TEAM NORFOLK

EMERGENCY OPERATIONS

Emergency Operations & Resilience Framework

Section I

Basic & Administrative Plan

October 11, 2022

IF THIS IS AN EMERGENCY, GO DIRECTLY TO

PAGE 33

RECORD OF CHANGES

DATE OF CHANGE	PAGE NUMBER	REVISION MADE (INCLUDE SECTION)	CHANGE MADE BY (First/ last Name)

DISTRIBUTION LIST

Governmental Entity (Agency, Dept., etc.)	Date

FRAMEWORK STRUCTURE

SECTION I. BASIC AND ADMINISTRATIVE PLAN

SECTION II. TEAM NORFOLK CHARTER

SECTION III. HAZARD-SPECIFIC ANNEXES

SECTION IV. FUNCTIONAL AND SUPPORTING ANNEXES

SECTION V. CONTINUITY OF OPERATIONS STRATEGY

SECTION VI. RECOVERY STRATEGY

BASIC AND ADMINISTRATIVE PLAN
TABLE OF CONTENTS

PREFACE

Vision for Norfolk is A COMMUNITY PREPARED with coordinated capabilities to prevent, protect against, respond to, and recover from all hazards in a way that balances risk with resources and need.

The threats of natural, technical and man-made hazards are ever present. As such, the Virginia Emergency Services and Disaster Law of 2000, as amended, require each local jurisdiction to prepare and keep current a local emergency operations plan. Additionally, Virginia State Code § 22.1-279.8 mandates Virginia K-12 schools to maintain an operational Crisis Management Plan. These City and School plans must include a list of responsibilities throughout the phases of emergency management (mitigation and prevention, planning, response, recovery) and establish their respective chains of command. Every four years, each jurisdiction must conduct a comprehensive review and revision of its emergency operations plan to ensure that the plan remains current, and the revised plan must be formally adopted by the jurisdiction's governing body. The Norfolk Public Schools Board shall annually review the written plans with the Superintendent certifying this review in writing to the Virginia Center for School and Campus Safety no later than August 31 of each year.

This is Team Norfolk's Emergency Operations and Resilience Framework, an integrated effort to recognize, understand, communicate, plan, and address risks as well as a set of actions to accomplish mitigation and improve resilience. It exists to foster individual, community, and system robustness, adaptability, and capacity for rapid recovery, particularly as it pertains to lifeline sectors. It is important to note; however, while **this document reflects the roles and responsibilities of both the City of Norfolk and Norfolk Public Schools**, it is not just theirs exclusively. Rather this collection of documents and subsequent volumes were written with a "whole of community" approach in mind, inclusive of all Team Norfolk's partner agencies to ensure a tiered response appropriate to the occasion, one with scalable, flexible and adaptable operational capabilities. A true unity of effort through unified command and an overall proactive readiness to act.

Dr. Larry "Chip" Filer
City Manager

October 12, 2022
Date

INTRODUCTION

PURPOSE

The purpose of this Emergency Operations and Resilience Framework is to provide an organizational framework in an effort to leverage and maximize the talents, resources and expertise throughout the City of Norfolk, Norfolk Public Schools and community partners. No one agency or organization has all the answers or resources; collectively, however, great strides can be made to mitigate / prevent, prepare for, respond to and recover from incidents and disasters.

The Team Norfolk Emergency Operations and Resilience Framework (henceforth called "The Framework") identifies that which must be done and by whom while agency-specific plans detail how those tasks will be accomplished. Special focus is on facilitating a community-centric approach to emergency management – to make that leap from mere collaboration to effective coordination. It is designed to meet the legal mandates outlined by Federal, State and local code in the areas of emergency services and emergency management. Likewise, this collection of documents should be reflective of current local, regional, state and federal plans and guidance documents. It should serve as a resource for continuous disaster planning, and also written in a style to be useful to both the community as well as a responding individual or agency unfamiliar with the locality.

GOALS FOR THIS FRAMEWORK INCLUDE:

- Define the emergency management organization for the City of Norfolk, Norfolk Public Schools, and all of Team Norfolk.
- Define general and specific roles for Team Norfolk prior to, during and after a disaster or major emergency.
- Provide planning guidance to schools, departments and agencies as to their emergency preparedness and operational responsibilities in coping with disaster situations.
- Provide a framework for direction and control and for the continuity of government/operations during emergency situations.
- Foster the goals of a comprehensive and integrated emergency response capability and orientation for the community.

SCOPE AND APPLICABILITY

The Framework identifies a range of hazards – acute shocks and chronic stresses - and provides guidance across multiple sectors and levels of government by describing an overall emergency response system:

- How the impacted facility and Team Norfolk will be organized during response to an event or incident, including command authorities.
- Critical actions and interfaces during response and recovery.
- How the interaction is managed among the community and with regional, state and federal authorities.
- How to handle and manage needs with the resources available.
- How to keep the community informed with timely, accurate, accessible and actionable information.

SITUATION

COMMUNITY PROFILE

The City of Norfolk, located on the Elizabeth River, was founded in 1682 but was not incorporated as a city until 1845. Initially comprised of only 50 acres, the city has grown to a total of 96 square miles today. Norfolk has seven miles of Chesapeake Bay waterfront and a total of 144 miles of shoreline, including lakefront, rivers and the Bay. Naval Station Norfolk, which was established on the old Jamestown Exposition grounds in 1917, is the world's largest naval base. The city is also home to the North American Headquarters for the North American Treaty Organization (NATO). Norfolk is the most densely developed locality in the Southside Hampton Roads region at ~4,496 people per square mile.

Norfolk is a mature, developed city which encompasses approximately 53 square miles of land and 13 square miles of water. Of Norfolk's nearly 28,000 acres of land, only 3.1% is vacant. Residential uses are predominant at 41.4%, followed by military uses (15.6%), open space and recreation uses (10.7%), and utility and transportation uses (8.1%).

Legend:
- Single Family Suburban
- Single Family Traditional
- Single Family Urban
- Multifamily Corridor
- Multifamily
- Residential Mixed
- Downtown
- Industrial
- Office
- Commercial
- Open Space/Recreation
- Institutional
- Utility/Transportation
- Military
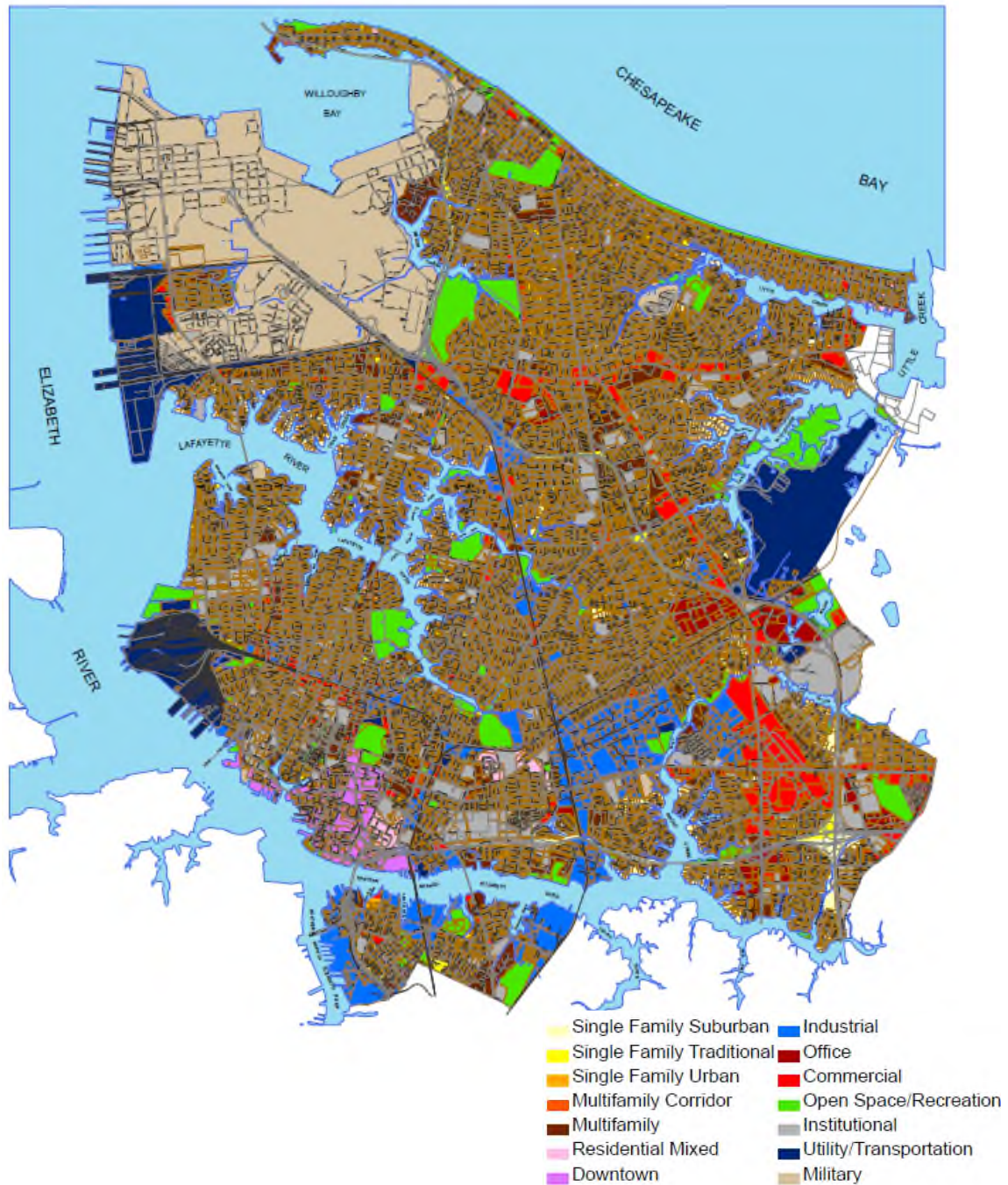
CLIMATE

Based on data reported by over 4,000 weather stations

Average Temperatures

Precipitation

Humidity

Wind Speed (mph)

Snowfall

Sunshine

Source: http://www.city-data.com/city/Norfolk-Virginia.html
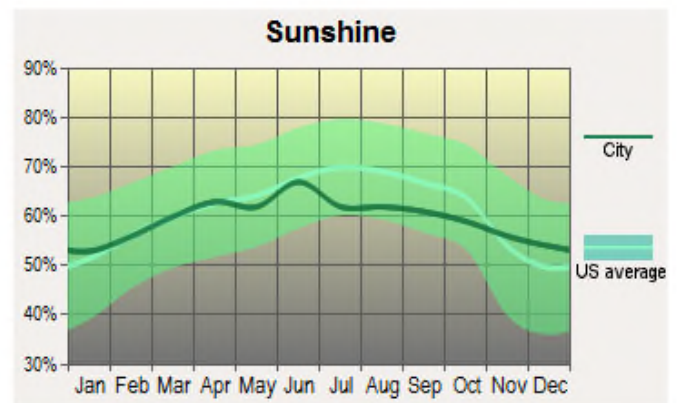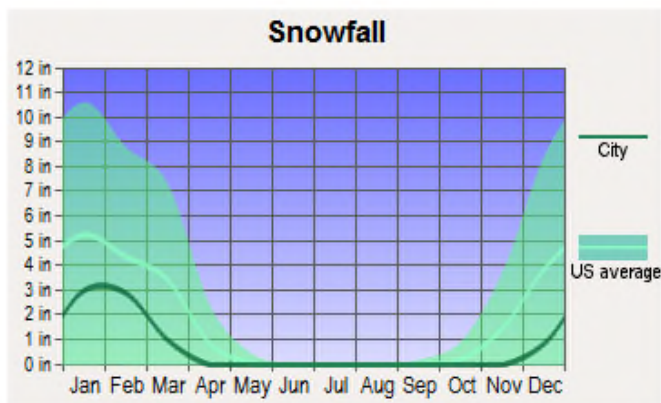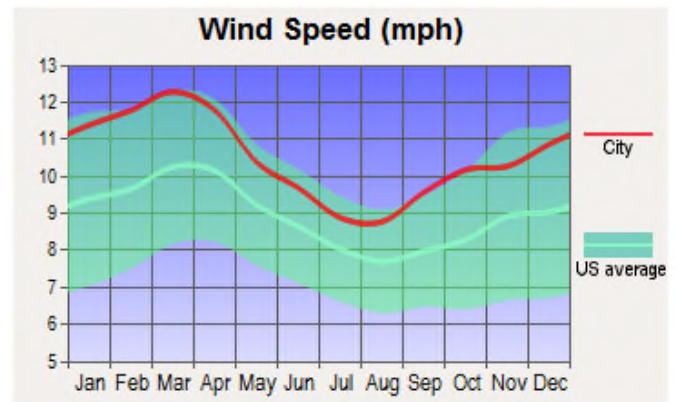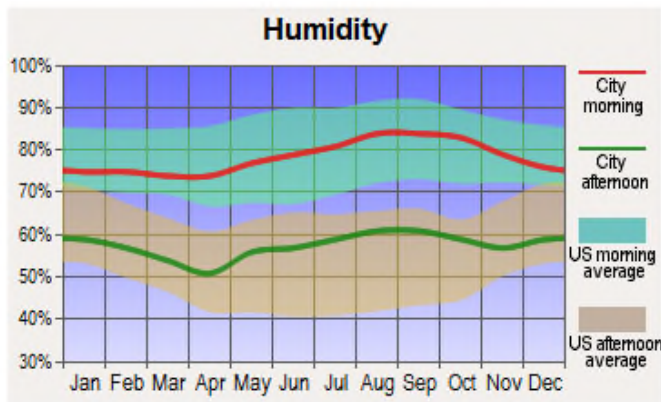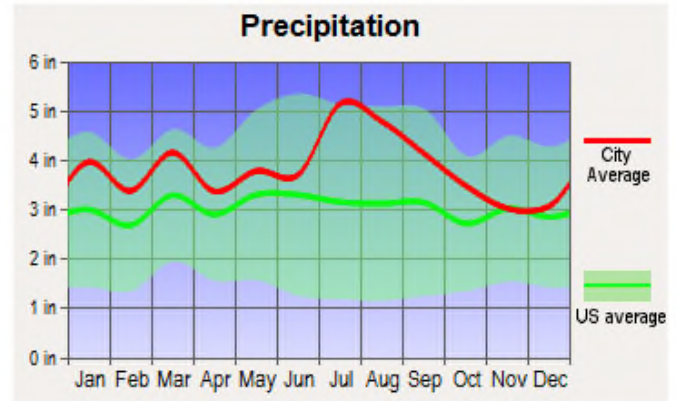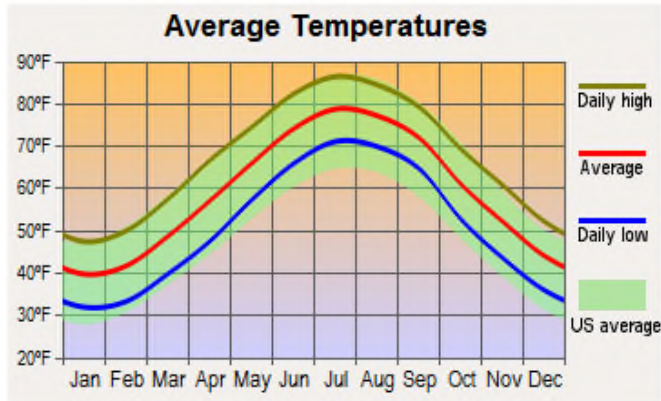
CRITICAL INFRASTRUCTURE

