

# **TEAM NORFOLK**

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## **Emergency Operations & Resiliency Framework**

**Hazard-Specific Annex**

**Extreme Heat**

**August 2025**

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## PURPOSE AND SCOPE

The purpose of this Hazard-Specific Annex is to provide a coordinated framework for preparedness, response, and short-term recovery operations in the event of an Extreme Heat incident in the City of Norfolk. This annex outlines the organizational structure and operational procedures necessary to safeguard public health, reduce the risk of heat-related illnesses and fatalities, and minimize disruption to city services.

This annex is developed in accordance with local and state emergency management authorities and supports compliance with the Commonwealth of Virginia Emergency Services and Disaster Laws and the City of Norfolk Emergency Operations Plan (EOP). It aligns with mitigation goals outlined in the Hampton Roads Hazard Mitigation Plan (2022), particularly those related to addressing climate-related hazards and protecting vulnerable populations.

The scope of this annex includes:

- Monitoring National Weather Service (NWS) and local health advisories for extreme heat conditions.
- Establishing triggers for activation of emergency measures based on forecasted or observed heat index thresholds.
- Outlining roles and responsibilities of departments and partner agencies.
- Coordinating public messaging and risk communication.
- Activating and supporting cooling centers and hydration points.
- Conducting outreach to vulnerable populations, including the elderly, unsheltered individuals, and those with medical conditions.
- Supporting resource requests, logistics, and potential emergency declarations.
- Transitioning to recovery and identifying after-action needs.

This annex applies to all City of Norfolk departments, partner agencies, and community organizations engaged in emergency management and public safety operations before, during, and after extreme heat incidents.

## BACKGROUND

According to the 2022 Southside Hampton Roads Hazard Mitigation Plan (p. 4:108), extreme heat is defined as temperatures that are 10°F or more above the regional average for an extended period. Heat waves often persist for multiple days and may be exacerbated by drought conditions, increasing

public health and infrastructure risks. The most dangerous conditions occur when elevated temperatures are accompanied by high relative humidity, which reduces the body's ability to cool itself through perspiration.

The National Weather Service (NWS) identifies extreme heat as the leading cause of weather-related fatalities in the United States. Health risks from prolonged heat exposure include heat cramps, heat exhaustion, heat stroke, dehydration, and even death—particularly among older adults, children, outdoor workers, people with chronic illnesses (e.g., diabetes or cardiovascular disease), and those without access to air conditioning.

In Hampton Roads, persistent maritime air masses contribute to elevated humidity, which amplifies the heat index—a measure of how hot it feels when relative humidity is factored in with air temperature. The Urban Heat Island (UHI) effect further intensifies temperatures in Norfolk's dense urban core, especially in neighborhoods with limited tree canopy or green infrastructure. Heat retained by asphalt, concrete, and buildings overnight prevents sufficient cooling, resulting in sustained exposure to dangerous temperatures.

Beyond health threats, extreme heat can trigger power outages from high air conditioning use, place additional stress on medical systems, and increase the risk of infrastructure failure or transportation-related incidents (e.g., pavement buckling, rail stress).

Since the National Weather Service began keeping records in 1874, Norfolk's all-time documented record (temperature, not heat index) of 105° Fahrenheit has been set three times on July 24<sup>th</sup> and 25<sup>th</sup>, 2010, and August 7<sup>th</sup>, 1918. However, heat index values, which better reflect actual human heat stress, have frequently exceeded 105°F in recent years. With climate change projections indicating an increase in both the frequency and severity of heat events, Norfolk must plan accordingly to protect public health and ensure continuity of critical services.

## LOCATION AND SPATIAL EXTENT

Extreme heat typically impacts a large area that is normally not confined to any geographic boundaries, although urban heat island effects can exacerbate effects in urbanized areas. Hampton Roads is uniformly exposed to this hazard, and the spatial extent of that impact is potentially large. Extreme heat typically does not cause significant damage to the built environment, except for road buckling in extreme cases. Summertime temperatures in the Hampton Roads region can easily climb into the upper 90s to the low 100-degree Fahrenheit range, with high humidity exacerbating the impact. Coastal areas may experience slightly (1 to 2 degrees) lower temperatures at some times as a result of late-day sea breezes or lower water temperatures, depending on the season, but extreme heat is often a regional or statewide issue when it occurs.

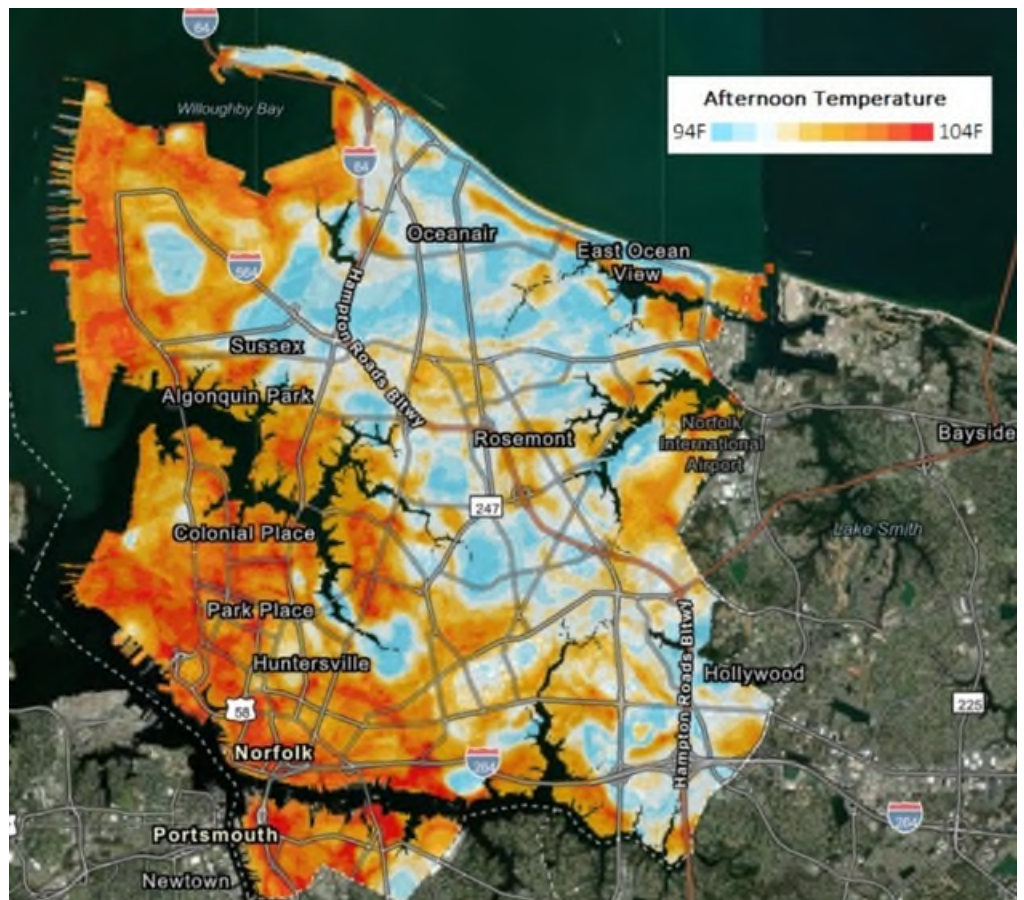
## SITUATION

The 2022 Hampton Roads Hazard Mitigation Plan assigns a “Negligible” risk level to extreme heat for the region overall (p. 5:89), primarily based on historical physical damage and disaster declarations. However, this classification does not fully capture the public health, social equity, and infrastructure stressors that extreme heat events present—especially as such events grow in intensity and frequency due to climate change.

In July 2019, Norfolk partnered with CAPA Strategies and the National Integrated Heat Health Information System (NIHHIS) to conduct a neighborhood-level urban heat mapping campaign. Using mobile sensors deployed across the city, researchers collected temperature data at multiple times throughout the day. When combined with land cover, socioeconomic indicators (e.g., poverty levels), and tree canopy distribution, the results revealed significant geographic variability in heat exposure and vulnerability.

Key findings include:

- Temperatures varied by up to 12°F between the hottest and coolest areas of Norfolk during the same time of day.
- Areas with low tree cover and high impervious surfaces (such as Huntersville, Park Place, and parts of Downtown) showed the highest vulnerability.
- Neighborhoods with elevated poverty rates and limited access to air conditioning or healthcare resources aligned closely with high-vulnerability zones.
- Coastal and park-adjacent areas (e.g., Ocean View, East Beach) showed relatively lower vulnerability due to breezes and vegetation.



The resulting Norfolk Heat Vulnerability Map (see image) illustrates this variation using five tiers of risk: Lowest, Low, Moderate, High, and Highest. These insights should guide both immediate response strategies (e.g., cooling center placement, outreach to vulnerable residents) and long-term mitigation efforts (e.g., tree planting, green infrastructure, urban design).

Despite its “negligible” hazard ranking for structural impacts, extreme heat poses a disproportionate threat to human health, particularly for:

- Seniors and people with chronic illnesses,
- Low-income residents lacking air conditioning,
- Unsheltered populations,
- Outdoor workers (e.g., construction, sanitation, landscaping),
- Children, especially in schools or homes without adequate cooling.

Given these realities, Norfolk must proactively plan, communicate, and respond to extreme heat with localized precision and a focus on health equity.

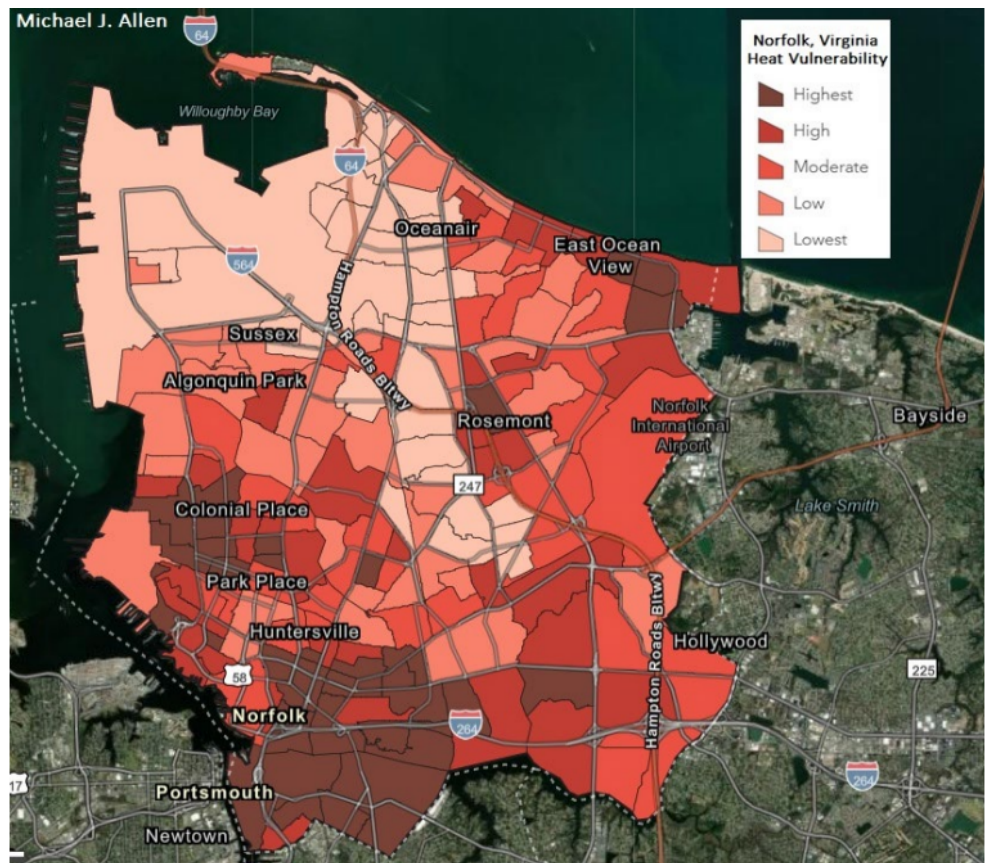


Figure: Norfolk, Virginia Heat Vulnerability Map (2019)


Source: <https://storymaps.arcgis.com/stories/7cde13a422504a0682ec9c2deb18c4b6>

## VULNERABILITY

Heat can impact everyone, from those working outside to those playing recreational sports. It's important to take precautions when extreme heat events occur to protect your health.


Certain parts of the population are more vulnerable than others. Those who are pregnant, elderly, or have chronic conditions can be more impacted by heat. In addition, newborns and children are particularly vulnerable to heat as their bodies are less able to adapt to heat than adults.

### **Heat Impacts: Vulnerable Populations**




**PREGNANT**

Extreme heat events have been associated with adverse birth outcomes such as low birth weight, preterm birth, infant mortality, and congenital cataracts.




**NEWBORNS**

Newborns are extra sensitive to heat because their ability to regulate body temperature is limited.




**CHILDREN**

Young children and infants are particularly vulnerable to heat, as their bodies are less able to adapt to heat than adults. Those under four are especially vulnerable.



