TEAM NORFOLK

EMERGENCY OPERATIONS

Emergency Operations &

Resiliency Framework

Hazard-Specific Annex
Tornado

May 2025

CONTENTS

Team Norfolk EOP

Hazard-Specific Annex   Tornado

Updated: May 2025

The purpose of this Hazard-Specific Annex is to provide an organizational framework and response capability from which the city and its partners can respond to a Tornado incident. It is designed to meet the legal mandates outlined by state and local codes in the areas of emergency services and emergency management, and it is designed to do so with unity of effort among all participating agencies.

BACKGROUND

Per the 2022 Southside Hampton Roads Hazard Mitigation Plan, a tornado is a violent windstorm characterized by a twisting, funnel-shaped cloud extending to the ground. Tornadoes are most often generated by thunderstorm activity when cool, dry air intersects and overrides a layer of warm, moist air, forcing the warm air to rise rapidly. The damage caused by a tornado is a result of the high wind velocity and wind-blown debris. These storms are often also accompanied by lightning or large hail. According to the NWS, tornado wind speeds normally range from 65 mph to more than 200 mph. Most tornadoes are minor to moderate strength (EF-0 to EF-1). Strong tornadoes are defined as EF-2+ by the NWS and have rotating winds of 111 mph or more. These tornadoes can cause extreme destruction, turning ordinarily harmless objects into deadly missiles.

Each year, an average of over 1,200 tornadoes are reported nationwide, resulting in an average of 80 deaths and 1,500 injuries, according to NOAA. They are more likely to occur during the spring and early summer months of March through June across the nation. They can occur at any time of day but are more likely to form in the late afternoon and early evening. Most tornadoes are only a few dozen yards wide and touch down briefly, but even small, short-lived tornadoes can inflict tremendous damage. Strong tornadoes have been known to be over a mile wide and go on for tens of miles.

With Norfolk's proximity to waterways, waterspouts are a concern. Waterspouts or tornadoes over water can occur during thunderstorms or from cumulus clouds on a fair-weather day. They sometimes move onshore, becoming tornadoes that cause minor damage or injuries. The vast majority of waterspouts dissipate over the open water, threatening only marine and boating interests. Most waterspouts are weak and dissipate quickly if they come ashore.

There are two different types of waterspouts. Fair-weather waterspouts often occur in the morning when cumulus clouds develop. These waterspouts form due to the convergence of winds at the surface. Thunderstorms can also produce waterspouts. These types of waterspouts are often stronger and can sometimes result in damage if they come ashore.

The destruction caused by tornadoes ranges from minor to devastating or incredible, depending on the storm's intensity, size, and duration. Typically, tornadoes cause the greatest damage to structures of light or wood-framed construction, such as residential homes (particularly mobile homes), and tend to remain localized in impact. The traditional Fujita Scale for tornadoes, introduced in 1971, was developed to measure tornado strength and associated damage. Starting in February of 2007, an "enhanced" Fujita (EF) Scale was implemented, which uses damage indicators to rate tornadoes.

In rating a tornado, the NWS or officials will do the following to determine the intensity:

- Conduct a ground and/or aerial survey over the entire length of the damage path.
- Locate and identify damage indicators in the damage path.
- Use a chart to determine the wind speed based on the damage
- Record the basis for assigning an EF scale rating to a tornado event; and
- Record other pertinent data related to the tornado event.

The following graphic provides a summary of the Enhanced Fujita (EF) Scale.
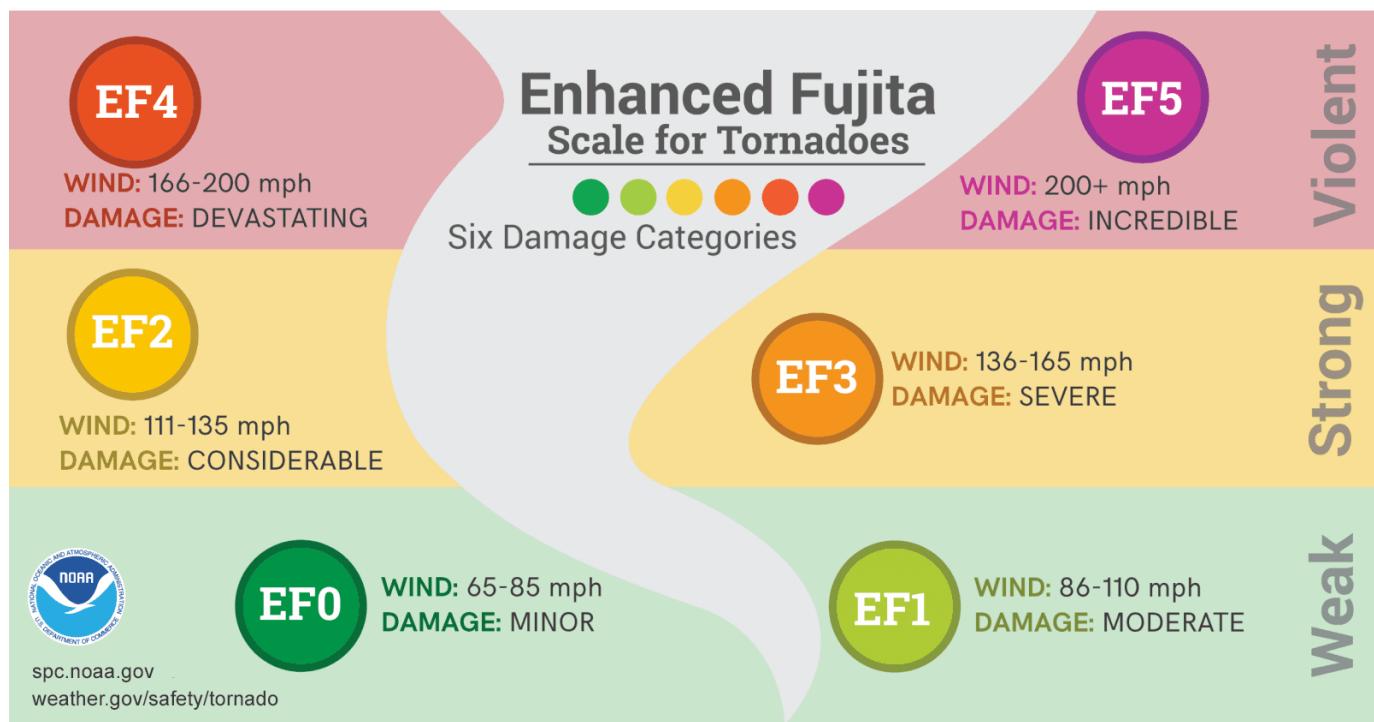
Historical evidence shows that the Hampton Roads region is vulnerable to tornado activity, which is often associated with other severe weather events such as thunderstorms or tropical cyclone activity.

Tornadoes are high-impact, low-probability hazards. The net impact of a tornado depends on the storm's intensity and the vulnerability of development in its path. Because the path of each tornado is unique to each event, general descriptions of impacts in Hampton Roads can be drawn from the impacts of previous storms. Communities rarely activate Emergency Operation Centers before tornadoes due to the short warning times, but after extreme events with catastrophic damage that displaces many residents, such activation may become necessary.

In Hampton Roads, a high-intensity tornado, while unlikely, could cause extensive damage due to the density of homes and businesses. Infrastructure, especially above-ground power lines, will likely be destroyed in a tornado. Downed trees can block roadways, impeding traffic and blocking access and egress if any of the region's thoroughfares are impacted. Manufactured homes are particularly vulnerable to damage in the event of tornadoes, as well, particularly if they were placed outside of flood zones and before building codes were in effect requiring foundation tie-downs.

In Virginia, tornadoes primarily occur from April through September, although tornadoes have been observed every month. Low-intensity tornadoes (EF0, EF1) occur most frequently. Tornadoes rated EF2 or higher are less common in Virginia, although throughout history, EF2, EF3, and EF4 have been observed.

Tornadoes are also often associated with tropical cyclones. These tornadoes can spin up quickly, with little/no warning, and often are wrapped in rain and can be hard to see. These tornadoes occur frequently in September and October when the incidence of tropical storm systems is greatest. They usually form around the perimeter of the storm in the NE quadrant of the storm, ahead, and to the right of the center of circulation.

TROPICAL TORNADOES

Typically occur in outer rain bands and are short-lived, weak EF0–EF1s

Nearly 70% of landfalling hurricanes (1948–2000) spawned at least 1 tornado, 40% spawned 3+ tornadoes, while some produced tornado outbreaks

Hurricane Ivan (2004) produced 117 tornadoes

Right Front Quadrant – Favorable Area for Tornadoes

Storm Motion

Right Front Quadrant

Friction over land creates low-level wind conditions favorable for the development of tornadoes
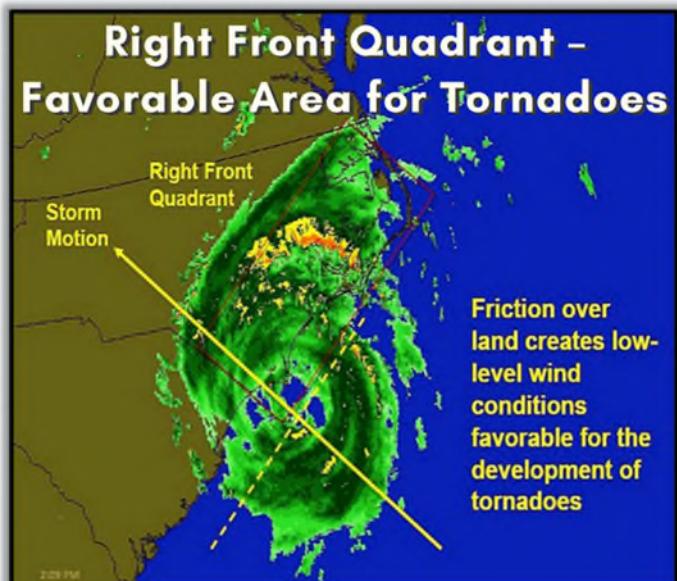
LOCATION AND SPATIAL EXTENT

Tornadoes typically impact a relatively small area; however, it is impossible to predict where in the planning area a tornado may strike. The vulnerability of individual structures is based largely on building construction materials and standards, availability of safe rooms, and advanced warning system capabilities. In cases involving intense tornadoes, the best defense against injury or death is a properly engineered safe room or tornado shelter, neither of which is standard practice in the region. Likewise, advanced warning system capabilities are limited to Reverse 911, Wireless Emergency Alerts, Emergency Alert System warnings, local media, and NOAA weather radio broadcasts.

Most tornadoes that impact Norfolk move in from the west. However, tornadoes spawned by landfalling tropical cyclones can move in from the south or southeast. Do not assume a tornado will always move in one direction, as all storms are unique.

Figure 4.17 illustrates the approximate location where confirmed tornadoes have touched down in and near the Hampton Roads region since 1950. The most recent tornadoes, between 2016 and 2020, are additionally notated with the date of their occurrence. Missing from this map are some tornadoes that occurred in 2021 and 2023, including an EF-3 in Virginia Beach. A closer map of just the City of Norfolk is included on page 8 under significant historical events.

FIGURE 4.17: HISTORIC TORNADO TOUCHDOWNS AND TRACKS: 1950-2020

October, 2021

Hampton Roads has experienced 47 days with reported damaging tornadoes since 1995. The tornadoes that have occurred since 1995 have had strengths up to EF-3. Damage estimates for these tornadoes exceed $63.09 million according to the 2022 Hampton Roads Hazard Mitigation Plan.

The table below lists historical tornadoes that touched down in Norfolk and reported waterspouts using records from NOAA. Note that the rating scale for tornadoes switched to the Enhanced Fujita Scale in 2007. The most recent tornado was in 2014 when a weak EF-0 touched down during Hurricane Arthur near Forest Lawn Cemetery. Most tornadoes moved to the NE.

RECORDED TORNADOES AND WATERSPOUTS IN NORFOLK					
Date	**Time**	**Magnitude**	**Length**	**Deaths/Injuries**	**Damage**
4/8/1957	5:20 pm	F1	1 mi	0/2	$250,000
Details: A brief tornado passed between Naval Station Norfolk and Forest Lawn Cemetery in Norfolk, southwest of Ocean View, wrecking signage, damaging an unfinished warehouse, shattering windows, unroofing structures, and splintering utility poles. Two people were injured. Part of a larger tornado outbreak across the Carolinas and Virginia.					
4/8/1962*	10:50 am	F1	11.5 mi	1/0	$250,000
Details: A skipping tornado weaved its way across approximately nine square miles of what is now present-day Chesapeake, formerly southeastern Norfolk County. Its movement was generally northeastward through St. Brides, Hickory, and Fentress communities. Roofs were torn from numerous buildings, and many buildings and structures were damaged to extents ranging from partial to complete destruction. One entire roof of a home destroyed an automobile on which it landed. Flying debris and fallen trees contributed to lesser damage. Notable extreme wind effects included chickens stripped of their feathers, roof slats embedded deep into trees, masonry blocks hurled 375 feet through the air, a moving car lifted and dropped off the road, and a farm wagon tossed 30 feet against a barn.					
4/11/1962	9:45 am	F0	1 mi	0/1	$2,500
Details: A small tornado touched down briefly in a residential area in the northern portion of the city. Damages were light and confined to the roofs of several homes and glass windows, which were blown out. One person was injured by flying broken glass. In a display of wind force, several automobiles were lifted momentarily from the ground. The funnel cloud was observed to taper to a thin pencil line at the surface.					

4/30/1968	5:15-5:30 pm	F1	22.5 mi (total)	0/0	$250,000

Details: A prefrontal squall line with strong winds, rain, and possibly a tornado caused extensive damage to buildings, trees, utilities, and house trailers. A large section of the roof was ripped off Bayside High School, windows were broken in numerous locations, and damage at Norfolk Naval Base was extensive. The Norfolk Weather Bureau recorded wind gusts reaching 60 knots (69 mph) as the storm traveled from northwest to southeast. Only two or three people reported seeing the funnel cloud.

