.

NFPC also has a "Virtual Contingency Plan" system based on handheld computers containing the exact same information as the "Managers Desktop" by way of "hot synch cradles". These handheld computers are currently issued to the managers and accessed anytime they are away from their office or the on-call manager. The Shift Supervisor also has one in his office for use during emergencies.

Sufficient laptop computers and handhelds are loaded with the Plans, that in the case of a total power loss the operation could still manage without hard copies of the Plan.

The NFPC Contingency Plan was last updated in February 2004.

The Director of Operations is responsible for ensuring the Plan is updated, but it is a function of the Management Team during their regular operational meetings to discuss the impacts of changes to the Plan. NFPC policy does not have a prescribed frequency of when Plans must be reviewed.

The NFPC Tactical Team has a full membership and training is up to date at the time of this review. Equipment repairs are the responsibility of one of the Tactical Team Commanders.

The Director of Operations holds regular meetings with the local RCMP, to discuss emergency responses.

Managers, Supervisors, and Tactical Team members are trained in the location and use of the Centres mechanical shutoffs.

The NFPC Plan is in full compliance with the *ACD Policy Section 2.1*. Their Plan does incorporate the Crisis Management Model.

## 3.2 Fraser Regional Correctional Centre

FRCC has Contingency Plans for all categories of emergencies and crisis situations. The Plans do incorporate the CSC Crisis Management model. Policy regarding the Contingency Plans is embedded in the online location; however no direct links to the Plans were present at the time of the review. There were several hypertext links in the online standing orders that linked to related provincial policy.

In addition to the online Standing Operating Procedures which all staff have access to, hard copies of the Contingency Plans are located in the Manager's offices, Shift Supervisors office, and at each Control work station.

FRCC is currently developing an intranet site that will have direct links to policy, forms and other information. Timeline for completion was unknown.

The "Crisis Management Manuals" are a set of red binders which are located in the boardroom Command Centre. Each manual contains comprehensive material detailing the Crisis Management Model, an organizational chart, checklists, Contingency Plan policy and descriptive roles of each member of the crisis management team.

Also located in the Command Centre was a Disaster Response Plan manual which contained comprehensive information for the mechanical shutoffs, including floor plans and schematics.

The contact information for Managers, Tactical Team members and other emergency personnel was not up to date at the time of the review. FRCC has an action plan that indicates they are updating the policy to include a quarterly review of the phone lists. An SCO will be given the responsibility of this task and will report the changes to the Director of Operations.

There are two Tactical Team Leaders responsible for the maintenance of tactical equipment. All deficiencies are reported to the Director of Operations to arrange for repair or replacement.

It was identified by the Director of Operations that members on the Tactical Team contact list were no longer employed at FRCC. As a result of numerous staffing changes, they are in need of selecting and training additional members. With the opening of ACCW discussions have taken place to have the FRCC Tactical Team trained to respond to large scale incidents at the Women's facility.

The Centre Management is currently making arrangements to meet with the newly appointed RCMP Inspector and discuss the Contingency Plans and emergency response issues.

FRCC has a sufficient number of staff trained in how to operate the mechanical shutoffs. A mechanical shutoffs manual is located in the control room.

FRCC is currently in compliance with ACD Policy section 2.1 Contingency Planning.

## 3.3 <u>Vancouver Island Regional Correctional Centre</u>

VIRCC has Contingency Plans in place which were upgraded in February 2004. Their Plan is based on the CSC Crisis Management model. The Plans include role functions, an organizational chart, floor plans, forms, checklists, inventory and mechanical shutoff information.

There is a statement in their policy that requires the Director of Operations to review the Plan annually.

VIRCC is currently in the process of moving to the North Fraser model of "Virtual Contingency Plans", but will continue to have hard copies of their Plan located in red binders in Control, Managers and Supervisors offices and the Boardroom, which is also the Command Centre during crisis situations. An acting manager has been tasked with completing this project by fall of 2004.

The VIRCC policy is accessible for all staff by computer on the shared drive. The VIRCC intranet site has links to their policy which includes sections covering the Emergency Contingency Plans.

The emergency contact lists for the Centre's Managers, Tactical Team members and other emergency personnel were current. Policy dictates

that the lists are updated every 2 months by the Directors Secretary and her backup. They are maintained on the local server and posted to the intranet site. Hard copies are replaced in the hard copies of the Contingency binders by the Control Supervisor with a confirmation email to the Director of Operations.

