EOC MANAGEMENT ANNEX

Purpose

The purpose of the EOC Management Annex is to outline the procedures and processes for operating the Larimer Regional Emergency Operations Center (LREOC). The Larimer County Unified Coordination System is a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibilities for coordinating county resources in support of local emergency response agencies. The Emergency Operations Center is vital to centralized coordination within this system.

Larimer EOC

The Larimer Emergency Operations Center (EOC) is responsible for supporting all incident operations affecting Larimer County as well as supporting the whole community. Additionally, the EOC is the coordination point for all consequence management activities – those events that are outside the incident footprint or scope but affecting community members and/or community lifelines. This may include public information management, air quality reporting, mass sheltering and feeding operations, medical surge at hospitals, infrastructure restoration, county-wide situational awareness, policy direction, etc. The priority is to coordinate between multiple agencies and jurisdictions to ensure the needs of the community are met.

The five core functions of any EOC include:
- Situational Awareness – The EOC uses several tools and apps to gather information, monitor conditions, and report out on emerging events to a large group of emergency services, emergency management, and policy-level partners.
- Resource Management – The EOC supports incident personnel, Larimer County Sheriff's Office, and other county personnel in acquiring, ordering, deploying, tracking, and demobilizing resources to support the incident and the affected community.
- Public Information Management – The EOC works as part of a coordinated public information system to provide information to the public and to ensure a unified message between the field, EOC, LETA and county leadership.
- Consequence Management – The EOC is forward-leaning and works with multiple partners to determine the consequences of an incident, consequences of actions by incident personnel, and possible cascading impacts to the community. The EOC forms plans and actions to minimize those consequences and cascades in coordination with incident managers.
- Policy Direction – The EOC provides updates and information to elected officials, department heads, legislators and other executives in order to make informed policy-level decisions about an incident.

EOC Authority

The authority for Emergency Operations is granted by the Federal Disaster Relief and Emergency Act (Public Law 93-288 also known as the Stafford Act), and the Colorado Revised Statutes, Title 24, Article 33.5, Part 701, Colorado Disaster Emergency Act, as amended.

The Board of County Commissioners, through the Comprehensive Emergency Management Plan, delegate all emergency management tasks and functions to the Larimer County Office of Emergency Management (OEM). The authority for EOC Operations and Management is granted through the Comprehensive Emergency Management Plan, the Larimer County Code (Chapter 18, Article II, Division 3), and the County Disaster Policy 310.11A.

EOC Administration
Larimer County Emergency Management is responsible for the functioning of the EOC as an extension of the overarching responsibility for coordinating countywide emergency management programs.

> The **Office of Emergency Management** oversees the functioning of the EOC and is ultimately responsible for its readiness, including the training of and support to the EOC personnel.

> The **Director of Emergency Management** is responsible for the overall functionality and operation of the EOC, including supervising the operational checks of all EOC systems for operational readiness.

> The **EOC Manager** is responsible for ensuring the EOC is operational and all EOC personnel have what they need to be effective in their positions while the EOC is activated.

Building / EOC Access
The primary location for the Larimer County EOC is at the Larimer Office of Emergency Management building in Johnstown. In the event the primary location is not available, the Larimer County Sheriff's Office will be used as secondary or back-up location for EOC coordination. The following are the basic requirements for functionality in any building that is to be used as an EOC:

- The room must be big enough to support the operation
- The room must have adequate power to support extended operations and increased load, including lights, power outlets, and back-up power capability.
- The room must have the ability to support computer needs, such as hard-line Internet ports or wireless connectivity.
- The room must have cellular functionality and the ability to add phone lines as needed to support the EOC.
- The room must have access control mechanisms to keep the staff secure and to keep the public and media out of the area so the EOC can function to its full capacity.

EOC Activation Procedures
The purpose of this section is to establish a standard, repeatable process for activation of the EOC. All functions of the EOC will be documented so that they can be accomplished every time

the EOC is activated. The activation process and operational procedures apply to all EOC activations including emergencies, disasters and exercises. The process begins with the decision to activate the EOC and continues throughout the event, including EOC demobilization and transition to recovery operations. Additional activities such as debriefing, preparing and distributing After Action Reports and implementing improvements are incorporated into the process.

