



City of Brighton COLORADO
Division of Police Department

Emergency Operations Plan

August 2015

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I. EXECUTIVE SUMMARY

The City of Brighton's Emergency Operations Plan (EOP) provides general guidelines and principles for managing and coordinating the overall mitigation and prevention, preparedness, response and recovery of emergencies and disaster events that affect the City of Brighton. The plan's guidelines are consistent with the standards and principles of the National Incident Management System (NIMS), endorsed by the Department of Homeland Security. The NIMS is the nationally mandated emergency management system for addressing all hazards and for integrating multiple agencies, jurisdictions and disciplines into a coordinated relief effort. In addition, to maintain the compatibility and efficiency of this plan, it has been developed with considerations from the National Response Framework (January, 2008), the National Incident Management System (December 2008) and the National Preparedness Goal (September 2011). In compliance with funding guidelines and best practices, it has also been analyzed and adapted using the Comprehensive Preparedness Guide 101, v.2 (November, 2010).

Major emergencies and disaster incidents are unique events that present communities with challenges that cannot be adequately addressed within the routine operations of a local government. Disasters differ in important ways, and while it is impossible to plan for every contingency, it is important to address expected consequences. Therefore, the intent of this all-hazards Emergency Operations Plan is to provide City of Brighton officials, employees and partners with a comprehensive plan to manage incidents and to minimize the impact on people, including individuals with access and functional needs, property, and public services, thereby restoring normal community conditions as quickly as possible. This all-hazards plan provides a basis for hazard specific, functional and Emergency Support Functions (ESFs) Annexes which are developed, maintained and revised as required.

The coordination and integration of emergency plans, policies and procedures form an ongoing process that should be collectively promoted by the convening of interagency meetings, formulation of mutual aid agreements, and conduct of or participation in multi-departmental/agency and multi-jurisdictional emergency training and exercises.



Emergency Management Coordinator,
City of Brighton, CO

II. PLAN PROMULGATION, REVIEW AND DISTRIBUTION

The City of Brighton has developed an emergency operations plan that will enhance its emergency response capability. This document is the result of that effort.

This plan, when supported with appropriate training, validated through exercises, used properly, reviewed annually and updated accordingly can assist Brighton officials in accomplishing one of their primary responsibilities – protecting the lives and property of the citizens of Brighton. This plan and its provisions will become official when it has been signed and dated below by the concurring officials.

Mayor _____ Date _____

City Manager _____ Date _____

City Clerk _____ Date _____

Chief, Brighton Police Department _____ Date _____

Chief, Brighton Fire Rescue District _____ Date _____

A. CERTIFICATION OF REVIEW AND REVISION

Brighton Emergency Manager Coordinator has done a regular review of this Emergency Operation Plan and the review is hereby certified.

Name	Signature	Date
Stephanie Hackett		April 2013
Stephanie Hackett		July 2014
Stephanie Hackett		May 2015

B. RECORD OF REVISIONS/UPDATES

Date	Change	Recorded By

III. PLAN DEVELOPMENT AND MAINTENANCE

- A. EOP Revision and subsequent revisions, supersedes all previous editions and is effective immediately for planning, training and exercising, and preparedness and response operations.
- B. All plans, annexes, appendixes, implementing procedures and resource inventories shall be based on the potential hazards to which the City of Brighton is subject, along with the support needed to assist local government before, during, and after any emergency or disaster incident. Plans, annexes, appendixes, and procedures will assist operations by providing in detail, where appropriate, who (by title), what, when, where, and how emergency tasks and responsibilities will be conducted within the scope of this plan.
- C. This Plan, its annexes and appendices, City department plans, checklists, and notification/resource lists shall be maintained and kept current by responsible parties on the following schedule:
 - a. Review and update the Emergency Operations Base Plan every two (2) years
 - b. Develop and update functional, hazard specific, and ESF Annexes as necessary
 - c. Departmental Resource inventories/database list and department internal plans and checklists yearly
 - d. Verify notification/recall lists every six (6) months.
- D. Review and revise procedures following an actual emergency or disaster operations and/or exercises where improvement planning is needed.
- E. All changes, revisions, and/or updates to the Plan, its annexes and appendixes shall be forwarded to the Brighton Emergency Management Coordinator for review, publication and distribution to all holders of the Plan following the efforts of the lead agency to coordinate with its supporting agencies. If no changes, revisions, and/or up-dates are required, the Coordinator shall be notified in writing by the agency lead that respective plans, annexes, appendixes, etc., have been reviewed and are considered valid and currently.
- F. Authority for maintenance and regular updates of this plan rests with City of Brighton Emergency Management Coordinator. The Emergency Management Coordinator will conduct exercises and training sessions to ensure that provisions of the plan are well understood by all departments and organizations with assigned responsibilities.
- G. Staff participation in periodic exercises provides the best opportunities for refining plans and procedures in preparation for actual disaster and emergency events. Multi-agency and multi-jurisdictional exercises will be coordinated by the Emergency Management Coordinator. All City Departments and the Brighton Fire Rescue District are expected to play a role in emergency planning, training, exercising, and response.

IV. INTRODUCTION

In Colorado, each level of government is responsible by law for the safety and security of its residents. The City of Brighton's Emergency Operations Plan (EOP) is a comprehensive all-hazards plan providing emergency response direction to local government, the Brighton Fire Rescue District, volunteer agencies, as well as private sector partners. It delineates emergency response procedures, responsibilities, lines of authority, and provides for continuity of government.

The format of the City of Brighton's EOP aligns itself with the **National Response Plan (NRP)** by incorporating the **National Incident Management System (NIMS)** and employing a functional approach to providing local assistance. This Emergency Operations Plan has been developed in accordance with the requirements for local emergency planning established under the State of Colorado Disaster Emergency Act of 1992, and meets the requirements of other state and federal guidelines for local emergency management plans and programs. The guidelines and concepts of the Federal Emergency Management Agency's **Comprehensive Preparedness Guide (CPG) 101**, have been applied throughout the development of this document and promote integration with county, state and federal response systems. The Annexes to the EOP outline the essential Emergency Support Functions (ESFs), which are assigned to a primary city department and/or partner agency and supported by other departments or agencies. The lead agency will work with the Brighton Office of Emergency Management (OEM) in the development, coordination, and maintenance of appropriate Annexes and Appendices and to ensure essential tasks are completed during emergency operations.

When ordered by the Mayor of Brighton, the Office of Emergency Management will act to save and sustain lives, stabilize the incident, minimize damage, protect property, the environment, create conditions conducive to reentry, repopulation, long term recovery, hazard mitigation and provide for basic human needs in support of the residents of Brighton in accordance with the State of Colorado's Emergency Plan. The Brighton Office of Emergency Management focuses on efforts and partnerships within the areas defined in the **Federal National Preparedness Goals** (September 2011) and include prevention, protection, mitigation, response, and recovery.

- A. **Prevention.** Prevention involves actions to interdict, disrupt, pre-empt or avert potential terrorist or manmade incidents. This includes homeland security intelligence and information sharing in cooperation with law enforcement efforts to prevent terrorist attacks.
- B. **Protection.** Protection includes the planning and activities necessary to protect critical resources from the threat or impact of terrorism and or manmade or natural disasters. This includes but is not limited to the protection of citizens, residents, visitors, critical assets, and networks.
- C. **Mitigation.** Mitigation employs plans and actions to reduce loss of life and property by taking steps to lessen the impact of future disasters. Mitigation activities may include strategies such as infrastructure hardening, land use zoning and building codes and regulations.
- D. **Response.** Response includes activities to address the immediate and short-term actions to preserve life, property, environment, and the social, economic, and political structure of the community.
- E. **Recovery.** Recovery involves actions and the implementation of programs needed to help individuals and communities return to normal and address the long term effects of an incident. Recovery programs are designed to assist victims and their families, restore institutions to sustain economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs include mitigation components designed to avoid damage from future incidents.

V. PURPOSE, SCOPE, AND PLANNING ASSUMPTIONS

A. PURPOSE

The contents of this plan are intended to provide a basis for coordinated management of the types of emergencies and disaster events that may occur within the City of Brighton. The roles and responsibilities of city departments and community agencies are organized according to the Emergency Support Function (ESF) structure provided in CPG-101 and the National Response Framework. The departments, agencies and other organizations included in this plan are responsible for developing and maintaining current agency Standard Operating Procedures (SOPs), plans, resource lists and updated contact info to implement appropriate provisions of this plan.

