



Larimer  
Multi-Jurisdictional  
Mass Gathering Plan

Larimer County, Colorado  
2018

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# MASS GATHERING PLAN

## OVERVIEW

Communities in Larimer County have been experiencing a steady increase in population growth, and subsequently, this has created an environment that attracts entrepreneurs, entertainers, festivals, and more. This has led to a steady increase in planned events and mass gatherings throughout the county. Along with an increase in special and planned events, the county has become a destination for political activism and dignitary visits, leading to a greater likelihood of spontaneous mass gatherings such as protests or marches. This increased presence leads to a greater need for inter-agency coordination and cooperation to ensure the safety and security of community members and visitors to the county.

This Mass Gathering Plan, hereinafter referred to as “The Plan”, provides a consistent, county-wide, approach for mass gatherings in Larimer County, whether planned events or spontaneous.

## PURPOSE

The primary purpose of this plan is to ensure a coordinated effort in the management of special events, large gatherings, and spontaneous crowds as well as the consequences of an emergency incident at such an event. Additionally, this plan is created to provide a coordinated effort to make events safer, and to better determine the emergency resources needed to adequately manage an event should an adverse situation develop during planned and spontaneous events.

This plan is developed with the intention of streamlining the permitting process between multiple jurisdictions and venue-types countywide to ensure that permitting authorities as well as venues understand and are aware of the possibility of complexity and/or cascading events that could occur during an event and that provisions are met to decrease the possibility of a strain on emergency resources. Additionally, once an event has been approved, this plan seeks to provide guidance for emergency response and emergency management agencies on the appropriate actions and resources necessary to successfully support events within the county. Finally, this plan addresses spontaneous mass gatherings, incidents within gatherings and consequence management activities.

## SCOPE

This plan applies to all participating departments, agencies and organizations contained within the geographical boundary of Larimer County that have an ultimate responsibility for special events planning, venue management, emergency services and emergency management.

This plan is to provide a baseline in which to manage and more effectively determine the resource load for multiple types of mass gathering event types, including:

- Special and Planned Events:
  - Concerts
  - Mass participation events such as fun runs, festivals, parades, and bike races that take place on city streets, involve road closures, and are watched by the public
  - Experiential events such as roadshows, product demonstrations, and sampling events that seek to target a broad consumer audience in an attempt to sell a product directly to consumers

- Community or Government events such as street parties, inaugurations, or commemorative events
- Sporting Events such as football games, rodeos, boat races, marathons, or equestrian events
- Spontaneous Events such as unplanned social and/or political protests
- Incident within an Incident Events
- Consequence Management Events

This plan is not intended to replace agency operational or response protocols and procedures. Instead, this plan seeks to provide guidance for multi-jurisdictional coordination of mass gathering events. This plan also does not apply to assembly occupancies, such as the Ranch Events Complex, Lincoln Center, or other facility that manages large crowds on a daily basis unless additional complexity warrants planning or resource mobilization. This will be coordinated between the emergency response agencies and the facility to determine need.

## SITUATION

Larimer County is one of the 64 counties in the State of Colorado with a population of 333,577 people. Larimer County continues to be one of the fastest growing counties in Colorado. Due to the size and location of Larimer County, the potential exists for both natural and human-caused events to occur. Any such incident has the potential to disrupt the community, cause destruction of property and cause injury and/or death to citizens. The information in this section provides a synopsis of hazards/threats that have the potential to impact Larimer County. Only those hazards/threats specific to the County are included.

### Identified Hazards / Threats

- |                                       |                                      |
|---------------------------------------|--------------------------------------|
| - Aircraft Accidents                  | - Heat Waves and Drought             |
| - Civil Disturbances                  | - Land Subsidence                    |
| - Critical Infrastructure Disruptions | - Public Health Incidents            |
| - Dam Failure                         | - Railroad Accident                  |
| - Earthquakes                         | - Terrorism                          |
| - Fires (Structural)                  | - Thunderstorms (Lightning and Hail) |
| - Fires (Wildland)                    | - Tornadoes                          |
| - Flooding                            | - Wind                               |
| - Hazardous Material Incidents        | - Winter Storms / Blizzard           |

A complete Threat, Hazard Identification and Risk Assessment (THIRA) is included in the 2016 Larimer Multi-Jurisdictional Hazard Mitigation Plan.

### Mass Gathering Events

While Larimer County is a disaster-prone region in terms of natural hazards including fire, severe storms, tornadoes, floods, and wind, there is also the possibility of human-caused hazards or disasters, most notably from mass gatherings and terrorism. As a nation, and internationally, there has been a noticeable increase in mass gathering special events being utilized as an opportunity for terrorist activity. This includes domestic terrorism such as the shooting incident at the Route 91 Harvest Country Music Festival in Las Vegas, Nevada, or organized terrorism such as the fatal bombing conducted by ISIS at an Ariana Grande Concert in Manchester, England, in 2017.

Special events are desirable targets for pre-planned attacks for many reasons, such as (1) large crowds that make it difficult to detect the threat, (2) presence of high-profile individuals, (3) national media audience, (4) known date, time and location of the event, and (5) proximity of the event to transportation hubs and major escape routes. Over 170 special event-related attacks have been reported since the 1972 Olympic Games in Munich. Due to the number of pre-planned attacks during special events, these hazards are profiled in this plan.

