

# **TEAM NORFOLK**

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## **Emergency Operations & Resiliency Framework**

**Hazard-Specific Annex**

**Winter Storm**

**July 2025**

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## PURPOSE AND SCOPE

This Hazard-Specific Annex establishes the framework for the City of Norfolk and its partners to prepare for, respond to, and recover from winter weather incidents. It outlines a coordinated, multi-agency approach that ensures a timely and effective response to snowstorms, ice events, extreme cold, and related hazards. The plan is designed to meet all applicable legal requirements under state and local emergency management statutes, while promoting unity of effort, continuity of operations, and protection of life, property, and critical infrastructure across the community.

## SITUATION

The City of Norfolk is susceptible to a range of winter weather hazards that can disrupt essential services, compromise public safety, and impact vulnerable populations. While severe winter storms are less frequent than in more northern regions, Norfolk has experienced events with significant snowfall, ice accumulation, and dangerously low temperatures. These hazards can lead to hazardous travel conditions, prolonged power outages, infrastructure strain, and increased demand on emergency services and shelter systems. Understanding the nature of these threats, their historical occurrence, and the city's vulnerability is critical to effective preparedness and response planning.

## BACKGROUND

Winter storms in the City of Norfolk can range from short-duration snowfalls to prolonged events that include blizzards, ice storms, and extreme cold. These hazards pose serious threats to public safety, infrastructure, and continuity of services. According to the 2022 Southside Hampton Roads Hazard Mitigation Plan, winter weather in the region typically involves snow, sleet, freezing rain, or mixed precipitation, often accompanied by dangerously low temperatures and high winds that impair visibility and mobility.

## TYPES OF HAZARDS

- **Snow:** Impacts transportation, utilities, and emergency response.
- **Sleet:** Although it bounces on impact and doesn't adhere to surfaces, sleet can accumulate and become hazardous for driving and walking.
- **Freezing Rain:** Creates dangerous layers of ice on roads, power lines, and trees; even minor accumulations can cause outages and property damage.
- **Ice Storms:** Significant accumulations from freezing rain can cripple power infrastructure and immobilize communities.

- **Extreme Cold/Freeze:** While rare, Norfolk has experienced sub-zero temperatures, including a record low of -3°F in 1985. Freezing conditions can damage infrastructure and threaten vulnerable populations.

## CLIMATOLOGICAL HISTORY AND RISK

To better understand Norfolk's vulnerability to winter weather, it is essential to review historical snowfall data recorded by the National Weather Service. The chart below, sourced from the NWS Wakefield (AKQ) Office, summarizes the top snowfall events on record at Norfolk International Airport (ORF). These events illustrate that while Norfolk typically experiences modest winter precipitation, significant snowstorms have occurred and must be planned for accordingly.

**Figure 1: Top Snowfall Events in Norfolk, VA**

Source: [https://www.weather.gov/media/akq/climateRECORDS/ORF\\_SNOW.pdf](https://www.weather.gov/media/akq/climateRECORDS/ORF_SNOW.pdf)

Last Update: Feb 2025      * This Product will be updated on a Monthly to Annual Basis      *Also in Earlier Years																
Top 10 LIST    Norfolk, VA SNOW Data																
Period of Record: 1890/91- Present      Averages/Medians: based on 1991-2020																
Rank	Seasonal		OCT		NOV		DEC		JAN		FEB		MAR		APR	
	Most Snow		Most Snow		Most Snow		Most Snow		Most Snow		Most Snow		Most Snow		Most Snow	
	Season	Amt (in.)	Year	Amt (in.)	Year	Amt (in.)	Year	Amt (in.)	Year	Amt (in.)	Year	Amt (in.)	Year	Amt (in.)	Year	Amt (in.)
1	1979-80	41.9	***	***	1891	6.7	1892	18.6	1966	14.2	1989	24.4	1914	14.0	1940	1.3
2	1935-36	37.7			1950	0.6	2010	17.8	1955	13.8	1980	18.9	1980	13.7	1964	1.2
3	1892-93	33.3			1912	0.5	1935	16.2	1893	13.7	1948	14.9	1912	12.1	1989	0.5
4	1947-48	25.4			1938	0.4	1958	14.7	2018	13.1	1899	14.4	1927	11.0	2007	0.1
5	1988-89	24.9			1905	0.4	1917	13.9	1940	12.7	1936	13.2	1934	10.8	(several)	T
6	1917-18	24.0			1987	0.3	1896	11.0	1962	11.9	1979	12.7	1947	9.5		
7	1939-40	22.9			1924	0.3	1942	7.7	2014	11.5	2015	11.5	1960	7.9		
8	2010-11	21.8			1893	0.2	1904	6.5	2022	11.2	2025	11.1	1974	7.5		
9	1913-14	21.7			1947	0.1	2004	5.5	1965	10.6	1996	11.0	1926	6.9		
10	1911-12	21.3			*1926	0.1	1962	4.5	1939	9.4	1895	10.8	1910	6.0		
AVG	6.2"		0.0"		0.0"		1.1"		3.2"		1.5"		0.4"		0.0	
Med	3.0"		0.0"		0.0"		T		0.5"		0.2"		T		0.0"	

Winter storms in Norfolk are sometimes part of larger regional events that impact multiple jurisdictions across the Hampton Roads area. The graphic below presents Norfolk's all-time record snowfall events by storm total, compiled from National Weather Service data. These events represent the highest cumulative snowfall totals recorded during major winter storms, underscoring the city's potential exposure to high-impact, multi-day snow events.

**Figure 2: All-Time Snowfall Events in Norfolk, VA**

Source: [https://www.weather.gov/media/akq/climateRECORDS/AKQ\\_Snow\\_Events.pdf](https://www.weather.gov/media/akq/climateRECORDS/AKQ_Snow_Events.pdf)

Last Update: Jan 2019		*This product will be updated on a seasonal basis	
All Time Record Snowfall "Events"			
Rank		Norfolk, VA	
		Event Total (in.) / Date(s)	
1		18.6	Dec 27-28, 1892
2		15.4	Feb 17-19, 1989
3		14.2	Dec 25-26, 2010
4		13.7	Mar 1-2, 1980
5		13.5	Feb 11-13, 1899
6		12.4	Feb 6-7, 1980
7		12.4	Feb 9-10, 1948
8		11.4	Dec 11-12, 1958
9		11.0	Dec 2-3, 1896
10		11.0	Mar 2, 1927
11		11.0	Feb 6-7, 1936
12		10.3	Jan 3-4, 2018
13		9.8	Jan 19, 1893
14	9.4	Jan 26-27, 1966	
15	9.1	Jan 8-9, 1973	

In addition to multi-day storms, single-day snowfall events can have immediate and severe effects on transportation, emergency services, and utilities. The following graphic highlights the top daily snowfall records observed at Norfolk International Airport. These one-day totals demonstrate how even brief but intense winter events can produce hazardous conditions and overwhelm city response capabilities.

**Figure 3:** All-Time Daily Snowfall Totals in Norfolk, VA

Source: [https://www.weather.gov/media/akq/climateRECORDS/AKQ\\_Snow\\_Events.pdf](https://www.weather.gov/media/akq/climateRECORDS/AKQ_Snow_Events.pdf)

All Time Record "Daily" Snowfalls			
Rank	Norfolk, VA		
	Daily Total (in.) / Date		
1	17.5	Dec 27, 1892	
2	13.6	Feb 18, 1989	
3	13.4	Dec 26, 2010	
4	11.8	Feb 6, 1980	
5	11.0	Feb 7, 1936	
6	11.0	Mar 2, 1927	
7	10.4	Dec 11, 1958	
8	9.8	Jan 19, 1893	
9	9.0	Jan 8, 1973	
10	8.8	Jan 16, 1939	
11	8.7	Feb 10, 1948	
12	8.6	Feb 24, 1989	
13	8.1	Mar 1, 1980	
14	8.0	Dec 2, 1896	
15	7.9	Feb 12, 1899	

While Norfolk’s average annual snowfall is relatively modest, historical records show the city is still vulnerable to severe winter weather events. The data below provides additional context around snowfall frequency, seasonal trends, and high-impact outliers, reinforcing the city’s need for winter weather preparedness and response planning.

