

# **TEAM NORFOLK**

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## **Emergency Operations & Resiliency Framework**

**Hazard-Specific Annex**

**Active Threat**

**May 2025**

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## PURPOSE

The purpose of this Hazard-Specific Annex is to establish a coordinated framework for the City of Norfolk and its partners to effectively respond to an active threat incident, including single or multiple coordinated attacks. This annex supports a unified, multi-agency response that aligns with applicable local and state emergency management mandates while promoting seamless coordination, information sharing, and operational unity among all responding organizations.

## SCOPE

This annex applies to all City of Norfolk departments, public safety agencies, partner jurisdictions, and private-sector stakeholders involved in the prevention, protection, response, and recovery from active threat incidents. Active threat scenarios may include, but are not limited to, armed intruders, mass shootings, coordinated assaults, or attacks involving vehicles or edged weapons. This annex outlines roles, responsibilities, and coordination mechanisms for addressing threats occurring at schools, government facilities, commercial areas, public venues, transportation hubs, or other locations within city limits. It is intended to be scalable and flexible to address both isolated incidents and complex, multi-site attacks.

## TERMS AND ACRONYMS

**Active Threat:** An individual actively engaged in killing or attempting to kill people in a confined and Populated area; in most cases, they use firearm(s) and there is no pattern or method to their selection of victims.

**Active Threat Response:** The initial deployment of immediately available law enforcement resources to minimize further casualties and serious injuries to citizens.

**Multiple Casualty Incident:** Incidents involving multiple victims that can be managed, with a heightened response (including mutual aid, if necessary), by a single EMS agency or system. Multi-casualty incidents typically do not overwhelm the hospital capabilities of a jurisdiction and/or region but may exceed the capabilities of one or more hospitals within a locality. There is usually a short, intense peak demand for health and medical services, unlike the sustained demand for these services typical of mass casualty incidents.

**Mass Casualty Incident:** Incidents resulting from man-made or natural causes resulting in injuries or illnesses that exceed or overwhelm the EMS and hospital capabilities of a locality, jurisdiction, or region. A mass casualty incident is likely to impose a sustained demand for health and medical services rather than a short, intense peak demand for these services typical of multiple casualty incidents.

**Terrorist Threat:** A terrorist threat is considered imminent if intelligence or operational information warns of a credible, specific, and impending terrorist threat or ongoing attack against the United States that is sufficiently specific and credible to recommend the implementation of additional measures to thwart an attack.

## SITUATION

An active threat involves one or more individuals actively engaged in causing mass harm or attempting to kill people in populated or confined areas, often using firearms, explosives, or other weapons. These incidents are highly dynamic, may lack a discernible pattern in victim selection, and typically evolve rapidly. Immediate law enforcement intervention is essential to neutralize the threat and minimize casualties. In the Hampton Roads region, complex coordinated attack scenarios have been developed and exercised to enhance readiness for multi-faceted threats.

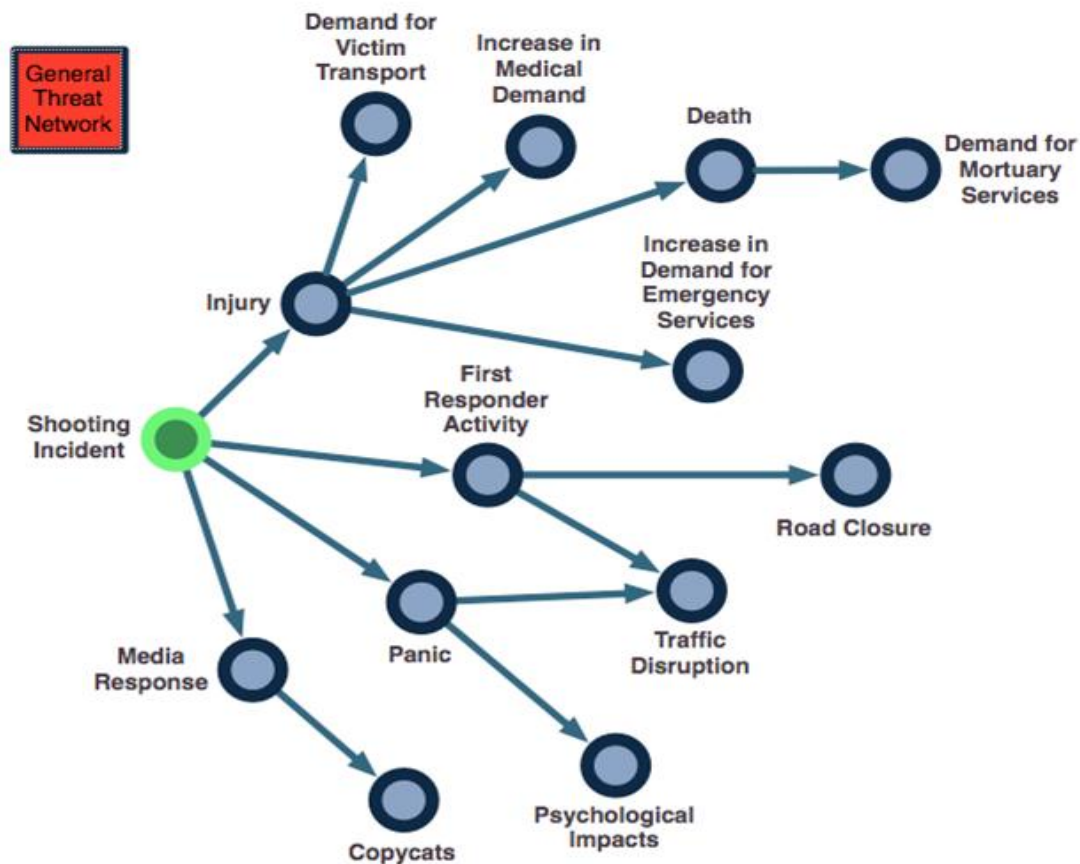
Active threat incidents such as mass shootings are often over within 10 to 15 minutes, frequently concluding before law enforcement can arrive. As such, individuals must be mentally and physically prepared to respond in the absence of immediate official intervention. Conversely, incidents involving explosive devices may require prolonged response and recovery operations and are addressed in a separate annex.

Initial law enforcement responders will prioritize neutralizing the threat over rendering aid to victims. Follow-on rescue teams, including additional officers and emergency medical personnel, will enter the scene to treat and evacuate the injured. These teams may rely on bystanders to assist in removing casualties when appropriate.

Responders must remain alert for secondary threats, such as a second attacker, additional explosive devices, or attempts to target emergency personnel. Additionally, it is possible that perpetrators may pose as victims to evade detection or cause further harm.

At the onset of an incident, confusion and misinformation are likely. Initial reports may be inaccurate due to the “fog of war” effect. True situational awareness will develop as the response progresses. Medical facilities should anticipate that the first patients to arrive may be the “walking wounded,” potentially consuming resources before critically injured victims arrive via ambulance.

## SHOOTER HAZARD NETWORK



## VULNERABILITY ASSESSMENT

Many of the City of Norfolk's facilities, like much of the nation's infrastructure, are considered "soft" targets, locations that are accessible to the public with limited security measures in place. Schools, higher education institutions, places of worship, municipal buildings, entertainment venues, and commercial establishments are intentionally designed to be open and welcoming, which can create vulnerabilities to active threat scenarios. These environments, while critical to community function and engagement, often lack the physical security measures needed to deter or defend against armed assailants or coordinated attacks.

The evolution of active threat incidents in the United States underscores the reality that no community is immune. Tragic events at Columbine High School, the West Nickel Mines Amish School, Virginia Tech, the Aurora movie theater, Sandy Hook Elementary School, and the May 31, 2019, mass shooting at the

Virginia Beach Municipal Center demonstrates that schools, government buildings, and public gathering places remain frequent targets. These incidents have shifted public perception; mass casualty attacks are no longer viewed as “unthinkable,” but rather as threats that require active planning, mitigation, and training.

Norfolk, due to its military presence, port infrastructure, tourism, and status as a regional hub, is considered a potential high-value target. Terrorist publications have previously highlighted the Hampton Roads region as strategically significant. The city’s diverse population, concentration of critical infrastructure, and hosting of large-scale public events further increase the potential impact of an attack.

In addition, the growing prevalence of domestic violent extremism, workplace violence, and ideologically driven threats presents a range of challenges. Factors such as mental health, social isolation, grievance-based violence, and the proliferation of firearms contribute to a complex and evolving threat landscape.

This vulnerability assessment reinforces the need for robust prevention, preparedness, and coordinated response strategies to protect the residents, workers, and visitors in the City of Norfolk.

## ASSUMPTIONS

- Active threat incidents will occur with little to no warning and may unfold rapidly, requiring immediate and coordinated action from first responders and support agencies.
- High-visibility attacks will inundate the 9-1-1 system with calls for assistance, resulting in delays in call processing and response coordination.
- Emergency notifications and public alerts may not be issued until several minutes after the incident has begun, depending on how quickly the event is identified and confirmed.
- A large-scale or multi-site incident will likely overwhelm local law enforcement, fire, EMS, and emergency communications capabilities, and will place significant strain on area hospitals, urgent care clinics, and other healthcare resources.
- Team Norfolk and its regional partners will utilize the National Incident Management System (NIMS), the Incident Command System (ICS), and established Emergency Support Functions (ESFs) to coordinate a unified response.
- The City of Norfolk will activate its Emergency Operations Center (EOC) as needed to support incident coordination, situational awareness, public information, and resource management.
- Mutual aid and regional support from neighboring localities, state agencies, and federal partners may be required to supplement operational needs and sustain response efforts.
- Local, regional, and national media will immediately converge on the scene, creating challenges related to message coordination, information accuracy, and public perception.