The City maintains 236 facilities (including parks and storage facilities, etc) throughout the community. Norfolk Public Schools (NPS) is the largest urban school division in the Commonwealth of Virginia and the seventh largest division overall. The division enrolls a racially and economically diverse population of approximately 30,000 total students supported by a staff of more than 4,600 employees in 52 facilities.

Norfolk is also home to the medical campus of Children's Hospital of the King's Daughters (CHKD), Norfolk Sentara General Hospital and Eastern Virginia Medical School. Sentara Leigh Hospital also makes Norfolk their home. Other community assets include Norfolk International Airport, the Virginia Port Authority, AMTRAK service, Norfolk-Southern Railway, Hampton Roads Transit light rail, Norfolk State University, Old Dominion University, professional athletics and state- of- the- art research facilities, shipping companies and an exuberant arts and cultural community.

Militarily, Norfolk is also home to Naval Station Norfolk, the largest navy base in the world, as well as the North Atlantic Treaty Organization (NATO) Allied Command Transformation.

COMMUNITY MAKEUP

Per the 2021 Census, the population of Norfolk, VA is approximately 235,089 people
The following demographics come from the Census July 1, 2021, QuickFacts and are thus estimates:

Number Households:	89,398
Persons per Household:	2.43
Median Household Income:	$53,026
Per Capita Income in past 12 months:	$30,076
Percentage of persons below poverty level:	17.8%
Percentage of population <18 years old:	19.6%
Percentage of populations >65 years old:	11.2%

This number of individuals >65 will increase each year; therefore, the issue of accessibility and "access, functional, and medical needs" should be a permanent area of focus in planning and operations. In fact, according to the Institute on Disability, **"If people with disabilities were a formally recognized minority group... they would be the largest minority group in the United States."**

According to the HRTPO study reported by The Virginian-Pilot's Jordan Pascale on February 6, 2016 (*The Modern Story of Hampton Roads, in one map*), while **there are 81,990 people who live and work in Norfolk, the following chart shows the numbers of others coming into Norfolk to work:**

Chesapeake	24,315	Portsmouth	7,837
Franklin	80	Southampton County	182
Gloucester County	220	Suffolk	5,778
Hampton	5,232	Surry County	29
Isle of Wight	1,174	Virginia Beach	47,695
James City County	420	Williamsburg	65
Newport News	3,248	York County	977
Poquoson	150	***Total***	***97,402***

Note: The estimate of those living in Norfolk and working elsewhere is 41,314

Hampton Roads Commuting Patterns by Jurisdiction: Norfolk

Commuting (Journey to Work) refers to a worker's travel from home to work.

Data source: US Census Bureau, American Community Survey 2009-2013 data.
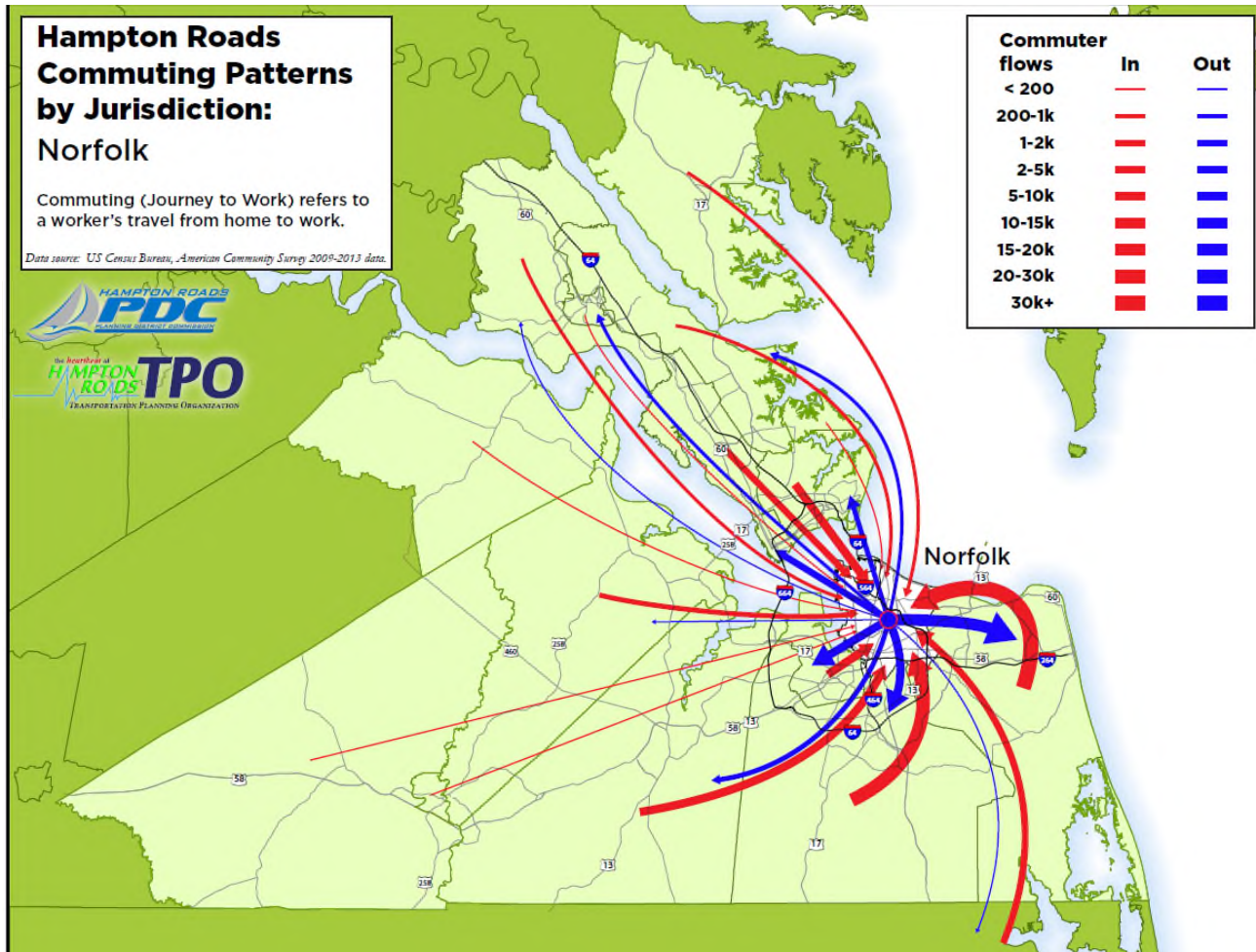
Updated to reflect the 2019 estimates per the U.S. Census Bureau, OnTheMap
Application, http://onthemap.ces.census.gov:

Inflow/Outflow Counts of Private Primary Jobs for Selection Area in 2019

All Workers
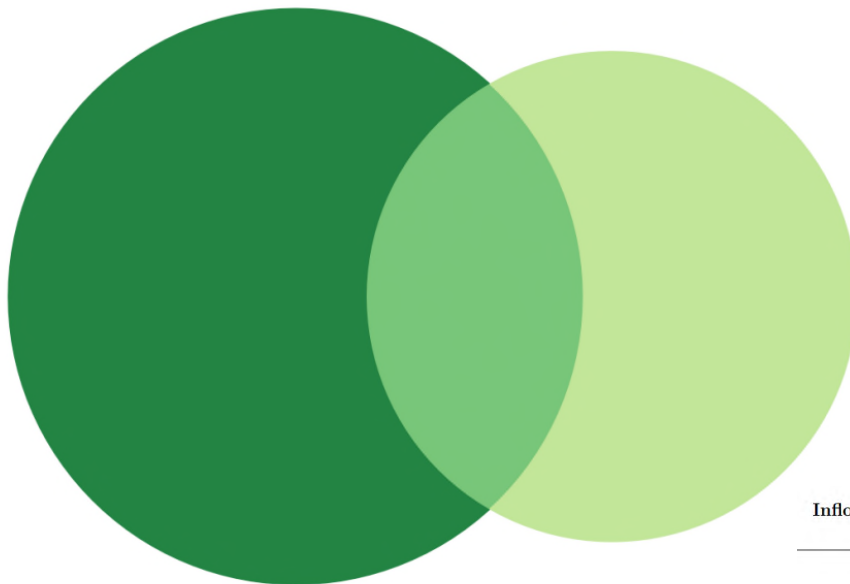
Worker Flows

- 76,330 - Employed in Selection Area, Live Outside
- 48,543 - Live in Selection Area, Employed Outside
- 24,326 - Employed and Live in Selection Area

Inflow/Outflow Counts of Private Primary Jobs for Selection Area in

All Workers

Worker Totals and Flows	2019 Count	Share
Employed in the Selection Area	100,656	100.0
Employed in the Selection Area but Living Outside	76,330	75.8
Employed and Living in the Selection Area	24,326	24.2
Living in the Selection Area	72,869	100.0
Living in the Selection Area but Employed Outside	48,543	66.6
Living and Employed in the Selection Area	24,326	33.4
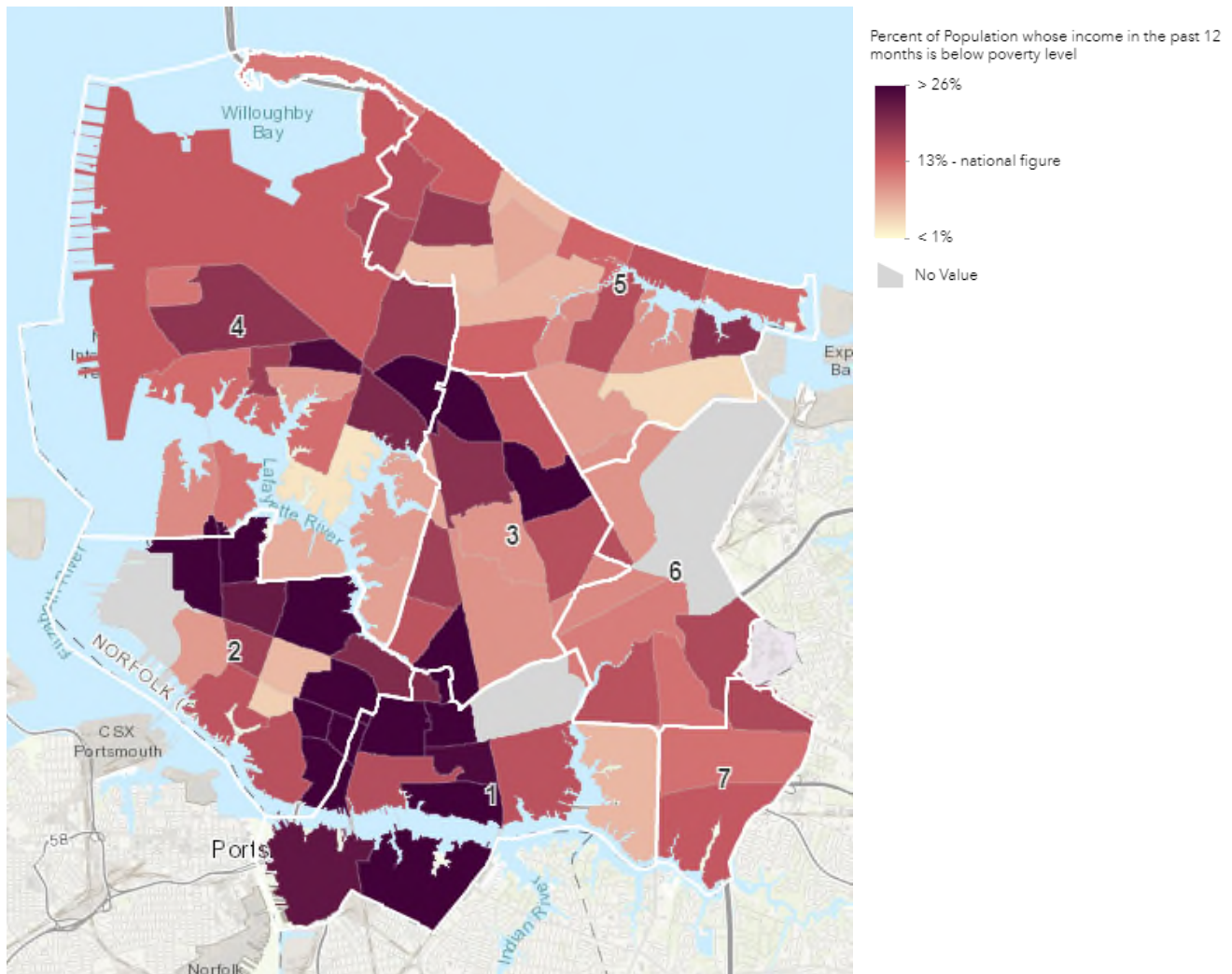
Food insecurity is defined as the disruption of food intake or eating patterns because a lack of money and other resources.

