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**TESTIMONY OF JOSEPH L. LAFLEUR, DIRECTOR
PENNSYLVANIA EMERGENCY MANAGEMENT AGENCY
PRESENTED TO THE STATE HOUSE JUDICIARY COMMITTEE
JANUARY 16, 1990
CONCERNING THE DISTURBANCES AT THE CAMP HILL
CORRECTIONAL INSTITUTION ON OCTOBER 25, 26 and 27, 1989**

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE.

AS YOU KNOW THE MISSION OF THE PENNSYLVANIA EMERGENCY MANAGEMENT AGENCY IS STATED BY TITLE 35, HEALTH AND SAFETY, EMERGENCY MANAGEMENT SERVICES CODE, TO "ASSURE PROMPT, PROPER AND EFFECTIVE DISCHARGE OF BASIC COMMONWEALTH RESPONSIBILITIES RELATING TO CIVIL DEFENSE AND DISASTER PREPAREDNESS OPERATIONS AND RECOVERY". MORE SPECIFICALLY, PEMA IS CHARGED WITH DEVELOPING AND COORDINATING EMERGENCY RESPONSES THAT INVOLVE OTHER STATE AGENCIES AND MORE THAN ONE COUNTY. THE AGENCY BEGAN TO ACT IN THIS COORDINATION AND MANAGEMENT CAPACITY ON OCTOBER 26TH.

TO FULFILL THIS MISSION I DEPLOYED OVER 40 STAFF MEMBERS TO THE INSTITUTION OVER THE COURSE OF THE INCIDENT TO ASSIST IN; COORDINATING INFORMATION DISTRIBUTION TO EMERGENCY RESPONSE AGENCIES, ORGANIZING THE PRISONER BUS CONVOYS TO OTHER INSTITUTIONS, PROVIDE A CENTRAL FOCUS FOR REQUESTS FOR EQUIPMENT FROM THE INSTITUTION AND RESPONSE AGENCIES, FOCUSING PEOPLE ON CRITICAL OFFSIGHT DECISIONS IN ADDITION TO THE IMMEDIATE INTERNAL INCIDENT IN SOME CASES, AND COORDINATING LOCAL AND COUNTY MANPOWER SUPPORT.

OUR STAFF WORKED WITH TED WISE, THE CUMBERLAND COUNTY EMERGENCY MANAGEMENT COORDINATOR, ONCE WE WERE NOTIFIED, TO ASSIST INFORMATION TRANSFER BETWEEN STATE AND COUNTY AGENCIES. THIS WAS A MAJOR EFFORT WHEN YOU CONSIDER THERE WERE 53 POLICE DEPARTMENTS, 70 FIRE COMPANIES AND 21

AMBULANCE UNITS FROM 8 COUNTIES PLUS THE STATE POLICE ON THE PERIMETER OF THE INSTITUTION AT ONE TIME OR THE OTHER. THIS IS "OUR", THAT IS, THE STATE'S FACILITY; THEREFORE ADEQUATE PREPLANNING IS NECESSARY SO WE CAN READILY ACCEPT OFF-SITE ASSISTANCE AND USE ALL PERSONNEL SAFELY.

THIS LARGE FORCE NEEDED TO BE SUPPORTED LOGISTICALLY WITH ADDITIONAL RIOT EQUIPMENT, RADIOS, FOOD, AND SHIFT CHANGES OVER AN EXTENDED PERIOD OF TIME. DURING DARKNESS THERE WAS A NEED FOR SUPPLEMENTAL LIGHT SETS TO AUGMENT PERIMETER SECURITY. IF THE WEATHER HAD BEEN COLDER, WARMING TENTS WE HAD DELIVERED BY THE NATIONAL GUARD WOULD HAVE BEEN SET UP. WE USED OVER 4000 BLANKETS FROM THE PEMA WAREHOUSE.

THE STATE EMERGENCY OPERATIONS CENTER (EOC) WHICH PEMA MANAGES WAS FULLY MANNED 24 HOURS A DAY DURING THIS ACTION. IT SERVED AS THE NERVE CENTER, RECEIVING AND ACTING ON REQUESTS FROM THE INSTITUTION FOR SUCH ITEMS AS 1600 SECURITY LOCKS THAT COULD BE OPENED WITH ONE KEY, 200 RIOT SHOTGUNS, HAND AND LEG RESTRAINTS, CHAIN, AND EVEN 70 DOZEN DONUTS - THE INMATES BURNED THE KITCHEN.