Decision to Activate the EOC
Activation is based on analysis of an emergency or disaster that affects all or part of Larimer County or the region. The decision to activate the EOC will most often be made by the Emergency Management staff, but can also be activated by the Sheriff's Office, Incident Commander, County Manager or Board of Commissioners.

Activation of the EOC is situation-dependant. It may be either a planned activation for a special event or anticipated crisis (i.e. weather emergency known in advance or local event), or an immediate unplanned activation due to an imminent threat or situation that has just occurred. Not every incident will require EOC activation. The situation, resources, and activities will drive the need for further coordination and support.

EOC Activation Levels
Since all incidents are unique, EOC activations must remain flexible and may expand and contract as needed. The EOC will be activated at the appropriate level to support the complexity of the incident. The level of activation will be determined by the OEM.

- **Stand By Status:** This is virtual in nature and intended for situational awareness monitoring only. The OEM On-Call personnel will place the EOC on standby to ensure all personnel are ready in case the EOC needs to activate. The EOC is placed on standby for the following types of incidents/events:
    o Emerging incidents – OEM has been notified of an incident but it doesn't currently require additional support, other than monitoring for changes. Evacuations may be issued but no damages have occurred and there is no need for overnight sheltering.
    o Special events – OEM personnel may be monitoring a large special event such as a festival, air show, or race, that may require additional assistance.
    o Weather monitoring – OEM on-call personnel actively monitor the weather due to incoming storms, information from the National Weather Service, or possible flood risk due to burn scars. Flood monitoring systems and radar are monitored to determine if the EOC needs to activate.

- **Level 3 Activation:** This activation involves OEM staff and limited EOC support roles. The EOC is activated (virtually, in-person, or hybrid) and OEM staff assumes basic roles in the EOC. The EOC is in a "leaning forward" mode, providing situational awareness and ready to call in additional staff if the situation escalates. There may also be a few support staff activated, such as the Mass Care Branch for evacuation and sheltering

support. This level of activation is used for the following:

- o Type 3 Incidents or the early phases of an incident before it grows into something large enough to require larger EOC coordination capability, but where logistics or mass care support is required. These incidents are typically 1-2 operational periods. Additional indicators for a Level 3 activation for an incident:
  - OEM activates the Mass Care and Human Services Branch to support evacuations.
  - Property damage is reported but is less than five structures.
- o Special events when additional resource support is warranted, such as:
  - The special events Complexity Analysis reaches the Planning and Emergency Response stage.
  - An Incident Command Post or IMT is established for the event.
  - Emergency Responders request EOC Activation for the event.
- o Severe weather events requiring added coordination activities. These may include:
  - Severe weather over burn scars leading to the high probability of flash flooding.
  - Severe weather leading to the high probability of impacts to I-25 or other major highway systems in the county. This may require standing up comfort centers or other logistical requirements.

Upon notification of a possibly expanding incident requiring resource support and coordination, the LCSO Emergency Services staff or Dispatch Center will contact the OEM Staff with initial scene information and further instructions.

- **Level 2 Activation**: The incident has grown and requires EOC coordination and support, however, not all of the EOC personnel are required to manage the particular incident. OEM will determine which Lifeline partners and support activities will be activated depending upon the incident. These incidents are typically multiple operational periods.

Once it is determined that the incident will involve multi-agency coordination, extended resources or multiple operational periods, OEM will send notifications to EOC Staff activating the EOC. The message will give the following information:

- Incident type and location
- EOC Location
- Staff that is needed to support operations (not all EOC Staff will be required for every incident)
- Briefing time and location
- Special instructions

Once an activation has occurred, EOC Staff should prepare for extended hours of operation and should have supplies to meet all personal needs, including change of clothing, food, water, and specialized supplies needed to support the operation.

Because the EOC location may change, many departments will need to create and maintain their own kits and equipment that may need to be brought to the EOC location once activated. This equipment may include:

- Laptop computer if available
- Radio
- Cellular or Satellite telephone
- Supporting documents, plans or forms

At this level, response and activation of all EOC personnel is not necessary, but these incidents have to potential to increase in severity, requiring a full activation.