#### Active Assailant

Active assailant incidents are becoming more frequent according to recent studies by the FBI. There were 160 active shooter incidents in the United States between 2000 and 2013. In that time, 486 people were killed with an additional 557 wounded. In 21 of 45 incidents where law enforcement had to engage the shooter to end the threat, nine officers were killed and 28 were wounded. We have seen an increase in the devastating effects of active assailant attacks against both the public and our law enforcement agencies.

The largest percentage of incidents (46%) took place in a commercial environment (73 incidents). The true number of attacks that also include other types of weapons is even greater. Between 1993 and 2001, approximately 26% of the average annual 8.9 million violent victimizations were committed in the US by offenders armed with a weapon. Recent attacks throughout the world have involved vehicles utilized as weapons. As has been seen in Paris and London, assailants recognize the ease with which they can use a vehicle on heavily-travelled pedestrian areas to cause great harm.

#### Improvised Explosive Device

The easiest to obtain and use of all weapons is still a conventional explosive device, or improvised bomb, which may be used to cause massive local destruction or to disperse chemical, biological, or radiological agents. The components are readily available, as are the detailed instructions on constructing such a device. Improvised explosive devices are categorized as being explosive or incendiary, employing high or low filler explosive materials to explode and/or cause fires. Explosions and fires also can be caused by projectiles and missiles, including aircraft used against high profile targets such as buildings, monuments, and special events. Bombs and firebombs are cheap and easily constructed, involve low technology, and are the terrorist weapon most likely to be encountered. Large, powerful devices can be outfitted with timed or remotely triggered detonators and can be designed to be activated by light, pressure, movement, or radio transmission.

The potential exists for single or multiple bombing incidents in single or multiple municipalities. Historically, less than five percent of actual or attempted bombings were preceded by a threat. Explosive materials can be employed covertly with little signature and are not readily detectable. Secondary explosive devices may also be used as weapons against responders and the public in coincident acts and are now a common part of the threat. Other diversionary events or attacks could also be aimed at responders.

#### Civil Unrest / Civil Disturbance

A civil disturbance is typically a symptom and/or a form of protest against major socio-political problems, and the severity of the action may coincide with public expression(s) of displeasure. Examples of civil disorder include, but are not necessarily limited to illegal parades, sit-ins and other forms of obstructions; riots; sabotage; and other forms of crime. A civil disturbance is intended to be a demonstration to the public and the government, but can escalate into general chaos. Civil disorder may

be spontaneous, such as when a group suddenly erupts into violence, or it may be planned, such as a demonstration or protest intentionally interfering with another's lawful business.

#### Vehicle Accidents and Incidents

Complexity at special events has increased over time, with multiple new threats identified in the last few years. One primary threat for any mass gathering involves the use of a vehicle to either disrupt the event or cause harm within the crowd. Since 2014, there have been 12 confirmed attacks utilizing automobiles as a weapon within a crowd, killing 148 people.

#### **ASSUMPTIONS**

- Multiple special events permitting processes exist throughout Larimer County and all must be coordinated to ensure for the safety and security of community members and visitors.
- The majority of incidents that involve mass groups of people are inter-jurisdictional or cross-departmental in nature.
- Initial actions to mitigate the effects of emergency situations or potential disaster conditions will be conducted as soon as possible by the local government.
- Assistance to the affected jurisdictions(s) by response organizations from another jurisdiction(s) is expected to supplement the efforts of the affected jurisdiction(s) in an efficient, effective, and coordinated response when jurisdiction officials determine their own resources to be insufficient.
- Terrorist attacks may be directed at government facilities, public and private institutions, business or industry, transportation, and individuals or groups. Such acts may involve arson, shootings, and bombings, including the use of chemicals, biological agents, radiological dispersion devices, or nuclear detonations.
- Devices may be set off to attract and then injure emergency responders.
- It is the responsibility of officials under this plan to save lives, protect property, relieve human suffering, sustain survivors, repair essential facilities, restore services, and protect the environment.
- When a jurisdiction receives a request to assist another jurisdiction, reasonable actions will be taken to provide the assistance as requested.
- Due to population growth, economic diversity, and attractive venues, special and spontaneous events will continue to increase in frequency and in crowd/spectator size.

#### **EXPLANATION OF TERMS**

Agency Having Jurisdiction (AHJ) - The agency that has the day-to-day responsibility for the area affected. This responsibility remains intact unless a delegation of authority is in place.

Cascading Event - An inevitable and sometimes unforeseen chain of events due to an act affecting a system. If there is a possibility that the cascade effect will have a negative impact on the system, it is possible to analyze the effects with a consequence/impact analysis.

Consequence Management - (FEMA Definition) refers to measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by an act of terrorism.

County Government – Refers to all elected and appointed offices and departments within Larimer County.

Crisis Management - (FEMA Definition) refers to measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. Crisis management is predominantly a law enforcement response.

Disaster - (State Definition) The occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property, or significant adverse impact on the environment, resulting from any natural or technological hazards, including but not limited to fire, floods, earthquake, wind, storm, hazardous substance incident, water contamination, epidemic, air contamination, blight, drought, infestation, explosion, civil disturbance, act of terrorism, or hostile military or paramilitary action.

Emergency - (State Definition) A suddenly occurring and often unforeseen situation or an unusual event, which is determined by the governor to require state response or mitigation actions to supplement local government in protecting lives and property.