THE GOVERNOR'S INVESTIGATIVE COMMISSION REPORT ACCURATELY SUMMARIZES THE MAJOR DIFFICULTIES WE ENCOUNTERED. IT ALSO SENDS A MESSAGE THAT WE SHOULD NEVER LOSE SIGHT OF IN LOOKING FOR WAYS TO IMPROVE HUMAN PERFORMANCE THE NEXT TIME WE HAVE A DISTURBANCE IN PENNSYLVANIA, AND SOME DAY WE WILL. THROUGH A COMBINATION OF LUCK, MANAGEMENT AND GOOD NEGOTIATING NO INMATE OR RESPONDER DIED. LADIES AND GENTLEMEN, THE TENOR OF THE LEGISLATURES HEARINGS, THE PUBLIC SENTIMENT AND THE CRIMINAL INVESTIGATIONS WOULD BE VERY DIFFERENT IF SOMEONE HAD DIED.

LUCK - YES, IF I AS THE STATE DIRECTOR FOR EMERGENCY MANAGEMENT COULD HAVE PICKED THE LOCATION TO HAVE SUCH AN INCIDENT THIS IS ONE PRISON I WOULD PICK. THE FIVE COUNTIES THAT WERE MOST INVOLVED - CUMBERLAND,

DAUPHIN, LEBANON, YORK AND LANCASTER ARE FIVE OF THE TOP EMERGENCY MANAGEMENT COUNTIES IN THE STATE. THEIR COUNTY, MUNICIPAL AND VOLUNTEER UNITS HAVE THE BENEFIT OF EMERGENCY OPERATIONS PLANS WHICH ARE COORDINATED AND FREQUENTLY TESTED. THESE COUNTIES ALONG WITH ELEVEN OTHERS TO INCLUDE ADAMS, FRANKLIN AND PERRY WHO ALSO HELPED US IN THIS INCIDENT, FROM OCTOBER 17 - 20, JUST PRIOR TO THE CAMP HILL INCIDENT, WENT THROUGH THE MOST EXTENSIVELY CONDUCTED FEDERALLY GRADED NUCLEAR POWER PLANT SAFETY EXERCISE (TMI INGESTION PATHWAY) EVER CONDUCTED IN PENNSYLVANIA. ALL EIGHT COUNTIES SUPPORTED THE STATE WITHOUT QUESTION FOR EACH REQUEST. THE CHAIN I MENTIONED EARLIER CAME FROM BOB STRAW THE EMERGENCY MANAGER IN YORK COUNTY. RADIOS CAME FROM RICH KETTERMAN IN ADAMS COUNTY, CLYDE MILLER FROM LEBANON PROVIDED A DOZEN COUNTY CORRECTIONS OFFICERS, TED WISE AND HIS STAFF WERE EVERYWHERE, AND EXAMPLES GO ON.

QUOTING FROM THE ADAMS COMMISSION RECOMMENDATIONS, "IN EMERGENCIES, THE DEPARTMENT SHOULD MAXIMIZE OUTSIDE ASSISTANCE AND RESOURCES AVAILABLE BY USING PEMA. FOR EXAMPLE, PEMA COULD HAVE BETTER COORDINATED COMMUNICATIONS AMONG MUNICIPAL POLICE DEPARTMENTS, THE STATE POLICE AND THE INSTITUTION COMMAND POST". YOU HAVE HEARD FROM THE NEWS MEDIA AND OTHER INVESTIGATIONS, INFORMATION EXCHANGE BETWEEN THE INSTITUTION AND LOCAL POLICE DEPARTMENTS WAS INITIALLY NOT VERY STREAMLINED.