USDA FOOD DESERT LOCATOR MAP
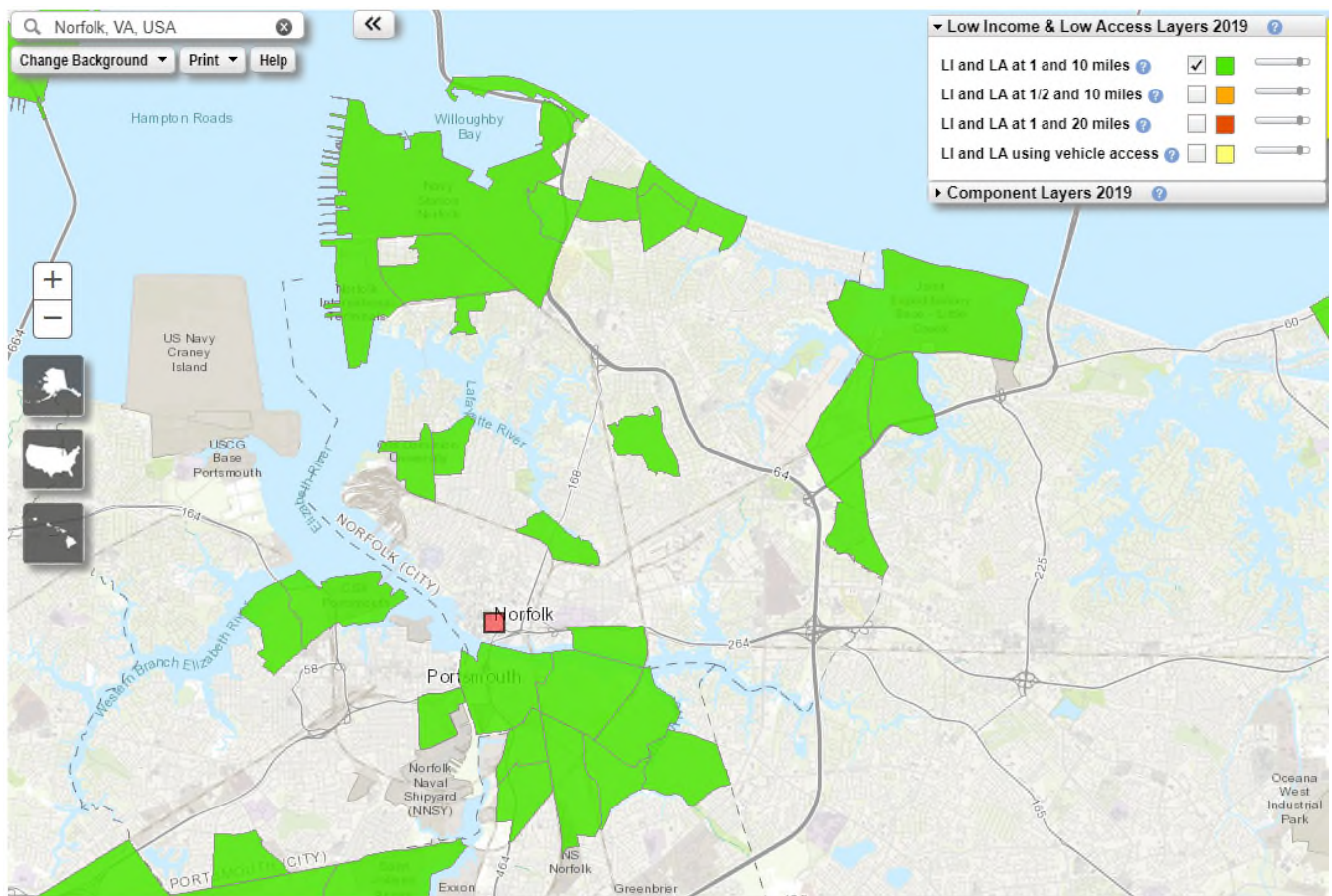
According to the February 2017 U.S. Census BLS LAUS data (updated monthly), with a workforce of 110,315, there were 5,468 or 5% unemployed.

With 21.5% of the community below the poverty level and numerous food deserts, supplemental assistance is needed and thus provided through multiple organizations.

- 40% of households in Norfolk are designated as "ALICE", an acronym for Asset Limited, Income Constrained, Employed by the United Way.
- The Foodbank of Southeastern Virginia provides about 5 million pounds of food sustenance to approximately 48,000 individuals in Norfolk every year.
- Norfolk Public Schools has twenty-three schools which participate in the Community Eligibility Provision (CEP) that allows all students to have all meals at no cost. In addition, many Norfolk students at the other schools qualify for free or reduced-price meals. In addition to breakfast and lunch, twenty-five schools offer a dinner program and serve summer breakfast and lunch at more than sixty

sites. In coordination with the Food Bank, NPS receives backpacks from the Food Bank and deliver them to four schools about every two weeks.

- Agencies such as Sentara Mobile Meals of Norfolk, Senior Services of Southeastern Virginia and others provide home-delivered meals to clients throughout the community.
- NPS also has a summer food feeding program - The Norfolk Public Schools (NPS) summer meals program is free and open to all children 18 and under. The summer meals program spans beyond schools to various recreation centers, camps, community centers, and libraries across Norfolk. This program provides free meals weekly throughout the summer months.

The Virginia Department of Social Services reports over 50,600 recipients of Supplemental Nutrition Assistance Programs (SNAP) benefits in Norfolk, all distributed through the Norfolk Department of Human Services. There is some staggered issuance of SNAP, but **most programs pay around the beginning of the month.** Note: even if a client just received their benefits for the month, they will not have resources to cover [evacuation] costs like a hotel. For example, the Standards of Assistance for the Temporary Assistance To Needy Families are set at 90% of need. Said differently, the amount of benefits Norfolk clients receive is set by the State at a level that **will not cover all their basic needs** - standards which have not kept up with the true cost of living.

SOCIAL VULNERABILITY INDEX (SVI)

The Center for Disease Control (CDC)'s SVI uses U.S. Census data to determine the social vulnerability of every census tract. Census tracts are subdivisions of counties for which the Census collects statistical data. The SVI ranks each tract on 15 social factors, including poverty, lack of vehicle access, and crowded housing, and groups them into four related themes. Maps of the four themes are shown in the figure below. Each tract receives a separate ranking for each of the four themes, as well as an overall ranking.

CDC's SVI databases and maps can be used to:
- Estimate the amount of needed supplies like food, water, medicine, and bedding.
- Help decide how many emergency personnel are required to assist people.
- Identify areas in need of emergency shelters.
- Plan the best way to evacuate people, accounting for those who have special needs, such as people without vehicles, the elderly, or people who do not understand English well.
- Identify communities that will need continued support to recover following an emergency or natural disaster.

NORFOLK'S OVERALL SOCIAL VULNERABILITY INDEX (SVI)

Possible Social Vulnerability Scores range from
0 (lowest vulnerability) to 1 (highest vulnerability).
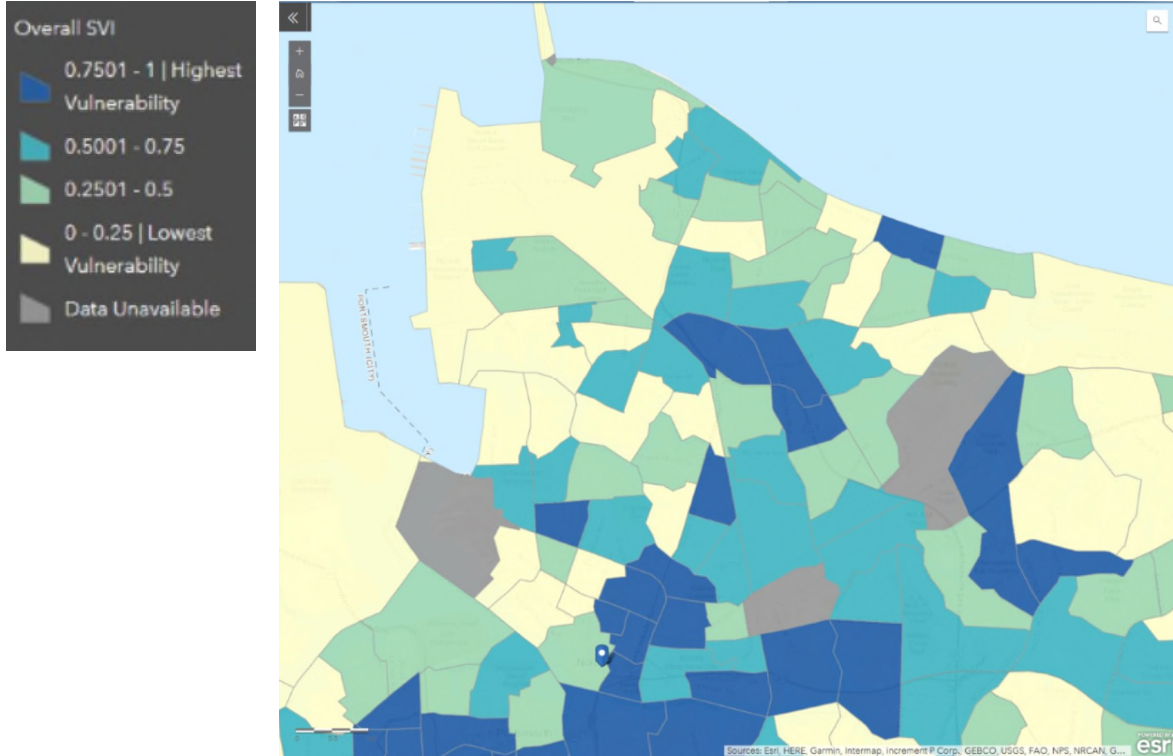
Highest Social Vulnerability Areas:

Tract #	SVI Score	Civic League
42	0.9921	Attucks / Barberton / Church Street / Calvert Square
48	0.9678	Tidewater Gardens
57.01	0.9321	Cottage Road Park / Partrea / Chesapeake Gardens
51	0.8663	Campostella / Campostella Heights / Oak Leaf Forest / Diggs Town
41	0.8503	Young Terrace
58	0.8488	Oakwood / Oakmont North / Tanner's Creek East / Meadowbrook Woods / St. Andrews
65.01	0.8457	East Ocean View
27	0.8453	Kensington / Old Dominion
70.02	0.8366	Broad Creek Shores / Waverly Broad Creek / Poplar Hills / Elizabeth Park / Woodbine
43	0.8314	Bruce's Park / Robert's Village / Spartan Village
34	0.8275	Lindenwood / Barraud Park / Cottage Heights
35.01	0.8162	Olde Huntersville / Hunter's Square
50	0.8039	Beacon Light / Berkley
46	0.801	Chesterfield Heights / Grandy Village
31	0.8006	Fairmount Park
59.01	0.7788	Parkwood Crescent / Shadywood East / Wellington Oaks
64	0.774	Ingleside

SOCIAL VULNERABILITY INDEX (SVI) – SOCIOECONOMIC
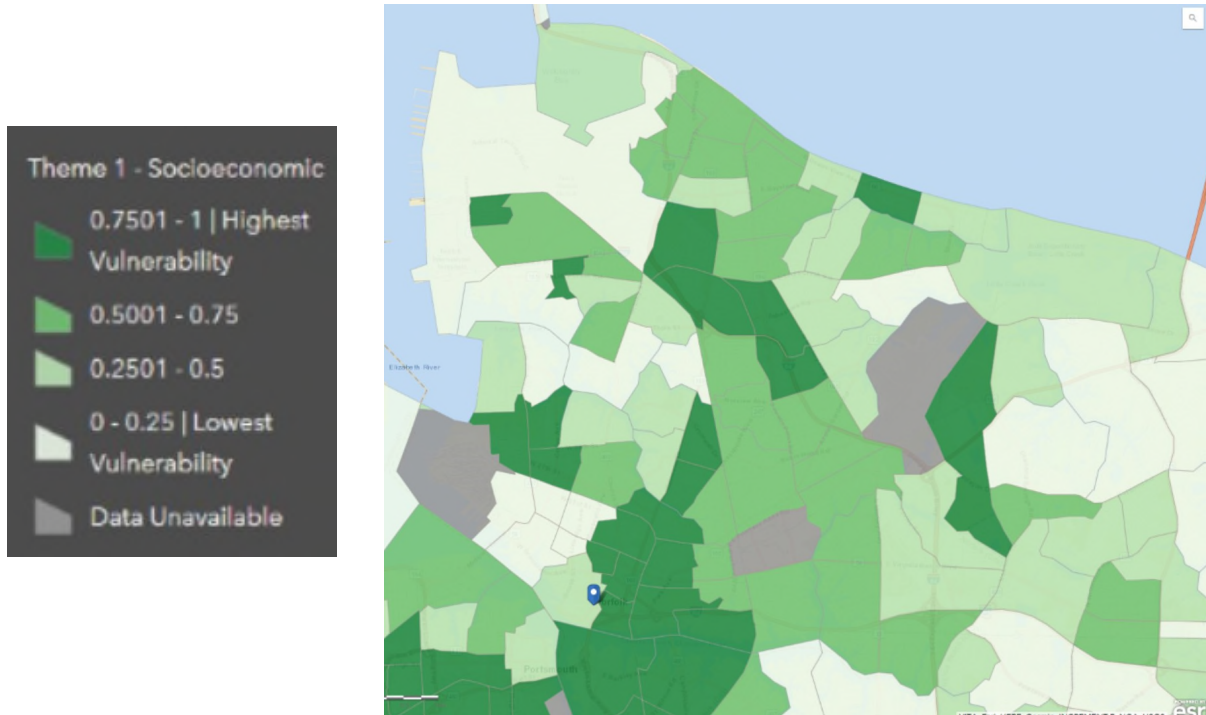
Highest Vulnerability Areas:

Tract #	SVI Score	Civic League
42	0.9955	Attucks / Barberton Church Street / Calvert Square
41	0.9913	Young Terrace
43	0.9549	Bruce's Park / Robert's Village / Spartan Village
51	0.9465	Campostella / Campostella Heights / Oak Leaf Forest / Diggs Town
50	0.9445	Beacon Light / Berkley
35.01	0.9253	Olde Huntersville / Hunter's Square
46	0.9192	Chesterfield Heights / Grandy Village
34	0.9132	Lindenwood / Barraud Park / Cottage Heights
25	0.8983	Lambert's Point
58	0.8935	Oakwood / Oakmont North / Tanner's Creek East / Meadowbrook Woods / St. Andrews
27	0.8923	Kensington / Old Dominion
55	0.8891	Oakdale Farms / Denby Park / Monticello Village
47	0.8606	South Brambleton / Central Brambleton / Middle Towne Arch
11	0.8602	Glenwood Park
65.01	0.8586	East Ocean View
31	0.8404	Fairmount Park
57.01	0.8336	Cottage Road Park / Partrea / Chesapeake Gardens
26	0.8216	Highland Park / ODU Village
16	0.8108	Titustown
32	0.7718	Fairmount Park
59.01	0.7599	Parkwood Crescent / Shadywood East / Wellington Oaks

SOCIAL VULNERABILITY INDEX (SVI) – HOUSING / TRANSPORTATION

Housing/Transportation

- 0.7501 - 1 | Highest Vulnerability
- 0.5001 - 0.75
- 0.2501 - 0.5
- 0 - 0.25 | Lowest Vulnerability
- Data Unavailable
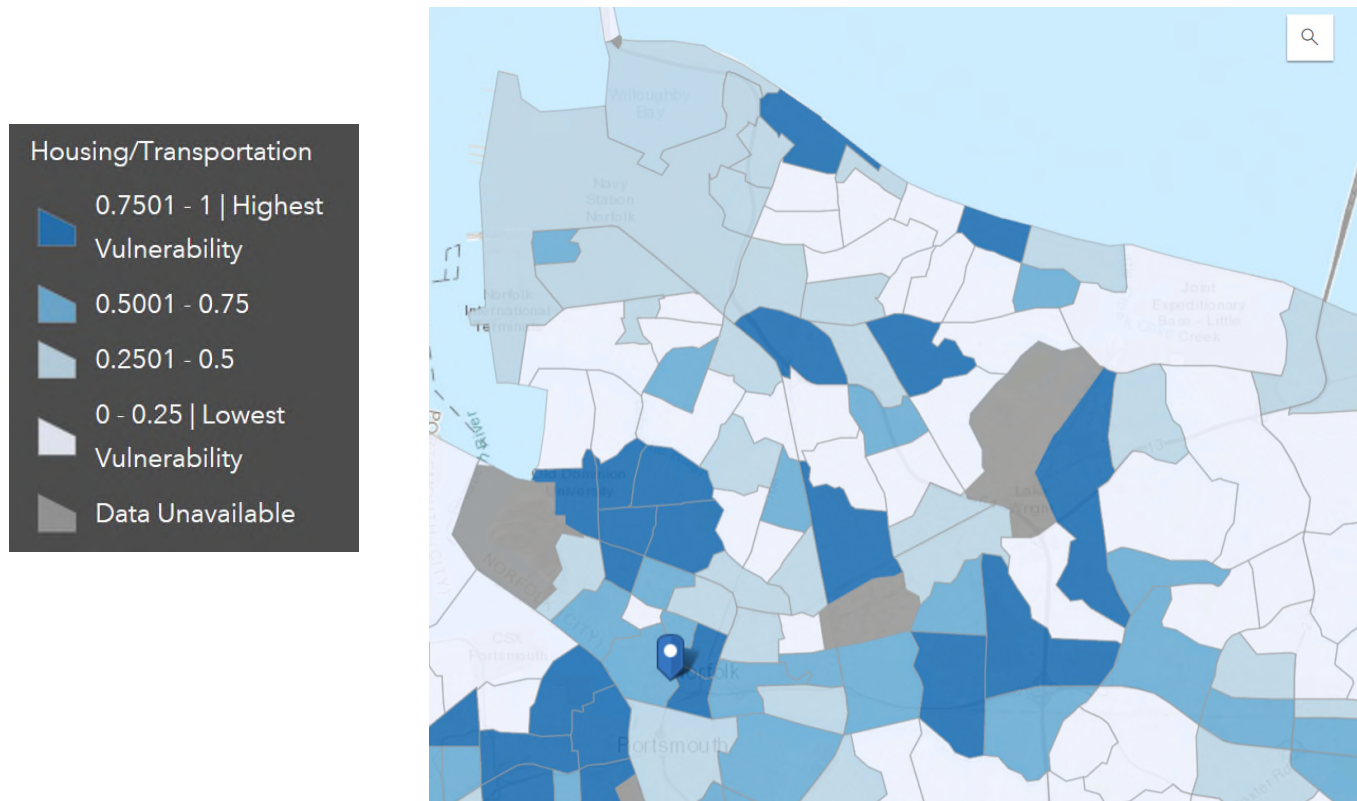
Highest Vulnerability Areas:

Tract #	SVI Score	Civic League
42	0.9599	Attucks / Barberton Church Street / Calvert Square
48	0.9086	Tidewater Gardens
27	0.8506	Kensington / Old Dominion
57.01	0.8476	Cottage Road Park / Partrea / Chesapeake Gardens
65.01	0.8181	East Ocean View
70.02	0.768	Broad Creek Shores / Waverly Broad Creek / Poplar Hills / Elizabeth Park / Woodbine

SOCIAL VULNERABILITY INDEX (SVI) – HOUSEHOLD COMPOSITION / DISABILITY
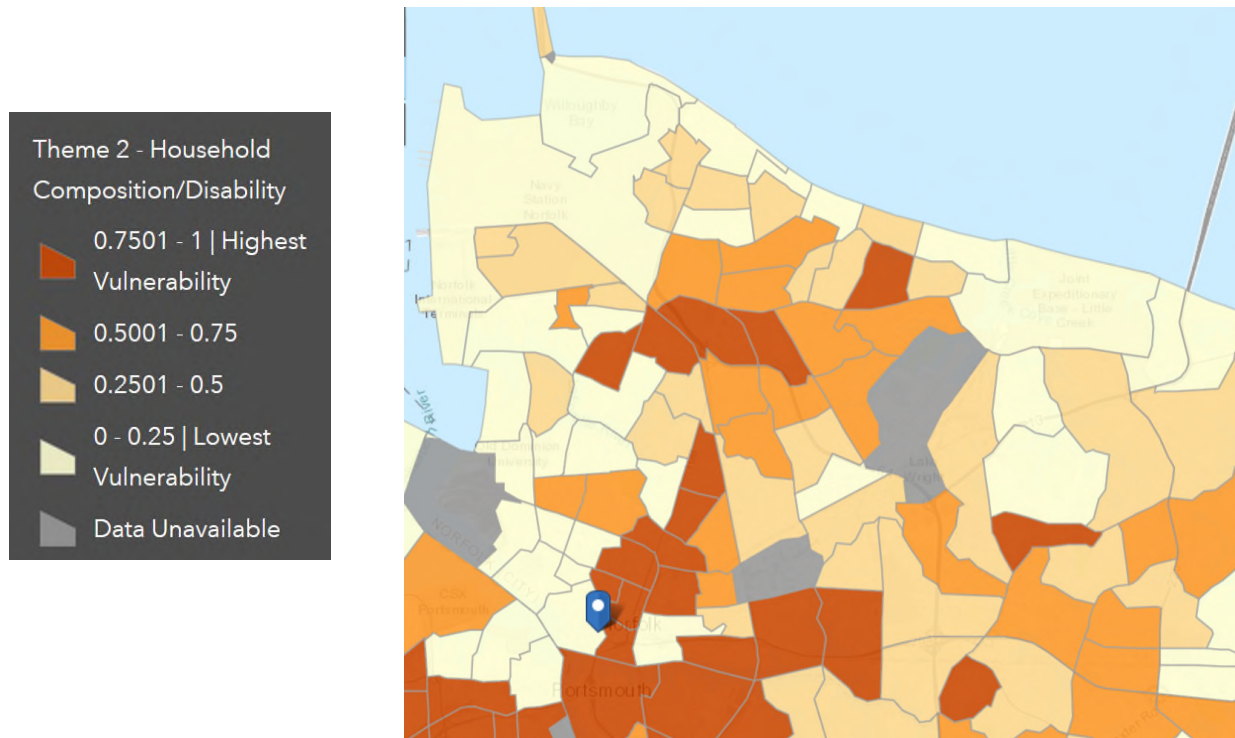
Highest Vulnerability Areas:

Tract #	SVI Score	Civic League
42	0.998	Attucks / Barberton Church Street / Calvert Square
48	0.9394	Tidewater Gardens
34	0.9328	Lindenwood / Barraud Park / Cottage Heights
58	0.9318	Oakwood / Oakmont North / Tanner's Creek East / Meadowbrook Woods / St. Andrews
43	0.9219	Bruce's Park / Robert's Village / Spartan Village
35.01	0.9142	Olde Huntersville / Hunter's Square
46	0.9113	Chesterfield Heights / Grandy Village
57.01	0.9024	Cottage Road Park / Partrea / Chesapeake Gardens
50	0.8843	Beacon Light / Berkley
70.02	0.825	Broad Creek Shores / Waverly Broad Creek / Poplar Hills / Elizabeth Park / Woodbine
51	0.8225	Campostella / Campostella Heights / Oak Leaf Forest / Diggs Town
64	0.8152	Ingleside
41	0.8066	Young Terrace
32	0.7661	Fairmount Park
31	0.7602	Fairmount Park

ACCESS, FUNCTIONAL & MEDICAL NEEDS

Very little detailed information or census data is available to indicate an accurate number of individuals with various degrees of access, functional and mobility abilities. A "Special Needs" registry was deployed around 2010 which proved ineffective. The reason is two-fold: 1.) medical information is meant to be private and protected; and 2.) very few people are willing to divulge any vulnerabilities, medical or otherwise, particularly to the government.

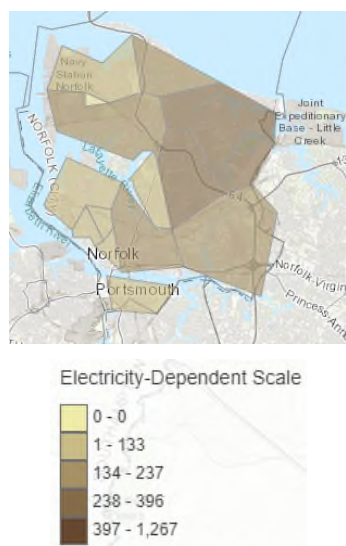Databases exist and are maintained by agencies who know which of their customers are power- or water-dependent; however, this information is not shared. To assist in the facility of gathering and using protected information for Emergency Preparedness, the U.S. Department of Health and Human Services (HHS) offers a Decision Tool and Process Flow-Chart available at www.hhs.gov/ocr/hipaa/decisiontool/. Additionally, in compliance with the Va. Code Section 9.1-193(F), each locality shall establish a voluntary database to be made available to the 9-1-1 alert system and the Marcus Alert System to provide relevant mental health information and emergency contact information for an appropriate response to an emergency or crisis.

Information that does exist for planning purposes comes from HHS and is called emPOWER. emPOWER can provide individual-level information on *Medicare beneficiaries only* who utilize a power-dependent medical device or receive dialysis. With the strictest of controls to protect sensitive information, general information by zip code is available to emergency planners during times of nonemergency (see below), with more personally identifiable information (PCII) during an emergency. While the identified data does not guarantee 100% coverage of functional and access needs population, it is a good planning tool with above 95% accuracy rate.

Electricity-Dependent Scale

	0 - 0
	1 - 133
	134 - 237
	238 - 396
	397 - 1,267

https://empowerprogram.hhs.gov/empowermap

During a snapshot in time in September 2018, there were approximately 3,000 individuals in Norfolk who fall under the following categories.