Incident Command System (ICS) - (FEMA definition) a management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

Incident-within-an-Incident - Any unplanned secondary event that occurs during or within a planned event that takes resources from the primary event or the community.

Mass Gathering/Participation Event - Events attended by a sufficient number of people to strain the planning and response resources of the host community, state/province, nation, or region where the event is being held.

Municipal Government - Refers to the city level of government and includes all legally recognized political subdivisions therein, unless otherwise specified.

Local Government - Refers to all municipal and county level government organizations, including all legally recognized political subdivisions therein, unless otherwise specified.

Planned Event - A planned event broadly consists of private events, sporting events, public events, and fairs and festivals. Planned events are often called 'special' events because they are outside of the host's normal business, program or activity. Special events are generally hospitality or entertainment-based, and are therefore of social, rather than business, nature.

Regional EOC – An EOC within Larimer County consisting of multiple OEM jurisdictions, such as Loveland, Fort Collins and Larimer all in one location.

Special Event - A special event can be defined as any event where a large number of people are brought together to watch or participate. For the purposes of this plan, a special event is the same as a planned event.

Spontaneous Event - An event that occurs or results from natural impulse or tendency, without effort or premeditation, or that is unplanned.

Terrorism - The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

## CONCEPT OF OPERATIONS

This plan is intended to ensure a coordinated effort to create a consistent, county-wide, approach for all events including planned and spontaneous events. Disasters and large-scale emergencies are rarely confined to one jurisdiction. Although only a portion of Larimer County is likely impacted by a single emergency event, a multijurisdictional effort will be required to effectively manage most major incidents. For any planned or spontaneous gathering, the potential exists for an “incident within the incident” where local resources will be called in to respond to the emergency.

### Special Events Permitting

A Special Events Permit is utilized by local jurisdictions and their partners to approve or deny events from legally being conducted within each jurisdiction. The application will include a basic description of the event as well as information regarding details such as; estimated number of attendees, location, and date just to name a few. Emergency Response and Emergency Management agencies will participate in the special events permitting process to ensure the safety and security of the community and all visitors to the area.

### Complexity Analysis

The complexity analysis is a tool created to allow Larimer jurisdictions the ability to analyze the specific elements of a planned mass gathering event to appropriately allocate resources and capabilities in order to best manage the event should an adverse situation develop. This includes planning provisions, emergency response provisions and resource management provisions. Please see **Attachment A** for the Complexity Analysis associated with this plan.

### Emergency Response

Emergency response agencies in Larimer County request resources from their own agency through mutual aid agreements already in place. All local governments and special districts within the county are responsible for coordinating with one another and for providing mutual aid within their capabilities, according to established written agreements. If necessary, normal working operations may be suspended or redirected during an incident to support emergency response and control throughout the county.

### Operational Management

Operational Management concepts are based in the incident Command System (ICS) and the hierarchy of governmental responsibility and authority. To maximize the efficiency of the response and recovery, all incidents will be managed in accordance with the National Incident Management System (NIMS) and use the Incident Command System. Implementing this strategy early provides for seamless management from response through recovery. Advantages include, but are not limited to, consistency in organization of the general staff throughout the event and the application of a single incident action plan with



prioritized objectives. During a routine event, the ICS system will remain in place and the jurisdiction where the event is taking place will be in command.

#### Incident Command Post (ICP)

The ICP is the location where Incident Command functions are coordinated. Incident command posts should be located close enough to allow the incident commander (IC) to observe operations but far enough away to provide safety and shelter from the noise and confusion that accompanies emergency operations.

#### Emergency Response Organizations

Multiple emergency response agencies will work in coordination during any large planned or spontaneous event. These may include:

- **Emergency Medical Services (EMS):** EMS provides out-of-hospital emergency medical treatment, transport, and other medical transport to patients with illnesses and injuries which prevent the patient from transporting themselves. The goal of most emergency medical services is to either provide treatment to those in need of urgent medical care, with the goal of satisfactorily treating the presenting conditions, or arranging for timely removal of the patient to the next point of definitive care.
- **Law Enforcement:** Larimer County boasts many law enforcement agencies to provide security, crowd control, traffic control, in addition to numerous other law enforcement related services that may arise at a mass gathering event. It is imperative to include local and supporting law enforcement agencies in the planning of a mass gathering event.
- **Fire Rescue:** A fire department also known as a fire protection district, fire authority, or simply fire service is a public or private organization that provides predominantly emergency firefighting and fire protection services for a specific geographic area, which is typically a municipality, county, state, or special district. A fire department usually contains one or more fire stations within its boundaries, and may be staffed by career firefighters, volunteer firefighters, or a combination. Fire departments are also usually capable of basic emergency medical services.
- **Hospital Trauma Centers:** A trauma center is a hospital equipped and staffed to provide care for patients suffering from major traumatic injuries such as falls, motor vehicle collisions, or gunshot wounds.
- **Public Works Agencies:** Streets, Road and Bridge, and other public works agencies work to provide heavy equipment, barriers, road closures, etc. during any large event.
- **Public Health:** Public and environmental health considerations are met through our public health (ESF 8) providers throughout the county. Larimer Health and Environment is the lead agency for these activities and will provide on-scene support as required for events with health considerations.
- **American Red Cross (ARC) - Reunification:** The ARC works with numerous partners in the region to provide reunification sites in the event this resource is needed. The mission of reunification is to reconnect individuals and families as quickly as possible following a disaster or incident in a mass gathering event. It is imperative to act upon urgent requests including unaccompanied minors and separated children, re-establishing contact with family members who have been separated within the disaster area and working with partners to resolve reunification-related investigations.