THE ADAMS REPORT ALSO INDICATED MUCH OF THE CONFUSION, LACK OF COORDINATION, COMMUNICATION PROBLEMS, SEARCH FOR UNMET NEEDS, ETC. COULD HAVE BEEN AVOIDED IF THERE HAD BEEN A WELL COORDINATED EMERGENCY PLAN FOR RESPONSE ON HAND AT CAMP HILL. THE STATE, THE COUNTIES AND MUNICIPALITIES HAVE PREPARED EMERGENCY PLANS FOR ALL 5 OF OUR NUCLEAR POWER PLANTS. THIS INCLUDES 40 STATE AGENCIES, 27 COUNTIES, 146 MUNICIPALITIES AND THE

EMERGENCY RESPONSE ORGANIZATIONS IN EACH. WE EXERCISE THESE PLANS EVERY TWO YEARS AND THEY ARE IN EXCELLENT CONDITION. THE EXERCISES ARE GRADED BY FEDERAL AGENCIES AND RECEIVE GOOD MARKS. ALL STATE CORRECTIONAL INSTITUTIONS NEED SIMILAR PLANS AND WE MUST EXERCISE THEM.

MANAGEMENT - YES, THE STATE POLICE HANDLED THE INSIDE SITUATION WELL. AFTER LEARNING OF THE LOCAL RESPONDER FATIGUE FACTOR FROM A MEMBER OF THE STATE HOUSE OF REPRESENTATIVES BY WAY OF LIEUTENANT GOVERNOR SINGEL, WE RESOLVED THE PROBLEM IN LESS THAN NINETY MINUTES AND PUT IN ACTION A FIRM TIMELINE ON THE STATE POLICE REINFORCEMENTS. WE COULD HAVE HANDLED THIS QUICKER IF WE HAD BEEN BETTER INFORMED ABOUT THE FIRST DAYS INCIDENT.

SOME LOCAL OFFICIALS WILL TELL YOU THEY DIDN'T HAVE GOOD "COMMUNICATIONS" WITH THE STATE. RESOLVING THAT COMPLAINT HAS A THREE PART ANSWER. FIRST, SOME OF THESE PEOPLE WANTED TO LISTEN IN ON THE STATE POLICE FREQUENCIES FOR TACTICAL MOVEMENT AND NEGOTIATIONS. THEY DON'T BELONG ON THOSE FREQUENCIES.

SECOND, BECAUSE OF PREPLANNING DEFICIENCIES WE DIDN'T FULLY KNOW WHAT COMMUNICATIONS EQUIPMENT AND FREQUENCIES WE HAVE AND SHOULD HAVE USED. THAT CAN BE RECTIFIED.

THIRD, INFORMATION FLOW TO LOCAL OFFICIALS ON THE GENERAL SITUATION WAS NOT ADEQUATE UNTIL NEARLY MIDNIGHT ON THE 26TH. BY THEN MY STAFF HAD BEEN ON SCENE THREE HOURS AND EQUIPMENT AND INFORMATION REQUESTS WERE ORGANIZED. THE ADAMS COMMISSION REPORT CLEARLY IDENTIFIES THE STATE EMERGENCY MANAGEMENT AGENCY'S SKILL IN THIS AREA AND THAT IT SHOULD BE USED.

GOVERNOR CASEY AND LIEUTENANT GOVERNOR SINGEL CONVERSED REGULARLY. THE LIEUTENANT GOVERNOR SPENT A GREAT DEAL OF TIME IN THE STATE

EOC. HE WAS VERY HELPFUL ON THE MARYLAND AND FLORIDA INTERSTATE RESOURCE REQUESTS ON SHOTGUNS AND LOCKING DEVICES.

STATE AGENCIES RESPONDED VIA STANDING OPERATING PROCEDURES THROUGH THEIR EMERGENCY PREPAREDNESS LIAISON OFFICERS. THE AGENCIES AND EXAMPLES OF THEIR SUPPORT INCLUDED TRANSPORTATION - LIGHTING, ATTORNEY GENERAL - HANDCUFFS, STATE POLICE-SECURITY AND TRANSPORTATION, NATIONAL GUARD - HELICOPTERS, FIELD KITCHENS, ENVIRONMENTAL RESOURCES - AIR QUALITY, HEALTH - HOSPITAL ASSISTANCE AND THE LIST GOES ON.