8/10/1968	5:50 pm	F1	0.1 mi	0/0	$0

Details: A tornado sighted by two observers dropped down into a field, snapped a tree estimated to be three feet in diameter, tore loose a transformer and power lines, and then proceeded eastward across the Virginia Beach city line.

6/6/1977	3:20 pm	F1	0.3 mi	0/0	$25,000+

Details: Extensive damage from a tornado and straight-line winds was observed. The tornado apparently moved from west-northwest to east-southeast and touched down two or three times. At least two funnel clouds were observed. This tornado was part of a larger severe weather event with extensive straight-line wind damage. Determining the exact path was "impossible to distinguish with any degree of accuracy," according to the NWS. The combined force of the storm's straight-line winds and tornado caused widespread destruction, inflicting an estimated $300,000 in damage at Norfolk Naval Base and nearly $1 million in total damage across the Norfolk area.

4/4/1980	4:05 pm	F1	0.2 mi	0/1	$250,000

Details: The funnel reportedly touched down near a trailer park, lifting two house trailers—situated between two others—20 feet into the air before destroying them. A man inside one of the trailers saw the tornado approaching and flattened himself to the floor. Miraculously, he emerged from the wreckage without serious injuries. The tornado's base was estimated to be between 50 and 75 feet in diameter, and witnesses described its roar as resembling a locomotive or the inside of a wind tunnel. Debris from the destroyed trailers caused additional damage to a nearby trailer home and a parked car. According to NCEI publications, damage was estimated at around $60,000.

7/24/1997	12:16 pm	F1	2 mi	0/0	$400,000

Details: Occurred because of Tropical Storm Danny. The tornado path started in south Norfolk just south of Poindexter Street on Guerriere Street. The tornado then continued north-northeast into the Berkley Avenue Industrial Park before crossing into the southern portion of Norfolk and lifting after causing damage on Roseclair and Joyce Streets. One business, a car wash, was destroyed, and six other businesses sustained major roof damage. One home was damaged in Chesapeake, with damage to a couple of additional structures in the Roseclair and Joyce Street areas of Norfolk.

7/24/1997	12:20 pm	F0	1 mi	0/0	$100,000

Details: Occurred because of Tropical Storm Danny. A tornado first touched down west of Route 460 between Liberty Street and Indian River Road. The tornado tracked north-northeast across Indian River Road and the eastern branch of the Elizabeth River before lifting east of Harbor Park and south of I-264. Minor damage to several structures, mostly residential.

7/30/1997	12:00 pm	N/A		0/0	$0

Details: Several waterspouts were reported just north of Norfolk over the southern Chesapeake Bay.

4/8/2000	5:25 pm	N/A		0/0	$0

Details: Norfolk Emergency Manager reported a waterspout north of Ocean View.

8/20/2000	10:22 am	N/A		0/0	$0

Details: A Waterspout formed in Hampton Roads harbor between Norfolk and Newport News. Many other reports of waterspouts in the region from 8 am to 2 pm.

10/9/2000	6:15 am	N/A		0/0	$0

Details: A waterspout formed off Ocean View Beach, then quickly dissipated.

9/18/2003	5:00 pm	F0	0.3 mi	0/0	$0

Details: A brief tornado occurred during Hurricane Isabel. No damage was reported.

4/28/2008	3:35-3:40 pm	EF-1	24 mi (total)	0/0	$100,000

Details: The tornado began in Suffolk as an EF-3 and then tracked through Portsmouth, before impacting Naval Station Norfolk. The tornado damaged vehicles and a building at Pier 2, and numerous trees were blown down or snapped off. The tornado was rated as EF1 from northern Portsmouth to the Norfolk Naval Air Station.

7/4/2014	12:40 am	EF-0	0.2 mi	0/0	$5,000

Details: A Tornado touched down near Forest Lawn Cemetery in Norfolk during Hurricane Arthur. Numerous trees were snapped and uprooted. This was the same storm that produced a brief tornado near Lynnwood in Virginia Beach.

Sources: SPC Storm Database, NCEI Storm Records, MRCC, Local Records.

Compiled by Ricky Matthews, Emergency Planner, City of Norfolk Office of Emergency Management –April 3rd, 2025.

*4/8/1962 Tornado occurred in Norfolk County, in what is now the present-day City of Chesapeake

LEGEND:	**TORNADO**	**WATERSPOUT**

Total – 12 Tornadoes   Breakdown: 4 F0 or EF-0   8 F1 or EF-1   Most Common Month: April

None of these tornadoes resulted in a federal disaster declaration, except the tornado that occurred during Hurricane Isabel in 2003.

Tornado Tracks, 1950-2021 (from NWS SPC)
Norfolk city, VA

F-Scale
0 1 2 3 4 5

MRCC
Midwestern Regional Climate Center
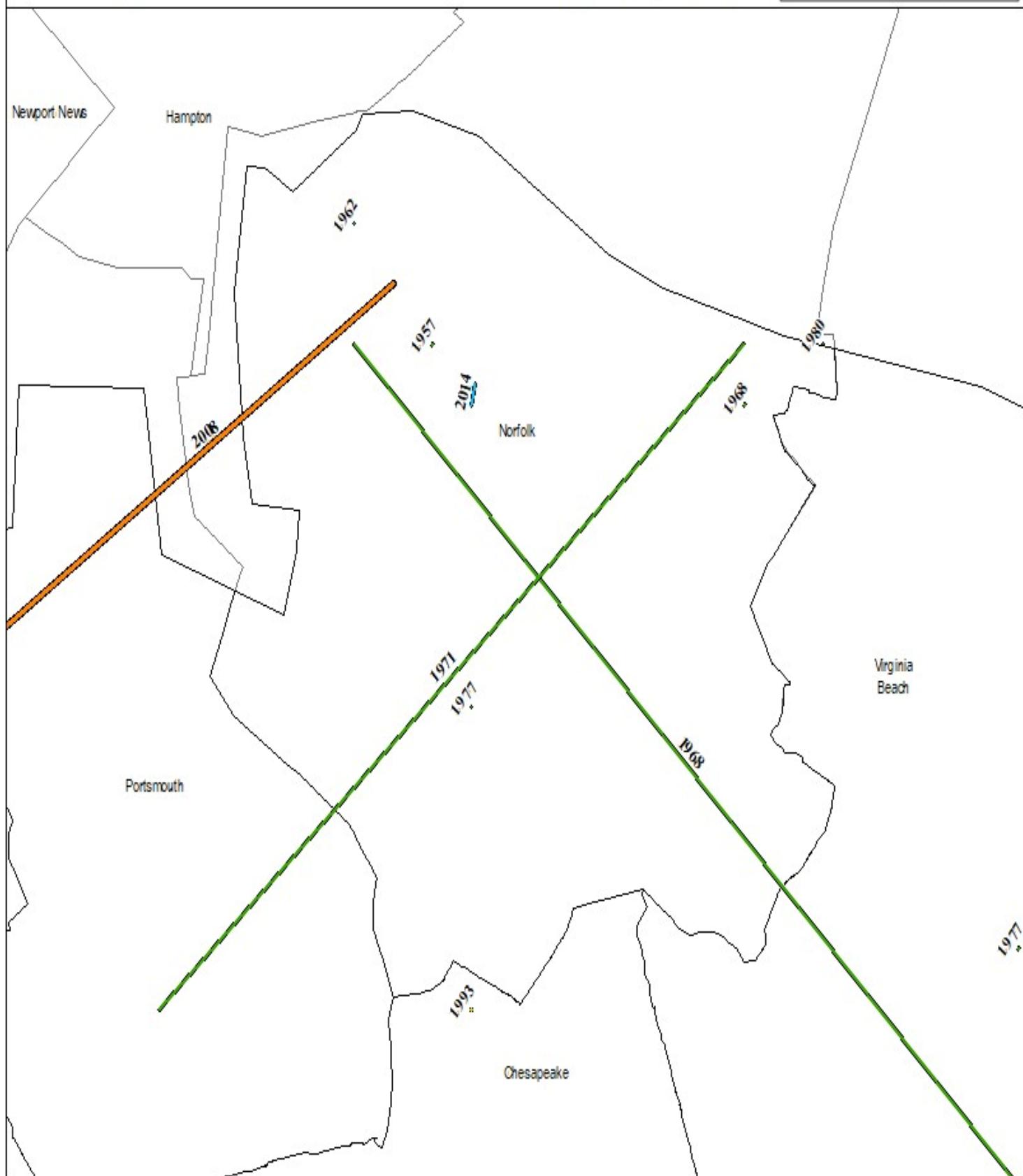
It is probable that sometime in the future, Norfolk will be impacted by a tornado.

The chart below represents the results of a tornado frequency analysis performed as part of the 2018 Commonwealth of Virginia Hazard Mitigation Plan. The analysis suggests that, relative to the entire Commonwealth of Virginia, Norfolk is considered to be "Medium" to "High" in terms of tornado frequency. The State plan emphasizes that historical data may contain meteorological biases that should be considered when viewing the results of the probability analysis shown in Figure 4.18. Increased population and advanced technology have likely led to the vastly higher numbers of low-intensity tornadoes reported in recent decades, and more tornadoes are reported in areas of higher population because people are more likely to see and report the resultant damage. This map is also specific to Virginia, and "high frequency" in the Commonwealth is still relatively low frequency in parts of the Midwest and southern United States.

FIGURE 4.18: HISTORICAL TORNADO HAZARD FREQUENCY

Commonwealth of Virginia: Annual Tornado Hazard Frequency (1950-2016)

Annual Frequency
- .000 - .045 Low
- .046 - .106 Medium-Low
- .107 - .197 Medium
- .198 - .288 Medium-High
- .289 - .409 High

Source Background (ESRI)
Tornado (NOAA)
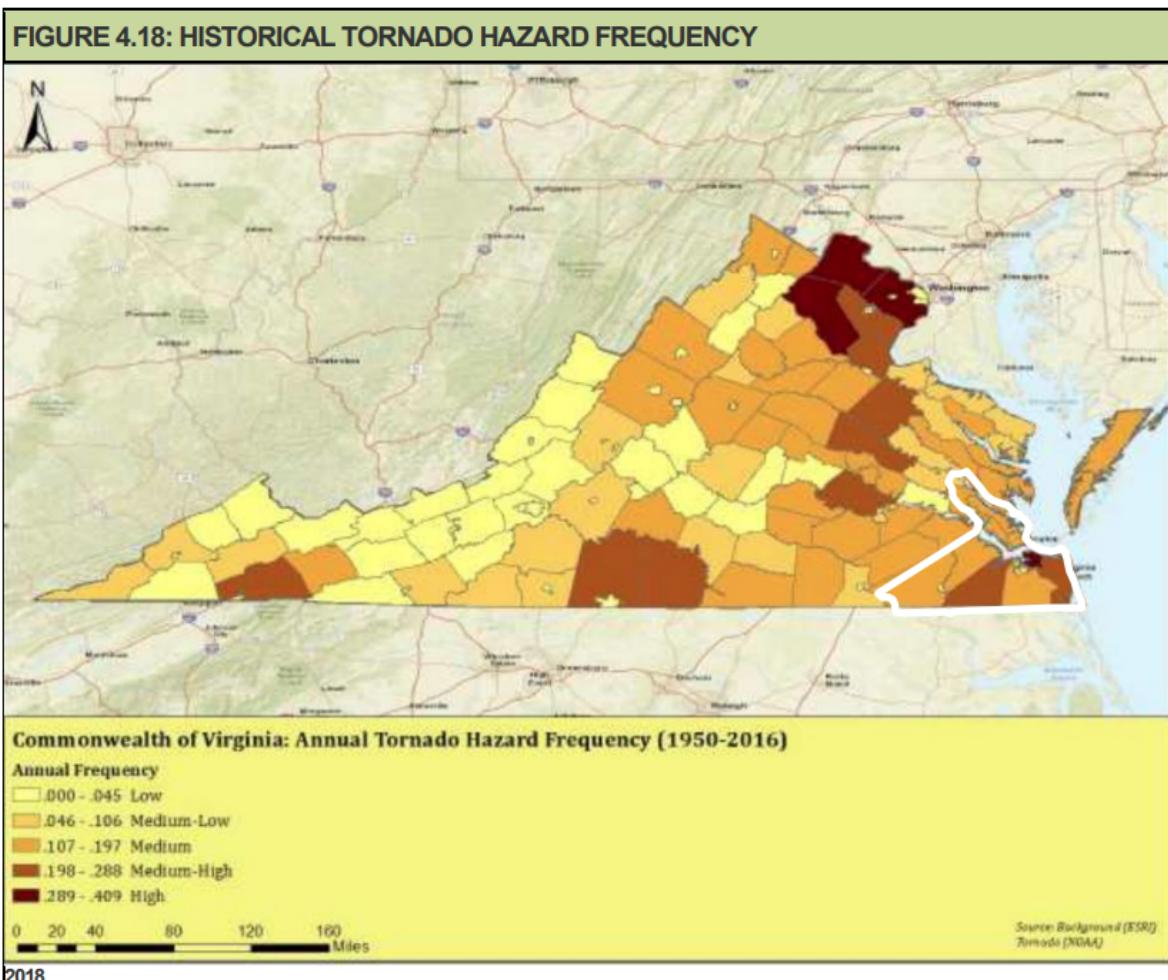
2018

Source: 2018 Commonwealth of Virginia Hazard Mitigation Plan

The National Weather Service (NWS) uses the following terms when issuing watches and warnings:

TORNADO WATCH: BE PREPARED! Tornadoes are possible in and near the watch area. Review and discuss your emergency plans and check supplies and your safe room. Issued by the NWS's Storm Prediction Center, the watch area is typically large, covering numerous counties or even states. Watches can last for several hours. Be ready to act quickly if a warning is issued or you suspect a tornado is approaching. Acting early helps to save lives!