### Emergency Operations Center (EOC)

The EOC is the location where emergency management partners gather to coordinate emergency support activities. The EOC acts in support of the ICP or multiple ICPs during a large event, as well as the community at large. The EOC fields and fills requests for resources and information, provides situational awareness, and provides policy direction across the community. This allows the ICP to focus attention on the tactical and strategic requirements of the mass gathering. Additionally, EOC personnel are responsible for Consequence Management decisions for the entire jurisdiction.

### Multiagency Coordination Systems (MACS):

The Multiagency coordination systems provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operations centers (EOCs), specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the National Incident Management System.

### Joint Information Center (JIC):

In large scale, multi-jurisdictional mass gathering events, coordination of public information and media interaction is critical and is a function of a JIC. In most situations, the JIC will be established by the AHJ. Public Information Officers (PIO) from the agencies involved in the incident will be organized into a JIC and will be led by the primary agency or designee.

## **ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

The following agencies and organizations that will likely be affected or involved should an adverse event occur during a special or spontaneous event include, but are not limited to:

- Utilities Agencies
- Venues
- Event Planners and Organizers
- Permitting Offices/Authorities
- Law Enforcement Agencies
- Fire Protection Authorities
- Emergency Medical Services
- Jurisdictional Offices of Emergency Management
- Local and City Government
- Transportation Management Agencies
- School Districts and Colleges / Universities
- Public Land/Open Space Management Agencies

Special Events Permitting - The following organizations and departments will have oversight of the approval process for special events permitting.

- Vendors and/or Event Planning Entity – Provide initial details and plans for any upcoming event within Larimer County.
- Planning Departments and Organizations - Oversee the event development process from its initiation until its final approval if the event falls within their jurisdiction. These entities will ensure each responsible department signs off on the approval of the permit.

- Emergency Services Agencies – Utilizing the Complexity Analysis model, emergency services agencies will analyze the level of risk associated with the event and provide approval based on whether vendors or the event planning entity fulfills the required resources to ensure the event is manageable from a response perspective.
- Jurisdictional Office of Emergency Management- Utilizing the Complexity Analysis Tool, the Office of Emergency Management will analyze the level of risk associated with the event and provide approval based on whether vendors or the event planning entity fulfills the required resources to ensure the event is manageable from a response perspective. OEMs will determine if additional situational awareness is required for the event, such as weather monitoring, determine if planning needs are required and/or determine if planning meetings should be held to ensure multi-agency coordination, resource management and event success.

Law enforcement Agencies- Provide safety and security of individuals at mass gathering events. This includes:

- Determining locations of Incident Command Posts, creating Incident Action Plans (where appropriate), ordering necessary resources and establishing necessary positions and functions.
- Assessing emergency conditions and determining required levels of assistance
- Determining the need for evacuations and provision of instructions to uniformed law enforcement personnel
- Providing security (as required) at the mass gathering event
- Providing personnel to take part in the special event planning committee as needed

Fire Districts and Departments - The fire departments and districts that serve Larimer County are responsible for providing all services related to fire prevention and suppression including:

- Providing assistance in all rescue operations needed during a mass gathering event.
- Providing guidance on Fire Code restrictions including capacity, egress and evacuation.
- Providing fire response as required.
- Specialized and technical rescue
- Acting in a support capacity for all emergency response services as needed or requested.
- Provide personnel to take part in the special events planning committee as needed.

Emergency Medical Services - Emergency Medical Services agencies are responsible for the care and transport of all patients or injured parties at mass gathering events in addition to providing personnel to take part in the planning committee as needed.

- Providing training and education to community members regarding common illness and injury resulting from planned and spontaneous mass gathering events.
- Setting up patient care and staging areas as appropriate.
- Providing triage, treatment and transport for all affected individuals.
- Tracking all patients from original location to final destination.
- Provide personnel to take part in the special events planning committee as needed.

Public Works and Utilities - Public Works and Utilities are responsible for maintaining critical infrastructure and roadways during a mass gathering event within their area of operation in addition to;

- Provide emergency traffic control measures including identification and marking of dangerous areas in coordination with law enforcement agencies.
- Maintain utility operations, surge capacity and increased demand.
- Provide personnel to take part in the special events planning committee as needed.

#### Jurisdictional Offices of Emergency Management

- Situational awareness monitoring, such as weather monitoring and media/social media information monitoring
- Facilitating EOC activation and execution, including policy direction, resource management, public information management and event coordination support.
- Incident Support and Consequence Management planning for complex events.

#### **DIRECTION, CONTROL AND COORDINATION**

Direction and control is a critical emergency management function. During the emergency response effort, it allows the jurisdiction to:

- Analyze the emergency situation and decide how to respond quickly, appropriately, and effectively.
- Direct and coordinate the efforts of the jurisdiction's various response forces.
- Coordinate with the response efforts of other jurisdictions.
- Use available resources efficiently and effectively.