**ELDERLY**


Older adults, especially those who have preexisting diseases, take certain medications, live alone or have limited mobility are at higher risk for heat illness.



**CHRONIC ILLNESS**

People with chronic medical conditions are more likely to have a serious health problem during a heat wave.

Source:  
*The Impacts of Climate Change on Human Health in the United States, A Scientific Assessment (U.S. Global Changes Research Program)*

weather.gov 

## TERMS, DEFINITIONS, AND RECOMMENDED ACTIONS

Understanding the terminology used by the National Weather Service (NWS) and other emergency partners is essential for ensuring a timely, coordinated response to extreme heat events. The following table outlines key terms related to heat hazards, their official definitions, and recommended actions for the City of Norfolk and its partners. These terms serve as activation triggers and guidance benchmarks for public messaging, resource deployment, and protective measures for vulnerable populations.

TERM	DEFINITION	RECOMMENDED ACTIONS
<b>Heat Index</b>	The apparent temperature, what it feels like to the human body when relative humidity is combined with the actual air temperature.	Monitor conditions closely. Refer to the Heat Index Chart (below) for risk levels and corresponding precautions.

<b>Heat Wave</b>	A prolonged period of abnormally hot weather, generally lasting two or more days, with or without high humidity.	Follow activation triggers in this plan. Increase outreach to vulnerable populations and monitor energy demand.
<b>Heat Outlook</b>	Issued by the <a href="#">NWS's Climate Prediction Center</a> when the potential exists for an excessive heat event in the next 14 days. An Outlook provides information to those who need considerable lead time to prepare for the event.	Begin public messaging for awareness. Coordinate with city departments, cooling center sites, and outreach partners.
<b>Heat Advisory</b>	Issued when the heat index is expected to reach 105°F–109°F for 2+ hours within the next 12 hours.	Share targeted public safety messages. Encourage hydration, wearing light clothing, and seeking shade or air conditioning. Activate Tier 1 outreach as needed.
<b>Extreme Heat Watch</b>	Issued when an extreme heat event is possible. An Extreme Heat Watch often precedes an upgrade to a Heat Advisory or Extreme Heat Warning and is typically issued 24- 48 hours ahead of the event to allow for preparations to be conducted.	Review operational readiness. Prepare to suspend major outdoor activities if a warning is issued. Begin identifying and preparing cooling centers.
<b>Extreme Heat Warning</b>	Extreme Heat is happening or about to happen. Issued within 12-24 hours of the onset of hazardous heat conditions. Heat index values are expected to reach or exceed 110°F for at least 2 hours. This level of heat can be extremely dangerous if precautions are not taken.	Suspend outdoor activities during peak heat hours (11 AM–6 PM). Activate cooling centers. Urge residents to stay indoors, drink water, check on elderly neighbors, and avoid strenuous activity. Initiate full outreach and public messaging protocols.

## UNDERSTANDING THE HEAT INDEX

The Heat Index is a measure of how hot it actually feels when relative humidity is combined with air temperature. As humidity increases, the body's ability to cool through sweat evaporation decreases, making it feel significantly hotter than the thermometer suggests.

The graphics below, developed by the National Weather Service (NWS), illustrate:

1. The relationship between relative humidity and temperature in determining the heat index.
2. The associated health risks based on categorized heat index ranges.

Figure: NWS Heat Index Chart – Temperature vs. Relative Humidity

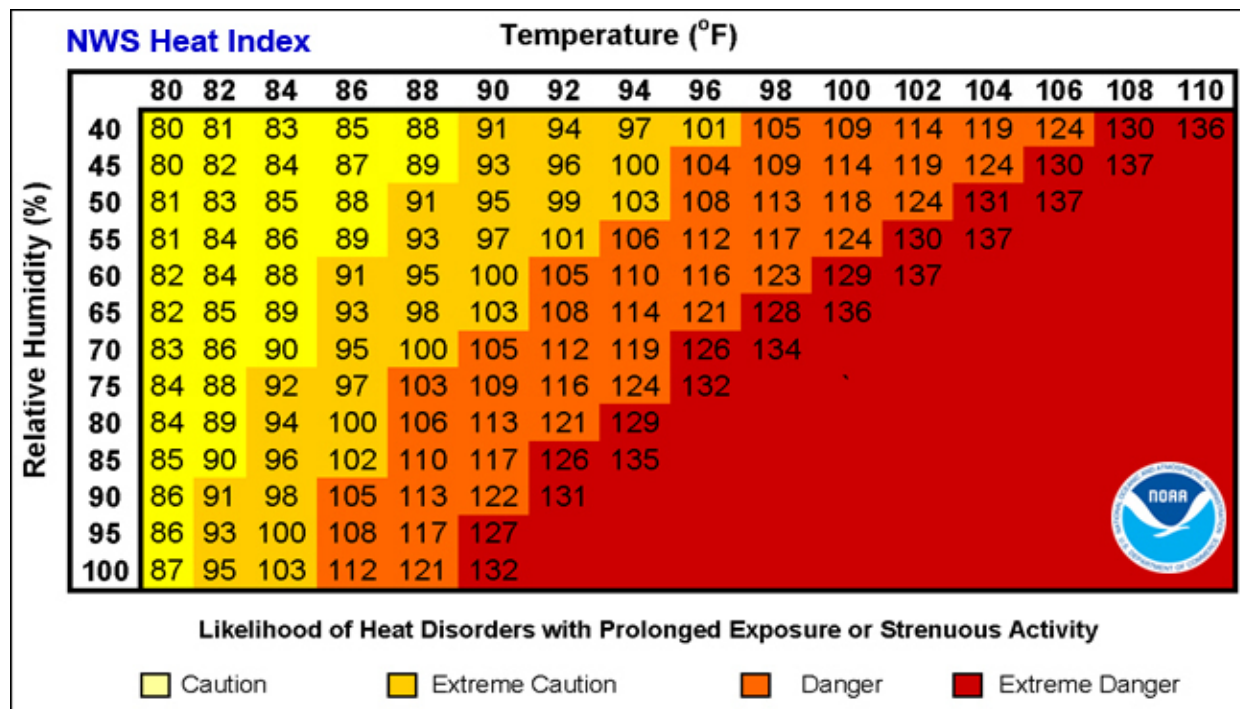


Figure: Heat Index Classifications and Effects on the Body

Classification	Heat Index	Effect on the body
Caution	80°F - 90°F	Fatigue possible with prolonged exposure and/or physical activity
Extreme Caution	90°F - 103°F	Heat stroke, heat cramps, or heat exhaustion possible with prolonged exposure and/or physical activity
Danger	103°F - 124°F	Heat cramps or heat exhaustion likely, and heat stroke possible with prolonged exposure and/or physical activity
Extreme Danger	125°F or higher	Heat stroke highly likely

These graphics can support operational decision-making, including the activation of cooling centers, risk communication, suspension of outdoor activities, and targeted outreach to vulnerable populations.

## HEAT SAFETY

During extremely hot and humid weather, your body's ability to cool itself is challenged. When the body heats too rapidly to cool itself properly, or when too much fluid or salt is lost through

dehydration or sweating, body temperatures rise, and you or someone you care about may experience a heat-related illness. It is important to know the symptoms of extreme heat exposure and the appropriate responses. Heat cramps may be the first sign of heat-related illness and may lead to heat exhaustion or stroke.

During periods of extreme heat, you should limit outdoor activities, be mindful of what you are eating or drinking, look for ways to cool down, and check on others. The city offers cooling locations during extreme heat events. These cooling locations are often city buildings or public use buildings, such as libraries. More information on these is listed later in this document.

Heat Exhaustion	Heat Stroke
<p><b>ACT FAST</b></p> <ul style="list-style-type: none"> <li>• Move to a cooler area</li> <li>• Loosen clothing</li> <li>• Sip cool water</li> <li>• Seek medical help if symptoms don't improve</li> </ul> <p><i>Dizziness</i> <i>Thirst</i> <i>Heavy Sweating</i> <i>Nausea</i> <i>Weakness</i></p> <p><i>Heat exhaustion can lead to heat stroke.</i></p>	<p><b>ACT FAST</b></p> <p><b>CALL 911</b></p> <ul style="list-style-type: none"> <li>• Move person to a cooler area</li> <li>• Loosen clothing and remove extra layers</li> <li>• Cool with water or ice</li> </ul> <p><i>Confusion</i> <i>Dizziness</i> <i>Becomes Unconscious</i></p> <p><i>Heat stroke can cause death or permanent disability if emergency treatment is not given.</i></p>

Stay Cool, Stay Hydrated, Stay Informed!

Other heat-related safety suggestions from NOAA and the National Weather Service can be found in the image below and at [weather.gov/safety/heat-illness](https://www.weather.gov/safety/heat-illness).

# During Extreme Heat



- Find air conditioning.*
- Avoid strenuous activities.*
- Wear light clothing.*
- Check on family members and neighbors.*
- Drink plenty of water.*
- Watch for heat cramps - exhaustion - stroke.*
- Never leave people or pets in a closed car.*

 [weather.gov/heat](https://www.weather.gov/heat)

## RISK AND ASSUMPTIONS

Planning for extreme heat incidents requires a clear understanding of the potential risks to the community, critical infrastructure, and city operations, as well as the assumptions upon which response strategies are built. While extreme heat may not cause the visible destruction associated with hurricanes or flooding, it remains one of the most lethal weather-related hazards, especially for vulnerable populations. This section outlines the known risks and key planning assumptions that guide the City of Norfolk's preparedness, response, and mitigation efforts related to extreme heat.

### RISK

Although the 2022 Hampton Roads Hazard Mitigation Plan assigns a “negligible” structural risk rating to extreme heat (p. 5:89), this hazard poses increasing risk to public health, vulnerable populations, city operations, and infrastructure reliability. The frequency, duration, and severity of extreme heat events in southeastern Virginia are projected to rise as a result of climate change, particularly due to:

- High humidity levels reducing nighttime cooling,
- Persistent maritime air masses limiting relief,
- Urban Heat Island (UHI) effects exacerbating local temperatures,
- Socioeconomic disparities affecting access to cooling and care.

The Norfolk 2019 Heat Vulnerability Map identifies neighborhoods disproportionately impacted by heat due to low tree canopy, higher rates of poverty, and aging housing stock. These areas will require targeted preparedness, communication, and support during heat events.

### ASSUMPTIONS

This annex is based on the following assumptions:

- Extreme heat events will increase in frequency and severity due to regional climate trends.
- Heat Index thresholds set by the NWS ( $\geq 105^{\circ}\text{F}$  for advisories;  $\geq 110^{\circ}\text{F}$  for warnings) will remain the standard activation criteria for Norfolk's emergency response.
- Citywide response may be needed during prolonged extreme heat, but localized interventions (e.g., targeted cooling, hydration outreach) will be prioritized in high-vulnerability neighborhoods.
- Power outages and grid strain are more likely during extended heat events, especially in residential areas with high air conditioning usage.
- Unsheltered individuals, seniors, young children, medically vulnerable individuals, and low-income households will face the highest risk and require priority outreach and assistance.
- Cooling centers may need to open quickly and stay open beyond standard hours, depending on conditions and public need.

- City departments will coordinate resources (e.g., Norfolk Parks and Recreation, Human Services, Emergency Management, Public Works) under the Team Norfolk Emergency Operations Plan and ICS structure.
- Public messaging will be essential to ensure residents are informed of risks, available services, and self-protective actions.
- Non-traditional partners (e.g., civic leagues, faith-based organizations, libraries, and schools) may be needed to support communications and resource distribution.
- Communicable diseases and public health emergencies may influence cooling center capacity, spacing, and personal protective measures.

## CONCEPT OF OPERATIONS

The City of Norfolk employs a tiered response approach to extreme heat events based on severity, forecast confidence, and anticipated community impacts. This phased framework enables departments and partners to take coordinated, scalable actions to reduce heat-related illnesses, fatalities, and disruptions to city services. Operational levels are activated based on National Weather Service (NWS) alerts and local conditions, allowing flexibility to address vulnerable populations, power reliability, and public health concerns.

### LEVEL 1: SEASONAL READINESS

**Purpose:** Raise public awareness of extreme heat risks ahead of summer and ensure internal readiness across city departments.

**Activation Threshold:** Annually by June 1

#### Actions:

- Conduct a stakeholder review and update of the Extreme Heat Annex.
- Initiate public messaging campaigns on heat safety, hydration, and self-protection.
- Ensure city staff are informed of protocols and available resources.
- Confirm availability of cooling center locations, equipment, and staffing.

### LEVEL 2: ENHANCED READINESS

**Activation Threshold:** NWS issues a Heat Advisory

#### Actions:

- Provide enhanced public messaging urging precautions such as staying indoors during peak heat, hydrating frequently, taking breaks in shaded areas, and using available cooling facilities.
- Alert outdoor workforce supervisors and event planners of risks.

- Emergency Management may convene a planning call with partner agencies to assess risks to vulnerable populations and review resource availability.
- Begin coordination with Norfolk Parks and Recreation, Human Services, and CSB on possible outreach activities.