- In Facility Dialysis in the past 3 months
- Oxygen Services (tanks) in the past 13 months
- Home Healthcare in the past 3 months
- At-home hospice in the past 3 months
- Cardiac devices in the past 5 years
- Ventilators in the past 13 months
- BiPAPS in the past 13 months
- Oxygen Concentrator in the past 36 months

- Enteral feeding in the past 13 months
- Suction pumps in the past 13 months
- At home Dialysis in the past 13 months
- Motorized Wheelchairs / Scooters in the past 13 months
- Electric beds in the past 13 months

HAZARD AND VULNERABILITY ANALYSIS

COMMUNITY HAZARDS

The 2022 Hampton Roads Hazard Mitigation Plan, adopted by Norfolk City Council on July 12, 2022 (Resolution 1,869) encompasses nineteen communities throughout the region. Each community is vulnerable to a wide range of hazards that threaten the safety of residents and have the potential to damage or destroy both public and private property and disrupt the local economy and overall quality of life. While the threat from hazards may never be fully eliminated, the Hazard Mitigation Plan recommends specific actions designed to protect residents, business owners and the built environment. According to the 2022 Hampton Roads Hazard Mitigation Plan, threats which are most likely to impact Norfolk are as follows:

Drought	Coastal Erosion
Earthquake	Tornado
Extreme Heat	Tropical/Coastal Storm
Flooding	Wildfire
Hazardous Materials Incident	Pandemic Flu / Communicable Disease
Sea Level Rise and Land Subsidence	Winter Storm

*In addition to the aforementioned natural hazards, the Department of Homeland Security provides the following National Planning Scenarios addressing Man-Made Hazards/Terrorism and other catastrophic incidents:

Aerosolized Anthrax	Improvised Nuclear Device
Blister Agent	Nerve Agent
Chlorine Tank Explosion	Public Health / Pandemic Influenza
Cyber Attack	Plague
Food Contamination	Radiological Dispersal Device
Foreign Animal Disease	Toxic Industrial Chemicals / Hazmat
Improvised Explosive Device	

Source: National Preparedness Goal

Additional Planning Scenarios

Active Threat	Poverty
Aircraft Mishap	Repatriation
Civil Disturbances	Resource Shortage
Dam Failure	School Crisis
Electomagnetic Pulse (EMP)	Space Weather
Extended Power Outage	Tsunami

CONCEPT OF OPERATIONS ("THE PROCESS")

ORGANIZATION

City of Norfolk

Norfolk has a Mayor–Council government system with a strong City Manager to oversee and otherwise lead the City's day-to-day operations. Team Norfolk's response to a disaster / catastrophic incident would be to activate the emergency management system. The emergency management system's purpose is to provide a framework for an appropriate response to major emergencies or special events when centralization and coordination become critical. In such situations, for City operations, the City Manager assumes the role of Emergency Management Director and receives staff support and advice from the Emergency Management Coordinator, the Policy Group made up of the Deputy City Managers, and others in the establishment and administration of the emergency management organizational structure. The Superintendent of Norfolk Public Schools participates in these discussions.

Director of Emergency Management *(City Manager)*

The City Manager shall act as the Director of Public Safety, and in such capacity shall perform all duties specified by the City Charter for such office. *(Norfolk Code: Sec. 2-33.1. - City manager to act as director of public safety, also Ord. No. 31,711, § 1, 5-18-82; Norfolk Charter: General powers and duties of director of public safety, § 59.*

- Exercise leadership, support, direction and control from the EOC during disaster operations; advise and inform Mayor and City Council.

Director of Public Safety

In December 2016 the City Manager appointed a Deputy City Manager with the dual role of Director of Public Safety who will also exercise leadership, support, direction and control from the EOC during disaster operations.

24

Coordinator of Emergency Management
(Director, Emergency Preparedness and Response)
- Hold overall responsibility for maintaining and updating the Emergency Operations and Resilience Framework.
- Maintain the local Emergency Operations Center (EOC) in a constant state of readiness.
- Chair the Team Norfolk Local Emergency Planning Committee (LEPC).
- Conduct regular planning sessions, training and exercises.
- Implement the Emergency Management Program on behalf of the locality.
- Perform as Incident Commander for city-wide incidents (i.e., tropical and winter storms)

Policy Group
- Consist of the City Manager, Deputy City Managers, Director of Emergency Preparedness & Response, Director of Communications, and anyone determined critical for the incident. The Policy Group will review the proposed goals and objectives ahead of the EOC Briefing.

Norfolk Public Schools

Norfolk Public Schools has three district response teams:

The Command Center Staff team, led by the Superintendent and directly supported by the Director of School Security, is comprised of critical senior staff from all facets of the school division including Academic Affairs, Business and Finance, and Communications and Planning. The Command Center Staff team provides critical feedback and direction toward securing the school division during a major crisis and making schools viable in the recovery phase. The City of Norfolk's Director of Emergency Preparedness and Response participates in this group's discussions.

The Crisis Management Team primarily deals with the infrastructure of the school division, and the team's role may include preparations for an emergency situation, making assessments of loss and making recommendations to the Chief Operating Officer, the Superintendent and the Command Center Staff team.

The Safety Personnel and Assessment Team is comprised of critical safety, engineering, transportation and building maintenance staff to assess the safety of NPS facilities, buildings' operational ability and transportation issues.

TEAM NORFOLK EMERGENCY OPERATIONS

Planning must involve *all* partners. Just as coordinated emergency operations depend on teamwork, good planning requires a team effort. The most realistic and complete plans are prepared by a team which includes active representation from the departments and agencies, as well as the private sector and non-government organizations (NGOs), which can contribute critical perspectives and/or have a role in executing the plan.

Team Norfolk members should:
- Plan for personal and business disaster preparedness, response and recovery.
- Be proficient in NIMS and ICS.
- Maintain an account with the Homeland Security Information Network (HSIN).
- Develop and maintain detailed plans and standard operating procedures (SOPs) in synch with Team Norfolk's Emergency Operations and Resilience Framework.
- Actively participate in Team Norfolk Emergency Operation's meetings and planning sessions/training/exercises.
- Identify sources of emergency supplies, equipment, and transportation.
- Negotiate and maintain mutual aid agreements which are identified in the plan.
- Maintain records of disaster-related expenditures and appropriate documentation.
- Protect and preserve records essential for the continuity of government.
- Establish and maintain list of succession of key emergency personnel.

Members of the <u>Community</u> Should:

- BE INFORMED; know the framework and be prepared for all hazards.
- Be trained in CPR, Stop the Bleed and participate in Norfolk Fire-Rescue's PulsePoint
- Have a disaster supply kit to include pets and medical considerations as appropriate
- Know how to stay informed with official information throughout the incident; assist the Emergency Operations Center with situation updates when possible.
    - Register for Norfolk's alert and notification system, "Norfolk Alert", available at www.norfolk.gov/emergency or by calling Norfolk Cares Call Center at (757) 664-6510
    - Monitor the following social media sites
        - City: Facebook: City of Norfolk Government; Twitter: @NorfolkVA
        - Schools: Facebook: Norfolk Public Schools; Twitter: @NPSchools
    - Monitor Cable Channel TV48
- If going to an emergency shelter, be prepared to assist.
- If able, review and maintain an accurate status in the Waze app during weather and special events.
- Be prepared and commit to helping friends and neighbors, particularly those who are vulnerable and otherwise unable to help themselves.

EMERGENCY SUPPORT FUNCTIONS (ESFs)

Emergency Support Functions provide the structure for interagency emergency operations. Team Norfolk Emergency Operations and Resilience Framework ESF Annexes describe the specific roles and responsibilities for each ESF and their respective government and sector agencies. The Annexes also seek opportunities to cross-train, consolidate exercise requirements, and identify ways to leverage and maximize limited and critical resources. The Team Norfolk Framework identifies nineteen (19) emergency support functions, assigns primary and support agencies and organizations for each function, and explains in general terms how Norfolk will organize and implement those functions.

A general summary of the ESF's and their responsibilities are as follows:

EMERGENCY SUPPORT FUNCTION 1: TRANSPORTATION

- Transportation Safety
- Evacuation Management
- Road Networks
- Traffic Control / Movement Restrictions
- Damage and Impact Assessments
- Restoration / Recovery of Transportation Infrastructure
- Transportation Resources

EMERGENCY SUPPORT FUNCTION 2a: COMMUNICATIONS

- Emergency Communications
- Radio Networks
- Coordination with Telecommunications Industry
- Warning Point Operations; Warning of Risks and Hazards
- Voice Networks
- Restoration / Repair of Telecommunications Infrastructure

EMERGENCY SUPPORT FUNCTION 2b: CYBER

- Data Networks
- GIS Services and Information Management
- IT Systems and Applications
- Technical Support
- Video Services
- Protection, restoration, and sustainment of cyber and information technology resources

EMERGENCY SUPPORT FUNCTION 3: PUBLIC WORKS, UTILITIES & ENGINEERING

- Pre-position staff, equipment and supplies
- Employ emergency equipment
- Beach Maintenance
- Debris Clearance
- Fleet Management and Maintenance
- Infrastructure Maintenance and Operations
- Infrastructure Damage Assessments
- Infrastructure Protection and Emergency Repair
- Infrastructure Restoration
- Engineering Services, Construction Management
- Critical Infrastructure Liaison
- Inland Navigable Waterways Maintenance
- Facilities Maintenance and Operations
- Permits and Inspections
- Property Maintenance
- Stormwater Management; Water Distribution Systems
- Structural Inspections and Condemnations
- Demolition and removal of public and private buildings and structures posing an immediate threat to safety of the general public
- Removal of health and safety hazards
- Waste Management
- Wastewater Management

DPW 2022 Emergency Operations Manual

EMERGENCY SUPPORT FUNCTION 4: FIREFIGHTING

- Firefighting Operations
- Fire Boat Operations
- Fire Inspections
- Fire Investigations

EMERGENCY SUPPORT FUNCTION 5: EMERGENCY MANAGEMENT

- Plans Development, Review and Maintenance
- Coordination of Incident Management Efforts
- Issuance of Mission Assignment
- Emergency Operations Center Coordination and Management
- Incident Action Planning

- Protective Action Recommendations
- Situation Awareness / Assessments

EMERGENCY SUPPORT FUNCTION 6: MASS CARE, HOUSING & HUMAN SERVICES

- Pre-position staff, equipment and supplies
- Emergency Evacuations
- Assist with evacuation of survivors out of harm's way
- Human Services
- Disaster-Related Mental Health Services
- Emergency Shelter (and Pet Shelter) Operations
- Food Assistance
- Individual Assistance
- Mass Care Programs
- Reunification and Family Services
- Disaster / Temporary Housing Programs
- Unmet Needs Coordination and Support
- Contact the Virginia Department of Criminal Justice Services and the Criminal Injury Compensation Fund to deploy if an incident involves victims of crime as pursuant to §19.2-11.01Code of Virginia.

Mass Care / Sheltering Functional Annex

Family Reception Center / Family Assistance Center Functional Annex

EMERGENCY SUPPORT FUNCTION 7: LOGISTICS AND RESOURCE SUPPORT

- Emergency Operations Center Logistics and Support
- Resource Support (i.e. facility space, office equipment and supplies, contracting services)
- Non-Essential Staff Coordination
- Provide EOC current list of city contracts.
- Collaborate with neighboring localities and coordinate resource needs.
- Commodity Distribution Organization and Management
- Emergency Management Assistance Compact (EMAC) Request Management
- Regional, State and Federal Resource Liaison

Logistics and Resource Management Functional Annex

EMERGENCY SUPPORT FUNCTION 8: PUBLIC HEALTH AND MEDICAL

- Assessment of public health/medical needs
- Public health surveillance
- Medical equipment and supplies
- Environmental health monitoring and response
- Mortality management
- Support to Mass Care
- Critical Health and Residential Facilities
- Emergency Medical Services
- Environmental Health
- Healthcare System Coordination
- Medical Transportation
- Shelter Health and Medical Services

Mass Casualty Incident (MCI) Functional Annex

EMERGENCY SUPPORT FUNCTION 9: SEARCH AND RESCUE

- Life-Saving Assistance
- Heavy Rescue
- Light Rescue
- Marine Rescue
- Urban Search and Rescue

EMERGENCY SUPPORT FUNCTION 10: HAZARDOUS MATERIALS

- Oil and Hazardous Materials (i.e. biological, nuclear, incendiary, chemical and radiological response)
- Hazardous Materials Preparedness
- Incident Response
- Environmental Safety
- Incident Recovery and Cleanup Coordination
- Maintain Chemical Inventory

EMERGENCY SUPPORT FUNCTION 11: AGRICULTURE & NATURAL RESOURCES

- Animal and Plant Disease / Pest Response
- Food Safety and Security
- Coordinate Environmental Issues
- Liaison with Agriculture Sector

- Natural and Cultural Resources and Historic Properties Protection and Restoration

EMERGENCY SUPPORT FUNCTION 12: POWER

- Energy Infrastructure Assessment, Repair, and Restoration
- Energy Industry Utilities Coordination
- Energy Forecast / Situational awareness on power outages
- Coordinate Fuel and Power needs
- Develop/Maintain Energy Sustainability Plan

EMERGENCY SUPPORT FUNCTION 13: PUBLIC SAFETY AND SECURITY

- Law Enforcement and Security
- Security Planning and Technical Assistance and Resource Assistance
- Intelligence Analysis
- Shelter Security
- Judicial System Support
- Support to Access, Traffic, and Crowd Control

EMERGENCY SUPPORT FUNCTION 14: CROSS-SECTOR BUSINESS & INFRASTRUCTURE

- Supports the coordination of cross-sector operations, including stabilization of key supply chains and Community Lifelines, among infrastructure owners and operators, businesses, and their government partners.
- Private Sector Liaison to serve in Infrastructure Branch and/or the Norfolk EOC Logistics Section
- Through planning and preparedness, assist with Economic Recovery
- Maintain and coordinate private-sector resources

EMERGENCY SUPPORT FUNCTION 15: EXTERNAL AFFAIRS

- Emergency Public Information and Protective Action Guidance
- Monitor and maintain presence in social media platforms
- Media and Community Relations
- Monitor Regional, State and Federal Information
- Personnel Communications
- Support On-Scene Public Information Officer(s)
- Maintain Situational Awareness for Elected Representatives

Crisis Communications Plan / Functional Annex

EMERGENCY SUPPORT FUNCTION 16: MILITARY AFFAIRS

- Coordinate and leverage military resources within policies and procedures in accordance with Defense Support to Civil Authorities (DSCA)
- Leverage support services for military families with ESF-6 stakeholder agencies.