- Elected and appointed officials at all levels will seek to engage with the public, show solidarity with victims and responders, and provide visible leadership throughout the response and recovery phases.
- The emotional and psychological impact on victims, responders, witnesses, and the broader community will be significant, requiring long-term behavioral health and crisis counseling support.
- Secondary threats or follow-on attacks, including improvised explosive devices or additional assailants, must be considered during response and recovery operations.
- Public expectations for real-time updates and clear direction will require the rapid deployment of accurate, coordinated public information through multiple platforms.
- Spontaneous volunteers, donations, and offers of assistance may complicate site control, logistics, and response activities if not managed effectively.

## CONCEPT OF OPERATIONS

The City of Norfolk's response to an active threat incident will be guided by the principles of the National Incident Management System (NIMS), utilizing the Incident Command System (ICS) to establish a scalable, flexible, and coordinated structure across all participating agencies. The first arriving public safety agency will assume Incident Command and initiate unified command as additional jurisdictions and disciplines arrive. Norfolk Emergency Communications will serve as the primary point for initial notification, dispatching, and coordination of first-response units.

The priority of operations will be to neutralize the threat, prevent further loss of life, and stabilize the scene. Law enforcement will focus on immediate threat mitigation and securing the incident site, while fire and EMS resources will establish casualty collection points, conduct triage, and initiate lifesaving care and transport.

As the situation evolves, the City of Norfolk may activate the Emergency Operations Center (EOC) to support field operations, manage public information, and coordinate logistical, planning, and recovery functions. The EOC will ensure that Team Norfolk partners are engaged, situational awareness is maintained, and all requests for mutual aid or state assistance are coordinated in accordance with established emergency management procedures.

A Joint Information Center (JIC) may be activated to coordinate media response and disseminate timely, accurate information to the public. Public messaging will address protective actions, road closures, reunification processes, and other critical information.

Unified Command will remain in place throughout the duration of the response, transitioning to a recovery-focused structure as the threat is contained. Recovery operations will include crime scene management, behavioral health support, family reunification, long-term care coordination, and community resilience services.



Throughout the incident, Norfolk Emergency Management will serve as the coordinating agency, ensuring that the response remains aligned with the City's Emergency Operations Plan (EOP) and supporting annexes, and that partners receive the information and resources they need to operate effectively and collaboratively.

## GENERAL

The Norfolk Police Department will assume immediate command of the scene upon arrival and initiate threat suppression operations. The primary focus during the initial phase is to neutralize the threat and prevent further harm. Once the threat has been contained and the scene is deemed safe, emergency medical personnel will enter to conduct triage, provide lifesaving care, and evacuate the injured, while preserving the integrity of the crime scene for investigative purposes.

Incident Command will be established at or near the scene. In the event of multiple, geographically dispersed incidents, Area Command may be established to oversee operations across affected locations. In such cases, consideration may also be given to forming a Regional Unified Command, in coordination with neighboring jurisdictions and state partners.

The Norfolk Emergency Operations Center (EOC) will be activated as needed to support field operations by providing policy guidance, resource coordination, situational analysis, and public information through a Joint Information Center. The EOC will ensure coordination among Team Norfolk departments and regional partners and will serve as the central hub for requests for mutual aid and state or federal assistance.

## DIRECTION AND CONTROL

Direction and control of an active threat incident will be led by the on-scene Incident Command, which will be established by the first responding agency, typically the Norfolk Police Department. Incident Command will manage tactical operations, establish operational priorities, and coordinate the actions of all responding units through a Unified Command structure as additional agencies arrive.

The City of Norfolk Emergency Operations Center (EOC) will be activated as needed to provide strategic support to Incident Command. The EOC will coordinate policy-level decision-making, interagency communication, resource allocation, and public information. It will also maintain regional situation awareness and coordinate mutual aid, state assistance, and federal liaison support, if required.

Should the incident escalate or span multiple locations, Area Command or Regional Unified Command structures may be established to manage operations across a broader geographic area. In these cases,

the EOC will play a critical role in synchronizing operations and ensuring a consistent, coordinated response.

Throughout the incident, Norfolk Emergency Management will serve as the coordinating agency for citywide response and recovery efforts, ensuring alignment with the Emergency Operations Plan and continuity across all supporting annexes.

#### INCIDENT PRIORITIES:

The response to an active threat incident in the City of Norfolk will be guided by the following operational priorities, aligned with established emergency management principles:

- **Life Safety:** Prevent any further loss of life or significant injury to civilians and first responders by rapidly neutralizing the threat and ensuring secure access for emergency medical personnel.
- **Incident Stabilization:** Secure and contain the scene to prevent escalation, establish command and control, and maintain responder safety during ongoing operations.
- **Property Conservation and Environmental Protection:** Minimize further damage to property and infrastructure, and ensure protective measures are taken to avoid environmental harm when applicable.

Operational decisions will prioritize the immediate elimination of the threat. The first officers to arrive on the scene will focus solely on stopping the assailant and will not render aid to victims until the area is secure. This tactic is essential to prevent additional casualties and enable follow-on rescue operations.

All individuals present during the incident will be approached with caution. Until the suspect or suspects are positively identified, witnesses may be treated as potential suspects and will be detained for identification, debriefing, and investigative purposes.

Once the active threat has been neutralized and the area secured, unified operations will transition to rescue, recovery, and investigation. Norfolk Fire-Rescue and emergency medical personnel will initiate casualty triage, treatment, and transport. Simultaneously, law enforcement will begin comprehensive scene security and evidence collection.

Family reunification efforts will be activated in coordination with Norfolk Emergency Management, Norfolk Human Services, Norfolk Public Schools (if applicable), and other partners. Reunification sites will be established, and behavioral health resources will be mobilized to support survivors, witnesses, and families.

Throughout the incident, the City will maintain a unified response posture to ensure seamless coordination across tactical, operational, and strategic levels.

## MASS CASUALTY INCIDENT MANAGEMENT GOALS:

In an active threat scenario resulting in mass casualties, the overarching goals of incident management are to:

- Do the greatest good for the greatest number of victims and patients
- Manage and allocate scarce medical and logistical resources effectively
- Maintain scene control and avoid unnecessary relocation of the incident

Mass casualty incidents will be classified using the regional Hampton Roads MCI levels to guide response scaling and resource deployment:

### MCI Levels

- Level 1: 3–10 immediate (Red-tagged) victims
- Level 2: 11–20 immediate (Red-tagged) victims
- Level 3: 21–100 immediate (Red-tagged) victims
- Level 4: 101–1,000 immediate (Red-tagged) victims

Reference: 2017 Hampton Roads Mass Casualty Incident Plan (pages 1-4, 1-11 and beyond)

A local emergency declaration enables emergency medical personnel to expedite triage, treatment, and transport operations and is required to initiate formal resource requests through the Virginia Emergency Operations Center (VEOC).

In the event of fatalities, the Virginia Office of the Chief Medical Examiner (OCME) will assume legal custody of deceased individuals and coordinate fatality management in accordance with Code of Virginia §§ 32.1-277 through 32.1-288.

If the incident is determined to be terrorism-related, the Federal Bureau of Investigation (FBI) will assume lead investigative authority, and federal coordination will proceed in alignment with the National Response Framework. Additional federal support mechanisms and response protocols are detailed in the appendices of this annex.

## SITUATIONAL AWARENESS

Effective situational awareness is essential for managing active threat incidents. Team Norfolk will utilize a range of secure platforms and intelligence-sharing tools to maintain a common operating picture, support interagency coordination, and inform timely decision-making. The following systems will be leveraged throughout the incident:

- **Homeland Security Information Network (HSIN)**

An incident will be created within the Team Norfolk HSIN site to facilitate real-time information sharing, support operational coordination, and document key developments. HSIN is a secure, web-based platform managed by the U.S. Department of Homeland Security for sharing Sensitive but Unclassified (SBU) information.

Access: <https://share.dhs.gov/norfolkeoc> — account required.

- **Virginia Fusion Center (VFC) U/FOUO Intelligence Products**

The Virginia Fusion Center provides Unclassified/For Official Use Only (U/FOUO) intelligence products to support situational awareness, threat monitoring, and decision-making during incidents.

*Note:* Users must be registered with the VFC to receive email products and bulletins.

- **Infrastructure Protection Gateway (IP Gateway)**

The IP Gateway is a tool developed by DHS to assess facility risk levels and support protective planning. It enables users to analyze infrastructure threats and prioritize resources by quantifying risk factors. This tool is particularly useful during special events or high-threat scenarios.

Access: <https://www.dhs.gov/ipgateway> — account and Protected Critical Infrastructure Information (PCII) credentials required.