TORNADO WARNING: TAKE ACTION! A tornado has been sighted or indicated by weather radar. There is imminent danger to life and property. Move to an interior room on the lowest floor of a sturdy building. Avoid windows. If in a mobile home, a vehicle, or outdoors, move to the closest substantial shelter and protect yourself from flying debris. Warnings are issued by the National Weather Service in Wakefield, and as such, warnings typically encompass a much smaller area (around the size of a city or small county) that may be impacted by a tornado identified by a forecaster on Radar or by a trained spotter/law enforcement who is watching the storm.

Each day, the Storm Prediction Center issues a Severe Weather Outlook, which describes the severe weather threat on a scale using Marginal, Slight, Enhanced, Moderate, and High Risks. These can also be thought of as Level 1, 2, 3, 4, or 5 threat levels. Knowing the daily threat level can help you prepare for potential severe weather. However, storms can occur even under a general thunderstorm risk.

Understanding Severe Thunderstorm Risk Categories

THUNDERSTORMS (no label)	1 - MARGINAL (MRGL)	2 - SLIGHT (SLGT)	3 - ENHANCED (ENH)	4 - MODERATE (MDT)	5 - HIGH (HIGH)
No severe* thunderstorms expected	Isolated severe thunderstorms possible	Scattered severe storms possible	Numerous severe storms possible	Widespread severe storms likely	Widespread severe storms expected
Lightning/flooding threats exist with all thunderstorms	Limited in duration and/or coverage and/or intensity	Short-lived and/or not widespread, isolated intense storms possible	More persistent and/or widespread, a few intense	Long-lived, widespread and intense	Long-lived, very widespread and particularly intense

* NWS defines a severe thunderstorm as measured wind gusts to at least 58 mph, and/or hail to at least one inch in diameter, and/or a tornado. All thunderstorm categories imply lightning and the potential for flooding. Categories are also tied to the probability of a severe weather event within 25 miles of your location.

National Weather Service
www.spc.noaa.gov

ADDITIONAL INFORMATION AND RELEVANT LINKS

- Storm Prediction Center: Issues daily forecasts for severe weather using the Level 1-5 scale
    - https://www.spc.noaa.gov/products/
- NWS Wakefield Severe Weather Briefing Page
    - https://www.weather.gov/akq/Brief#thunder
- MRMS Rotation Tracks: Useful for determining where a storm with rotation may have moved, or monitoring in real time
    - https://mrms.nssl.noaa.gov/qvs/product_viewer/index.php?web_exec_mode=run&menu=menu_config.txt&time_mode=update&zoom=8&clon=-76.428344726562&clat=36.960367472976&base=0&overlays=1&mping_mode=0&product_type=azsh&product=RT60M&qpe_pal_option=0&opacity=1&looping_active=off&num_frames=6&frame_step=200&seconds_step=600
- Tornado Safety Tips from NOAA
    - https://www.weather.gov/safety/tornado
    - Infographics: https://www.weather.gov/safety/tornado-hazards
- NWS Damage Assessment Toolkit – Useful for looking at damage data and tornado ratings after the storm
    - https://apps.dat.noaa.gov/Stormdamage/damageviewer/
- Historical Tornado Tracks
    - https://mrcc.purdue.edu/gismaps/cntytorn
- Enhanced Fujita Scale for Tornado Damage
    - https://www.spc.noaa.gov/efscale/ef-scale.html
- Severe Weather 101- Tornadoes by NOAA
    - https://www.nssl.noaa.gov/education/svrwx101/tornadoes/
- Norfolk.gov Emergency Management Page on Tornadoes
    - https://www.norfolk.gov/1467/Tornadoes

ASSUMPTIONS

- The community will be alerted to Tornado Warnings by the National Weather Service via NOAA Weather Radio, iNWS, Wireless Emergency Alerts (WEA), and other tools, and will act accordingly. The media will also alert the community.
- Team Norfolk will use the National Incident Management System (NIMS) and the Incident Command Structure (ICS) to manage the incident.
- Team Norfolk will mobilize resources and personnel as required by the situation.
- Structures like mobile homes can be especially vulnerable to tornadoes.
- If a touchdown occurs, causing significant damage, unaffiliated volunteers are expected to arrive in the area to assist.
- Insurance Disaster Teams will visit the area to serve their customers.
- There will be immediate and intense local and national media attention.

CONCEPT OF OPERATIONS

GENERAL

Immediately following any tornado touchdown, Norfolk Police and Norfolk Fire-Rescue will be on the scene to address any immediate response needs. The Emergency Operations Center will be activated in full support and coordination through the response and recovery phases.

After medical rescue and transport, if there are fatalities, the Office of the Medical Examiner will then assume command per Code of Virginia § 32.1¬277 to 32.1-288.

DIRECTION AND CONTROL

Immediately following any tornado touchdown, initial direction and control will be coordinated by the on-scene Incident Command (or multiple scenes) with support by the Emergency Operations Center. The EOC will be responsible for focusing on the "big picture" response to include sheltering needs, commodity distribution, messaging, and more.

SITUATIONAL AWARENESS

Along with regularly scheduled EOC briefings, Homeland Security Information Network (HSIN) Adobe Connect will be utilized to provide situational awareness, facilitate information sharing, and otherwise document the incident. Additional resources to be used, in addition to those listed in the Basic Plan, include the Dominion Energy Outage map and STORM.

OPERATIONAL PERIODS AND SITUATIONAL REPORTS

Operational periods will be determined by the on-scene Incident Command (IC).

HOW THE REQUEST FOR RESOURCES WILL BE MET:

Resource requests will be made by the on-scene command and coordinated by the ESF-7 / EOC Logistics Section, which is further detailed in the Team Norfolk Emergency Operations and Resiliency Framework, Volume II, ESF 7 Annex.

In the event an incident exceeds local emergency response capabilities, outside assistance is available, either through mutual support agreements with nearby jurisdictions and volunteer emergency organizations or through the Virginia Emergency Support Team (VEST). A local emergency must be declared, and local resources must be fully committed before state and federal assistance is requested.

ORGANIZATION

With the formal adoption of NIMS and ICS, and the ESF approach to disaster planning, the Norfolk Emergency Operations Center utilizes the following ICS / ESF hybrid approach to a tornado response.
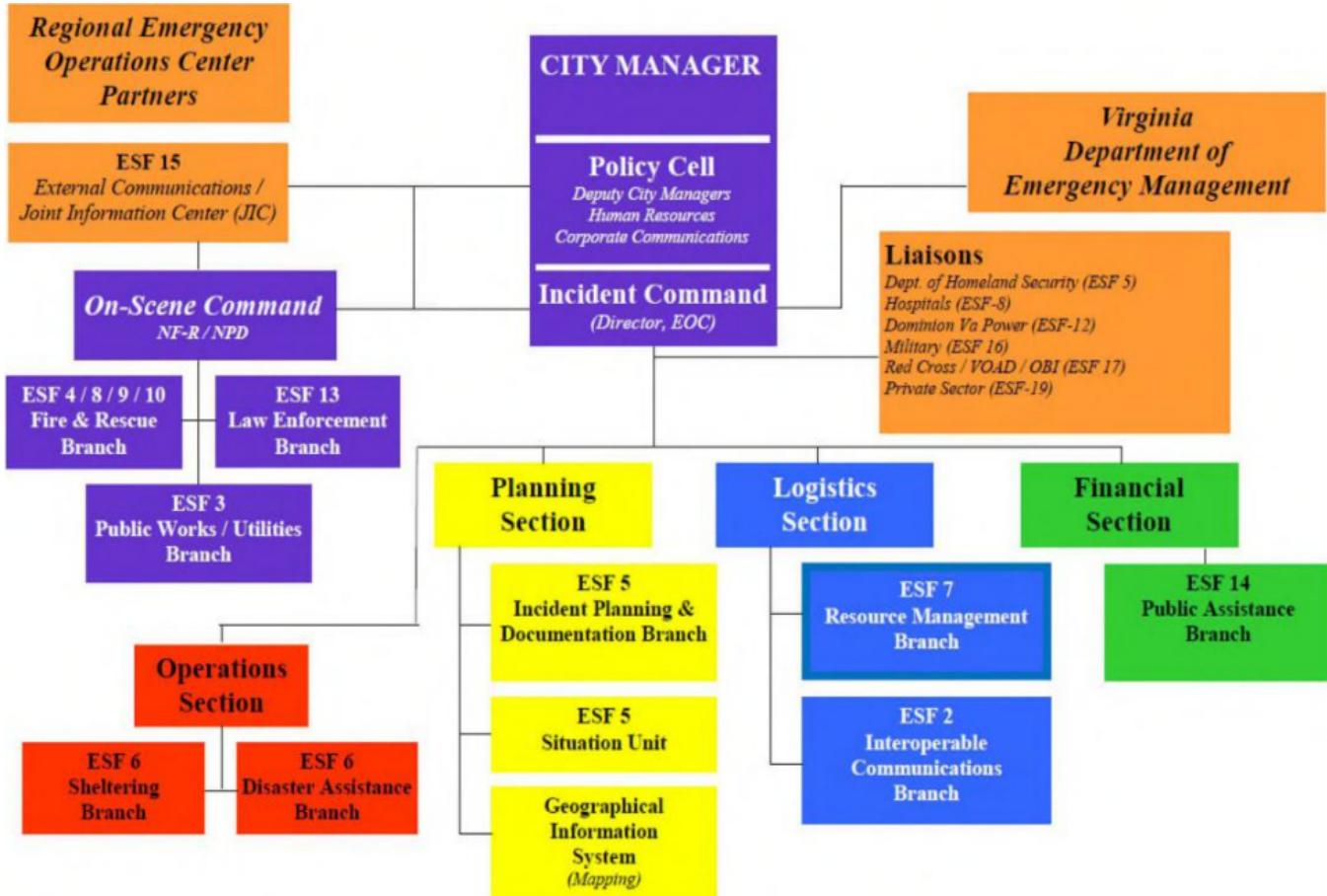
The National Weather Service (NWS) will issue a **TORNADO WARNING** to mobile devices via Wireless Emergency Alert.

TORNADO WARNING: TAKE ACTION! - A tornado has been sighted or indicated by weather radar. There is imminent danger to life and property. Move to an interior room on the lowest floor of a sturdy building. Avoid windows. If in a mobile home, a vehicle, or outdoors, move to the closest substantial shelter and protect yourself from flying debris. Warnings are issued by the National Weather Service in Wakefield and are issued as polygons. The area inside the polygon should seek shelter.
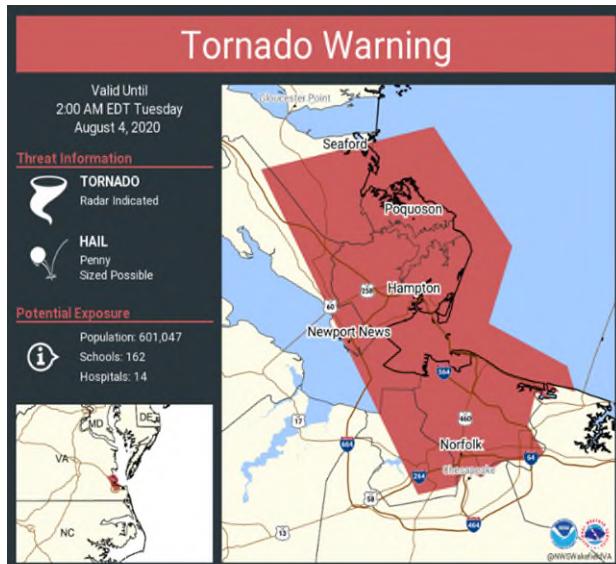
Tornado Warnings are disseminated through local radio, television, Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), NOAA Weather Radio, and NOAA Websites.

Community members who signed up for Norfolk Alert will also receive the Tornado Warning by either telephone (hardline or wireless), and/or email, depending on which notification process the community member elected. This alert system is free to sign up for.

The City of Norfolk DOES NOT utilize warning sirens. Some local military bases or shipyards may use sirens, so community members may hear them, but should NOT rely on them for notification.

If a tornado warning is issued, don't wait to act. Seek shelter immediately!

Tornadoes can spin up quickly. There may not always be enough time for an official warning, so it is important to understand natural warning. Look for the following danger signs:

- Dark, often greenish sky.
- Large hail.
- A large, dark, low-lying cloud (particularly if rotating).
- Loud roar, like a freight train.
- Blue flash in the sky, often caused by arching or damaged electrical lines
- If you see approaching storms or any of the danger signs, be prepared to take shelter immediately – Do not wait for an official warning to be issued.

Tornadoes at night can be even harder to spot and identify. The only warning of a tornado approaching at night may be power flashes or the funnel being illuminated by lightning. This concept only applies if the funnel is even visible. Many in our region are wrapped in rain, and not possible to see the approaching funnel as a result.

