

TEAM NORFOLK



EMERGENCY OPERATIONS

Emergency Operations & Resiliency Framework

Operational Annex

Repatriation

July 2025

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Team Norfolk EOP

Hazard-Specific Annex

Repatriation

Updated: July 2025

PURPOSE AND SCOPE

The National Emergency Repatriation Framework (NERF), published by ACF/OHSEPR within HHS in October 2024, offers authoritative guidance for the emergency repatriation of U.S. citizens and their dependents during crises arising abroad.

The objective of this Hazard-Specific Annex is to define a clear organizational structure and operational capability enabling the City of Norfolk to support repatriation missions, particularly involving Norfolk International Airport (ORF) or other city-designated facilities, when directed by federal (HHS/ACF/OHSEPR) or state (Virginia DSS/VDEM) authorities. This Annex:

1. Implements NERF doctrine by ensuring Norfolk's roles are coordinated and integrated within designated reception center operations
2. Meets statutory obligations under federal, state, and local emergency management codes, including those applicable to emergency services and public health mandates.
3. Promotes unity of effort among all city departments (e.g., Emergency Management, Public Health, DSS, Transportation, Airport Authority), plus state and federal partners, by clarifying roles, responsibilities, and activation protocols.

This annex applies whenever ORF, or any Norfolk facility, is activated as a Repatriation Reception Center (RRC) under a federal-state lead designation. It covers mission activation, reception, temporary sheltering, medical and case management support, onward travel assistance, communication, security, and demobilization procedures.

BACKGROUND

The U.S. Repatriation Program was established in 1935 under Section 1113 of the Social Security Act (Assistance for U.S. Citizens Returned from Foreign Countries) to provide temporary assistance to U.S. citizens and their dependents who are identified by the Department of State as having returned, or been brought from a foreign country, to the United States due to destitution, illness, war, threat of war, or similar crises, and who lack available resources. Upon arrival in the United States, services for repatriates are the responsibility of the Administration for Children and Families (ACF) Office of Refugee Resettlement (ORR).

Types of Evacuees

U.S. Citizens	Third-Country Nationals
U.S. Nationals	Refugees and Asylees
Dependents of U.S. Citizens	Lawful Permanent Residents (LPRs)
U.S. Tribal Members	

Programmatic Structure

The Program includes four primary activities. Two address individual repatriations, including those involving mentally ill repatriates (42 U.S.C. § 1313 and 24 U.S.C. §§ 321-329). The other two are contingency activities involving emergency repatriations of over 500 individuals or group repatriations of 50 to 500 individuals evacuated during a crisis (42 U.S.C. § 1313 and Executive Order 12656). While these activities require different preparations, resources, and execution, the Program's core policies and administrative procedures are consistent across all activities.

Services Provided

Temporary assistance includes cash payments, medical care (including counseling), temporary shelter, transportation, and other services essential for the health and welfare of individuals. This assistance is provided as a service loan and is generally available for up to 90 days.

Eligibility depends on the lack of alternative resources. Assessments are conducted periodically to determine available resources and services that the individual may access. Assistance is not retroactive and is effective upon the date of eligibility determination. Services are available within U.S. states, Puerto Rico, Guam, and the Virgin Islands. Extensions beyond 90 days may be granted if circumstances justify additional support, provided requests are submitted before the 90-day eligibility period ends. All assistance is administered under 45 C.F.R. 211 and 212.

During Emergency or Group Repatriations

In the event of a large-scale evacuation, ACF/ORR serves as the lead federal agency for coordinating and providing temporary services to non-combatant evacuees returned from abroad.

Emergency repatriation applies to evacuations involving more than 500 individuals, while group repatriation involves 50 to 500 individuals. Although ACF/ORR is responsible for national-level planning, coordination, and implementation, states and territories carry out operational responsibilities through established agreements, including reception, temporary care, and onward transportation of evacuees.

When needed, ACF/ORR collaborates with other federal agencies such as the Department of Defense, ASPR, DHS, and FEMA to provide temporary services. Reception and assistance at Emergency Reception Centers (ERCs) are designed to address immediate needs for up to 24 hours. Ongoing temporary assistance for eligible individuals can continue for up to 90 days in their destination state.

For federal policy regarding repatriations during pandemics, please visit the Department of State website at: <https://www.hsl.org/?view&did=481543>

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SITUATION

Non-emergency repatriation, involving the arrival of individual persons or families evacuated or repatriated from overseas by the Department of State, is a relatively common occurrence for Norfolk Human Services.

Emergency repatriation, involving the processing of a large number of repatriates, is rare.

Historical Occurrences

The Virginia State Repatriation Plan designates three ports of entry (POE) for repatriation operations, two of which are located in the Hampton Roads region: Dulles International Airport (by air) and Naval Station Norfolk (by air or vessel). These sites have a combined capacity of approximately 4,100 persons per day.

In the City of Norfolk, the primary local processing center for a large group of repatriates is the Norfolk Scope Exhibition Hall. For smaller groups, generally fewer than 50 individuals, processing may occur at a designated faith-based facility or city facility.

Secondary Processing Sites

- Booker T. Washington High School, 1111 Park Avenue, Norfolk, VA 23504
- DoubleTree by Hilton Norfolk Airport, 1500 N Military Highway, Norfolk, VA 23502
- Hampton Inn Norfolk Airport, 1511 USAA Drive, Norfolk, VA 23502

Health considerations

Physical Conditions: The Virginia Department of Social Services (VDSS) should provide a preliminary report on the physical condition of individuals prior to their arrival in Norfolk. If this information is unavailable, Norfolk Fire-Rescue and Norfolk Police Department personnel can conduct assessments upon arrival.

Mental Conditions: Norfolk Public Health and the Norfolk Community Services Board will conduct secondary evaluations of individuals to determine whether additional treatment is needed. If a medical or behavioral health condition requires immediate care, the Norfolk Police Department will escort a Norfolk Fire-Rescue ambulance transporting the individual to a local hospital.

RISK AND ASSUMPTIONS

This section outlines key planning assumptions and recognized risks that inform the development of this annex.