The Tactical Team Leaders and Coordinator are responsible for the review and maintenance of the tactical equipment and advise the Director of Operations on a monthly basis. The VIRCC Tactical Team is reported to be at full strength and receiving training on a regular basis.

VIRCC Management meets annually with the local police to discuss emergency response issues. They also conduct an annual emergency situational training session with the police.

All regular and acting supervisors have been trained in the various mechanical shutoffs procedures and training has been scheduled for several senior Correctional Officers.

At the time of this report, VIRCC was in full compliance with ACD Policy section 2.1.

## 3.4 Prince George Regional Correctional Centre

PGRCC has Contingency Plans within their Operational Policy Manual. This information is located on their local server which is accessible for all staff. The online policy manual uses many hypertext links to assist in navigating to areas of the local policy and some provincial policy. Hard copies of the Contingency Plan are located in the manager's offices, control and the shift supervisor's office. Some Contingency Plan policy had been updated as recently as June 2004. At the time of this review, PGRCC did not have policy which addressed the timeframes of regular review and updating of the Contingency Plan, although they were in the process of implementing that policy language. The responsibility for updating the Contingency Policy is that of the Director of Operations and a Tactical Team Commander, currently on an as required basis.

The PGRCC Plan does not incorporate the CSC Crisis Management Model, although the Management Team did express an interest in including it other a similar model. They also indicated an interest in exploring the North Fraser model of "Virtual Contingency Plans".

The emergency contact lists for the managers, Tactical Team members and other emergency personnel is the responsibility of the Director's Secretary. These updates occur on an as needed basis, approximately

every six to eight weeks and are distributed by hard copy. They are stored on the local server but are not accessible by managers or staff.

Repairs and maintenance of Tactical Team equipment is the responsibility of an SCO who is also a member of the team.

Meetings with the Prince George RCMP to discuss Contingency Planning or joint training are not scheduled on a regular basis. The Director reported that Emergency Response from the local RCMP to PGRCC has been reduced due to cutbacks within their force. ERT, Hostage Negotiators or Bomb Squad members are at least 4 hours response. The Director is confident the RCMP would provide a limited armed response from the local detachment, but PGRCC would be on their own for any large scale situations. PGRCC policy requires updating in this area, as many of the contingency policies refer to immediate police response for perimeter security.

Recent discussions have taken place regarding using a location on the PGRCC property for a Command Centre in cases of disaster incidents in the city.

Supervisors, Tactical Team members and most of the staff are familiar with the mechanical shutoff procedures. Steps were being taken to make the locations of shutoffs more visible.

The Acting Director of Operations is currently reviewing the Contingency policies. Updates are currently being made in order to comply with the ACD Policy 2.1.

## 3.5 <u>Surrey Pretrial Services Centre</u>

The SPSC Contingency Plans were updated as recent as March 2004. Their Plans do incorporate the CSC Crisis Management Model. Recent facility changes to accommodate women offenders have necessitated major policy changes. There is currently no policy statement that requires regular reviews; Plans are reviewed and updated on an as required basis.

The Plans are currently in hard copy binders located in the offices of the District Director, Director of Operations, and Shift Supervisor. The Plans have been in the process of being made available by computer on an intranet site by January 2005.

An SCO1 Tactical Team member has been tasked with developing a stand-alone "Emergency Situation Management Manual" that is intended to be placed on the server. This model looks similar to North Fraser's in

that it looks to incorporate interactive floor plans, digital photos of all areas of the Centre and links to assist in quick navigation of the data. They are proposing to have the Tactical Team manual and all associated training material included. This new manual is currently in draft form and is scheduled to be reviewed by the managers and supervisors by Fall 2004 and to be implemented by December 2004.

The Director's Secretary is responsible for updating and distributing the emergency contact list for managers, Tactical Team members and other emergency personnel. A policy statement was being developed to address the frequency of these updates.

The SPSC Tactical Team is in immediate need of training Tactical Team members and Commanders. They currently do not have any members qualified as Commanders, which has consisted of a ten day training course through the JIBC. Discussions have taken place with the JIBC, but no course has arranged as yet. The 2 i/c of the Tactical team is the person designated for the maintenance and replacement of tactical equipment.

The Director of Operations meets with the regional RCMP emergency response commanders two to three times per year to discuss emergency response plans. There have been joint training exercises with the RCMP Crowd Control Unit in previous years, but nothing has been done recently.

SPSC has sufficient numbers of staff trained in the mechanical shutoff procedures. All staff are given an orientation session, the Tactical Team members and Supervisors also receiving shutoff training. Procedures are located in binders with the Shift Supervisors, Control Supervisor and at the Control work stations. The Control Prowl Officers are responsible for shutoffs during emergencies.