- Annual Probability: Norfolk has an 89.8% annual probability of receiving measurable snowfall S
- Single-Day Record: The city's record single-day snowfall is 14 inches, with a 90th percentile threshold of 12 inches, meaning that 90% of all one-day snowfall events have been 12 inches or less.
- Three-Day Record: The largest three-day snowfall total recorded in Norfolk is 15 inches.
- Monthly Averages:
  - January is typically the snowiest month, averaging 2.7 inches of snowfall.
  - The seasonal average snowfall in Norfolk is 7.1 inches, although extreme seasons have far exceeded this, such as the 41.9 inches recorded in the winter of 1979–1980.

#### Top 10 Historical Snowfall Events:

1	18.6" December 27–28, 1892	6	13.0" February 15–17, 1987
2	15.4" February 17–19, 1989	7	12.6" February 11, 1983
3	13.7" January 12, 1980	8	12.4" January 29, 1922
4	13.5" December 25–26, 2010	9	12.3" February 10–11, 1960
5	13.4" February 18–19, 2015	10	11.8" March 1–2, 1980

#### Trends and Variability:

- Seasonal snowfall totals in Norfolk show high variability, with several winters surpassing 30 inches of accumulation (e.g., 1935–1936, 1892–1893).
- Long-term trends indicate generally mild winters punctuated by occasional high-impact outlier events, underscoring the importance of proactive winter weather planning.

#### RECENT AND NOTABLE IMPACTS

- Since 1993, Southside Hampton Roads has experienced 28 significant winter storm events, including ice storms and extreme cold.
- These events caused over \$20 million in property damages.
- Presidential disaster declarations were issued for major winter storms in 1996 and 2000.

#### VULNERABILITY AND EXPOSURE



- All building stock, infrastructure, and critical facilities in Norfolk are vulnerable to winter weather, particularly due to:
  - Power outages from downed power lines.
  - Transportation impacts affecting emergency response and supply chains.
  - Increased demand on public health and shelter systems for vulnerable populations.
  - Economic disruption due to business closures and infrastructure delays.

## CLIMATE INFLUENCES: EL NIÑO VS. LA NIÑA

Large-scale climate patterns like El Niño and La Niña significantly influence winter weather across the eastern United States, including the Hampton Roads region. While these phenomena are not direct predictors of snowfall, they help shape the broader atmospheric conditions that can influence the frequency and intensity of storms.

- El Niño (warmer Pacific waters) tends to shift the jet stream south, often resulting in cooler and wetter winters for the Mid-Atlantic, including increased chances of Nor'easters and coastal storms that can bring snow or ice to Norfolk.
- La Niña (cooler Pacific waters) tends to push the storm track farther north, bringing warmer and drier winters to the Mid-Atlantic and southeastern U.S. Norfolk typically sees fewer winter storms during La Niña years.

Understanding these patterns allows emergency managers to anticipate general seasonal trends and adjust winter preparedness strategies accordingly, especially during strong or prolonged El Niño/La Niña phases.

## TERMS, DEFINITIONS, AND RECOMMENDED ACTIONS

Understanding key terminology used by the National Weather Service (NWS) and emergency management agencies is essential for consistent communication and effective decision-making during winter weather events. This section defines commonly used winter storm terms and outlines recommended preparedness, response, and recovery actions based on best practices and federal guidance. Together, these definitions and actions provide a foundation for coordinated operations and informed public messaging throughout the winter season.

TERM	DEFINITION
<b>Winter Storm Warning</b>	Issued by the NWS when a combination of hazardous winter weather—such as snow, sleet, or freezing rain—is occurring or imminent. Usually issued 12–36 hours in advance.
<b>Winter Weather Advisory</b>	Issued when winter conditions are expected to cause significant inconveniences that may be hazardous but are not expected to meet warning criteria.

<b>Winter Storm Watch</b>	Indicates that severe winter weather is possible in the near future (typically within 48 hours). Public and partners should prepare for potential impacts.
<b>Blizzard Warning</b>	Issued when sustained winds or frequent gusts $\geq 35$ mph and considerable falling or blowing snow reduce visibility to $< 1/4$ mile for at least 3 hours.
<b>Freezing Rain</b>	Rain that falls and freezes on contact with surfaces, forming a coating of ice. Can lead to power outages, tree damage, and dangerous travel conditions.
<b>Sleet</b>	Frozen raindrops (ice pellets) that bounce on impact and can accumulate like snow, often making roads very slippery.
<b>Black Ice</b>	A thin, nearly invisible layer of ice on road surfaces, often forming overnight and early morning. Extremely hazardous for motorists and pedestrians.
<b>Wind Chill</b>	A measure of how cold it feels when wind is factored in with the actual air temperature. Can rapidly increase the risk of frostbite and hypothermia.
<b>Extreme Cold Warning</b>	NWS product indicating dangerously low temperatures, usually $\leq 0^{\circ}\text{F}$ with wind chill, that could pose life-threatening conditions without adequate shelter.

## RECOMMENDED ACTIONS

The following are preparedness and response actions recommended for City departments, partner agencies, and the public based on National Weather Service guidance and emergency management best practices:

### Before the Storm (Preparedness)

- Monitor forecasts regularly via NWS Wakefield, NOAA Weather Radio, and official city channels.
- Pre-treat roads and bridges when freezing precipitation is forecasted.
- Ensure critical infrastructure readiness, including backup power for shelters, water facilities, and traffic systems.
- Public messaging should include tips on driving, space heater safety, and emergency kit prep.
- Coordinate with Norfolk Public Schools and city agencies regarding closures, virtual transitions, or modified operations.

### During the Storm (Response)

- Activate EOC and situational reporting as needed depending on storm severity and impact.
- Deploy plow and treatment crews according to priority routes.

- Support vulnerable populations, especially individuals experiencing homelessness, the elderly, and medically fragile residents (e.g., expand warming centers).
- Communicate with the public via social media, Alert Center, and local media about conditions, closures, and assistance resources.
- Limit travel and discourage unnecessary movement to reduce risk and allow for emergency access.

### **After the Storm (Recovery)**

- Conduct damage assessments, especially for public infrastructure and utilities.
- Debrief city departments and partners to identify strengths and gaps.
- Coordinate debris and snow removal from priority areas including hospitals, public transit hubs, and emergency routes.
- Document costs for potential FEMA reimbursement, especially if a federal disaster is declared.

## **RISK AND ASSUMPTIONS**

Effective planning for winter storms requires an understanding of the specific risks faced by the City of Norfolk, as well as a set of reasonable planning assumptions to guide preparedness, response, and recovery activities. This section outlines the known hazards and vulnerabilities associated with winter weather and provides assumptions that shape the foundation of this plan.

### **RISK**

The City of Norfolk is exposed to a variety of winter weather hazards, including snow, sleet, freezing rain, and extreme cold. While major snow events are relatively infrequent compared to northern states, historical records show that Norfolk has experienced multiple high-impact winter storms, some producing over a foot of snow. These hazards can result in:

- Hazardous travel conditions, particularly on untreated or elevated road surfaces.
- Power outages due to ice accumulation on trees and utility lines.
- Delayed emergency response, including limited access to critical infrastructure.
- School and business closures, disrupting normal operations and supply chains.
- Increased shelter demand, particularly among vulnerable populations such as individuals experiencing homelessness or those without adequate heat.
- Economic losses, including damage to private property and interruption of commerce.
- Strained public safety resources, especially during concurrent incidents or prolonged impacts.

In addition, Norfolk's location in a coastal environment adds the potential for coastal flooding during Nor'easters, which can compound winter storm impacts.