- **Technical Resource for Incident Prevention (TRIPwire)**

TRIPwire is a secure, online resource that collects and disseminates information on explosives-related incidents, terrorist tactics, and protective measures. It is maintained by the DHS Office for Bombing Prevention and is used to support threat identification and pre-incident planning.

Access: <https://tripwire.dhs.gov/> — account required.

- **Virginia Healthcare Alerting and Status System (VHASS)**

VHASS provides real-time data on hospital operating status, emergency department capacity, diversion status, and other critical healthcare information. It is managed by the Virginia Hospital and Healthcare Association and supports regional healthcare coordination. The Eastern Virginia Healthcare Coalition (EVHC) may assist with monitoring and coordinating healthcare system

responses during mass casualty incidents.

Access: <https://www.vhha-mci.org/> — account required.

These platforms, in conjunction with updates from the Norfolk Emergency Communications Center, the EOC, and on-scene Incident Command, will ensure a shared, up-to-date understanding of the situation throughout the duration of the response.

## ALERT AND WARNING

Upon notification of an active threat through the 911 system, Norfolk Emergency Management will initiate appropriate notifications and alerts to ensure timely awareness and protective action guidance for responders, leadership, and the public.

Notifications will include:

- **Response Agencies:** Immediate notification will be made to public safety, emergency medical services, supporting city departments, and regional partners as necessary.
- **Public Warning via IPAWS/Wireless Emergency Alerts (WEA):** Norfolk Emergency Management will issue an alert through the Integrated Public Alert and Warning System (IPAWS) to notify individuals in the affected area. The alert will provide situational details and protective action instructions, such as shelter-in-place or evacuation, as appropriate.
- **Policy Group Notification:** Members of the City's Policy Group will be notified of the incident to support executive-level decisions, coordinate messaging, and prepare for possible emergency declarations or public statements.

If a K-12 school or institution of higher education is directly impacted, Norfolk 911 will still dispatch and notify responding units. However, the educational institution is responsible for issuing notifications to students, staff, and families through its own internal alerting systems. Norfolk Emergency Management will coordinate with the Norfolk Public Schools Emergency Manager or college/university public safety staff to ensure consistent public messaging.

In the event of a large-scale incident, cellular networks may become overwhelmed or degraded. Alternate communication methods, such as public safety radio, satellite phones, or secure messaging applications, may be used to maintain critical connectivity between Incident Command, Unified Command, and the Norfolk Emergency Operations Center (EOC).

As the situation evolves, all public messaging will be coordinated through a Joint Information Center (JIC), if activated, to ensure accuracy and prevent misinformation. Social media monitoring and rumor control will also be part of the alert and warning process.

## OPERATIONAL PERIODS AND SITUATION REPORTS

Operational periods will be established and adjusted based on the evolving nature and complexity of the incident. While general guidance on operational periods is outlined in the City of Norfolk Emergency Operations Plan (Basic Plan and Administrative Annex), for active threat incidents, the initial focus remains on life safety and incident stabilization. As the situation transitions from immediate response to sustained operations or recovery, formal operational periods will be designated.

The on-scene Incident Command will determine the initial operational period. Once the Emergency Operations Center (EOC) is activated and assumes a broader coordination role, the EOC Director, in consultation with Incident Command and the Planning Section Chief, will define subsequent operational periods. These may vary in length depending on the intensity, duration, and resource needs of the incident.

During EOC activation, Situation Reports (SitReps) will be developed and distributed at regular intervals to provide leadership and stakeholders with current information on incident status, response activities, unmet needs, and significant developments. Situation Reports will be informed by input from on-scene command, EOC sections, and regional partners, and will be disseminated to the Policy Group, operational departments, and external partners as appropriate.

All documentation, including operational period objectives, action plans, and situation updates, will be maintained in accordance with NIMS and ICS principles and recorded in the City's designated incident management system (e.g., WebEOC or HSIN).

## HOW THE REQUEST FOR RESOURCES WILL BE MET:

The process for requesting and managing resources is detailed in the City of Norfolk's Emergency Operations Plan (Basic and Administrative Plan, page 37). During an active threat incident, resource requests will be initiated by the on-scene Incident Command and coordinated through the Emergency Operations Center (EOC), if activated.

The EOC Logistics Section will support on-scene operations by sourcing, coordinating, and tracking requested personnel, equipment, and supplies. This includes managing staging areas, coordinating delivery timelines, and ensuring efficient distribution. Resource tracking and accountability will follow NIMS and ICS protocols.

If the scale or duration of the incident exceeds Norfolk's response capacity, additional support will be requested through:

- Existing Mutual Aid Agreements with neighboring jurisdictions and regional partners
- Volunteer Emergency Organizations, such as VOAD groups and local NGOs
- The Virginia Emergency Operations Center (VEOC), once local resources are fully committed and a local emergency has been declared

Requests to the VEOC for state or federal assistance must be coordinated through Norfolk Emergency Management and must meet the following criteria:

- A local emergency has been formally declared
- All locally available resources have been exhausted or are insufficient
- The request is clearly defined and mission-specific

All resource expenditures, whether coordinated on-scene or through the EOC, must be fully documented for financial accountability and reimbursement eligibility. The On-Scene Logistics Chief and the EOC Logistics Section Chief will maintain records of all incident-related costs in accordance with FEMA Public Assistance and disaster cost-recovery guidelines.

This coordinated resource management approach ensures timely support to response operations while maintaining eligibility for state or federal reimbursement when applicable.

## ORGANIZATION

For localized active threat incidents, the Norfolk Police Department will establish On-Scene Incident Command and initiate tactical control of the response. Law enforcement will coordinate immediate threat mitigation, while other public safety partners integrate into the unified response structure as needed.

The Norfolk Emergency Operations Center (EOC), if activated, operates under a hybrid Incident Command System (ICS) and Emergency Support Function (ESF) structure. This model allows for efficient coordination of operational support, planning, logistics, finance, and public information functions in direct support of the On-Scene Command. The EOC ensures that Team Norfolk partners, city leadership, and regional entities maintain a shared situational awareness and are equipped to support the evolving needs of the incident.

If an incident involves multiple sites, cross-jurisdictional impacts, or requires sustained operations beyond the local level, additional organizational structures may be implemented, including:



- Unified Command, to integrate multiple responding agencies under a common set of objectives
- Area Command, to oversee the management of multiple incident sites with distinct Incident Command Posts
- Regional Coordination, through a virtual or physical Regional EOC, in collaboration with neighboring localities and the Virginia Department of Emergency Management (VDEM)

These organizational components ensure a scalable and flexible command structure that adapts to the complexity and scope of the incident, while maintaining a coordinated, multi-agency response in line with the National Incident Management System (NIMS).

## ROLES AND RESPONSIBILITIES (BEYOND THOSE LISTED IN THE BASIC PLAN)

Responding to an active threat incident requires a unified, coordinated effort among municipal departments, public safety agencies, community partners, and regional, state, and federal organizations. Each agency plays a critical role based on its statutory authority, mission, capabilities, and resources. This section outlines the primary responsibilities of all key stakeholders, providing guidance for coordination, communication, and operational support throughout the incident lifecycle—preparedness, response, and recovery. These roles align with the City of Norfolk’s Emergency Operations Plan, the National Response Framework, and applicable local, state, and federal authorities.

### EVERYONE

An active threat can occur anywhere, at any time. Every individual, whether a resident, employee, visitor, or student, has a role to play in preparedness, personal safety, and community resilience.

- Educate Yourself: Take advantage of free federal training opportunities to better understand how to respond during an active shooter or other violent incident.
  - FEMA IS-907: Active Shooter – What You Can Do  
<https://training.fema.gov/is/courseoverview.aspx?code=IS-907>  
 This short, self-paced online course provides guidance on how to recognize potential threats, respond appropriately, and remain safe during an active threat situation.
- Know Your Environment: Be familiar with the layout of your workplace, school, or frequently visited locations. Identify exits, hiding places, and communication tools. Consider how you would respond in different scenarios.

- **Participate in Drills and Preparedness Activities:** Attend active threat training sessions, participate in drills, and stay engaged with your organization's emergency action plans. Practice reinforces readiness.
- **Report Suspicious Behavior:** If you observe something concerning—unusual behavior, threats, or anything that seems out of place—report it immediately to law enforcement. "See Something, Say Something" is a shared responsibility.
- **Stay Informed:** Sign up for Norfolk Alert and follow official public safety and city communication channels. Staying informed during an emergency ensures that you receive accurate, timely instructions.
- **Be Mentally Prepared:** In an active threat situation, remember the core response actions—Run, Hide, Fight—and apply them based on your environment and immediate circumstances. Your awareness and preparedness can save your life and the lives of others.

## IMPACTED FACILITY

The impacted facility plays a critical role in both the immediate response and ongoing coordination during an active threat incident. Key responsibilities include:

- **Report Suspicious Activity:** Immediately report any threats, suspicious activity, or unfolding incidents to 911. Follow the "See Something, Say Something" principle to ensure early notification and law enforcement response.
- **Do Not Activate Fire Alarms:** Do not pull the fire alarm during an active threat incident, as this may create confusion, prompt unnecessary evacuations, or place individuals in greater danger.
- **Designate a Liaison:** Assign an organizational representative with decision-making authority to serve as a liaison to Incident Command and, if necessary, the Emergency Operations Center (EOC). This liaison will assist with communication, coordination, and operational requests.
- **Coordinate Public Messaging:** All public messaging, including social media posts and press statements, must be coordinated through Incident Command or the Joint Information Center (JIC) to ensure message accuracy, consistency, and operational security.
- **Maintain Accountability:** Track and maintain accountability for all staff, students, visitors, or clients under your authority. Report missing or unaccounted-for individuals to Incident Command as soon as possible.
- **Support Family Reunification:** Be prepared to assist with family assistance and reunification operations. This may include identifying appropriate space, staff support, and sharing relevant information with emergency personnel.