Planning Assumptions:

- Norfolk's involvement in repatriation operations will be directed by the Commonwealth of Virginia and coordinated in accordance with federal plans, policies, and authorities.
- Advance notice of repatriation missions will typically come from the U.S. Department of State through Health and Human Services/Administration for Children and Families (HHS/ACF), routed via the Virginia Emergency Operations Center (VEOC).
- The Commonwealth will designate ports of entry and repatriation reception centers, including potential activation at Norfolk International Airport and other locations within the city.
- The demographic composition of repatriates may include U.S. citizens, lawful permanent residents, dependents, and individuals with access and functional needs.
- Repatriation operations may involve both individuals and family groups with diverse medical, behavioral health, and logistical requirements.
- A significant proportion of repatriates may arrive without personal documentation, cash, or immediate housing or transport options.
- Temporary assistance will be needed for up to 90 days, with most individuals departing the reception center within 24 hours.

Identified Risks:

- Surge arrival volumes may exceed initial reception capacity, requiring rapid scale-up of city resources and facilities.
- Language barriers may affect communications with repatriates requiring translation or interpretation services.
- Health risks, including exposure to infectious disease, may be present among returning individuals.
- Delays in state or federal reimbursement could require the city to front costs for staffing, transportation, shelter, and logistics support.
- Transportation disruptions, local weather events, or concurrent emergencies could complicate city support for a repatriation mission.

CONCEPT OF OPERATIONS

The Concept of Operations describes how the City of Norfolk and its partners will coordinate with federal and state agencies to support repatriation operations. This includes outlining lines of authority, notification and alert procedures, interagency coordination, and the operational structure that guides activities from initial notification through reception, temporary care, and onward movement of repatriates. The framework ensures that city resources and capabilities are efficiently integrated into the broader federal and state-led repatriation effort and that Norfolk fulfills its role as a potential processing location for evacuees returning to the United States.

DIRECTION AND CONTROL

In accordance with Executive Order 12656 (53 CFR 47491), the U.S. Department of Health and Human Services (HHS) is the federal lead for national planning, reception, provision of temporary assistance, and onward travel for individuals evacuated from overseas. However, under the State Repatriation Agreement (which should be obtained and included in the appendix), states and local governments are expected to assist HHS's Administration for Children and Families (ACF) in carrying out the operational responsibilities for the reception, temporary care, and onward transportation of U.S. citizens, dependents, and others evacuated.

Within HHS, the Office of Human Services Emergency Preparedness and Response (OHSEPR) is responsible for managing and implementing Program activities. Virginia has designated one State Non-Emergency Coordinator and one State Emergency Coordinator to assist ACF with coordination and provision of temporary services at the local level during both peacetime and emergencies.

Norfolk Human Services is the lead local agency, supported by the following partners:

American Red Cross, Naval Station Norfolk, Navy Region Mid-Atlantic, Norfolk Emergency Management, Norfolk Fire-Rescue, Norfolk Police Department, Norfolk Sheriff's Office, Norfolk Parks and Recreation, Norfolk Public Works, Norfolk Finance Department, Norfolk Public Health, Norfolk Community Services Board, Hampton Roads Transit, Seven Venues, and Norfolk Communications.

ALERT AND INITIAL BRIEFING

When a situation develops that may require the evacuation of U.S. citizens to the United States, the U.S. Department of State will notify HHS/ACF. This may occur through a Standby Notice, followed by either a Cancellation of Notice or an Official Activation Notice.

HHS/ACF will notify affected states using the Federal Emergency Management Agency's communication system. In Virginia, this notice will go to the State Emergency Repatriation Coordinator, the Governor's Office, and the Virginia Emergency Operations Center (VEOC).

The VEOC will notify the Virginia Department of Social Services, Naval Station Norfolk, Navy Region Mid-Atlantic, Norfolk International Airport, and the local Emergency Manager. The Virginia Department of Social Services will then notify the Regional Director of Social Services, who will contact the relevant local Director. Notifications should include the following information:

- Port of entry
- Potential number of evacuees
- Method of evacuation
- Beginning date of arrivals
- Estimated duration of repatriation operations

Norfolk Emergency Management will notify the City Manager, Senior Executive Team, Naval Station Norfolk, Navy Region Mid-Atlantic, and alert the appropriate members of Team Norfolk through Norfolk Alert.

OPERATIONAL PERIODS AND SITUATION REPORTS

Operational periods will be structured as 12-hour periods, beginning 12 hours before the arrival of the first individuals. All reports will be compiled and shared through the Homeland Security Information Network (HSIN) incident record.

SITUATIONAL AWARENESS AND COORDINATION

Norfolk Emergency Management will coordinate Emergency Operations Center (EOC) briefings and communicate goals and objectives for each operational period.

During an event, states that do not receive an advisory notice should visit the ACF or ACF-designated website for regular updates. For information regarding travel warnings and alerts, states may visit the Department of State's website at:

<http://travel.state.gov/content/passports/english/alertswarnings.html>

EMERGENCY REPATRIATION CENTER (ERC)

Details regarding ERC operations are provided in the National Emergency Repatriation Framework (NERF), available at:

<https://www.acf.hhs.gov/media/20324>

RESOURCE REQUESTS

As stated in the Basic Plan, resource requests originating from the ERC should be directed to the Norfolk Emergency Operations Center. If the need cannot be met from within Team Norfolk, requests

may be submitted to EOC-Plans@norfolk.gov. If further support is required, the Norfolk EOC will escalate requests to the Virginia Emergency Operations Center (VEOC).

In accordance with the NERF, during an emergency, the state must immediately notify the designated National Emergency Repatriation Unified Coordination Group (NER UCG) official verbally and in writing if it reaches capacity or encounters contingencies that may hinder the local response.

Requests for federal support or resources must be submitted to the designated NER UCG official using the HHS State Request for Federal Support Form.

DEMobilization

In accordance with the NERF, the order for demobilization will be issued when one or more of the following conditions are met:

1. Sufficient information is obtained from the Department of State indicating that the emergency has ended.
2. The state requests closure of the ERC due to contingencies or upon reaching service capacity.
3. A federal decision is made by an authorized NER UCG official to close the ERC.

This notice will be issued by the NER UCG to the Governor's Office, the State Emergency Repatriation Coordinators (SERCs), and the Virginia Emergency Operations Center.

ELIGIBILITY & CASE MANAGEMENT PROCEDURES

Eligibility for services under the U.S. Repatriation Program is governed by federal law and administered by the U.S. Department of Health and Human Services (HHS) through the Administration for Children and Families (ACF) and Office of Refugee Resettlement (ORR), in coordination with state designees.