In larger incidents, the Incident Command System (ICS) structure will be extended and supported by activation of the City of Brighton Emergency Operations Center (EOC), located at City of Brighton Police Department at 3401 E. Bromley Lane, Brighton, CO.). The EOC will be staffed to provide for the following functions:

1. Gather information and provide and maintain situational awareness to the city staff, the Policy Group, and local, county and state partners as appropriate.
2. Provide resource support to incident command and serve as a coordination point for resources and intergovernmental assistance as outlines in Resource Mobilization Plan.
3. Assist Public Information Officers (PIOs) in accessing the tools and information necessary to provide accurate, coordinated, accessible public messaging

B. SCOPE

The Brighton EOP uses the all-hazard approach to address a full range of complex and constantly changing requirements in anticipation of or in response to threats or major disasters (natural or technological), terrorism, and other emergencies. The Brighton EOP is directly applicable to the citizens, businesses, and organizations within the City of Brighton. The EOP has also been developed to assist and support, but not supersede, the plans of jurisdictions outside the City of Brighton, but within the Brighton Fire Rescue District. The EOP and its Annexes detail the specific roles and responsibilities of city departments and partner agencies and/or organizations who may be involved in the emergency response/recovery process. The EOP is developed to provide a seamless link between local, county and state operations by following the premise outlined in the NRP.

C. PLANNING ASSUMPTIONS

1. An emergency or disaster can occur at any time and any location. It may create significant degrees of human suffering, property damage and economic hardship to individuals, governments, the environment, and for the business community.
2. Government must continue to function under all threat, emergency, and disaster conditions. Continuity of Government/ Continuity of Operations (COG/COOP) plans must be developed in accordance with this Plan and the NRP.
3. Incidents are managed at the local government level, unless assistance is requested. Local jurisdictions should not plan on the arrival of State or Federal response assets until approximately seventy two (72) hours after the incident.
4. Information sharing must occur across multiple departments, levels of government, the response

- community, the public and the private sector.
5. Citizens expect government agencies to keep them informed and to provide information, guidance and assistance in the event of a threat, emergency or disaster. This includes the provision of accommodations and services to people with access and functional needs.
 6. The premise of the NRP and the EOP is that all levels of government share the responsibility for working together in mitigating, preventing, preparing for, responding to, and recovering from the effects of an emergency or disaster event.
 7. Each level of government and its departments can respond to an emergency or disaster to the extent of its available resources. Once these resources have been exhausted, mutual aid will be requested. If these are determined to be insufficient, additional requests will be made from local to County, from County to State and from State to federal government.
 8. With the increased possibility of terrorism and deployment of weapons of mass destruction (WMD), any biological, chemical, radiological, incendiary or technological incident must be approached as if it could be an act of terrorism.
 9. NIMS is based on the Incident Command System (ICS) and will be used as the incident management system for all levels of response.
 10. Private and volunteer organizations, i.e., Red Cross, Salvation Army, Colorado Volunteer Organizations Active in Disasters (COVOAD), etc. will provide immediate life-sustaining relief to individuals and families, not normally available from government resources.
 11. The Mayor, through the Disaster declaration process, may request through the State Office of Emergency Management that the Governor declare an emergency if effective response to an event is beyond the combined response capabilities of the affected local and county government.
 12. Provision for the unique needs of citizens with Access and Functional Needs (AFN) are included within the provisions of this EOP, which includes resourcing the needs of these groups and individuals by utilizing existing tools of communication, mutual aid, and resource identification, acquisition and management.

VI. HAZARD/RISK ANALYSIS

This section provides a summary of Adams County's hazards to which the City of Brighton is vulnerable, and provides a risk analysis based on the probability and consequences of these hazards. This plan draws information from the Denver Regional Council of Governments' (DRCOG) Regional Natural Hazard Mitigation Plan (November 24, 2010) as well as the Colorado Division of Homeland Security and Emergency Management's Hazard/Risk Assessment. This list is not meant to be exhaustive, but to represent the events mostly likely to initiate an activation of this plan within the City of Brighton.

In addition, this analysis takes into account the unique circumstances affecting the City of Brighton, its residents, and businesses including:

1. The City of Brighton has a population of approximately 36,000 and the Brighton Fire Rescue District serves a population of approximately 50,000.
2. The City of Brighton has a County Correctional Facility and a (State) Juvenile Correctional Facility located within city limits.
3. The Adams County Administration building, including the Adams County Emergency Operations Center, and the Adams County Judicial building are located within Brighton city limits.
4. The State of Colorado has and is continuing to experience large growth rates, these rates remind planners to take into account the needs of all citizens including those with access and functional needs including but not limited to, people who are non or limited English speaking, the elderly, children and people with disabilities.

A. HAZARDS:

- 1. Tornadoes.** Tornadoes most commonly occur along the Front Range and on the Eastern plains of Colorado, but tornadoes have occurred in nearly all counties of the State. The effect of damaging tornadoes is increasing as more people and businesses are locating within threatened areas. April through October is considered the tornado season, with May and June as the greatest risk months.
- 2. Severe weather.** Winter storms in Colorado are occasionally severe enough to overwhelm snow removal efforts, transportation, utilities, livestock management, and business and commercial activities. Urban areas are more vulnerable because of larger, more complex, and interdependent services and utilities.
- 3. Flooding.** Flooding (flash and river) is historically the single greatest potential hazard to property in Colorado. River flooding, caused by rapid snowmelt, usually occurs in May and June. Flash flooding, usually caused by heavy, stationary thunderstorms, most often occurs in the spring and early summer months. Areas in and below land burned by wildfire have an increased risk of flooding.
- 4. Hazardous materials.** Hazardous materials used in agriculture, industry, and in the home pose a daily hazard to people and the environment. Hazardous materials are consistently transported through the City of Brighton using both major roadways and railways.
- 5. Terrorism.** Colorado and the City of Brighton are at risk for terrorism (domestic and international) and national security incidents. These incidents could take the form of threats and hoaxes, chemical, biological, radiological, nuclear, small-scale conventional weapons or explosives, improvised explosive devices, or cyber/technological attacks.
- 6. Critical Infrastructure/Utility Failure.** Consequences of lack of power, water and/or vital community services could severely impact the citizens and businesses of the City of Brighton.
- 7. Pandemic/ Public Health Event.** The City of Brighton works very closely with our public health partners at Tri-County Health Department to plan for and respond to a variety of possible public health emergencies.
- 8. Drought.** Severe drought results in devastating economic consequences for agriculture, forestry, wildlife management, the environment, and tourism. The City of Brighton's Drought Management Plan is an important mitigation tool to prevent drought conditions from turning into major disaster.
- 9. Earthquake.** In Colorado, 90 potentially active faults have been identified with the potential to produce maximum credible earthquakes as high as M 7.5. Insufficient human and monetary resources have been allocated to an adequate study of the actual earthquake hazard in Colorado.
- 10. Correctional Facilities Breach.** The potential of having a security breach in one of the two correctional facilities in the City of Brighton is always a possibility. Keeping the community safe day to day as well during a disaster is paramount.
- 11. Wildfires.** Wildfire, both natural and human-caused, is a risk to which the entire State is susceptible. A century of aggressive fire suppression, combined with cycles of drought and changing land management practices, has left many of Colorado's forests unnaturally dense and ready to burn. Wildfires can occur on the Front Range as well.

B. RISK ANALYSIS:

1. **High** - High probability of occurrence; at least 50% or more of population at risk from hazard; significant to catastrophic physical impacts to buildings and infrastructure; major loss or potential loss of functionality to essential facilities. The hazards with this ranking include:
 - Hazardous Materials Incident
 - Tornadoes

2. **Moderate** - Less than 50% of population at risk from hazard; moderate physical impacts to buildings and infrastructure; moderate potential for loss of functionality to essential facilities. The hazards with a moderate risk level include:
 - Winter Storms
 - Pandemic Events
 - Floods
 - Drought
 - Critical Infrastructure/Utility Failures
 - Wildfires
 - Terrorism

3. **Low** - Low probability of occurrence or low threat to population; minor physical impacts
 - Correctional Facility Breach
 - Earthquakes

VII. DIRECTION CONTROL AND COORDINATION

Principle of Local Government Control and Local Level Management: Direction and control prior to, during, and following an emergency or disaster rests with the elected leadership of the legally recognized jurisdiction impacted by a given emergency or disaster. This authority continues throughout the stages of emergency operations or until conditions warrant a change, or leadership chooses to enact a Delegation of Authority.