SHELTERING FROM A TORNADO

The safest place to be during a tornado is in the lowest floor, interior room. Underground is best if the structure has a basement, but many buildings in our area do not. Therefore, the next best option is the lowest floor, an interior room with minimal windows. In most homes, this is a hallway, bathroom, or closet. Cover your head with pillows, blankets, or a helmet to protect it from flying debris. Avoid large open rooms such as gyms, auditoriums, or warehouses.
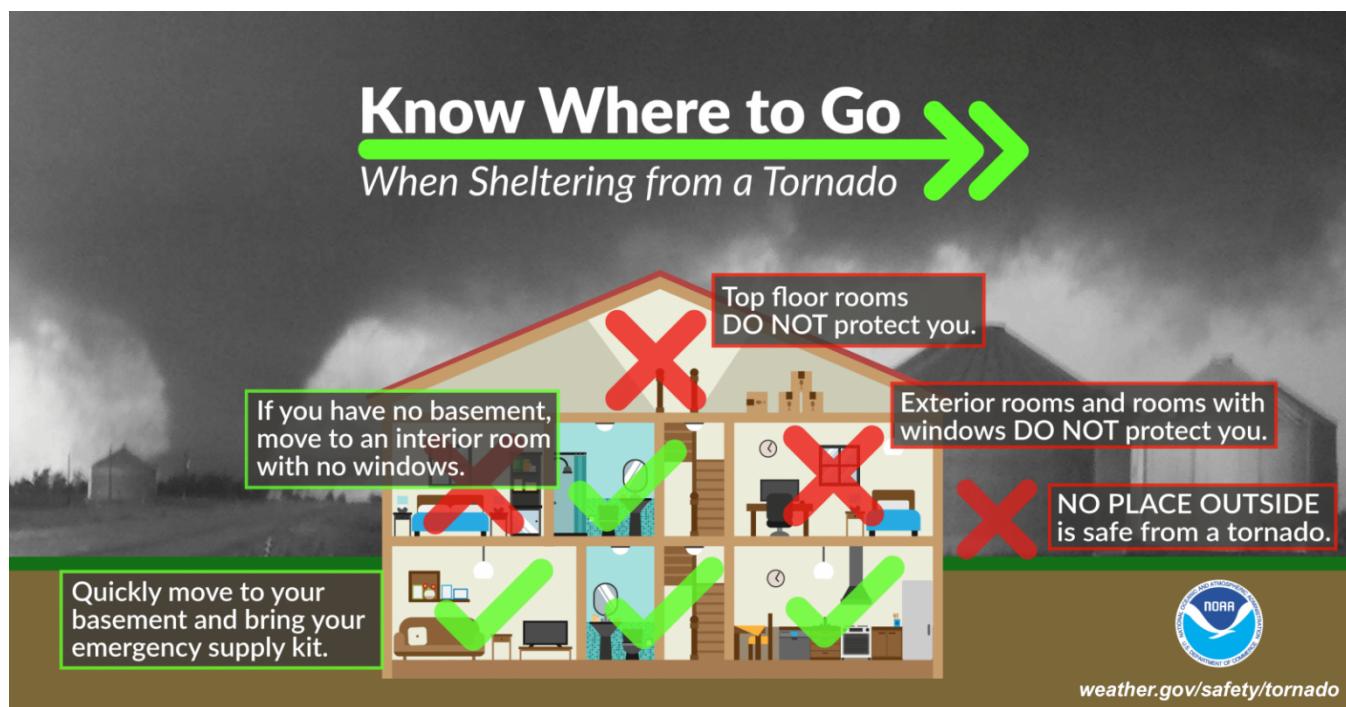
ROLES AND RESPONSIBILITIES

INDIVIDUAL / HOMEOWNER / BUSINESS OWNER

1. Monitor preferred source(s) for weather updates.
2. Know where you'll go if a warning is issued or if a tornado is spotted
3. When a Tornado Warning is issued or you see a tornado, move to your designated shelter area, such as a basement, storm cellar, or safe room.
   a. If there is no basement or designated shelter, go to the center of an interior room on the lowest level, away from windows, doors, and outside walls. The goal is to put as many walls between yourself and the outside as possible. Protect your head with pillows, blankets, a helmet, or your hands to protect yourself from flying debris.
4. Do not use any appliances after the tornado if you smell gas. Be aware of debris, such as glass, nails, or sharp objects.
5. Check on friends and neighbors, but do so carefully.
6. Take pictures of any damage for insurance purposes.
7. Be wary of unscrupulous contractors; use licensed local contractors backed by reliable references. You can go to http://www.dpor.virginia.gov/LicenseLookup/ to confirm a valid license.
8. Consider volunteering to help with cleanup or other relief efforts that may be ongoing

ALL DEPARTMENTS – Review the Continuity of Operations Plan if access to facilities is not possible and essential functions must continue.

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 Department of Public Works, Virginia Department of Transportation (VDOT)

Support Agencies: Norfolk Police Department (Traffic Division), Norfolk Emergency Management, Virginia State Police

KEY RESPONSIBILITIES

Norfolk Department of Transit & Norfolk Department of Public Works

- Be prepared to close roads upon request; enter road closures into the WAZE applications.
- Maintain local roads, traffic signage, and debris clearance to ensure emergency access to hospitals and critical infrastructure.
- Coordinate with VDOT to manage ingress and egress routes, road closures, and public messaging.
- Provide status reports to the Norfolk EOC regarding damage, serviceability, and traffic disruptions.

Norfolk Police Department (Traffic Division) & Virginia State Police

- Provide traffic control support during evacuation and re-entry operations.
- Support law enforcement presence at transportation choke points and critical infrastructure sites.
- Assist with the escort of emergency or logistics convoys.

Virginia Department of Transportation (VDOT)

- Assist with debris clearing on any state-owned roadway

Additional Considerations

Transportation infrastructure may sustain damage, including debris blockages, flooding, and structural failure. Norfolk Public Works and VDOT must prioritize restoration of access to public safety facilities, shelters, and medical centers.

Inter-agency coordination is critical to ensure unified messaging around transportation service changes, including road closures, transit operations, and airport and port statuses.

Norfolk Emergency Management will facilitate transportation briefings during EOC activation to synchronize efforts across all agencies.

All agencies should maintain pre-scripted messaging and redundant communication pathways with the Norfolk EOC to ensure timely and consistent information sharing during rapidly evolving conditions.

EMERGENCY SUPPORT FUNCTION 2: COMMUNICATIONS

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

Support Agencies: Amateur Radio Emergency Services (ARES/RACES), Information Technology, Norfolk Public Safety Departments, Norfolk Cares Call Center, Norfolk Geographic Information Services (GIS), Joint Information Center (JIC)

KEY RESPONSIBILITIES

Norfolk Emergency Communications / 911 (ECC)

- Serve as the primary Public Safety Answering Point (PSAP) for emergency calls from the public.
- Provide timely and accurate notifications of incidents to Norfolk Emergency Management, public safety agencies, and mutual aid partners.
- Assign tactical dispatchers to support operations, including the Norfolk Cares Call Center, as needed for high call volume during hurricane-related emergencies.
- Ensure interoperability of radio systems and continuous operation of CAD, 911, and radio dispatch functions throughout the incident.
- Enter disaster-related information into STORM

Communications Unit Leader (COML)

- Develop, distribute, and manage the ICS-205 Communications Plan for the incident.
- Coordinate radio frequencies, talk groups, and assignment of communication resources to ensure effective interoperability across departments and mutual aid responders.
- Support the deployment of mobile radio caches, satellite phones, and other communication assets if primary systems are degraded.
- Work with ECC and Information Technology to identify and resolve system outages or degraded functionality.

Information Technology

- Prepare and deploy infrastructure as needed to support any disaster-related center opened by the City of Norfolk
- Support technology needs in the Emergency Operations Center, including connectivity, audio-visual systems, GIS platforms, and virtual coordination tools.

- Maintain communication infrastructure and monitor the operational status of phone, internet, and data systems.
- Provide rapid troubleshooting and recovery support for degraded or damaged systems during response and recovery.

Norfolk Cares Call Center

- Serve as the primary answering point for non-emergency public inquiries
- Provide accurate and current information to residents
- Coordinate with the Joint Information Center (JIC) to relay patterns of frequently asked questions and emerging community concerns.
- Share call trend data with Norfolk Emergency Management to inform situational awareness and messaging.

Norfolk Geographic Information Services (GIS)

- Coordinate the collection and distribution of mapped damaged areas and the path of the tornado(s), and identify critical infrastructure / key resources in those areas.
- Integrate and overlay emPOWER data from public health with power outage information to assist in identifying vulnerable populations.
- Support field response teams and shelter managers with custom maps as requested.

Amateur Radio Emergency Services (ARES/RACES)

- Provide alternate communications capability upon request from Norfolk EOC.
- Maintain emergency communications capability if traditional systems are disrupted or unavailable.
- Log all traffic and ensure integration into the ICS structure through coordination with the COML.

Additional Considerations

- Communications systems must remain interoperable across city, regional, state, and federal response agencies. Redundancy through mobile satellite systems, FirstNet, and amateur radio should be maintained.
- The Communications Unit Leader (COML) will work closely with ECC and Norfolk IT to ensure resilience across all platforms.
- Public messaging coordination between ECC, the Norfolk Cares Call Center, and the JIC is essential to reduce misinformation and maintain trust.
- All communications staff should be familiar with failover procedures, resource tracking tools, and radio discipline during prolonged operations.

Primary Agencies: Norfolk Public Works, Norfolk General Services

Support Agencies: Norfolk Public Utilities, Norfolk Recreation Parks and Open Space, Norfolk Neighborhood Development, Norfolk Emergency Management, Norfolk Planning

KEY RESPONSIBILITIES

Norfolk Public Works – Operations

- As able, clear debris from primary and secondary roads in affected areas
- Collect and remove debris and waste that pose risks to public health and safety.
- Support drainage operations to mitigate street flooding

Norfolk General Services

- Provide status updates on city-owned facilities, fleet vehicles, fuel levels, and operations at the city's animal care facilities if in affected areas
- Support emergency procurement, staging of equipment, and continuity of critical city services throughout the incident.

Norfolk Public Utilities

- Monitor and report the operational status of water distribution and wastewater systems.
- Identify and relay critical debris clearance needs that impact access to or operation of water, sewer, or stormwater infrastructure.
- Support emergency repairs and service restoration in coordination with Public Works and Emergency Management.

Norfolk Recreation, Parks, and Open Space

- Support initial road clearing and damage assessment teams with personnel and equipment.
- Coordinate the removal of vegetative and wooded debris
- Assist with the setup and support of community assistance points or post-storm recovery events, if needed.

Norfolk Neighborhood Development

- Conduct windshield damage assessments in coordination with the city's Damage Assessment Teams.
- Support the Joint Information Center (JIC) by sharing neighborhood-level impacts, concerns, and recovery needs.

- Assist in relaying community updates from the EOC to neighborhood leaders or civic leagues.

Norfolk Planning

- Conduct initial damage assessments
- Provide damage assessment information to the Finance Risk Manager and EOC to submit to the VEST/VDEM in time for the 72 hour requirement
- Coordinate with drone teams to aid in damage assessments
- Coordinate/host VDEM and FEMA Initial Damage Assessment Teams

Additional Considerations

- Public Works and General Services must maintain priority access routes to critical infrastructure, including hospitals, shelters, EOC facilities, and pump stations.
- All damage assessment data should be relayed to Emergency Management for consolidation and reporting to VDEM and FEMA.
- Fuel, tire, and vehicle inventories must be tracked and maintained to support extended operations, especially in prolonged response or recovery periods.
- Public messaging related to road closures, debris pickup, and utility service status should be coordinated with the JIC.

EMERGENCY SUPPORT FUNCTION 4: FIREFIGHTING

Primary Agency: Norfolk Fire-Rescue

Support Agencies: Naval Station Norfolk Fire Department, Norfolk Airport Fire & Rescue, Norfolk Police Department, Norfolk Public Works, Norfolk Public Utilities, Norfolk Department of Public Health, Norfolk Emergency Management, Dominion Energy, Virginia Department of Fire Programs (VDFP), Virginia National Guard

KEY RESPONSIBILITIES

Norfolk Fire-Rescue

- Provide emergency on-scene medical support and transport of patients to/from hospitals
- Coordinate with Norfolk Public Health for medical surge or triage operations if EMS resources become strained.
- Conduct post-storm search and rescue operations, including door-to-door welfare checks in impacted neighborhoods.
- Provide technical advice for any advanced rescues
- Participate in initial road clearing and damage assessment operations, deploying personnel to accompany Public Works and Emergency Management teams.

- Support firefighter wellness and sustainment during extended deployments through logistical coordination and rehabilitation resources.

Naval Station Norfolk Fire Department

- Provides firefighting, hazmat, and emergency response within the Naval installation and may support mutual aid agreements for incidents near or adjacent to base property.

Norfolk Airport Fire & Rescue

- Responsible for Aircraft Rescue and Firefighting (ARFF) operations and response to incidents on airport property. May support city response efforts depending on staffing and airport status.

Virginia Department of Fire Programs (VDFP)

- Supports resource coordination, personnel certification, and may deploy resources (e.g., fire strike teams or foam trailers) under state mutual aid requests.

Virginia National Guard (Firefighting Assets)

- May provide logistics, search and rescue, or firefighting assets through coordinated emergency declarations.

Norfolk Department of Public Works

- Supports road clearance operations that enable fire apparatus movement and emergency access.

Norfolk Department of Public Health

- May coordinate EMS surge, mass casualty care, or responder health monitoring during sustained operations.

Additional Considerations

- Fire stations should ensure continuity of operations by securing facilities, confirming backup generator status, and maintaining adequate fuel, water, and medical supplies when severe storms are in the forecast
- Norfolk Fire-Rescue's Urban Search and Rescue capabilities may be requested by the Virginia Department of Emergency Management (VDEM) for mutual aid missions outside city limits.
- Fire-Rescue leadership will coordinate with the EOC to ensure deployment of resources aligns with current threat conditions and recovery priorities.
- Personnel must be rotated and accounted for regularly during extended operations, and safety officers should monitor responder fatigue and exposure risk.

- Situational updates should be provided to the EOC regularly to inform resource requests, shelter support needs, and public safety messaging.