## ASSUMPTIONS

The following assumptions provide a framework for planning and response operations:

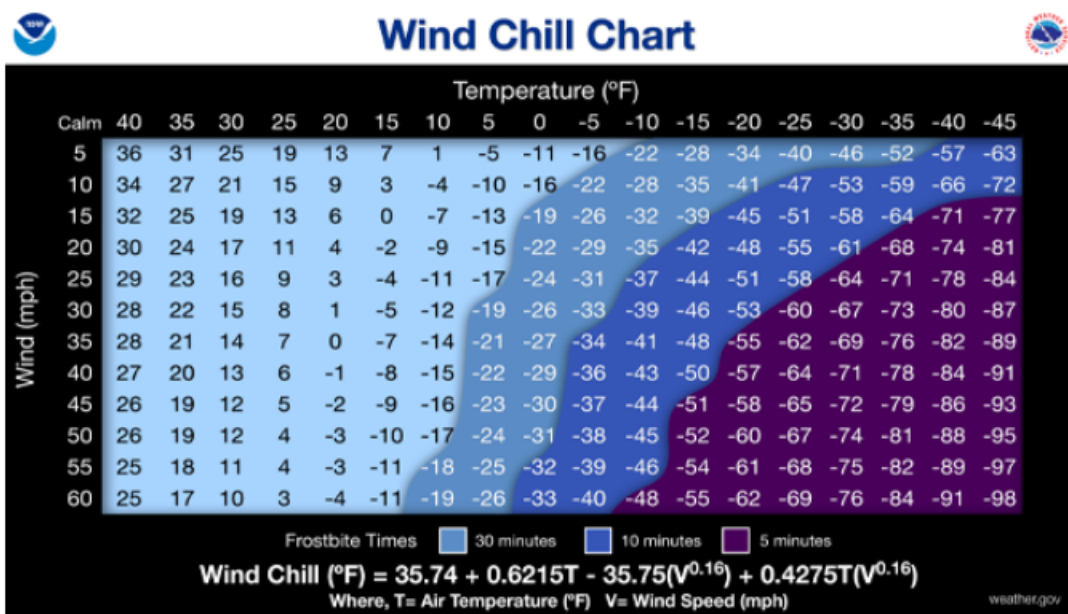
- Winter weather events are likely to occur annually, though severity and frequency may vary year to year.
- Winter storm warnings and advisories will be issued by the National Weather Service (NWS Wakefield) with sufficient lead time to activate preparedness measures.
- All city departments and partner agencies will execute their assigned roles and responsibilities in accordance with this plan and the City of Norfolk Emergency Operations Plan (EOP).
- Public messaging and situational awareness will be coordinated across departments to ensure timely and accurate information sharing with residents, businesses, and stakeholders.
- Critical infrastructure and utility systems may experience temporary disruptions, including downed power lines, heating system failures, and inaccessible roadways.
- Vulnerable populations may require transportation, sheltering, or wellness checks during extreme cold or extended outages.
- City assets such as snowplows, generators, and warming centers will be maintained and ready for deployment during winter weather events.
- Mutual aid and resource-sharing agreements with surrounding localities and private partners will remain active and available as needed.

## HAZARD IDENTIFICATION AND CASCADING IMPACTS

Winter storms in Norfolk pose more than just snow-related travel challenges. These events often bring with them dangerously cold temperatures and strong winds, creating conditions that can quickly threaten life safety. The graphic below, published by the National Weather Service, illustrates the relationship between wind speed and air temperature, showing how quickly cold stress can escalate. When wind chills drop below zero, frostbite can occur in as little as 30 minutes—or even faster under extreme conditions.

**Figure 4:** *Wind Chill Chart – Air Temperature and Wind Speed Effects*

**Source:** <https://www.weather.gov/safety/cold-wind-chill-chart>



## VULNERABILITY ASSESSMENT

Winter storms pose a significant, widespread threat to Norfolk and the broader Hampton Roads region. Because such events typically impact multiple counties, it is not feasible to map localized risk zones within Norfolk. Instead, regional exposure figures are used to approximate Norwich's vulnerability:

- The Hazard Mitigation Plan estimates that \$55.5 billion in buildings and contents across Southside Hampton Roads are exposed to potential winter storm losses. This figure represents the combined value at risk, regardless of whether the property sustains damage during a specific storm.
- Based on historical property damages between June 1993 and May 2010, the region's annualized loss estimate for winter storms is \$1,183,529
  - Note: This estimate does not include costs such as overtime, contractor support, equipment rentals, or indirect economic losses.

## OPERATIONAL & FINANCIAL IMPACTS

Significant winter events in Norfolk have repeatedly strained municipal resources:

- Jan 28–Feb 1, 2014: Nearly 12 inches of snow fell; Norfolk Public Works applied ~800 tons of sand and salt.
- Feb 16 & 25–27, 2015: Consecutive snow and ice events produced ~3.6 inches followed by 6 inches; combined treatments exceeded 2,200 tons.

- Jan 10, 2017: Up to 7 inches of snow and more than 90 straight hours of sub-freezing temperatures; nearly 2,000 tons of material utilized.
- Jan 4, 2018: Eleven inches of snow controlled using over 1,100 tons of salt and 300 tons of sand, followed by days of freezing conditions.

These figures illustrate the operational demands faced during major winter events and reflect costs not typically included in regular municipal budgets, including overtime, contracts, and material replacement.

## FEMA PUBLIC ASSISTANCE CONSIDERATIONS

According to the FEMA Public Assistance Program and Policy Guide, certain storm-related costs—such as snow removal, de-icing, salting, and sanding—can qualify as eligible emergency protective measures, but only if a Presidential disaster declaration is issued. However, storm-only events—such as winter snowstorms—rarely meet the threshold for such a declaration, making federal reimbursement unlikely for routine snow mitigation efforts.

## COMPOUNDING RISKS & CASCADING EFFECTS

**Power outages:** Winter storms frequently cause ice and snow to accumulate on trees and power lines, increasing the risk of outages that threaten medically dependent or vulnerable populations.

**Pre-existing stress:** Late-season tropical storms or Nor'easters can weaken trees and infrastructure, making the region more susceptible to damage from subsequent snow or ice events.

**Indirect costs:** Extended disruptions to transportation and utilities can lead to losses not captured in direct damage estimates, including business interruption and emergency sheltering expenses.

## HEALTH AND MEDICAL HAZARDS

Winter storms present a serious risk to life safety, particularly for vulnerable populations exposed to prolonged cold, power outages, or unsafe heating methods. The following health hazards are the most common and consequential during cold-weather events and must be addressed in both planning and response operations.

## FROSTBITE

Frostbite is an injury caused by freezing, resulting in the loss of feeling and color in affected areas such as the nose, ears, cheeks, chin, fingers, or toes. It occurs when the body restricts blood flow to the extremities in order to preserve core temperature.

Frostbite, the irreversible freezing of living tissue, is the body’s way of cutting its losses in severe cold and increasing the chances of survival. Warm heart, lungs, and brain are more critical than warm ears, fingers, or toes. So, the blood retreats inward to the body’s core, and the extremities are sacrificed. Hands and feet are especially susceptible because they are so remote from the body’s source of heat and because they have no large muscles to generate warmth by moving or shivering.

**Early signs and symptoms:**

- Redness or pain in any skin area (an early warning sign)
- White or grayish-yellow skin
- Skin that feels unusually firm or waxy
- Numbness

**Response:** At the first sign of symptoms, move indoors or cover exposed skin immediately.

**HYPOTHERMIA**

Hypothermia occurs when the body loses heat faster than it can produce it, causing core body temperature to drop. When body temperature falls below 95°F, cognitive function and physical coordination deteriorate, and medical attention becomes an emergency priority.

According to the Norfolk Department of Public Health, severe hypothermia can occur even when temperatures are in the 30s to 40s, particularly following several warm days. Contributing factors include poor nutrition, alcohol or drug use, and pre-existing medical conditions.

**Symptoms:**

Adults	Infants
Shivering, exhaustion	Bright red, cold skin
Confusion, fumbling hands	Very low energy
Memory loss, slurred speech	
Drowsiness	

**Response:** Move indoors, remove wet clothing, and seek immediate medical attention.

**CARBON MONOXIDE (CO) POISONING**

CO poisoning is a deadly risk during winter storms when individuals use generators, grills, or gas stoves indoors or in enclosed spaces.

**Causes:**

- Using fuel-burning heaters or generators inside homes or garages

- Poor ventilation while using propane appliances

#### **Symptoms:**

- Headache, dizziness, nausea
- Weakness, confusion, chest pain
- Loss of consciousness

#### **Prevention:**

- Never use generators indoors or in garages
- Install and test CO detectors in homes and shelters
- Ensure adequate ventilation in warming sites

**Response:** Evacuate the area and call 911 if CO exposure is suspected.

### **SHELTER AND WARMING CENTER CONSIDERATIONS**

Prolonged cold weather often leads to increased demand for emergency shelter and warming centers, especially among unsheltered populations and those without reliable heat.

