Emergency Operations & Resilience Framework

Section I
Basic & Administrative Plan

March 15, 2018
IF THIS IS AN EMERGENCY, GO DIRECTLY TO PAGE 25
# RECORD OF CHANGES

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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. The plan must include the responsibilities of all local agencies and establish a chain 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.

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 is a series of plans which holistically describes Norfolk’s emergency management program. Specifically, it describes the doctrine and strategies for how Team Norfolk will coordinate resources and activities with other federal, state, county, regional, private-sector and nongovernmental organizations to prepare for, mitigate against, respond to and recover from any emergency that could adversely affect the health and safety of Norfolk’s residents, visitors and the environment.

This framework 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, it is not just the City’s document, or any specific department or agency’s plan. Rather this collection of documents and subsequent volumes were written with a “whole of community” approach in mind, inclusive of Team Norfolk’s partner agencies to ensure an inclusive yet 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.

The intent is for this framework to serve as a resource to be used, referenced and otherwise relied upon by all agencies. With the input of those who make up Team Norfolk, this framework should serve as the overarching document listing roles and responsibilities of agencies from various sectors and levels of government, defining what should be done, when and by whom. From this, each agency, organization or department is expected to develop their internal plans and Standard Operating Procedures (SOP’s)
SECTION I. EMERGENCY OPERATIONS FRAMEWORK

BASIC PLAN

The Basic Plan lays the foundation and framework for the City’s Emergency Management Program. Specifically, it introduces the doctrine and core plans that define the City’s Emergency Management Program. It describes the concept of emergency operations and assigns duties and responsibilities to agencies or organizations for all hazards. Consistent with the National Response Framework and the Commonwealth of Virginia Emergency Operations Plan, these documents become the organizational and legal basis for emergency operations.

Specific long-range goals and objectives for the overall program are laid out in a 3 year strategic plan. The Strategic Plan lays out specific objectives and the milestones necessary to accomplish those objectives. Specifically, the City’s Strategic Plan:

- Provides year-to-year direction on how the City will prevent, mitigate, prepare for, respond to, and recover from natural and human-caused disasters through the development of a single, common preparedness vision and strategy.
- Meets the vision of the city-wide emergency management effort through a multi-year strategy, in coordination with key emergency management stakeholders, to include an overarching mission, strategic goals, objectives, milestones and an overall method of implementation.

The plan includes the input of the Emergency Management Program Committee. It is continually reviewed, adjusted and new strategies developed, in recognition of funding, organizational structures and dynamics that may arise. It is important that this Plan be designed to be practical and flexible. The plan is then shared with members of the Team Norfolk Local Emergency Planning Committee (LEPC) which represents stakeholders in Norfolk’s Emergency Management Program including government, public and private agencies, non-profit organizations, and the community. It is then shared with the City Manager for promulgation and the City Council for approval.

I – INTRODUCTION ..........................................................Page 10
Purpose ..............................................................................................................Page 10
Goals..................................................................................................................Page 10
Scope and Applicability ......................................................................................Page 10
Authorities and References ..............................................................................Page 11
Each City department has a plan specific to their facility / facilities with steps to take for an immediate no-notice threats and incidents such as active shooter, bomb threat, explosions, tornados and more. Evacuation areas are identified. Due to private contact information, evacuation areas and other sensitive information these documents are labeled For Official Use Only (FOUO).

SECTION III. TEAM NORFOLK CHARTER
Team Norfolk is the collection of emergency planners and responders from the numerous agencies, sectors and levels of government throughout the community. Team Norfolk meets monthly, with additional function-specific (Emergency Support Functions) meetings scheduled as appropriate.

EMERGENCY SUPPORT FUNCTION (ESF) ANNEXES
The ESFs provide the structure for coordinating interagency support for planning and response to an incident. They are mechanisms for grouping functions most frequently used by federal and state agencies for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents

ESF-1 Transportation
ESF-2 Communications
ESF-3 Public Works, Utilities & Engineering
ESF-4 Firefighting
ESF-11 Agriculture & Natural Resources
ESF-12 Power / Energy
ESF-13 Public Safety & Security
ESF-14 Long-Term Recovery
SECTION IV. HAZARD-SPECIFIC ANNEXES
Some hazards may require more detailed planning due to their (in)frequency of occurrence, scale of potential impacts, or complexity of the response. Hazard specific annexes provide a way to extend the functional annexes to address special and unique response procedures, notifications, protective actions, emergency public information, and other needs generated by a particular hazard. Hazard specific annexes allow Team Norfolk and the Emergency Operations Center to address priorities identified through the hazard analysis and to meet detailed regulatory requirements associated with various hazards. The citywide emergency management program currently provides hazard-specific annexes for:

- **Active Threat**
- **Cybersecurity**
- **Dam Failure**
- **Extreme Heat**
- **Hazardous Materials:**
  - Bomb/Nuclear/Radiological
- **Public Health Emergency**
- **Special Events / Expressive Speech**
- **Tornado**
- **Tropical / Coastal Storm**
- **Tsunami**
- **Winter Weather**

SECTION V. FUNCTIONAL AND SUPPORTING ANNEXES
Annexes provide specific information and guidance to assure an appropriate level of emergency preparedness in each of the major emergency management functions. Annexes focus on operations and should cover the responsibilities, tasks, and operational actions that pertain to the function being covered.