The manner in which the situation is managed will determine the effectiveness of the overall operation. Emergency services and emergency management agencies can and usually do perform admirably in emergency situations. Where problems often arise is in the overall management of the operation: the merging of varying disciplines, organizations, and agencies not accustomed to working together on a day-to-day basis. Direction and control as presented here addresses all of the activities associated with managing planned and spontaneous events as well as their consequences. The focus is on the critical tasks each jurisdiction should perform in response to an emergency.

This section is organized chronologically from the initial permit application for a large gathering through to the incident response and recovery.

#### Special Events Process

Within Larimer County, each county or municipal jurisdiction has a process for reviewing and approving permits for special events. This process is the first step in determining resource, personnel and planning needs for any event.

1. An entity submits an application to the affected jurisdiction requesting to have a special event within Larimer County.
2. The Agency Having Jurisdiction (AHJ) Special Permitting organization conducts their review of the permit application in a timely and efficient manner to ensure that vendors and event planning entities continue to utilize the system appropriately and to diminish delays in approving permits.
3. The application is forwarded to the affected emergency response and emergency management agencies for review and approval.

4. Each agency provides comments and considerations for the application. If no issues are noted, the agency approves the permit allowing it to move forward. If issues are noted, such as egress, capacity, size, sanitation, etc., the agency will provide guidance for resolution of the issue.
5. Emergency Response Agencies and Emergency Managers will utilize the Mass Gathering Complexity Analysis, as outlined in Attachment A, for events with greater complexity that may require additional resources or support.

### Complexity Analysis

A Complexity Analysis is used for the evaluation of incidents that may require additional support through added personnel, additional planning, an Incident Command Post, or extra resources. Larimer County agencies have developed the Complexity Analysis outlined in Attachment A as a starting point to analyze mass gathering events. The Complexity Analysis is divided into two specific sections:

1. Situational Awareness – Any activities with a “YES” answer in this section of the Complexity Analysis may call for additional situational awareness for the event. This could include:
  - Weather Monitoring
  - Coordination and communication with the Event Organizer
  - Public Information Management
  - Coordination between emergency management staff and responders
2. Planning and Emergency Response – Any activities with a “YES” answer in this section of the Complexity Analysis may call for additional emergency services resources to staff the event, or additional planning activities as necessary to ensure the safety and security of the area. This may include:
  - Establishing a special events planning committee to coordinate between agencies and the venue
  - Creating an Incident Action Plan for the event
  - Standing up an Incident Command Post and/or Emergency Operations Center to provide response and coordination for the event
  - Creating a Consequence Management Plan for the event to adequately address community-wide consequences
  - Creating an After Action Report to capture lessons learned

Each of the questions is weighted, depending on the probability of that specific item causing additional complexity for the incident. For example, a history of disturbances at previous events has a higher probability of additional disturbances at future events, therefore it is weighted higher. Additionally, those items requiring additional planning or emergency response are weighted higher than those that would require additional situational awareness.

Once a score is achieved for the complexity analysis, a chart is provided on page two of the document to assist emergency managers and emergency responders in determining appropriate actions.

| Complexity | Score    | Recommended Actions  |
|------------|----------|--|
|            | 1        |  |
| 2          |          |  |
| 3          |          |  |
| 4          |          | <b>Situational Awareness</b>   |
| 5          |          | <i>i.e. Weather Monitoring, Social Media Monitoring, and CIAC Analysis</i>   |
| 6          | Actions: |  |
| 7          |          |  |
| 8          |          |  |
| 9          |          |  |
| 10         |          | <b>Planning and Emergency Response</b>   |
| 11         |          | <i>i.e. Staging or increasing the use of LE, EMS, Fire Resources or specialty teams, Creating an Incident Action Plan (IAP), and establishing an ICP</i> |
| 12         | Actions: |  |
| 13         |          |  |
| 14         |          |  |
| 15         |          |  |
| 16-20      |          |  |
| 21-30      |          |  |
| 31-40      |          |  |
| 41-50      |          |  |
| 51-60      |          |  |
| 61-70      |          |  |
| 71-80      |          |  |
| 81-99      |          |  |

Table 1. Complexity Analysis Chart

The following triggers have been established as a guide to emergency response and emergency management agencies in determining the appropriate level of coordination and response:

1. Emergency Management / EOC Monitoring and Situational Awareness
  - Weather expected at time of event if the event is held in outdoor venue or during severe weather (Red Flag, Storm Warnings)
  - Events with large participants and/or spectators
  - Additional Situational Awareness information has been provided by state and/or federal partners (i.e. CIAC Bulletin)
  
2. Incident Command Post, Incident Management Team and/or Staging Personnel
  - Events with multiple venues or locations
  - Events with Ingress and Egress issues or obstruction
  - Multiple events occurring simultaneously in a single jurisdiction
  - Events spanning over multiple jurisdictions
  - High volume of people in a concentrated area
  - Any "YES" answer to the Planning and Emergency Response questions on the Complexity Analysis
  
3. Development of an Incident Action Plan
  - Events spanning multiple days
  - Events with multiple venues or locations
  - Multiple agencies and/or jurisdictions affected
  - High volume of people in a concentrated area
  - Any "YES" answer to the Planning and Emergency Response questions on the Complexity Analysis

4. Development of a Consequence Management Plan
  - Event is within close proximity to Critical Infrastructure and/or Key Resources
  - Event has the potential to cause multiple consequences (i.e. Eclipse Planning)
  - Any event that requires a planning team, Incident Management Team, or the development of an Incident Action Plan
  