EMERGENCY SUPPORT FUNCTION 5: INFORMATION AND PLANNING

Primary Agency: Norfolk Emergency Management

Support Agencies: Norfolk Department of Information Technology, Norfolk Geographic Information Services (GIS), Norfolk Department of Communications and Marketing, Norfolk Fire-Rescue, Norfolk Police Department, Norfolk Public Works, Norfolk Human Services, Norfolk Cares Call Center, Virginia Department of Emergency Management (VDEM), Federal Emergency Management Agency (FEMA), Policy Group / City Manager's Office

KEY RESPONSIBILITIES

Norfolk Emergency Management

- Monitor storm threats using guidance from the National Weather Service (NWS)
- Announce the incident and activate the Emergency Operations Center (EOC) as appropriate.
- Create an incident in STORM (minimum 5-day duration), and coordinate with IT and GIS to launch the iVIEW dashboard on Norfolk.gov.
- Develop and maintain all required ICS forms, including ICS-203, ICS-204s, and ICS-205s; produce the Incident Action Plan (IAP) for each operational period.
- Assign Emergency Management staff to serve as Planning Section Chief and Logistics Section Chief if required.
- Maintain communication with Norfolk departments, the Policy Group, and regional stakeholders; recommend operational decisions to the City Manager.
- Submit emergency declarations when necessary and coordinate local emergency ordinance preparation.
- Conduct daily EOC briefings, ensure cross-departmental coordination, and distribute situation updates to Team Norfolk.
- Submit timely Situation Reports (SITREPs) and Resource Requests (RRs) to the Virginia Emergency Operations Center (VEOC).
- Activate Norfolk Alert, Wireless Emergency Alerts (WEA), and Emergency Alert System (EAS) as needed to inform the public.
- Maintain contact with Norfolk Public Schools, higher education institutions, and Naval Station Norfolk to share incident updates and coordinate response actions.
- Review and disseminate FEMA Recovery Resources to appropriate departments and incorporate recovery considerations into ongoing planning.

Norfolk Department of Information Technology

- Provide technical infrastructure to support EOC operations, virtual platforms, and STORM/iVIEW integration.
- Monitor system status and ensure failover capabilities for data networks, server access, and collaboration tools.
- Coordinate with the COML and GIS staff to ensure data access and communications resilience during EOC operations.

Norfolk Geographic Information Services (GIS)

- Create and update storm-related maps including damage path, power outage overlays, and impacted infrastructure.
- Download and apply official NWS Damage Assessment Toolkit KML
- Share emPOWER data with Emergency Management and overlay it with utility outage data to identify at-risk populations.
- Maintain and update the iVIEW public dashboard for situational awareness.

Norfolk Department of Communications and Marketing

- Assist in preparing daily public information products, situation summaries, and briefings for media and stakeholders.
- Coordinate with the Joint Information Center (JIC) to ensure messaging reflects the latest situational analysis and priorities.
- Support the development of graphics and visual aids for public consumption, including map products and infographics.

Norfolk Fire-Rescue & Norfolk Police Department

- Provide field-level updates on emergency incidents, search and rescue activities, road conditions, and emerging life-safety needs.
- Submit status updates to Planning and contribute to ICS forms and Situation Reports.
- Serve as key operational liaisons in developing real-time threat assessments and coordinating tactical field intelligence.

Norfolk Public Works & Human Services

- Report on infrastructure status, shelter operations, unmet needs, and community impacts.
- Contribute to planning efforts related to debris clearance, transportation, public health, and human services.
- Submit post-storm field data, damage reports, and access challenges to the Planning Section for mapping and documentation.

Norfolk Cares Call Center

- Aggregate trends in resident inquiries and share key themes or emerging concerns with Emergency Management and the JIC.
- Provide Planning with non-emergency situational data, such as reports of blocked roads, flooded areas, or accessibility issues.
- Assist in message testing or public resource information updates coordinated through the EOC.

Virginia Department of Emergency Management (VDEM)

- Receive Situation Reports and Resource Requests from Norfolk EOC; provide guidance on resource allocation and state coordination.
- Offer planning support tools, templates, and real-time feedback during EOC activations.
- Assign a Regional Liaison Officer to Norfolk's EOC (virtually or in person) when activated.
- Support pre- and post-landfall planning efforts and assist in disaster declaration coordination.

Federal Emergency Management Agency (FEMA)

- Provide post-disaster recovery technical assistance and documentation guidance.
- Issue public assistance, hazard mitigation, and individual assistance program guidance in coordination with Emergency Management.
- Support Norfolk's Planning Section during Joint Preliminary Damage Assessments (PDAs) and long-term recovery scoping meetings.

Policy Group / City Manager's Office

- Participate in scheduled EOC briefings and decision-making sessions.
- Review operational recommendations from Emergency Management and issue executive guidance or policy decisions as needed.
- Approve declarations, public messaging priorities, and continuity decisions across departments.

Additional Considerations

- Situation Reports must include field-level input and be submitted at a minimum daily cadence during EOC activation.
- Planning and Logistics Section Chiefs must track staffing levels, resource deployments, unmet needs, and upcoming operational requirements.
- Coordination is essential to avoid multiple visits to affected residences/businesses by multiple departments.
- EOC Section Chiefs and liaisons should use HSIN for internal updates and coordination, with IMPACT assisting in data tracking via STORM Mobile.

- All documentation (IAPs, SITREPs, declarations, maps) should be archived and formatted for potential FEMA reimbursement and after-action analysis.
- Maintain continuity with regional planning partners (HRMMRS, UASI, VDEM Region 5) to ensure alignment of situational awareness and planning timelines.

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

Primary Agency: Norfolk Department of Human Services

Support Agencies: Norfolk Public Schools, Norfolk Community Services Board, Endependence Center, Norfolk Office of Human Resources – Safety and Wellness, Norfolk Department of Recreation Parks and Open Space (RPOS), Community Emergency Response Team (CERT), Salvation Army, Union Mission, Foodbank of Southeastern Virginia, Sentara Mobile Meals, Senior Services of Southeastern Virginia, American Red Cross, Norfolk Emergency Management, Norfolk Department of Communications and Marketing, Virginia Department of Social Services (VDSS), FEMA

KEY RESPONSIBILITIES

Norfolk Department of Human Services

- Coordinate with Norfolk Public Schools and RPOS on the activation and staffing of general population shelters, if needed.
- Lead the Human Services Branch in the EOC, overseeing shelter operations, food coordination, and support for vulnerable populations.
- Convene the Meals Task Force with partners including the Foodbank, Senior Services, and Sentara Mobile Meals to coordinate mass feeding operations.
- Oversee shelter registration, case management, reunification, and temporary housing programs.
- Coordinate Emergency SNAP (Food Stamp) benefits and provide Individual Assistance guidance to residents.
- Serve as the lead agency for unmet needs coordination and track requests through the recovery phase.
- Collaborate with the JIC to communicate service availability, shelter status, and human services resources to the public.
- Work with the American Red Cross and ESF-17 to facilitate family reunification and support at shelters and other locations.

Norfolk Public Schools

- Coordinate with Human Services and Emergency Management to open designated schools for sheltering.
- Provide shelter staff, including principals, food service workers, and custodians.
- Supply meals for shelter residents until Red Cross feeding operations begin.
- Assign ADA-accessible buses and drivers for shelter transportation.
- Maintain shelter readiness in accordance with the MOU being finalized between NPS and the City of Norfolk.

Norfolk Community Services Board (CSB)

- Staff shelters with behavioral health specialists to support residents experiencing mental health or substance use issues.
- Coordinate transportation and shelter access for clients experiencing homelessness, including with Union Mission and the Salvation Army.
- Provide disaster behavioral health services and crisis intervention as needed.
- Support unmet needs and community recovery in collaboration with Human Services and the JIC.

Endependence Center

- Deploy a liaison to the Norfolk EOC to represent individuals with access and functional needs.
- Provide outreach to clients in advance of the storm and share information on shelter accessibility and transportation resources.
- Coordinate with Human Services to support sheltering and resource needs for individuals with disabilities.

Norfolk Office of Human Resources – Safety and Wellness

- Share post-storm health and wellness messaging to all city staff via ALLNORFOLK and internal communications channels.
- Coordinate with the JIC to ensure consistency and accuracy in staff safety messaging.
- Support staff mental wellness resources throughout storm response and recovery.

Norfolk Parks and Recreation

- Coordinate with Human Services to open and staff recreation centers designated as shelters or assistance points.
- Support shelter operations logistically, including setup, supply delivery, and limited pet support.
- Provide access to shelter cleaning and restocking teams as needed.

Community Emergency Response Team (CERT)

- Assist with logistics and support for pet sheltering operations, including setup, supply tracking, and coordination with shelter managers.
- Provide staffing support to shelter intake areas, community assistance points, or distribution events if requested.

Salvation Army & Union Mission

- Provide overnight accommodations and basic services to individuals experiencing homelessness during periods when public shelters are unavailable or at capacity.
- Coordinate shelter usage and support with Human Services and CSB prior to and during inclement weather events.

Foodbank of Southeastern Virginia, Sentara Mobile Meals, Senior Services

- Participate in the Meals Task Force and assist with the identification, preparation, and distribution of food for impacted residents.
- Coordinate mass feeding in coordination with Human Services and the Red Cross.
- Prioritize delivery to high-risk populations, including seniors and those unable to evacuate.

American Red Cross

- Support general population shelter operations in coordination with Human Services, including staffing, feeding, and registration.
- Assist with family reunification and emotional care at shelters and assistance centers.
- Coordinate with FEMA and Human Services to begin Individual Assistance support if a federal declaration is made.

Virginia Department of Social Services (VDSS)

- Provide guidance on activation of Emergency SNAP and Disaster Case Management programs.
- Coordinate with Norfolk Human Services to ensure shelter protocols align with state guidance.
- Offer surge staffing or technical support if Norfolk requests assistance during major disaster events.

FEMA

- Provide Individual Assistance (IA) guidance and registration materials at Disaster Recovery Centers (DRCs).
- Coordinate with Human Services and Red Cross on shelter inspections and housing transition planning.

- Support long-term housing recovery and unmet needs assistance following a federal disaster declaration.

Additional Considerations

- Sheltering plans must comply with ADA and access and functional needs guidance. Coordination with the Endependence Center is critical to meeting these requirements.
- Pets must be accommodated at designated shelters or co-located facilities. Norfolk CERT and Animal Control should support intake and tracking.
- Feeding operations should be coordinated across the city's public, nonprofit, and volunteer networks. Meals Task Force coordination is essential.
- The Reunification Plan and Shelter Inspection Checklist should be activated and reviewed for each shelter site.
- Behavioral health surge support should be identified in advance, particularly for large shelter populations or high-impact areas.
- Transportation plans may be needed to ensure continuity for those needing shelter, especially individuals with mobility challenges or without access to vehicles.

EMERGENCY SUPPORT FUNCTION 7: LOGISTICS

Primary Agency: Norfolk Emergency Management (Logistics Section Chief)

Support Agencies: Norfolk Parks and Recreation, Norfolk Department of General Services, Norfolk Department of Human Services, Norfolk Economic Development, Norfolk Cares Call Center, Norfolk Information Technology, Norfolk Police Department, Norfolk Public Works, Norfolk Public Health, Community Services Board, Faith-Based Organizations, Local Nonprofits, Virginia Department of Emergency Management (VDEM), FEMA, City of Chesapeake Emergency Management, City of Virginia Beach Emergency Management

KEY RESPONSIBILITIES

Logistics Section Chief (Norfolk Emergency Management)

- Identify a resource staging area; request a Staging Base Package if necessary
- Coordinate with Team Norfolk partners in the private sector as well as non-profits, faith communities and more to satisfy resource needs.
- Coordinate resource requests and deliveries across departments, shelters, and community partners.
- Manage transportation coordination for sheltering, including collaboration with the Norfolk Cares Call Center, Human Services, and transit providers.
- Support Team Norfolk partners by coordinating donations, volunteer management, and mission assignments from private sector and nonprofit partners.

- Coordinate mutual aid and logistics resource sharing with the Cities of Chesapeake and Virginia Beach.
- Maintain inventory visibility of city resources and support staging or deployment of assets using STORM or WebEOC.
- Ensure that all requests for external support (state, federal, or mutual aid) are documented and submitted via the Resource Request process in coordination with Planning.
- Establish and maintain receiving and distribution points (RDPs) and/or points of distribution (PODs) for commodities, as required.
- Post-storm, establish temporary or interim infrastructure to support business re-openings.

Norfolk Parks and Recreation

- Provide facility access, equipment, and staffing to support the distribution of supplies and commodities.
- Assist in staging locations or logistics bases using city parks or recreation centers if needed.
- Support the setup and operations of community assistance points or relief supply stations post-storm.

Norfolk Department of General Services

- Manage the deployment of city-owned assets such as generators, fuel trucks, and fleet vehicles.
- Maintain facilities readiness for logistics operations and ensure service contracts are on standby for critical equipment repairs or maintenance.
- Provide warehousing or staging space as needed for incoming resources.

Norfolk Department of Human Services

- Identify resource needs at shelter sites and coordinate service deliveries such as food, cots, hygiene supplies, and medical resources.
- Communicate unmet human needs for escalation to state or federal partners through Logistics.

Norfolk Economic Development

- Liaise with business owners to assess supply chain disruptions and logistical needs for reopening.
- Coordinate with the Logistics Section to support emergency permits, infrastructure access, or equipment for business continuity.
- Help identify potential ROLRs in commercial or mixed-use properties for interim sheltering.

Norfolk Cares Call Center

- Receive and route transportation and supply-related calls from the public
- Share frequently reported resource shortages or logistical concerns with the Logistics Section Chief and Planning.

Norfolk Information Technology

- Provide system and technology support for STORM, iVIEW, EOC connectivity, and mobile logistics coordination tools.
- Maintain readiness for field communication assets and asset tracking systems.