- **Submit Resource Requests:** All requests for personnel, equipment, or support should be routed through the established chain of command, either directly to Incident Command or, if directed, through the Norfolk Emergency Operations Center.

## BYSTANDERS

Bystanders may play a vital role in saving lives before first responders arrive. Their actions during the initial moments of an active threat incident can make a critical difference.

- **Be the Help Until Help Arrives:** In the absence of immediate professional assistance, bystanders are often the first line of care. Individuals are strongly encouraged to complete training in hands-only CPR, Stop the Bleed, and to register for community responder programs such as PulsePoint.
- **Ensure Personal Safety First:** The primary responsibility of a bystander is to ensure their own safety. If possible, run to safety, hide effectively, or defend yourself as a last resort. Follow instructions from law enforcement immediately upon their arrival.
- **Assist with Victim Care, If Safe:** Once the threat is neutralized or if circumstances permit, trained bystanders may assist in applying first aid or bleeding control techniques to stabilize victims until emergency medical services arrive.
- **Do Not Interfere with Response Operations:** Remain calm and do not attempt to re-enter the scene or provide unrequested information unless specifically directed by authorities.
- **Stay Informed:** Use situational awareness tools like the Waze app or Norfolk Alert to monitor road closures, evacuation routes, or public safety advisories during and after the incident.
- **Support Recovery Efforts:** After the incident, community members may be asked to provide witness statements, donate blood, or participate in local recovery efforts. Follow guidance from city officials and emergency personnel on how to help appropriately.

## FRIENDS AND LOVED ONES

In the aftermath of an active threat incident, friends and family members of those potentially impacted will naturally seek information, access, and reassurance. It is critical that they understand their role and follow official guidance to support both the response and recovery.

- **Understand Site Restrictions:** The location of the incident will be considered an active crime scene and may be inaccessible for an extended period while law enforcement secures the area, collects evidence, and conducts investigations.
- **Await Official Information:** Do not attempt to go to the scene. Instead, monitor official City of Norfolk channels, local media, or Norfolk Alert for updates on the situation and instructions on where to go or who to contact.
- **Expect a Family Assistance or Reception Center:** As quickly as possible, the City of Norfolk will announce the opening of a Family Reception or Family Assistance Center (FAC). This site will be designated to provide updates, reunite individuals with loved ones, offer mental health support, and connect families with recovery resources.

- **Avoid Spreading Unverified Information:** In times of high emotion and limited verified details, misinformation can spread quickly. Refrain from posting or sharing unofficial updates on social media, and encourage others to do the same until facts are confirmed through official sources.
- **Be Prepared for Delayed Information:** Due to the complexity of active threat incidents, there may be a delay in confirming identities or providing specific information. Public safety agencies will work as quickly as possible to deliver accurate updates while maintaining victim privacy and investigative integrity.
- **Seek Support:** Emotional support and crisis counseling will be made available to loved ones through the Family Assistance Center and regional behavioral health partners. These services are confidential and designed to support individuals experiencing grief, anxiety, or trauma.

## IF YOU ARE INVOLVED IN AN ACTIVE SHOOTER INCIDENT



*Courtesy: FEMA V-1000 Document*

### ALL EMERGENCY SUPPORT FUNCTIONS

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

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

## EMERGENCY SUPPORT FUNCTION 1: TRANSPORTATION

**Primary Agencies:** Norfolk Police Department (NPD – Traffic Division), Norfolk Public Works (Smart Traffic), Hampton Roads Transit (HRT).

**Support Agencies:** Virginia Department of Transportation (VDOT), GIS, Emergency Management, JIC.

### KEY RESPONSIBILITIES

#### **Norfolk Police Department – Traffic Management**

- Coordinate with Norfolk Public Works Smart Traffic to establish and maintain secure perimeters and restrict access to the incident area for non-emergency vehicles.
- Provide traffic control and enforcement support at key intersections, evacuation routes, and access control points.
- Facilitate expedited ingress and egress for emergency vehicles, medical transport, and mutual aid responders.
- Assist with route clearance and movement coordination for resource delivery (e.g., buses for evacuation, utility trucks, equipment).

#### **Norfolk Public Works – Smart Traffic Division**

- Coordinate with NPD to implement road closures, detours, and traffic control measures in and around the impacted area.
- Contact Hampton Roads Transit (HRT) and the Virginia Department of Transportation (VDOT) to suspend or reroute public transportation services around the incident zone as needed.
- Work with Norfolk GIS and the Joint Information Center (JIC) to push real-time traffic information and detour routes to navigation platforms, including Waze, Google Maps, and city websites.
- Ensure signal prioritization or manual traffic signal overrides in affected corridors, as necessary, to support emergency vehicle movement.
- Support the staging and deployment of barricades, signage, and traffic control devices from city resources or regional caches.

#### **Hampton Roads Transit (HRT)**

- Suspend or modify transit routes and stops impacted by the incident.
- Provide buses or other transit assets for potential evacuation, shelter support, or responder movement, if requested.
- Coordinate with Norfolk EOC for resource staging and driver availability.

#### **Additional Notes**

- Coordination between transportation agencies must be maintained throughout the response and into recovery to support scene security, hospital access, family reunification sites, and media staging.
- Reopening of roadways will only occur upon clearance from law enforcement and investigation teams.
- Transportation partners may be asked to support demobilization or traffic flow restoration plans in the recovery phase.

## EMERGENCY SUPPORT FUNCTION 2: COMMUNICATIONS

**Primary Agencies:** Norfolk Department of Emergency Communications (ECC), Communications Unit Leader (COML), Norfolk Emergency Management

**Support Agencies:** Amateur Radio Emergency Services (ARES/RACES), Information Technology, Norfolk Public Safety Departments, JIC

## KEY RESPONSIBILITIES

### Norfolk Emergency Communications / 911 (ECC)

- Provide initial and ongoing notifications of emergency threats or incidents to Norfolk Emergency Management, first response agencies, and regional partners.
- Assign a Tactical Dispatcher to the incident to support on-scene communications coordination.
- Ensure 911 call intake, radio dispatch, and CAD support are uninterrupted throughout the event.
- Maintain interoperability across all public safety agencies and escalate technical issues to Communications Unit staff as needed.

### Communications Unit Leader (COML)

- Develop, distribute, and manage the Incident Communications Plan (ICS Form 205) to ensure effective radio and data communication across all response elements.
- Assign 800 MHz radios to on-scene Public Information Officers (PIOs) for coordination with the Joint Information Center (JIC).
- Coordinate with Norfolk IT, ECC, and mutual aid partners to ensure redundancy, mobile communications capability, and secure data transmission.
- Support the deployment of mobile radio caches, satellite phones, or other communications support vehicles if primary systems are degraded.

### Amateur Radio (ARES/RACES)

- Deploy amateur radio operators to key locations, including the EOC, shelters, hospitals, or field command posts as requested by Emergency Management.
- Provide backup communications support if primary systems are overwhelmed, degraded, or unavailable.
- Maintain message traffic logs for all transmissions and coordinate with the COML for integration into the ICS structure.

### **Norfolk Information Technology**

- Provide support for internal and external communication systems, including EOC infrastructure, network connectivity, and virtual coordination platforms.
- Ensure that data systems, GIS mapping tools, and video conferencing platforms remain operational and secure during the response.
- Support the JIC, field PIOs, and command staff with technological needs, including mobile devices, connectivity, and account access.

### **Additional Considerations**

- Communications systems must remain interoperable across city, regional, and state response agencies, including mutual aid partners.
- Redundant systems should be activated as needed (e.g., satellite phones, FirstNet, mobile command units).
- The COML will coordinate with Emergency Management and ECC to ensure that field personnel and the EOC maintain continuous, reliable communication.

## **EMERGENCY SUPPORT FUNCTIONS 3: PUBLIC WORKS AND ENGINEERING**

**Primary Agency:** Norfolk Department of Public Works

**Support Agencies:** Norfolk General Services, Norfolk Utilities

### **KEY RESPONSIBILITIES**

While ESF 3 is typically more involved in natural disasters or infrastructure emergencies, the following limited support functions may be applicable during an active threat incident:

- **Secure Public Infrastructure:** Assist law enforcement with physical barriers or protective measures around critical facilities (e.g., jersey barriers, fencing, lighting).
- **Facility Access Support:** Provide structural access tools or engineering expertise if entry to a facility is compromised or specialized support is needed for breach or stabilization.



- **Utilities Coordination:** Coordinate utility shutdowns (e.g., gas, water, power) if required to support law enforcement, fire suppression, or investigative operations.
- **Damage Assessment:** If explosives or structural damage are involved, assist in initial damage assessments and coordinate with building inspectors or engineers.