EMERGENCY SUPPORT FUNCTION 17: DONATIONS & VOLUNTEER MANAGEMENT

- Support the Norfolk EOC Logistics Section
- Coordinate affiliated and unaffiliated volunteers
- Coordinate and manage donations (materials and monetary)
- Provide additional support as requested based on training and ability.

EMERGENCY SUPPORT FUNCTION 18: EDUCATION (K-12 & HIGHER EDUCATION)

- Liaise with Incident Commander and/or Norfolk EOC.
- Coordinate plans and education institution resources
- Family reunification for school-related and/or on-campus incidents
- Information dissemination to parents and families of students

RESPONSE STRUCTURE

In 2005 the City of Norfolk formally adopted the National Incident Management System (NIMS) and its command and coordination component, the Incident Command System. Likewise, Norfolk Public Schools also adopted and practice an operational component of NIMS: the Incident Command System (ICS). Use of NIMS and ICS are further required at the State and Federal levels pursuant to 2005 Virginia Executive Order 102 and Homeland Security Presidential Directive 5 respectively.

The NIMS supports response through the following elements of unified command and unity of effort:

- Developing a single set of objectives
- Using a collective, strategic approach
- Improving information flow and coordination
- Creating a common understanding of joint priorities and restrictions
- Ensuring no agency's legal authorities are compromised or neglected
- Optimizing the combined efforts of all agencies under a single plan

A key component to the National Response Framework, NIMS is a requirement for localities to receive Homeland Security grant funds and as such, Norfolk Emergency Operations utilized an Incident Command System approach in its Emergency Operations Center.

DIRECTION AND CONTROL

ALERT / INITIAL BRIEFING

- **No-Notice Incident:** Upon notice of an incident, the Emergency Operations Center will send a Norfolk Alert to the appropriate stakeholders with conference call information to initiate shared situational awareness. If the incident involves an immediate threat to the community, a geographically-targeted Norfolk Alert with protective measure information will be sent to the area of concern first and then the alert to Team Norfolk stakeholders.
- **Known Incident:** Incidents such as tropical or winter storms typically come with some lead time. In these instances, information is shared ahead of time with briefings scheduled based on the timing of the threat.
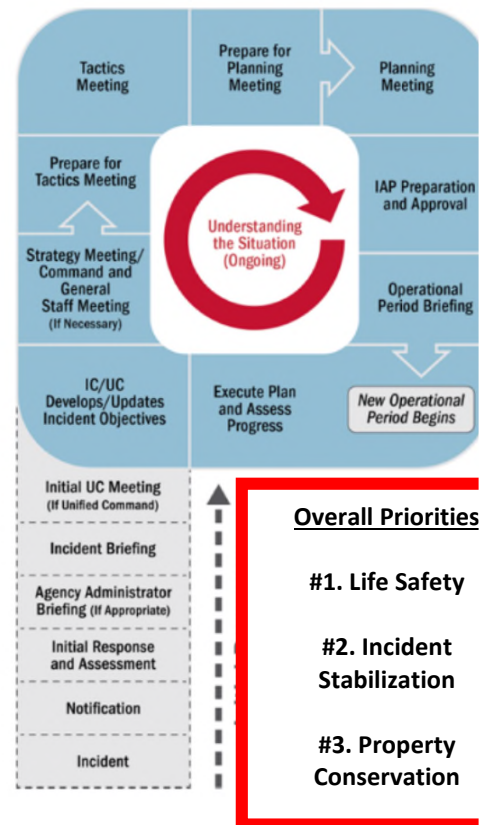
OPERATIONAL PERIODS

Some incidents, like tropical and winter storms, develop and last over an extended period of time. In these cases, operational periods will be established.

The period of time during which defined incident goals and objectives are specified in the Incident Action Plan; operational periods can be of various lengths, although usually not over 24 hours.

During the operational period, the Operations Section works to attack the goals and objectives established in the Incident Action Plan. To ensure the Team is proactively responding to the incident, the Planning Section is focusing on the next operational period, identifying those future objectives based on the incident status and Team's plans. Tactics and resources necessary to achieve those objectives are also determined. The "Planning P" is used for this activity.

This is the time to make resource requests, <u>NOT</u> during the operational briefing.

Overall Priorities

#1. Life Safety

#2. Incident Stabilization

#3. Property Conservation

OPERATIONAL PERIOD BRIEFINGS

The Operational Period Briefing is conducted at the beginning of each operational period and facilitated by Planning Section Chief. This briefing, which should be concise (no more than twenty minutes in duration), should include the following:

- Incident Commander presents incident objectives or confirms existing objectives (note: Objectives may be presented by the Planning Section Chief).
- The current Operations Section Chief provides a current assessment and accomplishments.
- The on-coming Operations Section Chief covers the work assignments and staffing of Divisions and Groups for the upcoming operational period.
- Technical specialists may present updates on conditions affecting response (e.g. weather, environmental factors).
- The Safety Officer reviews specific risks to operational resources and the identified safety/mitigation measures.
- Specific Section Chiefs/Unit Leaders present information related to ensuring safe and efficient operations.
- The Incident Commander reiterates his or her operational concerns and directs resources to deploy.
- The Planning Section Chief announces the next planning meeting and operational period briefing, then adjourns the meeting.

This briefing will typically be conducted in the EOC and also broadcast virtually.

SITUATION REPORTS

Throughout an operational period, departments will be expected to provide situation reports pertaining to the status of those actions for which they are responsible. These updated assessments will inform the focus, goals and objectives for the next operational period.

This information should be submitted electronically to EOC-Plans@norfolk.gov or by a hard copy ICS form 214 to the Plans Section Chief.

SITUATIONAL AWARENESS TOOLS

Basic Weather Products

NWS Wakefield Briefing Page
https://www.weather.gov/akq/Brief

Rainfall Monitoring
https://www.weather.gov/akq/rainfall-monitoring

NWS Coastal Flood Hazard (High Tides)
https://www.weather.gov/erh/coastalflood?wfo=akq

ArcGIS
This tool is used to provide a graphical representation of an incident. Information overlays should include MyNorfolk, STORM and WAZE reports as well as TITAN graphics, critical infrastructure facilities and more.

Hampton Roads Regional Common Operational Picture
Also through ArcGIS, this tool is intended to reflect local statuses pertaining to declarations, school statuses, evacuations, shelter openings, etc.

Virginia EOC ArcGIS Online
VDEM's ArcGIS Online Organization offers the sharing of maps, data and apps to enhance shared situational awareness throughout the Commonwealth. Some of the information reflected in VDEM ArcGIS maps comes from the local situation reports.

Homeland Security Information Network (HSIN)
Team Norfolk's primary means of information sharing during emergency operations is the Homeland Security Information Network. This secure online tool helps facilitate collaboration among partners throughout the community and shared real-time situational awareness. The two components of HSIN are as follows:

HSIN Community of Interest (COI)
The COI serves as a SharePoint site where Team Norfolk planning documents, confidential contact information, reference libraries and incident documents are posted. Due to the sensitivity of the material, a HSIN account is required.

HSIN-Connect
HSIN-Connect is powered by Adobe Connect and provides a virtual Norfolk Emergency Operations Center environment. Link is shared with Team Norfolk Emergency Operations partner agencies who must log in with their name – agency – contact number.

Each Section in the EOC (Policy, Mass Care & Health, Infrastructure, Public Safety, and Joint Information Center) will have virtual breakout rooms to collaborate with their partner agencies outside of the physical EOC environment so all may work together toward maintaining current statuses on the essential elements of information for which they are assigned / responsible. Unless otherwise stated, a representative of the Planning Section will enter the room to collect the information. If the technology is unavailable, each section will be required to maintain and submit a hard copy ICS Form 214 Unit Log.

Virginia Emergency Operations Center: As defined in the Team Norfolk Basic Plan, this is the physical location in Richmond where the Governor and state-level stakeholders meet, collaborate and otherwise support the locality / region.

Virginia Department of Emergency Management (VDEM) WebEOC

WebEOC is the State's web-based crisis management program. Three of its primary features include an Activity Log of state-level activities as well as situation reporting and the management of Resource Requests from localities.

ArcGIS Emergency Management Dashboards:

During an incident, the emergency management staff must provide key decision makers with accurate and current information that communicates the scope of the emergency incident, the status of the operational response, and resource availability. Using digital maps to brief key stakeholders ensures clear communication across all command levels and enables effective executive-level decision-making. The EM Dashboard can be used by the emergency management staff to monitor response activities in the Emergency Operations Center and measure progress toward the incident objectives.

Regional Response Coordination Center (RRCC)

The FEMA RRCC is a standing facility that establishes initial Federal objectives, provides Federal support to the affected States, and deploys teams to establish the Joint Field Office (JFO) that will assume these functions. The RRCC is activated by the FEMA Region III Director.

National Operations Center (NOC): Serves as the primary, national-level hub for situational awareness, a shared situational picture, information fusion, information sharing, and executive communications.
*See NOC HSIN Community of Interest [Account Required]*

National Response Coordination Center (NRCC): The FEMA NRCC is a multiagency emergency operations center that coordinates the overall Federal support for major incidents and emergencies at the national level. The NRCC coordinates with the affected region(s) and provides resources and policy guidance in support of the incident.

RESOURCE REQUESTS

The EOC's Logistics Section is responsible for addressing all requested resource needs. There are multiple ways to formally submit a resource request:

1. Send an email to the Logistics section (EOC-Logistics@norfolk.gov) with a detailed description of the resource need. Remember size, amount, location, type and time. Please also include an explanation of the mission to be accomplished by the resource.
2. Submit a hard copy ICS Form 213RR. Copies of this form should be available at each EOC Section, in the HSIN document library, and at the Logistics Section.

The expectation is that resource needs will be addressed at the lowest level possible as indicated below.
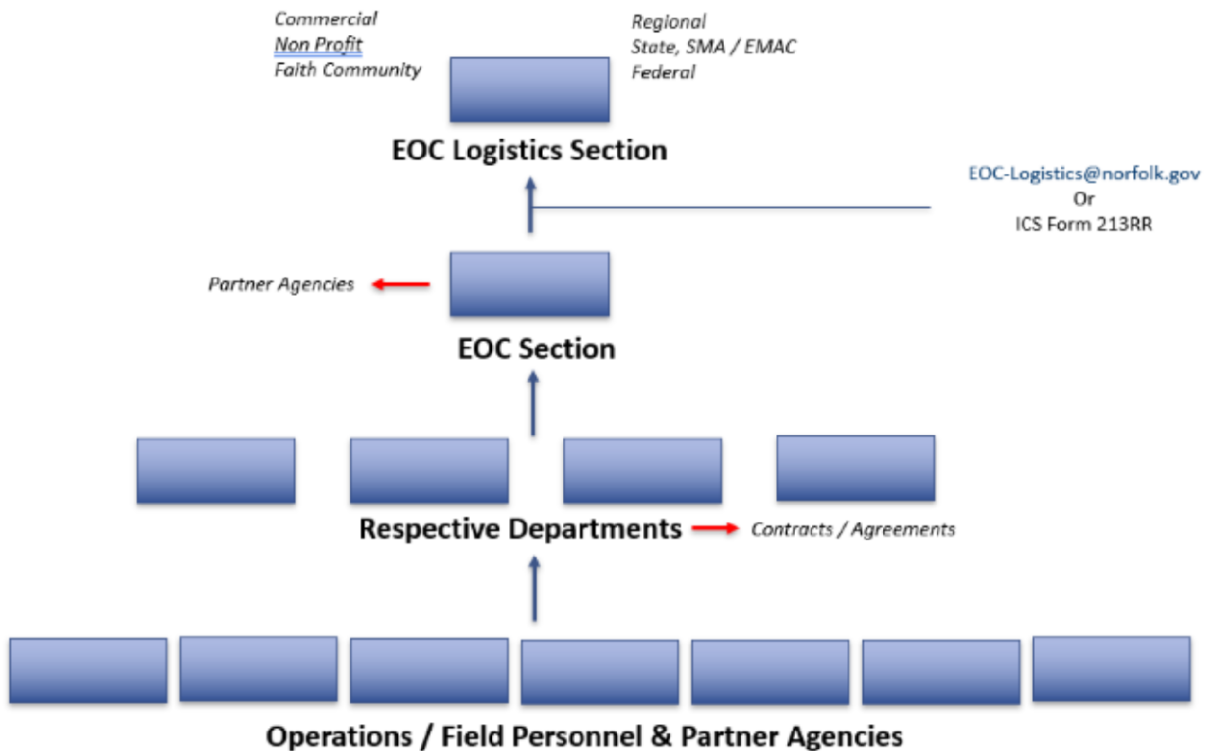
Note: Requests must explain what capability or mission is to be achieved. In other words, rather than simply asking for a specific piece of equipment like an Army National Guard High-Water Vehicle and Water-Rescue Team, the request should state the need is for the ability to traverse flooded roads however deep to assist with life safety missions (medial, etc). It is important to be as detailed

as possible so the correct kind and type of resource is identified. Likewise, it is helpful to include which sources you've already queried for the resource.