### LEVEL 3: EXTREME HEAT PREPARATION

#### Activation Threshold:

- NWS issues an Extreme Heat Watch, or
- Consecutive Heat Advisories persist for more than three days

#### Actions:

- Norfolk Emergency Management hosts interagency planning/coordination meetings to:
  - Confirm department response actions and activation readiness.
  - Identify public facilities that could serve as cooling centers.
  - Evaluate shelter needs and team activation in the event of major power outages.
- Communications and Public Health teams enhance messaging with targeted outreach.
- Provide Weather Briefings to internal stakeholders.
- Coordinate with the Community Services Board, Human Services, and non-profit/faith-based partners to assess availability of support resources.
- Consider EOC activation to Level 1 (Monitoring) based on outlook and impacts.

### LEVEL 4: EXTREME HEAT RESPONSE

#### Activation Thresholds:

- NWS issues an Extreme Heat Warning, or
- Widespread or extended-duration power outages during periods of extreme heat

#### Actions:

- Open and staff cooling centers, if not already activated.
- Communications and Public Health expand messaging to highlight open cool sites and how to access them.
- Request logistical support (e.g., water, volunteers) from non-profit and faith-based organizations.
- Prepare shelter operations teams for potential activation if outages are prolonged.
- Monitor community conditions, hospital surge, and emergency calls for signs of systemic stress.
- Consider issuing a Local Emergency Declaration and/or full EOC activation depending on scope/impacts.

## EMERGENCY COOLING STATIONS, CENTERS, AND SHELTERS

During periods of extreme heat, the City of Norfolk may activate a range of cooling options to reduce heat-related illness and support public health, particularly for vulnerable populations. These services vary in scale and capability depending on the severity of the event, time of day, and available resources. Cooling sites may be operated by city departments or in partnership with community-based organizations.

Cooling Resource	Definition & Purpose
<b>Cooling Station</b>	A location where individuals may temporarily seek relief from the heat. Minimal services are provided—typically only with access to a cooled, shaded, or air-conditioned space and public drinking fountains. No bottled water, medical support, or extended services are guaranteed.
<b>Cooling Center</b>	An air-conditioned public facility that provides more structured support during periods of extreme heat. Centers may offer bottled water, restrooms, and other resources depending on staffing and operational needs. Locations may expand hours beyond normal operations, particularly if power is disrupted.
<b>Cooling Shelter</b>	A shelter facility activated when widespread or prolonged power outages coincide with extreme heat, particularly during overnight hours. These are full-service shelter operations providing overnight accommodations, meals, and coordination with Human Services and sheltering partners. Activation is incident-specific and requires authorization by the EOC Policy Group.

### COOLING STATION OPERATIONS (EXAMPLE: SUNDAY OPERATIONS)

During a heat advisory or warning issued on a Sunday, the following city-owned locations may be used:

- **MacArthur Mall** – Serves as a public cooling station.
- **Anchor Library Branches** – To be opened for public respite as needed (insert designated anchor branches once confirmed).

*Note: Operations for these locations are contingent on staffing availability and coordination with Norfolk Public Libraries and General Services. Requests for bottled water or custodial support should be routed through the EOC if activated.*

### NORFOLK COOLING CENTERS (TYPICAL OPTIONS)

Cooling Centers may include public buildings operating during regular or extended hours. They may provide bottled water and access to restrooms, and are generally supported by Emergency Management, Human Services, and city partners. Locations may include:

Public Libraries (Normal Hours: 10 AM – 7 PM; hours may vary):

- Barron F. Black Branch
- Blyden Branch
- Janaf Branch
- Jordan-Newby Branch
- Lafayette Branch
- Larchmont Branch
- Little Creek Branch
- Mary D. Pretlow Branch
- Park Place Branch
- Richard A. Tucker Memorial Branch
- The Slover Library
- Van Wyck Branch

*Library hours:* <https://www.norfolkpubliclibrary.org/6076/Locations>

- Community Centers (Cooling access in lobbies):
- Lambert's Point Community Center
- Norview Community Center

Partner Facility:

- Salvation Army Hope Center – Serves as a formal cooling center with limited services.

## COOLING SHELTERS

If widespread power outages occur during an extreme heat event, Norfolk may open full-service cooling shelters to support overnight needs. Cooling shelters provide a safe, climate-controlled environment with basic sleeping accommodations and support services.

- Locations will be determined based on conditions and shelter readiness.
- Activation will be approved by the EOC Policy Group and coordinated by Norfolk Emergency Management and Human Services.
- Shelter teams and partners will be notified through standard ICS channels.

## COOLING ASSISTANCE PROGRAM

Norfolk residents who need help with their cooling bills may apply for the Cooling Assistance Program through the Department of Human Services. Eligibility is based on income and utility expenses.

- Contact: Norfolk DHS at 757-664-6035 for more information or to apply.

## RESPONSE

The City of Norfolk uses a coordinated, multi-agency approach to protect vulnerable populations during extreme heat events. Emergency Management leads this effort, in collaboration with Norfolk CSB, DHS, non-profits, and private partners, ensuring both structured and adaptive support systems.

### NORFOLK COMMUNITY SERVICES BOARD (CSB)

The CSB delivers comprehensive support to individuals experiencing homelessness, leveraging multiple programs:

#### **The Center (100-bed shelter for single adults):**

- Provides year-round shelter and up to 50 day-service spots (8 AM–5 PM), including meals, case management, housing navigation, and benefit enrollment. During extreme heat, day services may extend until 7 PM
- Serves as the City's overnight shelter during emergency cold events, with up to 50 additional overflow spots

#### **PATH & Homeless Initiatives:**

- PATH supports individuals with serious mental illness (SMI) through street outreach and short-term case management; it served over 380 individuals in 2018
- The Homeless Initiatives Project adds two full-time outreach specialists, providing outreach, navigation, and initial case support

#### **Housing & Supportive Services Division:**

- Offers Permanent Supportive Housing (PSH), rapid re-housing (TBRA), and other programs assisting hundreds of individuals

#### **Collaborative Hotlines & Outreach:**

- Regional Housing Crisis Hotline (757-587-4202)
- Norfolk Cares Call Center (757-664-6510) for locating unsheltered individuals

### NORFOLK DEPARTMENT OF HUMAN SERVICES (DHS)

#### **Cooling Assistance Program:**

- Provides aid to low-income households for cooling equipment repair/replacement and electricity bills
- Residents apply via Norfolk DHS (757-664-6000)

### **Family Homeless Services:**

- DHS supports families at risk of homelessness and connects them to shelter via the Housing Crisis Hotline (757-587-4202)

### **THE SALVATION ARMY – HAMPTON ROADS**

#### **EnergyShare Program:**

- Assists individuals with utility disconnections or aged 60+ through Dominion Energy partnerships (hotline 757-965-9012 x1).

#### **Cooling Services:**

- 19th Street Hope Center operates as a designated cooling center.
- Additional supports through summer feeding, camp programs, and a food pantry serving ~500 families monthly.

### **PRIVATE AND NON-PROFIT PARTNERSHIPS**

#### **Team Norfolk engages various organizations to bolster cooling and hydration support:**

- Retailers/Suppliers: Walmart, Lowe's, Farm Fresh, Target, Reddy Ice, Operation Blessing
- Resource Provision: Bottled water, ice, fans, shelters, and logistical support during heat emergencies

### **OUTREACH TO THE ISOLATED AND HOMEBOUND**

#### **To reach those who may not seek public cooling facilities, the City partners with:**

- Norfolk Sheriff's Office Community Affairs
- Meals on Wheels (Senior Services)
- Foodbank of Southeastern Virginia
- Faith-based and civic organizations

These groups perform wellness checks, deliver resources, and facilitate transportation to relief centers.

### **DIRECTION AND CONTROL**

The City of Norfolk will use the Incident Command System (ICS) structure and the principles of the National Incident Management System (NIMS) to coordinate activities in response to extreme heat incidents.

Upon the issuance of a Heat Advisory or Watch by the National Weather Service (NWS), Norfolk Emergency Management will initiate coordination with relevant departments and partners, including but not limited to:

- Norfolk Department of Public Health
- Norfolk Community Services Board (CSB)
- Department of Human Services
- Department of Neighborhood Development
- Norfolk Public Libraries
- Norfolk Parks and Recreation
- Norfolk Public Works
- Norfolk Communications
- Norfolk Public Schools (as needed)

Based on the severity, forecast duration, and potential community impact, Emergency Management will determine whether to partially or fully activate the Extreme Heat Annex.

If an Extreme Heat Warning is issued, or if other critical thresholds are met, such as prolonged power outages or medical surge, Norfolk Emergency Management may activate a virtual Emergency Operations Center (EOC) to enhance coordination, information sharing, and decision-making.

In this virtual environment, Emergency Management will:

- Coordinate operational briefings
- Disseminate situational awareness reports
- Track resource needs and response actions
- Facilitate communication among:
  - City leadership
  - Key response agencies and departments
  - Non-profit, faith-based, and volunteer partners
  - Norfolk Public Schools and local universities
  - Naval Station Norfolk and military liaisons
  - Regional and state emergency coordination centers

If necessary, the EOC may transition from virtual to in-person activation depending on incident complexity, resource needs, or operational tempo.

All response efforts will be managed under the Team Norfolk framework, following the structure established in the City of Norfolk Emergency Operations Plan (EOP) and in alignment with state and federal guidance.

## ALERT AND INITIAL BRIEFING

Upon activation of the Extreme Heat Annex, Norfolk Emergency Management will initiate a multi-channel public alert and notification process to ensure timely and equitable dissemination of heat-related safety information.

### Mass Notification

A Norfolk Alert message will be issued by the Emergency Operations Center (EOC), containing key information such as:

- Current heat risk level
- Cooling center locations and hours
- Heat safety tips and hydration guidance
- Resources for residents without air conditioning

### Public Communication

The Norfolk Department of Communications will post updates to:

- Norfolk.gov
- Official City social media accounts (Facebook, X/Twitter, Instagram)
- Digital signage and community bulletin boards (if available)

### Partner Messaging

Heat safety flyers, cooling resource information, and related materials will be distributed to frontline organizations, including:

- Norfolk Parks and Recreation – For distribution at youth summer campsites and recreation centers
- The Salvation Army and the Kroc Center – For display and distribution to camp participants and community clients

### Targeted Outreach to Vulnerable Populations

Coordination will also occur with key partners to reach individuals who are:

- Homebound
- Seniors living alone
- Experiencing poverty or food insecurity
- Disconnected from digital media

Outreach channels include:

- Norfolk Sheriff's Office – Community Affairs Division
- Senior Services of Southeastern Virginia (Meals on Wheels)
- Foodbank of Southeastern Virginia and the Eastern Shore
- Norfolk Public Schools – Food distribution and family communication pathways
- Houses of Worship – Asked to share information with congregations, especially in impacted neighborhoods

These partners will be provided digital or printed copies of:

- Heat-related illness prevention tips
- Cooling center and resource information
- Hotline and transportation contacts (if available)

All messaging will be aligned with NWS, CDC, and VDH guidance to ensure accuracy and consistency across platforms.

## LOCAL DECLARATION OF EMERGENCY

A Local Emergency Declaration may be requested by the Director of Emergency Management or designee when extreme heat conditions are anticipated to cause widespread or sustained impacts to public health, infrastructure, or critical services. Criteria for considering a declaration may include:

- Forecasted temperatures or heat index values significantly exceeding seasonal averages (typically 10°F or more above the norm) for multiple consecutive days,
- A National Weather Service Extreme Heat Warning that includes extreme temperatures and overnight lows remaining elevated ( $\geq 75^{\circ}\text{F}$ ),
- Evidence of significant strain on emergency services, hospitals, or the power grid,
- Widespread or extended-duration power outages, particularly during periods of peak heat,
- A need for activation of shelters or cooling shelters beyond normal city capacity or hours, or
- A need for extraordinary coordination of city resources or access to state or federal assistance.

The declaration enables the City of Norfolk to:

- Expedite procurement of emergency supplies and resources,
- Request assistance through the Virginia Emergency Operations Center (VEOC),
- Enable cost recovery under the Virginia Emergency Services and Disaster Law, and
- Formalize emergency coordination efforts with local, state, and federal agencies.

## OPERATIONAL PERIODS AND SITUATIONAL REPORTS

During activation of this annex, Team Norfolk will operate in defined operational periods to coordinate actions, track progress, and maintain situational awareness across responding departments and partners.

- Operational periods will be established in minimum 6-hour increments, commonly:
  - 0600–1200
  - 1200–1800
  - 1800–0000 (as needed)
  - 0000–0600 (overnight, if sustained operations are required)
- Norfolk Emergency Management will communicate the specific operational period schedule and expectations at the start of each day or shift cycle.
- Situation Reports (SitReps) and/or Activity Logs will be requested from all active departments and partner agencies no later than one hour before the end of each operational period, unless otherwise directed.
- These updates will be used to:
  - Maintain real-time situational awareness
  - Inform the EOC briefings and planning cycles
  - Support decision-making by the Policy Group or City Leadership
  - Fulfill documentation requirements for after-action reporting and potential reimbursement

All reports should follow the Team Norfolk Situation Report template (or ICS Form 214/209 equivalents, as applicable) and be submitted via designated channels (e.g., email [EOC-Plans@norfolk.gov](mailto:EOC-Plans@norfolk.gov), Homeland Security Information Network (HSIN), or shared drive).