#### **Operational Considerations:**

- Maintain medical staffing at shelter locations
- Screen for frostbite, hypothermia, and CO exposure
- Provide separate areas or protocols for individuals with behavioral health needs
- Ensure sanitation and respiratory illness mitigation, especially during crowded operations

### **AT-RISK POPULATIONS**

Certain populations are at elevated risk during winter weather and require additional support:

- Individuals experiencing homelessness
- Seniors and homebound residents
- Infants and small children
- Medically fragile individuals (e.g., oxygen-dependent)
- People with mental health or substance use disorders
- Residents with limited English proficiency or mobility challenges

### **PUBLIC MESSAGING AND OUTREACH**

Clear and early communication can reduce health risks significantly. Use all available channels, including Norfolk Alert, social media, 311, local media, and outreach partners, to share:



- Signs of frostbite and hypothermia
- Safe heating practices (CO safety, fire prevention)
- Shelter and warming center locations and hours
- Advice to check on neighbors, pets, and older adults

Partner agencies (e.g., CSB, Human Services, Public Health, Fire-Rescue) should coordinate messaging and direct outreach activities in alignment with emergency operations.

## QUICK REFERENCE SUMMARY

Hazard	Risk	Prevention / Response
<b>Hypothermia</b>	Cold exposure: confusion, drowsiness	Move indoors, warm gradually, seek EMS support
<b>Frostbite</b>	Frozen extremities; numbness, pale skin	Cover and warm slowly; do not rub; seek care
<b>CO Poisoning</b>	Indoor generator/appliance use	Use outdoors only; ventilate; install detectors
<b>Shelter-Related Illness</b>	Overcrowding, cold, behavioral issues	Med support, spacing, respiratory precautions

## CONCEPT OF OPERATIONS

The City of Norfolk's response to winter storm events is guided by the principles of the National Incident Management System (NIMS) and the City's Emergency Operations Plan (EOP). This section outlines the operational structure, coordination mechanisms, and key response functions that will be implemented to ensure a timely, effective, and unified approach to managing winter weather incidents. From early warning through demobilization, this framework supports coordination among City departments, partner agencies, and regional stakeholders to protect life, property, and essential services.

## DIRECTION AND CONTROL

The Norfolk Emergency Operations Center (EOC) assumes incident command for winter weather events. In most cases, a virtual EOC environment will be activated. The Norfolk Office of Emergency Management (OEM) will coordinate briefings and facilitate communication across City leadership, Norfolk Public Schools, Naval Station Norfolk, and Team Norfolk partners. If early dismissals are appropriate, OEM will support a coordinated and staggered approach to reduce transportation congestion and improve safety.

Norfolk Public Works leads the Operations Section for road pre-treatment and snow/ice removal. The Operations Manager for the Division of Streets and Bridges determines when snow removal operations begin and keeps the following personnel informed:

- Director and Assistant Director of Public Works
- City Emergency Manager
- Public Relations Officer

Per protocol, snow plows and construction equipment will be deployed with accumulations of two (2) inches or more.

Sheltering and warming station coordination is led by the Department of Human Services, with direct support from the Norfolk Community Services Board (CSB) and Homeless Services. Every effort will be made to notify City staff and the public of closures or delays by the prior evening to allow for adequate preparation.

#### ALERT AND INITIAL BRIEFING

OEM will initiate notifications and schedule an initial incident briefing in accordance with the Norfolk Basic Plan. The briefing will be supported by forecasts from the National Weather Service (NWS Wakefield).

#### NWS Alerts and Advisories

Alert Type	Lead Time	Description
<b>Winter Weather Advisory</b>	8–24 hrs	Snow/sleet/ice causing minor disruption is expected or occurring.
<b>Wind Chill Advisory</b>	8–24 hrs	Wind chills pose a hazard; frostbite and hypothermia possible.
<b>Freezing Rain Advisory</b>	8–24 hrs	<¼ inch ice accumulation expected.

<b>Winter Storm Watch</b>	12–48 hrs	Potential for heavy snow/sleet/ice with major disruption.
<b>Wind Chill Watch</b>	12–48 hrs	Dangerously cold wind chills possible.
<b>Blizzard Watch</b>	12–48 hrs	Possible snow with winds >35 mph and low visibility for ≥3 hrs.
<b>Winter Storm Warning</b>	8–36 hrs	Severe snow/sleet/ice expected; major disruption likely.
<b>Wind Chill Warning</b>	8–36 hrs	Life-threatening wind chills imminent or occurring.
<b>Ice Storm Warning</b>	8–36 hrs	≥¼ inch of ice due to freezing rain expected.
<b>Blizzard Warning</b>	8–36 hrs	Sustained gusts >35 mph with snow and <¼ mile visibility for ≥3 hrs.

## OPERATIONAL PERIODS AND SITUATION REPORTS

Operational periods will be set in 6-hour blocks (e.g., 0600–1200, 1200–1800). Team Norfolk Situation Reports (SitReps) will be requested one hour before the end of each operational period to support planning and coordination.

## SITUATIONAL AWARENESS AND COORDINATION

OEM will lead briefings and define goals and objectives for each operational period. The NWS Wakefield office will issue forecast updates via email, which OEM will distribute to Team Norfolk partners. Coordination with VDEM and neighboring jurisdictions will occur as needed to ensure consistency in messaging and mutual aid.

### Forecasting and Observational Tools

Useful resources include:

- NWS Winter Weather Forecasts
  - [http://www.wpc.ncep.noaa.gov/wwd/winter\\_wx.shtml](http://www.wpc.ncep.noaa.gov/wwd/winter_wx.shtml)
- NWS Probabilistic Snow Forecast (ProbSnow)
  - <https://www.weather.gov/prob-snow/>
- NWS Wind Chill Chart and Calculator
  - [https://www.weather.gov/epz/wxcalc\\_windchill](https://www.weather.gov/epz/wxcalc_windchill)
- NWS Rain/Snow Forecast Map (AKQ)
  - <http://www.erh.noaa.gov/er/akq/brief/rainsnow.php>
- NWS Multi-Sensor Precipitation Analysis
  - <https://water.weather.gov/precip/>
- NOAA Precipitation Frequency Estimates
  - <https://hdsc.nws.noaa.gov/hdsc/pfds/>
- Dominion Energy Outage Map
  - <https://www.dominionenergy.com/virginia/report-outage-or-emergency>
- Virginia 511 Road Conditions
  - <http://www.511virginia.org/>
- HHS emPOWER Map (Medical Equipment Dependencies)
  - <https://empowermap.hhs.gov/>

Note: The NWS Wakefield Office will provide a Winter Storm Summary at the conclusion of the event.

## EMERGENCY WARMING STATIONS AND SHELTERS

The City of Norfolk may activate Overflow Warming Stations during extreme cold conditions, defined as a Winter Overflow Warning (WOW). These warming stations augment Norfolk Emergency Shelter Team (NEST) operations.

WOW Activation Criteria:

- Forecasted high temperatures at or below 30°F, or:
- Higher temperatures with one or more of the following:
  - Damp ground (rain or snow)
  - Wind chill below 30°F
  - Conditions warranting Public Health or OEM action

Note: Emergency shelters may also be activated if widespread power outages occur during dangerous temperatures.