Incident Level Management: A local incident management system, incorporating the functions, principles, and components of the ICS and NIMS should be adopted and utilized by all response agencies. The Brighton EOP delineates the concept for on-scene incident management to be used by all local agencies involved in emergency operations. The on-scene Incident Commander (IC) is responsible for the command and control of specific activities at the incident site. Local government is generally responsible for coordination and control of all administrative and overhead functions. When an emergency situation threatens to escalate beyond the capabilities of on-scene responders, including mutual aid assistance, activation of the Brighton EOC may be required and requested. The acquisition of additional resources, dissemination of disaster information, and coordination of policy level decisions move to the EOC as the management of these functions can be more easily controlled and coordinated in a central, off site location.

State Level Management: In an emergency or disaster which overwhelms the resources and capability of a local or county jurisdiction, the Governor may exercise his/her authority to use the resources of State government. The management of the State's response is facilitated by the policies of the State Emergency

Operations Plan (SEOP) and its implementing procedures. The State Emergency Operations Center's principal emergency management function is that of coordinator for the acquisition, prioritization, and distribution of State, private, and, if needed, Federal resources

Federal Level Management: If the emergency is of a magnitude that federal assistance is granted, the federal agencies, actions are in support of the State and locals. Coordination will take place from the appropriate Emergency Support Function (ESF) to the Federal Emergency Support Function. Coordination will take place at the SEOC or Joint Field Office, if one is established.

Volunteer organizations may be called upon, as appropriate, to assist in disaster preparedness, response and recovery. Colorado Voluntary Organizations Active in Disasters (COVOAD) will coordinate these organizations in accordance with local needs.

The private sector has significant responsibility for critical infrastructure protection and business restoration. Although the role of the private sector is not specifically legislated, their responsibilities to the public make them an important response partner.

VIII. CONCEPT OF OPERATIONS

A. General

The EOP, including its Annexes and Appendices, is the primary and general plan for managing incidents and details the coordinating structures and processes used during all emergencies within the City of Brighton. Supplemental departmental/agency plans, policies, and agreements provide additional detail on authorities, resources, response protocols, and technical guidance for responding to and managing specific situations (such as hazardous materials spills, sheltering operations, public health emergencies, etc.).

Incidents are managed at the local government level at all times when feasible. In some instances, a county, regional, state or federal agency or organization in the local area may act as first responders and may provide direction or assistance consistent with its specific statutory authorities and responsibilities in conjunction with the local government.

B. Emergency Operations Plan (EOP) Implementation

The EOP has the force and effect of law as promulgated by the Mayor. Plan implementations, and the subsequent supporting actions taken by City government and Brighton Fire Rescue District are specific to the emergency or disaster situation. Implementation is influenced by the timely acquisition and assessment of reliable information gathered from affected area(s). This Plan is in effect for preparedness, response and recovery activities when a major emergency or disaster is probable, imminent or has occurred. Consistent with NIMS and ICS principles, this Plan can be partially or fully implemented. This allows maximum flexibility to meet the unique operational requirements of any situation.

C. EMERGENCY OPERATION CENTER (EOC) ACTIVATION LEVELS

Emergency Activation Levels are issued to indicate what level of readiness OEM and EOC staff in should be in to adequately prepare for any pending threat or hazard. The EOC will be activated at a level corresponding to threat level and needs of the community.

The EOC Activation levels are:

1. **Level 1**- A full scale activation of the EOC. A level 1 activation requires all ESFs to be staffed and will require the full Command and General staff for EOC Management. This type of incident is the most complex, and enables the City of Brighton to seek county, state and/or federal resources.
2. **Level 2** - A partial EOC activation with representation from the required functional areas to support the incident or event as it is deemed to extend beyond the capabilities of local resources, and response is expected to be comprised of multiple operational periods. A Level 2 activation may require some or all of the Command and General to effectively manage emergency or disaster operations, planning and logistics; an Incident Action Plan is required for multiple operational periods.
3. **Level 3** -This is the level of monitoring a developing situation, or day-to-day operations. The EOC has not been activated, and OEM is gathering and maintaining situational awareness and sharing information as needed in preparation for a possible Level 2 activation.

D. BRIGHTON EOC MISSION ESSENTIAL TASKS:

1. Activate the Brighton Emergency Operations Center and to identify, deploy, monitor and stage critical resources, teams and other resources as needed.
2. Obtain and maintain situational awareness and a common operating picture.
3. Establish/support the Incident Action Planning cycle to allow deployment of required resources to the incident area.
4. Mobilize, deploy and/or support essential command elements.
5. Coordinate within impacted areas to support the mission(s) of saving and sustaining lives, stabilizing the situation, minimizing damage and protecting property and the environment.
6. Coordinate and stabilize the incident, with emphasis on facilitating and/or supporting the following functional objectives:
 - a. Evacuations
 - b. Search and Rescue
 - c. Medical Operations
 - d. Sheltering Operations
 - e. Resource Mobilization
 - f. Debris Management
 - g. Communications restoration
7. Begin providing recovery assistance as rapidly as response operations permit.

E. EOC ACTIVATION

1. EOC Activation:
 - a. First on scene notifies supervisor of incident per agency specific policies
 - b. Responding Department/Agency will notify Brighton OEM
 - c. OEM, Police and Fire Command determine if EOC activation is appropriate
 - d. OEM notifies City Manager/Mayor and appropriate city personnel
2. EOC Notification Process:
 - a. Brighton EOC Director (or designee) will activate relevant ESFs based on nature of the incident
 - b. Brighton EOC Director (or designee) will notify Adams County on call duty office of current activation level.
 - c. Adams County EOC Director will notify Colorado State EOC Coordinator and/or Regional Field Representative, and county staff if necessary.

IX. EMERGENCY OPERATIONS CENTER (EOC) ORGANIZATION

Incident Command and the Brighton Emergency Operations Center must be closely integrated to adequately address and resource issues facing a community during emergencies and disasters. The City of Brighton EOC can be organized to provide support for: Management, Operations, Planning & Information, Logistics, and Finance & Administration. Based upon staffing availability and/or incident requirements, these functions can be combined or activated on an “as needed” basis.

A. Brighton Emergency Operations Center (EOC)

General: The Brighton Emergency Operations Center (EOC) provides the primary location through which the Emergency Management Coordinator and representatives of Emergency Support Functions (ESFs) can provide assistance to the incident and supporting locations during and after disaster operations. The Brighton EOC serves as the principal point for coordinating and tasking City departments, local organizations, and volunteer agencies in the delivery of emergency assistance to affected areas within our jurisdiction. The Brighton EOC and co-located meeting space provide city leadership with a single location to assemble and analyze critical information, facilitate Policy Group decision making, coordinate the response activities of City government, and ensure interagency cooperation, coordination, and communication.

The Brighton EOC’s organizational structure is designed to be flexible, easily expandable, and proactive to the needs of local government in response to an incident or threat of an incident. The Brighton EOC’s organization by functional elements provides continuity by facilitating integration into county and state EOCs functions, if necessary.

The Brighton EOC activates and is staffed based upon the severity of an incident. The EOC structure is designed to support the following functions:

- Policy Group/ Department Director situational awareness
- Joint Information Center/Joint Information System
- On Scene Operations Support, as requested
- Planning -

- Logistics – Resource mobilization
- Finance – tracking and documenting personnel, time and costs