5. Development of an After Action Report
  - Event had adverse consequences or an incident within the incident occurred
  - Event is deemed as a High Complexity event to assess if resources were properly allocated for future events

#### Resource Management

From information provided in the Complexity Analysis and the Event Permit Application, emergency response and emergency management personnel will determine adequate resources needed to support the event and the safety of the community. If the event organizers have a strong plan and adequate personnel and resources, the event permit is approved. If additional resources are required:

1. The AHJ will determine the need for additional support if only that jurisdiction is affected. If multiple jurisdictions may be affected, the AHJ will contact all affected emergency services and emergency management agencies to begin coordinating efforts.
2. Additional personnel and resources will be requested by the lead agency (AHJ) to the event organizer and/or venue.
3. When appropriate, the cost of those personnel and resources should be borne by the event and included in the permitting approval process.
4. Decisions will be made, based upon the triggers established above, regarding necessary planning needs and the need for additional facilities (i.e. Incident Command Post, Staging Areas).

#### Incident Occurs

In the majority of cases, a special event or large gathering will be executed without incident. With the guidance provided in this plan for planned events, the likelihood of success increases. Additionally, through the special event permitting process and the planning process that follows for complex events, emergency response and emergency management agencies will strengthen relationships and protocols, allowing for more effective and efficient response overall.

One of the scenarios that cannot be completely mitigated through the planning process is the spontaneous event or an incident within the event. A spontaneous event is unplanned and occurs outside of the formal permitting process. This could be something such as a civil disturbance event in which large groups of people gather. An Incident within the Incident involves a secondary event that causes injuries, death or destruction of property, such as an explosive device, a vehicle running into a crowd, food contamination, or a weather-related hazard such as lightning or tornado. In this case, the following actions will occur:

1. For a spontaneous event, the AHJ will respond as required to the incident, establish command, and begin incident management utilizing existing protocols. If an Incident Command Post was previously established for a planned event, the IC will determine actions needed for the incident, in coordination with the AHJ.
2. Incident Command will "size up" the situation and determine which aspects of the Incident Command System structure is to be activated and utilized.

3. Incident Command will determine support needs and contact dispatch to order necessary resources. Resource requests will be filled through normal dispatch and mutual aid channels.
4. If additional support is not needed, Incident Command will manage the stabilization of the incident.
5. If the incident requires a multi-jurisdictional response, a Unified Command will be established through Fire, Law Enforcement and EMS agencies
6. As additional agencies respond they will tie into the Incident Command / Unified Command System.
7. Response agencies work to stabilize the incident. Factors that contribute toward complexity of an incident include:
  - Mass casualties
  - Cascading events
  - Incidents within an incident
  - Incident complexity such as the incident occurring in multiple jurisdictions or involving multiple events at one time
  - Media involvement
8. Based on the complexity of the incident and the anticipated resource needs, emergency management will establish a Regional Emergency Operations Center to coordinate between agencies, support incident operations, manage public information, coordinate with policy makers and provide resource support. OEMs will coordinate regional, state and federal assistance as required.
9. Consequence management activities will be initiated within the EOC.
10. Simultaneously with response efforts, recovery activities will also be taking place. The transition into the recovery phase of incident management occurs after the incident is stabilized and efforts to address needs transition into longer-term efforts and resource allocation.
11. Lastly, an After Action Review is conducted to address lessons learned and discuss improvement efforts.

## **SPECIAL CONSIDERATIONS**

An incident that occurs during a mass gathering event will ultimately exhaust local protocols and resources and require a unique set of skills by each agency to manage the event effectively. Additionally, due to the number of possible victims, considerations will need to be made for the health and welfare of emergency response personnel. The Special Considerations for this plan include:

### Specialty Teams

Many of these events will require a variety of specialty resources or teams. Larimer County has many resources for incident support and additional teams may be available from other jurisdictions outside Larimer County. The following is a list of potential specialty teams that will be required during response:

- Bomb Teams – The Northern Colorado Bomb Squad consists of responders from Loveland, Fort Collins and Larimer County. This multi-jurisdictional Bomb Squad covers all of Larimer County and Jackson County.
- K-9 Units – Larimer County has a plethora of K-9 resources for a variety of tasks, including explosive detection, narcotics, attack canines and SAR tracking.



