

TEAM NORFOLK



Emergency Operations & Resiliency Framework

Operational Annex

Re-Entry and Access Authorization

July 2025

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PURPOSE

The City of Norfolk Re-Entry and Access Authorization Plan establishes the organizational and operational framework for the safe, timely, and orderly re-entry of individuals, businesses, and essential personnel following an incident that necessitates the restriction of access to parts of the city.

This plan ensures that re-entry operations:

- Prioritize life safety and the protection of critical infrastructure
- Support the rapid restoration of essential services
- Enable continuity of government and community lifelines
- Maintain security and control in affected areas

Re-entry will occur only when conditions are deemed safe, as determined by the City Manager or designee, based on recommendations from the Emergency Operations Center (EOC) leadership in coordination with public safety agencies and other key partners.

This plan is intended to guide all stakeholders, including public safety officials, essential government personnel, utility partners, and private sector entities, in supporting a phased, credentialed, and coordinated re-entry process that balances the needs of response and recovery operations with public and responder safety.

BACKGROUND

The City of Norfolk is exposed to a variety of hazards that may require the evacuation and subsequent controlled re-entry of residents, businesses, and essential personnel. These hazards include hurricanes, coastal flooding, severe weather, and man-made incidents.

Experience from past disasters, including regional impacts from hurricanes and lessons learned nationwide from catastrophic events such as Hurricane Katrina, have underscored the importance of a coordinated, phased, and credentialed re-entry process.

This plan aligns with guidance from the Federal Emergency Management Agency (FEMA) National Disaster Recovery Framework (NDRF) and the Virginia Department of Emergency Management (VDEM), ensuring consistency with national and state-level expectations and promoting interoperability with regional partners.

SCOPE AND APPLICABILITY

The provisions of this plan apply to the City of Norfolk and govern re-entry operations for all-hazards incidents that necessitate evacuation and controlled access back into the city or impacted areas.

This plan provides:

- Uniform guidance and procedures for managing phased, credentialed re-entry
- Clarification of roles and responsibilities of city departments, public safety agencies, external partners, and private sector organizations involved in re-entry operations

It is intended to ensure that:

- Only authorized individuals and organizations are granted access to evacuated or restricted areas
- Re-entry is conducted in a safe, orderly, and efficient manner to protect life, restore critical infrastructure and community lifelines, and support continuity of government and commerce
- Public safety and security are maintained throughout all phases of re-entry

This plan is applicable to all city agencies and departments, emergency response organizations, utilities, critical infrastructure owners/operators, private sector partners, and other stakeholders who support re-entry operations and recovery following a disaster or emergency that results in restricted access to all or parts of the city.

OBJECTIVES

The objectives of the City of Norfolk Re-Entry and Access Authorization Plan are to:

1. Ensure life safety by allowing re-entry only when it is safe and appropriate to do so, based on hazards present and damage assessments.
2. Provide a structured, phased approach to re-entry that prioritizes critical response personnel, essential service providers, and key infrastructure restoration crews before general public access is restored.
3. Establish clear roles and responsibilities for city agencies, public safety officials, utility partners, and private sector stakeholders involved in managing re-entry operations.
4. Facilitate the rapid restoration of critical infrastructure and community lifelines, including transportation, utilities, communications, healthcare, and public safety services.
5. Control access to impacted areas to prevent unauthorized entry, reduce potential threats, and safeguard property.
6. Coordinate with regional, state, and federal partners, including the Virginia Department of Emergency Management (VDEM) and adjacent jurisdictions, to ensure a consistent and interoperable re-entry process.

7. Support public information and communication efforts to ensure that residents, businesses, and essential personnel understand re-entry procedures, requirements, and timelines.

SITUATION

The decision to activate this plan will be based on several factors, including the nature of the hazard or threat, the potential for escalation, the number of people affected, and the condition of critical infrastructure.

The extent of re-entry operations and levels of access authorization will depend on the size and severity of the incident and the determination of the City Manager or designee, in consultation with Emergency Operations Center (EOC) leadership.

This plan is designed to support re-entry operations for:

- Localized evacuations
- Large-scale, city-wide evacuations
- Regional or multi-jurisdictional evacuations impacting Norfolk

ASSUMPTIONS

The following planning assumptions apply to this plan:

- The City of Norfolk will maintain primary control over all re-entry decisions and operations.
- Re-entry operations will follow a tiered, phased approach to prioritize safety and critical needs.
- Re-entry is a critical economic and social imperative, essential for restoring normal community operations.
- Damage assessments will guide re-entry priorities, with the most severely impacted areas assessed and prioritized first.
- Local re-entry checkpoints and emergency routes may be established where feasible, provided life safety issues are manageable.
- Due to the number of ingress/egress points, curfews and other enforcement mechanisms may be required to control access.
- Re-entry operations will generally commence during daylight hours to maximize operational safety.
- Traffic management will be essential to maintain order and flow as residents return to impacted areas.
- Individuals with disabilities and those with access and functional needs (AFN) may require transportation assistance or other accommodations.