B. Roles and Responsibilities

1. **City Manager:** The City Manager is the designated Emergency Management Director for the city and has the power/authority to commit local resources (personnel, equipment, and financial) for the purpose of responding to, recovering from and mitigate emergencies/disasters. The City Manager may exercise any and all powers granted by applicable state law subsequent to the issuance of the Declaration of Emergency. The City Manager may also promulgate such regulations as he or she deems necessary to protect life and property and preserve critical resources as provided for within Municipal Code [Chapter 8; Article 8-50 Emergency Preparedness].
2. **Mayor:** The Mayor, as the elected head of the City, has the responsibility and the constitutional and statutory authority to declare that a state of emergency exists when, in his or her opinion, such an event has occurred or threat of such event is imminent. Declaration of Emergency will follow procedures set forth in Municipal Code Chapter 8; Sec. 8-50-60.
3. **Office of Emergency Management (OEM)/Emergency Management Coordinator:** In accordance with Brighton Municipal Code [Chapter 8; Article 8-50 Emergency Preparedness] this Agency was established as the coordinating agency for all emergency events, utilizing to the fullest extent the services and resources of existing departments within the City. The Office of Emergency Management, under the direction of an Emergency Management Coordinator, was created and established as an agency under the City Council (Ord. 1772 §3, 2003). The City Manager shall serve as the Director of Emergency Management. Furthermore, the City Manager is responsible for the organization and operation of the City's Emergency Operations Center (EOC), or for the delegation of such responsibility. The OEM Coordinator is appointed to direct all appropriate planning, management and coordination in all phases of emergency management as well as to develop and maintaining the emergency operation plan (EOP). (Ord. 1772 §3, 2003 In emergency or disaster situations, the Emergency Management Coordinator will make recommendations to the City Manager on City Declarations during a disaster/emergency, requests for mutual aid and and/or state assistance, and provide situation reports on ongoing activities.
4. **City Departments:** In accordance with Municipal Code, City departments will continue to exercise responsibilities and authority specified in the City Charter or by Ordinance. The direction, personnel and/or functions of City departments may be transferred for the purpose of facilitating emergency services. Within their statutory authorities, are City Departments are responsible to provide services and/or resources to assist in preparedness, response and/or recovery to assist the city in efficiently and effectively addressing emergencies and/or disasters. Upon implementation of this Plan, City departments and employees are responsible for their assigned Emergency Support Function (ESF) and emergency assignments. The operational responsibilities and intra-organizational relationships of City departments are described in Figure 2.0 and corresponding Annexes to the EOP. City Department Directors are responsible for coordinating with the Emergency Management Coordinator to update and maintain applicable hazard specific, functional and ESF Annexes.

5. **Local Government:** The elected officials of the City of Brighton have responsibility for reducing the vulnerability of people and property to the effects of emergencies and disasters. They should ensure that local governmental agencies/departments are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. They should ensure that an Emergency Management Office serves the jurisdiction. The Local Emergency Operations Plan should be prepared based upon a valid hazards and risk analysis. (C.R.S. 24-32-2107)

C. City of Brighton Departmental Responsibilities

All City Departments are mandated under the authority of Colorado Disaster Emergency Act of 1992 and this EOP to carry out assigned activities to cooperate fully with each other.

1. In Preparation for an Incident:

- a. Develop and maintain internal operations plans. Department plans and checklists should be consistent with the EOP. Departmental plans will include:
 - i. specific procedures and checklists necessary for accomplishing assigned tasks
 - ii. provisions to delegate authority and assign responsibility to divisions, offices, or other components of the department.
 - iii. procedures for notification of key staff, setting up 24-hour shifts and other
 - iv. names, positions and 24-hour contact phone
 - v. current inventory and resource lists
 - vi. relevant contracts and/or MOUs
 - vii. other functionally relevant emergency response information
- b. Assign Emergency Response Representative(s) to the Brighton Emergency Services Task Force (BEST) Committee.
- c. Appoint a representative and (at least) two alternates, to act on behalf of the department or agency and to provide representation at the EOC during activations and exercises.
- d. Ensure all relevant staff and personnel assigned responsibility in support of the EOP are adequately trained and prepared to assume those responsibilities.
- e. Notify OEM of any information regarding possible/pending incidents or emergencies

2. In Response to an Incident:

- a. Provide a representative to the EOC as requested. The representative must be knowledgeable of and represent all divisions and programs within the department. The representative will be empowered to make decisions and expend resources in providing operational and technical support.
- b. Retain administrative control of their personnel and equipment when tasked to support other City departments or surrounding jurisdictions.
- c. Maintain detailed logs of personnel and other costs for possible reimbursement.
- d. Coordinate plans, procedures, and preparations with participating partner agencies (including other municipalities, county, state, federal, and private and volunteer agencies). As appropriate, enter into working agreements with these agencies in order to promote

- effective and efficient emergency response efforts.
- e. Assist in assessing and reporting damages of City-owned facility or property under departmental jurisdiction. Report this information to the EOC.
- f. Record and report to OEM all costs incurred in carrying out emergency operations. Best practices must be followed on all financial/logistical record keeping.
- g. Within the service area of the department, identify, prioritize and assist in providing support as directed to community members, including those with access and functional needs, and report any gaps in service or unmet needs to the EOC.
- h. Coordinate the release of departmental emergency public information through the EOC and PIOs, or the Joint Public Information Center, if one is activated.

X. EMERGENCY SUPPORT FUNCTIONS

Emergency Support Functions (ESFs) provide a common framework for all-hazards response and recovery. The 15 ESFs listed below reflect the ESF structure in the National Response Framework. ESF definitions have been modified to fit the capabilities of the City of Brighton. The ESF structure is intended to provide an outline of actions required to address the consequences of disasters. **ESF 5 - Emergency Management is responsible for the overall coordination among the Emergency Support Functions.**

The Emergency Support Functions (ESFs) are the primary means through which the City of Brighton provides emergency or disaster assistance to first responder departments and agencies and our citizens to prevent loss of life, reduce human suffering and minimize property damage. The ESFs establish the roles and responsibilities of individual City departments and agencies by which they prepare for, respond to and recover from emergencies and disasters.

Fifteen (15) ESFs and sub-sections are identified in this EOP. Each of the ESFs identifies a primary responsible agency as well as support agencies. **The identified primary agency is responsible for planning, coordinating and tasking support agencies in the development of policies, procedures, roles and responsibilities pursuant to the operational functions of the ESF.** Emergency or disaster incidents may require specialized personnel, equipment or resources that are limited to a specific agency. The primary agency will coordinate personnel and resources to support response and recovery activities. It is the responsibility of the supporting agencies assigned roles for a given ESF to cooperate with the primary agency in carrying out the assigned functions, participate in the annex development and training and exercises to ensure effective emergency response and recovery success.

A. ROLES AND RESPONSIBILITIES

Each ESF identifies the primary and support agencies pertinent to the functions. Several ESFs incorporate multiple components, with primary agencies designated for each component to ensure seamless integration of and transition between preparedness, response, and recovery activities.

It is the responsibility of the Primary agency/department/organization to coordinate the efforts of support entities to meet the roles and responsibilities assigned to each ESF. In some cases, the possible lead agencies are identified as having a "Unified- (U)" responsibility. Although the EOP initially designates the lead agency, this role may be shifted to meet the operational needs of response and recovery efforts. All designated ESF stakeholders will remain involved in support roles as needed.

Agencies that do not have designated roles within a given ESF may be integrated as needed. The ESFs are interdependent; for example, ESF 1 - Transportation will be called upon by other ESF coordinators to assist with transportation support for the movement of personnel, equipment, supplies and animals. The structure and roles outlined in the EOP are intended to provide a flexible foundation that can be adapted as needed.

1. **ESF Coordinator:** The ESF coordinator is the individual with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management. The role of the ESF coordinator is carried out through a "unified command" approach as agreed upon collectively by the designated primary agencies and, as appropriate, support agencies. Unless otherwise specified, the ESF Coordinator will come from the agency/department/organization designated as "primary".
2. **ESF Primary Agency (ies):** An ESF primary agency is an agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. ESFs may have multiple primary agencies, and the specific responsibilities of those agencies are articulated within the relevant ESFs. **The Primary Agency is** responsible for planning, coordinating and tasking support departments and agencies in the development of policies, procedures, roles, and responsibilities and requirements of the ESF and its operational requirements. Develops and maintains an ESF annex to this plan. **Secondary** - Certain principal components of some ESFs are clearly shared by department(s) or organizations in addition to the designated Lead department. A secondary Lead department/organization and will be responsible for the development and implementation of that specific portion of the corresponding functional attachment.
3. **ESF Support Agencies:** Support agencies are those entities with specific capabilities or resources that support the primary agency (ies) in executing the mission of the ESF. Those assigned a supporting role for a given ESF will cooperate with the lead department in carrying out the assigned missions and will participate in annex development, training, and exercising. Specific supporting role functions can be assigned to volunteer and private organizations

Based upon incident complexity, and the response and support needs the following fifteen (15) ESFs and accompanying plans will be activated as needed. Departments or staff not assigned to specific ESF will serve as a reserve of material and personnel resources, and may be required to perform previously

XI. ADMINISTRATION, FINANCE, LOGISTICS AND MUTUAL AID

A. ADMINISTRATION

During an emergency or disaster, the City of Brighton Policy Group shall determine, which, if any, normal administrative procedures shall be suspended to prevent unnecessary impediments of emergency operations and recovery activities. Such action should be carefully considered and the consequences should be projected realistically.