While departments maintain and execute their own contracts and Memorandum of Agreement/Understand based on their own internal controls, only those positions authorized to make resource requests to the VIRGINIA Emergency Operations Center (EOC) on behalf of the City are as follows:

City Manager   *Chief Procurement Officer*
Deputy City Manager   *EOC Logistics Chief*
EOC Director

Positions authorized to make resource requests to the NORFOLK Emergency Operations Center (EOC) on behalf of Norfolk Public Schools are as follows:

Superintendent
Chief Operating Officer
Director of Security

If the event or incident exceeds local emergency response capabilities, outside assistance is available either through mutual support agreements with nearby localities, statewide mutual aid (SMA) or Emergency Management Assistance Compact (EMAC) through the Virginia Emergency Operations Center (VEOC). ***A local emergency must be declared and local resources fully committed before state and federal assistance can be requested.*** Per the Code of Virginia, Higher Education institutions must make resource requests through the local EOC.

Resources can be filled via existing Memorandums of Understand / Agreement (MOU's / MOA's); however, **to be reimbursed by FEMA**, there must not be a contingency on federal reimbursement. In other words, the MOU/A must articulate that payment for service is either part of the agreement (which is reimbursable) or it is not (non-reimbursable) regardless of a disaster declaration.

Regardless of any disaster declaration, in accordance with the Code of Virginia §44-146.19.E the Virginia Criminal Injuries Compensation Fund (CICF) and the Virginia Department of Criminal Justice Services (VDCJS) are to be contacted in the event of emergencies that involve victims of crime as defined in the Code of Virginia §19.2-11.01. The FBI also has an Office for Victim Assistance.

ADMINISTRATION AND FINANCE

The Finance / Administration Section has the responsibility to:

- Obtain and record all cost information.
- Prepare incident cost summaries.
- Prepare resource use cost estimates for planning.
- Make recommendations for cost savings.

COST TRACKING / FEMA REIMBURSEMENT

At the onset of an incident, a City Budget Code specific to the incident will be established by the Norfolk Finance Department; Emergency Procurement rules and regulations are listed in the Emergency Procurement Functional Annex.

Using the Recovery Expense Tracking Template, all agencies are to track incident-related costs to include the following:

- *Labor Costs:* Please include regular, emergency, overtime, special pay and on-call costs. A "benefit rate" for labor costs will be established and published later, if it appears federal assistance will be available.
- *Equipment Used:* Costs related to operating the equipment. Consider the types of equipment, location, hours and crews. Cost estimates from previous events might be helpful in reaching this initial estimate.
- *Contracts:* Consider costs of debris, building and equipment repairs, temporary labor, etc.
- *Other Procurement and In-House Repairs:* Consider materials, supplies, food, etc. Be sure to separate costs related to emergency and recovery work.

The local threshold for federal disaster public assistance is determined by the Consumer Price Index (CIP); As of October 1, 2022, Norfolk's per capita indicator is $4.10. This indicator is multiplied by the current census population total, which the data used by FEMA for Norfolk is 238,005.

Population (238,005) x per capita indicator ($4.10) = a threshold of $975,820.50 to be *eligible* for **Federal** public assistance. (Assistance is not guaranteed; other factors are included). The public assistance eligibility threshold for the **State** is $14,069,171. (Source: https://www.fema.gov/assistance/public/tools-resources/per-capita-impact-indicator).

A more detailed explanation regarding possible federal reimbursement is provided in the Immediate / Intermediate Recovery Plan.

There is a records retention requirement! More than a necessity for FEMA reimbursement, records must be kept on hand for five years if project is closed out in five years. If not, the expectation should be ten years.

CITY & SCHOOL OPERATIONS STATUS DEFINITIONS

GENERAL READINESS OR STEADY STATE PHASE
Normal daily activities and monitoring of conditions are ongoing (includes Hurricane Readiness Condition 5). No, or extremely limited augmentation of, staff in the Emergency Operations Center. Agencies manage incidents with existing or in-place assistance.

The following actions are undertaken by Team Norfolk during non-emergency or disaster periods which prepare the Team and community for potential emergency response if necessary.

- Develop, review, train and exercise emergency operations plans and standard operating procedures.
- Conduct regular hazard identification / risk assessments (HIRA)
- Assure the viability and accuracy of emergency contact lists, resource lists and emergency contracts.
- Conduct Outreach and Educational throughout the organizations and community as frequently as possible.

THREAT IDENTIFICATION / INCREASED READINESS:
A situation has developed or threatens to develop which will potentially require Team Norfolk to take action. Hurricane Readiness Condition 4 is included in the Increased Readiness level. A plausible threat of a terrorist event without a specific location or time identified would be included. A State of Emergency could be in place in anticipation of significant protection and response involvement. There might be augmented staffing at the EOC; resource requests may be initiated at this time.

PRE-INCIDENT ACTIONS / PREVENTION
These are actions that are implemented if the Emergency Operations Center receives notice of a potential emergency from Norfolk Police, Norfolk Public Schools Security, the National Threat Advisory System (NTAS), Virginia Fusion Center, National Weather Service watches and warnings or other reliable sources.
1. Determine and communicate any immediate protective action measures needed.
2. Initiate community alerts and warnings.

3. Prepare the incident in HSIN.
4. Brief appropriate Team Norfolk partners of the impending situation; additional staff may be placed on alert.

MODIFIED OPERATIONAL CONDITION / ESSENTIAL OPERATIONAL CONDITION:

When an emergency situation such as inclement weather occurs and hampers the normal operations of the community, a unified discussion occurs with City and School leadership to determine if/when non-essential services can be curtailed as recommended by the Emergency Management Coordinator and based on the organizations' Continuity of Operations Plans (COOP). In such situations, the curtailing of non-essential services and the closing of schools and non-essential government facilities may occur.

RESPONSE OPERATIONS:

This phase primarily deals with the protection of life safety and public health with little or no time to spare. This is a very fluid phase requiring a proactive ("two steps ahead") response versus a reactive ("one step behind") approach in order to be successful.

The Team Norfolk EOC has significant additional or fully augmented staffing on a 24-hr schedule. The City Manager and/or City Council has issued or is considering issuance of a local emergency declaration, and/or there may be a Governor or Presidential declaration (Emergency or Major Disaster) in effect. Hurricane Readiness Condition 3 begins at this level as well as no-notice incidents.

These actions are taken to preserve life, property, the environment, and the social, economic, and political structure of the community. Some issues to consider at this point in the incident are:

1. Daily functions of the government and/or schools which do not contribute directly to the emergency operation may be suspended for the duration of the emergency response.
2. Efforts and resources may be redirected to accomplish an emergency task.
3. Implement evacuation orders as needed.
4. Open and staff emergency shelters as needed.

Along with that of life-safety, the focus during the response phase is on Emergency Work including debris removal (Category A) and Emergency Protective Measures (Category B) under the Public Assistance Program. Efforts are made to identify these eligible activities / costs within the Hazard-Specific Annexes.

NIMS Incident Types

Type 5 Incident

- The incident can be handled with one or two single resources with up to six personnel.
- Command and general staff positions (other than the incident commander) are not activated.
- No written incident action plan (IAP) is required.
- The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene.

Type 4 Incident

- Command staff and general staff functions are activated only if needed.
- Several resources are required to mitigate the incident, including a task force or strike team.
- The incident is usually limited to one operational period in the control phase.
- The agency administrator may have briefings and ensure the complexity analysis and delegation of authority is updated.
- No written IAP is required but a documented operational briefing will be completed for all incoming resources.
- The role of the agency administrator includes operational plans including objectives and priorities.

Type 3 Incident

- When incident needs exceed capabilities, the appropriate ICS positions should be added to match the complexity of the incident.
- Some or all of the command and general staff positions may be activated, as well as division/group supervisor and/or unit leader level positions.
- A Type 3 Incident Management Team (IMT) or incident command organization manages initial action incidents with a significant number of resources, and extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 IMT.
- The incident may extend into multiple operational periods.
- A written IAP may be required for each operational period.

Type 2 Incident
- This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of the area, including regional and/or national resources, to effectively manage the operations, command, and general staffing.
- Most or all of the command and general staff positions are filled.
- A written IAP is required for each operational period.
- Many of the functional units are needed and staffed.

Type 1 Incident
- This type of incident is the most complex, requiring national resources for safe and effective management and operation.
- All ICS command and general staff positions are filled.
- Branches need to be established.
- A written incident action plan (IAP) is required for each operational period.
- The agency administrator will have briefings, and ensure that the complexity analysis and delegation of authority are updated.
- Use of resource advisors at the incident base is recommended.
- There is high impact on the locality, requiring additional staff for office administration and support functions.

RECOVERY OPERATIONS:
Once immediate response missions and life-saving activities conclude, the emphasis shifts from response to immediate, short-term and eventually long-term recovery operations, and when applicable, hazard mitigation. At the appropriate time, Team Norfolk transitions from an ESF/ICS hybrid structure to Recovery Support Functions. Team Norfolk's complete Long-Term Recovery Strategy is included as Volume V of this overall Emergency Operations and Resilience Framework.

DEPARTMENT & SCHOOL EMERGENCY ACTION PLANS
Each City department and School in the District has a plan specific to their facility / facilities. These documents include steps to take for an immediate no-notice threats and incidents as do, at a larger scale, all Hazard-Specific Annexes. These plans also include critical contact information, elements of the Continuity of Operations Plans, protective actions, evacuation routes and locations and school security audits. Due to the sensitive information contained in these documents, they will not be available for public review pursuant to Code of Virginia § 2.2-3705.2. Exclusions to application of chapter; records relating to public safety.

PLAN MAINTENANCE

While there is a requirement to formally review, update and approve this framework annually for Norfolk Public Schools and every four years for the City, it is a living document whereby improvements will be made and documented without delay.

- Requests for changes will be submitted in writing to Norfolk Emergency Preparedness and Response; all changes will be made by Norfolk Emergency Preparedness and Response staff.
- Changes will be documented on the appropriate 'Record of Changes' page.
- Date of revision will be provided on page one of the revised documents, just under the Title on left side of page.
- Revised documents will be maintained in the Homeland Security Information Network (HSIN) Emergency Plans Library, and where appropriate, on the City's website.

AUTHORITIES AND REFERENCES

Authorities and references pertaining to each section or annex of Team Norfolk Emergency Operation Plan are listed throughout; the most significant guidance is as follows:

LOCAL
- Municipal Code: Sec. 2-18. - Operation of city government and city council during inclement weather and emergency conditions.

STATE
- Commonwealth of Virginia Emergency Operations Plan
- Code of Virginia § 2.2 – 3705.2: Exclusions to application of chapter; records relating to public safety
- Code of Virginia § 22.1-279.8: School safety audits and school crisis, emergency management, and medical emergency response plans required.
- Virginia Emergency Services and Disaster Laws: Title 44, Military and Emergency Laws § 44-146.13. Short title. This chapter may be cited as the "Commonwealth of Virginia Emergency Services and Disaster Law of 2000."
  - § 44-146.19. Powers and duties of political subdivisions
  - § 44-146.21. Declaration of local emergency
- 2021 House Bill 2085: "requires local and inter-jurisdictional agencies to include provisions in their emergency operations plans to ensure that such plans are applied equitably and that the needs of minority and vulnerable communities are met during emergencies.

FEDERAL

- FEMA Disaster Operations Legal Reference Version 3.0 (January 20, 2017)
- National Response Framework
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) as amended
- Presidential Policy Directive 8

OTHER

- Abbott, E. B., & Hetzel, O. J. (2018). *Homeland security and emergency management: A legal guide for state and local governments*. Chicago, IL: American Bar Association, Section of State and Local Government Law.
- NFPA 1600: Standard on Continuity, Emergency, and Crisis Management (2019).
- United Way *Research center*. unitedforalice. (n.d.). https://www.unitedforalice.org/national-overview.
- Virginia Department of Education: Safety & Crisis Management, Division & School Safety.

APPENDICES

Promulgation Statements
Outreach, Training and Exercises Calendar
Virginia Emergency Services and Disaster Law
FEMA Disaster Operations Legal Reference, Version 3
FEMA Acronyms, Abbreviations & Terms (FEMA P-524)

NORFOLK, VIRGINIA

Resolution No.

A RESOLUTION TO ADOPT THE EMERGENCY
OPERATIONS PLAN AS REVISED.

- - -

WHEREAS, the Council of the City of Norfolk, Virginia recognizes the need to prepare for, respond to, and recover from natural and manmade disasters; and

WHEREAS, the City of Norfolk has authority under its Charter to do all things whatsoever necessary or expedient to promote or maintain the general welfare, comfort, education, morals, peace, government, health, trade, commerce or industries of the City or its inhabitants; and

WHEREAS, the City of Norfolk has designated and appointed a Director and Coordinator of Emergency Management; now therefore,

BE IT RESOLVED by the Council of the City of Norfolk:

Section 1:- The Emergency Operations Plan as revised is officially adopted.

Section 2:- That the Director of Emergency Management, or his/her designee, are tasked and authorized to maintain and revise as necessary this document over the next four (4) year period or until such time it be ordered to come before this Council.

Section 3:- That this resolution shall be in effect from and after its adoption.

Situations

- This is a minimal listing of recurrent activities only; additional subject-specific meetings and activities will be scheduled, conducted and included to the calendar throughout each year. These updated calendars with actual dates and significant events included will be saved for future reference and review.
- Norfolk Public Schools is mandated by Code of Virginia § 22.1 – 137.2. Lock-down drills to conduct four lock-down drills at a minimum, two of which are to be completed within the first twenty school days.
- Department Emergency Action Plans (EAP) Reviews will be conducted along with Chief Information Security Officer and Chief Physical Security Officer.
- Plan reviews also to be conducted by participating in the FEMA EMI Virtual Tabletop Exercise (VTTX) series.
- Materials and Social Media Toolkits for Preparedness Campaigns are available at ready.gov/calendar
- All exercises should include an assessment of the Command, Control and Coordination as well as Crisis Communications.