## SITUATIONAL AWARENESS AND COORDINATION

Maintaining accurate, real-time situational awareness is essential to coordinating Norfolk's response to extreme heat incidents. Norfolk Emergency Management is responsible for monitoring evolving conditions, distributing verified information, and facilitating coordination across Team Norfolk and external partners.

### Information Flow

- Emergency Management will communicate operational goals, incident objectives, and key updates at the start of each operational period via:
  - Situation Reports (SitReps)
  - Team Norfolk operational emails
  - Virtual or in-person EOC briefings, if activated

- The National Weather Service (NWS) – Wakefield office will issue Weather Briefings and Heat Alerts via email. Norfolk Emergency Management will forward these to Team Norfolk stakeholders and incorporate them into operational briefings and planning documents.
- Additional field intelligence may be provided by:
  - Norfolk Community Services Board (CSB) and Human Services partners (e.g., street outreach observations)
  - Norfolk Public Works (e.g., infrastructure stress, power grid impacts)
  - Norfolk Police and Sheriff's Office (e.g., wellness checks, sheltering needs)
  - Partner organizations operating cooling stations or centers

### **Recommended Resources for Real-Time Monitoring**

In addition to those listed in the Team Norfolk EOP – Basic Plan, the following websites and tools are recommended for accessing current weather and public health information:

- [Norfolk Emergency Management](#)
- [NWS Hourly Weather Graph – Norfolk](#)
- [NWS Heat Safety Tips & Resources](#)
- [NWS Summer Safety Page](#)
- [NWS Air Quality Index Statements](#)
- [CDC – Extreme Heat Preparedness](#)
- [Virginia Department of Emergency Management – Heat Safety](#)
- [Virginia Department of Health – Heat-Related Illness Info](#)
- [U.S. Department of Labor – OSHA Heat Illness Prevention](#)

### **Situational Coordination**

- Emergency Management will maintain contact with:
  - The Virginia Emergency Operations Center (VEOC)
  - NWS Wakefield for direct weather briefings
  - Regional partners in Hampton Roads to monitor mutual aid and shared impact
- Significant changes in forecast, service disruptions (e.g., power outages), or public health impacts will be communicated immediately to department directors, partner agencies, and City leadership.

## ROLES AND RESPONSIBILITIES

The following departments and agencies support the implementation of this Extreme Heat Annex and will execute the roles outlined below based on the level of activation and severity of the event.

Department / Agency	Primary Roles and Responsibilities
<b>Communications Office</b>	<ul style="list-style-type: none"> <li>• Disseminate heat safety information and resource updates across official City platforms (website, social media, Norfolk Alert).</li> <li>• Coordinate messaging with the Health Department to ensure consistency and public clarity.</li> <li>• Support media inquiries and public updates.</li> </ul>
<b>Emergency Management</b>	<ul style="list-style-type: none"> <li>• Monitor weather forecasts and NWS alerts for heat-related activation thresholds.</li> <li>• Coordinate the City's response across departments and partner organizations.</li> <li>• Activate the EOC (virtually or in-person) as needed.</li> <li>• Facilitate operational briefings and resource coordination.</li> <li>• Work with Public Works and Dominion to monitor critical infrastructure for potential outages.</li> <li>• Engage non-profit, volunteer, and faith-based partners to support cooling activities.</li> </ul>
<b>Norfolk Department of Public Health</b>	<ul style="list-style-type: none"> <li>• Provide public health messaging and educational materials on heat-related illness in coordination with the Communications Office.</li> <li>• Activate and deploy Medical Reserve Corps (MRC) to support cooling centers or shelters as needed.</li> <li>• Support heat-related health monitoring, with a focus on vulnerable populations (e.g., Aging in Place).</li> </ul>
<b>Community Services Board (CSB)</b>	<ul style="list-style-type: none"> <li>• Deploy outreach teams to engage with unsheltered individuals, provide water, and direct them to resources.</li> <li>• Operate The Center for shelter and extended day services during extreme heat.</li> <li>• Coordinate PATH and Homeless Initiative outreach during heat events.</li> </ul>

<b>Department of Human Services</b>	<ul style="list-style-type: none"> <li>• Conduct wellness check-ins via Adult Services Outreach Teams.</li> <li>• Coordinate staffing and resource support for cooling centers.</li> <li>• Manage and promote the Cooling Assistance Program for eligible residents.</li> </ul>
<b>Norfolk Public Libraries</b>	<ul style="list-style-type: none"> <li>• Serve as designated cooling center locations during activation.</li> <li>• Distribute heat safety and cooling resource information to patrons.</li> <li>• Support shelter team operations if centers transition to full cooling shelter status.</li> </ul>
<b>Norfolk Parks and Recreation</b>	<ul style="list-style-type: none"> <li>• Operate designated recreation centers as cooling stations or shelters based on incident needs.</li> <li>• Provide facility staff and support through designated shelter teams.</li> <li>• Disseminate heat safety messaging at camps and events.</li> <li>• Coordinate with Emergency Management and Human Services during activations.</li> </ul>

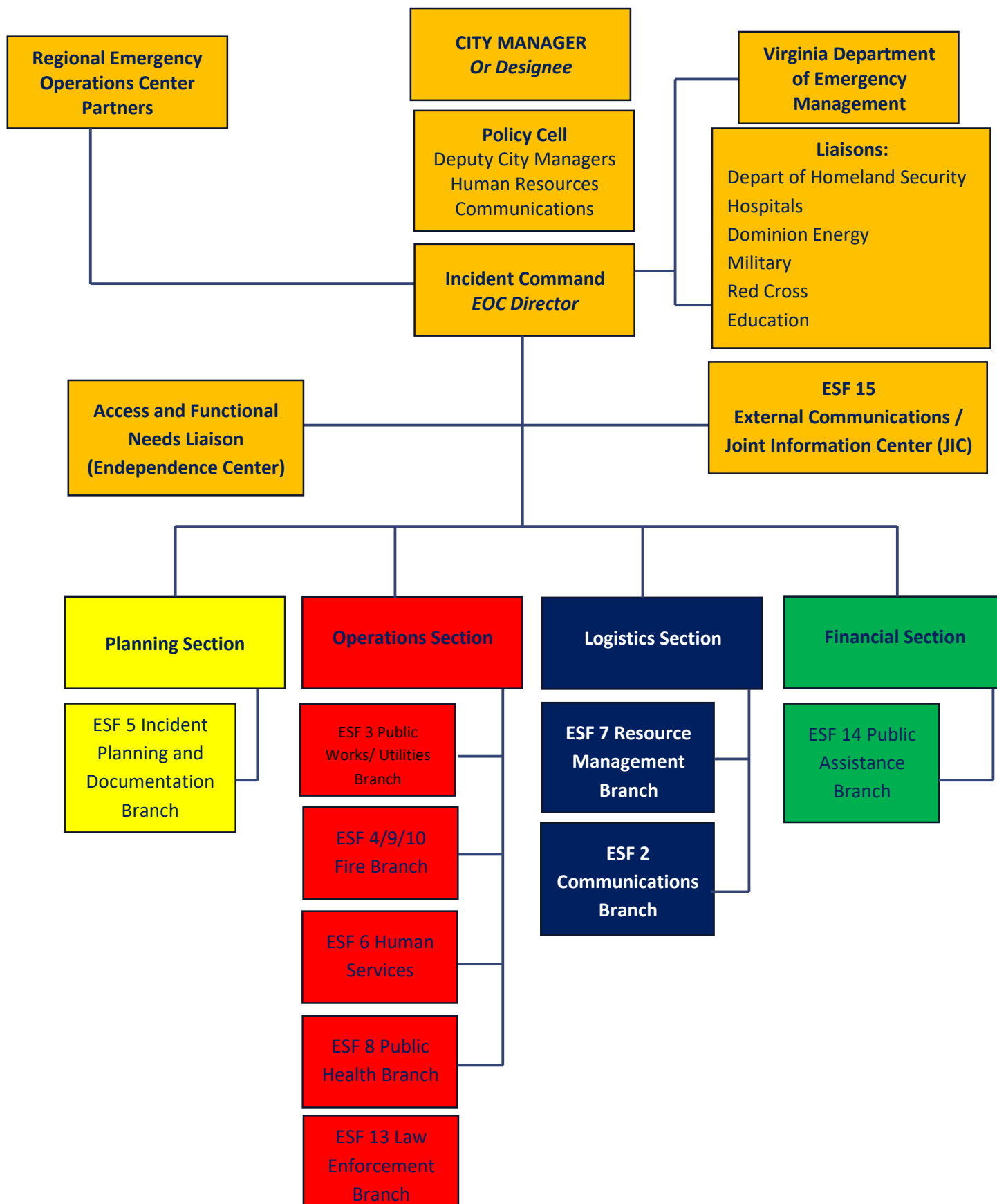
## ORGANIZATION

The following organizational chart on the next page illustrates the coordination structure for the City of Norfolk's response to extreme heat incidents. It aligns with the City's Emergency Operations Plan (EOP) and follows the Incident Command System (ICS) principles to ensure scalable, flexible, and unified operations across departments and partners.

Organizational structure may shift depending on the nature of the incident, operational priorities, and resource availability.

***SEE NEXT PAGE FOR ORGANIZATIONAL CHART***

Figure: Organizational Chart



## 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 Department of Transit, Norfolk Public Works

**Support Agencies:** Norfolk Public Schools (Transportation Division), Norfolk Police Department, Hampton Roads Transit (HRT), Norfolk Emergency Management, Norfolk Parks and Recreation, Norfolk Human Services

#### KEY RESPONSIBILITIES

##### Norfolk Department of Transit

- Monitor the condition of roads, transit routes, and traffic signals impacted by extreme heat (e.g., pavement buckling, rail expansion).
- Coordinate with Emergency Management to determine rerouting or transportation suspensions as necessary.
- Support delivery of supplies and equipment to cooling centers, shelters, and partner facilities.
- Provide updates on service changes to the Communications Office for public messaging.

##### Norfolk Public Works

- Inspect and repair any roadway or bridge surfaces affected by extreme temperatures.
- Provide barricades, signage, or traffic control equipment as needed for cooling center access or modified traffic patterns.
- Coordinate debris or obstruction clearance around active cooling sites, particularly in the event of equipment staging or mass care operations.

##### Norfolk Public Schools (Transportation Division)

- Provide school buses to support transportation of residents to cooling shelters or medical facilities when requested.
- Coordinate with Human Services and Parks and Recreation to support special transportation needs for vulnerable populations.

- Ensure vehicles are equipped for safe operation in high-heat conditions, including proper ventilation and A/C.

#### **Norfolk Police Department**

- Provide escort or traffic support for high-priority transport of individuals, equipment, or supplies during heat emergencies.
- Monitor roadway conditions and provide real-time reporting to the EOC.
- Support safety and crowd management at transportation hubs and cooling shelters, if needed.

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

- Coordinate with the City to offer fare-free or modified transit access to designated cooling centers or shelters during extreme heat events.
- Provide transit vehicles for staging or backup transport of vulnerable populations when resources allow.
- Share service impact updates with Norfolk Emergency Management and Communications.

#### **Norfolk Emergency Management**

- Coordinate the activation and deployment of transportation resources to support operational needs during heat emergencies.
- Maintain liaison with HRT, school transportation, and Public Works to ensure a unified logistics picture.
- Prioritize transportation needs for medically fragile or access and functional needs (AFN) individuals.

#### **Norfolk Parks and Recreation**

- Coordinate access and parking at facilities designated as cooling centers or shelters.
- Provide facility staffing and support for bus arrivals and departures during public operations.

#### **Norfolk Human Services**

- Identify clients requiring transportation to cooling centers or medical services.
- Coordinate with transit agencies to facilitate case-managed transport for seniors, individuals with disabilities, or residents lacking access to personal vehicles.

#### **Additional Considerations**

- Ensure transportation routes to and from cooling centers are accessible, safe, and clearly communicated to the public.

- Pre-identify staging locations for buses or high-occupancy vehicles near high-risk neighborhoods.
- Provide hydration and shaded waiting areas at pickup/drop-off points, especially for vulnerable or elderly riders.
- Establish contingency plans for mechanical breakdowns or heat-related failures in city transportation assets.