B. FINANCE

1. A major disaster or emergency may require the expenditure of large sums of local, state and/or federal funds. The City of Brighton's Policy Group will make decisions regarding the scope and limits to emergency expenditures. Financial operations may require expeditious actions adhering to sound financial management and accountability requirements
2. Each department and ESF is responsible for maintaining appropriate financial documentation to support requests for reimbursement, for submitting bills in a timely fashion, and for closing out assignments (if applicable).
3. The City of Brighton is responsible for documenting all emergency or disaster related expenditures using existing (or approved, documented temporary) accounting procedures. This includes the maintenance of logs, records, receipts, invoices, purchase orders, rental agreements, etc. These documents may be necessary to support claims, purchases, reimbursements and disbursements. Record keeping is necessary to facilitate closeouts and to support post recovery audits.

C. LOGISTICS

City of Brighton Departments will develop and maintain a current list of locally available resources, (both public and privately owned) which may be necessary to support their emergency responsibilities. Lists should include available city owned equipment, personnel with special technical skills, and twenty four (24) hour contact information and locations pertinent to the anticipated needs.

D. MUTUAL AID AGREEMENTS

No single local jurisdiction will have all the personnel, equipment, and materials required to cope with a major emergency or disaster. Necessary additional assistance may be rendered through mutual aid agreements that provide for obtaining additional resources from non-impacted inter/intra-jurisdictional governmental agencies and other organizations. Each department, as well as the Brighton Fire Rescue District, is responsible for maintaining, updating and executing Mutual Aid, automatic aid, Memorandum of Understanding (MOU) and/or Memorandum of Agreement(s) (MOA).

The Brighton Office of Emergency Management is available to assist with management and execution of existing agreements pertaining to emergency resources as requested.

XII. COMMUNICATIONS

1. Emergency communications methods include radio, e-mail, telephone, cell-phone and WebEOC. Government Emergency Telecommunications Service (GETS) and Wireless Priority Service (WPS) access is available to key city staff to obtain circuit priority in an emergency.
2. Amateur Radio Emergency Services (ARES) capabilities are maintained by the Police Department in coordination with Adams County Region 1 District 1 as source of redundant communication capabilities.
3. Maintenance and/or Restoration of tactical radio communications is essential for effective response operations, and will be one of the highest incident priorities.
4. PIOs in coordination with the JIC/JIS will provide the public with accurate, timely and accessible

emergency information utilizing available systems, including social media. Public information will be provided using several methods of dissemination to consider the accessibility of information to all citizens, including those with access and functional needs consistent with the guidelines set forth in the Alert and Warning Plan

5. In addition to traditional communication platforms, The City of Brighton's EOC may utilize the following emergency situational awareness /resource systems:
 1. WebEOC
 2. EMsystems
 3. ConnectColorado
 4. Colorado Volunteer Mobilizer (CVM)

XIII. LEGAL AUTHORITIES AND REFERENCES

A. City of Brighton:

- a. Home Rule Charter and Code, City of Brighton, 1999.
- b. Brighton Municipal Code, Chapter 2, Section 48, Sec. 2-48-10. (Prior code §1-801; Ord. 832 §1(part), 1975; Ord. 1384 §1(part), 1991; Ord. 1589, 1999)
- c. Brighton Municipal Code, Chapter 8, Section 8-50
- d. City of Brighton, Colorado Resolution No. 05-55, May 3, 2005, Adopting the National Incident Management System (NIMS) and Incident Command System (ICS).

B. Adams County:

In accordance with C.R.S. 24-33.5-707, the County shall cooperate with the disaster agencies of municipalities situated within its borders. To facilitate cooperation, the Adams County Emergency Operations Plan is applicable to all of Adams County, but does not supersede or replace municipal emergency operations plans. It can be used for small incidents or large situations where multiple county departments and support agencies must integrate into a coordinated management structure

C. State of Colorado:

- a. Title 24, Article 32, Part 2101 et. seq., Colorado Revised Statutes, as amended; entitled the *Colorado Disaster Emergency Act of 1992*.
- b. Title 25, Article 32, Part 101 et. seq., Colorado Revised Statutes; entitled the
- c. *Radiation Control Act*
- d. Article IV, Constitution of the State of Colorado; entitled the *Executive Department*
- e. *State of Colorado Emergency Operations Plan (2010)*

D. Federal:

- a. Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121-5207)
- b. Comprehensive Preparedness Guide 101 v.2, 2010
- c. National Preparedness Goal, September 2011
- d. National Response Framework (NRF)
- e. National Incident Management System (NIMS)
- f. Federal acts, statutes, resolutions and other documents that guide emergency management including but not limited to: HSPD-5 PPD-8

XIV. APPENDICES

APPENDIX 1: ACRONYMS

ARC	American Red Cross
ARES	Amateur Radio Emergency Services
CDPHE	Colorado Department of Public Health and Environment
CERT	Community Emergency Response Team
DHSEM	Colorado Division of Homeland Security and Emergency Management
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
GETS	Government Emergency Telecommunications System
ICS	Incident Command System
JIC	Joint Information Center
JIS	Joint Information System
MOU/MOA	Memorandum of Understanding/ Memorandum of Agreement
NIMS	National Incident Management System
PIO	Public Information Office
SOP	Standard Operating Procedure
TCHD	Tri County Health Department
WPS	Wireless Priority Service

APPENDIX 2: DEFINITIONS

Terms, Phrases and Definitions:

Federal Departments and Agencies	Those executive departments enumerated in 5 U.S.C. 101, together with DHS; independent establishments as defined by 5 U.S.C. § 104(1); government corporations as defined by 5 U.S.C. § 103(1); and the U.S. Postal Service.
State	For the purposes of this Plan, when “the State” is referenced, it refers to the State of Colorado. Federal definition: Any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States.
Local Government	The elected officials of each political subdivision (counties and municipalities) have responsibility for reducing the vulnerability of people and property to the effects of emergencies and disasters. They should ensure local governmental agencies are capable of efficient and responsive mobilization of resources in order to protect lives, minimize property loss, and expedite recovery efforts during an emergency or disaster. They should ensure that an Emergency Management Office serves the jurisdiction. (C.R.S. 24-32-2107)
Non-Governmental organization	Includes entities that associate based on the interests of their members, individuals, or institutions that are not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. May include the private sector.
Private sector	Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.
Incident of National Significance	An actual or potential high-impact event that requires a coordinated and effective response by an appropriate combination of federal, state, local, tribal, nongovernmental and/or private sector entities in order to save lives and minimize damage.
Disaster	As defined by State statute (C.R.S. 24-32-2103) means the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural cause or cause of human origin, including but not limited to fire, flood, earthquake, wind, storm, wave action, hazardous substance incident, oil spill or other water contamination requiring emergency action to avert danger or damage, volcanic activity, epidemic, air pollution, blight, drought, infestation, explosion, civil disturbance, or hostile military or paramilitary action.
Emergency	As defined by the Stafford Act, an emergency is “any other occasion or instance for which the President determines that Federal assistance is needed to supplement state, local, and tribal efforts to save lives and to protect property and public health and safety or to lessen or avert the threat of a catastrophe in any part of the United States.”
Preparedness	The range of deliberate, critical tasks and activities necessary to build,

	sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. In the context of the NRP, preparedness is operationally focused on actions taken in response to a threat or incident.
Mitigation	Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. The NRP distinguishes between hazard mitigation and incident mitigation. Hazard mitigation includes any cost-effective measure which will reduce the potential for damage to a facility from a disaster event. Measures may include zoning and building codes, floodplain property acquisitions, home elevations or relocations, and analysis of hazard-related data. Incident mitigation involves actions taken during an incident designed to minimize impacts or contain the damages to property or the environment.
Prevention	Involves actions taken to avoid an incident or to intervene to stop an incident from occurring. For the purposes of this plan, this includes applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing; and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending perpetrators.
Response	Involves activities that address the short-term, direct effects of an incident. These activities include immediate actions to preserve life, property, and the environment; meet basic human needs; and maintain the social, economic, and political structure of the affected community. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes.
Recovery	Involves actions and the implementation of programs necessary to help individuals, communities, and the environment directly impacted by an incident to return to normal where feasible. These actions assist victims and their families, restore institutions to regain economic stability and confidence, rebuild or replace destroyed property, address environmental contamination, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs may include hazard mitigation components designed to avoid damage from future incidents.