SPSC is in compliance with the ACD Policy Section 2.1.

#### 3.6 Kamloops Regional Correctional Centre

KRCC has Contingency Plans in place for most types of emergencies. There is no policy statement in place that requires a regular review of the Plans, although the Director of Operations was in the process of reviewing the Plans and will include that requirement. Updates have been made as recently as February 2004 and further updates are pending the review currently being undertaken.

The KRCC Plans do not incorporate the CSC Crisis Management Model, although the Director of Operations expressed interest in the model and will be requesting further information to include in his changes to the Plan.

He also expressed an interest in the "Virtual Contingency Plan" model and will be discussing with his counterpart at NFPC.

The Plans are located with each manager, shift supervisor, control supervisor and at each control work station. The Plans are in easily identifiable binders with tabs indicating the various sections. There was no table of contents in the front of the binder which hampered finding information. The emergency contact list for managers, Tactical Team members and other emergency personnel was in the middle portion of the binders and inaccurate at the time of this review. Immediate steps were being taken to ensure the accuracy of the list. The Director of Operations is responsible for ensuring that updated lists are distributed, but there is no policy directing the frequency or the person responsible for this task.

Regular meeting with the RCMP to discuss emergency response have not occurred. The Tactical Team Commander has developed a working relationship with members of their training staff and he was invited to observe some of the police training sessions. Police emergency response times were identified as a concern as they would rely on flying in members to assist the local detachment. The Director of Operations will be working to enhance the working relationship with the RCMP and will be scheduling a meeting with them in the near future.

KRCC has sufficient numbers of staff trained in the mechanical shutoff procedures. All regular supervisors carry laminated cards on there duty belts that have locations for the various shutoffs.

The KRCC requires upgrading in order to meet compliance with the ACD Policy section 2.1. The Director of Operations is currently in the process of making improvements to Plan which will achieve this objective. No timelines were identified at the time of this review.

## 3.7 Nanaimo Correctional Centre

NCC has Contingency Plans in place that were last updated in May 2002. The Plans do not incorporate the CSC Crisis Management model. The NCC policy manual does have a statement in the front section that requires the Director review the policy manual on an annual basis. The Director of Operations and the Tactical Team Commander are currently in the process of reviewing and upgrading the Plans as a result of recent staffing changes. They expect to have the upgrades made by December 2004.

The future Plans being developed will include access to the Policy and Contingency Plans through the Centre's intranet website.

The current Plans are in hard copy binders located with the Director of Operations, Shift Supervisor and Control.

The emergency contact lists for managers, Tactical Team members and other emergency personnel was not current. There was no policy in place that required regular review of the lists. The Director of Operations has included this in his work plan.

NCC uses a First Responders Team to deal with emergency situations. They have sufficient numbers of members trained to respond effectively to incidents in their setting. The 2 i/c of the FRT is responsible for the maintenance and repair of the tactical equipment.

Meeting with the local RCMP to discuss emergency responses and joint training has taken place recently. NCC is intending to make these meetings a regular practice.

Most supervisors and all Tactical Team members are trained in the mechanical shutoff procedures. The Director of Operations is reviewing the number of staff trained to ensure operational needs are covered.

NCC currently does not comply with the ACD Policy section 2.1. The Management Team has a comprehensive work plan in place to address the requirements of the Division.

#### 3.8 Alouette Correctional Centre for Women

ACCW has a Contingency Plan that was developed in January 2004, prior to its opening. There is currently no policy in place requiring regular review. However, the Director of Operations will be implementing a policy to address this by October 2004.

The ACCW Plans form part of their policy manual which is in hard copy binder and accessible to all staff on computer. The online format has hypertext links in many of the pages which make it easy to navigate through.

The Director of Operations is currently reviewing the Contingency Plans to confirm and make necessary changes. This is a new facility and operations will require minor adjustments in the early stages.

The emergency contact lists for managers, Tactical Team and other emergency personnel was current at the time of the review. There is no formal process for regular updating. The Director of Operations made note of the issue and will be including this in his upgrades.

Discussions have begun with the neighbouring Centre, FRCC to establish an emergency response protocol for their Tactical Team to response in cases of inmate disturbances. There are ACCW supervisors and staff trained for cell entry situations, but any larger incidents would require outside support. The Director of Operations will be including these additional changes in the Contingency Plans.

ACCW has assigned one of the SCO3's the responsibility for maintaining tactical equipment.