- Public information related to access control and re-entry will be disseminated using all available communication channels, including coordination through the Norfolk Public Information Officer (PIO) and regional or state Joint Information Center (JIC), if activated.
- The PIO and JIC will ensure that messaging is accessible to persons with disabilities and AFN populations.
- The Unified Command/Incident Command (UC/IC) or the Norfolk EOC may request a Temporary Flight Restriction (TFR) through VDEM and the FAA to manage airspace over impacted areas if drone use by media or private operators poses a threat to safety and recovery operations.
- Public-private partnerships are critical to re-entry coordination, and private sector partners will be encouraged to align with this framework.
- A portion of the population will not evacuate, including vulnerable populations with medical or functional needs, necessitating continued response considerations during re-entry.
- The progression through re-entry phases will depend on the decision of the appropriate authority to rescind mandatory evacuation orders and other access restrictions.

CONCEPT OF OPERATIONS

The City of Norfolk will implement a structured, phased, and coordinated re-entry process following any incident that requires evacuation and access control. The approach outlined in this plan provides the operational framework to manage the orderly return of essential personnel, businesses, and the public, while maintaining safety, security, and support for ongoing response and recovery operations.

Re-entry operations will be guided by situational assessments, incident priorities, and direction from the City Manager or designee, in coordination with public safety officials and the Emergency Operations Center (EOC). The City will collaborate closely with neighboring jurisdictions, regional partners, and state agencies to ensure consistent and interoperable procedures that protect life, support community lifelines, and promote a swift recovery.

GENERAL

The primary focus of this plan is to ensure life safety, security, and protection of property for residents, businesses, and critical infrastructure in impacted areas.

Re-entry operations will allow for the safe, timely, and orderly return of residents, business owners, and essential personnel as soon as conditions permit. The timeline for re-entry will depend on the scope, severity, and nature of the incident, and the status of hazards within the affected areas.

The City Manager or designee will serve as the lead decision-making authority for implementing and enforcing re-entry operations in Norfolk, supported by recommendations from the Emergency Operations Center (EOC) leadership.

The City will coordinate re-entry operations with neighboring jurisdictions, regional partners, the Virginia Department of Emergency Management (VDEM), and other relevant state and federal agencies to ensure consistency and interoperability.

The Norfolk Department of Emergency Management is responsible for:

- Informing response personnel, including non-governmental organizations (NGOs) and elected officials, on the existence and requirements of this plan
- Coordinating education and outreach to ensure the public is aware of re-entry procedures and expectations

This plan seeks to achieve the following objectives:

- Facilitate the rapid and safe return of businesses and industries to begin restoration and recovery operations
- Support the orderly return of residents to restore community life and economic activity
- Ensure the community is educated on re-entry requirements in a manner accessible to all populations, including individuals with disabilities and access and functional needs (AFN)

ACCESS CONTROL PROCESS

The Commonwealth of Virginia has established the Crisis Event Response and Recovery Access (CERRA) program as the statewide standard for access control authorization following an incident requiring restricted access. CERRA is a web-based system used by localities to pre-register and credential organizations and individuals for authorized entry into affected areas.

In Norfolk:

- The Norfolk Department of Emergency Management (DEM) is responsible for reviewing and approving access levels for organizations and individuals registered within the city prior to an event.
- For isolated incidents, the Unified Command/Incident Command (UC/IC) will determine access needs, while for large-scale events or those with EOC activation, the EOC leadership will approve access levels for organizations and individuals during or after an event.

Key features of the CERRA program include:

- Pre-registration and credentialing of organizations and individuals prior to an event, with the ability to register new entities during or after an incident if needed
- Issuance of a digital vehicle placard and/or mobile credential for registrants
- Credentials that clearly identify:
 - The locality authorizing access
 - The approved re-entry phase

- Relevant event-specific information

The City may authorize organizations for access:

- On a per-event basis or
- For multiple events (e.g., “All Hurricane” or “All Events” designations)

CERRA credentials are valid for one year from issuance and must be maintained by registrants to ensure readiness for potential activation.

RE-ENTRY PHASES

The City of Norfolk will implement a phased re-entry process based on ongoing situational assessments and damage assessments conducted as soon as conditions safely allow. The phased approach ensures the safe, orderly, and prioritized return of individuals and organizations while supporting response and recovery operations.

Decisions regarding re-entry phases will be informed by considerations such as:

- Accessibility: Condition and passability of major roads based on assessments from Norfolk Department of Public Works and Virginia Department of Transportation (VDOT)
- Public health and medical conditions: Extent to which health and medical threats have been mitigated, informed by Norfolk Department of Health
- Public safety: Degree to which hazards to public safety have been controlled
- Ongoing response activities: Ensuring re-entry does not hinder active search and rescue or other life safety operations
- Critical infrastructure and utility restoration: Availability of essential services (e.g., electricity, water, sewer)
- Subsistence: Accessibility of food, water, and basic necessities

The City will define geographic areas subject to specific re-entry phases, and different areas may progress through phases at different times depending on damage and recovery status.

Phased Re-Entry Levels

Phase	Access Level	Description
Closed (Red)	Tier 1	Access restricted to authorized critical response and recovery personnel only
Restricted (Yellow)	Tier 2	Authorized critical groups/personnel, essential government support function personnel, and designated private sector organizations

Limited (Green)	Tier 3	All authorized personnel except where specific areas remain restricted due to ongoing hazards or inaccessibility
No Restriction (Blue)	Tier 4	All restrictions are lifted; full public re-entry allowed into the affected area

As conditions improve, the **City Manager or designee, informed by EOC leadership and public safety officials, will determine when to transition affected areas to less restrictive phases of re-entry.**

RE-ENTRY PRIORITIES

Re-entry operations will prioritize access based on the essential nature of activities required to protect life, stabilize the incident, restore critical infrastructure, and resume community lifelines.