American Red Cross (ARC)	A volunteer organization that works closely with local, state, and federal governments in preparing for and responding to disaster events. All Red Cross assistance to disaster victims is based upon verified disaster-caused need and granted outright from public donations.
Agency	A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).
Area Command (Unified Area Command)	An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.
Communication Unit	An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.
Damage Assessment	A formal appraisal or determination of the actual physical effects resulting from a disaster. Accurate damage assessment figures help to determine priority actions and the level of outside assistance that is needed for community recovery.
Damage Survey Report (DSR)	A comprehensive engineering report prepared by a local-state-federal team that outlines the scope of work and estimated cost of repairs at each damage site after a disaster.
Decontamination	The reduction or removal of a chemical, biological, or radiological material from the surface of a structure area, object, or person.

Disaster	A statistically rare event that results in widespread damage and destruction, disrupts social and economic conditions, and overwhelms local resources and personnel, requiring outside assistance from other jurisdictions and other levels of government.
Emergency Alert System (EAS)	The broadcast stations and interconnecting facilities that have been authorized by the Federal Communications Commission to operate in a controlled manner during wartime, national emergencies, and major disasters.
Emergency	A situation resulting from an accident or hazard event that produces serious local impacts and threatens the safety of people and property, but can be effectively handled with local and normal mutual aid resources.
Emergency Management	An integrated approach to the management of emergency programs and activities across four phases -- mitigation, planning, response and recovery that addresses all hazards (natural and man-made) and incorporates resources available from all levels of government and from non- governmental sources.
Emergency Manager	The individual(s) within each political subdivision with management authority and/or coordination responsibility for emergency management activities within the jurisdiction.
Emergency Operations Center (EOC)	A location from which centralized emergency management can be performed to coordinate the overall jurisdictional response and support effort following a disaster or emergency.
Emergency Operations Plan	A concise document that describes the coordinated actions that government will take to protect people and property in the event of a major emergency or disaster.
Emergency Response Agency	Any organization responding to an emergency, or providing support to such an organization, whether in the field, at the scene of an incident, or in an emergency operations center. Although the term usually refers to law enforcement, fire, and EMS agencies, all elements of government can be mobilized in the aftermath of a disaster.
Emergency Support Function	Functional area of response activity established to facilitate delivery of assistance required during immediate response phase of a disaster to save lives, protect property and public health, and to maintain public safety.
Evacuation	Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Exercise	A training and education method that utilizes a simulated disaster or emergency situation to evaluate plans and procedures, usually in a classroom (tabletop), EOC (functional), or field (full-scale) environment.
Floodplain	The lowland areas historically subject to flooding. The base floodplain, or 100-year floodplain, is the regulatory floodplain under the National Flood Insurance Program (the area subject to a one percent chance of flooding in any given year).
Hazard	Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.
Hazard Mitigation	The policies, practices and measures implemented to save lives, protect property, and reduce economic losses and social disruptions caused by disasters. Hazard mitigation techniques are designed to reduce hazard-related losses by avoiding hazards or by minimizing their effects (e.g., floodplain management programs, hazard zone regulations, hazard education programs, etc.).
Incident Action Plan	An ICS term referring to the plan that reflects the overall incident strategy and specific tactical actions along with supporting information (e.g., traffic plan, communications plan, safety plan, maps, etc.).
Incident Commander	The individual responsible for the command of all emergency functions at the field response level.
Incident Command Post (ICP)	The location where primary command activities are conducted (also referred to as Command Post). The ICP is located within the outer perimeter in an area free from danger and confusion and, where possible, has the equipment necessary to communicate with EOCs, communications centers, staging areas, and other field locations.
Incident Command System (ICS)	A standardized on-scene emergency management system specifically designed to allow its users to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being constrained by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, with command responsibility for the management of resources to effectively accomplish identified incident objectives.
Incident Objectives	Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed.
Initial Action	The actions taken by those responders first to arrive at an incident site.

Joint Information Center (JIC)	An information center where news media and involved response agencies can exchange information regarding emergency response activities. A location for public information officers from different agencies to coordinate information and prepare joint media releases.
Joint Information System (JIS)	Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.
Jurisdiction	A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).
Logistics Section	The section responsible for providing facilities, services, and material support for the incident.
Media Center	A location for news media members to gather during protracted incidents and to obtain official updates on the status of relief efforts. A facility where informational briefings can be provided to the media away from the scene and outside of the EOC.
Mitigation	The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident.

Multiagency Coordination Entity	A multiagency coordination entity functions within a broader multiagency coordination system. It may establish the priorities among incidents and associated resource allocations, de-conflict agency policies, and provide strategic guidance and direction to support incident management activities.
Multijurisdictional Incident	An incident requiring action from multiple agencies that have a statutory responsibility for incident response and recovery (in ICS, multijurisdictional incidents are managed under a Unified Command structure).
Mutual-Aid Agreement	A written agreement between agencies and/or jurisdictions in which they agree to assist one another, upon request, by furnishing personnel and equipment.
National Incident Management System	An operational system mandated by HSPD-5 to provide a consistent nationwide approach for state, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.
National Response Framework	A plan mandated by HSPD-5 that integrated Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.
Nongovernmental Organization	An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.
Operations Section	The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.
Personnel Accountability	The ability to account for the location and welfare of Incident personnel. It is accomplished when supervisors ensure that ICS principles and processes are functional and that personnel are working within established incident management guidelines.
Planning Meeting	A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning.

Planning Section	Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.
Preparedness	The range of deliberate, critical tasks, and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.
Preparedness Organizations	The groups and forum that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.
Public Information Officer (PIO)	The individual at the field level or at the EOC who has been delegated the authority to prepare public information releases and to interact with the news media.
Resources	Emergency resources are the personnel, equipment and materials available, or potentially available, for use in responding to emergency situations or disaster events (from public, private, military and volunteer sources).
Resource Management	Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements; the use of special state, local, and tribal teams; and resource mobilization protocols.
Safety Officer	A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety

Section	The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.
Staging Area	The location(s) where emergency response resources are temporarily located while awaiting tactical assignments.
State Emergency Operations Plan (SEOP)	The state-level plan that defines the staffing responsibilities and coordination methods of state government agencies during emergencies or disasters, including procedures for committing state, federal and military resources to supplement local response and recovery efforts.
Supporting Technologies	Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthodox photo mapping, remote automatic weather stations, infrared technology, and communications, among various others.
Task Force	Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.
Unified Command	An ICS procedure for ensuring a coordinated multiagency incident response which allows all agencies with geographical, legal or functional responsibilities to establish a common set of incident objectives and planning strategies (without abdicating agency authority, responsibility or accountability).
Volunteer	For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed.

APPENDIX 3: CITY OF BRIGHTON CODE: ARTICLE 8-50 - Emergency Preparedness

Sec. 8-50-10. - Intent and purpose.

It is the intent of the City Council to establish and maintain a local emergency agency as described in the Colorado Disaster Emergency Act of 1992, Part 21 of Article 32 of Title 24, C.R.S., 1992. Except as provided in this Article, City departments shall continue to exercise the responsibilities and authority specified in the City Charter or by ordinance.

(Ord. 1772 §3, 2003)

Sec. 8-50-20. - Definitions.

For the purpose of this Article, all definitions set forth in Section 24-32-2103, C.R.S., shall apply to this Article, except as follows: Emergency shall include the terms bioterrorism, disaster and emergency epidemic, as the context may require.

(Ord. 1772 §3, 2003)

Sec. 8-50-30. - Organization and appointments.

The City Manager is authorized to establish an Office of Emergency Management as the coordinating agency for all emergency events, utilizing to the fullest extent the services and resources of existing departments within the City. An Emergency Management Coordinator may be appointed to direct appropriate planning, management and coordination in all phases of emergency management, including mitigation, preparedness, response and recovery.

(Ord. 1772 §3, 2003)

Sec. 8-50-40. - Duties and responsibilities.

The Office of Emergency Management shall be responsible for preparing and keeping current an Emergency Plan and Management System (EPMS), delineating measures to be implemented by the City before, during and after an emergency event.

(Ord. 1772 §3, 2003)

Sec. 8-50-50. - Emergency Plan and Management System.

An EPMS shall be developed and maintained by the Office of Emergency Management, subject to approval of the City Manager. The Plan will identify department responsibilities, including requirements for maintenance of specific facility and department emergency procedures and critical resource information. An EPMS shall be developed and tested to assure capability of managing emergency events.

(Ord. 1772 §3, 2003)

Sec. 8-50-60. - Procedures.

- (a) Declaration of Emergency. The Mayor shall have the power to declare that a state of emergency exists when, in his or her opinion, such an event has occurred or the threat of such event is imminent.
- (b) Declaration in writing. A Declaration of Emergency shall be in writing and shall describe the nature of the emergency, the area threatened, the conditions which have brought it about and the conditions that should remedy it. The City Manager shall be responsible for publication and dissemination of information to the public and shall file the Declaration with the City Clerk and forward a copy to the State Office of Emergency Management.