Calendar: *Dates and Events subject to change.*

QUARTER 1

January

CAMPAIGN: Ready Virginia's Resolve to Be Ready New Year's Campaign
CAMPAIGN: Winter Safety
CAMPAIGN: Martin Luther King Day of Service
6 – Monthly IPAWS Test
TBD – Emergency Management Strategic Committee
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD – REGIONAL – HR All-Hazards Advisory Committee
TBD - DEPARTMENT EAP REVIEW – City Manager's Office
TBD - DEPARTMENT EAP REVIEW – Human Resources
TBD - DEPARTMENT EAP REVIEW – Public Works
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD - FEMA VTTX – Active Threat (mall shooter)
TBD – TRAINING – Emergency Operations and Resilience Framework

TBD – TRAINING – NIMS / ICS 100 – Classroom
TBD – TRAINING – NIMS / ICS 100 – Online
TBD – TRAINING – NPS Professional Development Day - Division

February

6 – Monthly IPAWS Test
14 - INCIDENT ANNIVERSARY: Active Shooter, Marjory Stoneman Douglas High
       School (Parkland, FL) 2018
CAMPAIGN: Winter Storm
CAMPAIGN: Extreme Cold
TBD – Team Norfolk LEPC Meeting (1-3pm)
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD – EXERCISE – Navy's Solid Curtain / Citadel Shield
TBD - DEPARTMENT EAP REVIEW – City Council
TBD - DEPARTMENT EAP REVIEW – Libraries
TBD - DEPARTMENT EAP REVIEW – Finance
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – ESF MEETING / TRAINING / ROSTER UPDATE
TBD - FEMA VTTX – Cybersecurity
TBD – TRAINING – NIMS / ICS 200 – Classroom
TBD – TRAINING – NIMS / ICS 200 – Online
TBD – TRAINING – Continuity of Operations (COOP)
TBD – TRAINING/REVIEW – Emergency Operations Plan – Winter Weather Annex

March

1 – SARA Tier II reports due to Norfolk LEPC / Fire Marshal's Office
6 – Monthly IPAWS Test
14 - INCIDENT ANNIVERSARY: Exxon-Valdez Disaster
CAMPAIGN: American Red Cross Month
CAMPAIGN: Severe Weather Safety
CAMPAIGN: Tornado Safety - Tornado Preparedness Day and Drill
CAMPAIGN: Spring and Flood Safety
CAMPAIGN: National Tsunami Awareness Week
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD – DRILL – State Tornado Drill
      - Statewide Drill at 9:45am ([details])
     -During drill, State alerts only go out through NOAA Radio & EAS; Norfolk
      EOC to augment City/Team Norfolk notifications with Norfolk Alert.
TBD – REGIONAL – HR All-Hazards Advisory Committee
TBD - DEPARTMENT EAP REVIEW – City Attorney's Office

TBD - DEPARTMENT EAP REVIEW – Recreation, Parks and Open Space
TBD - DEPARTMENT EAP REVIEW – Public Health
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – ESF MEETING / TRAINING / ROSTER UPDATE
TBD - FEMA VTTX – Earthquake
TBD – TRAINING – NPS Early Release / Professional Development In-Bldg
TBD – TRAINING/REVIEW – EOC Technology – Classroom
TBD – TRAINING/REVIEW – EOC Technology – Online

QUARTER 2

April

CAMPAIGN: Telecommunicator Week
CAMPAIGN: Financial Literacy Month
CAMPAIGN: National Volunteer Week
CAMPAIGN: NWS #SafePlaceSelfie Day
6 – Monthly IPAWS Test
12-May 3 - INCIDENT ANNIVERSARY: Baltimore protests 2015
16 - INCIDENT ANNIVERSARY: Active Shooter, Virginia Tech 2007
19 - INCIDENT ANNIVERSARY: Waco siege 1993
19 - INCIDENT ANNIVERSARY: Oklahoma City Bombing 1995
20 - INCIDENT ANNIVERSARY: Active Shooter, Columbine 1999
20 - INCIDENT ANNIVERSARY: Deepwater Horizon Oil Spill 2010 (through
    September 19, 2010).
30 – CAMPAIGN: National PrepareAthon! Day
TBD – Emergency Management Strategic Committee
TBD – Team Norfolk LEPC Meeting (1-3pm)
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD - SPECIAL EVENT – Norfolk NATO Festival and Parade of Nations
TBD - DEPARTMENT EAP REVIEW – Community Services Board
TBD - DEPARTMENT EAP REVIEW – City Assessor's Office
TBD - DEPARTMENT EAP REVIEW – Nauticus
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – ESF MEETING / TRAINING / ROSTER UPDATE
TBD – FEMA VTTX – Family Reunification - Earthquake
TBD – TRAINING – NIMS / ICS 100 – Classroom
TBD – TRAINING – NIMS / ICS 100 – Online
TBD – TRAINING – Continuity of Operations (COOP)
TBD – TRAINING/REVIEW - Emergency Operations Plan – Tornado Annex

May

CAMPAIGN: Older Americans Month
CAMPAIGN: Military Appreciation Month
CAMPAIGN: National Building Safety Month
CAMPAIGN: National Hurricane Preparedness Week
CAMPAIGN: National Police Week
CAMPAIGN: National EMS Week
CAMPAIGN: National Small Business Week
CAMPAIGN: Wildfire Community Preparedness Day
CAMPAIGN: National Dam Safety Awareness Day
6 – Monthly IPAWS Test
31 - INCIDENT ANNIVERSARY: Virginia Beach Mass Shooting 2019
TBD – REGIONAL – HR All-Hazards Advisory Committee
TBD – Neighbors Building Neighborhoods Academy - Preparedness
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD – EXERCISE – Navy's Annual Hurricane Exercise (HURREX)
TBD - DEPARTMENT EAP REVIEW – Neighborhood Development
TBD - DEPARTMENT EAP REVIEW – City Treasurer's Office
TBD - DEPARTMENT EAP REVIEW – Economic Development
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – ESF MEETING / TRAINING / ROSTER UPDATE
TBD - FEMA VTTX – Hurricane
TBD – TRAINING – NIMS / ICS 200 – Classroom
TBD – TRAINING – NIMS / ICS 200 - Online

June

CAMPAIGN: Pet Preparedness Month
CAMPAIGN: Summer and Extreme Heat Safety
CAMPAIGN: National CPR / AED Awareness Month
- Include Stop the Bleed as well as PulsePoint
CAMPAIGN: Lightning Safety
1 – Hurricane Season Officially Begins
6 – Monthly IPAWS Test
12 - INCIDENT ANNIVERSARY: Active Shooter, Pulse Orlando 2016
17 - INCIDENT ANNIVERSARY: Active Shooter, Santa Monica College 2013
17 - INCIDENT ANNIVERSARY: Active Shooter, Emanuel AME Church 2015
TBD – Team Norfolk LEPC Meeting (1-3pm)
OUTREACH EVENT – Preparedness Night with the Norfolk Tides
OUTREACH EVENT – Public Safety Day
TBD - SPECIAL EVENT – Harborfest Unified Command

TBD – OUTREACH EVENT – Neighbors Building Neighborhoods Conference
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD - EXERCISE – City-Wide Test of Norfolk Alert
TBD – DRILL – City Hall / City Facilities Active Threat Drill
TBD - DEPARTMENT EAP REVIEW – Office to End Homelessness
TBD - DEPARTMENT EAP REVIEW – Commissioner of the Revenue
TBD - DEPARTMENT EAP REVIEW – General Services
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – ESF MEETING / TRAINING / ROSTER UPDATE
TBD - FEMA VTTX – Active Threat (vehicle as weapon)
TBD – TRAINING – Continuity of Operations (COOP)
TBD – TRAINING/REVIEW - Emergency Operations Plan – Active Threat Annex

QUARTER 3

July

CAMPAIGN: National Volunteer Appreciation Week
CAMPAIGN: Firework and Outdoor Cooking Safety
CAMPAIGN: Extreme Heat Safety
1 – Local Capability Assessment Report (LCAR) due to VDEM
6 – Monthly IPAWS Test
20 - INCIDENT ANNIVERSARY: Active Shooter, Aurora, CO 2012
TBD – REGIONAL – HR All-Hazards Advisory Committee
TBD – Emergency Management Strategic Committee
TBD – Team Norfolk Volunteer Recognition Event
TBD – REGIONAL – HR All-Hazards Advisory Committee
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD - OUTREACH EVENT – Team Norfolk Emergency Kit Cook Off!
TBD - DEPARTMENT EAP REVIEW – Zoo
TBD - DEPARTMENT EAP REVIEW – Elections
TBD - DEPARTMENT EAP REVIEW –Communications
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – ESF MEETING / TRAINING / ROSTER UPDATE
TBD – FEMA VTTX – Civil Unrest
TBD – TRAINING – ICS 300
TBD – TRAINING – NPS Summer Leadership Academy
TBD – TRAINING – NPS Admin Operational Training

August

CAMPAIGN: National Night Out
CAMPAIGN: Virginia (Hurricane) Sales Tax Holiday
CAMPAIGN: Extreme Heat Safety
1 – Peak of Hurricane Season begins
5 - INCIDENT ANNIVERSARY: Active Shooter, Wisconsin Sikh Temple 2012
6 – Monthly IPAWS Test
9-25 - INCIDENT ANNIVERSARY: Ferguson Unrest, first wave 2014
11-12 - INCIDENT ANNIVERSARY: Civil Unrest, Unite the Right rally,
Charlottesville,
    VA 2017
22 - INCIDENT ANNIVERSARY: Ruby Ridge 1992
23-31 - INCIDENT ANNIVERSARY: Hurricane Katrina 2005
TBD – Team Norfolk LEPC Meeting (1-3pm)
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD - DEPARTMENT EAP REVIEW – Information Technology
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – NPS SUPERINTENDENT TO CERTIFY SCHOOL PLANS AND SUBMIT TO
    VIRGINIA SCHOOL AND CAMPUS SAFETY
TBD – ESF MEETING / TRAINING / ROSTER UPDATE
TBD - FEMA VTTX – Active Threat (school shooter)
TBD – TRAINING – ICS 300
TBD – TRAINING – Continuity of Operations (COOP)
TBD – TRAINING – NPS New Teacher Orientation
TBD – TRAINING – NPS Professional Development Day
TBD – TRAINING/REVIEW - Emergency Operations Plan – Tropical Storm /
Hurricane Annex

September

CAMPAIGN: National Preparedness Month & PrepareAthon! Day (9/30)
CAMPAIGN: Weather Safety: Fall
CAMPAIGN: 9/11 Day of Service and Remembrance
6 – Monthly IPAWS Test
16 - INCIDENT ANNIVERSARY: Active Shooter, Washington Navy Yard 2013
20-23 - INCIDENT ANNIVERSARY: Charlotte Riot 2016
22 - INCIDENT ANNIVERSARY: Hurricane Isabel (2003)
30 – CAMPAIGN: PrepareAthon! Day
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD – EXERCISE – Norfolk Airport
TBD – REGIONAL – HR All-Hazards Advisory Committee

TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – ESF MEETING / TRAINING / ROSTER UPDATE
TBD – TRAINING – NIMS / ICS 100 – Classroom
TBD – TRAINING – NIMS / ICS 100 - Online

QUARTER 4

October

CAMPAIGN: Cybersecurity Awareness Month
CAMPAIGN: National Crime Prevention Month
CAMPAIGN: Fire Prevention Month
CAMPAIGN: The Great Shakeout Earthquake Drills
1 - INCIDENT ANNIVERSARY: Active Shooter, Las Vegas, NV 2017
6 – Monthly IPAWS Test
22 - INCIDENT ANNIVERSARY: Superstorm Sandy 2012
TBD – Emergency Management Strategic Committee
TBD – Team Norfolk LEPC Meeting (1-3pm)
TBD – DRILL - City Hall / City Facilities Fire Drill
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – ESF MEETING / TRAINING / ROSTER UPDATE
TBD – TRAINING – NIMS / ICS 200 – Classroom
TBD – TRAINING – NIMS / ICS 200 – Online
TBD – TRAINING – Continuity of Operations (COOP)
TBD – TRAINING/REVIEW - Emergency Operations Plan – Cybersecurity

November

CAMPAIGN: Critical Infrastructure Preparedness Month
CAMPAIGN: Military Family Month
CAMPAIGN: Winter Weather Safety
6 – Monthly IPAWS Test
11 - INCIDENT ANNIVERSARY: Active Shooter, First Baptist Church Sutherland
    Springs (2017)
24 – Dec. 2 - INCIDENT ANNIVERSARY: Ferguson Unrest, second wave 2014
30 – Hurricane Season Ends
TBD – REGIONAL – HR All-Hazards Advisory Committee
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – ESF MEETING / TRAINING / ROSTER UPDATE

December

CAMPAIGN: Resolve to be Ready
CAMPAIGN: Winter Weather Safety
CAMPAIGN: Holiday Fire Safety
CAMPAIGN: National Influenza Vaccination Week
2 - INCIDENT ANNIVERSARY: Active Shooter, San Bernardino 2015
6 – Monthly IPAWS Test
14 - INCIDENT ANNIVERSARY: Active Shooter, Newtown, CT 2012
TBD – Team Norfolk LEPC Meeting (1-3pm)
TBD – DRILL – School Fire Drill
TBD – DRILL – School Lockdown
TBD – ANNUAL HSIN AUDIT – ACCOUNTS & CONTENT
TBD - SCHOOL EAP REVIEW / ANNUAL SAFETY AUDIT
TBD – ESF MEETING / TRAINING / ROSTER UPDATE
TBD – TRAINING – TBD
TBD – TRAINING/REVIEW - Emergency Operations Plan – Public Health
Emergency