## EMERGENCY SUPPORT FUNCTION 4: FIREFIGHTING

**Primary Agency:** Norfolk Fire-Rescue (NFR)

**Support Agencies:** Norfolk Emergency Management, Norfolk Public Works, Norfolk Police Department, Mutual Aid Fire Agencies

## KEY RESPONSIBILITIES

During an active threat incident, Norfolk Fire-Rescue supports the response through life safety operations, medical care, and incident support. Key responsibilities include:

- **Unified Command Participation:** Actively participate in the Incident Command or Unified Command structure, coordinating fire, EMS, and rescue operations in collaboration with law enforcement and emergency management.
- **Personal Protective Equipment (PPE):** Advise on and ensure the use of appropriate PPE for fire, EMS, and rescue personnel based on incident type, scene safety, and potential secondary threats (e.g., IEDs, hazardous materials).
- **Emergency Medical Support:** Provide immediate emergency medical care, including triage, stabilization, and transport of victims to area hospitals. Establish Casualty Collection Points (CCPs) and coordinate with tactical EMS teams, as needed.
- **Structural and Damage Assessments:** Conduct initial evaluations of affected buildings and infrastructure to determine structural integrity, identify safety hazards, and support re-entry or investigative operations.
- **Support Rescue Operations:** Provide technical rescue capability if individuals are trapped or injured due to structural damage or physical barriers.
- **Fire Suppression and Hazard Mitigation:** Respond to any fire hazards, smoke conditions, or secondary threats (e.g., flammable materials) resulting from the incident.

## Additional Notes

- NFR will coordinate with Norfolk Police and Public Works for access control, safety perimeters, and coordinated movement through secured zones.
- Fire-Rescue may be asked to support post-incident recovery operations, including decontamination (if needed), structural stabilization, or shelter support.

## EMERGENCY SUPPORT FUNCTION 5: INFORMATION AND PLANNING

**Primary Agency:** Norfolk Office of Emergency Management

**Support Agencies:** Virginia Department of Emergency Management (VDEM), Chesapeake and Virginia Beach Emergency Management, Virginia State Agencies, Incident Management Teams (IMTs)

### KEY RESPONSIBILITIES

The Norfolk Office of Emergency Management (OEM) is responsible for coordinating multi-agency response, resource support, situational awareness, and policy-level decision-making through activation of the Emergency Operations Center (EOC). Specific responsibilities include:

#### Incident Information Management

- Create and manage the incident record in the Homeland Security Information Network (HSIN) to support real-time information sharing and documentation.
- Report incident details and resource needs to the Virginia Emergency Operations Center (VEOC) via WebEOC or other designated systems.

#### Emergency Declarations

- Recommend and coordinate the declaration of a local emergency, and if needed, request a state emergency declaration through VDEM.
- Ensure all local resources are committed before requesting state or federal assistance.

#### Logistical and Field Support

- Provide logistical support to the Incident Command from the EOC.

- Deploy an Emergency Manager to the on-scene Incident Command Post to facilitate coordination, situational awareness, and the relay of resource requests between field and EOC operations.

### **Coordination with Partners**

- Notify and request assistance from the State Regional Coordinator and initiate coordination with Chesapeake and Virginia Beach Emergency Management agencies.
- Request a regional or state Incident Management Team (IMT) to support command and general staff functions as needed. IMTs may be deployed from Hampton Roads, Richmond, Northern Virginia, or other regions, depending on availability.

### **Family Assistance / Mass Casualty Coordination**

- Initiate a coordination call including:
  - Norfolk Police Department
  - Norfolk Police and Norfolk Fire-Rescue Chaplain Corps
  - Norfolk Human Services
  - Office of the Chief Medical Examiner (OCME)
  - Norfolk Commonwealth's Attorney's Victim/Witness Assistance Program
  - DCJS Victims Crisis Assistance and Response Program
  - Virginia Criminal Injury Compensation Fund
  - FBI Victim Assistance Program
  - American Red Cross
- If the impacted facility is a State-managed property, request activation of the State Family Reception Center Team via the VEOC. The Governor must issue a State Declaration to trigger this capability. The Commonwealth is committed to establishing a Family Assistance Center (FAC) within 12 hours of request.

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

**Primary Agencies:** Norfolk Department of Human Services, Norfolk Community Services Board (CSB)

**Support Agencies:** Norfolk Public Schools, American Red Cross, Norfolk Emergency Management, VDEM, Chesapeake and Virginia Beach Human Services, Virginia Department of Behavioral Health and Developmental Services (DBHDS), DCJS Victim Services Team, Virginia Victims Compensation Fund, FBI Victim Assistance, Catholic Charities of Eastern Virginia (CCEVA), VOAD partners

## KEY RESPONSIBILITIES

In the event of an active threat incident, ESF 6 agencies will provide coordinated care, crisis support, family reunification, and long-term human services to individuals and communities impacted by the event.

### Local Human Services and Behavioral Health Support

- Client Identification and Impact Analysis
  - Assist in identifying known clients in the affected area who may need support.
- Sheltering and Mass Care
  - Support sheltering operations for displaced individuals, including coordination with Norfolk Public Schools and other city departments.
- Victim Assistance and Behavioral Health
  - Coordinate individual support for victims and survivors, including access to immediate needs, case management, and counseling.
  - Deploy a Crisis Intervention Team (CIT) as appropriate.
  - Develop a strategy for addressing long-term mental health needs in the aftermath of the incident.
- Family Assistance and Reunification
  - Assist with establishing and managing a Reception Center and Family Assistance Center (FAC) per the FAC Functional Annex.
  - Coordinate with Chesapeake and Virginia Beach Human Services, and other regional ESF 6 partners, as needed.
- Service Continuity
  - Human Services and CSB will maintain core service operations to their client base and may request staffing support if primary personnel are assigned to the FAC or Reception Center.

### State-Level Behavioral Health Support – DBHDS

The Virginia Department of Behavioral Health and Developmental Services (DBHDS) Emergency Operations Plan (2022) outlines the following models for disaster behavioral health:

- Locally Managed Events: If local CSB capacity is exceeded, DBHDS facilitates mutual aid between CSBs.
- State-Managed Events: When the Commonwealth is responsible (e.g., state shelter or FAC), DBHDS uses MOAs to contract CSBs as service providers.
- Disaster Behavioral Health Team (DBHT): DBHDS may deploy volunteer behavioral health professionals to supplement local efforts.

### Crime Victim Services and Compensation

Virginia Department of Criminal Justice Services (DCJS) & Virginia Victims Compensation Fund (VCF) Pursuant to Code of Virginia § 44-146.19(E) and § 19.2-11.01, DCJS and the VCF are the lead coordinating agencies for crime victims during emergencies.

**DCJS Victim Services Team Capabilities:**

- Assist with death notifications, crime scene walk-throughs, and return of personal items
- Conduct crisis interviews with victims, families, employees, and first responders
- Support trauma education and interface with families at memorials or anniversaries
- Maintain a large rotating team of paid staff and trained volunteers for long-term support

**Virginia Victims Compensation Fund (VCF):**

- Provides reimbursement for out-of-pocket expenses including medical care, funeral expenses, and mental health services
- Designated as the payer of last resort (Code of Virginia § 19.2-368.11:1(G))
- Clients must exhaust all collateral resources before VCF payments are approved
- Catholic Charities of Eastern Virginia (CCEVA) offers case management to help families navigate VCF paperwork and eligibility

**Federal Support – FBI Victim Assistance Program**

The FBI Victim Services Division provides federal victim support in coordination with local and state agencies. Services include:

- On-scene support and victim triage
- Crisis intervention and emotional support
- Assistance with counseling, housing, medical, legal, or immigration needs
- Accompanying agents during victim interviews and death notifications
- Explaining criminal justice and forensic identification processes
- In the FAC, the FBI Victim Specialist can:
  - Leverage federal resources
  - Assist with travel-related costs for out-of-state family
  - Act as a liaison between families and the investigation
  - Coordinate with DCJS and VCF to prevent duplication of services

**American Red Cross / VOAD**

- Provide grief and spiritual counseling to survivors, witnesses, and responders
- Support emotional care teams in Reception Centers and Family Assistance Centers
- Assist with resource distribution and coordination with local service providers

## EMERGENCY SUPPORT FUNCTION 7: LOGISTICS

**Primary Agency:** Norfolk Emergency Management

**Support Agencies:** General Services, Norfolk Finance/Purchasing, Virginia Department of Emergency Management (VDEM), Virginia Army National Guard, Regional Emergency Operations Centers (EOCs), Mutual Aid Jurisdictions

### KEY RESPONSIBILITIES

ESF 7 is responsible for the coordination, acquisition, tracking, and delivery of resources required to support response operations. This includes personnel, equipment, supplies, facilities, and transportation assets.

#### Norfolk Emergency Management

- Incident Support
  - Provide logistical support to the on-scene Incident Command through the Emergency Operations Center (EOC), including the procurement and delivery of equipment, personnel, communications tools, and facility support.
- Resource Coordination and Fulfillment
  - Maintain situational awareness of local inventories and deploy pre-identified resources from city-owned caches and partner agencies.
  - Coordinate regional resource sharing through mutual aid agreements and impacted locality EOCs in Chesapeake, Virginia Beach, and other Hampton Roads jurisdictions.
- Requesting State Assistance
  - Submit resource requests to the Virginia Emergency Operations Center (VEOC) when local capabilities are exhausted. All requests must be mission-specific, and a local emergency declaration must be in place to activate state-level assistance.