The City will follow a four-tier system aligned with the phased approach to re-entry:

- **Tier 1: Closed (Red) Phase:** Access is restricted to agencies, groups, and individuals with direct, time-sensitive responsibilities for protecting life, mitigating hazards, securing the area, and initiating critical response and recovery operations (e.g., police, fire, EMS, search and rescue, utility emergency repair crews).
- **Tier 2: Restricted (Yellow) Phase:** Additional critical groups essential to community stabilization may be granted access, including government support personnel, utility and infrastructure restoration crews, healthcare providers, and designated private sector partners (e.g., fuel suppliers, critical supply chain operators).
- **Tier 3: Limited (Green) Phase:** Organizations and individuals supporting recovery activities may enter, including contractors, business owners, and other essential service providers. Some areas may remain restricted due to ongoing hazards or recovery operations.
- **Tier 4: No Restriction (Blue) Phase:** All remaining groups and individuals are permitted unrestricted access as general re-entry is authorized. This marks the full reopening of the affected area to the public.

Closed (Red) Phase — Authorized Personnel

Authorized personnel during the Closed (Red) Phase include, but are not limited to:

- Search and Rescue (SAR) teams, including urban and wilderness SAR personnel
- Public Safety Personnel (law enforcement, fire, emergency management)
- Personnel conducting lifesaving operations, including emergency medical services (EMS) providers
- Critical Infrastructure Lifeline Sector personnel, limited to those performing immediate restoration and protection of essential services, such as:

- Energy sector crews (e.g., electric utility emergency response teams)
- Water and wastewater utility personnel
- Communications infrastructure technicians
- Emergency services support personnel
- Healthcare and public health emergency response personnel
- Transportation infrastructure emergency repair crews
- Government Damage Assessment Teams conducting initial damage and safety assessments
- Government-sponsored Debris Removal Teams, where immediate debris clearance is essential for life safety or response operations
- Other personnel as determined necessary by the Unified Command/Incident Command (UC/IC) or EOC leadership

Restricted (Yellow) Phase — Authorized Personnel

Authorized personnel during the Restricted (Yellow) Phase include, but are not limited to:

- Affiliated volunteer organizations, including non-governmental organizations (NGOs) and faith-based organizations, providing critical supplies and services for people in impacted areas
- Military personnel with a Letter of Access from the Installation Commander
- Private and public sector organizations with a justifiable need to access impacted areas, including:
 - Organizations qualified under one of the 16 Critical Infrastructure Sectors as defined by the Department of Homeland Security (DHS) and Presidential Policy Directive 21 (PPD-21)
 - Entities essential to preserving or restoring critical business functions and community lifelines
 - Large employers or businesses critical to supporting economic stabilization and recovery
- Media representatives, provided their presence does not interfere with response or recovery operations and they present appropriate identification and credentials

Limited (Green) Phase — Authorized Personnel

Authorized personnel during the Limited (Green) Phase include, but are not limited to:

- Insurance providers serving impacted policyholders, supporting claims and assessments
- Immediate homeowners and renters returning to their properties where conditions permit
- Building contractors and repair service providers, provided they have verifiable work orders or contracts for properties within the affected area
- Private sector businesses and organizations supporting recovery operations and the resumption of commerce
- Government personnel restoring normal government functions and services

- Affiliated volunteer organizations, including NGOs and faith-based organizations, supporting intermediate economic recovery, debris removal, and community recovery operations

No Restriction (Blue) Phase — Authorized Personnel

During the No Restriction (Blue) Phase, all residents, private sector organizations, and public sector entities are permitted unrestricted access to the affected area.

At this point, all re-entry restrictions are lifted, though caution may still be advised depending on remaining hazards or localized issues.

NOTIFICATION AND ACTIVATION

The City Manager or designee is responsible for formally activating this plan, based on recommendations from Emergency Operations Center (EOC) leadership and a situational assessment of conditions in the impacted area.

To ensure the safety of residents and the business community, re-entry preparations will commence immediately following activation. These preparations include:

- Securing a perimeter around the impacted area
- Allowing Tier 1 (Closed/Red Phase) authorized personnel to enter first to restore essential services, mitigate hazards, and stabilize critical infrastructure

The Norfolk Department of Emergency Management (DEM) is responsible for initiating and conducting notifications following activation of this plan. DEM will:

- Notify all Lead and Supporting Agencies identified in this plan and in the City's Emergency Operations Plan (EOP)
- Notify neighboring jurisdictions and the Virginia Department of Emergency Management (VDEM) Region 5 Regional Coordination Center (RCC) during a Regional Coordination Call
- Ensure appropriate coordination and information sharing to promote consistency in re-entry across jurisdictional boundaries

The City Manager or designee will notify elected officials regarding the re-entry status and coordinate messaging through the Public Information Officer (PIO) and Joint Information Center (JIC), if activated.

ACCESS CONTROL MANAGEMENT

Access control is essential to maintaining safety, security, and operational efficiency during re-entry operations. The City of Norfolk will use a tiered credentialing approach to determine access eligibility and requirements for identification.