Norfolk Police Department & Public Works

- Assist in escort and transportation coordination for critical resources.
- Close roads as requested to allow for restricted flow into affected areas

Norfolk Public Health & Community Services Board

- Identify and communicate resource needs for vulnerable populations, homebound individuals, and clients in managed care.
- Coordinate medical support logistics such as durable medical equipment, medications, and oxygen replenishment.

Faith-Based and Nonprofit Partners

- Provide in-kind donations, staffing, facilities, or volunteer support for resource staging and distribution.
- Coordinate with Emergency Management to align offers of support with actual unmet needs.

Virginia Department of Emergency Management (VDEM)

- Review and approve resource requests submitted through WebEOC and coordinate state resource deployments.
- Support logistics planning and provide technical assistance as needed.
- Activate state commodity points of distribution if city resources are exhausted.

FEMA

- Coordinate logistics support at the federal level, including shipments of water, meals, tarps, generators, and other emergency commodities.
- Assist in establishing federal staging bases if requested by the Commonwealth.

Chesapeake & Virginia Beach Emergency Management

- Coordinate mutual aid logistics
- Share regional resource availability and priorities to maximize efficiency and avoid duplication of effort.

Additional Considerations

- All logistics operations should be tracked using STORM, ICS 213RRs, and daily ICS 209/ICS 215 forms where applicable.
- ROLRs must be pre-vetted for access, ADA compliance, and safety, and logistics support must be integrated into their activation plans.
- Logistical support for pets, oxygen-dependent residents, and individuals with disabilities must be pre-coordinated with CERT, Public Health, and the Endependence Center.
- Fuel, vehicle maintenance, and generator resupply plans should be tested on a day when there is a significant severe weather risk.
- FEMA resource support requests should follow state protocols through VDEM and be approved prior to deployment.
- Donations and volunteers should be coordinated through VOAD or a designated Donation Management Plan lead to prevent convergence issues.
- All vendors providing contracted emergency services should be pre-identified and onboard in compliance with procurement regulations.

EMERGENCY SUPPORT FUNCTION 8: PUBLIC HEALTH AND MEDICAL SERVICES

Primary Agency: Norfolk Department of Public Health

Support Agencies: Norfolk Community Services Board (CSB), Eastern Virginia Healthcare Coalition (EVHC), Regional Hospital Coordination Center (RHCC), Local Hospitals and Licensed Care Facilities, Medical Reserve Corps (MRC), Office of the Chief Medical Examiner (OCME), Norfolk Emergency Management, Norfolk Human Services, Norfolk Public Works, American Red Cross, Virginia Department of Health (VDH), U.S. Department of Health and Human Services (HHS), FEMA

KEY RESPONSIBILITIES

Norfolk Department of Public Health

- Serve as the ESF-8 lead at the Norfolk EOC, maintaining situational awareness of healthcare operations, shelter medical needs, and public health conditions.
- Use the HHS/ASPR emPOWER map tool to identify vulnerable populations who rely on power-dependent medical devices or dialysis. Overlay this data with Dominion Energy outage information to prioritize outreach.

- Maintain regular communication with EVHC, RHCC, & local hospitals regarding patients
- Provide public health messaging to the Joint Information Center (JIC) related to food and water safety, mold, post-flood cleanup, and vector control.
- Monitor and advise on public health risks
- Conduct post-storm inspections of food vendors, shelters, and public facilities to ensure compliance with health standards.
- Coordinate with Norfolk Emergency Management and the State Health Department (VDH) to determine the need for medical resource assistance or federal surge assets.

Norfolk Community Services Board (CSB)

- Provide behavioral health support during response and recovery operations, including staffing shelters with licensed mental health professionals.
- Identify and prioritize clients in need of post-tornado trauma or behavioral health interventions, including children and adults.
- Coordinate with Union Mission, the Salvation Army, and Human Services to ensure behavioral health access for individuals experiencing homelessness.
- Collaborate with the JIC to distribute messaging related to stress, trauma, and coping mechanisms during and after the event.

Eastern Virginia Healthcare Coalition (EVHC)

- Coordinate communications with hospitals, licensed care facilities, and the Norfolk Public Health ESF-8 desk in the EOC.
- Facilitate resource sharing and status updates among healthcare partners.
- Support patient movement coordination through the RHCC and maintain updates in VHASS.
- Collaborate with Norfolk Emergency Management and Public Health to support continuity of medical operations.

Regional Hospital Coordination Center (RHCC)

- Coordinate hospital operations across the region, including bed availability, surge capacity, and mutual aid between facilities.
- Support hospitals with patient evacuation coordination, transport logistics, and resource requests.
- Communicate directly with the ESF-8 desk at the Norfolk EOC for operational alignment.

Local Hospitals and Licensed Care Facilities

- Maintain accurate status reporting in VHASS regarding bed availability, emergency operations status, and resource needs.
- Coordinate with EVHC, RHCC, and Norfolk ESF-8 for support or mutual aid.

- Determine the need to evacuate or relocate patients and notify the EOC by H-75 if evacuation is anticipated.
- Ensure all federal requirements for patient transfer and tracking are followed, including submission of evacuation requests through HHS no later than H-72.

Medical Reserve Corps (MRC)

- Upon request, contact vulnerable populations with preparedness information in advance of storm impacts.
- Provide support staffing for shelter medical operations, mobile outreach, and post-incident follow-up.
- Assist in medication replacement, durable medical equipment logistics, and patient movement coordination.

Office of the Chief Medical Examiner (OCME)

- Exercise legal authority over all fatalities in accordance with the Code of Virginia §§ 32.1-277 to 32.1-288.
- Coordinate with Norfolk Emergency Management to plan for and, if necessary, establish temporary morgue facilities.
- Support identification, transport, and storage of decedents in compliance with state and federal standards.

Virginia Department of Health (VDH)

- Provide technical assistance, public health guidance, and surge staffing as needed.
- Support vector control programs, communicable disease monitoring, and health risk messaging.
- Coordinate with Norfolk Public Health on the activation of regional assets and emergency health waivers.

U.S. Department of Health and Human Services (HHS)

- Approve and deploy federal public health support assets upon state request, including the Disaster Medical Assistance Team (DMAT), National Nurse Response Team, and National Pharmacy Response Team.
- Provide enhanced emPOWER data access during emergency declarations and assist with targeted outreach.
- Coordinate with CMS on regulatory waivers and patient tracking across state lines if needed.

FEMA

- Coordinate long-term recovery support for public health and medical infrastructure.

- Provide reimbursement guidance for medical expenditures under Public Assistance or Individual Assistance programs.
- Activate Disaster Recovery Centers (DRCs) with embedded medical and behavioral health assistance, if requested.

Additional Considerations

- emPOWER data provides critical insight into medically vulnerable populations but requires a Governor's Declaration or imminent threat to release detailed information. During planning phases, ZIP-code level access is available.
- Healthcare and licensed facilities are required by CMS to maintain an all-hazards emergency preparedness plan; coordination with EVHC and VDH ensures these plans are followed
- Federal medical teams (e.g., DMAT, Nurse Response) must be requested through VDEM or FEMA coordination.
- Shelter medical staffing should include both physical and behavioral health capability. CERT, MRC, and CSB should be pre-integrated into the staffing matrix.
- Infection control and sanitation standards must be enforced in all shelter and mass care environments post-landfall.
- Public messaging should emphasize debris safety, mold safety, personal hygiene, medication continuity, and illness prevention (e.g., tetanus, carbon monoxide risks, mosquito exposure).
- OCME coordination is essential during high-fatality scenarios. Pre-identified temporary morgue options should be validated annually.

EMERGENCY SUPPORT FUNCTION 9: SEARCH AND RESCUE

Primary Agency: Norfolk Fire-Rescue

Support Agencies: Norfolk Police Department, Norfolk Sheriff's Office, Norfolk Community Emergency Response Team (CERT), U.S. Coast Guard – Sector Virginia, Naval Station Norfolk, Virginia Department of Emergency Management (VDEM), Virginia National Guard, Civil Air Patrol, FEMA Urban Search and Rescue (USAR)

KEY RESPONSIBILITIES

Norfolk Fire-Rescue

- Serve as the lead agency for Urban Search and Rescue (USAR) operations, including structural collapse response and confined space rescues.
- Conduct land-based search operations within Norfolk to locate, extricate, and provide medical care to individuals affected by storm impacts.

- Coordinate with Norfolk Emergency Management to deploy resources based on incoming 911 calls, field intelligence, and priority area mapping.
- Provide safety officers, logistics coordination, and rescue task force structure under the ICS framework.
- Collaborate with the Planning Section to track incident locations and document SAR outcomes.

Norfolk Police Department

- Support missing persons investigations and field intelligence gathering related to unaccounted-for individuals post-storm.
- Assist with door-to-door welfare checks in severely impacted neighborhoods.
- Provide security during SAR operations, especially in high-risk or flooded areas.
- Coordinate with EOC and GIS to overlay last-known locations or priority search areas.

Norfolk Sheriff's Office

- Support SAR efforts through manpower assistance, welfare checks, and transportation of displaced persons.
- Provide communications support to field teams if requested by the COML or ECC.

Norfolk Community Emergency Response Team (CERT)

- Support SAR operations by conducting neighborhood wellness checks under Norfolk Fire-Rescue supervision.
- Provide initial damage assessments, light rescue, and support to displaced individuals.
- Document and report findings through the EOC for coordination and resource allocation.

U.S. Coast Guard – Sector Virginia

- Lead maritime/coastal search and rescue missions.
- Support aerial or surface search efforts for vessels in distress within Norfolk's jurisdictional waters.
- Maintain close coordination with Norfolk Emergency Management and Fire-Rescue during joint coastal incidents.

Naval Station Norfolk

- Conduct SAR operations within Navy-controlled property and coordinate support through existing mutual aid agreements.
- Share base impact data, access needs, or sheltering support requests with Norfolk EOC.

Virginia Department of Emergency Management (VDEM)

- Coordinate mutual aid SAR resources across regions, including Task Force deployments if requested by Norfolk.
- Activate and deploy the Virginia Search and Rescue Coordination Center (VASARCO) if additional search assets are needed.
- Support requests for aerial or specialty search capabilities.

Virginia National Guard

- Deploy support personnel to assist in SAR operations during and after a state declaration. The request must be made in WebEOC.
- Assist with access to cut-off neighborhoods or delivery of life-saving supplies to isolated populations. The request must be made in WebEOC.

Civil Air Patrol

- Provide aerial reconnaissance to identify stranded individuals, blocked roadways, or areas of interest for ground SAR teams.
- Coordinate with Norfolk Emergency Management and the Planning Section to deliver imagery or GPS data for response planning.

FEMA Urban Search and Rescue (USAR)

- Deploy federal USAR teams upon request through VDEM and FEMA Region III.
- Provide advanced SAR capabilities including canine teams, technical rescue, structural assessments, and medical stabilization.
- Support operations in large-scale collapse events

Additional Considerations

- All SAR operations should be documented using ICS 214 Unit Logs and integrated into Situation Reports.
- Urban Search and Rescue teams must follow safety protocols when entering compromised structures or flooded zones.
- Evacuees located by SAR teams should be triaged and transported to shelters, hospitals, or family reunification points.
- EOC GIS and Public Safety should jointly maintain a live SAR dashboard with updates from the field and public tip lines.
- CERT teams should be trained annually on SAR integration and report protocols.
- All SAR responders should maintain awareness of power lines, gas leaks, structural instability, and contaminated floodwaters.
- Requesting federal USAR teams requires coordination through VDEM and documentation of need.

Primary Agency: Norfolk Fire-Rescue – Hazardous Materials Team

Support Agencies: Norfolk Public Utilities, Norfolk Public Works, Norfolk Emergency Management, U.S. Coast Guard – Sector Virginia, U.S. Environmental Protection Agency (EPA), Virginia Department of Environmental Quality (DEQ), Virginia Department of Emergency Management (VDEM)

KEY RESPONSIBILITIES

Norfolk Fire-Rescue – Hazardous Materials Team

- Serve as the lead agency for hazardous materials response operations, including identification, containment, and mitigation of chemical, biological, or radiological hazards.
- Monitor known hazardous materials sites for storm-related damage or breaches.
- Respond to reports of fuel, chemical, or unknown substance releases during or after storm impact.
- Coordinate decontamination procedures, protective measures, and responder safety.
- Provide technical guidance and risk assessments for impacted facilities or spill sites.

Norfolk Public Utilities

- Monitor wastewater and water treatment facilities for spills, overflows, or chemical leaks caused by storm damage or power loss.
- Report any hazardous discharge from treatment operations to DEQ and the Norfolk EOC.
- Support post-storm assessment of backflow systems and pump stations that may contribute to environmental contamination.

Norfolk Public Works

- Coordinate with Fire-Rescue and Utilities to address any visible surface contamination.
- Identify and report debris or containers suspected of containing hazardous substances.
- Support cleanup operations for minor fuel or chemical releases affecting roadways or public spaces.

Norfolk Emergency Management

- Maintain situational awareness of high-risk hazmat sites in affected areas
- Coordinate with DEQ, EPA, and Coast Guard to activate external support if the scope of contamination exceeds local capacity.
- Integrate hazmat incidents into the IAP and Situation Reports.

U.S. Coast Guard – Sector Virginia

- Monitor and respond to marine-based hazardous materials incidents, including vessel spills or port facility leaks.
- Establish and enforce safety zones if hazardous conditions affect navigable waterways.
- Coordinate with EPA and DEQ on marine pollutant response under the National Contingency Plan.

U.S. Environmental Protection Agency (EPA)

- Provide technical support and environmental hazard guidance upon request through VDEM or FEMA.
- Oversee cleanup operations if a major hazardous release exceeds local/state capacity.
- Coordinate sampling, testing, and disposal of contaminated materials if needed.