- (c) Effect of declaration. The issuance of a Declaration of Emergency shall automatically empower the City Manager to exercise any and all of the emergency powers permitted by state and local law and shall activate all relevant portions of the EPMS. The City Council shall convene to perform its legislative powers as the situation demands and shall receive reports through the City Manager and evaluate and enact policy and other incidental support as required. Nothing in this Article shall abridge or curtail the powers of the City Council.
- (d) Duration.
 - (1) A state of emergency shall remain in effect until the City Council or City Manager declares that the threat of danger has passed or that the emergency condition no longer exists. However, a state of emergency shall not be continued or renewed for a period in excess of seven (7) consecutive days unless the City Council approves a longer duration.
 - (2) The City Council may by motion terminate a state of emergency at any time, and the City Manager shall immediately issue a notice effecting the same.
 - (3) Any declaration continuing or terminating a state of emergency shall be filed with the City Clerk and a copy shall be forwarded to the State Office of Emergency Management.

(Ord. 1772 §3, 2003)

Sec. 8-50-70. - Emergency response powers.

- (a) The City Manager may exercise any and all powers granted by applicable state law subsequent to issuance of the Declaration of Emergency.
- (b) During the existence of a state of emergency, the City Manager may promulgate such regulations as he or she deems necessary to protect life and property and preserve critical resources. These regulations shall be confirmed at the earliest practical time by the City Council, shall be given widespread circulation and shall be disseminated to the news media. These regulations may include but shall not be limited to powers granted by applicable state law. Specifically, the City Manager may:
 - (1) Suspend the provisions of this Code that prescribe procedures for conduct of city business, if strict compliance would in any way prevent, hinder or delay necessary action in coping with the emergency.
 - (2) Transfer the direction, personnel or functions of City departments for the purpose of performing or facilitating emergency services.
 - (3) Subject to any applicable legal requirements to provide compensation, commandeer or utilize any private property if the City Manager finds this necessary to address the emergency.
 - (4) Direct and compel evacuations of persons from any stricken or threatened area within the City if the City Manager deems this action necessary for the preservation of life or other emergency mitigation, response or recovery measures.
 - (5) Prescribe routes, modes of transportation and destinations in connection with evacuation.
 - (6) Control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises therein.
 - (7) Suspend or limit the sale, dispensing or transportation of alcoholic beverages, firearms, explosives or combustibles within the City.
 - (8) Make provisions for the availability and use of temporary emergency housing.
 - (9) Waive all provisions for competitive bidding and direct the procurement agent to purchase necessary supplies in the open market at no more than commercial prices.
- (c) The City Manager is authorized to exercise all powers permitted by City Charter and state law to require emergency services of any City officer or employee and command the aid of as many citizens of the City as he

or she deems necessary in the execution of his or her duties. Such persons shall be entitled to all privileges, benefits and immunities as are provided by state law for civil defense workers.

(Ord. 1772 §3, 2003)

Sec. 8-50-80. - Compensation.

Compensation for services or private property used by the City in responding to an emergency shall be compensated as specified by contract or as required by law, subject to the principles and procedures set forth in Section 24-32-2111, C.R.S., and Articles 1 to 7 of Title 38, C.R.S.

(Ord. 1772 §3, 2003)

Sec. 8-50-90. - Line of succession of Mayor.

If the Mayor is unable to perform the duties or functions set forth in this Article, the powers and duties conferred upon the Mayor shall be performed in descending order, as follows: by the Mayor Pro Tempore, by the City Council member most senior in length of service, then by the City Council member whose last name begins with a letter that is the closest to the beginning of the alphabet.

(Ord. 1772 §3, 2003)

Sec. 8-50-100. - Conflicting ordinances, orders, rules and regulations suspended.

Any ordinances, resolutions, orders, rules and regulations promulgated during a proclaimed state of emergency shall take precedence over existing ordinances, resolutions, rules and regulations if a conflict arises.

(Ord. 1772 §3, 2003)

Sec. 8-50-110. - Violations of regulations.

It shall be unlawful for any person to violate any of the provisions of this Article or of the regulations or plans issued pursuant to the authority contained in this Article or to willfully obstruct, hinder or delay any person in the exercise of any duty or authority pursuant to the provisions of this Chapter.

(Ord. 1772 §3, 2003)

Sec. 8-50-120. - Penalty.

Any person convicted of a violation of any Section of this Article or of any ordinances, resolutions, rules, regulations or plans issued pursuant to the authority contained herein shall be punished by a fine, by imprisonment or by both such fine and imprisonment pursuant to the provisions in Section 1-8-10 of this Code.

(Ord. 1772 §3, 2003)

APPENDIX 4: DRAFT DISASTER DECLARATION

DISASTER DECLARATION:

WHEREAS, the City of Brighton, residing in Adams County, suffered or there is an imminent threat that the City of Brighton will suffer from widespread or severe damage, injury or loss of life or property resulting from _____ (nature of disaster or incident) _____ .

Which occurred _____ (date) _____, 20 _____ (year) _____ :

And

WHEREAS, the magnitude of responding to and recovery from the impact of the _____ is far in excess of the City's available resources.

NOW THEREFORE BE IT RESOLVED, there is hereby declared a local disaster.

DATED at Brighton, Colorado this _____ day of _____, 20____, at _____ a.m. / p.m.

Mayor,
City of Brighton
Adams County, Colorado

Two (2) copies shall be sent to:
Colorado Division of Homeland Security and Emergency Management (DHSEM)
9195 East Mineral Avenue, Suite 200
Centennial, Colorado 80112
FAX (720) 852-6750

One (1) copy will be forwarded to the Governor by DHSEM

APPENDIX 5: DRAFT DELEGATION OF AUTHORITY

DRAFT: DELIGATION OF AUTHORITY

To: Incident Commander

CC: Brighton City Attorney and Emergency Operations Center/Emergency Management Coordinator

Agency authority and responsibility for managing and coordinating the (incident name) impacting the City of Brighton, Colorado is hereby transferred to (name of incident commander) as Incident Commander.

As Incident Commander, you are accountable to the City Manager for the overall management of this incident including its return to local city control. You are expected to adhere to the standards of the National Incident Management System and the Incident Command System, relevant and applicable laws, policies, and professional standards and policy direction from the City Manager.

The protection of emergency responders and local residents is your highest priority task. The protection of public and private property including key economic infrastructure is your next highest priority. The priorities of the City also include managing resources and developing safe operations plans, the protection of the economic, cultural, social and environmental assets of the affected area. Suppression of this incident is your primary assignment, and you are expected to do so to the best of your ability in a manner that provides for the safety and well-being of involved personnel.

Specific Direction for this incident includes the following:

1. Transition with existing forces will be as quickly and efficiently as possible.
2. Ensure coordination, cooperation and communication with the City Manager, the Brighton Emergency Operations Center Manager, County and DHSEM representatives, and Federal agencies involved.
3. Ensure coordination of public information through the EOC and/or Joint Information Center (JIC) / Joint Information System (JIS) established for the incident.
4. Assist the City in developing/managing:
(What specific functions/services do we want the team to perform on our behalf?)
 - a. ___(i.e. Volunteer Management)___
 - b. ___(i.e. Donation Management)___
 - c. ___(i.e. Debris Management)___
5. _____
6. _____

This transfer of Command includes the authority to obligate city funds necessary to pay for managing the incident up to \$_____ for the first operational period, ending_____, subject to the following limitations:

1. Ensure coordination with City of Brighton Finance Director and adherence to applicable city procedures.
2. Reasonable cost-effective and cost-containment practices will be used at all times, with attention to the resource mobilization process to avoid duplicate ordering. When the EOC is activated, all resources ordering will continue to take place through the EOC.
3. _____
4. _____

OR: The transfer includes the authority to obligate agency funds necessary to pay for managing the incident.

This Delegation of Authority becomes effective at ___ (time) ___ on ___(date)___ and may be changed or updated by written addendums should the incident needs and priorities evolve. Any transfer of command shall be done with the written approval of the City Manager or designee.

Manuel Esquibel, City Manager

Date & Time

(Name), Incident Commander

Date & Time

DRAFT ADDENDA FOR THE DELEGATION OF AUTHORITY

Addendum 1 to the Delegation of Authority becomes effective at __ (time) __ on __ (date) __ for the Operational Period # __. This includes the authority to obligate city funds as necessary to pay for managing this incident up to \$ __ for this operational period. This addenda may be changed or updated by written addendums should the incident extend into additional operational periods. Any transfer of command shall be done only with the written approval of the City Manager or designee.