## EMERGENCY SUPPORT FUNCTION 2: COMMUNICATIONS

**Primary Agencies:** Norfolk Department of Information Technology (IT)

**Support Agencies:** Norfolk Emergency Management, Norfolk Communications Office, Norfolk Police Department, Norfolk Fire-Rescue, Virginia State Police (as needed), Amateur Radio Emergency Services (ARES)

### KEY RESPONSIBILITIES

#### Norfolk Department of Information Technology

- Ensure continuity and functionality of city communications infrastructure (email systems, networks, internet, voice-over-IP) during extreme heat events, particularly in the event of power fluctuations or outages.
- Provide technical support to the Emergency Operations Center (EOC), including virtual environment setup, online briefings, and coordination tools (e.g., Microsoft Teams, SharePoint).
- Monitor system performance and prioritize restoration of network connectivity in the event of IT disruptions caused by heat-related infrastructure failures.
- Coordinate with public safety radio teams to ensure interoperability and redundancy during high-demand operations.

#### Norfolk Emergency Management

- Activate and manage Norfolk Alert and IPAWS notifications in coordination with the Communications Office (ESF 15).
- Maintain operational situational awareness tools (e.g., HSIN) and ensure access for departmental users and regional/state partners.
- Support coordination with Virginia Department of Emergency Management (VDEM) for mutual aid or state-level communications assistance if needed.

#### Norfolk Police Department & Norfolk Fire-Rescue

- Ensure the continued functionality of public safety radio systems and field communications during extreme heat events.
- Coordinate with IT to address any radio signal issues or repeaters affected by high heat or grid instability.
- Utilize redundant communication pathways (e.g., mobile radios, push-to-talk, cellular hotspots) for operations in field shelters or cooling centers if necessary.

#### Amateur Radio Emergency Services (ARES)

- Provide backup communications support to the EOC and field locations during prolonged outages or if primary systems are compromised.
- Assist with situational reporting from remote areas or community-based cooling centers as requested.

### **Additional Considerations**

- Extreme heat may lead to localized or citywide power outages. IT and radio infrastructure should be prioritized for generator backup or battery support at key nodes, including public safety buildings and the EOC.
- Ensure mobile charging capability is available for remote cooling centers or field operations dependent on tablets, phones, or laptops.
- In the event of extended heat duration or power grid stress, verify continuity of 911/311 systems and public inquiry hotlines.
- Ensure communications systems are available and accessible to AFN populations, including TTY or text-based communication methods for the hearing impaired.

## EMERGENCY SUPPORT FUNCTION 3: PUBLIC WORKS, UTILITIES & ENGINEERING

**Primary Agencies:** Norfolk Public Works

**Support Agencies:** Norfolk General Services, Norfolk Utilities, Norfolk Parks and Recreation, Norfolk Department of Transit, Norfolk Emergency Management, Dominion Energy (external partner), Hampton Roads Sanitation District (HRSD)

### KEY RESPONSIBILITIES

#### Norfolk Department of Public Works

- Monitor and inspect roadways, bridges, and sidewalks for heat-related damage (e.g., pavement buckling, joint expansion, or material failures).
- Prioritize repairs that could impact access to cooling centers, shelters, or emergency response routes.
- Provide barricades, cones, and signage for detours or temporary closures caused by infrastructure damage.
- Support staging of equipment or supplies for cooling center operations (e.g., delivery of fans, water pallets).
- Coordinate with Dominion Energy and Emergency Management to assess risk to infrastructure during power grid strain.

#### Norfolk General Services

- Ensure HVAC systems in public buildings (especially cooling centers, libraries, shelters, and EOC support spaces) are functional and operating at optimal capacity.
- Coordinate emergency maintenance for cooling equipment or generators at city facilities.
- Assist with procurement or deployment of temporary cooling equipment (e.g., portable A/C units or fans) to designated facilities as needed.

#### Norfolk Utilities

- Monitor and maintain water distribution systems to ensure hydration stations, drinking fountains, and cooling centers have continuous water service.
- Prepare for potential water main issues related to soil shifting or thermal expansion.
- Coordinate with Public Health to ensure water quality and supply are not compromised during prolonged high temperatures.

#### Norfolk Parks and Recreation

- Support facility readiness at recreation centers designated as cooling centers or stations.

- Coordinate with Public Works to report maintenance issues, facility concerns, or HVAC failures at Parks-owned sites.

#### **Norfolk Department of Transit**

- Monitor public transportation infrastructure (bus stops, shelters, terminals) for heat-related damage or safety concerns.
- Coordinate with Public Works and General Services for emergency repairs impacting ridership or access to cooling locations.

#### **Norfolk Emergency Management**

- Coordinate with ESF 3 agencies to prioritize repairs and infrastructure support at mission-critical facilities.
- Facilitate damage reporting to state partners (VDEM) if heat causes significant infrastructure degradation.

#### **Dominion Energy (external partner)**

- Provide situational awareness related to power grid strain, rolling outages, or equipment failures.
- Coordinate restoration prioritization for critical facilities, including cooling shelters, public housing complexes, and medical support sites.

#### **Hampton Roads Sanitation District (HRSD)**

- Maintain wastewater infrastructure service continuity during extreme heat and potential power disruption.
- Coordinate with the City on critical site access and mutual aid needs if facility operations are impacted.

#### **Additional Considerations**

- Ensure backup generators at critical sites (EOC, shelters, libraries) are tested and operational ahead of peak heat periods.
- Monitor contractor and staff safety during outdoor work in high heat conditions; adjust schedules to minimize heat exposure.
- Support staging areas and logistics hubs with potable water access, shade structures, and cooling support for city personnel.

## EMERGENCY SUPPORT FUNCTION 4: FIREFIGHTING

**Primary Agency:** Norfolk Fire-Rescue

**Support Agencies:** Norfolk Emergency Management, Norfolk Police Department, Norfolk Department of Public Health, Community Services Board, Norfolk Human Services

### KEY RESPONSIBILITIES

#### Norfolk Fire-Rescue

- Maintain full response capability for fire suppression and emergency medical services (EMS) during extreme heat events.
- Implement heat safety protocols for firefighters, including mandatory rest, rehydration periods, and adjusted work cycles during high heat index conditions.
- Monitor and report on heat-related medical calls, particularly for vulnerable populations (e.g., elderly, unsheltered individuals, outdoor workers).
- Assist with wellness checks or emergency transports of individuals in distress due to heat exposure, in coordination with EMS.
- Provide situational awareness to the Emergency Operations Center (EOC) on operational impacts, including personnel heat stress and equipment readiness.
- Support the identification and mitigation of fire risk from increased electrical system loads or improper generator/fan usage in high-temperature conditions.

#### Norfolk Emergency Management

- Coordinate with Norfolk Fire-Rescue on firefighter safety measures and operational continuity.
- Share extreme heat situational awareness, weather updates, and EMS surge data with Fire leadership.

#### Norfolk Police Department

- Assist Fire-Rescue during emergency medical calls or welfare checks where extreme heat is suspected as a contributing factor.
- Support field operations in high-risk areas with elevated EMS call volumes.

#### Norfolk Department of Public Health

- Track and analyze data related to heat-related illnesses and EMS transports to support operational planning and resource prioritization.
- Coordinate public health messaging with Fire-Rescue EMS officials when patient care trends suggest broader community health risks.

- Community Services Board / Human Services
- Collaborate with EMS during calls involving unsheltered or at-risk individuals, helping connect those affected by heat with shelters or cooling resources.
- Provide follow-up outreach or intervention in high-volume EMS response areas impacted by extreme heat.

### **Additional Considerations**

- Prepare for increased EMS call volume related to dehydration, heat exhaustion, and heat stroke—particularly in senior living facilities, homeless encampments, and outdoor events.
- Pre-stage medical supplies, IV fluids, and hydration kits in coordination with EMS supervisors and Public Health.
- Ensure rehab/rest stations are set up at long-duration incidents or high-volume call areas during heat emergencies.
- Include Fire-Rescue representation in EOC briefings when operational strain or field-level safety concerns arise due to heat.

## EMERGENCY SUPPORT FUNCTION 5: INFORMATION AND PLANNING

**Primary Agency:** Norfolk Emergency Management

**Support Agencies:** Norfolk Fire-Rescue, Norfolk Police Department, Norfolk Department of Public Health, Norfolk Community Services Board, Norfolk Human Services, Norfolk Information Technology, Norfolk Department of Communications, Virginia Department of Emergency Management (VDEM), National Weather Service (NWS)

### KEY RESPONSIBILITIES

#### Norfolk Emergency Management

- Monitor forecasts and alerts from the National Weather Service (NWS) to determine activation thresholds (Heat Advisories, Watches, and Warnings).
- Coordinate pre-incident planning, including readiness calls, public messaging development, and departmental notifications.
- Lead the development and execution of incident action plans, situation reports, and operational briefings throughout the event.
- Activate the Emergency Operations Center (EOC)—virtually or in person—as needed, and assign ESF representatives based on scope and severity.
- Serve as the central coordination point for interdepartmental, regional, and state-level response efforts.
- Facilitate communication with the Virginia Emergency Operations Center (VEOC) for mutual aid, situation reporting, and resource requests.
- Coordinate with the Norfolk Department of Communications (ESF 15) to ensure timely and accurate public notifications via Norfolk Alert and IPAWS.
- Ensure documentation and collection of operational data for post-incident after-action reporting and reimbursement eligibility.

#### Norfolk Fire-Rescue / Norfolk Police Department

- Provide real-time operational updates from the field to inform situational awareness and planning.
- Support EOC operations through assigned liaisons or incident command coordination.

#### Norfolk Department of Public Health

- Provide public health data and trend analysis on heat-related illnesses and vulnerable populations.
- Advise on activation and support needs for cooling centers, shelters, and hydration points.

## **Norfolk Community Services Board / Human Services**

- Coordinate information on unsheltered populations, outreach efforts, and shelter capacity.
- Advise on partner agency capabilities and limitations in providing community support during high-heat events.

## **Norfolk Information Technology**

- Maintain communications and data systems supporting EOC operations, remote briefings, and shared resource platforms.
- Support redundant systems for continuity in the event of power or network disruptions.

## **Norfolk Department of Communications**

- Coordinate messaging from the EOC and distribute public information through Norfolk.gov, social media, and traditional media outlets.

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

- Provide technical assistance, resource coordination, and policy support through the regional and state emergency operations centers.
- Coordinate mutual aid, state declarations, and damage reporting as needed.

## **National Weather Service (NWS) – Wakefield Office**

- Serve as the authoritative source for temperature forecasts, heat index values, watches, advisories, and warnings.
- Participate in planning calls or provide briefings to Norfolk EOC when conditions warrant.

## **Additional Considerations**

- Track and monitor resource needs for cooling centers, outreach teams, transportation assets, and medical surge support.
- Consider phased escalation from virtual to in-person EOC operations based on severity and duration.
- Maintain awareness of regional coordination needs and joint messaging requirements.
- Ensure availability of updated maps, shelter status dashboards, and vulnerable population overlays for decision-makers.

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

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

**Support Agencies:** Norfolk Department of Public Health, Norfolk Parks and Recreation, Norfolk Public Libraries, Norfolk Emergency Management, Norfolk Public Schools, Norfolk Sheriff's Office, Salvation Army, Senior Services of Southeastern Virginia, Foodbank of Southeastern Virginia, American Red Cross, Virginia Department of Social Services (VDSS)

### KEY RESPONSIBILITIES

#### Norfolk Department of Human Services

- Coordinate the activation and staffing of cooling centers and cooling shelters, including resource tracking and logistical support.
- Deploy Adult Services Outreach Teams to perform wellness checks and assist residents with limited mobility, especially those known to be homebound.
- Administer the Cooling Assistance Program, which provides financial assistance for electric bills, fans, or HVAC repairs for income-eligible residents.
- Collaborate with Norfolk Public Schools and Parks and Recreation for shelter site readiness, staffing, and supply coordination.
- Work with Norfolk Emergency Management to assess when escalation from cooling centers to shelter operations is required.

#### Norfolk Community Services Board (CSB)

- Operate and extend hours at The Center, which serves individuals experiencing homelessness, including daytime services and water distribution.
- Deploy PATH outreach teams to engage unsheltered individuals, distribute water, and direct them to cooling resources.
- Support behavioral health needs for individuals impacted by extreme heat, including those with serious mental illness or co-occurring disorders.

#### Norfolk Department of Public Health

- Monitor and provide data on heat-related illness trends and public health impacts.
- Provide public health guidance for mass care sites, including infection control and hydration safety.
- Coordinate with the Medical Reserve Corps (MRC) to support health and safety operations at shelters or cooling sites as needed.

### **Norfolk Parks and Recreation**

- Identify and operate recreation centers as cooling centers or cooling shelters during activation periods.
- Provide trained shelter team personnel to assist with intake, monitoring, and public assistance efforts.
- Collaborate with Human Services and Emergency Management on extended hours and logistical planning.

### **Norfolk Public Libraries**

- Serve as cooling station locations during normal operating hours, and as public information hubs for heat safety and service availability.
- Coordinate with the Communications Office to distribute heat-related outreach materials and serve as trusted points of contact.

### **Norfolk Emergency Management**

- Coordinate multi-agency planning for cooling center and shelter activation.
- Track resource needs, population trends, and facility readiness in real time.
- Activate the Emergency Operations Center (EOC) and facilitate communication among ESF 6 partners.

