



Mass Critical Victim Response Plan

Larimer County, Colorado
2018

MASS CRITICAL VICTIM RESPONSE PLAN

I. Purpose

The Larimer County Mass Critical Victim Response Plan defines the actions and roles necessary to provide a coordinated response among city, county and state agencies for incidents involving a mass number of victims and survivors. This plan provides guidance to agencies within and supporting Larimer County with a general concept of potential emergency assignments before, during and after an event.

II. Scope

The provisions set forth in this Plan support the Larimer Comprehensive Emergency Management Plan and apply to all departments and agencies of the jurisdictions contained within the jurisdictional boundaries of Larimer County that have a responsibility to assist victims and survivors.

III. Primary and Supporting Agencies

1. Primary Agencies
 - a. Law Enforcement Victim Services
 - b. 8th Judicial District
2. Supporting Agencies
 - a. Law Enforcement Jurisdiction Having Authority
 - b. 8th Judicial District Victim Compensation Unit
 - c. District Attorney's Office Victim Witness Division
 - d. Larimer County Office of Emergency Management
 - e. Larimer County Coroner
 - f. Larimer Emergency Services Agencies
 - g. Board of County Commissioners
 - h. Mental Health Providers
 - i. Larimer County Health and Environment
 - j. School District and University Personnel
 - k. Colorado Division of Criminal Justice
 - l. Colorado Organizations for Victim Assistance

IV. Authorities:

- Larimer County Emergency Management Resolution establishing the Office of Emergency Management and its authorities, 2015
- Larimer County Code, Disaster Preparedness, revised 2015
- Colorado Revised Statutes Title 24, Article 33.5 Section 7, CO Disaster Emergency Act
- Colorado Revised Statutes Title 24, Article 4.1 Section 302-305, Victim Rights Amendment
- Colorado Revised Statutes Title 24, Article 4.1 Section 101-207 Victim Compensation
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as Amended

V. Assumptions

- Large-scale emergencies and disasters produce a number of victims and survivors that may require short and long-term assistance, including referrals, resources, and compensation
- Primary agencies responsible for providing services to victims within Larimer County will likely exhaust all resources, and those of other resources in the State of Colorado after an incident involving mass victims
- Victim Services organizations will be inundated by providers and community members offering assistance
- Temporary assistance and temporary employees will be needed to manage the work load of a large-scale event
- If an incident occurs suddenly and the situation evolves rapidly, information may be incomplete or unconfirmed
- Failure to conduct an effective investigation or to adequately provide for the family and friends of victims or the deceased will erode the public's faith and trust in the response and recovery efforts
- Responding to a mass casualty incident can be overwhelming, leading to traumatic stress
- Support for responders is essential to monitoring and minimizing the impact
- The incident investigation may continue for months or even years, depending on the scope of impact
- The funding source for many services will not be known at the time operations begin
- Close contact will be necessary between law enforcement advocates, community and/or faith-based advocates, the District Attorney's Office Victim Witness Specialists, Victims Compensation Coordinator, and emergency response partners to effectively support victim response needs

VI. Explanation of Terms

VRA – Victim Rights Amendment

CVC – Crime Victim Compensation

COVA – Colorado Organization for Victim Assistance

NOVA – National Organization of Victim Assistance

Victim Rights Crime – The Constitution of the State of Colorado and the laws of this state guarantee rights to victims of specific types of crimes as defined within C.R.S. 24-4.1-302

VII. Situation

Many disasters result in at least some injuries or fatalities, and mass critical incidents have the potential to produce multiple injuries and fatalities. Based on the Homeland Security Presidential Directive – 8, the National Preparedness Goals National Planning Scenarios, there are more than 20 scenarios that have the potential to result in mass casualties for which Larimer County must plan to respond.

In this environment of uncertainty, worry, and need for information, critical victim response protocols are an important resource for helping a community meet the needs of family and friends, and supporting the overall incident response. In addition to providing a safe, protected, and supportive environment for survivors and their families, they can ensure that survivors and family members have access to resources to help them recover.