Virginia Department of Environmental Quality (DEQ)

- Provide oversight into regulated facilities impacted by storm events.
- Receive incident notifications from Norfolk and direct monitoring, sampling, or enforcement actions.
- Coordinate with EPA and local responders on environmental restoration and compliance.

Virginia Department of Emergency Management (VDEM)

- Facilitate requests for hazmat mutual aid teams or federal support through WebEOC.
- Activate the Virginia HAZMAT Officer or Regional Liaison to assist with technical planning and response.
- Assist in coordinating debris and contaminated material disposal.

Additional Considerations

- Hazmat incidents should be integrated into the ICS structure, with documentation using ICS 214s and inclusion in SITREPs.
- Flooded substations, tank farms, and utility facilities should be prioritized for inspection post-landfall.
- Any release of reportable quantities of hazardous substances must be communicated to DEQ and EPA as required by law.
- The Norfolk Hazmat Team should maintain updated facility preplans and Tier II information to support rapid site assessments.
- Public messaging on spills or environmental health risks (e.g. gas odors) should be coordinated through the JIC.

Primary Agency: Norfolk Parks and Recreation

Support Agencies: Norfolk Department of Public Health, Norfolk Emergency Management, Norfolk Community Emergency Response Team (CERT), Norfolk Department of General Services, Norfolk Public Libraries and Museums, Virginia Department of Agriculture and Consumer Services (VDACS), Virginia Department of Historic Resources, Virginia Cooperative Extension (VCE), U.S. Department of Agriculture (USDA)

KEY RESPONSIBILITIES

Norfolk Parks and Recreation

- Lead post-storm damage assessments and debris clearance for trees, limbs, and vegetation on public lands, rights-of-way, and in parks.
- Coordinate with Public Works and General Services on arborist services and removal of hazardous trees affecting roads, facilities, or shelters.
- Support emergency sheltering operations for household pets co-located with human shelter sites.
- Oversee city-owned green spaces and ensure they are safe for public use post-impact.

Norfolk Department of Public Health

- Support vector control operations for pests and insects, particularly mosquito control after flooding.
- Provide guidance to the JIC on pet health and safety messaging, including rabies exposure prevention, leash laws, and bite risk management.
- Coordinate with Parks and Recreation and Animal Control on sanitation in pet sheltering areas.

Norfolk Emergency Management

- Coordinate with CERT and partner agencies to ensure emergency pet sheltering and supplies are available.
- Maintain planning relationships with VDACS, VCE, and other state-level ESF 11 support agencies.
- Include cultural and natural resource considerations in recovery planning and damage assessments.

Norfolk CERT

- Support pet sheltering operations with setup, registration, feeding, and sanitation efforts.

- Assist with animal tracking and reunification in coordination with shelter managers and animal control officers.

Norfolk Department of General Services

- Provide logistical support for arborist equipment, chainsaw crews, and debris staging areas.
- Assist in structural protection and preservation of historic facilities and sites managed by the City of Norfolk.

Norfolk Public Libraries and Museums

- Monitor city-managed cultural facilities for damage.
- Coordinate with Emergency Management and General Services to protect historic artifacts and sensitive archival collections.
- Participate in long-term recovery coordination if cultural sites are impacted.

Virginia Department of Agriculture and Consumer Services (VDACS)

- Provide technical guidance and support for animal health and emergency pet sheltering.
- Coordinate animal disease surveillance or regulatory issues if needed post-storm.
- Support local pet sheltering efforts with planning tools and surge assets when requested.

Virginia Department of Historic Resources

- Provide technical support to assess and preserve historically registered properties or sites affected by the storm.
- Advise on recovery strategies for damaged landmarks and cemeteries.

Virginia Cooperative Extension (VCE)

- Assist with public education around mold, food safety, and backyard garden recovery.
- Serve as a local resource for community recovery related to environmental impacts of storm events.

U.S. Department of Agriculture (USDA)

- May provide technical or financial support for tree replanting or conservation restoration in applicable public spaces post-declaration.
- Coordinate with VDACS and local government for any eligible federal agriculture assistance, though impact is expected to be minimal in Norfolk.

Additional Considerations

- Pet sheltering plans should include intake, tracking, feeding, and reunification protocols; CERT must be integrated.
- Tree and debris clearance should be prioritized based on risk to life safety, accessibility, and facility operations.
- Any chemical, fertilizer, or hazardous material impacts at parks or community gardens should be assessed in coordination with Public Health and Fire-Rescue Hazmat.
- Cultural institutions should have Continuity of Operations Plans (COOP) in place to protect collections and documents.
- Vector control operations should begin immediately post-landfall in flood-prone areas and be closely coordinated with Public Health.

EMERGENCY SUPPORT FUNCTION 12: ENERGY

Primary Agency: Norfolk Department of General Services

Support Agencies: Norfolk Department of Public Utilities, Norfolk Department of Information Technology, Norfolk Emergency Management, Norfolk Fire-Rescue, Dominion Energy, Virginia Natural Gas, Virginia State Corporation Commission (SCC), Virginia Department of Emergency Management (VDEM), U.S. Department of Energy (DOE)

KEY RESPONSIBILITIES

Norfolk Department of General Services

- Serve as the primary liaison for monitoring municipal energy infrastructure, including generators, fuel reserves, and fleet support.
- Track the operational status of backup generators at critical facilities (EOC, shelters, pump stations, emergency services).
- Coordinate fuel deliveries and distribution to public safety, debris clearance, and sheltering operations during and after the storm.
- Assist departments with emergency procurement of generators, fuel, or energy services when needed.

Norfolk Department of Public Utilities

- Monitor pump station operations and coordinate generator deployment for wastewater and stormwater systems.
- Report utility-related damage that affects power-dependent water or sewer infrastructure.
- Prioritize restoration requests in coordination with Emergency Management and Dominion Energy.

Norfolk Department of Information Technology

- Monitor energy availability and redundancy for critical communications systems and data infrastructure.
- Coordinate generator support or battery backup for IT-dependent systems at the EOC and key government sites.
- Assist in power restoration prioritization for digital infrastructure impacting response operations.

Norfolk Emergency Management

- Maintain situational awareness of citywide energy outages, power restoration priorities, and coordination with Dominion Energy and VDEM.
- Track unmet energy needs via STORM and relay resource requests to the State EOC if necessary.
- Coordinate with the COML and Planning Section to ensure power-dependent systems remain functional.
- Prioritize energy restoration for shelters, medical facilities, and critical infrastructure.

Norfolk Fire-Rescue

- Support post-storm assessments of downed power lines or damaged substations that pose a fire or safety risk.
- Respond to electrical hazards and coordinate scene safety with Dominion Energy and Virginia Natural Gas.
- Participate in damage assessments impacting public safety infrastructure.

Dominion Energy

- Serve as the primary electricity provider and lead restoration entity for all service areas within Norfolk.
- Provide regular updates to the Norfolk EOC regarding outage areas, restoration timelines, and critical facility prioritization.
- Coordinate closely with Public Works, General Services, and Emergency Management to identify and assess impacted areas.

Virginia Natural Gas

- Monitor gas distribution system integrity and report outages, leaks, or system vulnerabilities to Norfolk EOC.
- Coordinate with Public Safety on any incidents involving gas leaks or infrastructure damage.

- Support restoration operations and provide technical guidance on system safety and reactivation.

Virginia State Corporation Commission (SCC)

- Oversee the regulatory framework for utility services, including rate suspension, service waivers, and customer protections post-disaster.
- Monitor restoration performance and coordinate with the State EOC on critical energy issues affecting the public.

Virginia Department of Emergency Management (VDEM)

- Coordinate requests for additional fuel, generators, or energy assistance when local resources are exhausted.
- Maintain contact with utility providers statewide and support priority restoration for government, healthcare, and emergency infrastructure.
- Provide fuel tracking templates and support emergency contracts for generator deployment.

U.S. Department of Energy (DOE)

- Monitor regional energy infrastructure impacts and coordinate federal technical support.
- Support requests for temporary energy waivers or bulk power delivery under a Stafford Act declaration.
- Activate Emergency Support Function 12 at the federal level for long-term recovery if warranted.

Additional Considerations

- The city must track fuel consumption for generator sites to ensure adequate resupply during extended outages.
- Dominion Energy should provide GIS-based outage mapping to the Planning Section for integration into iVIEW.
- Generator inspection and testing must be completed before hurricane season for all essential sites.
- Restoration prioritization should include shelters, hospitals, pump stations, 911 dispatch, and the EOC.
- Coordination between General Services, VDEM, and FEMA is essential for generator reimbursement under Public Assistance.
- Norfolk should maintain a vendor list for generator rentals, fuel deliveries, and emergency repairs.

Primary Agency: Norfolk Police Department

Support Agencies: Norfolk Sheriff's Office, Norfolk Fire-Rescue, Norfolk Emergency Management, Norfolk Public Works, Norfolk Department of General Services, Virginia State Police, Virginia National Guard, Naval Station Norfolk Base Police, Virginia Port Authority Police, Norfolk Airport Authority Police, Old Dominion University Police, Norfolk State University Police, U.S. Coast Guard – Sector Virginia

KEY RESPONSIBILITIES

Norfolk Police Department

- Serve as the lead agency for law enforcement operations
- Provide security at shelters, critical infrastructure sites, and transportation hubs.
- Maintain access control around high-risk or restricted areas.
- Conduct high-visibility patrols to deter looting and support community safety.
- Coordinate with the EOC for deployment of personnel based on emerging threats and situational needs.

Norfolk Sheriff's Office

- Provide perimeter and shelter security support in coordination with Norfolk Police.
- Support detainee management operations and transport during facility disruptions.
- Augment law enforcement presence in impacted areas post-storm.

Norfolk Fire-Rescue

- Support scene safety during SAR, hazmat, or fire-related responses that require law enforcement coordination.
- Assist with perimeter control at downed infrastructure or areas deemed unsafe for public access.

Norfolk Emergency Management

- Coordinate all public safety operations through the EOC to ensure consistent communication and alignment with overall incident objectives.
- Provide situational awareness to law enforcement partners through STORM and ICS reporting.
- Facilitate mutual aid requests for public safety resources through VDEM.

Norfolk Public Works & General Services

- Support law enforcement operations by clearing access routes and providing fuel, barricades, signage, and logistical support.
- Assist with facility security needs at city buildings, public safety sites, and designated shelters.

Virginia State Police

- Assist Norfolk Police in traffic control, highway access, and enforcement on major evacuation routes.
- Support security missions for infrastructure, fuel convoys, or critical personnel movement.
- Coordinate with the Norfolk EOC and VDEM for regional law enforcement resource allocation.

Virginia National Guard

- Deploy security teams to support traffic control, security patrols, and infrastructure protection under a Governor's Declaration.
- Augment city law enforcement if widespread disruptions or civil unrest occurs
- Coordinate directly with the Norfolk EOC through the assigned Liaison Officer.

Naval Station Norfolk Base Police

- Secure Navy-controlled infrastructure and coordinate with city officials on access or mutual support needs.
- Monitor waterfront facilities and military port security throughout the storm event.

Virginia Port Authority Police

- Provide law enforcement services at port terminals and surrounding maritime facilities.
- Support port closure enforcement and access control measures during Port Condition escalations.
- Coordinate with the U.S. Coast Guard and Norfolk Police on joint patrol or enforcement operations.

Norfolk Airport Authority Police

- Maintain security at Norfolk International Airport before, during, and after storm events.
- Support passenger screening, restricted access enforcement, and coordination with TSA and airlines.
- Assist in transition to emergency sheltering or flight diversion operations if needed.

Old Dominion University Police & Norfolk State University Police

- Monitor and protect campus properties, residence halls, and students.

- Coordinate with Norfolk Police on emergency sheltering or evacuations for on-campus populations.
- Support community awareness, campus lockdowns, or reunification if necessary.

U.S. Coast Guard – Sector Virginia

- Maintain maritime security and enforce restricted access zones in coordination with the Captain of the Port.
- Monitor potential threats to bridges, tunnels, and waterfront assets under federal jurisdiction.
- Support port security, inspections, and law enforcement missions in coordination with local partners.

Additional Considerations

- Security support must be coordinated across multiple jurisdictions, including universities, federal partners, and regional law enforcement.
- Law enforcement officers assigned to shelters must be briefed on shelter rules, civil rights protections, and coordination with shelter managers.
- Curfews, checkpoints, and restricted zone access must be communicated clearly through the JIC.
- Interoperable communications (e.g., 800 MHz radios, FirstNet) must be issued to mutual aid law enforcement teams and tracked through the COML.
- Incident Action Plans should include security assignments, staging locations, and shift rotation for all law enforcement personnel.
- Post-storm priorities should include scene securing, anti-looting patrols, business district presence, and support to debris removal crews.
- Expect a high number of people to come to the area to see the damage. Consider checkpoints to limit the number of people in the affected areas.
- Expect a large number of contractors to try and enter the affected areas.

EMERGENCY SUPPORT FUNCTION 14: CROSS-SECTOR BUSINESS AND INFRASTRUCTURE

Primary Agency: Norfolk Economic Development

Support Agencies: Norfolk Emergency Management, Norfolk Department of General Services, Norfolk Department of Finance, Norfolk Public Utilities, Norfolk Information Technology, Norfolk Public Works, Dominion Energy, Downtown Norfolk Council, Hampton Roads Chamber of Commerce, Hampton Roads Transit (HRT), VisitNorfolk, Virginia Department of Emergency Management (VDEM), Virginia National Guard, FEMA

Norfolk Economic Development

- Lead the coordination of business continuity and economic recovery efforts following storm impact.
- Serve as the primary liaison to Norfolk businesses for damage assessments, recovery resources, and technical assistance.
- Conduct business outreach via email, phone, and field visits to assess damages and identify resource needs.
- Coordinate with Emergency Management and Planning to prioritize restoration of critical commercial corridors.
- Support identification of interim spaces or temporary infrastructure for displaced businesses.