The Commonwealth of Virginia, through the Virginia Department of Social Services (VDSS), holds primary responsibility for determining eligibility and case management for repatriates. Local agencies provide operational support when requested but do not directly determine eligibility.

Eligibility Criteria:

Eligibility is limited to U.S. citizens and their dependents who:

- Have been identified by the U.S. Department of State as being evacuated or repatriated from a foreign country due to destitution, illness, war, threat of war, or similar crisis
- Are without available resources
- Have been referred for temporary assistance under the authority of 42 U.S.C. § 1313

Case Management Procedures:

- VDSS will coordinate case management for eligible individuals, including completion of required referral and assessment forms (e.g., RR-01, RR-05).
- Norfolk Human Services will support VDSS by providing staff, space, and logistical support at the designated repatriation reception center.
- Assistance is time-limited, typically for up to 90 days, but may be extended under federal guidelines if necessary.
- Case management may include coordination of housing, food, transportation, medical care, behavioral health services, and other forms of temporary assistance.

Additional Considerations:

- Norfolk agencies will maintain close coordination with VDSS representatives on-site to ensure that services provided align with federal and state eligibility determinations.
- Local agencies should defer to VDSS regarding final determinations of eligibility and financial assistance authorizations.

ROLES AND RESPONSIBILITIES

Federal: U.S. Department of State

1. Notify the U.S. Department of Health and Human Services Administration for Children and Families (HHS/ACF) when a situation develops that may require the evacuation of U.S. citizens to the United States.
2. When a repatriation event occurs, the Office of Human Services Emergency Preparedness and Response (OHSEPR) will perform customs clearance and immigration checks. Federal processing will be completed before individuals are released to the state repatriation processing center.

Federal: U.S. Department of Health and Human Services Administration for Children and Families (HHS/ACF)

1. Notify the Virginia Emergency Operations Center (VEOC) of the repatriation event.

Federal: U.S. Customs and Border Protection (CBP)

1. Process all evacuees at the port of entry to ensure lawful entry into the United States.

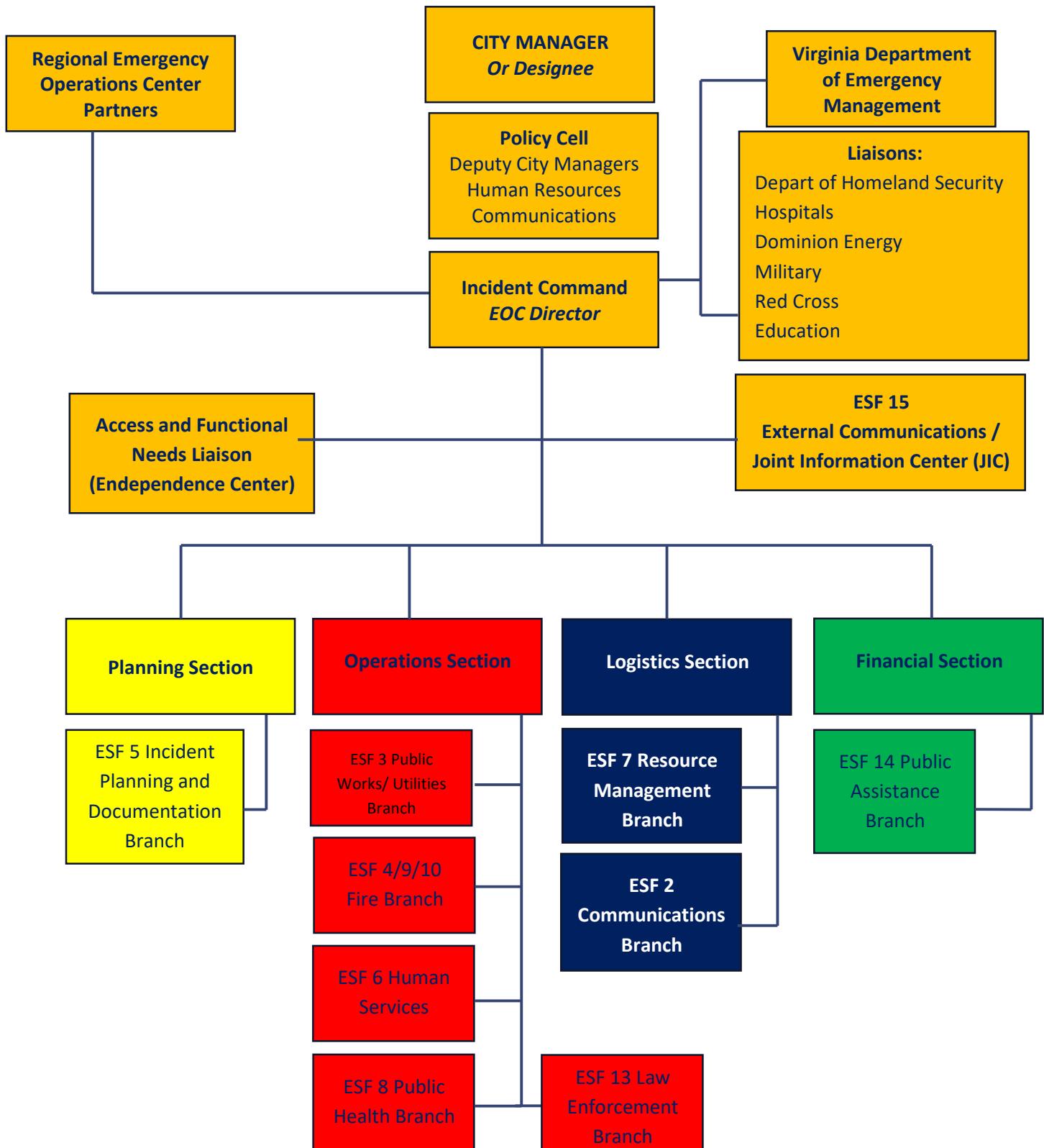
State: Virginia Department of Social Services (VDSS)

1. Coordinate overall repatriation operations in Virginia and monitor the status of incoming repatriates.
2. Work with the VEOC, local departments of social services, and partner agencies to ensure reception, temporary care, and onward movement of eligible individuals.

ORGANIZATION

With the formal adoption of the National Incident Management System (NIMS), the Incident Command System (ICS), and the Emergency Support Function (ESF) approach to disaster planning, the Norfolk

Emergency Operations Center (EOC) utilizes a hybrid ICS and ESF structure for all incidents. Additional partners and roles can be integrated into this structure as the situation dictates.