This Mass Critical Victim Response Plan exists to ensure that victims of and witnesses to mass critical incidents receive the necessary support and services to address symptoms of trauma and victimization.

VIII. Concept of Operations

Disasters and large-scale emergencies are rarely confined to one jurisdiction. Although only a portion of Larimer County is likely impacted by a single disaster or emergency event, a multijurisdictional effort will be required to effectively manage most major incidents.

Continuity of operations from the local jurisdictions through the County level response is achieved through standardization. Standardized 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 (ICS). 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 incident and the application of a single incident action plan with prioritized objectives.

During a routine emergency, the ICS system will remain in place and the local jurisdiction will be in command. When the incident exceeds the jurisdictional resources, extra assistance may be requested while maintaining the ICS structure throughout the incident.

This plan may be activated by any law enforcement, emergency management, or a victim assistance organization. A formal declaration of a disaster by the affected jurisdiction may be required to activate local policies and procedures and as a pre-condition of some forms of state assistance or to expedite state assistance. Municipalities will coordinate with Larimer County OEM as required for state-level assistance. The Colorado Division of Homeland Security and Emergency Management (DHSEM) is the State Agency responsible for processing requests for State or Federal disaster assistance.

IX. Direction, Control and Coordination

The primary and support agencies to this Plan will act as a team to address critical victim response considerations from initial activation through to final recovery. The people served by this plan include Direct Victims, those who are directly affected by the incident, and Secondary Victims, family members or those who heard or saw something. The following outlines the critical actions for any mass critical victim response.

Initial Victim Services Actions:

- Initial actions to mitigate the effects of emergency situations or potential disaster conditions will be conducted as soon as possible by the local jurisdiction having authority
- This Plan will be activated by law enforcement officers or Incident Command by first notifying Victim Services for the jurisdiction having authority.
- Victim Services personnel will respond to scene and will check in with Incident Command to determine initial needs and priorities.
- A Victim Services Staging Area will be established at the scene in coordination with Incident Command, as appropriate.
- The jurisdiction having authority is responsible for authorizing and credentialing Victim Services Advocates.
- The Victim Services lead will remain in contact with Incident Command throughout the incident and will be the lead in directing victim services actions.
- Victim Services Advocates will be directed to the various areas of need:
 - Victim Compensation
 - Direct Services
 - Hospitals or other off-site facilities
 - Mental Health Care
 - Coordination with the Coroner's Office for fatality management
 - Secondary Victim Services – Facilitate communication to and from family
- Law Enforcement will assist with death notifications in coordination with the Coroner's Office.
- Mutual Aid resources will be ordered as needed to ensure there are enough staff to handle the event
- COVA may be requested to assist in providing Victim Services Advocates from around the region and the state to support incident operations.
- A call center will be set up specifically for victim assistance needs. For example: Have a need to notify family members who have lost their homes during a wildfire.

District Attorney's Office Activation

- The District Attorney will be notified whenever a Law Enforcement Agency responds to a Mass Critical Incident when the incident is large enough to require additional assistance. Activation of Victim Witness Division staff will occur at the direction of the District Attorney.

- The Victim Witness Division will:
 - Coordinate with Victim Compensation Unit
 - Provide notification to victims of court events
 - Assist victims with handling the media
 - Provide secondary on-scene victim services, such as facilitation of communication to and from family members.