- **Level 1 Activation**: The incident has grown to a level of complexity requiring support from all available EOC personnel and multiple partners and support entities. These incidents require extended logistical support, public information management, policy-level decision making, and operational coordination. Examples of past incidents that led to a Level 1 Activation include:
  - 2013 Flood
  - 2020 Wildfires – Cameron Peak, Lewstone, East Troublesome
  - 2020 COVID-19 Pandemic
  - 2024 Alexander Mountain Fire

EOC Staffing

Staffing of the EOC will depend on the nature of the incident, both in the personnel chosen and in their number. The EOC will remain functional and staffed for as long as each organizational and support function is required to deal with response and recovery for the incident in question.

EOC Staffing is predetermined by Larimer County OEM. The Larimer EOC is designed with a Core EOC Team that is expected to respond on any EOC activation, and EOC support personnel who are activated as needed based on the incident. The Core EOC Team consists of the following:

- EOC Manager
- EOC Section Chiefs
- EOC Public Information Officer
- EOC Operations Branches
- EOC Logistics – Resource Mobilization Unit
- EOC Logistics – Buying Team

The EOC Organization Chart in the Emergency Operations Plan provides the positions and duties within the EOC. Position roles and responsibilities are outlined in the EOC Position Checklists and Desktop Procedures.

Upon arrival at the designated location, all EOC staff shall present adequate identification and sign in at the check-in location. Staff will then check in with the EOC Manager who will direct assigned staff to their position and section chief.

EOC Staff Assignments

The following describes the responsibilities of the individual sections within the Larimer EOC:

EOC Manager – The EOC Manager has overall responsibility for the management of the EOC and all support activities for emergency coordination. The Director of Emergency Management has the authority to designate EOC management responsibilities as needed to support community needs. When unavailable, OEM staff will determine the EOC Manager and assign tasks. This may include utilizing other local emergency managers to support county operations.

EOC Officers – There are three EOC Officer positions in the EOC: Public Information Officer (PIO), Government Affairs Officer (GAO) and Legal Officer (LO). Additional positions may be established as the incident may dictate. For purposes of the Larimer EOC, these positions are outlined below:

- **Public Information Officer** – The PIO serves as an advisor to the EOC Manager and coordinates all public information activities. The PIO ensures that the media and community members are fully informed on all aspects of the emergency, and coordinates all releases with the EOC Manager, Incident Command, the Policy Group and the Joint Information Center. The EOC PIO is the primary liaison to the Joint Information Center for all public information needs.

- **Government Affairs Officer** – The Government Affairs Officer (GAO) serves as an advisor to the EOC Manager on all matters between the county and local, state and federal elected officials and their representatives. This position will act as the point of contact/liaison in the event of a disaster emergency for elected officials at all levels of government to ensure they have good situational awareness and that they have a contact for questions or concerns. If a visit is scheduled with the elected official, the GAO will coordinate the visit with the PIO, EOC Manager, and county leadership.

- **Legal Officer** – The Legal Officer is the County Attorney or designee. The Legal Officer provides advice to the EOC Manager and the Policy Group in all legal matters relating to the emergency. The Legal Officer assists the EOC Manager is preparing the documentation necessary for declaring a local emergency and in the implementation of emergency powers.

EOC Section Chiefs – The EOC Section Chiefs comprise emergency management personnel who represent the major functional elements of the EOC including the Operations Section, Planning Section, Logistics Section, and Finance/Administration Section. These positions are

outlined below:

- **Planning Section** – The EOC Planning Section is responsible for collecting, evaluating, and disseminating tactical and strategic information pertaining to the incident. This section maintains information and intelligence on the current and forecasted situation, as well as the status of EOC resources assigned to the incident. The Planning Section gathers and disseminates information and intelligence critical to the incident and prepares situational updates, EOC plans, and incident maps. The Planning Section is also responsible for Consequence Management activities, including evaluation of critical lifelines, infrastructure status and cascading impacts.