### **Norfolk Public Schools**

- Provide transportation support and facility access for sheltering operations, if activated.
- Assist in the coordination of school-based food distribution programs to reach food-insecure families during extended heat events.

### **Norfolk Sheriff's Office**

- Conduct targeted wellness checks through the Community Affairs Division.
- Support transportation coordination or onsite support at high-need cooling centers or shelters.

### **Salvation Army**

- Operate the Hope Center as a designated cooling center.
- Provide food, water, case management, and coordination with local outreach efforts.
- Administer EnergyShare Program assistance for households experiencing utility shutoff risk during high heat.

### **Senior Services of Southeastern Virginia**

- Conduct wellness outreach and emergency coordination through the Meals on Wheels program and senior support networks.
- Share information on high-risk residents with Human Services and Emergency Management, where appropriate.

#### **Foodbank of Southeastern Virginia**

- Distribute printed cooling resource materials alongside food boxes and deliveries.
- Identify food-insecure individuals who may be vulnerable to extreme heat and refer them to cooling assistance programs.

#### **American Red Cross**

- Support shelter operations, if formally activated by the City.
- Provide cots, comfort kits, and logistics support for mass care operations.
- Collaborate on staff training and mass care site readiness assessments.

#### **Virginia Department of Social Services (VDSS)**

- Provide programmatic guidance and policy coordination during heat-related sheltering and public assistance efforts.
- Coordinate with local DSS offices for continuity of care and supplemental resources.

#### **Additional Considerations**

- Prioritize resource deployment to high-vulnerability neighborhoods identified in the Norfolk Heat Vulnerability Map.
- Ensure all cooling and sheltering sites are ADA accessible and able to accommodate individuals with access and functional needs (AFN).
- Maintain language access, behavioral health, and transportation support at mass care locations.
- Plan for potential overnight operations if heat persists or if widespread power outages occur.
- Coordinate with ESF 8 (Public Health and Medical Services) for health monitoring, PPE, and sanitation at cooling shelters.

## EMERGENCY SUPPORT FUNCTION 7: LOGISTICS

**Primary Agency:** Norfolk Emergency Management

**Support Agencies:** Norfolk General Services, Norfolk Department of Human Services, Norfolk Parks and Recreation, Norfolk Public Libraries, Norfolk Department of Finance and Purchasing, Norfolk Public Schools, Salvation Army, American Red Cross, Operation Blessing, Virginia Department of Emergency Management (VDEM)

### KEY RESPONSIBILITIES

#### Norfolk Emergency Management

- Coordinate the identification, acquisition, transportation, and distribution of resources to support cooling centers, shelters, and field outreach teams.
- Maintain an up-to-date inventory of city-controlled assets (e.g., portable A/C units, bottled water, fans, cots) available for emergency deployment.
- Coordinate resource requests to and from the Virginia Emergency Operations Center (VEOC) for state or regional support (e.g., pallets of water, generators, supplies).
- Prioritize logistics support based on EOC objectives, population vulnerability, and incident duration.

#### Norfolk General Services

- Support delivery and maintenance of facility equipment, including HVAC support, portable cooling units, water stations, and power access.
- Deploy or reposition City-owned assets such as barricades, generators, canopies, and fans at activated cooling centers.
- Coordinate emergency repairs or operational adjustments to city facilities being used for cooling purposes.

#### Norfolk Department of Human Services

- Identify supply needs and gaps at shelters and cooling centers.
- Distribute water, comfort items, hygiene kits, and food in coordination with Parks and Recreation and Public Libraries.
- Support resource tracking and documentation for potential reimbursement.

#### Norfolk Parks and Recreation

- Coordinate supply needs at community centers designated as cooling locations.
- Provide logistical input on setup, staffing, and supplies for youth and family cooling operations.

- Assist in staging areas for volunteer or donated item coordination.

#### **Norfolk Public Libraries**

- Serve as local distribution points for printed resource materials and water where feasible.
- Provide support for intake of donated supplies (books, fans, comfort kits) if needed.

#### **Norfolk Department of Finance and Purchasing**

- Expedite emergency purchasing and vendor coordination for mission-critical cooling supplies.
- Ensure proper tracking and documentation of emergency purchases for reimbursement purposes.
- Assist in activating emergency contracts or agreements.

#### **Norfolk Public Schools**

- Provide facilities and logistical support for cooling shelters as needed.
- Assist in identifying transportation resources or storage spaces for staged supplies.

#### **Salvation Army**

- Distribute water, food, and emergency cooling supplies at the Hope Center or during street outreach.
- Coordinate donation management and community support through their logistical network.

#### **American Red Cross**

- Provide bulk supplies (cots, blankets, comfort kits, hydration items) for cooling shelters if activated.
- Support resupply for shelter operations in partnership with Emergency Management.

#### **Operation Blessing**

- Provide donated goods such as bottled water, fans, hygiene kits, and ice as needed.
- Support bulk delivery operations to high-need sites across the city.

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

- Fulfill requests for state stockpiled items (e.g., bottled water, cots, PPE) in support of declared heat emergencies.
- Support inter-agency coordination for transportation and delivery of requested resources.

## **Additional Considerations**

- Ensure cooling centers and shelters are stocked with sufficient supplies before peak heat hours (typically 11 AM–6 PM).
- Track all incoming and outgoing resources using ICS logistics forms (e.g., ICS 213RR, ICS 219) or Norfolk-approved tracking systems.
- Pre-identify vendors or partner agencies with rapid-delivery capability for water, medical support items, and temperature-sensitive supplies.
- Consider pre-staging resources in high-risk neighborhoods based on the Heat Vulnerability Map and access limitations.
- Coordinate with ESF 1 (Transportation) to move supplies as needed using city or partner vehicles.

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

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

**Support Agencies:** Norfolk Fire-Rescue (EMS Division), Norfolk Community Services Board, Norfolk Human Services, Norfolk Emergency Management, Norfolk Department of Communications, Norfolk Medical Reserve Corps (MRC), Sentara Healthcare, Bon Secours, Senior Services of Southeastern Virginia, Virginia Department of Health (VDH), Virginia Department of Emergency Management (VDEM)

### KEY RESPONSIBILITIES

#### Norfolk Department of Public Health

- Monitor and report on heat-related illness trends, including heat exhaustion, heat stroke, and dehydration cases, in collaboration with EMS and regional hospitals.
- Provide public health guidance on extreme heat safety, hydration, and sun exposure prevention to the public through ESF 15.
- Coordinate deployment of Medical Reserve Corps (MRC) volunteers to assist with health screening or support at cooling centers or shelters.
- Assist with the development of health-focused messaging and heat illness prevention campaigns, including hydration, sun safety, and indoor cooling practices.
- Advise cooling site operators on infection control, first aid, and protocols for identifying heat-related symptoms.
- Coordinate with the Virginia Department of Health (VDH) for technical guidance and support.

#### Norfolk Fire-Rescue (EMS Division)

- Respond to emergency medical calls involving heat-related illness and ensure transport to appropriate medical facilities.
- Provide medical surge reporting to the EOC and Public Health.
- Implement rehab protocols for first responders and field crews during prolonged operations in high temperatures.
- Support wellness checks and high-risk patient outreach in coordination with Public Health and Human Services.

#### Norfolk Community Services Board (CSB)

- Address behavioral and mental health issues that may arise due to heat stress, medication interactions, or increased psychiatric needs.
- Provide support through outreach teams and at The Center, particularly for unsheltered individuals and those with serious mental illness.

- Coordinate with MRC or other mental health professionals if needed for temporary shelter operations.

#### **Norfolk Human Services**

- Identify and support clients at high risk for heat-related illness through case management systems and Adult Services outreach.
- Coordinate benefits and access to medical care for those without transportation or insurance during heat emergencies.

#### **Norfolk Emergency Management**

- Facilitate coordination between ESF 8 agencies and support medical resource requests through the EOC.
- Incorporate heat illness data and EMS surge information into operational briefings and public information products.

#### **Norfolk Department of Communications**

- Disseminate heat health alerts and advisories to the public via Norfolk Alert, social media, and traditional media platforms.
- Support translation and accessibility of medical messaging, especially for residents with limited English proficiency or sensory impairments.

#### **Norfolk Medical Reserve Corps (MRC)**

- Deploy trained volunteers to support operations at cooling centers or shelters as needed.
- Assist with basic medical monitoring, hydration checks, and heat illness prevention activities under Public Health supervision.

#### **Sentara Healthcare & Bon Secours**

- Monitor and report heat-related emergency department visits and admissions to Norfolk Public Health.
- Coordinate hospital preparedness measures if medical surge conditions arise.
- Share messaging with patients on how to prevent heat-related illness at home or in long-term care facilities.

#### **Senior Services of Southeastern Virginia**

- Monitor wellness of senior clients, particularly through Meals on Wheels and in-home care programs.

- Coordinate with Public Health and Human Services to refer individuals to cooling centers or medical services when needed.

### **Virginia Department of Health (VDH)**

- Provide technical guidance on public health messaging, disease surveillance, and heat response protocols.
- Coordinate with Norfolk Public Health to share trends and state-level support resources.

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

- Assist with state-level medical logistics or mutual aid, including PPE, bottled water, and medical cots if cooling shelters are activated.

### **Additional Considerations**

- Focus public health surveillance on senior housing, assisted living facilities, and homeless populations, which are at greater risk for heat-related illness.
- Ensure medical support is available at overnight shelters or 24-hour cooling facilities, if opened.
- Coordinate behavioral health support, as extreme heat can exacerbate anxiety, psychosis, and medication interactions.
- Pre-deploy hydration supplies and first aid kits to mass care and outreach sites in coordination with ESF 7 (Logistics).
- Consider environmental health inspections for facilities with vulnerable populations (e.g., group homes, child care centers) to ensure adequate cooling.

**Primary Agency:** Norfolk Fire-Rescue

**Support Agencies:** Norfolk Police Department, Norfolk Emergency Management, Norfolk Community Services Board

### KEY RESPONSIBILITIES

Extreme heat incidents do not typically require large-scale or technical search and rescue operations. However, ESF 9 capabilities may be activated in a limited or targeted capacity under the following conditions:

#### Norfolk Fire-Rescue

- Conduct welfare checks or assist with access to individuals potentially experiencing heat-related medical emergencies in locked residences or isolated areas.
- Support search operations for missing vulnerable persons (e.g., elderly individuals, children, persons with cognitive impairments) during extreme heat when timely location is critical to survival.
- Coordinate with EMS personnel to provide immediate medical care upon rescue if heat stress or dehydration is suspected.
- Ensure all SAR personnel follow heat safety protocols, including hydration and mandatory rest periods.

#### Norfolk Police Department

- Support missing person investigations that may result in the need for coordinated search operations during heat conditions.
- Conduct door-to-door checks in partnership with outreach teams, particularly in known high-risk areas or for individuals with known medical histories.

#### Norfolk Emergency Management

- Support resource coordination for SAR operations during heat emergencies.
- Track and document SAR activities related to heat-related incidents for after-action and situational awareness reporting.

#### Norfolk Community Services Board

- Assist with outreach to individuals known to be unsheltered or mentally ill who may be reported missing or unresponsive during high-heat conditions.

- Provide background information and behavioral support coordination during outreach missions.

### **Additional Considerations**

- If activated, all SAR personnel should be equipped with hydration supplies, heat illness awareness materials, and personal cooling equipment as available.
- Prioritize rapid response for cases involving young children, older adults, or individuals with disabilities, particularly when power outages may leave individuals in compromised living conditions.
- Maintain interagency coordination through the EOC when any SAR-related activities are underway during heat incidents.
- Document any heat-related SAR deployments separately for operational tracking and possible reimbursement.

## EMERGENCY SUPPORT FUNCTION 10: OIL AND HAZARDOUS MATERIAL RESPONSE

**Primary Agency:** Norfolk Fire-Rescue (Hazardous Materials Team)

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

### KEY RESPONSIBILITIES

Extreme heat events do not typically trigger direct hazardous materials incidents. As such, ESF 10 is not expected to be activated under normal extreme heat response operations.

However, ESF 10 agencies remain on standby to respond if extreme heat contributes to or coincides with a hazardous materials event, including:

- Heat-induced structural failure involving hazardous substances
- Power failure or cooling system malfunction at regulated HazMat facilities
- Transportation-related HazMat releases exacerbated by extreme temperatures

In such cases, Norfolk Fire-Rescue will follow established protocols under the City's Hazardous Materials Response Plan and coordinate through the EOC as appropriate.

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

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

**Support Agencies:** Norfolk Animal Care and Adoption Center (NACC), Norfolk Emergency Management, Norfolk Department of Human Services, Virginia Department of Agriculture and Consumer Services (VDACS), U.S. Department of Agriculture (USDA)

### KEY RESPONSIBILITIES

Extreme heat events do not typically trigger major food, agricultural, or natural resource concerns within the City of Norfolk. Therefore, activation of ESF 11 is not anticipated under normal extreme heat response operations.