I SUPPORT THE CONCLUSION OF THE ADAMS COMMISSION THAT THE DECISION NOT TO CALL IN THE NATIONAL GUARD WAS APPROPRIATE DURING THE INCIDENT. AFTER SOME INITIAL CONFUSION WITH THE MEDIA, AS THE ADAMS REPORT POINTS OUT, I DISCUSSED THE REASONS WHY THEY SHOULD NOT BE ACTIVATED WITH REPRESENTATIVE MOWERY AND SEVERAL OTHERS IN A MEETING, THE NEWSPAPER REPORTS OF MY INVOLVEMENT WERE ACCURATE. FOLLOWING THE DISCUSSION HE CONCURRED THESE WERE APPROPRIATE REASONS. I OUTLINED THAT STATE POLICE WOULD BE USED TO RELIEVE LOCAL POLICE. POLICE CHIEF RHODES, WHO WAS COORDINATING LOCAL POLICE, SAID LOCAL POLICE COULD COME BACK IF NECESSARY AFTER GETTING SOME REST. HIS CONCERN, APPROPRIATELY, WAS TO REST THE LOCAL OFFICERS AFTER TWO NIGHTS OF DUTY AND VERY LITTLE SLEEP.

WHEN THE DECISION WAS MADE TO MOVE THE PRISONERS TO OTHER PRISONS ALL OVER THE STATE, PEMA WAS ASKED BY THE CORRECTIONS DEPARTMENT TO MAKE THE ARRANGEMENTS FOR THE 40 BUSES THAT WOULD BE REQUIRED. PEMA DETERMINED THIS SPECIAL CONVOY NEEDED QUALIFIED DRIVERS, MARKED ROAD MAPS, AS WELL AS WRITTEN DIRECTIONS, CREDIT CARDS FOR GAS TO REDUCE THE POTENTIAL FOR DELAY, EXTRA EMPTY BUSES IN THE CONVOY IN CASE OF BREAKDOWNS (CAN'T HAVE A BUS LOADED WITH PRISONERS ON THE ROADSIDE) AND A STATE POLICE ESCORT. THE BUSES WERE TOPPED OFF WITH FUEL IN THE PARKING LOT UPON ARRIVAL. THEN THE

BUSES HAD TO BE CAREFULLY LOADED FOR AN ACCURATE HEAD COUNT (A PEMA STAFF MEMBER ORCHESTRATED THIS INSIDE THE COMPOUND). THE PRISONERS HAD TO BE RESTRAINED WITH SOMETHING THAT COULD BE TAKEN OFF QUICKLY IN THE EVENT OF AN ACCIDENT. THERE IS A HAPPY ENDING TO THIS MAJOR CONVOY PLANNING AND EXECUTION OPERATION. ALL BUSES ARRIVED AT THEIR DESTINATION SAFELY.

CORRECTIONS, STATE POLICE AND PEMA ARE IN THE PROCESS OF A REVIEW OF ALL STATE CORRECTIONAL INSTITUTION PLANS AS DIRECTED BY THE GOVERNOR ON JANUARY 10. THE REVIEW REQUIRES POLICY AND OPERATIONS ACTIONS AND IS BEING MONITORED BY THE BUDGET OFFICE, GOVERNORS STAFF, AND CHAIRED BY LIEUTENANT GOVERNOR SINGEL. I HAVE ENCLOSED A COPY OF THE GOVERNOR'S LETTER WHICH DIRECTS PEMA TO PARTICIPATE IN THIS REVIEW, FOR YOUR INFORMATION.

WE FULLY AGREE THAT THIS REVIEW IS NECESSARY AND THE EMERGENCY SERVICES ACT AND STATE EMERGENCY OPERATIONS PLAN GIVES PEMA THE AUTHORITY TO PURSUE THE GOVERNOR'S DIRECTIVE FULLY.

THE FOLLOWUP ACTION TO THE REVIEW WILL BE THE KEY TO FUTURE PREPAREDNESS AT THE STATE INSTITUTIONS. ACTION MUST BE TAKEN TO PREPARE, COORDINATE AND EXERCISE THESE PLANS ON A REGULAR BASIS AT ANY OF THE 15 STATE INSTITUTIONS.

PEMA HAS SUBMITTED MINIMUM PRELIMINARY STAFFING, SOFTWARE AND COMMUNICATIONS FUNDING REQUIREMENTS FOR PREPARING EMERGENCY PRISON CONTROL PLANS AT THE 15 STATE INSTITUTIONS, 4 FEDERAL PRISONS AND WILL BE OF ASSISTANCE AT OVERCROWDED COUNTY FACILITIES.