Victim Compensation Unit Activation

- Upon activation of the Victim Witness Division, the Victim Compensation Unit will also be activated.
- CVC Administrator will approve and disseminate a condensed version of the current CVC Application, known as the Mass Criminal Incident Application. This version will only be made available via the CVC Administrator and shall only be used for victims/families/witnesses of the incident.
- Aid in completing applications for assistance
- Process applications per Victim Compensation state statute and local policy
- CVC Administrator will request a special Board meeting to be held as soon as possible after the incident
- Field inquiries and notify victims of their application status

Communications:

- Dispatch Centers have a Victim Services Paging Group that can be activated as needed.
- Law Enforcement Victim Services personnel would be activated through emergency dispatch centers per jurisdictional protocols
- Mutual Aid Victim Services resources would be authorized and requested by the jurisdiction having authority through local policies and procedures
- District Attorney – 8th Judicial District Victim Witness personnel will utilize phone lists and paging groups to notify necessary personnel.

Joint Activities in Large-Scale Events

- In a critical incident, the Victim Services Lead and the Victim Compensation Administrator will set up a process for all victims to come to a staging location to get applications and assistance.
- Victim Services will provide a liaison to the EOC to ensure operational and support considerations are met long-term as needed
- Law Enforcement will provide a list of victims and family members to the District Attorney's Office prior to the Bond Hearing
- A staffing Plan will be necessary for larger events to ensure resources and personnel are available as needed throughout the duration of the event and its aftermath.
- Victim Services agencies will provide referrals and resources to victims and their families

Public Considerations:

- The release of information will be coordinated with incident PIOs to ensure proper notification of relevant information to victims and their families prior to public release to the extent possible.
- OEM will provide resources and information on available websites as needed.
- Victim Services agencies will provide messaging to PIOs to ensure victims know how to find information.
- A hotline may need to be established for information dissemination. This should be done in coordination with the EOC.
- HIPPA considerations must be met when working with patients or hospitals. If patient lists are needed to assist victims and their families, Law Enforcement personnel will need to request the information from hospitals.
- Considerations will need to be made for the number of people that will attend hearings, court dates, and other venues involving the criminal aspects of the incident.
- Coordination will occur between the District Attorney's Office, the Judicial Administrator and Chief Judge to determine if a regular schedule will exist or if changes will be made to accommodate the affected public.
- Media impact on victims and their families should be considered when managing court proceeding
- Parking and shuttle transportation may be required for large groups of affected populations.

Compensation:

- Crime Victim Compensation is a fund of money available to persons affected by specific crimes, as outlined by state statute. This fund can pay for various crime related needs such as medical, mental health, lost wages, funeral services, loss of support and damage to exterior doors, locks and windows of a residence.
- Following the incident, the CVC Administrator will project the possible financial impact of the incident and the availability of financial resources.
- If the cost of victims' crime related needs exceeds the amount available in the district's fund, the DA's Office can apply for a federal grant to get additional funding (Federal OVC – Office of Victims of Crimes).
 - The State Division of Criminal Justice would be the pass-through entity for these funds.
 - There is an application process to apply for the funding
 - Determine a needs analysis and then the Victim Compensation Board will determine eligibility.
 - Victim Comp Administrator for 8th Judicial District handles this process.
- For financial purposes, the CVC Board may create policies specific to the incident. The CVC Administrator shall disseminate incident specific policies immediately to all law enforcement agencies and victim service program.

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.

X. Roles and Responsibilities

This section of the Plan outlines roles and responsibilities of primary and support organizations to this Plan.

1. Primary Agencies

a. Law Enforcement Victim Services

Victim Services staff from law enforcement agencies within Larimer County have the primary role of providing on-scene assistance to victims and survivors of incidents within their jurisdiction

- i. Activation of team and report to the scene
- ii. Establish contact and coordinate with on-scene Incident Command
- iii. Gather information and perform a needs assessment
- iv. Liaison with outside agencies
- v. Coordinate the delivery of victim services support with the Incident Command staff and the Emergency Operations Center (EOC) as appropriate
- vi. Death notifications at the direction of the Larimer County Coroner
- vii. Documentation of all support activities

b. District Attorney's Office - 8th Judicial District

The District Attorney's Office - 8th Judicial District is responsible for prosecution of criminal cases that may result from mass incidents. In such

instances, the DA's office will be a major provider of victim services throughout a criminal case. Victim Witness Division staff have the primary responsibility for the provision of services to victims as outlined in the Victim's Rights Amendment, C.R.S. 24-4.1-302.5