Authorization And Identification Requirements

In general, authorization and identification for re-entry will follow a two-pronged approach:

1. Emergency Responders, Government Officials, and Critical Infrastructure Lifeline Sector personnel (e.g., energy, water, communications) who possess official identification and whose roles are recognized as essential will be authorized without the need for additional access passes.
2. Non-lifeline critical infrastructure personnel, affiliated volunteers, military personnel, authorized media, private business owners, and residents will be required to obtain pre-authorized access credentials through the Crisis Event Response and Recovery Access (CERRA) program.

Acceptable Identification Documents by Category:

Agency / Organization	Identification Document(s)
Emergency Responders	Official government-issued credential/ID
Government Officials	Official government-issued credential/ID
Lifeline Critical Infrastructure	Company identification badge
Non-lifeline Critical Infrastructure	CERRA-issued documentation + government-issued photo ID
Military	Letter of Access from Installation Commander or designee + military ID
Local Business Owners	CERRA-issued documentation + government-issued photo ID
Residents	Government-issued photo ID + proof of residence
Media	Media credential
Affiliated Volunteers	CERRA-issued documentation + government-issued photo ID
Building Contractors / Repair Services	Government-issued photo ID + work order with address in authorized area

Authorization and identification considerations:

- The Norfolk Department of Emergency Management (DEM) will coordinate with all agencies and organizations to ensure volunteer staff or contractors possess either official government credentials or CERRA-issued credentials prior to re-entry.
- Approved organizations are responsible for registering their personnel through CERRA who require access during restricted phases.

- Military personnel must present a Letter of Access from the Installation Commander or designated representative, in either hard copy or electronic form, in addition to military identification.
- Media representatives may require an official government escort for entry into restricted areas, at the discretion of Unified Command/Incident Command (UC/IC) or EOC leadership.

Proof of residence for residents must show the individual's name and a City of Norfolk street address. Post office boxes or business addresses are not acceptable. Acceptable documents include:

- Recent payroll check stub (within 2 months)
- W-2 or 1099 tax form (not older than 18 months)
- Income tax return (previous year)
- Monthly bank statement (within 2 months)
- Utility bill (within 2 months)
- Receipt for personal property or real estate taxes (within the last year)
- Deed, mortgage, mortgage statement, or residential lease/rental agreement

Special conditions:

- Insurance providers must provide documentation listing the names and addresses of impacted policyholders within the authorized area. Only those providers with existing customers in the area will be authorized entry.
- Building contractors and repair service providers must present work orders with a destination address within the authorized area to qualify for entry.

RE-ENTRY PROCESS – RESOURCE REQUIREMENTS

The City of Norfolk will coordinate closely with surrounding jurisdictions and law enforcement agencies to manage re-entry traffic flows and ensure that traffic control resources are effectively deployed to maintain order and safety during re-entry operations.

The Norfolk Department of Public Works will provide necessary equipment and logistical support to establish and maintain checkpoints and secure perimeter areas.

Responsibility for monitoring resource levels and requesting additional resources will reside with:

- The Unified Command/Incident Command (UC/IC) for isolated incidents, or
- The Norfolk Emergency Operations Center (EOC) leadership for larger-scale events

Requests for additional resources will follow established procedures in the City's Emergency Operations Plan (EOP) and will be submitted through the Virginia Department of Emergency Management (VDEM) Region 5 Regional Coordination Center (RCC) as needed.

The number and locations of checkpoints will be determined by the UC/IC or EOC leadership, based on:

- The size of the impacted area
- Expected vehicle and pedestrian traffic volumes
- Safety and security considerations

Recommended equipment to support checkpoint operations includes:

- Barricades and traffic cones
- Free-standing portable lighting
- Portable restrooms for checkpoint personnel
- Variable message boards for traffic management and public information

Staffing and equipment resources may need to expand dynamically as checkpoint numbers and traffic volumes increase during re-entry phases.

CHECKPOINTS AND ROUTES

The Unified Command/Incident Command (UC/IC) for isolated incidents, or the Norfolk Emergency Operations Center (EOC) leadership for larger-scale events, may establish checkpoint perimeters to restrict access and ensure individuals do not return to impacted areas until it is safe to do so.

The Norfolk Police Department (Norfolk PD) will assist with the implementation of checkpoints, coordinated by the Norfolk Department of Emergency Management (DEM).

Access control checkpoints may include:

Waterway re-entry:

- Norfolk PD, supported by Norfolk Fire-Rescue, will coordinate waterway checkpoints. The U.S. Coast Guard, as the authority over navigable waterways, will manage maritime traffic restrictions in coordination with VDEM. The Virginia Port Authority may support channel closures as needed.

Outer perimeter checkpoints:

- Established outside of the immediate emergency zone by Norfolk PD and Norfolk emergency personnel, outer perimeters are intended to:
 - Restrict unapproved resources or personnel
 - Provide a buffer zone around the impacted area

Inner perimeter checkpoints:

- Established at or near the boundary of the most severely impacted zone, inner perimeters are intended to:
 - Control access into and out of immediate impacted areas
 - Provide security for response personnel, residents, and property within the perimeter

Resource considerations:

Establishing both outer and inner perimeters may not always be feasible due to staffing constraints, particularly in the immediate aftermath of an incident. When necessary, the City will combine the functions of both perimeters to maintain access control with available resources.

General criteria for checkpoint locations:

- Locations where traffic management is a priority and risk to personnel is relatively low
- Locations that enable easy visual inspection of vehicles and verification of re-entry credentials
- Locations where roadway conditions allow for clear traffic flow and unobstructed access for response and recovery vehicles
- Locations near designated staging areas, if applicable

Alternate traffic control measures:

As needed, the City may implement road closures to restrict access to certain streets or areas.