SECTION VI. CONTINUITY OF OPERATIONS STRATEGY
COOP is a good business practice. It enables agencies to continue their essential functions across a broad spectrum of hazards and emergencies. Effective COOP plans:

- Are capable of implementation anytime, with and without warning.
- Provide full operational capability for essential functions not later than 12 hours after activation.
- Are capable of sustaining operations for up to 30 days.
This is also a requirement of the Commonwealth of Virginia Auditor of Public Accounts (APA): *Specifications for Audits of Counties, Cities and Towns*. Specifically, the COOP must address three types of disruption: Loss of access to a facility (as in a fire); Loss of services due to a reduced work force (as in pandemic influenza); and Loss of services due to equipment or systems failure (as in information technology (IT) systems failure) – with plans to maintain essential functions for up to 30 days.

**SECTION VII. RECOVERY STRATEGY**
The City’s Recovery Plan provides guidance and coordinates the actions of City government and community partners in the reconstruction and repair of infrastructure, homes, and businesses, and the restoration of critical services necessary to restore livability following major disasters. Utilizing the concepts of the National Disaster Recovery Framework, particularly the Recover Support Functions (RSF’s), these plans focus on the transition from ESF’s to RSF’s and the immediate to intermediate (hours - weeks – months) and long-term (months – years) recovery post-incident.
PURPOSE

The purpose of this Emergency Operations and Resilience Framework is to provide an organizational framework and response capability with which the City and its partners can conduct special events and respond to natural, technological, man-made, or war-caused emergency incidents requiring a comprehensive, integrated response. The Framework identifies that which must be done and by whom; agency-specific plans detail how. 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 plans 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.
- Define general and specific roles for Team Norfolk prior to, during and after a disaster or major emergency.
- Provide planning guidance to 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 during emergency situations
- Foster the goals of a comprehensive and integrated emergency response capability and orientation for the City.

SCOPE AND APPLICABILITY

The Team Norfolk Emergency Operations and Resilience 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 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 among the community and with regional, state and federal authorities is managed
- How to handle and manage needs with the resources available.
- How to keep the community informed with timely, accurate, accessible and actionable information.
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:

STATE

- Commonwealth of Virginia Emergency Operations Plan
- 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."

FEDERAL

- FEMA Disaster Operations Legal Reference Version 2.0 (June 1, 2013)
- National Response Framework
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) as amended
- Presidential Policy Directive 8
  - National Preparedness Goal
  - National Preparedness System
PLANNING SITUATIONS AND ASSUMPTIONS

SITUATIONS

1. 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.

Along with NATO and Naval Station Norfolk, Norfolk is 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 and Bon Secours DePaul Medical Center also make Norfolk their home. Other community assets include Norfolk International Airport, the Port Authority, Norfolk-Southern Railway, Norfolk State University, Old Dominion University, Norfolk State University, professional athletics and state of the art research facilities, shipping companies and an exuberant arts and cultural community. Additionally, light rail opened in 2011 and provided 1.6 million rides in the first year. The line carries passengers from the Virginia Beach border, through Norfolk neighborhoods and into the heart of downtown. As of December, 2012, Amtrak also operates passenger service from Norfolk to major cities in the east.

A. ECONOMY

Norfolk is likely to remain strongly dependent on the military’s presence in the region. According to the 2016 report written by Sandia Laboratories, Development of an Urban Resilience Analysis Framework with Application to Norfolk, VA [SAND2016-2161], the largest industries in Norfolk are Education, Health Care and Social Assistance (19%), Military (18%), Retail Trade (10%), Arts, Entertainment and Recreation (9%), and Professional, Scientific and Management (9%). As a comparison, the U.S. military’s national share of employment is under 1 percent. Manufacturing composes 5% of Norfolk’s economy, as opposed to 11% of the U.S. economy. (p. 19-20).

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.
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*) available at [http://pilotonline.com/news/local/transportation/the-modern-story-of-hampton-roads-in-one-map/article_3a09348f-4e78-5db2-8d83-b8b638bde48e.html](http://pilotonline.com/news/local/transportation/the-modern-story-of-hampton-roads-in-one-map/article_3a09348f-4e78-5db2-8d83-b8b638bde48e.html), 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:

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<th>In</th>
<th>Out</th>
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<td>977</td>
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<tr>
<td>Poquoson</td>
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<tr>
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*Note: The estimate of those living in Norfolk and working elsewhere is 41,314*
Updated to reflect the 2014 estimates per the U.S. Census Bureau, OnTheMap Application, http://onthemap.ces.census.gov:

Per the 2010 Census, the population of Norfolk, VA is approximately 242,803 people (2016 Census’ Population Estimates Program puts Norfolk at 245,115). The following demographics come from the Census 2015 QuickFacts and are thus estimates:

- Number Households: 87,045
- Number of Housing Units: 95,123
- Persons per Household: 2.53
- Median Household Income: $44,480
- Per Capita Income in past 12 months: $24,657
- Percentage of persons below poverty level: 21.5%
- Percentage of population <18 years old: 20.1%
- Percentage of populations >65 years old: 10.2%

This number of individuals >65 will increase each year; therefore, the issue of accessibility and “special needs” should be a permanent area of focus in government 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.”
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%).
CLIMATE

Based on data reported by over 4,000 weather stations
SITUATION, PART 2: PLANNING CONSIDERATIONS

- Incidents and disasters begin and end at the local level.
- Virginia is a Commonwealth where each locality is independent and reports directly to the State.
- Virginia is a Dillon’s Rule state and local governments have only those powers explicitly given by the State.
- Success requires unity of effort, joint support through mutually developed incident objectives and strategies developed at the command level, while each participating agency maintains its own authority, responsibility and accountability.

ASSUMPTIONS

- Disasters will often require quick, decisive action.
- Incidents are managed at the local level; an incident may require the City to be self-sustaining for up to a week and possibly longer.
- Team Norfolk will use the National Incident Management System (NIMS) and a hybrid of the Incident Command Structure (ICS) and Emergency Support Functions (ESF’s).
- Team Norfolk will mobilize resources and personnel as available and required by the situation.
- Norfolk will have mutual aid agreements (agreements which state mutual goals, actions and responsibilities) with neighboring jurisdictions and partner organizations.
- Critical Infrastructure and other Special facilities (hospitals, schools and higher education, nursing homes and managed care, regulated facilities in accordance with Superfund Amendments and Re-Authorization Act) are required to develop emergency plans.
HAZARD AND VULNERABILITY ANALYSIS

COMMUNITY HAZARDS
The 2017 Hampton Roads Hazard Mitigation Plan, adopted by Norfolk City Council on March 28, 2017 (Resolution 1,671) encompasses twenty-two localities and 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 2017 Hampton Roads Hazard Mitigation Plan, threats which are most likely to impact Norfolk are as follows:

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

NOTE: THE MITIGATION PLAN IN ITS ENTIRETY IS AVAILABLE AS AN APPENDIX TO THE HAZARD-SPECIFIC ANNEX

*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   Pandemic Influenza
Cyber Attack          Plague
Food Contamination   Radiological Dispersal Device
Foreign Animal Disease   Toxic Industrial Chemicals / Hazmat
Improvised Explosive Device

Source: National Preparedness Goal

Local (Technical / Man-Made) Planning Scenarios
Active Threat     Resource Shortages
Aircraft Mishap   School Crisis
Civil Disturbances Special Events
Repatriation
III. CONCEPT OF OPERATIONS ("THE PROCESS")

ORGANIZATION

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 and others in the establishment and administration of the emergency management organizational structure. For incidents involving the entire community, the Director of Emergency Preparedness and Response (Emergency Management Coordinator), assumes the role of Incident Commander. For all others, the Emergency Operations Center provides logistical support to the on-scene incident command. During city-wide response, specific departments and agencies are tasked with emergency management functions including emergency public information, damage assessment, sheltering, etc. When possible, operational departments continue the normal delivery of services, to be coordinated under the emergency management structure. Once this system is activated, emergency operations are typically run from the Emergency Operations Center (EOC).

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 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;
- Develop and maintain detailed plans and standard operating procedures (SOPs) in synch with Team Norfolk’s Emergency Operations and Resilience Framework;
- Actively participate on Team Norfolk’s monthly meetings and planning sessions/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; and
- Establish and maintain list of succession of key emergency personnel.
Members of the Community 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
- If going to an emergency shelter, be prepared to assist.
- Submit damage information using STORM Mobile (http://stormmobile.norfolk.gov/stormmobile/) or by calling the Norfolk Cares IMPACT Center at (757) 664-6510
- Review and maintain an accurate status in the Waze app during weather and special events.
- Be prepared and commit to help 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 otherwise identify other 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
**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 Assessments

**Emergency Support Function 6: Mass Care, Housing & Human Services**

- Pre-position staff, equipment and supplies
- Emergency Evacuations
- Assist with evacuate 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 §19.2-11.01 Code of Virginia.