## LOGISTICS AND RESOURCE SUPPORT

The Division of Streets and Bridges maintains snow and ice treatment materials at:

Primary Facility: 2205 McKann Avenue

Alternate Locations:

1. Old Little Creek Multipurpose Center – 7665 Sewells Point Road

Standard Inventory:

- Bulk Salt: 700 tons
- Concrete Sand: 300 tons
- Brine Mixture: 10,000 gallons

## ADMINISTRATION AND FINANCE

### FEMA Cost Tracking and Reimbursement

FEMA reimbursement for snow-related operations is rare. Per FEMA Disaster Assistance Policy DAP9523.1, “snow assistance” is eligible only under specific conditions, including:

- Record or near-record snowfall (within 10%)
  - Norfolk’s all-time record: 18.6” (1892)
  - January record: 14.2” (1966)
  - Thresholds: ≥16.2” (all-time), ≥12.8” (monthly)
- Cost Thresholds
  - Norfolk’s per capita threshold: \$1,079,195 (based on  $\$4.72 \times$  population of 228,643)
  - Virginia’s statewide threshold: \$11.4 million (based on \$4.00 per capita)

### Eligible Costs Include:

- Emergency protective measures (Category B), such as:
  - Snow removal
  - Salting and sanding
  - Search and rescue
  - Emergency sheltering

FEMA will only reimburse overtime labor, not regular time for public employees. Contract labor, equipment, and materials used for eligible work are reimbursable. Jurisdictions may choose the 48-hour window with the highest eligible costs, this window cannot be changed once submitted.

## LOCAL DECLARATION OF EMERGENCY

In accordance with the Code of Virginia § 44-146.21, the City Manager, as the Director of Emergency Management for the City of Norfolk, may declare a local emergency when a significant winter storm threatens or impacts the city and response and recovery operations exceed routine capabilities.

A Local Declaration of Emergency authorizes the activation of the Emergency Operations Plan (EOP), provides legal authority for extraordinary measures, and enables the City to:

- Implement emergency protective actions to preserve life and property
- Mobilize personnel and resources across City departments and partner agencies
- Expedite procurement and contracting for emergency goods and services
- Request state or federal assistance if conditions warrant

### **Declaration Criteria**

A declaration may be considered when one or more of the following conditions are present:

- Significant snow and/or ice accumulation has caused or is expected to cause:
  - Widespread power outages
  - Major transportation disruption
  - Life-safety threats to vulnerable populations
  - Shelter activation or mass care requirements
- Anticipated emergency expenditures may exceed the local threshold for FEMA Public Assistance
- A coordinated multi-agency response is required under ICS and EOC activation

### **Process**

2. The Emergency Manager will assess incident conditions and make a formal recommendation to the City Manager.
3. The City Attorney will write the Local Declaration of Emergency
4. The City Manager (or designee) will authorize the Local Declaration of Emergency.
5. The declaration will be filed with the Norfolk City Clerk and forwarded to the Virginia Department of Emergency Management (VDEM).
6. The City Council may ratify the declaration at the next available meeting in accordance with legal requirements.

### **Example Declaration Language**

*“A significant winter weather event has impacted the City of Norfolk, causing hazardous travel conditions, widespread power outages, and threats to public safety. In accordance with §44-146.21 of the Code of Virginia, I hereby declare a local emergency effective [Date/Time] and authorize the activation of the City’s Emergency Operations Plan to support response and recovery operations.”*

## OPERATIONAL PERIODS AND SITUATIONAL REPORTS

During activation of this annex, Team Norfolk will operate within defined operational periods to coordinate actions, track progress, and maintain shared situational awareness among responding departments and partner agencies.

Operational periods will be established for 12-hour increments, typically:

- 7:00 AM to 7:00 PM
- 7:00 PM to 7:00 AM

Norfolk Emergency Management will announce the operational period schedule and expectations at the start of each day or shift cycle.

Situation Reports (SitReps) and/or Activity Logs will be requested from all activated departments and partner agencies no later than one hour before the end of each operational period, unless otherwise directed.

These updates will be used to:

- Maintain real-time situational awareness
- Support EOC briefings and planning cycles
- Inform decisions by City Leadership and the Policy Group
- Meet documentation requirements for after-action review and potential reimbursement

All reports should follow the Team Norfolk SitRep template (or ICS Form 214/209 equivalents, as applicable) and be submitted via designated channels, including:

- Email: EOC-Plans@norfolk.gov
- HSIN or City Shared Drive: As instructed during activation

## ROLES AND RESPONSIBILITIES

The following City departments, partner agencies, and external stakeholders support the implementation of this Winter Storm Annex. Each entity is expected to carry out assigned roles and responsibilities in accordance with the Norfolk Emergency Operations Plan (EOP), the Incident Command System (ICS), and the severity of the winter weather event. Roles may vary based on the level of activation, specific impacts, and operational needs at the time of the incident.

During activations, all agencies are expected to:

- Participate in EOC coordination and briefings (virtually or in person)
- Maintain internal situational awareness and readiness

- Provide timely updates via SitReps or Activity Logs
- Coordinate with Norfolk Emergency Management on resource needs, response actions, and public messaging

Agency / Department	Primary Responsibilities
<b>Norfolk Emergency Management</b>	<ul style="list-style-type: none"> <li>- Lead coordination and EOC activation</li> <li>- Facilitate briefings and resource requests</li> <li>- Coordinate Team Norfolk messaging</li> <li>- Monitor situational status</li> </ul>
<b>Public Works (Streets &amp; Bridges)</b>	<ul style="list-style-type: none"> <li>- Lead snow/ice pre-treatment and removal</li> <li>- Maintain road treatment inventory</li> <li>- Provide status updates on routes and equipment</li> </ul>
<b>Norfolk Police Department (NPD)</b>	<ul style="list-style-type: none"> <li>- Support traffic control and access restrictions</li> <li>- Assist with welfare checks if needed</li> </ul>
<b>Norfolk Fire-Rescue (NFR)</b>	<ul style="list-style-type: none"> <li>- Respond to fire, EMS, and CO poisoning calls</li> <li>- Support warming center readiness or emergency sheltering needs</li> </ul>
<b>Department of Human Services</b>	<ul style="list-style-type: none"> <li>- Coordinate with CSB and Homeless Services</li> <li>- Lead sheltering and warming center activation</li> <li>- Support outreach to vulnerable populations</li> </ul>
<b>Norfolk Public Schools (NPS)</b>	<ul style="list-style-type: none"> <li>- Coordinate closures and communicate with families</li> <li>- Support sheltering operations if school facilities are used</li> </ul>
<b>Norfolk Public Health</b>	<ul style="list-style-type: none"> <li>- Advise on health hazards (hypothermia, CO poisoning)</li> <li>- Support warming center safety and medical referrals</li> </ul>
<b>Norfolk Community Services Board (CSB)</b>	<ul style="list-style-type: none"> <li>- Support behavioral health and substance use needs in shelters</li> <li>- Assist with outreach teams during severe cold events</li> </ul>
<b>Norfolk Communications Office</b>	<ul style="list-style-type: none"> <li>- Disseminate public safety messaging</li> <li>- Coordinate with Emergency Management on alerts and public updates</li> </ul>



<b>Fleet Management / General Services</b>	<ul style="list-style-type: none"> <li>- Ensure readiness of snow removal and emergency vehicles</li> <li>- Provide support with equipment fueling, repairs, and inventory</li> </ul>
<b>Dominion Energy (liaison)</b>	<ul style="list-style-type: none"> <li>- Coordinate power outage information and restoration priorities</li> <li>- Provide outage maps and updates to the EOC</li> </ul>
<b>Norfolk Department of Transit</b>	<ul style="list-style-type: none"> <li>- Monitor transit disruptions and service suspensions</li> <li>- Coordinate with EOC on bus shelter operations and public communications</li> </ul>