- **Operations Section** – The EOC Operations Section is responsible for supporting local incident operations directed toward reducing the immediate hazard, saving lives and property, establishing situation control, and restoring normal conditions. The EOC Operations Section also supports overall county operations outside of the incident footprint. There are four branches in the Operations Section:

  o **Mass Care and Human Services Branch (MCHS)** – This branch provides support to community members impacted by the incident, such as sheltering support, feeding, human services support, volunteer management, etc.

  o **Health and Medical Services Branch (HMSB)** – This branch provides health and medical services such as public health, environmental health, behavioral health, hospital coordination, home health support, and medical facilities support.

  o **Infrastructure Branch** – This branch provides support to all critical infrastructure and key resource providers such as utilities, fuel, gas lines, hazardous materials facilities, water systems, wastewater systems, and dams.

  o **Safety and Security Branch** – This branch provides support to field emergency response personnel such as fire agencies, EMS, law enforcement, and public works or Road and Bridge.

  Additionally, the Damage Assessment Unit deploys in coordination with the Operations Section. This Unit provides the information necessary regarding damage and destruction to buildings, facilities and infrastructure.

- **Logistics Section** – The EOC Logistics Section meets all resource support needs for the incident, including ordering resources through appropriate authorities from off-incident locations. It also provides facilities, transportation, supplies, equipment maintenance and fueling, food service, communications and medical services for incident and EOC personnel. Additionally, procurement plays a large role in incident

support through contracting and procurement activities.

- o **Buying Team** – The buying team provides logistical support by purchasing goods, resources, and services for the incident.

- o **Mobilization Unit** – The mobilization unit provides logistical support by finding, acquiring, mobilizing, tracking, and demobilizing resources in support of an incident.

- **Finance / Administration Section** – The EOC Finance Section is activated when there is a specific need for financial, reimbursement, and or administrative services to support incident management activities. This section is responsible for the tracking of costs, time and compensation/claims resulting from the incident.

- **EOC Administrative/Support Staff** – comprised of county staff specifically designated to perform administrative and support functions within the EOC. This will include, but is not limited to the following personnel:

  - **Information Technology Services** - Support during initial set up, maintenance throughout the incident and support during demobilization.

  - **Geospatial Services** - Support to both the incident personnel (IC/IMT) and the EOC for mapping, data management, and geospatial services.

  - **Facilities Department** - Support to the EOC for all facilities needs, including county facilities needs as well as rental agreements for incident facilities such as donations centers, Disaster Assistance Centers, and volunteer management.

  - **Scribes** – Personnel designated to assist in capturing all data and information within the EOC and during all briefings and meetings.

  - **Runners** – Personnel assigned to relay information back and forth between the ICP and the EOC.

  - **Call-Takers** – personnel assigned to phone banks for community members to ensure proper information flow throughout the incident. This could include call takers for the Joint Information Center, or for specific tasks in the EOC such as damage assessments, reunification, and sheltering.

  - **Maintenance** – Personnel who will remain available as needed to support the EOC throughout the incident.

Policy Group – The core Policy Group consists of the Board of County Commissioners Chairperson, County Attorney, County Manager, and the Director of Emergency Management. Depending upon the incident, it may be expanded to include the Sheriff, Municipal Officials, University representatives, Special District Chiefs, other Elected Officials, and other agency representatives with policymaking authority. The policy group remains available to the EOC Manager for all policy and legal decisions. The function of this group is to set policy for the emergency/disaster, prepare emergency/disaster resolutions, approve emergency divergence from normal county policies such as emergency purchasing, emergency procurement of supplies, redirecting funds and other policy level decisions affecting community members such as evacuations, curfews, etc., as necessary.

Agency Representatives – Agency Representatives represent their various agencies and jurisdictions and work to ensure proper coordination between the EOC and the agency. Agency Representatives may also assist the EOC and Incident Command by providing agency/jurisdiction specific information that is vital to the operation. Agency Representatives should have full authority to speak on behalf of their organization and make policy decisions as needed.

EOC Consequence Management
The Larimer EOC is designed to account for the actions necessary to support incident personnel, as well as the actions necessary to proactively account for the consequences of an incident and the possibility of cascading impacts. For this reason, the EOC is organized to ensure each of the following eight lifelines are monitored and actions are taken to ensure lifeline impacts are minimized:

- Safety and Security - From law enforcement to firefighting services, this lifeline ensures our communities remain safe and secure, including continuity of government services.
- Food, Hydration and Shelter - This lifeline is all about the basics—access to food, potable water, and emergency shelters to keep everyone nourished and safe.
- Health and Medical - Hospitals, medical facilities, and pharmacies fall under this category, ensuring everyone gets the care they need when they need it.
- Energy - Keeping the lights on and our vehicles running, this lifeline powers everything from homes to critical infrastructure.
- Communications - In a world where staying connected is vital, this lifeline covers telecommunications, internet services, and broadcasting.
- Transportation - Whether it's roads, railways, or airports, this lifeline ensures that people and goods can move freely and efficiently.
- Hazardous Materials - This lifeline manages the safe handling and disposal of hazardous materials to prevent any additional risk during emergencies.
- Water Systems - This lifeline is about avoiding or minimizing water infrastructure impacts and to ensure a healthy and secure watershed.

EOC Branches and Lifelines	
Branch Name	Lifeline
Mass Care and Human Services Branch	Food, Hydration and Shelter
Health and Medical Services Branch	Health and Medical
Infrastructure Branch	Energy Communications Transportation Water Systems
Safety and Security Branch	Safety and Security Hazardous Materials

More detailed information is available in the Larimer Community Lifeline Annexes as part of the Comprehensive Emergency Management Plan (CEMP).

EOC Reports and Briefings

During an incident in which the EOC is activated, the following reports may be issued during each operational period. The activation level will act as a guide for what frequency these reports are issued. The EOC Manager or designee will have sole authority as to the frequency of when these reports are issued.

Situation Reports (EOC 209)
Maintaining ongoing situational awareness is key to deterring and preventing a possible threat or crisis as well as mounting an effective response.

EOC Operations Plan (EOCOPS)
This is the "plan of action" for the operational period to support incident operations. This plan will cover the upcoming operational period and set specific goals, objectives and action items that are to be met for that time frame. The Planning Section drafts this with input and approval from the EOC Manager.

Operational Period Briefings
At the beginning of each operational period, a briefing will occur with all staff to ensure the objectives from the Incident Support Plan are disseminated and understood. This briefing sets the tone for the operational period and ensures all staff understands the priorities for their section.

Staff Meetings
Occasionally it will be necessary to pull the EOC staff together for quick meetings. These meetings can be for a number of reasons, including:
- New information that is critical to operational support
- Staff update to ensure situational awareness
- Resolution of workspace issues (supplies, space, etc)
- Check on the status of personnel to determine staffing and rehab needs

EOC Information Requirements

Critical information will come from a number of partners and outside agencies through emergency dispatch centers, field units and public/private sector partners. This information will go to the Planning Section to collect, analyze and report as appropriate to EOC personnel. Information will be shared on an as-needed basis depending upon the sensitivity of the data. For example, only Damage Assessment Team members, Sheriff's Office and OEM personnel will have access to raw damage assessment information until it has been approved for release by either the Sheriff or the Director of Emergency Management. Information will be shared with the Policy Group, elected officials, and municipal leaders as needed to ensure they are able to make timely policy-level decisions. All pertinent incident information will be part of the Documentation Packet that is compiled by the EOC Planning Section as part of the permanent record for the incident.

Evacuation Procedures

At the beginning of each activation of the EOC, the EOC Manager shall determine which alternate location will be used if an evacuation and the need to relocate the EOC should occur. During an evacuation, safety of EOC personnel is the primary concern. All staff should exit the room using the best possible means and contact their section chief or immediate supervisor as soon as it is safe to do so.

Deactivation / Demobilization

The EOC Manager will decide when to deactivate the EOC and demobilize personnel. A demobilization plan will be developed by the Planning Section and approved by the EOC Manager. All EOC Staff will be responsible for returning borrowed equipment and returning the room back to its original condition.

The Office of Emergency Management is responsible for reviewing, evaluating and improving the overall operation of the EOC. An after incident critique shall be scheduled to gather feedback from EOC participants. Input from this meeting will be used to develop an After Action Report. This report will outline lessons learned and will identify areas for improvement in future EOC activations and overall incident response and recovery. The OEM will work with staff to implement improvement ideas.

APPROVAL SIGNATURES

The EOC Management Annex has hereby been reviewed and approved by the Director for the Larimer County Office of Emergency Management this 24th day of April , 2025, and will be added to the Comprehensive Emergency Management Plan for Larimer County.

BY: _____

Lori R. Hodges, Director Office of Emergency Management