ALL EMERGENCY SUPPORT FUNCTIONS

Be sure to review your respective ESF Annex for partner agencies, contact information, and roles and responsibilities appropriate for all incidents, available resources, and other critical information!

For more information on Emergency Support Functions, [visit the FEMA site.](#)

EMERGENCY SUPPORT FUNCTION 1: TRANSPORTATION

Primary Agencies: Norfolk Public Works, Hampton Roads Transit (HRT), Norfolk Airport Authority

Support Agencies: Norfolk Police Department, Norfolk Emergency Management, Norfolk Fire-Rescue, Norfolk Fleet Management, Norfolk Human Services

KEY RESPONSIBILITIES

Norfolk Public Works

- Provide transportation infrastructure support, including traffic control devices, detour signage, and debris clearance as needed to support repatriation operations
- Assist in identifying and securing staging and parking areas for buses and other transport assets

Hampton Roads Transit

- Provide buses and drivers for the transportation of repatriates from ports of entry to processing and shelter locations
- Coordinate routing, schedules, and availability of vehicles during the operational period

Norfolk Airport Authority

- Coordinate transportation and logistics within Norfolk International Airport to support ground movement of repatriates
- Ensure appropriate staging areas for buses and ground transportation providers

Norfolk Police Department

- Provide traffic management and escort services for transportation convoys as necessary
- Ensure safe passage for vehicles moving between ports of entry, processing centers, and temporary shelters

Norfolk Emergency Management

- Coordinate transportation planning as part of overall EOC operations and situational awareness

- Support requests for mutual aid or additional transportation resources if local capacity is exceeded

Norfolk Fire-Rescue

- Provide medical transport support as needed for individuals requiring ambulance services
- Assist with triage and coordination of medical needs during transport operations

Norfolk Fleet Management

- Maintain and provide city-owned vehicles as needed for transportation support
- Ensure fueling, maintenance, and readiness of transportation resources used in repatriation operations

Norfolk Human Services

- Coordinate with transportation agencies to ensure repatriates requiring additional assistance or special transport accommodations are identified and served appropriately

Additional Considerations

- Ensure that transportation plans account for individuals with access and functional needs
- Maintain close coordination between transportation providers, law enforcement, and emergency management for safe, timely, and efficient movement of repatriates
- Include provisions for pet transport and family reunification during onward movement as appropriate

EMERGENCY SUPPORT FUNCTION 2: COMMUNICATIONS

Primary Agencies: Norfolk Emergency Management, Norfolk Communications, Norfolk Information Technology (IT)

Support Agencies: Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Sheriff's Office, Norfolk Public Works

KEY RESPONSIBILITIES

Norfolk Emergency Management

- Serve as the coordination point for all incident-related communications among city agencies and external partners
- Ensure situational updates are communicated to Team Norfolk, state and federal partners, and key stakeholders

Norfolk Communications

- Develop and disseminate public information regarding repatriation operations through official channels, including Norfolk Alert, press releases, and social media
- Coordinate joint information with state and federal agencies to ensure unified messaging

Norfolk Information Technology (IT)

- Provide technical support to ensure reliable communications systems in the Emergency Operations Center (EOC) and any remote processing sites
- Establish and maintain Wi-Fi, phone, and radio connectivity at Emergency Reception Centers (ERC) as needed

Norfolk Police Department

- Support interoperable communications for law enforcement operations during repatriation activities
- Maintain radio system interoperability with state and federal partners operating within Norfolk

Norfolk Fire-Rescue

- Maintain communications interoperability with EMS and health partners during patient transport and medical support operations

Norfolk Sheriff's Office

- Support secure communications related to custody or detention if required as part of repatriation activities

Norfolk Public Works

- Assist with the deployment and maintenance of mobile communications infrastructure such as temporary power or mobile command posts if required

Additional Considerations

- Ensure all communication plans account for interoperability between local, state, federal, and private partners
- Maintain redundancy in communication systems including landline, cellular, radio, and data networks
- Ensure accessibility of public information for individuals with limited English proficiency and those with access and functional needs

EMERGENCY SUPPORT FUNCTION 3: PUBLIC WORKS, UTILITIES & ENGINEERING

Primary Agencies: Norfolk Public Works

Support Agencies: Norfolk Emergency Management, Norfolk Fleet Management, Norfolk Information Technology (IT)

KEY RESPONSIBILITIES

Norfolk Public Works

- Provide support for site access, debris clearance, and maintenance at processing centers and reception sites
- Assist with inspections and readiness of city facilities designated as processing or shelter locations
- Provide utility support to ensure safe operations at designated repatriation sites

Norfolk Emergency Management

- Coordinate Public Works activities in support of overall operational objectives
- Prioritize engineering and infrastructure support requests through the Emergency Operations Center (EOC)

Norfolk Fleet Management

- Ensure availability and maintenance of heavy equipment and vehicles needed for infrastructure support or debris removal

Norfolk Information Technology (IT)

- Support restoration and maintenance of critical infrastructure related to information and communications technology at reception sites as needed

Additional Considerations

- Ensure that repatriation processing sites meet applicable building, health, and safety standards
- Maintain close coordination with utility providers to support operations
- Prepare for potential temporary repairs or facility modifications to accommodate increased use during repatriation activities

EMERGENCY SUPPORT FUNCTION 4: FIREFIGHTING

Primary Agency: Norfolk Fire-Rescue

Support Agencies: Norfolk Emergency Management, Norfolk Police Department

KEY RESPONSIBILITIES

Norfolk Fire-Rescue

- Provide fire suppression and protection services at processing centers, reception sites, and shelters supporting repatriation operations
- Assist with hazard assessments and fire code compliance inspections at designated facilities
- Provide emergency medical services as needed, including triage and ambulance transport for repatriates requiring immediate care

Norfolk Emergency Management

- Coordinate firefighting support within the overall EOC operational framework
- Ensure Norfolk Fire-Rescue is integrated into planning for repatriation site readiness and operational safety

Norfolk Police Department

- Support fire scene security if an incident occurs at a processing or shelter site

Additional Considerations

- Ensure clear access routes for fire apparatus at all designated processing and shelter sites
- Coordinate pre-planning and fire prevention measures for any temporary or ad hoc reception facilities
- Account for increased operational demand if processing centers are activated concurrently with other city emergencies