**Emergency Support Function 7: Logistics and Resource Support**

- Emergency Operations Center Logistics and Support
  - Work with the Joint Information Center to communicate any specific requests to the community.
- Resource Support (i.e. facility space, office equipment and supplies, contracting services)
- Non-Essential Staff Coordination
• Commodity Distribution Organization and Management
• Emergency Management Assistance Compact (EMAC) Request Management
• Regional, State and Federal Resource Liaison

**EMERGENCY SUPPORT FUNCTION 8: PUBLIC HEALTH AND MEDICAL**

• Assessment of public health/medical needs
• Public health surveillance
• Medical care personnel
• 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

**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. chemical, biological, 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: LONG-TERM RECOVERY**

**LONG-TERM RECOVERY IS A SEPARATE PLAN IN THE FRAMEWORK**

**EMERGENCY SUPPORT FUNCTION 15: EXTERNAL AFFAIRS**

• Emergency Public Information and Protective Action Guidance
• 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

**EMERGENCY SUPPORT FUNCTION 16: MILITARY AFFAIRS**

• Coordinate and leverage military resources within policies and procedures in accordance with Defense Support to Civil Authorities (DSCA)
EMERGENCY SUPPORT FUNCTION 17: DONATIONS & VOLUNTEER MANAGEMENT

- Serve under 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)

- Coordinate plans and education institution resources
- Family reunification for school-related and/or on-campus incidents
- Information dissemination to parents and families of students

EMERGENCY SUPPORT FUNCTION 19: PRIVATE SECTOR

- Private Sector Liaison to serve in the Norfolk EOC Logistics Section
- Through planning and preparedness, assist with Economic Recovery
- Maintain and coordinate private-sector resources

DIRECTION AND CONTROL

ALL DISASTERS ARE LOCAL. THEY BEGIN AND END AT THE LOCAL LEVEL.

FEDERAL

The Homeland Security Act requires the FEMA Administrator to consolidate federal response plans into a single, coordinated national response plan, now known as the National Response Framework (NRF), and last updated in January 2008. Responsibility for management and maintenance of the NRF falls under the FEMA National Integration Center. FEMA and all other agencies use the NRF to organize the federal government’s response to presidentially declared events under the Stafford Act and for non-Stafford Act events. The NRF “builds upon the National Incident Management System (NIMS), which provides a consistent template for managing incidents.” In addition, Homeland Security Presidential Directive #5 (HSPD-5) combines the investigative and responsive elements of federal agencies (called “crisis management and consequence management”) into a single approach. These three documents provide the basis for organizing federal emergency response plans in order to manage all domestic incidents—not only natural disasters, but also man-caused events, such as terrorist attacks.

The design of the NRF permits its use at any time in incidents or events of all sizes, through its organization of many of the federal government’s agencies into Emergency
Support Functions (ESFs). These ESFs, described in Table 1, provide assistance in specified practical areas. Each function has a coordinating agency with management oversight and one or more primary and support agencies with significant authorities, roles, resources, or capabilities to support particular tasks. **FEMA coordinates the ESFs through the NRCC and the applicable RRCC.** Not all incidents requiring federal support, however, result in the activation of ESFs.

**National Response Coordination Center (NRCC)**
The Homeland Security Act requires the FEMA Administrator to maintain and operate an NRCC. The NRCC is the national-level coordinating center for FEMA’s operations and the focal point for national resource coordination during an incident. The NRCC’s mission is to maintain situational awareness of ongoing operations and emerging events that have the potential to require federal resources, and to identify, mobilize, deploy, and coordinate federal resources in support of state governments or OFAs in response to incidents.

**Regional Response Coordination Center (RRCC)**
The Homeland Security Act requires each FEMA Regional Administrator to maintain and operate an RRCC. Similar to their national-level counterpart, the NRCC, the RRCCs are 24/7 coordination centers that expand to interagency facilities staffed by ESF personnel in anticipation of or immediately following a serious incident in the particular region.

A regional office activates its RRCC to coordinate regional response efforts, establish federal priorities, and implement local federal program support. The RRCC establishes communications with the affected state emergency management agency; deploys regional teams to assess the impact of the event, gauge immediate state needs, and makes preliminary arrangements to set up field facilities; and provides information to the NRCC on the disaster situation and federal response. The NRCC supports the RRCC efforts by deploying national assets when needed. RRCC operations transfer to the Joint Field Office (JFO) after it is established.

**Joint Field Offices (JFO)**
Following a major disaster or emergency declaration, the Stafford Act charges the FCO with establishing field offices. The primary one is the JFO—a temporary federal facility that provides a central location for the coordination of federal, state, tribal, and local governments, as well as private sector and non-governmental organizations, with primary responsibility for response and recovery. **The JFO does not provide services to the public.** Instead, as the primary field structure, the JFO provides the organizing structure to integrate diverse federal authorities and capabilities and coordinate federal response and recovery operations.
At the JFO, the Unified Coordination Group, consisting of the Federal Coordinating Officer (FCO), the State Coordinating Officer (SCO), and senior officials from other entities with jurisdictional authority and operational responsibility for some aspect of an incident, leads the coordination of activities. Staff with the appropriate delegated authority within the NRCC, the RRCC, and the JFO, all may issue mission assignments.

In a large disaster, the FCO may establish satellite Area Field Offices (AFOs) as well. These AFOs provide a federal and state presence, essentially mini-JFOs, in local areas that the disaster hit especially hard. As an example, after Hurricanes Ike and Gustav, when FEMA established the JFO in Austin, Texas, FEMA also established an AFO in the Port Arthur and Beaumont, Texas, area to assure that the local citizens had sufficient state and federal support personnel who could immediately address the severe local circumstances.