- Road closures will be determined by UC/IC or EOC leadership
- Norfolk Public Works will provide resources and equipment to implement closures
- Requests to close interstate entrance and exit ramps will be coordinated with VDEM Region 5 RCC

CURFEWS

Curfews may be implemented as a public safety measure or as a means of controlling access to impacted areas, depending on the severity of the disaster and the extent of damage sustained.

Curfews should provide clear exemptions for essential personnel, including:

- Public safety personnel
- Utility restoration crews
- Healthcare workers
- Local government employees supporting response and recovery
- Relief workers and other personnel deemed critical to restoration efforts

Curfews will be enforced by the Norfolk Police Department (Norfolk PD) as directed by the City Manager or designee.

The Norfolk Emergency Operations Center (EOC) will:

- Communicate curfew status to other localities within the region and to the Virginia Department of Emergency Management (VDEM)
- Coordinate curfew information and decisions during the City/County Administrative Officers (CAO) call, led by the City Manager

SPOT CHECKS

In situations where fixed checkpoints are impractical or in addition to them, spot checks may be used to enforce restricted access and maintain public safety.

Spot checks may be conducted when:

- There is a heightened risk of crime due to unoccupied or damaged structures
- There is potential unauthorized entry into hazardous areas posing risks to public safety

Spot checks will be initiated and conducted by Norfolk PD, coordinated through:

- The Unified Command/Incident Command (UC/IC) for isolated incidents, or
- The Norfolk EOC leadership for larger or complex incidents

Law enforcement officers conducting spot checks will verify that individuals in restricted areas have valid re-entry credentials consistent with the current authorized re-entry phase.

ACCESS FOR INDIVIDUALS WITH DISABILITIES AND ACCESS AND FUNCTIONAL NEEDS (AFN)

The City of Norfolk is committed to ensuring that re-entry operations are accessible, equitable, and inclusive for individuals with disabilities and those with access and functional needs (AFN).

The Norfolk Department of Emergency Management (DEM), in coordination with relevant agencies and organizations, will:

- Identify individuals and households requiring assistance to re-enter impacted areas
- Ensure re-entry procedures and checkpoints provide reasonable accommodations for individuals with disabilities and AFN populations
- Include clear and accessible public messaging about re-entry procedures, available resources, and support services tailored to AFN individuals

- Coordinate transportation assistance as needed for individuals who may not have access to private vehicles or who require specialized transportation to return home safely

These efforts align with the principles of FEMA’s Whole Community approach, the Americans with Disabilities Act (ADA), and other applicable laws and best practices ensuring all residents are considered during re-entry.

DIRECTION, CONTROL, AND COORDINATION

The implementation of an access control and re-entry program is a complex effort requiring close coordination, cooperation, and integration of local government agencies, private sector partners, military installations, non-governmental organizations (NGOs), and volunteer groups.

ON-SCENE CONTROL

The Norfolk Police Department (Norfolk PD) will be primarily responsible for establishing and staffing re-entry checkpoints.

- The on-scene law enforcement officer at each checkpoint is responsible for making final determinations to grant entry based on the criteria outlined in this plan.
- The Virginia State Police (VSP) may operate interstate entrance/exit checkpoints as needed and may provide additional staff to support Norfolk PD operations upon request through the VDEM Region 5 Regional Coordination Center (RCC).
- Law enforcement officers staffing checkpoints will maintain regular communication with the Unified Command/Incident Command (UC/IC) or Norfolk Emergency Operations Center (EOC) through established channels identified in the Emergency Operations Plan (EOP).
- Checkpoint status updates, re-entry phase changes, and restricted area information will be provided at each shift change briefing for checkpoint personnel.

JURISDICTIONAL COORDINATION

- In isolated incidents where the Norfolk EOC is not activated, the UC/IC will serve as the centralized direction and control point for all re-entry operations and will retain decision-making authority for that incident.
- When the Norfolk EOC is activated, it serves as the centralized direction and control point for all re-entry operations within the city.

The City Manager or designee, as the Director of Public Safety, provides overall policy direction for re-entry operations, supported by coordination through the Norfolk EOC.

- EOC representatives will maintain continuous contact with their respective departments for operational coordination during re-entry.
- Military base representatives within the jurisdiction will maintain communication with the Norfolk EOC and will provide copies of re-entry passes used by their personnel.

- In accordance with the EOP, the Norfolk EOC will coordinate all re-entry operations consistent with the National Incident Management System (NIMS) and Incident Command System (ICS) principles.

The City Manager will provide updates to elected officials regarding re-entry status and any significant changes, based on situational information from the Norfolk EOC.

INTERJURISDICTIONAL COORDINATION

The Norfolk EOC will coordinate re-entry operations with neighboring jurisdictions to ensure consistency and to minimize disruptions related to return traffic and access control.

- Upon activation of this plan, the Norfolk EOC will notify all potentially affected jurisdictions of re-entry operations.
- Re-entry operations and status updates will be discussed during regional operational conference calls.
- The Norfolk EOC will monitor re-entry progress and share information on a regular schedule to promote effective coordination across jurisdictions.
- Situation Reports (SitReps) submitted through EOC-Plans@norfolk.gov will include re-entry criteria and status updates.
- The Norfolk EOC will receive situational information products, including updates via EOC-Plans@norfolk.gov and the Homeland Security Information Network (HSIN), from VDEM regarding re-entry status across the region.
- The Norfolk EOC will maintain direct communication with other local Emergency Operations Centers (EOCs) to coordinate operations and resolve any issues that arise.