- i. Notification of critical stage court events
- ii. Victim Impact Statement Assistance
- iii. Restitution assistance
- iv. Assistance with applying for Victim Compensation

c. 8th Judicial District Victim Compensation Unit

The Victims Compensation Unit is responsible for the provision of services to victims as guided by the Colorado Crime Victim Compensation Act, C.R.S. 24-4.1-100

2. Supporting Agencies

a. Law Enforcement Jurisdiction Having Authority

Law Enforcement Agencies are responsible for maintaining law and order.

- i. Provide protection to the general public
- ii. Respond to events and incidents
- iii. Investigate incidents where a criminal act may have been conducted
- iv. Determine the need for population evacuations and provision of instructions to uniformed law enforcement, fire districts, and emergency medical personnel regarding the conduct of evacuation operations

b. Larimer County Office of Emergency Management

- i. Provide general oversight of the county's emergency management programs, including maintenance of the Comprehensive Emergency Management Plan
- ii. Advise the Policy Group concerning emergency management needs before, during and after an emergency
- iii. Maintain the EOC, which helps facilitate coordination among municipal and county partners and outside agencies
- iv. Coordinate with the LCSO Dispatch Center, LCSO Emergency Operations Manager, and LCSO PIO to ensure situational awareness and coordinated messaging
- v. Provide resource support to execute this Plan

c. Larimer County Coroner

The Larimer County Coroner is responsible for all duties associated with deceased individuals in the county, including pronouncement of death, death investigation, notifications, autopsies, and body removal.

- i. Provision of the identification, verification and disposition of deceased victims

- ii. Protection of personal effects with the deceased at the time of death
- iii. Notification of relatives of the deceased
- iv. Conduct investigation regarding the cause and manner of death, including autopsy as required
- v. Implement mass fatalities procedures as needed in the event of an emergency or disaster
- vi. Provision of expert personnel in scientific identification and all other services as needed
- vii. Provision of temporary morgue and mortuary services and acquire expanded mortuary services where required

d. Emergency Medical Services Agencies

Emergency Medical Services agencies are responsible for the care and transport of all patients or injured parties within the County.

- i. Provide timely and efficient patient care to the citizens and visitors of Larimer County
- ii. Establish appropriate transportation guidelines and procedures for transferring patients from the scene of an emergency or disaster to available hospitals in Colorado
- iii. Establish a Medical Control Officer, and other designated staff, to be assigned to the Incident Command Post as needed or requested

e. Fire Agencies

The fire departments and districts that serve Larimer County are responsible for providing all services related to fire prevention and suppression.

Additionally, the fire districts/departments will act in a support capacity for all EMS and law enforcement services as needed or requested.

- i. Assume responsibility and response authority for structural and wildfires in their respective jurisdictions
- ii. Conduct all regularly assigned functions relating to fire prevention and suppression to include deployment of personnel and equipment
- iii. Establish an Incident Commander on all fire related incidents, and maintain continuous communication with the Emergency Operations Center or its Director
- iv. Provide assistance in all rescue operations, as needed or requested
- v. Inspection of all damaged areas for fire and safety hazards
- vi. Assist law enforcement in disseminating information to the public, providing evacuation operations, providing fire security in evacuated areas, and providing fire protection for emergency shelters

f. Elected and Key Officials

- i. Ensure availability to make critical decisions following a large-scale emergency or disaster.
- ii. Execute the major emergency or disaster declaration as appropriate.

- iii. Provide policy direction in coordination with OEM and emergency services.

g. Summitstone Health Partners

Summitstone Health Partners provides support to the county through coordinated response to the crisis intervention / behavioral health and substance abuse needs of the affected population of an emergency or disaster.