Norfolk Emergency Management

- Maintain coordination with Economic Development through the EOC to ensure alignment of re-entry priorities, business access needs, and logistics support.
- Support resource requests for commercial reentry, including signage, barricades, or law enforcement access.
- Share disaster declarations and Small Business Administration (SBA) updates with Norfolk Economic Development for business dissemination.

Norfolk Department of General Services

- Assist in providing temporary infrastructure, power access, or facilities support for businesses if applicable.
- Help with staging locations for mobile units or business recovery centers.
- Support logistics for generator deployments and other short-term continuity assets.

Norfolk Department of Finance

- Track disaster-related economic impacts and coordinate potential financial relief or recovery programs.
- Assist with grant documentation, recovery finance strategies, and state/federal reimbursement efforts.
- Support procurement and vendor access for emergency business-related expenditures.

Norfolk Public Utilities

- Prioritize restoration of water, sewer, and stormwater services to commercial zones based on input from Economic Development.

- Communicate service status and estimated restoration timelines to business owners through coordinated messaging with Economic Development.

Norfolk Information Technology

- Support business continuity by ensuring public-facing digital services remain functional (e.g., Norfolk.gov business portal).
- Provide virtual coordination capabilities for Economic Development to host outreach briefings and technical support.

Norfolk Public Works

- Prioritize debris removal and street clearance in business districts and commercial hubs.
- Support restoration of signage, traffic signals, and access routes to enable safe re-entry for business operations.
- Assist in reopening roads near impacted commercial centers and damaged infrastructure.

Dominion Energy

- Coordinate with Norfolk Economic Development to identify priority business zones for power restoration.
- Provide updates to the EOC and Economic Development regarding estimated restoration timelines and critical load facilities.

Downtown Norfolk Council & Hampton Roads Chamber of Commerce

- Act as conduits for business community input and feedback to the city.
- Assist in distributing updates, surveys, and available resources to members.
- Support Economic Development in identifying unmet needs and facilitating business recovery efforts.

Hampton Roads Transit (HRT)

- Provide modified service routes to support employee reentry and business operations in critical areas.
- Coordinate with the city on transportation restoration to business and industrial corridors.

VisitNorfolk

- Coordinate with tourism stakeholders to track impacts to hotels, attractions, and convention centers.
- Support outreach to the hospitality sector to assess losses and disseminate recovery support materials.
- Provide status updates to Economic Development and the JIC for public messaging.

Virginia Department of Emergency Management (VDEM)

- Support business recovery planning and grant coordination through the Virginia Business Emergency Supply Chain Network.
- Facilitate access to state resources and programs supporting economic recovery and resilience.
- Assist with submission of SBA disaster declaration requests in coordination with FEMA and Economic Development.

Virginia National Guard

- Provide infrastructure protection or escort services if needed to secure commercial areas.
- Support debris operations in business zones at the direction of the City and VDEM.

FEMA

- Provide recovery assistance through the Public Assistance (PA) program and coordinate SBA Business Disaster Loan programs.
- Assist with long-term recovery planning and support the establishment of Disaster Recovery Centers (DRCs).
- Coordinate with Economic Development on Community Development Block Grant – Disaster Recovery (CDBG-DR) options if available.

Additional Considerations

- Business re-entry must be coordinated with public safety to ensure areas are structurally safe and free of immediate hazards.
- The EOC should maintain a Business Impact Dashboard or shared platform where reported impacts and service restoration statuses are tracked.
- SBA and FEMA resources should be communicated to businesses via newsletters, public briefings, and website updates coordinated through the JIC.
- Economic Development should partner with Planning and Building Codes to streamline post-disaster permitting and inspections.
- Short-term recovery priorities should include small businesses in affected areas, food vendors, and essential supply retailers.
- Consider activation of business recovery task forces or focus groups in collaboration with the Chamber and Downtown Norfolk Council.

Primary Agency: Norfolk Department of Communications and Marketing

Support Agencies: Norfolk Emergency Management, Norfolk Cares Call Center, Department Public Information Officers (PIOs), Norfolk Information Technology, Norfolk Public Safety Departments (Fire, Police, Sheriff), Virginia Department of Emergency Management (VDEM), FEMA, Local and Regional Media Outlets, Community and Faith-Based Organizations

KEY RESPONSIBILITIES

Norfolk Department of Communications and Marketing

- Serve as the lead agency for all external communications and public information.
- Activate and manage the Joint Information Center (JIC) when the Emergency Operations Center is activated.
- Draft, coordinate, and release citywide emergency messaging through social media, Norfolk.gov, press releases, and media briefings.
- Work with Emergency Management and the EOC Planning Section to ensure public messaging aligns with operational updates and priorities.
- Monitor media, social media, and community feedback to detect and correct misinformation or rumors.
- Coordinate the creation and dissemination of multilingual materials and accessible communications for all populations.

Norfolk Emergency Management

- Provide accurate operational updates and incident action plans to Communications and Marketing for message development.
- Activate and issue alerts using Norfolk Alert, Wireless Emergency Alerts (WEA), and Emergency Alert System (EAS) when appropriate.
- Collaborate with Communications and Marketing to schedule press briefings, community updates, and leadership messaging.
- Maintain situational awareness dashboards and mapping tools (iVIEW, STORM) for public and media-facing platforms.

Norfolk Cares Call Center

- Serve as the public's first point of contact for non-emergency storm-related questions and concerns.
- Provide consistent messaging aligned with the JIC and assist in rumor identification through high-frequency call trends.

- Support communications surge operations, including answering questions about shelters, closures, and city services.
- Relay common questions and concerns back to the JIC for inclusion in FAQs, messaging updates, or press briefings.

Department Public Information Officers (PIOs)

- Coordinate with the JIC to ensure department-specific messaging is consistent with citywide communication.
- Support media interviews, social media updates, and internal department briefings as assigned.
- Participate in daily JIC coordination calls or briefings and ensure approval chains for outbound messaging.

Norfolk Information Technology

- Maintain functionality of Norfolk.gov and other digital platforms supporting public information access.
- Ensure reliability of virtual coordination tools (e.g., JIC Teams Channels, STORM document access, EOC briefings).
- Support livestreaming, recording, and digital distribution of press conferences and city updates.

Norfolk Public Safety Departments (Fire, Police, Sheriff)

- Provide real-time public safety updates and participate in press briefings or social media coordination as necessary.
- Assist Communications and Marketing with timely field updates, public warnings, or threat messaging.

Virginia Department of Emergency Management (VDEM)

- Coordinate public information across jurisdictions and provide template messaging or media guidance as needed.
- Amplify Norfolk's messaging through the Ready Virginia platform and State Joint Information System (SJIS).
- Support risk communication for regional hazards and public assistance program awareness.

FEMA

- Coordinate federal messaging and ensure alignment with state and local public information efforts.
- Assist with translation, accessibility, and public education materials post-declaration.
- Support media coordination and response to national-level inquiries affecting Norfolk operations.

Local and Regional Media Outlets

- Serve as key distribution channels for urgent public information.
- Partner with the JIC to distribute accurate and timely updates, press releases, and interviews.
- Provide two-way communication by relaying public feedback and misinformation reports to the city.

Community and Faith-Based Organizations

- Assist in amplifying accurate city messaging to vulnerable or hard-to-reach populations.
- Support the distribution of flyers, alerts, and translated materials in neighborhoods and congregations.
- Serve as trusted messengers for public health and safety information before and after the storm.

Additional Considerations

- A media briefing schedule should be established and announced early in the event.
- The JIC should maintain an internal message approval workflow, rumor tracking log, and FAQ repository.
- Messaging should be accessible in multiple formats: visual, audio, and plain language.
- Messaging may need to be disseminated in different formats, due to extensive power outages. Consider flyers, QR codes, magnets and signs in affected areas.
- All public messaging must be archived for potential documentation and after-action reporting.
- FEMA and VDEM public information officers should be integrated into the JIC if a federal or state declaration is issued.
- Communications should reflect both operational updates (e.g., shelter openings) and public reassurance, including positive stories and community resilience.
- Internal communications (e.g., ALLNORFOLK) should be coordinated in parallel to ensure employee awareness.

SUPPORTING PLANS AND POLICIES

- Hampton Roads Mass Casualty Incident Response Guide
- Norfolk Police Department Critical Incident Response Plan
- Office of the Chief Medical Examiner Fatality Plan (Part 14-D-2).
- Suffolk Tornado '08 After Action Report / Improvement Plan
- Virginia Department of Health Hazardous Weather Response Plan (12/16/18)
- 2018 and 2023 Commonwealth of Virginia Hazard Mitigation Plans
- 2022 Hampton Roads Hazard Mitigation Plan

AUTHORITIES

- Code of Virginia §44-146.18: Department of Emergency Services continued as Department of Emergency Management; administration and operational control; coordinator and other personnel; powers and duties.
- Code of Virginia §23-9.2.9: Institutional crisis and emergency management plan; review required; annual functional exercise required.
- Code of Virginia § 32.1-116.1: Prehospital patient care reporting procedure; trauma registry; confidentiality.
- Code of Virginia §32.1-283A: Investigation of deaths; obtaining consent to the removal of organs, etc.; fees.
- Code of Virginia § 32.1-277 to 32.1-288.

RESOURCES

- FEMA: Prepare Your Organization For A Tornado – Playbook.
    - https://templator-admin.azurewebsites.net/Uploads/documents/25/Prepare%20Your%20Organization%20for%20a%20Tornado.pdf
- Ready.gov: Tornadoes: https://www.ready.gov/tornadoes
- National Weather Service Tornado Safety: https://www.weather.gov/safety/tornado
- Sesame Street: Here for Each Other – Family Guide for Tornadoes https://sesameworkshop.org/wp-content/uploads/2023/02/SupportAfterEmergency_Printable_Tornado_FamilyGuide.pdf
- Storm Prediction Center: https://www.spc.noaa.gov/

ACRONYMS

- EAS- Emergency Alert System
- EF- Enhanced Fujita
- EOC- Emergency Operations Center
- ESF- Emergency Support Functions
- IC- Incident Command
- ICS- Incident Command Structure
- JIC – Joint Information Center
- NIMS- National Incident Management System
- NOAA - National Oceanic and Atmospheric Administration
- NWS – National Weather Service
- SPC - Storm Prediction Center
- VDEM - Virginia Department of Emergency Management
- VEST - Virginia Emergency Support Team
- WEA - Wireless Emergency Alerts

STATUS	ESF	ACTIONS
TORNADO WATCH	5	Monitor National Weather Service products
	15	Messaging – Register for Norfolk Alert; Reminder, Norfolk does NOT use tornado sirens
	15	Messaging – Tornado Safety Tips & where to go when a tornado threatens
TORNADO WARNING	5	NWS issues WEA alert - Automated Norfolk Alert message sent to subscribers
	15	Messaging – Where to go when a tornado
TORNADO TOUCHDOWN		
0 TO 12 HRS **IMMEDIATE RESPONSE**	ALL	Conduct initial damage assessments of offices/facilities and critical infrastructure
	2	Answer storm-related calls and dispatch emergency response
	3	Conduct initial damage assessments of impact areas
	4/9	Norfolk Fire-Rescue to conduct search and rescue, medical response
	4/5/13	Request public safety drone support for initial damage assessment.
	5	Consider the need for a Local Emergency Declaration
	5	If the Situation warrants, activate EOC and JIC (physical or virtual)
	5	Schedule EOC Briefing for Team Norfolk; include incident contacts, cost-tracking expectations, shelter duty, Situation Report, and HSIN expectations.

	5	Determine the need to establish a Disaster Recovery Center for FEMA and teams
	6	American Red Cross / VOAD to assist in a disaster recovery center.
	7	Identify resource staging area; request VANG Staging Base Package if necessary.
	7	Consider commodity Point(s) of Distribution (POD); request VANG Distribution Package
	8	Provide emPOWER information to Norfolk EOC GIS
	8	Consider the need for Hampton Roads Metropolitan Medical Response Teams; request if appropriate.
	8	Coordinate family assistance for impacted areas.
	9	Send alert to CERT Teams; CERT to assist with search and rescue and other tasks as assigned
	13	Norfolk Police to assist with search and rescue operations
	13	Secure the impacted area.
	15	Prepare for possible press conferences (with/ sign language interpreter and online streaming)
	15	Messaging – Stay out of affected areas, initial emergency response notification
	15	Coordinate JIC messaging to the community through the web, social media, Norfolk Alert, Norfolk Cares Call Center, and 2-1-1 Virginia. Establish an emergency page on Norfolk.gov.
TRANSITION TO SHORT-TERM / INTERMEDIATE RECOVERY Refer to Short-Term / Intermediate Recovery Plan		
+12 HRS	1	Provide traffic control by closing roads as needed

RECOVERY	2	Answer storm-related inquiries from citizens. Create a log of the most common questions.
	3	Clear roadways of debris
RECOVERY **+12 HRS** **RECOVERY**	5	Initiate collaboration with neighboring localities, VDEM, NWS, VEST
	5	CERT members to conduct damage assessments, check on vulnerable residents, and provide SITREP to EOC.
	6	If not already, have a standby shelter strategy in place in case of an extensive power outage.
	7	Establish communications with VB and Chesapeake Logistics teams.
	15	Continue emergency response messaging through JIC coordination, schedule and conduct a press conference if necessary
	15	Message – <u>Be aware of unlicensed contractors or scams</u>
	Intermediate Recovery (NRDF, p. 10) – (short-term recovery = up to 6 months) **Long-Term Recovery Phase (NRDF, p. 10-11) (longer than 6 months)**	