In addition to activating agencies after an event, FEMA may deploy assets and capabilities through the coordinating agencies in charge of each appropriate ESF into an area when an incident is imminent but not declared and where resources and assets will be necessary to prepare for the expected event. FEMA issues mission assignments to obtain resources and capabilities from across the federal government in support of the state.

Once the President has declared a major disaster or emergency under the Stafford Act, FEMA may provide accelerated federal assistance and federal support “where necessary to save lives, prevent human suffering, or mitigate severe damage even in the absence of a specific request” from the state. Congress added this language in the Post-Katrina Emergency Management Reform Act of 2006 (PKEMRA) in response to criticisms of the federal response to Hurricane Katrina where allegations surfaced that the federal government would not assist Louisiana until the state made a specific request for the particular type of assistance the state desired. FEMA has no examples of this situation occurring. The language of the provision is not limited with respect to time, and because it allows FEMA to act unilaterally without the consent of the governor and is limited to those circumstances where “necessary to save lives, prevent human suffering, or mitigate severe damage,” it is clear that application of this authority is limited to those circumstances where a rapid response is critical.

In any event, FEMA must promptly notify and coordinate with the state to the fullest extent practicable. This is particularly important if the federal declaration requires the state to pay a 25% share of the cost and the state has not requested the work nor knows the nature and scope of expenses ahead of time.

At the Federal level, the National Response Framework is always in effect, and elements can be implemented at any level at any time (FEMA, NRF, 7-11 – Jan. 2008). The NRF,
therefore, eliminates the “Incident of National Significance” declaration mentioned in its predecessor, the National Response Plan. No such declaration is required by the Framework and none will be made.

It is also important to remember all incidents begin and end locally. Therefore, federal response doctrine is comprised of five key principles:

1. Engaged partnership
2. Tiered response
3. Scalable, flexible, and adaptable operational capabilities
4. Unity of effort through unified command, and
5. Readiness to act.

**Local & State**

The federal government is a government of enumerated powers; it may only exercise those powers that are granted to it by the Constitution. The Tenth Amendment explicitly confirms that “[t]he powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people”… The states, in contrast, have police power to protect the health, safety, and welfare of their citizens. States therefore have plenary authority to respond in almost any way, so long as they do not violate constitutional rights and are not legitimately preempted by Congress (Farber, et al, p. 76)

§ 44-146.17. Powers and duties of Governor.
The Governor shall be Director of Emergency Management. He shall take such action from time to time as is necessary for the adequate promotion and coordination of state and local emergency services activities relating to the safety and welfare of the Commonwealth in time of disasters.

*The Virginia Department of Emergency Management Laws (2015 Edition)*, as amended, provides that emergency services organizations and operations are structured around existing constitutional government.

*Code of Virginia § 44-146.19: Powers and duties of political subdivisions:*

* B. Each political subdivision shall have a director of emergency management who, after the term of the person presently serving in this capacity has expired and in the absence of an executive order by the Governor, shall be the following:
1. In the case of a city, the mayor or city manager, who shall appoint a coordinator of emergency management with consent of council; (p. 24)

**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;

**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.

**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;
- Co-Chair Team Norfolk Local Emergency Planning Committee (LEPC);
- Conduct regular planning sessions, training and exercises;
- Implement the Emergency Management Program on behalf of the locality.
- Act as Incident Commander for city-wide incidents (i.e. tropical and winter storms)

For city-wide incidents, direction and control will be exercised from the Emergency Operations Center. Immediate incident objectives will include life safety as well as the protection of property and the environment. Email, Norfolk Alert / Everbridge, WebEOC, the Homeland Security Information Network (HSIN) and other tools will be utilized to provide situational awareness, facilitate information sharing and otherwise document the incident. For lesser incidents, Norfolk Emergency Preparedness and Response will coordinate briefings and facilitate communication among City leadership (the on-duty Deputy City Manager), Norfolk Public Schools, Naval Station Norfolk and Team Norfolk in general.

The most direct stakeholders are identified in each hazard-specific annex. Those will be the agencies directly participating in policy and strategic level discussions and
conference calls. All decisions made from this group will be communicated to all of Team Norfolk for situational awareness.

One federal partnership which is utilized for most all EOC activations is that of the Department of Homeland Security Protective Security Advisor. This DHS representative will keep abreast the EOC with status updates of all critical infrastructure and key resources.

**NIMS and the Incident Command System (ICS)**

In compliance with HSPD-5, the City of Norfolk formally adopted the National Incident Management System (NIMS) in order to remain eligible to receive federal preparedness assistance through grants, contracts, and other activities. More than a mere grant requirement, the City of Norfolk adopted and institutionalized NIMS and the Incident Command System because it is a proven and proactive system for crisis planning and response.

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

- 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

The ICS Form 207 Incident Organization Chart will be completed leading up to or at the onset of an incident.