EMERGENCY SUPPORT FUNCTION 5: INFORMATION AND PLANNING

Primary Agency: Norfolk Emergency Management

Support Agencies: Norfolk Communications, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Human Services

KEY RESPONSIBILITIES

Norfolk Emergency Management

- Provide overall coordination, situational awareness, and support for repatriation operations through activation of the Norfolk Emergency Operations Center (EOC)
- Facilitate interagency coordination among local, state, and federal partners involved in repatriation activities
- Establish operational objectives and priorities for each operational period
- Ensure documentation of incident activities, cost tracking, and resource management
- Maintain liaison with the Virginia Emergency Operations Center (VEOC) and federal agencies as needed

Norfolk Communications

- Support dissemination of public information in coordination with emergency management and other agencies
- Provide information to the community regarding city actions and available resources during repatriation operations

Norfolk Police Department

- Provide security and situational reporting as needed to support overall incident management
- Norfolk Fire-Rescue
- Assist with safety assessments and provide operational updates from field units supporting repatriation sites

Norfolk Human Services

- Provide operational updates from shelter or processing sites and coordinate with emergency management on repatriation support needs

Additional Considerations

- Ensure EOC staffing and continuity of operations throughout the duration of the repatriation mission

- Maintain redundant communication systems and ensure interoperability with all partner agencies
- Ensure proper demobilization and after-action documentation upon conclusion of operations

EMERGENCY SUPPORT FUNCTION 6: MASS CARE, EMERGENCY ASSISTANCE, TEMPORARY HOUSING, AND HUMAN SERVICES

Primary Agency: Norfolk Human Services, American Red Cross

Support Agencies: Norfolk Emergency Management, Norfolk Public Health, Norfolk Parks and Recreation, Norfolk Police Department, Norfolk Community Services Board (CSB), Norfolk Fire-Rescue

KEY RESPONSIBILITIES

Norfolk Human Services

- Lead mass care operations to ensure the provision of shelter, feeding, and basic needs assistance for repatriates
- Coordinate intake, registration, and case management services for individuals requiring ongoing assistance
- Identify and address the needs of vulnerable populations, including unaccompanied minors, elderly evacuees, and those with access and functional needs

American Red Cross

- Provide shelter management and mass care services at designated shelters or reception sites
- Support feeding operations and distribution of comfort and hygiene kits to repatriates

Norfolk Emergency Management

- Coordinate overall mass care operations through the Emergency Operations Center
- Support resource requests to the Virginia Emergency Operations Center if local resources are insufficient

Norfolk Public Health

- Ensure health and sanitation standards are maintained in shelters and reception sites
- Provide immunizations and health screenings as needed for repatriates

Norfolk Parks and Recreation

- Support shelter operations at designated city facilities, including facility setup and maintenance

Norfolk Police Department

- Provide security at mass care facilities and assist with maintaining order and safety at shelter locations

Norfolk Community Services Board (CSB)

- Provide behavioral health support and crisis counseling services for repatriates requiring mental health intervention

Norfolk Fire-Rescue

- Support emergency medical care needs in shelters and reception sites as required

Additional Considerations

- Ensure shelter accessibility for individuals with disabilities and those with access and functional needs
- Coordinate family reunification services and address the needs of separated families
- Plan for the care of service animals and pets accompanying repatriates where applicable

EMERGENCY SUPPORT FUNCTION 7: LOGISTICS

Primary Agency: Norfolk Emergency Management, Norfolk Finance Department

Support Agencies: Norfolk Public Works, Norfolk Fleet Management, Norfolk Information Technology (IT), Norfolk Human Services, American Red Cross

KEY RESPONSIBILITIES

Norfolk Emergency Management

- Coordinate logistics planning and resource management for repatriation operations through the Emergency Operations Center (EOC)
- Identify, acquire, and allocate facilities, equipment, supplies, and personnel needed to support processing, sheltering, and onward movement of repatriates
- Track and document resource requests and deployment status

Norfolk Finance Department

- Oversee procurement activities and financial tracking associated with repatriation logistics
- Ensure compliance with local, state, and federal procurement and reimbursement requirements

Norfolk Public Works

- Assist with staging, transportation, and delivery of supplies, equipment, and materials required at processing and shelter sites

Norfolk Fleet Management

- Maintain readiness of vehicles and equipment to support logistical needs
- Provide fueling and maintenance support for city-owned and operated vehicles used during repatriation operations

Norfolk Information Technology (IT)

- Ensure logistical support for communications and information systems at reception and shelter facilities

Norfolk Human Services

- Support logistics for human services supplies, such as cots, blankets, hygiene kits, and related resources required at shelters and reception sites

American Red Cross

- Provide logistical support for mass care supplies, including food, water, and comfort items at shelters and reception areas

Additional Considerations

- Maintain inventory control and accountability of all resources deployed in support of repatriation operations
- Ensure timely replenishment of critical supplies as needed
- Plan for demobilization and recovery of city-owned resources upon conclusion of operations

EMERGENCY SUPPORT FUNCTION 8: PUBLIC HEALTH AND MEDICAL SERVICES

Primary Agency: Norfolk Public Health

Support Agencies: Norfolk Emergency Management, Norfolk Fire-Rescue, Norfolk Human Services, Norfolk Community Services Board (CSB), American Red Cross

KEY RESPONSIBILITIES

Norfolk Public Health

- Provide public health services at reception and shelter sites, including health screenings, disease surveillance, and immunizations as needed
- Ensure sanitary conditions and health standards at all processing and shelter locations
- Coordinate with healthcare facilities to support medical care requirements for repatriates
- Provide technical guidance on infection control, food safety, and potable water standards at sites

Norfolk Emergency Management

- Support coordination of public health resources and requests through the Emergency Operations Center
- Maintain situational awareness of public health needs and integrate into overall incident objectives

Norfolk Fire-Rescue

- Provide emergency medical services, including ambulance transport for repatriates requiring immediate care
- Support triage and stabilization of individuals at reception and shelter sites

Norfolk Human Services

- Assist with identifying repatriates requiring public health or medical services
- Support case management for repatriates with ongoing or chronic medical conditions

Norfolk Community Services Board (CSB)

- Provide behavioral health and crisis counseling services at reception and shelter locations
- Support individuals experiencing acute mental health needs

American Red Cross

- Support health-related mass care activities, including first aid at shelters
- Assist with providing comfort and care for individuals with minor medical needs

Additional Considerations

- Ensure availability of medical supplies, pharmaceuticals, and personal protective equipment at all repatriation sites
- Account for individuals with access and functional needs requiring specialized medical care or equipment
- Maintain coordination with regional healthcare providers and hospitals for medical surge capacity if needed

EMERGENCY SUPPORT FUNCTION 9: SEARCH AND RESCUE

Not applicable to repatriation operations.