- Larimer County Unmanned Aircraft System (LCUAS) – Larimer County has a unified team that has robust capabilities to support incident operations.
- SWAT Teams – Larimer County has multiple SWAT Teams from various law enforcement agencies. These teams respond on a regular basis to incidents to provide protection, support, security, firepower, and rescue to law enforcement operations where specialized tactics are necessary to minimize casualties.
- Search and Rescue Teams – The Larimer County SAR Team exists to respond countywide to wilderness SAR incidents. Additionally, this team can be utilized for some Urban SAR missions, such as lost children and adults. If needed, Larimer County may activate a national Urban Search and Rescue Team (USAR) for large-scale urban SAR operations.
- Dive Rescue Teams – Larimer County has multiple Dive Teams from various emergency services agencies, including Larimer County Dive Rescue, Estes Park Dive Team, Berthoud Fire Dive Team and Loveland Fire Rescue Dive Team. Each agency may respond in their own jurisdiction or in support of countywide operations.
- Larimer County Mounted Posse – Through the LCSO, the Posse responds to SAR events, crowd control, special events and large animal evacuations.
- Medical Reserve Corps (MRCs) – MRCs consist of a network of local groups of volunteers that are able to respond as required to strengthen public health, reduce vulnerability, build resilience, and improve response and recovery capabilities. MRC volunteers include medical and public health professionals, as well as other community members without healthcare backgrounds. They are able to respond as needed to large-scale events to provide medical support and care. This resource is available through ESF 6 and state partners.
- Disaster Medical Assistance Teams (DMAT) – When DMAT teams are activated in response to a disaster they are ready to respond within hours of being activated. They deploy to assist during disasters and emergencies, providing expert medical care and services in challenging conditions. They also work behind the scenes at some of our nation’s biggest events, like the Democratic and Republican National Conventions and Presidential Inaugurations to provide medical care and support.
- Disaster Mortuary Operational Response Teams (DMORT) – These teams work in coordination with the Larimer County Coroner’s Office. DMORT is a team of experts in the fields of victim identification and mortuary services. DMORTs are activated in response to large scale disasters in the United States to assist in the identification of deceased individuals and storage of the bodies pending the bodies being claimed.

#### Mass Casualties

One of the primary outcomes of an incident at a mass gathering event is the potential for mass casualties. A mass casualty event is defined as any event, planned or unplanned, that results in the need to provide medical care to patients outside of traditional hospital settings. In these instances, EMS agencies will need to triage, treat and transport more patients than day-to-day capacity

will allow. This creates a greater need for incident coordination between law enforcement, fire agencies and EMS agencies to ensure patients receive the care that is needed. Specific considerations for mass casualties include:

- Establishment of treatment area locations as appropriate.
- Consideration of contaminated patients.
- Collection, review, and tracking of casualty and patient information.
- Ensuring activation of hospital alert systems and local EMS/health agencies.
- Directing and/or supervising on scene personnel from agencies such as Medical Examiner's Office, Red Cross, law enforcement, private ambulance companies, county health agencies, and hospital volunteers.
- Directing the transportation of patients to area hospitals assuring that patient information and destination is recorded.
- Coordinating requests for air ambulance transportation and establishing air ambulance landing zones through Air Operations or Incident Command.

Please refer to existing EMS plans and procedures for specifics on mass casualty events.

#### Behavioral Health Support for Victims and Survivors

During the incident, Larimer County may deploy Psychological First Aid resources to determine and provide acute behavioral health support. After the incident is over and all response agencies return to daily operations, the long-term behavioral effects of large-scale incidents remain. Affected individuals will look to community support systems, the faith-based community, and structured formal behavioral health systems for guidance and care. Behavioral health for survivors of mass casualty events starts with Victim Advocate organizations within each law enforcement agency within Larimer County. If these individuals are also a victim of a crime, they will receive support through the District Attorney's Office Victim Witness Division and the Victim Compensation Unit. For more information about this process, please refer to the Mass Critical Victim Response Plan.

#### Emergency Responder Peer Support Teams

Emergency Responder Peer Support Teams provide specialized counseling for emergency services personnel and their family members, related to their work and home life and the variety of stressors in which affect them, including but not limited to PTSD, anxiety, addiction, depression and grief.

Peer support is based in some common experience or history. In this way, peer support differs from counseling and psychotherapy. There are two levels of peer support: Level I peer support consists of the support found in the everyday positive interactions of friends, co-workers, and others. Level II peer support involves persons that have been trained in the principles of peer support, endorse specified ethical standards, function under clinical supervision, and are members of a peer support team.

Larimer County currently has a Northern Colorado Regional Peer Support Team that has been organized and comprised of all county Emergency Response agencies. Each Licensed Clinical Supervisor (PhD/LPC) for each Fire, Law Enforcement and EMS agency has agreed to participate in this Regional effort with their 80 plus team members. They have also agreed to respond to the needs of other agencies in mass casualty events state wide to back fill with psychological help to an impacted agency. This is a Statewide effort works toward maintaining the Behavioral Health and resilience within the ranks of the First Responders.

### Reunification

One critical aspect of any incident occurring during a mass gathering is accountable reunification of families or guardians in the event of an emergency. Patients may be sent to hospitals around the county and the region, families may be separated in the confusion of the event and communications systems may fail due to overload. For these reasons, reunification planning is critical to an effective response and recovery from these events. Larimer Emergency Managers have compiled information regarding the reunification tasks and responsibilities by discipline. Please see the Larimer Reunification Protocol Guidelines for more information.

## **INFORMATION COLLECTION AND DISSEMINATION**

It is vital that accurate and up-to-date information be provided regularly to the public throughout the process of a mass gathering event. It is also important to inform the public how to access available assistance if needed.

Information should be accessible to the general public. This includes people with disabilities, access and functional needs and those with limited English proficiency. The information should be communicated in a variety of forms and methods to ensure it is shared in a clear, consistent, culturally sensitive, and frequent manner. The AHJ Public Information Officer should:

- The AHJ PIO will be the lead for all public information
- Maintain the appropriate flow of information to the media for public dissemination through appropriate channels (i.e., print, radio, television, email, text, social media, message boards in public buildings, etc.)
- Identify alternate methods and formats to communicate in the event traditional methods are insufficient because of utility outages or the communication needs of people with special needs and/or disabilities (i.e. message boards, public address systems, community Hubs, LETA Nixle text messaging)
- Coordinate activities with other Public Information Officers if needed
- Establish a Joint Information Center, if needed, and lead its operations

All supporting agencies and jurisdictions will communicate through the AHJ PIO to ensure a consistent message to the public.