Manuel Esquibel, City Manager

Date & Time

Addendum 2 to the Delegation of Authority becomes effective at __ (time) __ on __ (date) __ for the Operational Period # __. This includes the authority to obligate city funds as necessary to pay for managing this incident up to \$ __ for this operational period. This addenda may be changed or updated by written addendums should the incident extend into additional operational periods. Any transfer of command shall be done only with the written approval of the City Manager or designee.

Manuel Esquibel, City Manager

Date & Time

Addendum 3 to the Delegation of Authority becomes effective at __ (time) __ on __ (date) __ for the Operational Period # __. This includes the authority to obligate city funds as necessary to pay for managing this incident up to \$ __ for this operational period. This addenda may be changed or updated by written addendums should the incident extend into additional operational periods. Any transfer of command shall be done only with the written approval of the City Manager or designee.

Manuel Esquibel, City Manager

Date & Time

<p>ESF #5 - Emergency Management</p> <ul style="list-style-type: none"> • Coordination of incident management efforts • Issuance of mission assignments • Resource and human capital • Incident action planning • Obtain and maintain situational awareness 	<p>Primary Agency: Brighton Office of Emergency Management</p> <p>Support Agencies: Brighton Agencies: City Council, Mayor’s Office, Streets and Fleet, Utilities, Brighton Fire Rescue District, Police Department, Finance, Platte Valley Medical Center, GIS County Agencies: Adams County OEM, Tri-County Health</p> <p>Other Agencies: Colorado Division of Homeland Security and Emergency Management, Federal Emergency Management Agency, Department of Homeland Security, American Red Cross, Salvation Army,</p>
<p>ESF #6 - Mass Care, Housing and Human Services</p> <ul style="list-style-type: none"> • Mass care/Sheltering • Disaster housing • Human services • Identification and coordination of accommodations and services for people with access and functional needs 	<p>Primary Agency: Brighton Office of Emergency Management</p> <p>Support Agencies: Brighton Agencies: Brighton CERT, Parks & Recreation, American Red Cross, Brighton Fire Rescue District, Police Department, Platte Valley Medical Center, D27J School District, GIS County Agencies: Adams County Social Services, Adams County OEM, Tri-County Health</p> <p>Other Agencies: Colorado Division of Homeland Security and Emergency Management, American Red Cross, Salvation Army, Volunteer Agencies</p>
<p>ESF #7 - Resource Support</p> <ul style="list-style-type: none"> • Purchasing and procurement support (facility space, office equipment & supplies, contracting services, etc.) • Identification, ordering, tracking, of incident specific resource needs 	<p>Primary Agency(ies): Finance/Procurement</p> <p>Support Agencies: Brighton Agencies: All City Departments County Agencies: Adams County OEM</p> <p>Other Agencies: Colorado Division of Homeland Security and Emergency Management</p>
<p>ESF #8a – Public Health & Medical ESF #8b – Public Health & Environment ESF #8c – Mental Health/Pastoral Care ESF #8d – Fatalities Management</p> <ul style="list-style-type: none"> • Public health and environmental monitoring • Mental Health/ Mortuary Services 	<p>Primary Agency(ies): ESF #8a Platte Valley Medical Center/Tri- County Health Department ESF#8b Platte Valley Medical Center/Tri- County Health Department ESF# 8c Platte Valley Medical Center/Tri- County Health Department ESF#8d Adams County Coroner/Platte Valley Medical Center/Tri- County Health Department</p> <p>Support Agencies: Brighton Agencies: Emergency Management, Police Department , Brighton Fire Rescue District, Streets and Fleet & Utilities, GIS County Agencies: Department of Human Services, Adams County OEM, Platte Valley Ambulance Services</p>

<ul style="list-style-type: none"> Resource identification and acquisition assistance to address access and functional needs 	<p>Other Agencies: Colorado Division of Homeland Security and Emergency Management, Colorado Department of Public Health & Environment, Center for Disease Control, Rocky Mountain Poison Control, and other local medical clinics/centers</p>
<p>ESF #9 - Urban Search and Rescue</p> <ul style="list-style-type: none"> Life-saving assistance Urban search and rescue 	<p>Primary Agency: Brighton Fire Rescue District</p> <p>Support Agencies: Brighton Agencies: Emergency Management, Police Department, Streets and Fleets, Utilities, Brighton CERT, GIS County Agencies: Adams County Sheriff’s Department, Adams County OEM, Rampart Search & Rescue</p>
<p>ESF #10 - Hazardous Materials</p> <ul style="list-style-type: none"> Oil and hazardous materials (chemical, biological, radiological, etc.) response Environmental monitoring, safety, short and long- term cleanup 	<p>Primary Agency: Brighton Fire Rescue District</p> <p>Support Agencies: Brighton Agencies: Emergency Management, Police Department, Streets and Fleet , Utilities, Parks & Recreation, Platte Valley Medical Center, Brighton CERT, GIS County Agencies: Adams County Sheriff’s Department, Tri-County Health, Adams/Jeffco Hazmat Authority</p> <p>Other Agencies: Colorado Division of Homeland Security and Emergency Management, Colorado Department of Public Health</p>
<p>ESF #11 – Animal Care</p> <ul style="list-style-type: none"> Animal disease Animal rescue and sheltering Nutrition assistance 	<p>Primary Agency: Brighton Police Department: Animal Control (Limited Resources)</p> <p>Support Agencies: Brighton Agencies: Emergency Management, Brighton Fire Rescue District, , Parks & Recreation, Brighton CERT , GIS County Agencies: Adams County Sheriff’s Department, Adams County Animal Shelter, Adams County OEM</p> <p>Other Agencies: Colorado Division of Homeland Security and Emergency Management, Colorado Division of</p>
<p>ESF #12 - Energy</p> <ul style="list-style-type: none"> Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination Energy forecast 	<p>Primary Agency: United Power & Utilities</p> <p>Support Agencies: Brighton Agencies:, Emergency Management, Brighton Fire Rescue District, Parks & Recreation, Brighton CERT, GIS County Agencies: Adams County OEM</p> <p>Other Agencies: Colorado Division of Homeland Security and Emergency Management, Xcel Energy, REA</p>

<p>ESF #13a – Law Enforcement Safety & Security ESF #13b – Evacuation and Traffic Management</p> <ul style="list-style-type: none"> • Facility and resource security • Security planning, technical and resource assistance • Public safety/security • Support to access, traffic, and crowd control 	<p>Primary Agency: Brighton Police Department</p> <p>Support Agencies: Brighton Agencies: Emergency Management, Brighton Fire Rescue District, Streets and Fleet, Utilities, Brighton CERT, D27J School District Security, GIS County Agencies: Adams County Sheriff’s Department. Adams County OEM</p> <p>Other Agencies: Colorado Division of Homeland Security and Emergency Management, Colorado Department of Transportation, Colorado State Patrol, Colorado Bureau of Investigation,</p>
<p>ESF #14a – Long Term Community Recovery – damage assessment ESF #14b – Long Term Community Recovery & Mitigation</p> <ul style="list-style-type: none"> • Social and economic community impact assessment • Assessment of unmet needs and identification of long-term support structures • Long-term community recovery assistance • Mitigation analysis and program implementation 	<p>Primary Agency: Brighton Office of Emergency Management</p> <p>Support Agencies: Brighton Agencies: Community Development, Brighton Housing Authority, City Council, Mayor’s Office, Brighton Fire Rescue District, Police Department, Streets and Fleet, Utilities, Parks & Recreation, Economic Development, Platte Valley Medical Center, Victim Advocates, 27J School District, GIS County Agencies: Adams County Human Services, Adams County Sheriff’s Department/OEM, Tri-County Health Department</p>
<p>ESF #15a – Public Information External Affairs ESF #15b – Public Information Internal Affairs</p> <ul style="list-style-type: none"> • Emergency public information and warning • protective action guidance • Media and community relations • Provision of accessible public messaging by utilizing various platforms to provide public information 	<p>Primary Agency (ies): City Manager’s Office, Brighton Police Department, Brighton Fire Rescue District (Public Information Officers)</p> <p>Support Agencies: Brighton Agencies: All City Departments, D27J School District, Platte Valley Medical Center, United Power, Tri-County Health Department, GIS County Agencies: Adams County OEM, District Attorney’s Office</p> <p>Other Agencies: Colorado Division of Homeland Security and Emergency Management</p>