However, ESF 11 agencies may provide limited support in the following circumstances:

- Coordination of animal care and welfare, particularly for pets at cooling shelters or with families displaced due to heat-related power outages
- Collaboration with Public Health on food safety concerns related to power loss or refrigeration failures
- Referral to pet-friendly sheltering resources for residents impacted by heat emergencies

In such cases, ESF 11 responsibilities will be coordinated through Norfolk Emergency Management and follow procedures established in the City's broader emergency operations plans.

## EMERGENCY SUPPORT FUNCTION 12: ENERGY

**Primary Agency:** Dominion Energy (external partner)

**Support Agencies:** Norfolk Department of Public Works, Norfolk General Services, Norfolk Emergency Management, Norfolk Information Technology, Virginia Department of Emergency Management (VDEM), U.S. Department of Energy (DOE)

### KEY RESPONSIBILITIES

#### **Dominion Energy**

- Monitor electrical system demand and performance, particularly during peak usage hours (typically 2:00–7:00 PM) during heat events.
- Provide situational awareness to Norfolk Emergency Management regarding potential or actual power outages, rolling blackouts, or system strain.
- Prioritize power restoration to critical facilities including cooling centers, shelters, public housing, medical facilities, and senior housing complexes.
- Coordinate with the City of Norfolk for public messaging related to energy conservation and outage restoration timelines.
- Support real-time reporting to the EOC during EOC activation or declared heat-related emergencies.

#### **Norfolk Department of Public Works**

- Coordinate with Dominion Energy on infrastructure needs that may affect power restoration (e.g., street access, downed poles, equipment movement).
- Assist in identifying power-dependent infrastructure that could be vulnerable to outages (e.g., stormwater pumps, traffic signals).

#### **Norfolk General Services**

- Maintain and test backup generators at critical facilities, including City Hall, cooling centers, emergency shelters, and public safety buildings.
- Monitor HVAC system performance and provide emergency repair services as needed during extended power disruptions.

#### **Norfolk Emergency Management**

- Serve as liaison between City departments and Dominion Energy for response coordination and situational awareness.
- Track and document impacts of outages on vulnerable populations and critical infrastructure.

- Coordinate with VDEM if mutual aid or state energy resources are required.

### **Norfolk Information Technology**

- Ensure backup power and system redundancy for core communications, digital infrastructure, and the Emergency Operations Center.
- Support alternative communications pathways if outages affect normal city network operations.

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

- Coordinate state-level support for utility restoration during widespread outages.
- Assist with the deployment of generators or energy restoration crews if local resources are insufficient.

### **U.S. Department of Energy (DOE)**

- May support large-scale coordination efforts or federal response if regional grid conditions deteriorate significantly.

### **Additional Considerations**

- Monitor forecasted heat index levels alongside projected grid load to anticipate strain and initiate early coordination with Dominion Energy.
- Maintain a prioritized list of facilities requiring immediate power restoration in coordination with Human Services, Public Health, and Public Works.
- Ensure that any activated cooling centers or medical shelters have access to backup power or generator support in the event of a sustained outage.
- Public conservation messaging (e.g., "Power Down During Peak Hours") should be developed in advance and pre-coordinated with Dominion and the Communications Office (ESF 15).

## EMERGENCY SUPPORT FUNCTION 13: PUBLIC SAFETY AND LAW ENFORCEMENT

**Primary Agency:** Norfolk Police Department

**Support Agencies:** Norfolk Sheriff's Office, Norfolk Fire-Rescue, Norfolk Emergency Management, Norfolk Community Services Board, Norfolk Department of Human Services, Virginia State Police

### KEY RESPONSIBILITIES

#### Norfolk Police Department

- Conduct welfare checks on vulnerable populations, particularly when requested by Human Services or 911 calls during periods of extreme heat.
- Support crowd management and public safety at cooling centers and shelters as needed.
- Assist in transport coordination for individuals who need access to cooling centers but are unable to get there independently.
- Monitor areas with known vulnerable populations, such as unsheltered individuals, during periods of extended high heat.
- Ensure patrol officers are aware of and can distribute information about open cooling resources during routine contact with the public.
- Coordinate law enforcement support for shelter operations in the event of emergency cooling shelter activation.

#### Norfolk Sheriff's Office

- Through the Community Affairs Division, support outreach to homebound seniors and others living in isolation via established wellness programs.
- Assist with door-to-door information campaigns and distribution of cooling resource materials.
- Support transportation or security needs related to temporary cooling shelters or center activations.
- Serve as a liaison to correctional institutions for heat response coordination.

#### Norfolk Fire-Rescue

- Respond to emergency medical calls related to heat exposure, including calls received through law enforcement referrals.
- Assist with rescue entry into locked residences if welfare checks indicate risk of harm.
- Coordinate with EMS on high-heat safety procedures for response crews.

#### Norfolk Emergency Management

- Provide coordination and policy guidance through the EOC for all ESF 13-related operations.

- Track and document public safety needs associated with extreme heat impacts, including sheltering or civil support.

#### **Norfolk Community Services Board (CSB)**

- Coordinate with Police and Sheriff's Office to identify and locate individuals with behavioral health needs or those experiencing homelessness.
- Provide background or case support for outreach situations involving individuals with known mental illness.

#### **Norfolk Department of Human Services**

- Share client data, as appropriate and legally permitted, to assist with targeted outreach and wellness checks by public safety personnel.
- Coordinate cross-agency outreach for high-risk individuals without power or air conditioning.

#### **Virginia State Police**

- May assist with broader public safety and law enforcement coordination during a declared local or state emergency.
- Support traffic management or patrols in affected areas during significant incidents related to heat emergencies.

#### **Additional Considerations**

- Develop pre-scripted talking points and guidance for officers on where and how to refer residents seeking relief during extreme heat.
- Include animal safety messaging and patrol reminders for pets left in vehicles or unsheltered conditions.
- Ensure all law enforcement and public safety personnel working extended shifts during heat events are equipped with hydration, cooling equipment, and rest rotation protocols.
- Support public reassurance and visible presence during extreme weather, particularly in neighborhoods with known vulnerabilities.

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

**Primary Agency:** Norfolk Economic Development

**Support Agencies:** Norfolk Emergency Management, Dominion Energy, Norfolk Public Utilities, Norfolk Public Works, Norfolk General Services, Private Sector Partners, Norfolk Department of Information Technology, Virginia Department of Emergency Management (VDEM)

### KEY RESPONSIBILITIES

#### Norfolk Department of Economic Development

- Engage local businesses and private-sector partners on potential impacts to operations due to extreme heat, including power outages, facility cooling issues, and workforce safety.
- Serve as a liaison to the business community to share public messaging regarding heat safety, conservation efforts, and available resources (e.g., open cooling centers).
- Coordinate with major employers, property managers, and business associations to assess infrastructure strain, particularly in multi-tenant facilities or vulnerable buildings.

#### Norfolk Emergency Management

- Facilitate cross-sector coordination through Team Norfolk networks and operational briefings during extended heat emergencies.
- Provide situation reports and coordination opportunities to private-sector partners.
- Support engagement with regional infrastructure operators and large commercial property stakeholders to assess cascading impacts (e.g., utility interruptions).

#### Dominion Energy

- Coordinate with Economic Development and Emergency Management to notify key infrastructure operators and business districts of anticipated energy conservation needs or outages.
- Share restoration prioritization plans as applicable for critical business infrastructure.

#### Norfolk Public Utilities / Norfolk Public Works

- Monitor and report on utility infrastructure stress, particularly in large business and industrial zones.
- Coordinate mitigation or repair support in the event of heat-related failures, such as water main ruptures or road buckling that could disrupt commercial activity.

#### Norfolk General Services

- Maintain building systems and generator capacity for City-owned economic development assets or facilities shared with the business community.

### **Private Sector Partners**

- Implement employee heat safety protocols, including modified work hours, hydration guidance, and cooling measures.
- Participate in coordinated messaging campaigns for energy conservation and public safety during peak heat periods.
- Report operational disruptions or resource needs to Emergency Management for inclusion in situational awareness updates.

### **Additional Considerations**

- Consider hosting business-specific coordination calls during high-impact heat incidents to assess needs and disseminate updates.
- Include ESF 14 representation in any EOC coordination meetings where infrastructure or business continuity impacts are being tracked.
- Identify cooling sites within private-sector facilities (e.g., malls, shopping centers, faith-based institutions) that may be voluntarily opened to the public if needed.

## EMERGENCY SUPPORT FUNCTION 15: EXTERNAL AFFAIRS

**Primary Agency:** Norfolk Department of Communications

**Support Agencies:** Norfolk Emergency Management, Norfolk Information Technology, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Department of Public Health, Norfolk Department of Human Services, Norfolk Libraries, Norfolk Community Services Board, Salvation Army, Dominion Energy, Virginia Department of Emergency Management (VDEM), National Weather Service (NWS)

### KEY RESPONSIBILITIES

#### Norfolk Department of Communications

- Lead coordination of public messaging, media relations, and information dissemination before, during, and after an extreme heat event.
- Serve as the primary point of contact for all media inquiries and public-facing communications on behalf of the City of Norfolk.
- Develop and distribute clear, accurate, and timely messaging via all available platforms (social media, press releases, Norfolk.gov, local news outlets, radio, and Norfolk Alert).
- Provide guidance to departments on consistent branding and approved messaging during heat emergencies.
- Collaborate with Emergency Management to ensure public messaging reflects real-time operational objectives, activation thresholds, and available resources (e.g., cooling centers, health guidance, conservation measures).
- Support activation of a Joint Information Center (JIC) if the EOC is activated.

#### Norfolk Emergency Management

- Provide technical content and incident-specific updates to support public safety messaging.
- Activate Norfolk Alert and IPAWS for emergency notifications, including the opening of cooling centers, prolonged power outages, or local declarations.
- Coordinate message distribution with internal and external partners, including nonprofit and faith-based organizations.
- Disseminate information on situational awareness, safety recommendations, and available resources during heat events.

#### Norfolk Information Technology

- Ensure the functionality and stability of Norfolk.gov, internal messaging tools, and Norfolk Alert systems during peak use periods.
- Support digital communications tools used by the City for emergency updates and external messaging.

### **Norfolk Police Department & Norfolk Fire-Rescue**

- Provide timely field updates to inform public safety messages.
- Support in-person outreach and door-to-door notifications in areas with limited digital access or high vulnerability.
- Coordinate with Communications to share messaging through officer/community interactions.

### **Norfolk Department of Public Health**

- Provide content for messaging related to heat-related illnesses, preventive measures, and vulnerable population protection.
- Collaborate on PSAs for hydration, recognizing signs of heat exhaustion/stroke, and safe indoor temperatures.

### **Norfolk Department of Human Services / CSB / Libraries**

- Assist in distributing printed materials and resources at libraries, community centers, and shelters.
- Share citywide messaging with their clients and partner organizations.
- Coordinate messaging with Norfolk Public Schools, Meals on Wheels, Foodbank, and other support networks.

### **Dominion Energy**

- Coordinate with the City to issue public guidance regarding conservation efforts, peak demand hours, and outage notifications.

### **National Weather Service (NWS) / VDEM**

- Provide forecast data, heat advisory products, and updates for inclusion in public messaging.
- Support public information campaigns with accurate hazard descriptions and thresholds.

### **Additional Considerations**

- Ensure communications are accessible to all residents, including those with limited English proficiency, sensory impairments, and access and functional needs.
- Prepare pre-scripted messages for each heat alert phase (Seasonal Readiness through Response).
- Monitor social media and public feedback for misinformation and rumors; activate rumor control procedures if needed.
- Use trusted community messengers (faith leaders, nonprofits, civic leagues) to help amplify official messages in hard-to-reach areas.

## TRAINING AND EXERCISES

To ensure effective implementation of the Extreme Heat Annex, participating departments and partner organizations shall engage in periodic training and exercises that support plan familiarity, interagency coordination, and operational readiness. The following activities are recommended:

### City of Norfolk Departments

- **Annual Plan Review and Orientation:** All relevant departments (e.g., Emergency Management, Public Health, Human Services, CSB, Communications, Libraries, Parks & Recreation, Public Works) should conduct an annual review of this annex prior to the summer season (no later than June 1) to confirm understanding of roles, update contact information, and identify any procedural changes.
- **Tabletop Exercise (TTX):** Conduct a heatwave-specific tabletop exercise at least once every two years to review operational thresholds, test coordination procedures, and validate response actions such as activating cooling centers, public messaging, and outreach to vulnerable populations.
- **Cooling Center Walkthroughs/Drills:** Conduct facility readiness walkthroughs for designated cooling centers prior to each summer season, including evaluation of HVAC functionality, backup power availability, ADA accessibility, and communication equipment. Staff should conduct just-in-time training prior to opening any cooling facility.
- **Shelter Team Training:** Shelter teams designated to support cooling shelters should receive refresher training in coordination with Norfolk Human Services, Emergency Management, and Public Health to ensure readiness for heat-related overnight shelter operations.