The management team has had one meeting with the Maple Ridge RCMP to discuss emergency response. There is another meeting scheduled for October 2004.

There are not sufficient supervisors and staff currently trained in the mechanical shutoff procedures. The Director of Operations is making this part of a work plan to meet the requirements of the Division.

ACCW does not currently meet the requirements for compliance with the ACD Policy Section 2.1. There is a work plan in place to address the needs of meeting this goal, but there was no completion date identified at the time of this review.

#### 3.9 Ford Mountain Correctional Centre

FMCC does have a Contingency Plan in place. The Plan was last updated in 1997 and is currently under review by the new Director of Operations. There is currently no policy requiring a regular review of the Plan. The Plans are in distinctive red binders located in the manager's offices, control and the supervisor's office. The Plan does incorporate the CSC Crisis Management Model.

The emergency contact numbers for the managers, Tactical Team and other emergency personnel are up to date. They are contained on a laminated wallet card. The Director of Operations is responsible for updating and distributing the cards, however there is no policy covering this requirement.

FMCC does not have a Tactical Team; they rely upon the FRCC and SPSC Teams for support for inmate disturbances; however, FRCC and SPSC are currently compliant with policy in this area.

The Centre management has recently met with the District of Chilliwack Fire Marshall and the Superintendent of the Chilliwack RCMP to discuss emergency response arrangements. The police have committed to be available for all emergency situations at FMCC. Their response time would be less than two hours. The Director of Operations plans to meet with the police on a regular basis.

Sufficient numbers of staff are trained in the shutoff procedures for FMCC.

FMCC is currently in compliance with ACD Policy section 2.1 Contingency Planning.

# 3.10 Vancouver Jail

The Vancouver Jail has had a Contingency Plan in place since opening in August 1999. It incorporates the CSC Crisis Management Model. The Plan is currently being reviewed by the Director of Operations, as it still includes information on the Vancouver Pretrial Centre, which was closed in August 2002. There is also reference to the Contingency Plans in the VJ Policy manual, which is accessible by all staff on the local server.

There is currently no policy that requires regular review of the Plans, but the Director of Operations has the responsibility of ensuring updates occur.

The managers of VJ are in favour of adopting the "Virtual Contingency Plan" model used at NFPC. Discussions have taken place to have NFPC assist in achieving that goal. No time frame has been established at the time of this review.

Hard copies of the Contingency Plans are in distinctive binders and located in the manager's offices, control work stations and the Shift Supervisors office.

Emergency contact lists for managers, Tactical Team members and other emergency personnel was up to date. The Director of Operations and the Tactical Team Commander are responsible for reviewing the list for accuracy. There is no current policy which specifies a timeframe for review, but the Director will be adopting the VIRCC practice of bi-monthly reviews and maintained and distributed by the Director's Secretary.

The Tactical Team Commander is responsible for the maintenance of the tactical equipment. Any equipment requiring replacement is brought to the attention of the Director of Operations. The Tactical Team presently has 6 trained members, 2 of which have Commander Status. Since the closure of VPSC, the minimum requirement has not been reviewed. The Director will be reviewing this issue.

The managers of VJ conduct regular meetings with police to discuss responses to incidents in the Jail. The operation is unique in that Corrections and the Vancouver City Police share the responsibility of the operation. No joint emergency response training has taken place to date. The Director of Operations will be scheduling a meeting to explore that possibility.

Sufficient numbers of staff at VJ are trained in the mechanical shutoff procedures. Regular and acting supervisors and Control staff receive additional refresher training. Tactical Team members review the procedures during regular training days.

VJ is currently in compliance with ACD Policy section 2.1 Contingency Planning.

#### 4.0 RECOMMENDATIONS

- 1. The Adult Custody Division management should ensure that all Centres are in compliance with *Section 2.1 Contingency Planning* of the Adult Custody Division policy manual.
- 2. The Adult Custody Division policy should prescribe an annual review of Contingency Plans to ensure policy compliance and to require filing of these Plans with the Provincial Director.
- 3. Correctional centre management should ensure a sufficient number of trained tactical team leaders and members.
- 4. Correctional centre management should develop and implement the Crisis Management Model.
- 5. The Adult Custody Division should train managers, supervisors and tactical team members in crisis management on an ongoing basis to maintain current with roles and responsibilities.
- 6. Adult Custody Division should adopt one standard format for virtual contingency plans.
- Correctional centre management should develop and have fully operational virtual contingency plans that are consistent with the provincial standard format.