Incident Objectives will be documented and shared using the Incident Command System Form 202: “ICS 202 - Incident Objectives”

Departments and Agencies will be expected to complete and submit to the EOC an ICS Form 214 Activity Log each Operational Period.

All information must go through Emergency Preparedness and Response to ensure consistency, efficiency, and unity of effort.

The Joint Information Center will coordinate the disseminate official information
With the formal adoption of NIMS and ICS, and the ESF approach to disaster planning, the Norfolk Emergency Operations Center utilizes a semblance of the following ICS / ESF hybrid approach to incident management, tailored / scaled to meet the needs of each incident.

**Alert / Initial Briefing**
In coordination with the Virginia Department of Emergency Management (VDEM) and the National Weather Service (Wakefield), Emergency Preparedness and Response will, at a minimum, alert the COMMUNITY of WARNINGS via Norfolk Alert (Everbridge), and if appropriate, Integrated Public Alert & Warning System (IPAWS). The local media also plays a crucial role in informing the community.
Norfolk Alert is configured to utilize TTY when disseminating messages; however, in order to receive messages via email and/or text (for the deaf community), it is necessary to register in Norfolk Alert. (Visit Norfolk.gov/Emergency or call Norfolk Cares Call Center at 641-6510 for details).

Norfolk utilizes the “SmartWeather” feature of Everbridge (Norfolk Alert) which allows each alert issued by NWS to be automatically pushed to Norfolk Alert cell phone subscribers. Furthermore, there are two layers to this feature:

1. Life safety alerts (ie. Tornado Warning) that are automatically pushed to all subscribers;
2. Alerts which subscribers can opt-in during the registration phase or at any time they edit their subscription.

Messages sent via Wireless Emergency Alert (WEA) will go to cell phones within a radius of selected cell towers regardless of subscription.

As it pertains to landlines, it is two-fold as well. For subscribers, if the user registers their landline phone number in their subscription, an alert will be sent to them according to the contact priority chosen (i.e. email... text... landline... cell phone...). For non-subscribers, the Norfolk EOC must manually push life-safety alerts out to all 203,808 911 data users. The insertion of human interaction takes precious time; therefore...

The City of Norfolk is authorized to disseminate alert messages using the Integrated Public Alert & Warning System (IPAWS). An IPAWS message are location-specific and can be disseminated simultaneously among multiple pathways such as television and radio (Emergency Alert System), cell phone (Wireless Emergency Alert), Internet, home phone and public signage to reach the greatest number of people.

Alerts meeting the criteria for IPAWS are as follows:

- Extreme weather, and other threatening emergencies in the area;
- AMBER Alerts;
- Presidential Alerts during a national emergency

Norfolk Emergency Preparedness and Response will also initiate notifications to Team Norfolk and schedule incident briefings. Simultaneously, an incident in STORM as well as an incident in WebEOC will be created/named and communicated to Team Norfolk.
OPERATIONAL PERIODS AND SITUATIONAL REPORTS
Based upon incident command procedures, the emergency management system encourages the utilization of operational periods as a planning tool. An operational period is defined as a variable period of time for which the organization plans its operational strategy. Operational periods will be determined based on the incident and by the Incident Command.

“Incident Period” – Different than “Operational Period,” the incident period is the time interval during which the incident occurs. (In addition, work undertaken in anticipation of the incident is eligible for Stafford Act assistance). FEMA generally interprets this to be a narrow time frame. Whether 24, 48, or 72 hours or more, the further out in time, the less likely that FEMA can directly tie activities to the declared disaster in question rather than for seasonal or general preparedness for events that may occur at some time in the future. There is a distinction between general preparedness and activities specifically undertaken in anticipation of and immediately before an event.

The declaration and the FSA establish the incident period based on official information which the appropriate federal agency provides, such as, the National Weather Service (NWS) for a weather-related event or the United States Geological Survey (USGS) for an earthquake.

An open or “continuing” incident period is not necessary to capture damage that may occur in the future so long as the damage results from the declared incident. (FEMA Disaster Legal Reference, p. 3-24)

SITUATIONAL AWARENESS AND COORDINATION
Norfolk Emergency Operations Center to notify and provide updates to Team Norfolk via Norfolk Alert and link to https://www.norfolk.gov/Blog.aspx?CID=14 (easily accessible from Norfolk.gov/emergency).

Dominion Energy Outage Viewer
Public View:

Emergency Management: https://www.dominionenergy.com/ [sign in required]

For weather-related incidents, NWS will provide periodic email updates and maintain weather products. The following will be appropriate for most scenarios;
more specific information resources are listed in the appropriate Hazard-Specific Annex.