## ORGANIZATION

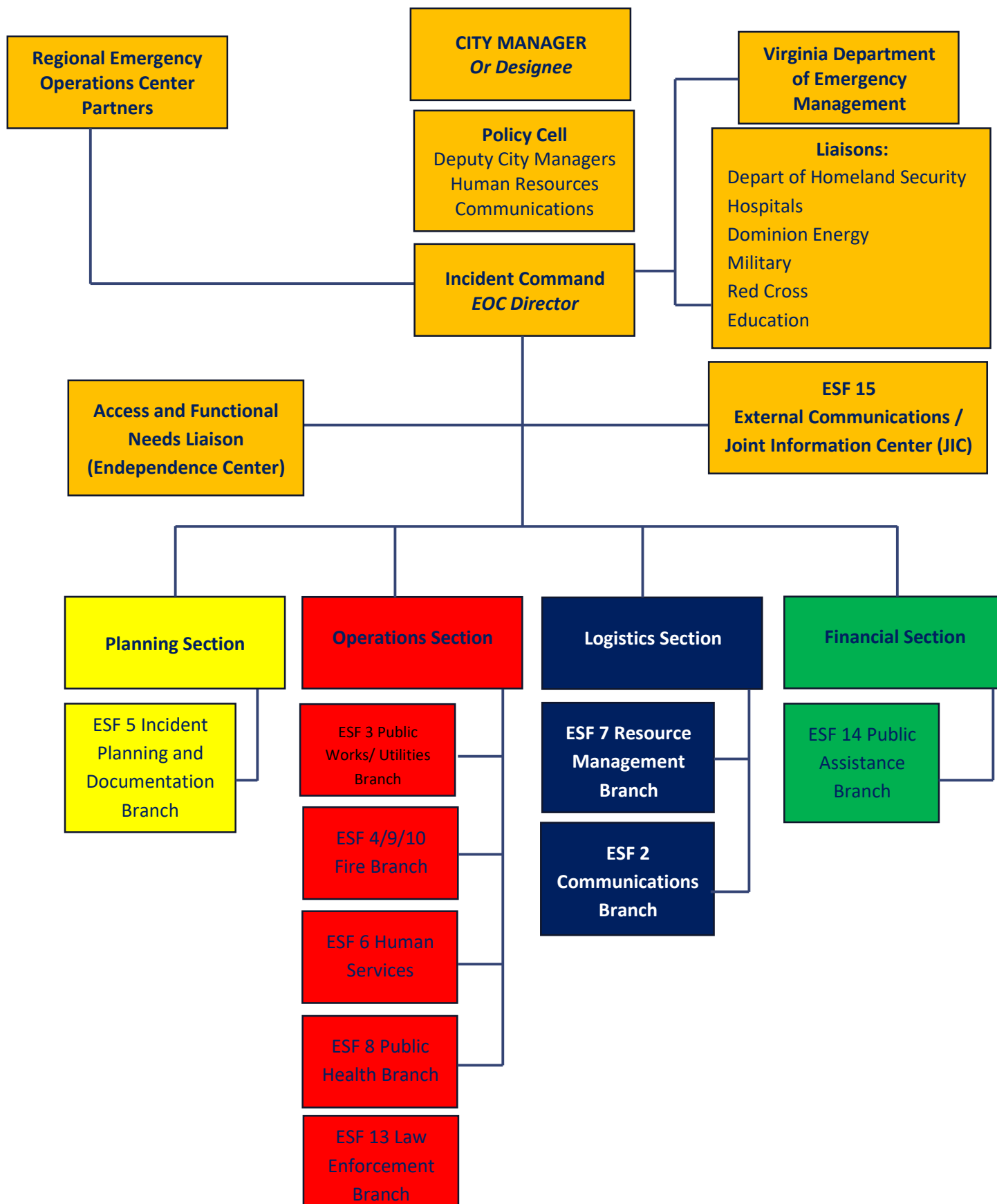
The following organizational structure outlines the City of Norfolk’s coordination framework for winter storm response operations. This structure aligns with the City’s Emergency Operations Plan (EOP) and is based on Incident Command System (ICS) principles to ensure scalable, flexible, and unified command across departments, partner agencies, and external stakeholders.

Organizational elements may shift depending on the severity of the storm, the level of EOC activation, operational priorities, and resource availability. The structure is adaptable for both virtual and physical EOC environments.

Core elements of the winter storm coordination structure include:

- Policy Group – Senior City leadership responsible for strategic decisions, declarations, and resource allocation
- Emergency Operations Center (EOC) – Centralized coordination node led by Norfolk Emergency Management, overseeing operational periods, situation reporting, and interdepartmental coordination
- Operations Section – Led by Public Works (Streets and Bridges Division), responsible for road treatment, snow removal, and field-level response coordination
- Planning Section – Collects, analyzes, and distributes incident information; develops IAPs and SitReps
- Logistics Section – Manages resource requests, personnel support, equipment status, and warming center supply needs
- Finance & Administration Section – Tracks costs, manages contracts, and prepares documentation for potential FEMA reimbursement
- Public Information Officer (PIO) – Coordinates messaging, public alerts, media inquiries, and community outreach in collaboration with City Communications

Figure 5: Organizational Chart



## HOMEOWNER ROLES AND RESPONSIBILITIES

Norfolk residents play a critical role in the community's overall resilience to winter storms. While the City of Norfolk and its partner agencies provide core services, the effectiveness of the response also depends on the preparedness and actions of individual homeowners.

### Before the Storm

- Prepare your home by insulating water pipes, sealing drafts, and servicing heating equipment.
- Keep emergency supplies on hand, including:
  - Flashlights, batteries, and blankets
  - Non-perishable food and water for at least 3 days
  - A battery-powered or hand-crank radio
- Sign up for Norfolk Alert at [www.norfolk.gov/alerts](http://www.norfolk.gov/alerts) to receive weather alerts and emergency updates.
- Understand snow priority routes and avoid parking on major roads when winter storms are forecasted.
- Create a family emergency plan, including contingencies for heat, power outages, and communications.

### During the Storm

- Stay off roads unless travel is essential. This allows public works crews to clear roads efficiently and safely.
- Report power outages to Dominion Energy and check on neighbors, particularly those who are elderly, disabled, or isolated.
- Use heating sources safely. Never use ovens or outdoor grills indoors for heat. Only use generators outside and away from windows.
- Keep pets indoors and ensure they have adequate warmth.

### After the Storm

- Clear sidewalks in front of your property when it is safe to do so. Check on neighbors who may need help.
- Avoid overexertion when shoveling snow, especially after prolonged inactivity or if you have a pre-existing health condition.
- Report fallen trees or blocked storm drains to Norfolk's Public Works Call Center.

### Additional Tips

- Consider enrolling in CERT (Community Emergency Response Team) or volunteering with the Snow Buddy program.

- Photograph property damage for insurance claims and FEMA documentation, if applicable.
- Stay informed through local media, Norfolk.gov, and the City's social media channels.

## 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

**Support Agencies:** Norfolk Public Works (Streets and Bridges Division), Norfolk Police Department (NPD), Norfolk Public Schools (Transportation Division), Norfolk Emergency Management, Hampton Roads Transit (HRT), Norfolk Department of Human Services, General Services / Fleet Management, Virginia Department of Transportation (VDOT) – Liaison

## KEY RESPONSIBILITIES

### Norfolk Department of Transit

- Serve as the lead agency for assessing and reporting transportation impacts due to snow, ice, and severe winter conditions.
- Coordinate with Public Works and HRT to monitor major transportation corridors and determine route disruptions.
- Collaborate with the EOC to support priority transportation needs (e.g., medical, sheltering, emergency fuel deliveries).
- Support development and dissemination of transportation advisories in coordination with the City's Communications and Emergency Management teams.
- Norfolk Public Works (Streets and Bridges Division)
- Lead snow pre-treatment, salting, sanding, and plowing operations across primary, secondary, and tertiary routes.
- Maintain road condition situational awareness and report progress during EOC briefings and Situation Reports.
- Manage snow and ice material stockpiles at designated facilities.
- Coordinate detours or closures with NPD and Public Communications during major road disruptions.

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

- Provide traffic control and enforce road closures in coordination with Public Works.
- Assist with escorting emergency vehicles or essential workers through hazardous areas.
- Support welfare checks or transport needs during prolonged storms, especially for vulnerable populations.

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

- Coordinate with the EOC and school leadership on closure, delay, or early dismissal decisions.
- Provide buses and drivers to support sheltering, warming station transport, or emergency logistics if requested.
- Ensure readiness of school buses used for response operations, including fueling and communication protocols.

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

- Monitor route status and coordinate suspension or rerouting of public transportation services due to storm impacts.
- Support evacuation or warming center transportation efforts, as requested by the City.
- Share public messaging regarding transit service disruptions in coordination with the EOC.

### **Norfolk Emergency Management**

- Maintain situational awareness of regional transportation conditions and assist in prioritizing road clearing efforts based on life safety, shelter access, and critical infrastructure.
- Coordinate with VDEM and VDOT to assess state highway impacts and request support if needed.
- Include transportation status updates in Situation Reports and EOC briefings.