Emergency Support Function 9 is not expected to play a direct role in most repatriation missions. Unless a search and rescue operation is required due to a concurrent local emergency or a life safety incident at a processing or shelter facility, ESF 9 will not be activated.

EMERGENCY SUPPORT FUNCTION 10: OIL AND HAZARDOUS MATERIAL RESPONSE

Not applicable to repatriation operations.

Emergency Support Function 10 is not expected to play a direct role in most repatriation missions. Unless a hazardous materials incident occurs concurrently or involves contamination at a processing, reception, or shelter site, ESF 10 will not be activated.

EMERGENCY SUPPORT FUNCTION 11: AGRICULTURE AND NATURAL RESOURCES ANNEX

Not applicable to repatriation operations.

Emergency Support Function 11 is not expected to play a direct role in most repatriation missions. Unless the incident involves contamination or disruption of agricultural assets, the food or water.

EMERGENCY SUPPORT FUNCTION 12: ENERGY

Primary Agency: Norfolk Public Utilities

Support Agencies: Norfolk Public Works, Norfolk Emergency Management, Dominion Energy (private utility partner)

KEY RESPONSIBILITIES

Norfolk Public Utilities

- Monitor and ensure the continuity of utility services (water, sewer, and related systems) at designated reception and shelter sites
- Coordinate with private utility providers for restoration of service if disruptions occur during repatriation operations

Norfolk Public Works

- Assist with restoration of critical infrastructure needed to maintain energy-related services at repatriation support sites

Norfolk Emergency Management

- Facilitate coordination between utility providers and repatriation support operations through the Emergency Operations Center
- Maintain situational awareness of potential or actual utility service disruptions affecting repatriation activities

Dominion Energy

- Provide information and support for the restoration of electrical service at repatriation-related facilities

Additional Considerations

- Ensure backup power availability at reception centers and shelters
- Coordinate fuel supply logistics for generators and critical vehicles supporting repatriation operations
- Monitor energy consumption and prioritize restoration efforts to support life-safety and essential services at all operational sites

EMERGENCY SUPPORT FUNCTION 13: PUBLIC SAFETY AND LAW ENFORCEMENT

Primary Agency: Norfolk Police Department

Support Agencies: Norfolk Sheriff's Office, Norfolk Emergency Management, Norfolk Fire-Rescue, Norfolk Public Works

KEY RESPONSIBILITIES

Norfolk Police Department

- Provide overall law enforcement services at reception centers, processing sites, and shelters supporting repatriation operations
- Maintain order and security at operational sites
- Provide traffic control and security escorts for transportation operations involving repatriates

Norfolk Sheriff's Office

- Provide supplemental security support as needed at repatriation-related facilities
- Assist with custody and detention responsibilities if required during operations

Norfolk Emergency Management

- Coordinate public safety and security efforts within the overall operational structure of the Emergency Operations Center
- Facilitate resource requests and mutual aid support if local law enforcement capacity is exceeded

Norfolk Fire-Rescue

- Assist law enforcement with scene security at emergency incidents involving repatriation operations as needed

Norfolk Public Works

- Provide barricades, traffic control equipment, and other logistical support for securing operational areas

Additional Considerations

- Ensure security plans account for crowd management, site access control, and the safety of repatriates and staff
- Coordinate with state and federal law enforcement partners for operational support if required
- Ensure provisions for secure handling and safeguarding of repatriates' personal property and documentation

EMERGENCY SUPPORT FUNCTION 14: CROSS-SECTOR BUSINESS AND INFRASTRUCTURE

Primary Agency: Norfolk Economic Development

Support Agencies: Norfolk Emergency Management, Norfolk Public Works, Norfolk Information Technology (IT), Private Sector Partners

KEY RESPONSIBILITIES

Norfolk Economic Development

- Serve as the primary liaison to the local business community to assess potential impacts of repatriation operations on critical business functions and infrastructure
- Communicate with key private sector partners regarding operational status and resource availability
- Support efforts to identify private facilities that could assist in sheltering, care, or logistical support during large-scale repatriation events

Norfolk Emergency Management

- Coordinate cross-sector infrastructure and business support needs through the Emergency Operations Center
- Facilitate integration of private sector representatives into planning and operations as needed

Norfolk Public Works

- Assist with assessments of infrastructure that may affect or support repatriation operations

Norfolk Information Technology (IT)

- Ensure coordination with private telecommunications and utility providers to maintain critical service continuity affecting repatriation sites and operations

Private Sector Partners

- Provide information on operational status, capacity, and potential resources that may be available to assist with repatriation support

Additional Considerations

- Maintain communication with critical infrastructure owners and operators to monitor impacts and coordinate recovery efforts if needed
- Encourage the inclusion of private sector representatives in planning and coordination meetings for repatriation support

- Ensure that cross-sector considerations include impacts on supply chains, communications, transportation, and utilities relevant to repatriation activities

Primary Agency: Norfolk Communications

Support Agencies: Norfolk Emergency Management, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Human Services, American Red Cross

KEY RESPONSIBILITIES

Norfolk Communications

- Lead the coordination and dissemination of public information related to repatriation operations
- Develop and distribute messaging through Norfolk Alert, social media platforms, press releases, and other channels
- Serve as the primary liaison to the media and coordinate press briefings as needed
- Ensure that public information is accurate, timely, and consistent with state and federal messaging

Norfolk Emergency Management

- Provide situational awareness to inform public messaging strategies
- Coordinate joint information efforts with federal, state, and local partners to ensure a unified message

Norfolk Police Department

- Assist with law enforcement-related public messaging, including information on traffic impacts or security measures

Norfolk Fire-Rescue

- Provide fire and emergency medical services-related public information as appropriate

Norfolk Human Services

- Provide information regarding shelter locations, services available to repatriates, and support for families

American Red Cross

- Support public messaging regarding mass care services, shelter locations, and available resources

Additional Considerations

- Ensure that public information accounts for individuals with limited English proficiency and those with access and functional needs
- Coordinate rumor control and ensure timely correction of inaccurate information
- Maintain close coordination with state and federal external affairs offices for consistent messaging during repatriation operations

TRAINING & EXERCISES

Training and exercises are essential to ensure readiness for repatriation operations and to maintain familiarity with the National Emergency Repatriation Framework (NERF), the Virginia State Repatriation Plan, and this annex.