#### Virginia Army National Guard – JRSOIP Support

- The Virginia Army National Guard may be requested to assist with large-scale support through a Joint Reception, Staging, Onward Movement, and Integration Package (JRSOIP).
- If the mission is accepted, this logistical operation will involve the deployment, staging, and integration of military support teams.
- Note: This capability requires time to mobilize and coordinate and should be requested early if a prolonged or complex incident is anticipated.

#### General Services / Finance / Procurement

- Support emergency purchasing, vendor coordination, and contract activation.
- Track financial documentation and invoices to ensure procurement aligns with FEMA reimbursement requirements.
- Coordinate with the Logistics Section to manage the staging, delivery, and accountability of all requested resources.
- Additional Considerations
- Resource prioritization will be based on life safety, incident stabilization, and property protection objectives.
- The EOC Logistics Section will maintain a detailed resource tracking system, including deployment location, status, and recovery plans.
- All costs and resource usage must be documented in real time for potential state or federal reimbursement.

## EMERGENCY SUPPORT FUNCTION 8: PUBLIC HEALTH AND MEDICAL SERVICES

**Primary Agencies:** Norfolk Fire-Rescue, Eastern Virginia Healthcare Coalition (EVHC), Norfolk Department of Public Health

**Support Agencies:** Office of the Chief Medical Examiner (OCME), Hospitals, Hampton Roads Metropolitan Medical Response Team (HRMMRS), Regional Hospital Coordination Center (RHCC), Virginia Department of Health (VDH), National Disaster Medical System (NDMS), Disaster Mortuary Operational Response Teams (DMORT), Operation Blessing

## KEY RESPONSIBILITIES

ESF 8 coordinates local, regional, and federal health and medical response activities in support of victims, responders, and the broader community during and after an active threat incident.

### Norfolk Fire-Rescue (NFR)

- Serve as the lead EMS response agency, providing immediate medical care, triage, and transport from the scene.
- Declare a Multiple/Mass Casualty Incident (MCI) if appropriate, activating the Hampton Roads MCI Response Plan.
- Assign a hospital liaison to coordinate with receiving medical facilities and support patient tracking.
- Utilize triage tags as authorized under 12VAC5-31-560 during declared emergencies in lieu of full patient care reports.



### **Eastern Virginia Healthcare Coalition (EVHC)**

- Activate the Regional Hospital Coordination Center (RHCC) to support regional hospital coordination, situational awareness, and resource allocation.
- Provide information on known persons with medical or functional needs in the impacted area.
- Support the Reception Center and Family Assistance Center (FAC) by deploying healthcare subject matter experts (SMEs).
- Advise on responder safety protocols, public health messaging, medical sampling procedures, and long-term care referrals.

### **Regional Hospital Coordination Center (RHCC)**

- Coordinate with Eastern Virginia hospitals to establish a Coordinating Emergency Department, serving as the primary communications hub for hospitals and VDH Emergency Communications Center.
- Ensure participating hospitals are informed and prepared for inbound patients.
- Monitor and update VHASS (Virginia Healthcare Alerting and Status System) with current hospital status, including diversion, surge capacity, and bed availability.

### **Hospitals**

- Receive and triage patients from the incident scene in coordination with Norfolk Fire-Rescue and the RHCC.
- Maintain current VHASS status to reflect ED capacity, ICU availability, and specialty services.
- Assign internal liaison officers to facilitate coordination with external agencies and the FAC, if activated.

### **Hampton Roads Metropolitan Medical Response System Team (HRMMRS)**

- Provide MCI support, including triage, treatment, and transportation assets upon request.
- Note: HRMMRS typically requires two hours to deploy.
- Deploy Critical Incident Stress Management (CISM) teams to support impacted responders and healthcare staff.

### **Office of the Chief Medical Examiner (OCME)**

- Assume legal custody of all fatalities per Code of Virginia §§ 32.1-277 to 32.1-288.
- Notify local law enforcement only of the identities of deceased individuals.

- Coordinate with the Family Assistance Center for victim identification and remains release protocols.

### **Federal Support Resources**

Disaster Mortuary Operational Response Team (DMORT) – if requested, DMORT may:

- Assist with body recovery, identification, and tracking
- Establish temporary morgue operations
- Collect antemortem/postmortem data, including DNA and dental records
- Support the cause and manner of death determination
- Coordinate forensic documentation and return of remains or personal effects

National Disaster Medical System (NDMS)

- May deploy Disaster Medical Assistance Teams (DMATs) to augment on-scene or hospital-based medical care.
- DMATs consist of medical professionals equipped to set up field medical operations and support overwhelmed facilities.

### **Operation Blessing (if available)**

- May deploy a mobile Medical Operations Unit, including clinical staff and logistical support.
- Note: This resource is staged in Louisiana and may take considerable time to deploy to Virginia.

## **EMERGENCY SUPPORT FUNCTION 9: SEARCH AND RESCUE**

**Primary Agency:** Norfolk Fire-Rescue

**Support Agencies:** Norfolk Police Department (K9 Unit), Virginia Department of Emergency Management (VDEM), FEMA US&R Task Forces (if escalated), Civil Air Patrol, Norfolk Emergency Management

### **KEY RESPONSIBILITIES**

In an active threat scenario, ESF 9 may be activated under limited circumstances to support the location, rescue, and removal of persons from unsafe environments.

#### **Norfolk Fire-Rescue**

- Conduct primary search and rescue operations within damaged or secured structures if:

- A building was compromised due to fire, explosion, or impact, or
- Occupants are unaccounted for and believed to be sheltering in place or trapped.
- Provide specialized technical rescue support (e.g., confined space, structural collapse) if the scene warrants.
- Coordinate victim removal and extrication with on-scene law enforcement.

#### **Norfolk Police Department (NPD)**

- Deploy K9 units to assist in locating suspects, locating missing persons, or clearing buildings once they are secured.
- Support post-incident building searches and safety sweeps as part of unified operations with Fire-Rescue.

#### **Virginia Department of Emergency Management (VDEM)**

- Coordinate the deployment of regional or state SAR task forces if local capacity is exceeded.
- Facilitate access to FEMA Urban Search and Rescue (US&R) teams if federal SAR assistance is needed.

#### **Civil Air Patrol (CAP)**

- May support aerial searches or wide-area surveillance in the event of an extended or multi-scene incident (e.g., a fleeing suspect or additional threat location).
- Support missing persons coordination if individuals are believed to be displaced or lost during evacuation.

Note: In most active threat scenarios, ESF 9 support will be limited or not activated unless structural damage, secondary hazards, or extensive search operations are required. Primary rescue and clearing efforts will remain with Norfolk Police and Fire-Rescue.

**Primary Agency:** Norfolk Fire-Rescue (HazMat Team)

**Support Agencies:** Norfolk Police Department, Virginia Department of Environmental Quality (DEQ), U.S. Environmental Protection Agency (EPA), Virginia Department of Emergency Management (VDEM), U.S. Coast Guard (if applicable), Norfolk Public Utilities

### KEY RESPONSIBILITIES

In an active threat scenario, ESF 10 will support incident operations only if hazardous materials are involved, discovered, or suspected.

#### Norfolk Fire-Rescue (HazMat Team)

- Respond to reports of suspicious substances, chemical releases, or CBRNE threats.
- Conduct sampling, testing, and mitigation of any identified hazardous agents at the scene.
- Coordinate decontamination of responders or civilians if exposed to hazardous substances.
- Assist law enforcement with scene safety assessments prior to investigative entry.

#### Norfolk Police Department

- Notify HazMat personnel of any suspicious substances or devices.
- Secure potential HazMat-contaminated zones during the response.
- Support evidence collection procedures that may involve hazardous materials.

#### Virginia DEQ, EPA, VDEM, and Other Agencies

- Support long-term environmental sampling, hazardous waste disposal, and regulatory compliance if a release occurs.
- Coordinate with Norfolk Emergency Management for access to technical assistance or specialized resources.
- The U.S. Coast Guard may support if the incident impacts maritime infrastructure or waterborne HazMat transport routes.

#### Additional Considerations

- Hazardous materials concerns must be immediately reported to the State HazMat Duty Officer via the VEOC.
- All responders should exercise heightened situational awareness for secondary threats involving chemical or explosive devices.

- HazMat response protocols will follow the Norfolk Hazardous Materials Annex and regional response plans.

Note: ESF 10 is not expected to be activated during a conventional active threat incident unless there is evidence or suspicion of hazardous materials involvement.

## EMERGENCY SUPPORT FUNCTION 11: AGRICULTURE AND NATURAL RESOURCES ANNEX

Not Applicable to Standard Active Threat Incidents

Emergency Support Function 11 is not expected to play a direct role in active threat response operations. Unless the incident involves agricultural assets, food supply contamination, or animal-related impacts, ESF 11 will not be activated. Should such circumstances arise, Norfolk Emergency Management will coordinate with the Virginia Department of Agriculture and Consumer Services (VDACS) and regional partners as needed.