Norfolk City Situational Awareness Display
http://www.erh.noaa.gov/er/akq/SAD/SAD_Norfolk.html

NWS Wakefield News & Event Review Archive
http://www.weather.gov/akq/NewsArchive

NWS Emergency Management Briefing Page:
http://www.erh.noaa.gov/er/akq/empage.php

NWS Hourly Forecast:
http://forecast.weather.gov/gridpoint.php?site=akq&TypeDefault=graphical

NWS Enhanced Data Display v4.5.4 [New / Experimental!]
http://preview.weather.gov/edd/

NWS Observed Weather Reports

Emergency Preparedness and Response will coordinate EOC briefings and relay this information to the community via the Joint Information Center

Norfolk STORM (available on City Intranet) and STORM MOBILE will be used to document reported issues throughout the City (flooding, impassible roads, downed trees and lines, and more) and relayed to the Community via iVIEW

STORM: http://gissrv.norfolk.gov/storm/ (City staff only)

STORM MOBILE: http://stormmobile.norfolk.gov/stormmobile/
iVIEW: To be displayed on Norfolk.gov at time of incident.
http://iview.norfolk.gov/#/Map

State Current Weather Hazards and Conditions
https://vdemgis.maps.arcgis.com/apps/StorytellingTextLegend/index.html?appid=2728b9a813f24b7687e1ae116727b35e

Norfolk’s WebEOC (https://webeoc.norfolk.gov/eoc7/) will be utilized by incident responders and planners to provide a schedule of events (Battle Rhythm) and situational awareness, foster information sharing and otherwise document the incident.
U.S. Census Bureau’s OnTheMap for Emergency Management tool
https://onthemap.ces.census.gov/em/

For any incident, information necessary to know and communicate are as follows:

- Number of individuals killed and injured
- How many transported to the hospital(s)
- Level of damage at the disaster site
- Condition of homes and community infrastructure
- Current response and/or recovery efforts
- Roles of volunteer organizations; what the community can do to help
- How to register for assistance / where to find help
- What actions are planned for today and the coming days
- When more information will be available

Note: this information should be maintained in WebEOC and communicated in EOC briefings, situation reports and incident action plans. Additional questions are listed in the Crisis Communications Functional Annex.

**HOW REQUESTS FOR RESOURCES WILL BE MET;**

The Logistics Section is responsible for addressing all requested resource needs. Along with identifying resources throughout Team Norfolk in the Emergency Operations and Resilience Framework, this may also be done by making specific requests of the community through the Joint Information Center.

If the event an 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 must be fully committed before state and federal assistance is requested.** Higher Education institutions must make resource requests through the local EOC. Effort should be made to reach out to the Logistics sections in neighboring localities Chesapeake and Virginia Beach in an effort to leverage and maximize limited resources.

Section 501(b) of the Stafford Act (42 U.S.C. §5191 (b)) provides that the president may exercise his authority to provide federal emergency assistance pursuant to sections 5192 and 5193 without a state request for an emergency declaration when the president “determines that an emergency exists for which the primary responsibility for response rests with the United States because the emergency involves a subject area for which, under the Constitution or laws of the United...
The president’s issuance of a major disaster declaration authorizes (but does not require) the president to provide various types of federal assistance to affected states, localities and individuals. Major disaster assistance can include (1) response and recovery aid to states and localities (including General Federal Assistance, Essential Assistance, and other Public Assistance (to permanently repair infrastructure), and Community Disaster Loans); (2) hazard mitigation assistance, and (3) individual assistance.

**A complete listing of federal aid is included under Short-Term Recovery Annex.**

In accordance with Federal Directive FD 072-2, Provision for Personal Property (Commodities and Equipment) in the Absence of a Presidential Emergency or Major Disaster Declaration (2013), FEMA may provide commodities or equipment to a state in the absence of a Presidential declaration immediately before, during and after a hazardous event... FEMA may sell expendable property (i.e. MRE’s, water, tarps) and may lease or loan non-expendable property (i.e. generators). When requesting such assistance, a state or local government must indicate they cannot meet the need themselves and the property is necessary to save lives and protect property. FEMA must also determine the state cannot meet the need from any other source. (DOLR, p. 2-13)

FEMA has worked with other federal agencies (OFA) and developed over 250 Pre-Scripted Mission Assignments (PSMAs), most of which are listed in the Team Norfolk ESF Annexes. Note, however, PSMAs are not automatic or self-executing documents!

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.

FEMA announced (FP 203-075-1) in 2007 it would no longer purchase, distribute, or store ice as one of the basic response commodities. FEMA will reimburse eligible applicants for the eligible costs of purchasing and distributing ice as an emergency protective measure, or use other agreements with entities to augment local supplies (DOLR, p. 2-8)

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

COST TRACKING / FEMA REIMBURSEMENT

At the onset of the incident, a 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.

All agencies are to track incident-related costs.

The local threshold for federal disaster public assistance is determined by the Consumer Price Index (CIP); As of October 1, 2017 Norfolk’s per capita indicator is $3.68. This indicator is multiplied by the current census population total, which used by VDEM for Norfolk is 242,803.

Population (242,803) x per capita indicator ($3.57) = a threshold of $893,515 to be eligible for federal assistance.

Virginia’s per capita indicator is $4 resulting in a threshold for public assistance eligibility of $11.4 Million.

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.

DEFINITIONS PER CODE OF VIRGINIA, §44-146.16.