COMMUNICATIONS

Effective communication is essential to the safe, orderly, and coordinated execution of re-entry operations. The City of Norfolk will ensure that all operational and public information communications are clear, consistent, accessible, and timely supporting both internal coordination among response partners and external communication with residents, businesses, and the general public.

This section outlines how the City will:

- Maintain interoperable communications to support field operations
- Ensure redundancy and continuity of communications in degraded environments
- Provide accurate and accessible public messaging regarding re-entry status and requirements, including messaging tailored to individuals with disabilities, access and functional needs (AFN), and those with limited English proficiency.

OPERATIONAL COMMUNICATIONS

The City of Norfolk will use standard communication systems and protocols to coordinate re-entry operations as defined in the City of Norfolk Emergency Operations Plan (EOP).

Key principles include:

- Communication methods will enable reliable coordination between checkpoint locations and Norfolk Police Department (Norfolk PD) command staff.
- If normal communications are disrupted, Norfolk PD will coordinate with the Unified Command/Incident Command (UC/IC) for isolated incidents, or the Norfolk Emergency Operations Center (EOC) for larger events, to implement redundant communication solutions for checkpoint personnel.
- Radio communications are interoperable within the City and with neighboring jurisdictions throughout the Hampton Roads region.
- Norfolk PD, in coordination with UC/IC or the Norfolk EOC, will establish lines of communication with the Virginia State Police (VSP), utilizing existing systems or VSP dispatch channels as appropriate.
- For small or isolated incidents, the City should consider requesting the use of the Hampton Roads radio cache to support interoperable communications with supporting law enforcement agencies.

PUBLIC INFORMATION STRATEGY

Clear, accessible, and timely communication to the public regarding re-entry status and procedures is crucial for ensuring a coordinated and orderly return, and should begin with pre-incident public education on the plan itself.

The following platforms and methods will be used to inform the public—including individuals with disabilities, access and functional needs (AFN), and those with limited English proficiency—about when it is safe and authorized to return:

- Social media platforms
- News outlets
- Crowd-sourcing platforms
- Radio broadcasts
- Variable message boards
- City email newsletters
- City alerting systems (e.g., Norfolk Alerts)

The Norfolk Public Information Officer (PIO), operating through the Norfolk Joint Information Center (JIC), will coordinate all public messaging regarding re-entry operations and access authorization requirements.

The Norfolk PIO will ensure that all messaging:

- Accounts for the needs of individuals with disabilities and AFN populations
- Is accessible to non-English and limited English-speaking populations

Additional accessibility measures include:

- Coordination with the Norfolk Chamber of Commerce for Spanish-language broadcast radio messaging
- Inclusion of interpreters and closed captioning during live updates by City officials or staff
- Coordination with the Norfolk EOC for language resources, such as American Sign Language (ASL) interpreters, and requesting assistance from VDEM Region 5 RCC if local resources are insufficient

The Norfolk PIO will also coordinate messaging with neighboring jurisdictions to ensure consistency. If a regional or state JIC is established, Norfolk will provide a PIO to participate and coordinate messaging.

As the City's highest elected official, the Mayor holds overall responsibility for maintaining the public's confidence. As needed, the Mayor will provide re-entry and access authorization information to Norfolk residents in coordination with the City Manager and Norfolk PIO.

PLAN DEVELOPMENT AND MAINTENANCE

The Norfolk Department of Emergency Management (DEM) holds primary responsibility for the development, maintenance, and continuous improvement of this plan.

Development of this plan was a collaborative effort involving stakeholders from across City departments, external agencies, neighboring jurisdictions, and representatives from all sectors of the community. This inclusive approach ensures that re-entry planning reflects diverse operational needs and community priorities.

PLAN MAINTENANCE

The Norfolk DEM will review this plan on an annual basis to determine if updates are required based on:

- New planning requirements or guidance
- Identified capability gaps or vulnerabilities
- Lessons learned from exercises or real-world operations

Revisions will be made as necessary to ensure the plan remains current, actionable, and aligned with local, regional, state, and federal standards and best practices.

TRAINING AND EXERCISE

The Norfolk DEM maintains a robust Training and Exercise (T&E) program to support preparedness across the City. Training and exercises are essential for validating the effectiveness of re-entry and

access authorization processes, improving operational readiness, and ensuring personnel understand their roles and responsibilities.

Key elements include:

- **Training:** Ensures that City personnel and partner organizations are familiar with their roles and responsibilities in support of re-entry and access control operations.
- **Exercises:** Provide an opportunity to assess, validate, and identify areas for improvement in all components of the City of Norfolk Re-Entry and Access Authorization Plan.

The Norfolk DEM will integrate re-entry and access authorization elements into the City’s regular T&E activities, including scenario-based exercises that address key operational tasks such as:

- Establishing perimeter control and checkpoints
- Identifying and deploying resources to support re-entry operations
- Supporting situational awareness and decision-making for re-entry implementation
- Identifying organizations requiring re-entry authorization
- Conducting checkpoint operations and verifying credentials

After each exercise, the Norfolk DEM will develop an After-Action Report (AAR) to document successful practices, identify weaknesses in plans and procedures, and recommend plan revisions as appropriate.