## EMERGENCY SUPPORT FUNCTION 12: ENERGY

Not Applicable to Standard Active Threat Incidents

ESF 12 is not anticipated to be activated during active threat incidents unless the event directly impacts energy infrastructure or results in service disruption to critical facilities. Should power-related issues arise, Norfolk Emergency Management will coordinate with Dominion Energy, Norfolk Public Utilities, and the Virginia Department of Emergency Management for support.

## EMERGENCY SUPPORT FUNCTION 13: PUBLIC SAFETY AND SECURITY

**Primary Agency:** Norfolk Police Department (NPD)

**Support Agencies:** Virginia State Police (VSP), Federal Bureau of Investigation (FBI), U.S. Coast Guard Sector Hampton Roads, U.S. Marshals Service, Norfolk Emergency Management, DHS Protective Security Advisor (PSA)

## KEY RESPONSIBILITIES

ESF 13 is responsible for maintaining public safety, law enforcement operations, scene security, and investigative support during and after an active threat incident. This includes the coordination of local, state, and federal law enforcement assets.

### Norfolk Police Department (NPD)

- Assume command of any incident involving criminal activity.

- Establish and maintain security perimeters, access control points, and lockdown areas.
- Coordinate with Norfolk Public Works and the EOC to implement traffic control and rerouting plans.
- Provide law enforcement security for critical locations, including hospitals, the Reception Center, Family Assistance Center, and other infrastructure as needed.
- Provide a Public Information Officer (PIO) and coordinate all messaging through the on-scene PIO, Emergency Manager, or the Joint Information Center (JIC).
- Interview witnesses, collect evidence, and initiate a criminal investigation.
- Notify families of the deceased. Support may be requested from the Virginia State Police or the FBI.
- Use Norfolk Alert to issue "Be On the Lookout" (BOLO) notifications or suspect descriptions to the public, upon request through the EOC.

### **Virginia State Police (VSP)**

- Support local law enforcement operations, especially if the affected site is a state-owned facility.
- Disseminate threat-related information through the Virginia Fusion Center.
- Provide ANDE Rapid DNA analysis technology to assist with rapid victim identification. This system, endorsed by the OCME, can deliver results in 1–2 hours and is currently available in the Tidewater, Richmond, and Salem Divisions.

### **Federal Bureau of Investigation (FBI)**

- Lead the investigation if the incident is linked to terrorism.
- Share threat intelligence with the Joint Terrorism Task Force (JTTF) and Norfolk Police.
- Provide response support, which may include:
  - SWAT deployment (if scene remains active)
  - Evidence Response Teams (ERT) for technical collection and analysis
  - Victim Assistance Program (VAP) personnel for crisis intervention, family notifications, and survivor support
  - Behavioral analysts, profilers, and forensic specialists
- Assist with obtaining and executing federal search warrants, interviews, and surveillance support.
- Support family communication, personal effects recovery, and transportation assistance for out-of-area families.

- Offer Critical Incident Stress Management (CISM) and wellness services to victims, responders, and their families.

#### **Additional FBI Capabilities:**

- UAV/Drones, bomb technicians, forensic analysts (e.g., blood stain pattern, trajectory analysis), behavioral support, forensic accounting
- Mobile command posts, tactical teams, and hostage negotiation units
- Scene management teams, sworn forensic techs, and specialized search and recovery resources
- Relief personnel for extended-duration incidents

#### **U.S. Coast Guard Sector Hampton Roads**

- Issue maritime threat advisories through the Area Maritime Security Executive Committee (AMSEC).
- Assume command for maritime-related incidents and activate relevant sections of the Underwater Terrorism Preparedness Plan (UTPP).
- If warranted, adjust the MARSEC level, which may restrict or halt marine traffic in the Chesapeake Bay.

#### **U.S. Marshals Service**

- Respond to incidents occurring at the Federal Courthouse or other federal facilities.
- Provide communication, access control, and coordination support for responding law enforcement officers.

#### **U.S. Department of Homeland Security – Protective Security Advisor (PSA)**

- Upon request, assist Incident Command or Unified Command by evaluating critical infrastructure vulnerabilities.
- Provide technical guidance for protective measures, physical security, and resilience strategies.

### **EMERGENCY SUPPORT FUNCTION 14: CROSS-SECTOR BUSINESS AND INFRASTRUCTURE**

**Primary Agencies:** Norfolk Emergency Management, Norfolk Department of Economic Development

**Support Agencies:** Downtown Norfolk Council, Hampton Roads Chamber of Commerce, Visit Norfolk, Norfolk Department of Finance, Norfolk Department of Public Works, Norfolk Information Technology, VDEM, Virginia National Guard (as needed)



## KEY RESPONSIBILITIES

ESF 14 leads and coordinates the restoration of impacted businesses, public infrastructure, and economic functions following an active threat incident.

### **Norfolk Emergency Management**

- Coordinate recovery planning, continuity efforts, and infrastructure restoration with internal city departments and regional/state partners.
- Activate the Recovery Task Force, if needed, to coordinate multi-sector recovery activities, including damage assessments, re-entry planning, and financial recovery efforts.
- Work with Public Information and the JIC to ensure public messaging supports confidence in area reopening, safety, and resilience.

### **Norfolk Department of Economic Development**

- Serve as the primary liaison to impacted businesses to assess economic losses, operational disruptions, and short-term recovery needs.
- Provide guidance on accessing recovery grants, loans, or technical assistance, in partnership with the Small Business Administration (SBA), FEMA (if applicable), and state agencies.
- Coordinate with chambers, business associations, and property managers to assist with recovery communications, re-entry access, and continuity of operations planning.

### **Downtown Norfolk Council / Chamber / Visit Norfolk**

- Support outreach to businesses, tourism-related partners, and property owners in affected areas.
- Facilitate business recovery coordination meetings or forums, as appropriate.
- Support emotional recovery, community events, and remembrance activities as part of long-term resilience.

### **Norfolk Department of Public Works and Information Technology**

- Prioritize utility restoration, facilities maintenance, and cyber/IT recovery for critical infrastructure and city systems affected by the incident.
- Assist in reopening city-managed buildings or public assets impacted or restricted during the event.

Note: Active threat incidents, particularly those occurring in public spaces or commercial districts, may require long-term engagement with affected business owners, employees, and the public to support emotional, economic, and operational recovery.

## EMERGENCY SUPPORT FUNCTION 15: EXTERNAL AFFAIRS

**Primary Agencies:** Norfolk Communications and Marketing, Norfolk Emergency Management

**Support Agencies:** Norfolk Cares Call Center, Norfolk Public Safety PIOs, Chesapeake and Virginia Beach PIOs, 2-1-1 Virginia, Eastern Virginia Healthcare Coalition (EVHC)

### KEY RESPONSIBILITIES

ESF 15 is responsible for coordinating the release of accurate, timely, and accessible information to the public, media, and stakeholders before, during, and after an active threat incident. This includes rumor control, media coordination, public inquiries, and executive briefings.

#### **Norfolk Communications and Marketing / Joint Information Center (JIC)**

- Work closely with the Incident Command/Unified Command (IC/UC) to develop and deliver clear public messaging both to the impacted area and the broader community.
- Deploy a Public Information Officer (PIO) to the scene to assist the on-scene PIO and serve as a liaison to the JIC via 800 MHz radio or other communication systems.
- Coordinate with PIOs from Norfolk Police, Fire-Rescue, Emergency Management, and other agencies to develop joint media releases and social media updates.
- Provide trained staff to support JIC operations, including media relations, public messaging, and situational awareness.
- Monitor traditional media and social media for accuracy, public sentiment, misinformation, and rumors. Engage in proactive rumor control.
- Prepare executive summaries and legislative briefings for elected officials, City leadership, and policy groups.
- Coordinate press conferences, media site access, and VIP visits in partnership with security teams and IC/UC.
- Request mutual aid public information support from Chesapeake, Virginia Beach, and other jurisdictions as needed.

#### **Norfolk Cares Call Center (757-664-6510)**

- Activate upon request to serve as a public information answering point for incident-related inquiries.

- Provide messaging support in coordination with the JIC and Norfolk Emergency Management.

### **2-1-1 Virginia**

- May be activated in coordination with Norfolk Cares and the Eastern Virginia Healthcare Coalition (EVHC) to supplement call handling capacity.
- Provide information on sheltering, victim assistance, mental health support, and available recovery resources to callers.

Note: Public communication during an active threat incident must be carefully timed, coordinated, and cleared through IC/UC to prevent confusion, panic, or conflicting information. All messaging should support public safety, protect operational integrity, and promote confidence in the response and recovery process.

## **AUTHORITIES**

### **Federal Authorities**

- Homeland Security Presidential Directive 5 (HSPD-5): Management of Domestic Incidents
- Homeland Security Presidential Directive 8 (HSPD-8): National Preparedness
- Presidential Policy Directive 21 (PPD-21): Critical Infrastructure Security and Resilience
- National Response Framework (NRF): U.S. Department of Homeland Security
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121–5207
- National Incident Management System (NIMS)
- National Strategy for Counterterrorism

### **State Authorities – Code of Virginia**

- § 44-146.18 – Department of Emergency Services continued as Department of Emergency Management; administration and operational control; coordinator and other personnel; powers and duties.
- § 44-146.19(E) – Emergency management plans shall include victim assistance coordination during critical incidents and emergencies.
- § 23-9.2:9 – Institutional crisis and emergency management plan; review and annual exercise requirements for institutions of higher education.
- § 32.1-116.1 – Prehospital patient care reporting procedures; trauma registry; confidentiality.
- § 32.1-277 to § 32.1-288 – Jurisdiction and duties of the Office of the Chief Medical Examiner (OCME); investigation of deaths.
- § 32.1-283.1 – Investigation of deaths and organ/tissue donation procedures.