Norfolk Emergency Management will:

- Incorporate repatriation scenarios into the city's regular emergency management training and exercise program.
- Coordinate with the Virginia Department of Social Services (VDSS), Norfolk Human Services, Norfolk International Airport, and other key partners to conduct periodic tabletop and functional exercises addressing repatriation missions.
- Ensure staff from primary and support agencies identified in this annex are familiar with their respective roles and responsibilities in support of repatriation operations.
- Include access and functional needs considerations, language services, and cultural competency as part of training and exercises.

Participation in statewide or federally sponsored repatriation exercises will be encouraged as opportunities arise to enhance interagency coordination and preparedness.

NOTIFICATION TEMPLATES / STANDARD OPERATING PROCEDURES (SOPs)

Effective notification and activation procedures are critical to ensuring a timely and coordinated repatriation response.

Notification Procedures:

Upon receipt of a Standby or Activation Notice from the Virginia Emergency Operations Center (VEOC), Norfolk Emergency Management will immediately notify:

- City Manager and Senior Executive Team
- Norfolk Human Services Director
- Norfolk International Airport Director (if ORF is designated as a port of entry)
- All agencies assigned responsibilities under this annex
- Partner agencies including Hampton Roads Transit, American Red Cross, and other support organizations

Norfolk Emergency Management will issue alerts through the Norfolk Alert system and coordinate additional notifications as necessary through the Emergency Operations Center (EOC).

Standard Operating Procedures:

Activation procedures will include:

- Verification of the designated Port of Entry
- Confirmation of reception and processing center readiness
- Notification of sheltering, feeding, and transportation resources
- Establishment of a communications protocol with the VEOC and state/federal partners

A checklist of critical actions and points of contact for activation will be maintained as a supporting document to this annex and regularly updated by Norfolk Emergency Management.

Contact rosters for primary and support agencies will be reviewed and updated at least annually and included in an appendix to this annex.

Additional Considerations:

Sample notification message templates and an activation checklist will be developed by Norfolk Emergency Management and included in a separate Notification and Activation SOP document to support rapid execution.

ADMINISTRATION AND FINANCE

The Administration and Finance section describes how the City of Norfolk will manage financial responsibilities related to repatriation operations. It outlines procedures for tracking costs, arranging reimbursements, and coordinating procurement and financial reporting. These activities ensure that all expenses incurred during support of a repatriation mission are accurately documented and recovered in accordance with applicable federal and state agreements and guidance.

Cost Tracking and Federal Reimbursement

Since the 1980s, the U.S. Repatriation Program has maintained agreements with all U.S. states and applicable territories to assist, on a reimbursement basis, with reception, onward movement, and provision of temporary assistance to evacuees and repatriates during both emergency and non-emergency activities. Reimbursement details are outlined in the state and federal plans.

The National Emergency Repatriation Framework (NERF) does not apply to presidential disaster declarations declared under the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

Norfolk Finance Department and Risk Management Responsibilities

The Norfolk Finance Department, in coordination with Risk Management, will:

- Designate a bank and contact person for funds transfers.
- Arrange for the receipt of funds from state and federal sources to be used for assistance payments to evacuees.
- In cooperation with the Director of Social Services, provide procurement services at the processing center as needed.

- Coordinate with the Director of Social Services to collect cost data from each participating department and submit this data to the federal government for reimbursement.

DATA MANAGEMENT / TRACKING & INFORMATION SYSTEMS

Effective data management and information tracking are essential to support situational awareness, operational coordination, and documentation of repatriation activities.

Norfolk Emergency Management will:

- Ensure that operational reporting, resource tracking, and cost documentation during repatriation operations are integrated into the city's Emergency Operations Center (EOC) information management processes.
- Utilize the Homeland Security Information Network (HSIN) or other designated information platforms for sharing situational reports, operational updates, and coordination among local, state, and federal partners.
- Maintain records of repatriate reception numbers, locations, service needs, and onward travel in coordination with the Virginia Department of Social Services (VDSS), who retains primary responsibility for case management and official recordkeeping.
- Protect personally identifiable information (PII) in accordance with applicable federal, state, and local privacy laws and ensure confidentiality of repatriate information.

Additional considerations:

- If additional tracking or reporting systems are established by HHS/ACF/ORR or VDSS during a repatriation event, Norfolk Emergency Management will ensure interoperability and compliance with those systems and reporting requirements.
- All participating agencies will submit documentation of services provided and costs incurred for inclusion in after-action reports and reimbursement requests.

SUPPORTING PLANS AND POLICIES

This annex is supported by and intended to be consistent with the following plans, frameworks, and policies:

- National Emergency Repatriation Framework (NERF), U.S. Department of Health and Human Services
- Commonwealth of Virginia State Repatriation Plan
- Norfolk Emergency Operations Plan (EOP)
- Norfolk Family Assistance Center Plan
- Norfolk Mass Care and Shelter Plan
- Norfolk Continuity of Operations Plan (COOP)

- Applicable local mutual aid agreements and memoranda of understanding
- Relevant state and federal laws, regulations, and executive orders governing repatriation assistance, including Section 1113 of the Social Security Act and 45 C.F.R. Parts 211 and 212

AUTHORITIES

The following authorities provide the legal and policy basis for repatriation operations and this annex:

- Section 1113 of the Social Security Act (42 U.S.C. § 1313) — Provides for assistance to U.S. citizens and dependents repatriated from foreign countries
- 45 C.F.R. Parts 211 and 212 — Regulations governing assistance for repatriated U.S. citizens and their dependents
- Executive Order 12656 — Assignment of emergency preparedness responsibilities
- National Emergency Repatriation Framework (NERF) — Federal guidance outlining roles, responsibilities, and procedures for emergency repatriation operations
- Commonwealth of Virginia State Repatriation Plan — Establishes the structure and procedures for repatriation operations within Virginia
- Code of Virginia, Title 44, Chapter 3.2, Emergency Services and Disaster Law — Provides authority for local emergency management responsibilities
- Norfolk City Code, Chapter 2, Article VIII, Division 3, Emergency Management — Establishes the city's emergency management organization and authorities