- i. Provide a wide variety of crisis intervention services for survivors of disaster (and rescuers) who may manifest various psychological conditions
- ii. Conduct planning efforts and create formal and informal agreements with other agencies that identify with crisis intervention and behavioral health disaster response functions such as the American Red Cross, Office of Victim Assistance, and Faith-Based Organizations
- iii. Enhance response capacity by securing agreements with potential service providers
- iv. Enhance response capacity by improving providers' knowledge and skills. Provide training to the Victim Services / Crisis Intervention and behavioral health disaster response system organizations to create a cadre of competent emergency and disaster responders.
- v. Enhance first responder recognition of victim disaster borne emotional distress
- vi. Create public resiliency by providing information about the effects of trauma and techniques for managing stress

h. Larimer County Health and Environment

Larimer County Health and Environment is responsible for directing, controlling and coordinating all public health operations.

- i. Identify health concerns and needs, prioritize those needs, and find appropriate resources to meet those needs
- ii. Assist persons/families with health needs after qualified personnel have rescued them from disaster situations
- iii. Provide necessary health protection measures such as immunization, sanitation, water purification, etc.
- iv. Coordinate with the Incident Commander or the Emergency Operations Center in assessing overall health and medical resource needs during response and recovery operations and maintenance of situation status information
- v. Serve as a resource for residents requiring access and functional needs or evacuation assistance
- vi. Provide provision of environmental health services and technical support, including the identification of chemical hazards, sources of contamination, or unsanitary conditions that present health hazards

- to the general public
- vii. Establish public health services as directed in designated shelters and provide staffing
 - viii. Advise the Board of County Commissioners on actions to be taken regarding all health and medical matters

i. Colorado Division of Criminal Justice

- i. Provide assistance to state and local agencies in the criminal justice system.
- ii. Coordinate with the 8th Judicial District on victim compensation programs

j. Colorado Organization for Victim Assistance

- i. Provide training and technical assistance on Victim Service Mass Critical Incidents
- ii. Provide training to assist member agencies to provide quality services
- iii. Publish an online statewide directory of victim service providers
- iv. Monitor state & federal legislation affecting victims of crime
- v. Manage a Human Trafficking Program, which provides intensive case management for victims of sex and labor trafficking statewide
- vi. Develop a Crisis Response Team available to assist communities statewide

XI. Resource Requirements

Resources needed to support the effective operations under this Plan are addressed in Standard Operating Procedures developed and maintained by each Primary and Support Agency.

XII. Plan Development and Maintenance

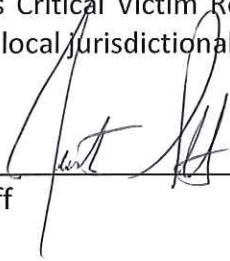
The Larimer Office of Emergency Management, in coordination with local Victim Services and the District Attorney's Office - 8th Judicial District, is responsible for developing and maintaining this Plan. This Plan will be reviewed and updated as needed to remain current.

XIII. References

- Larimer Comprehensive Emergency Management Plan
- Municipal Emergency Operations Plans
- National Organization of Victim Assistance (NOVA) Office of Victims of Crime Recovery Checklist
<https://www.ovc.gov/pubs/mvt-toolkit/tools.html>
- Division of Criminal Justice Toolkit for Response for Advocates
<https://sites.google.com/a/state.co.us/trac/home>

XIV. Signatures

The Mass Critical Victim Response Plan has hereby been reviewed and approved and will be added to local jurisdictional plans.

BY:  _____
Sheriff

BY:  _____
Board of Commissioners

BY:  _____
District Attorney


BY:  _____
City of Fort Collins Police

BY:  _____
Town of Estes Park Police

BY:  _____
City of Loveland Police

BY:  _____
City of Windsor Police

BY:  _____
City of Johnstown Police

BY:  _____
Town of Timnath Police

BY:  _____
Colorado State University Police