IN CLOSING, I WOULD LIKE TO EMPHASIZE ONE POINT MADE BY SEVERAL WITNESSES BEFORE OTHER COMMITTEES. THAT IS, THE NEGOTIATION TEAMS ESTABLISHED FOR NEGOTIATIONS AT CORRECTIONAL FACILITIES SHOULD NOT INCLUDE THE TOP DECISION MAKERS. THIS TAKES THE FLEXIBILITY AWAY FROM THE AUTHORITIES. THIS IS A RECOGNIZED PRACTICE.

OUR TOP DECISION MAKERS, TO INCLUDE GOVERNOR CASEY, LIEUTENANT GOVERNOR SINGEL, COMMISSIONER OWENS AND THE STATE POLICE, SHOWED EXCELLENT DISCIPLINE AND RESTRAINT THROUGHOUT THIS INCIDENT.

THANK YOU FOR THE OPPORTUNITY TO TALK ABOUT THE CAMP HILL DISTURBANCE - I BELIEVE WE OWE IT TO ALL WHO MAY BE CALLED TO HELP, TO GIVE THEM THE ADVANTAGE OF GOOD PLANNING, THOROUGH COORDINATION AND REGULAR EXERCISING OF THE PLANS.

THANK YOU FOR ALLOWING ME TO PRESENT THESE REMARKS.



COMMONWEALTH OF PENNSYLVANIA
OFFICE OF THE GOVERNOR
HARRISBURG

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THE GOVERNOR

January 10, 1990

The Honorable Mark S. Singel
Lieutenant Governor
Room 200; Main Capitol Building
Harrisburg, Pennsylvania 17120

Dear Mark:

The Commission I appointed to investigate the disturbances at the Camp Hill Correctional Institution identified a need to improve coordination among Commonwealth agencies and between State and local agencies in order to more effectively manage future crisis responses. The Adams Commission specifically recommended a defined role for the Pennsylvania Emergency Management Agency (PEMA) as the coordinator of communications among the various response agencies and called for improvements in emergency plans which have become outdated.

Therefore, I am today directing that PEMA undertake an immediate review of existing prison disturbance response plans, with emphasis on the following areas:

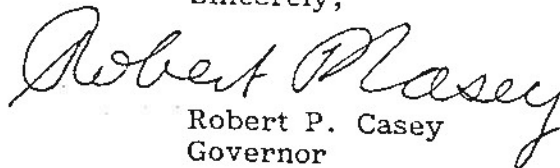
1. A review of offsite planning and coordination of supporting State, county and municipal agencies, including the vulnerability of sensitive areas in the surrounding community for all State correctional facilities.
2. The level of support by Commonwealth agencies requested in published contingency plans by the three Federal correctional facilities located in the Commonwealth.
3. The policies or mutual aid agreements of State departments in assisting with problems at the county correctional institutions.

4. The ability of PEMA to provide communications support for decision makers during periods of stress. This should include a review of the communications and graphics available in the State Emergency Operations Center for prison incident management.

As my designee as Chairman of the Pennsylvania Emergency Management Council, I would like you to oversee a review of these plans and procedures, as well as any other items which you deem appropriate to enhance our capability to coordinate and respond during incidents similar to the Camp Hill disturbance. This should include appropriate elements of the Emergency Management Services Code and the Commonwealth of Pennsylvania Emergency Operations Plan which I recently promulgated.

I am directing the Commissioner of the Department of Corrections, the Commissioner of the Pennsylvania State Police, the Director of the Pennsylvania Emergency Management Agency, and any other agencies you deem necessary, to work with you. Use the Pennsylvania Emergency Management Agency to act as your staff to coordinate all planning and preparedness actions. Please work with John Tighe as my direct representative. I would appreciate a report of your review prior to February 1, 1990.

Sincerely,



Robert P. Casey
Governor

RPC/cs

cc: Commissioner David S. Owens
Department of Corrections
Colonel Ronald M. Sharpe
Commissioner, Pennsylvania State Police
Joseph L. LaFleur, Director
Pennsylvania Emergency Management Agency
John T. Tighe, III, Deputy Chief-of-Staff
Operations and Administration
Honorable Michael Hershock, Secretary
Office of the Budget