ACRONYMS

- ACF – Administration for Children and Families
- CBP – Customs and Border Protection
- COOP – Continuity of Operations Plan
- CSB – Community Services Board
- DHS – Department of Homeland Security
- DOS – Department of State
- EOC – Emergency Operations Center
- ERC – Emergency Repatriation Center
- ESF – Emergency Support Function
- HHS – Department of Health and Human Services
- HRT – Hampton Roads Transit
- HSIN – Homeland Security Information Network
- ICS – Incident Command System
- IT – Information Technology
- MOA – Memorandum of Agreement
- MOU – Memorandum of Understanding
- NERF – National Emergency Repatriation Framework

- NER UCG – National Emergency Repatriation Unified Coordination Group
- NIMS – National Incident Management System
- NPD – Norfolk Police Department
- NPH – Norfolk Public Health
- OHSEPR – Office of Human Services Emergency Preparedness and Response
- ORF – Norfolk International Airport (airport code)
- PII – Personally Identifiable Information
- SERC – State Emergency Repatriation Coordinator
- SOP – Standard Operating Procedure
- VDSS – Virginia Department of Social Services
- VEOC – Virginia Emergency Operations Center

APPENDICES

- Appendix A – Repatriation Battle Rhythm

APPENDIX A - REPATRIATION BATTLE RHYTHM

STATUS	ESF	ACTIONS
Normal Operations	ALL	Maintain global situation awareness
Normal Operations	ALL	Engage ACF RERL during SERP planning activities
Normal Operations	ALL	Maintain current and up-to-date contact information; enter into Norfolk Alert
Normal Operations	ALL	Identify, notify, and train/exercise personnel supporting a repatriation event
Normal Operations	ALL	Participate in ORR trainings when conducted or offered to Team Norfolk
Normal Operations	ALL	Develop appropriate and universal signage for repatriation reception sites
Normal Operations	5, 6	EOC and Human Services maintain relationships with NAVSTA and NAVMIDLANT
Normal Operations	ALL	Develop and maintain Memoranda of Understanding with NAVSTA, NAVMIDLANT, HRT, and other partners concerning resource commitments
Normal Operations	14	Economic Development maintains list of facilities available for use as processing centers and potential lodging
Normal Operations	5	Director of Emergency Management serves as primary contact with the Virginia Emergency Operations Center

Normal Operations	5	Review and update this annex annually and after exercises or real-world events
Normal Operations	5	Coordinate annually with VDSS to confirm Virginia's State Repatriation Plan and Norfolk's role
Normal Operations	15	Maintain contact list of interpreters and translation services
Normal Operations	6, 8	Ensure reception/shelter site accessibility compliance reviews are conducted
Normal Operations	1	Ensure readiness and maintenance of city-owned transportation assets
Normal Operations	5, ALL	Conduct periodic coordination meetings to maintain repatriation readiness
Normal Operations	5	Monitor changes in federal/state repatriation policies, regulations, or guidance
Preincident Phase	5	Receive and review official notification from Virginia Emergency Operations Center (VEOC) regarding potential repatriation operations
Preincident Phase	5	Notify City Manager, Senior Executive Team, and Team Norfolk stakeholders of potential activation
Preincident Phase	ALL	Confirm and update contact information for primary and support agencies
Preincident Phase	6	Verify availability and readiness of designated reception and shelter sites
Preincident Phase	1	Confirm transportation resources, routes, and staging areas for arrival operations
Preincident Phase	8	Coordinate with Norfolk Public Health to prepare public health screening teams and supplies

Preincident Phase	15	Develop and prepare initial public messaging templates for potential activation
Preincident Phase	13	Develop and prepare site security plan for potential reception center activation
Preincident Phase	12	Verify backup power and utility service readiness at designated facilities
Preincident Phase	7	Inventory logistics supplies (cots, blankets, hygiene kits, PPE) at staging locations
Preincident Phase	5	Schedule an initial coordination briefing among all responding agencies to review operational objectives
Preincident Phase	ALL	Establish regular reporting cadence and information-sharing protocols prior to first arrival
Response Phase	5	Activate the Emergency Operations Center (EOC) and establish unified coordination for repatriation operations
Response Phase	5	Maintain situational awareness and issue regular situation reports through Homeland Security Information Network (HSIN) or other designated system
Response Phase	6	Open and manage repatriation reception centers and shelters as needed
Response Phase	1	Provide transportation resources for onward movement of repatriates from port of entry to reception and shelter sites
Response Phase	8	Conduct health screenings, assessments, and provide medical care as necessary at reception sites
Response Phase	15	Disseminate accurate, timely public information regarding repatriation operations and available services
Response Phase	13	Maintain security at all repatriation support sites and along transportation routes

Response Phase	7	Manage logistics, including supplies, equipment, and resource allocation for operational support
Response Phase	12	Ensure continuity of power, water, and other utilities at operational sites
Response Phase	14	Coordinate with private sector partners as needed to secure additional facilities, supplies, or services
Response Phase	5	Facilitate coordination and communication with state and federal partners including VEOC and VDSS
Response Phase	5	Support family reunification efforts and address access and functional needs throughout all phases of operations
Recovery Phase	5	Coordinate demobilization of Emergency Operations Center (EOC) operations specific to repatriation
Recovery Phase	5	Notify Team Norfolk agencies of demobilization order and provide recovery objectives
Recovery Phase	6	Close shelters and reception centers and conduct final inspections for cleanup and repairs
Recovery Phase	7	Recover, inventory, and return city-issued equipment and supplies used during repatriation operations
Recovery Phase	8	Coordinate final medical follow-up or referrals for any remaining repatriates with outstanding needs
Recovery Phase	12	Coordinate restoration of normal utility services at any affected facilities
Recovery Phase	15	Issue final public information messages summarizing operation completion and thanking partners/stakeholders
Recovery Phase	5	Collect and consolidate documentation from all supporting agencies for cost tracking and reimbursement processing

Recovery Phase	5	Initiate the after-action review process and schedule debrief meetings with all participating agencies
Recovery Phase	ALL	Document lessons learned and incorporate improvements into future plan updates and training programs