### **General Services / Fleet Management**

- Support fueling, maintenance, and deployment of snow removal and response vehicles.
- Monitor equipment status and assist with contractor support, rental equipment, or mechanical repairs.
- Ensure availability of support vehicles and generators for transportation operations and shelters.

### **Virginia Department of Transportation (VDOT) – Liaison**

- Coordinate road treatment, closures, and recovery efforts for state-maintained highways within Norfolk.

- Participate in EOC briefings and provide updates on interstate and major corridor status.
- Support debris or snow removal requests on shared responsibility roadways.

#### **Additional Considerations**

- Ensure primary snow removal routes prioritize access to hospitals, fire/rescue stations, police precincts, warming shelters, and key arterial roadways.
- Coordinate transportation resources for individuals with access and functional needs, including paratransit and wheelchair-accessible options.
- Establish staging areas for contractor support, equipment refueling, and rest periods for plow operators during extended operations.

## EMERGENCY SUPPORT FUNCTION 2: COMMUNICATIONS

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

**Support Agencies:** Norfolk Emergency Management, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Department of Communications, Norfolk Department of Public Health, Norfolk Public Schools, Norfolk Community Services Board, Dominion Energy, Virginia State Police (VSP), Amateur Radio Operators

### KEY RESPONSIBILITIES

#### Norfolk Information Technology (IT)

- Ensure continuity of City communications systems (phones, internet, radios, mobile networks) during winter weather incidents.
- Prioritize system stability and redundancy for the Emergency Operations Center (EOC), City departments, and public safety partners.
- Coordinate with Emergency Management on the deployment of backup communication solutions if outages occur.
- Support Norfolk Alert, HSIN, and other emergency notification tools.

#### Norfolk Emergency Management

- Activate and maintain communications channels for Team Norfolk during EOC activations.
- Coordinate use of WebEOC, Norfolk Alert, IPAWS, and HSIN for situational awareness and public warning.
- Facilitate communication with regional and state emergency management agencies.
- Norfolk Police Department / Norfolk Fire-Rescue
- Maintain operability of public safety radio systems, including interoperability with mutual aid partners.
- Provide field communications updates during significant incidents or access challenges.
- Utilize backup communications (e.g., satellite phones, HAM radios) if primary systems are disrupted.

#### Norfolk Police Department (NPD)

- Maintain operability of law enforcement communications systems and dispatch during storm events.
- Provide field updates regarding hazardous conditions or infrastructure issues that may impact communications.

- Utilize backup radios or satellite phones when standard systems are impaired.

### **Norfolk Fire-Rescue (NFR)**

- Ensure fire and EMS communications remain functional, including interoperability with mutual aid agencies.
- Coordinate with dispatch and EOC for incident reporting, unit tracking, and operational updates.
- Provide situational awareness to EOC related to storm-related medical or fire calls.

### **Norfolk Department of Communications**

- Work in coordination with IT and Emergency Management to ensure consistent, accurate messaging across all platforms.
- Provide internal updates to staff and external messaging to the public through social media, Norfolk.gov, and other outlets.
- Amateur Radio Operators (RACES/ARES)
- Support auxiliary communication during outages or disruptions to primary systems.
- Provide situational reports and relay messages as requested by the EOC.

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

- Communicate health alerts related to storm impacts (e.g., hypothermia, frostbite risk, generator safety).
- Coordinate public health messaging with Communications and Emergency Management teams.
- Maintain operational contact with state health partners during extended outages or EOC activations.

### **Norfolk Public Schools (NPS)**

- Maintain contact with IT and EOC for updates affecting school communications and closures.
- Relay emergency information to parents and staff using internal systems.
- Provide messaging support for any schools serving as shelters or resource centers.

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

- Coordinate communication with partner care facilities and group homes.
- Support messaging to vulnerable populations or those with behavioral health needs.
- Assist Emergency Management with verifying communication capabilities for medical dependency tracking.

### **Dominion Energy**



- Maintain operational communication with the City during storm events for status of outages, restoration timelines, and grid vulnerabilities.
- Provide outage information for public release and coordinate load-shedding notifications if necessary.

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

- Share highway and traffic-related communication updates relevant to Norfolk.
- Provide mutual aid communication support during regional response efforts.
- Coordinate interoperability between state and local law enforcement systems.

### **Amateur Radio Operators**

- Activate as requested to provide auxiliary communications in the event of widespread outages.
- Ray messages from the EOC to field teams, shelters, or regional partners.
- Maintain situational updates to support continuity of operations.

### **Additional Considerations**

- Test and verify backup power for all critical communications infrastructure prior to storm impacts.
- Ensure availability of portable radios and spare batteries for essential field personnel.
- Maintain pre-scripted Norfolk Alert and IPAWS messages for winter weather activation.

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

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

**Support Agencies:** General Services / Fleet Management, Norfolk Department of Transit, Norfolk Emergency Management, Norfolk Information Technology, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Public Utilities, Virginia Department of Transportation (VDOT)

### KEY RESPONSIBILITIES

#### Norfolk Department of Public Works

- Lead all snow and ice management operations, including pre-treatment (brine), salting, sanding, and plowing of City streets.
- Monitor road conditions and provide updates to the Emergency Operations Center (EOC) throughout the incident.
- Maintain stormwater infrastructure and ensure storm drains are clear to prevent post-storm flooding.
- Coordinate damage assessments to public infrastructure due to snow, ice, or fallen trees.
- Collaborate with Emergency Management and Communications to prioritize treatment of emergency routes and critical facilities.

#### General Services / Fleet Management

- Ensure all snow removal vehicles, plows, and brining equipment are maintained, fueled, and operational.
- Coordinate availability and deployment of City-owned and contracted equipment.
- Support emergency fueling needs for other City departments during prolonged events.

#### Norfolk Department of Transit

- Coordinate with Public Works and Public Safety on road closures, transit detours, and traffic management during winter events.
- Assist in assessing transportation routes for public buses and emergency response vehicles.
- Maintain communication with Hampton Roads Transit (HRT) and support community transportation needs as applicable.

#### Norfolk Emergency Management

- Coordinate emergency declarations, mutual aid, and state resource requests related to infrastructure or transportation impacts.
- Activate and support EOC operations to facilitate interdepartmental coordination.

- Collect and consolidate Public Works status updates for briefings and regional situational awareness.

### **Norfolk Information Technology**

- Maintain operational status of communications and dispatch systems used by Public Works.
- Support AVL (automated vehicle location) tracking systems used for plows and treatment vehicles.
- Ensure continuity of systems used for work orders, fleet management, and GIS.

### **Norfolk Police Department**

- Assist with traffic control and enforcement of snow emergency routes.
- Report hazardous road conditions and downed trees or infrastructure during patrols.
- Coordinate with towing services for removal of abandoned vehicles impeding road clearing.

### **Norfolk Fire-Rescue**

- Support roadway clearance efforts for emergency response access to priority facilities and neighborhoods.
- Report blocked access routes and infrastructure hazards to EOC and Public Works.
- Coordinate with Public Works on access for high-priority EMS transports and incidents.

### **Norfolk Public Utilities**

- Monitor and respond to potential impacts on water, wastewater, and sewer infrastructure from freezing conditions.
- Coordinate emergency shutoffs or repairs where infrastructure is compromised.
- Report service disruptions to the EOC and provide restoration timelines.

### **Virginia Department of Transportation (VDOT)**

- Lead treatment and clearing of state-maintained roads and highways within Norfolk city limits.
- Coordinate status reporting with Norfolk EOC for regional mobility assessments.
- Support mutual aid and information sharing as needed during regional storm events.

### **Additional Considerations**

- Prioritize treatment of routes to hospitals, shelters, fire stations, and police precincts.
- Monitor salt, brine, and sand inventories and submit resupply requests early.
- Establish contracts in advance for additional plowing support and equipment rentals.

## EMERGENCY SUPPORT FUNCTION 4: FIREFIGHTING

**Primary Agency:** Norfolk Fire-Rescue

**Support Agencies:** Norfolk Emergency Management, Norfolk Police Department, Norfolk Public Works, Norfolk Information Technology, Norfolk Community Services Board, Dominion Energy

### KEY RESPONSIBILITIES

#### Norfolk Fire-Rescue

- Maintain fire suppression, emergency medical services (EMS), and rescue operations during winter weather events.
- Monitor and respond to fire-related incidents caused by space heaters, overloaded electrical systems, generator misuse, or downed power lines.
- Ensure continued accessibility to high-priority locations, such as hospitals, nursing homes, and critical infrastructure.
- Coordinate with Public Works to prioritize snow clearing for fire stations and known high-call volume areas.
- Support cold weather safety messaging related to heating, carbon monoxide, and fire hazards.
- Provide status updates to the EOC regarding call volumes, staffing, and access issues.