Additionally, during actual re-entry operations, the Norfolk DEM is responsible for providing just-in-time training for agencies and organizations supporting re-entry activities. Just-in-time training will emphasize:

- Definitions of re-entry phases
- Access authorization levels
- Credentialing and identification requirements

ROLES AND RESPONSIBILITIES

This section identifies the lead and supporting agencies responsible for executing re-entry and access authorization operations. Additional roles and coordination structures are described in the City of Norfolk Emergency Operations Plan (EOP).

LEAD CITY AGENCIES:	RESPONSIBILITY(IES):
Norfolk Police Department (Norfolk PD)	Lead and coordinate traffic control and re-entry operations in coordination with jurisdictional partners and neighboring jurisdictions; provide damage information from windshield assessments; staff and operate checkpoints; enforce curfews as authorized; conduct spot checks as needed to maintain security and access control;

	assist with securing perimeters during all phases of re-entry.
SUPPORTING LOCAL AGENCIES:	RESPONSIBILITY(IES):
Norfolk Department of Emergency Management (DEM)	Maintain and implement the City of Norfolk Re-Entry and Access Authorization Plan; educate local response personnel, NGOs, and elected officials on the plan; maintain an updated list of critical infrastructure owners/operators and registered businesses with points of contact; coordinate damage assessments prior to authorizing re-entry; coordinate with businesses for CERRA registration before an event; verify access authorization levels for CERRA registrants; facilitate overall coordination of re-entry operations through the Norfolk EOC.
Supporting Local Law Enforcement Agencies	Provide personnel to staff checkpoints; maintain security of the disaster area; assist Norfolk PD with enforcement of access control and curfews; provide staff to the EOC to support coordination.
Norfolk Public Works	Provide staff to the EOC for coordination; provide street signage to support safe traffic flow during re-entry; conduct debris clearance operations to reopen critical routes; coordinate with debris removal contractors as needed.
Norfolk Department of Neighborhood Services – Building Safety Bureau	Provide EOC staff for coordination; provide personnel to assist with structural damage assessments.
Norfolk Department of Public Health	Provide health threat status information for impacted areas; provide staff to the EOC for coordination and situational awareness; advise on conditions that may impact safe re-entry.
Public Information Office (PIO)	Coordinate public messaging on re-entry status and requirements; ensure messaging is accessible and inclusive for individuals with disabilities, AFN populations, and non-English speakers; coordinate messaging with regional and state JICs if activated.
Norfolk Fire-Rescue (NFR)	Provide staff to the EOC for coordination; provide boats and personnel to support waterway access control; provide windshield assessment reports to inform re-entry decision-making.
Norfolk Department of Utilities	Provide staff to the EOC for coordination; provide information on status of water and wastewater services;

	support restoration of critical water infrastructure to enable safe re-entry.
Norfolk Parks and Recreation	Provide staff to the EOC for coordination; support debris clearance operations in parks and rights-of-way to reopen routes and public spaces for re-entry.
SUPPORTING STATE AGENCIES:	RESPONSIBILITY(IES):
Virginia Department of Transportation (VDOT)	Provide status updates on state-maintained roads and highways; support traffic management and closures of state highways as needed.
Virginia State Police (VSP)	Upon request, provide personnel to staff checkpoints and support security operations; operate interstate entrance/exit checkpoints as needed; support traffic management and closures of state highways.

AUTHORITIES AND REFERENCES

Local

Team Norfolk Emergency Operations Plan (EOP)

- Basic and Administrative Plan
- Emergency Support Function (ESF) Annexes

State

- “Commonwealth of Virginia Emergency Services and Disaster Law of 2000,” § 44-146.13, Code of Virginia, as amended
- Commonwealth of Virginia Emergency Operations Plan (COVEOP), available at: <https://www.vaemergency.gov/em-community/plans/2012COVEOP>
- Virginia Department of Emergency Management Re-Entry and Access Authorization Plan

ACRONYMS

- ADA – Americans with Disabilities Act
- AFN – Access and Functional Needs
- CERRA – Crisis Event Response and Recovery Access
- CI/KR – Critical Infrastructure and Key Resources
- COOP – Continuity of Operations Plan
- CSB – Community Services Board
- DEM – Norfolk Department of Emergency Management
- DHS – Department of Homeland Security
- DOS – Department of State (optional — include only if referenced in your plan)
- EOC – Emergency Operations Center

- EOP – Emergency Operations Plan
- ESF – Emergency Support Function
- HSIN – Homeland Security Information Network
- ICS – Incident Command System
- JIC – Joint Information Center
- NGO – Non-Governmental Organization
- NIMS – National Incident Management System
- Norfolk PD – Norfolk Police Department
- PIO – Public Information Officer
- PPD-21 – Presidential Policy Directive 21 (Critical Infrastructure Security and Resilience)
- RCC – Regional Coordination Center (VDEM Region 5)
- SAR – Search and Rescue
- SitRep – Situation Report
- T&E – Training and Exercise
- TFR – Temporary Flight Restriction
- UC/IC – Unified Command / Incident Command
- VDEM – Virginia Department of Emergency Management
- VDOT – Virginia Department of Transportation
- VSP – Virginia State Police
- WebEOC – Web-based Emergency Operations Center software platform

Access and Functional Needs (AFN): Individuals who may require additional assistance before, during, and after an emergency due to physical, developmental, cognitive, sensory, or mental health disabilities, chronic conditions, limited English proficiency, or other factors that limit their ability to act independently.