- § 19.2-11.01 – Crime victim and witness rights, including responsibilities of the Department of Criminal Justice Services (DCJS).
- § 19.2-368.11:1(G) – Establishes the Virginia Victims Fund as the payer of last resort for eligible crime victims.

#### **Local Plans and Policies**

- City of Norfolk Emergency Operations Plan (EOP), Basic and Administrative Annex
- Norfolk Family Assistance Center Functional Annex
- Hampton Roads Mass Casualty Incident (MCI) Response Plan
- Norfolk Continuity of Operations (COOP) and Continuity of Government (COG) Plans
- Regional Healthcare Coordination Plan (via Eastern Virginia Healthcare Coalition)

### Federal Guidance and Resources

- U.S. Department of Homeland Security (DHS)
  - Active Shooter Preparedness Webpage  
<https://www.dhs.gov/active-shooter-preparedness>
  - Active Shooter: How to Respond (October 2008)
  - Active Shooter Pocket Guide

### U.S. Fire Administration

- Fire/Emergency Medical Services Department Operational Considerations and Guide for Active Shooter and Mass Casualty Incidents (September 2013)

### U.S. Department of Justice

- Responding to Victims of Terrorism and Mass Violence Crimes: Coordination and Collaboration Between American Red Cross Workers and Crime Victim Service Providers

### Federal Bureau of Investigation (FBI)

- School Shootings Quick Reference Guide
- Active Shooter Incidents Resource Page  
<https://www.fbi.gov/about-us/office-of-partner-engagement/active-shooter-incidents>

### FEMA

- Full-Spectrum Risk Knowledgebase: Shooter Hazard Network  
[https://riskknowledge.fema.gov/kb/index.php/Shooter\\_Hazard\\_Network](https://riskknowledge.fema.gov/kb/index.php/Shooter_Hazard_Network)
- Learning Resource Center – Fire/EMS Active Shooter Resources  
[http://www.lrc.fema.gov/path\\_mvi.html](http://www.lrc.fema.gov/path_mvi.html)

### State and Regional References

- Virginia Department of Education
- Emergency and Crisis Management Resources  
[http://www.doe.virginia.gov/support/safety\\_crisis\\_management/emergency\\_crisis\\_management/index.shtml](http://www.doe.virginia.gov/support/safety_crisis_management/emergency_crisis_management/index.shtml)
- Virginia Tech Review Panel
  - Report of the Review Panel (2007)

- Addendum to the Report of the Review Panel (2009)
- Commission to Investigate the Virginia Beach May 31, 2019, Mass Shooting
  - Emergency Preparedness and Response Workgroup Report (Revised April 21, 2023)
- Virginia Office of the Chief Medical Examiner
  - Fatality Management Plan – Part 14-D-2
- Hampton Roads Mass Casualty Incident Response Guide (2009)
- Southeastern VA / NE NC Multiple IEDs Incident Annex (August 2011)

### **Local Plans and Educational Institution References**

- Norfolk Police Department
  - Critical Incident Response Plan
- Norfolk Public Schools
  - Crisis Plan – Hostage/Armed Intruder (p. 18)
- Norfolk State University
  - Emergency Response Plan – Violent or Criminal Behavior (p. 17)
- Old Dominion University
  - EOP – Violence on Campus (Annex AN17, p. 104)
- Tidewater Community College
  - Crisis and Emergency Management Plan – Hostile Intruder/Active Shooter (Annex 8, p. F-8-1)

### **Research, Case Studies, and After-Action Reports**

- Buerger and Bueger, “Those Terrible First Few Minutes: Revisiting Active-Shooter Protocols for Schools”, FBI Law Enforcement Bulletin (2010/11)
- Columbine Review Commission Report (May 2011)
- Hampton Roads Full-Scale Exercise After Action Report (2011)
- Department of Homeland Security – Multi-Jurisdiction IED Security Plan: Norfolk, VA (2009)

## ACRONYM LIST

- (BOLO) Be On the Lookout
- (CBRNE) Chemical, Biological, Radiological, Nuclear, and Explosive
- (CISM) Critical Incident Stress Management
- (COG) Continuity of Government
- (COOP) Continuity of Operations
- (DMAT) Disaster Medical Assistance Team
- (DMORT) Disaster Mortuary Operational Response Team
- (DHS) Department of Homeland Security
- (DOE) Department of Education
- (EOC) Emergency Operations Center
- (ESF) Emergency Support Function
- (FAC) Family Assistance Center
- (FBI) Federal Bureau of Investigation
- (FRC) Family Reception Center
- (HSIN) Homeland Security Information Network
- (IC) Incident Command
- (ICS) Incident Command System
- (IMT) Incident Management Team
- (JIC) Joint Information Center
- (JRSOIP) Joint Reception, Staging, Onward Movement, and Integration Package
- (LE) Law Enforcement
- (MCI) Mass Casualty Incident
- (NDMS) National Disaster Medical System
- (NFR) Norfolk Fire-Rescue
- (NIMS) National Incident Management System
- (NPD) Norfolk Police Department
- (OCME) Office of the Chief Medical Examiner
- (PIO) Public Information Officer
- (PPE) Personal Protective Equipment
- (PSA) Protective Security Advisor
- (RHCC) Regional Hospital Coordination Center
- (SAR) Search and Rescue

- (SBA) Small Business Administration
- (SWAT) Special Weapons and Tactics
- (THIRA) Threat and Hazard Identification and Risk Assessment
- (US&R) Urban Search and Rescue
- (UTPP) Underwater Terrorism Preparedness Plan
- (VEOC) Virginia Emergency Operations Center
- (VDEM) Virginia Department of Emergency Management
- (VDH) Virginia Department of Health
- (VHASS) Virginia Healthcare Alerting and Status System
- (VSP) Virginia State Police
- (VOAD) Voluntary Organizations Active in Disaster



# BATTLE RHYTHM

POSTURE	BATTLE RHYTHM
<b>T + 30</b>	All Track all incident-related expenses
	IC/UC LE and Fire-Rescue response; establish Incident/Unified Command
	IC/UC Establish staging areas, security plans, and consider Area Command
	IC/UC Safety Officer(s) advise on scene safety and security
	EOC Send an alert to the impacted area with protective actions
	EIC Notify City Manager
	EOC Alert Emergency Operations Center / Team Norfolk
	EOC Create an incident in HSIN
	EOC Prepare EOC for activation
	EOC Prepare EOC Incident Briefing with weather info
	EOC If appropriate, declare a local disaster
	JIC Acknowledge incident; plan info briefings with interpreter
	JIC Monitor and track social media
<b>T + 1 Hour</b>	IC/UC Identify projected resource needs
	EOC Full EOC activation; Planning and JIC in place
	EOC Establish and maintain an operational picture
	EOC Notify VEOC of EOC status and level
	EOC Schedule calls with Policy Group and FRC/FAC agencies
	EOC Assess the need for expanded security with NPD and DHS PSA
	EOC/JIC Dispatch personnel to IC/UC to support media/info flow
	JIC Develop FAQs; coordinate with Norfolk Cares and 2-1-1
<b>T + 2 Hours</b>	JIC Send Norfolk Alert with key incident info <ul style="list-style-type: none"> <li>• Include: general incident description, road closures, alternate routes, areas to avoid, closed facilities, 911 usage, help resources, and volunteer guidance.</li> <li>• Vet all messaging with law enforcement for sensitivity</li> </ul>
	IC/EOC Assess whether structures and objectives are aligned
	EOC Policy Group considers the operational status of the government
	EOC Conduct a coordination call with affected localities/EOCs
<b>T + 3 Hours</b>	EOC Begin sheltering conversations if needed
	IC Assess field operations vs objectives
	IC Triage and transport of the injured is complete
	EOC Plan for extended ops with multiple periods
<b>T + 4 Hours</b>	EOC Establish regular EOC briefings
	EOC Prepare the next op period resource requests
<b>T + 4 Hours</b>	IC Begin demobilizing where appropriate; transitioning some functions to EOC
	IC Return sites to property owners once cleared

<b>T + 5 Hours and Beyond</b>	EOC	Submit a formal local disaster declaration to VEOC
	EOC	Continue media/public info until the incident is fully concluded
<b>Recovery Phase</b>	EOC	Conduct Recovery Ops Briefing
	EOC	Open Reception and Assistance Centers as needed
	EOC	Support the Joint Field Office if required
	EOC	Refer to Short-to-Intermediate Recovery Plan
	EOC	Determine when to scale down or close EOC
	EOC	Determine when to end the local disaster declaration
	EOC	Compile costs and documentation for reimbursement
	EOC	Conduct hotwash and AAR with Improvement Plan