### Community Partner Training

- **Briefings for Nonprofits and Faith-Based Groups:** Offer seasonal briefings or webinars to community-based organizations, food distribution partners, and faith-based networks on key messages, how to refer residents to services, and ways to support cooling center activation.
- **Joint Messaging Exercises with ESF 15 Partners:** Conduct collaborative exercises or scenario-based planning between Communications, Emergency Management, and external partners (e.g., Salvation Army, NWS, VDH) to ensure message consistency and dissemination across platforms.
- **Public Education Campaigns:** Run public awareness campaigns each May–June to educate residents on heat safety, available services, and personal preparedness actions. Consider outreach in coordination with civic leagues, libraries, schools, and public-facing departments.

## After-Action Reviews (AARs)

- Following any activation of this annex, whether partial or full, a Hotwash and After-Action Review should be conducted within 30 days to identify best practices, improvement areas, and updates needed to this plan.

## SUPPORTING PLANS AND POLICIES

This annex is intended to complement and integrate with broader emergency planning efforts at the local, state, and federal levels. The following supporting plans and policies provide additional guidance, operational detail, and legal authority for extreme heat preparedness, response, and recovery:

### Local Plans

- Team Norfolk Emergency Operations Plan (EOP) – Serves as the foundational all-hazards framework for emergency operations in the City of Norfolk. This Extreme Heat Annex aligns with EOP concepts of operations, activation levels, and coordination structures.
- Norfolk Hazard Mitigation Plan (as part of the Southside Hampton Roads Hazard Mitigation Plan, 2022) – Identifies extreme heat as a hazard and outlines mitigation strategies to reduce vulnerability, particularly for high-risk populations and critical infrastructure.
- Continuity of Operations Plans (COOPs) – Departmental plans ensure that essential functions can continue during heat-related facility disruptions or power outages.
- Norfolk Sheltering and Mass Care Plan – Outlines procedures for opening and operating emergency shelters, which may be adapted to support cooling shelter operations.
- Norfolk Family Assistance Center / Reception Center Plan – May be referenced during heat emergencies with mass displacement or major power outages affecting vulnerable populations.
- Norfolk Department of Human Services and CSB Client Outreach Protocols – Internal guidelines for checking on and supporting vulnerable populations, including unsheltered individuals, seniors, and persons with disabilities during extreme heat events.

### Regional and State Plans

- Virginia Emergency Operations Plan (VEOP) – Framework for coordinating state-level support during emergencies, including activation of the Virginia Department of Emergency Management and public health resources.
- Virginia Department of Health Heat-Related Illness Guidance – Public health recommendations and clinical protocols for treating and preventing heat-related illness.
- Hampton Roads Metropolitan Medical Response System (HRMMRS) Plans – Support coordinated medical and health system surge capacity and response during regional emergencies, including those involving heat-related mass illness.

## Federal Guidance and Resources

- FEMA Comprehensive Preparedness Guide (CPG) 101 – National standard for emergency operations planning.
- CDC Extreme Heat Toolkit – Guidance for local governments and public health officials on preparing for and responding to heat events.
- OSHA Heat Illness Prevention Campaign – Workplace safety recommendations for outdoor workers during high-heat conditions.
- National Weather Service Heat Advisory/Warning Protocols – Defines the criteria used by the NWS to issue heat-related alerts, which serve as activation thresholds in this annex.

## AUTHORITIES

The following legal and regulatory authorities provide the foundation for the development, activation, and enforcement of the City of Norfolk Extreme Heat Annex. These authorities empower emergency managers and response organizations to take protective actions and coordinate resources during extreme heat events.

### Local Authorities

- Norfolk City Code Chapter 2, Article IX – Emergency Management: Establishes the authority of the Director of Emergency Management to prepare and coordinate emergency response plans, including hazard-specific annexes.
- City Manager Executive Authority: Grants the City Manager the authority to direct the use of city resources and issue emergency directives in consultation with the Emergency Management Director during an incident.
- Team Norfolk Emergency Operations Plan (EOP): Serves as the City’s all-hazards plan, under which this annex is activated and implemented.

### State Authorities

- Virginia Emergency Services and Disaster Law (Title 44, Code of Virginia): Provides the legal basis for emergency declarations, coordination of resources, mutual aid, and emergency powers of local and state officials during disasters, including extreme heat events.
- Virginia Department of Emergency Management (VDEM): Empowered under state law to coordinate statewide emergency management efforts and provide support to localities during declared emergencies.
- Virginia Department of Health (VDH): Authorized to lead public health response, including heat-related illness prevention and treatment guidance.

## Federal Authorities and Guidance

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121–5207): Enables federal disaster assistance to state and local governments during major emergencies and disasters, including extreme heat events if warranted.
- Homeland Security Presidential Directive-5 (HSPD-5): Establishes the National Incident Management System (NIMS), which this annex adheres to in structure and function.
- FEMA Comprehensive Preparedness Guide (CPG) 101: Provides standards and best practices for developing emergency operations plans, including hazard-specific annexes.
- Occupational Safety and Health Act (29 U.S.C. § 654): Establishes requirements for protecting employees from recognized hazards, including heat-related risks in the workplace.
- Centers for Disease Control and Prevention (CDC): Issues national public health guidance related to extreme heat, including preparedness toolkits and medical response recommendations.

## ACRONYMS

- AC – Air Conditioning
- AAR – After-Action Report
- CDC – Centers for Disease Control and Prevention
- COOP – Continuity of Operations Plan
- CSB – Community Services Board
- DOM – Department of Emergency Management (Virginia)
- EOC – Emergency Operations Center
- EOP – Emergency Operations Plan
- ESF – Emergency Support Function
- FEMA – Federal Emergency Management Agency
- HRMMRS – Hampton Roads Metropolitan Medical Response System
- HSIN – Homeland Security Information Network
- IPAWS – Integrated Public Alert & Warning System
- JIC – Joint Information Center
- MRC – Medical Reserve Corps
- NIMS – National Incident Management System
- NPL – Norfolk Public Libraries
- NPS – Norfolk Public Schools
- NWS – National Weather Service
- OSHA – Occupational Safety and Health Administration
- PIO – Public Information Officer
- RERP – Radiological Emergency Response Plan (if referenced in coordination context)

- SITREP – Situation Report
- SMI – Serious Mental Illness
- TTX – Tabletop Exercise
- VDH – Virginia Department of Health
- VDEM – Virginia Department of Emergency Management

## GLOSSARY

**Cooling Center** – A public facility opened during periods of extreme heat where individuals can seek relief in an air-conditioned environment. May offer bottled water and remain open during extended hours depending on the severity of the incident.

**Cooling Shelter** – A shelter activated when high temperatures are combined with large-scale power outages, offering overnight accommodations and basic services for individuals who cannot safely remain in their homes.

**Cooling Station** – A lower-tier heat relief site typically open during business hours, such as a library or mall, where individuals can briefly escape the heat. These do not usually provide water or extended services.

**Extreme Heat Warning** – Issued by the National Weather Service when the heat index is forecast to reach or exceed 110°F for two or more consecutive days, with nighttime lows not falling below 75°F.

**Heat Advisory** – Issued by the National Weather Service when forecasted conditions meet local heat index thresholds (generally 105°F–109°F) for an extended period, indicating increased risk of heat-related illness.

**Heat Index** – A measure of how hot it feels when relative humidity is factored in with actual air temperature. Also referred to as the “apparent temperature.”

**Heat Wave** – A prolonged period of extremely hot weather, which may be accompanied by high humidity. Heat waves can pose serious health risks, especially to vulnerable populations.

**Medical Reserve Corps (MRC)** – A national network of volunteers, organized locally to improve the health and safety of their communities. In Norfolk, MRC volunteers may support cooling center operations during extreme heat events.

**Operational Period** – A set timeframe (e.g., 0600–1200 or 1200–1800) established for managing incident objectives and response activities during an emergency.

**Urban Heat Island (UHI)** – A phenomenon in which urban areas experience significantly warmer temperatures than surrounding rural areas due to heat-retaining surfaces and limited vegetation.

**Vulnerable Populations** – Individuals at increased risk of heat-related illness, including the elderly, young children, outdoor workers, individuals with pre-existing medical conditions, people experiencing homelessness, and those without access to air conditioning.

## REFERENCES

- [WMO Heatwave Information](#)
- [NOAA and NWS Heat Forecasting](#)
- [Norfolk Emergency Management](#)
- [National Weather Service Hourly Graph](#)
- [National Weather Service Heat Safety Tips and Resources](#)
- [National Weather Service Summer Safety](#)
- [Understanding Heat Alerts](#)
- [NWS HeatRisk Interactive Map](#)
- [National Weather Service Air Quality Index Statement](#)
- [CDC Extreme Heat](#)
- [Virginia Department of Emergency Management Extreme Heat](#)
- [Virginia Department of Health Extreme Heat and Heat-Related Illnesses](#)
- [The U.S. Department of Labor’s Occupational Safety and Health Administration](#)

## APPENDICES

- Appendix A – Pre-Scripted Messaging Templates
- Appendix B – Just-In-Time Checklist: Cooling Centers and Shelters
- Appendix C – Recovery and Demobilization Guidance

## APPENDIX A – PRE-SCRIPTED MESSAGING TEMPLATES

These message templates are intended for rapid use across Norfolk Alert, the City’s website, social media, and local media outlets during activation of cooling centers and heat emergency response operations.

### **Activation of Cooling Centers (General Public Notification)**

Norfolk Alert / Website / Social Media / Local News:

#### *EXTREME HEAT WARNING*

- The National Weather Service has issued an Extreme Heat Warning for Norfolk. To help residents stay safe, cooling centers are now open across the city.
- Visit [www.norfolk.gov/heat](http://www.norfolk.gov/heat) or call 757-664-6510 to find a location near you.
- Please limit outdoor activity, stay hydrated, and check on neighbors, seniors, and pets. #StayCoolNorfolk

### **Extension of Hours at Cooling Centers**

Norfolk Alert / Website / Social Media:

#### *EXTENDED HOURS – COOLING CENTER UPDATE*

- Due to continued high temperatures, select cooling centers will remain open until [Insert Time].
- Locations include: [Insert key sites here, e.g., Slover Library, Lambert’s Point Community Center, etc.]
- For a full list, visit [www.norfolk.gov/heat](http://www.norfolk.gov/heat).
- Please avoid unnecessary outdoor exposure. Water and A/C are available. #HeatSafety #NorfolkCares

### **Reminder to Check on Vulnerable Populations**

Social Media / Website:

#### *CHECK IN – HEAT SAFETY REMINDER*

High heat can be dangerous for those who live alone, have limited mobility, or don’t have access to air conditioning. Please check on:

- Seniors in your neighborhood
- Friends and family without A/C
- Neighbors who are sick, isolated, or disabled
- Pets

## APPENDIX B – JUST-IN-TIME CHECKLIST: COOLING CENTERS AND SHELTERS

This field-ready checklist supports fast setup and assessment of cooling locations during an extreme heat incident. It should be distributed to Shelter Teams and Facility Supervisors.

(To be completed upon opening and monitored throughout operations)

Item	Status	Notes
<b>HVAC system working properly</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Facility ADA accessible (ramps, restrooms, entrances)</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Restrooms unlocked and clean</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Drinking water available (fountains or bottled)</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	If bottled, ensure stock & restock plan
<b>Hand sanitizer / handwashing station</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Cooling Center signage posted (interior &amp; exterior)</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	Include “Cooling Center Open” at entry
<b>Hours of operation posted</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Staff on site / roles assigned</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	Include point of contact info
<b>Safety protocols reviewed (evacuation, medical emergency)</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Pet policy communicated</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	Include crate requirement if applicable
<b>Communication with EOC established</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	Know how to submit SITREPs if needed
<b>Flyers/handouts for public available (heat safety, DHS resources)</b>	<input type="checkbox"/> Yes <input type="checkbox"/> No	

## APPENDIX C – RECOVERY / DEMOBILIZATION GUIDANCE

Once extreme heat conditions subside and the need for cooling center operations decreases, recovery actions should begin to support a smooth transition back to normal operations while documenting lessons learned.

### Cooling Center and Shelter Demobilization Actions

Task	Responsible Party	Notes
Close and secure cooling centers	Facility Lead / Shelter Team	Post closure notice at entry
Clean/disinfect restrooms and public areas	Facilities / Custodial Team	Include trash removal
Inventory remaining supplies (water, PPE, signage)	Shelter Team	Note what needs replenishment
Return unused materials to storage	Parks & Rec / Emergency Management	Label by type and expiration if applicable
Complete After-Action inputs	All activated departments	Use standard AAR template
Submit operational logs and incident forms	Cooling Center Lead	Email to Emergency Management
Notify the Communications Office for “All Clear” public messaging	Emergency Management	Update city website and social
Notify Norfolk Alert subscribers (if applicable)	Emergency Management	Final WEA or Alert message

### After-Action Reporting (AAR)

- Emergency Management will schedule an AAR meeting with key stakeholders within 2 weeks of demobilization.
- Input from center supervisors, CSB outreach, Human Services, Communications, and external partners is essential.
- Topics include:
  - Activation timing and communication
  - Resource adequacy
  - Partner coordination and staff readiness
  - Public response and feedback
  - Suggested improvements for future activations