After-Action Report (AAR): A formal report that captures observations of an exercise or real-world incident, identifies strengths and areas for improvement, and provides recommended corrective actions.

Checkpoint: A controlled access point staffed by law enforcement or designated personnel to verify identification and credentials of individuals seeking entry into restricted or impacted areas.

Crisis Event Response and Recovery Access (CERRA) Program: Virginia's statewide access credentialing program that manages pre-registration and credential issuance for organizations and individuals requiring access to restricted areas during response and recovery operations.

Credential: Documentation (physical or digital) that verifies a person's identity and authorization to enter restricted areas during re-entry operations.

Curfew: A temporary restriction on movement that prohibits individuals from entering or remaining in specified areas during designated times for the purpose of maintaining public safety and security.

Emergency Operations Center (EOC): The central facility where multi-agency coordination and support for emergency response and recovery occurs.

Emergency Operations Plan (EOP): A comprehensive plan that describes how the City of Norfolk prepares for, responds to, and recovers from emergencies and disasters.

Incident Command System (ICS): A standardized, on-scene, all-hazards incident management structure that allows for coordinated response among agencies with jurisdictional responsibility.

Joint Information Center (JIC): A central location that facilitates coordinated public information activities during an incident.

Lifeline Infrastructure: Critical services that enable the continuous operation of government functions and critical business sectors and are essential to human health and safety or economic security, such as energy, water, transportation, communications, healthcare, and public safety services.

Norfolk Department of Emergency Management (DEM): The City of Norfolk agency responsible for emergency management planning, preparedness, response coordination, and recovery operations.

Public Information Officer (PIO): The official responsible for communicating information to the public and the media during emergencies.

Re-Entry: The controlled and phased return of individuals, businesses, and organizations into areas affected by an emergency or disaster, after evacuation or restricted access has been imposed.

Restricted Area: A geographic area affected by an incident where entry is limited to authorized personnel due to safety, security, or operational considerations.

Spot Check: A law enforcement activity to verify identification and credentials of individuals already inside a restricted area to maintain security and ensure compliance with access authorizations.

Unified Command (UC): A structure within ICS that allows agencies with jurisdictional authority or functional responsibility for an incident to jointly manage incident objectives without losing agency authority.

APPENDICES

- Appendix A: Critical Infrastructure Sectors and Key Local Organizations
- Appendix B: Pre-Scripted Message Templates
- Appendix C: Sample Re-Entry Credentials

APPENDIX A: CRITICAL INFRASTRUCTURE SECTORS AND KEY LOCAL ORGANIZATIONS

Presidential Policy Directive-21 (PPD-21) identifies 16 critical infrastructure sectors that are essential to the security, public health, safety, and economic well-being of the nation. Among these, several lifeline infrastructure sectors provide critical support systems necessary for the stability and recovery of communities following a disaster.

This appendix provides a reference list of key businesses, industries, and organizations in the City of Norfolk that align with these sectors and contribute to restoring the community's essential services and economic stability.

Disclaimer: This table is intended as a reference guide and may not represent an exhaustive or current list of all critical infrastructure and key resources (CI/KR) operators in the City. The Norfolk Department of Emergency Management (DEM) maintains separate, up-to-date operational contact lists for use during incident response and recovery.

Lifeline Infrastructure Sectors and Key Local Organizations

Critical Infrastructure Sector	Key Organizations/Agencies
Transportation Systems	Norfolk Department of Public Works; Virginia Department of Transportation (VDOT)
Water and Wastewater Systems	Norfolk Department of Utilities; Virginia Department of Health; Hampton Roads Sanitation District (HRSD)
Emergency Services	Norfolk Police Department; Norfolk Fire-Rescue
Energy	Dominion Energy; Virginia Natural Gas
Healthcare and Public Health	Sentara Norfolk General Hospital; Sentara Heart Hospital; Sentara Leigh Hospital; Children's Hospital of The King's Daughters; Bon Secours DePaul Medical Center
Communications	AT&T; Cox Communications; Verizon; Sprint

APPENDIX B: PRE-SCRIPTED MESSAGE TEMPLATES

This appendix is reserved for future use. The Virginia Department of Emergency Management (VDEM) is in the process of developing statewide pre-scripted public messaging templates related to re-entry operations. Once available, applicable message templates will be incorporated here to assist Norfolk PIOs in delivering timely, accurate, and consistent messaging during re-entry operations.

APPENDIX C: SAMPLE RE-ENTRY CREDENTIALS

This appendix provides examples of the types of credentials that may be presented by individuals or organizations seeking re-entry authorization during restricted access phases.

The Commonwealth of Virginia Crisis Event Response and Recovery Access (CERRA) program issues standardized credentials in both physical placard and mobile/digital formats to authorized registrants.

Checkpoint personnel, law enforcement officers, and emergency management staff should familiarize themselves with the appearance of these credentials to ensure proper verification during re-entry operations.

Note: Credentials will include key information such as:

- Event name and type
- Access level (e.g., AL-2, Yellow)
- Tier designation and phase eligibility
- Name and organization of credential holder
- Unique credential number
- QR code for electronic validation, if needed

The following images depict sample formats for both physical and mobile CERRA-issued credentials.