"Disaster" means (i) any man-made disaster including any condition following an attack by any enemy or foreign nation upon the United States resulting in substantial damage of property or injury to persons in the United States and may be by use of bombs, missiles, shell fire, nuclear, radiological, chemical, or biological means or other weapons or by overt paramilitary actions; terrorism, foreign and domestic; also any industrial, nuclear, or transportation accident, explosion, conflagration, power failure, resources shortage, or other condition such as sabotage, oil spills, and other injurious environmental contaminations that threaten
or cause damage to property, human suffering, hardship, or loss of life; and (ii) any natural disaster including any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, earthquake, drought, fire, communicable disease of public health threat, or other natural catastrophe resulting in damage, hardship, suffering, or possible loss of life;

"Emergency" means any occurrence, or threat thereof, whether natural or man-made, which results or may result in substantial injury or harm to the population or substantial damage to or loss of property or natural resources and may involve governmental action beyond that authorized or contemplated by existing law because governmental inaction for the period required to amend the law to meet the exigency would work immediate and irrevocable harm upon the citizens or the environment of the Commonwealth or some clearly defined portion or portions thereof;

"Emergency services" means the preparation for and the carrying out of functions, other than functions for which military forces are primarily responsible, to prevent, minimize and repair injury and damage resulting from disasters, together with all other activities necessary or incidental to the preparation for and carrying out of the foregoing functions. These functions include, without limitation, fire-fighting services, police services, medical and health services, rescue, engineering, warning services, communications, radiological, chemical and other special weapons defense, evacuation of persons from stricken areas, emergency welfare services, emergency transportation, emergency resource management, existing or properly assigned functions of plant protection, temporary restoration of public utility services, and other functions related to civilian protection. These functions also include the administration of approved state and federal disaster recovery and assistance programs;

"Major disaster" means any natural catastrophe, including any: hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm or drought, or regardless of cause, any fire, flood, or explosion, in any part of the United States, which, in the determination of the President of the United States is, or thereafter determined to be, of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act (P.L. 93-288 as amended) to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby and is so declared by him;

"State of emergency" means the condition declared by the Governor when in his judgment, the threat or actual occurrence of an emergency or a disaster in any part of the Commonwealth is of sufficient severity and magnitude to warrant disaster assistance by the Commonwealth to supplement the efforts and available resources of the several localities, and relief organizations in preventing or alleviating the
damage, loss, hardship, or suffering threatened or caused thereby and is so declared by him.

"Local emergency" means the condition declared by the local governing body when in its judgment the threat or actual occurrence of an emergency or disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused thereby; provided, however, that a local emergency arising wholly or substantially out of a resource shortage may be declared only by the Governor, upon petition of the local governing body, when he deems the threat or actual occurrence of such an emergency or disaster to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused thereby; provided, however, nothing in this chapter shall be construed as prohibiting a local governing body from the prudent management of its water supply to prevent or manage a water shortage”

**CITY 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.

- The Outreach and Educational plan is in effect and materials will be shared with the community in all ways possible as frequently as possible.
- Develop, review and exercise emergency operations plans and standard operating procedures.
- Assure the viability and accuracy of emergency contact lists, resource lists and emergency contracts.

**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 the National Threat Advisory System (NTAS), National Weather Service watches and warnings or other reliable sources.

Some issues to consider at this point in the incident are:
1. Community Alerts & warnings;
2. Create an incident in Team Norfolk’s WebEOC;
3. Brief Team Norfolk of the impending situation; additional staff may be placed on alert.
4. Determine any protective action measures which need to be implemented in preparation for the situation.

MODIFIED OPERATIONAL CONDITION / ESSENTIAL OPERATIONAL CONDITION:
When an emergency situation such as inclement weather occurs and hampers the normal operations of the City, the City Manager or designee may determine non-essential services can be curtailed as recommended by the Emergency Management Coordinator and based on the City’s Continuity of Operations Plan (COOP). In such situations, the discontinuation of non-essential services and the closing of non-essential offices to the public may occur.

RESPONSE OPERATIONS:
This phase primarily deals with life-saving and sustaining measures and the protection of public health and safety with little or no time to spare. This is a very fluid phase requiring a proactive (“two steps ahead”) not reactive (“one step behind”) approach in order to be successful.

The Norfolk EOC has significant additional or fully augmented staffing on a 24-hr schedule. The City Manager and/or City Council have issued or is considering issuance of a State of Emergency declaration, and/or there may be a state or federal declaration (Emergency or Major Disaster) in effect. Hurricane Readiness Condition 3 begins at this level. A response to a probable terrorist event with major consequences would be included in this level.

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 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.

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.

**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 Emergency Support Functions 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.
Emergency Operations & Resilience Framework

Basic Plan Appendices

Promulgation Statement
Plan Maintenance
Outreach, Training and Exercises
Virginia Department of Emergency Management Laws
FEMA Disaster Operations Legal Reference
FEMA Acronyms, Abbreviations & Terms ("FAAT", FEMA P-524)