### Internal Communication

In the event of a mass gathering, internal communication with all involved agencies is vital. Radio channels and phone numbers will be assigned prior to the event when possible. In a spontaneous event, radio channels will be assigned via normal operating procedures.

## **ADMINISTRATION AND SUPPORT**

During an emergency or disaster, local governments shall determine, if necessary, what normal administrative procedures shall be suspended, relaxed or made optional in order to prevent unnecessary impediments of emergency operations and recovery activities. Such actions should be carefully considered, and the consequences should be projected realistically.

## **PLAN DEVELOPMENT AND MAINTENANCE**

Larimer County Office of Emergency Management (OEM), in coordination with municipalities, and emergency response agencies, is responsible for development and maintenance of this Plan. All participating agencies will provide resources and personnel to the planning committee if applicable, in addition to keeping agency specific Standard Operating Procedures (SOP) regarding agency involvement for mass gathering events. The evaluation of this plan will be conducted during future exercises and actual events. Revisions and updates to this plan will occur as needed to keep the plan current, at a minimum of every five years. The Larimer County Mass Gathering Plan, annexes and appendices, and subsequent revisions, supersede all previous editions and is effective upon signing by the affected jurisdictions.

## **AUTHORITIES AND REFERENCES**

### **A. Legal Authorities**

- Larimer County adoption of the Comprehensive Emergency Management Plan
- Larimer County Resolution adopting the National Incident Management System, signed May 3, 2005
- Colorado Revised Statutes, Title 24, Article 33.5, Part 701, Colorado Disaster Emergency Act, as amended
- Colorado Revised Statutes, Title 13, Article 21, Part 113.7, Immunity of volunteer firefighters, incident management teams, and their employers or organizations
- Colorado Revised Statutes, Title 24, Article 32, Part 2504, Temporary housing for disaster victims
- Colorado Revised Statutes, Title 24, Article 33.5, Part 705.3, Statewide all-hazards resource database
- Colorado Revised Statutes, Title 24, Article 33.5, Part 705.4, Creation of the All-hazards Resource Mobilization System and the Resource Mobilization Plan
- Colorado Revised Statutes, Title 24, Article 33.5, Part 822, Memorandum of Understanding with volunteer organizations to assist the Sheriff, local government, local emergency planning committee, or state agency in providing services in the event of a disaster
- Colorado Revised Statutes, Title 30, Article 10, Part 516, Sheriff's duty to preserve the peace and command aid
- P.L. 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments, as amended
- Pets Evacuation and Transportation Standards Act, amending Section 403 of the Stafford Act, authorizing FEMA to provide rescue, care, shelter, and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency.
- Homeland Security Presidential Directive 5 (HSPD 5), February 2003, Establishing the National Incident Management System

### **B. References**

- Larimer Comprehensive Emergency Management Plan
- Larimer Multi-Jurisdictional Hazard Mitigation Plan

- Bioterrorism and Other Public Health Emergencies: Altered Standards of Care in Mass Casualty Events, US Agency for Healthcare Research and Quality
- Changing Homeland Security: A Strategic Logic of Special Event Security, Center for Homeland Defense and Security
- Operational Templates and Guidance for EMS Mass Incident Deployment, FEMA
- An Introduction to Mass Gatherings, Centre for Excellence in Emergency Preparedness

**MASS GATHERING PLAN APPROVAL SIGNATURES**

This Mass Gathering Plan has hereby been reviewed and approved by the following agencies and jurisdictions and will be added to the Comprehensive Emergency Management Plan for Larimer County.

  
\_\_\_\_\_  
City of Fort Collins / PFA Emergency Management

7/25/18  
Date

  
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City of Loveland / LFRA Emergency Management

7/3/18  
Date

  
\_\_\_\_\_  
CSU Police Department

18 July 18  
Date

  
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Estes Park Medical Center EMS

9-18-18  
Date

  
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Estes Park Police Department

9/19/18  
Date

  
\_\_\_\_\_  
Fort Collins Police Services

7-27-18  
Date

  
\_\_\_\_\_  
Johnstown Police Department

10/22/18  
Date

  
\_\_\_\_\_  
Larimer Board of Commissioners

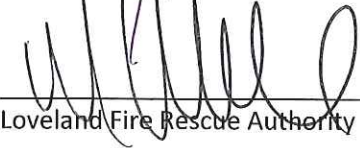
10/30/18  
Date

  
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Larimer Office of Emergency Management

8/2/2018  
Date

  
\_\_\_\_\_  
Larimer County Sheriff

8-22-18  
Date

  
\_\_\_\_\_  
Loveland Fire Rescue Authority

7/9/18  
Date

Pat L. Tri  
Loveland Police Services

7-9-18  
Date

[Signature]  
Poudre Fire Authority

7/25/18  
Date

Randy Lutz  
Thompson Valley EMS

10-22-18  
Date

Sherrin D. Wagner  
Timnath Police Department

10/4/18  
Date

[Signature]  
UC Health EMS

9/6/2018  
Date

Paul A. Klumb  
Windsor Police Department

10/03/2018  
Date

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