#### Norfolk Emergency Management

- Support EOC coordination, including situation reports and resource requests for fire/rescue needs.
- Assist in coordinating warming station activation or shelter support where NFR may be involved.
- Disseminate public safety messaging in collaboration with Communications.

#### Norfolk Police Department

- Provide scene support for fire and EMS operations, including traffic and crowd control.
- Assist in notifications or welfare checks in inaccessible or high-risk areas during winter storms.
- Relay situational updates to the EOC that affect fire/rescue access.

#### Norfolk Public Works

- Prioritize road clearance for fire stations, EMS routes, and known high-need areas.
- Respond to access issues that prevent timely fire or EMS response.

#### Norfolk Information Technology

- Maintain reliable communications infrastructure between dispatch, field units, and the EOC.
- Support CAD (Computer-Aided Dispatch) and radio systems throughout the duration of winter incidents.

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

- Coordinate behavioral health support for vulnerable residents during shelter operations or emergency responses.
- Provide crisis intervention or psychological first aid to residents affected by winter-related emergencies.

#### **Dominion Energy**

- Coordinate with NFR on downed wires, electrical hazards, or outages that may lead to fire risks.
- Prioritize response to areas where live wires pose a fire threat or hinder emergency access.

#### **Additional Considerations**

- Fire hydrants should be identified and cleared during snow accumulation events.
- Increase staffing if conditions are expected to significantly delay response times.
- Public messaging should discourage use of alternative heat sources without proper ventilation.

## EMERGENCY SUPPORT FUNCTION 5: INFORMATION AND PLANNING

**Primary Agency:** Norfolk Emergency Management

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

### KEY RESPONSIBILITIES

#### Norfolk Emergency Management

- Lead coordination, planning, and overall management of the City's emergency response to winter storms.
- Activate and manage the Emergency Operations Center (EOC), virtually or physically, as incident conditions dictate.
- Develop and disseminate Situation Reports (SitReps), coordinate operational periods, and maintain the Common Operating Picture.
- Serve as the City's liaison with regional and state partners, including VDEM and the NWS.
- Initiate emergency declarations when appropriate and manage disaster recovery documentation.
- Coordinate with departments for continuity of government and essential services.
- Oversee resource requests, mutual aid, and prioritization of limited assets across the City.

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

- Provide real-time updates from the field to inform EOC operations.
- Support incident command and unified coordination within their operational roles.

#### Norfolk Public Works

- Provide infrastructure and situational data related to road treatment, snow removal, and storm impacts.
- Coordinate with Emergency Management on prioritization and resource needs.

#### Norfolk Department of Communications

- Collaborate with Emergency Management to develop consistent public messaging.
- Participate in Joint Information Center (JIC) operations when activated.

### **Norfolk Community Services Board & Human Services**

- Report shelter and service updates, including activation of warming stations.
- Coordinate with Emergency Management on resource needs for vulnerable populations.

### **Norfolk Information Technology**

- Maintain EOC systems, communications infrastructure, and virtual meeting platforms.
- Support GIS, situation tracking, and data dashboards as needed.

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

- Coordinate regional support and potential state resource deployments.
- Assist with disaster declaration requests and post-storm damage assessments.

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

- Provide forecast products, briefings, and storm summaries throughout the incident.
- Collaborate with Emergency Management on hazard messaging and thresholds.

### **Additional Considerations**

- Pre-script incident objectives and SitRep templates for rapid activation.
- Maintain redundant communications systems in case of outage or degradation.
- Leverage regional planning documents (e.g., Hazard Mitigation Plan) for recovery priorities.

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

**Primary Agency:** Norfolk Department of Human Services

**Support Agencies:** Norfolk Community Services Board (CSB), Norfolk Emergency Management, Norfolk Public Health, Norfolk Public Schools, Norfolk Libraries, Norfolk Fire-Rescue, Salvation Army, Red Cross, Faith-based organizations, Foodbank of Southeastern Virginia, Norfolk Department of Communications

### KEY RESPONSIBILITIES

#### Norfolk Department of Human Services

- Lead coordination and activation of shelters and warming centers, including overflow facilities.
- Provide staffing, logistical support, and client intake at designated facilities.
- Coordinate services for unsheltered individuals and ensure accessibility to warming stations during declared cold weather emergencies.
- Maintain partnerships with community organizations and assist with case management needs during prolonged shelter operations.

#### Norfolk Community Services Board (CSB)

- Provide behavioral health and crisis support services at shelters or warming stations.
- Assist in identification and outreach to individuals experiencing homelessness who may be at elevated risk.
- Coordinate transport and support for residents with behavioral health vulnerabilities.

#### Norfolk Emergency Management

- Support planning and logistics for shelter activation, warming station coordination, and resource acquisition.
- Facilitate interagency coordination and maintain situational awareness on mass care operations.
- Ensure shelter operations meet FEMA guidelines for documentation and cost recovery.

#### Norfolk Public Health

- Conduct health inspections at shelters and warming centers.
- Provide public health guidance on infection control, hygiene, and cold-related illness prevention.
- Support coordination of medical needs in shelter settings.

#### Norfolk Public Schools



- Provide facilities for emergency shelters and warming stations as needed.
- Support coordination of custodial, cafeteria, and facility maintenance personnel.
- Ensure ADA accessibility and accommodations at selected shelter sites.

#### **Norfolk Libraries**

- Serve as public-facing warming stations during daytime hours, when appropriate.
- Distribute information about shelter openings and winter weather safety.

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

- Assist with medical triage or EMS needs at shelters and warming centers.
- Provide support with transportation or emergency access issues related to vulnerable populations.

#### **Salvation Army / Red Cross / Faith-Based Organizations**

- Augment City shelter operations with volunteer staffing and supplies.
- Provide cots, blankets, comfort kits, and feeding support as needed.
- Support post-event recovery services such as temporary housing assistance.

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

- Support food distribution to warming centers and shelters.
- Coordinate emergency meal delivery for homebound or high-risk residents.

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

- Assist in public messaging about shelter locations, opening times, and eligibility requirements.
- Provide real-time updates on capacity and resources via all City communication channels.

#### **Additional Considerations**

- Ensure warming stations are accessible to individuals with disabilities and AFN (Access and Functional Needs).
- Pre-identify shelter staffing surge capacity and backup options.
- Incorporate infection prevention and control measures for congregate shelter settings.

## EMERGENCY SUPPORT FUNCTION 7: LOGISTICS

**Primary Agency:** Norfolk Emergency Management

**Support Agencies:** Norfolk Public Works, Norfolk Purchasing Department, Norfolk Department of Human Services, Norfolk Fire-Rescue, Norfolk Police Department, Norfolk Information Technology, Norfolk Public Schools, Virginia Department of Emergency Management (VDEM)

### KEY RESPONSIBILITIES

#### Norfolk Emergency Management

- Coordinate resource requests across City departments and partner agencies during winter weather incidents.
- Track incoming and outgoing resource allocations, including requests submitted to VDEM.
- Facilitate mutual aid support and manage staging areas if established.
- Oversee EOC Logistics Section operations, including documentation for potential FEMA reimbursement.

#### Norfolk Public Works

- Maintain and distribute snow response resources, including salt, sand, and brine from designated storage sites.
- Ensure proper fueling, maintenance, and readiness of heavy equipment and snowplows.
- Support logistical operations through transport of materials, equipment, and emergency signage.

#### Norfolk Purchasing Department

- Expedite procurement of emergency goods and services under emergency purchasing authorities.
- Maintain vendor lists and pre-event contracts for critical supplies such as fuel, generators, and rental equipment.
- Assist departments with financial tracking and documentation during declared emergencies.

#### Norfolk Department of Human Services

- Coordinate logistical needs for shelter operations, including food, water, bedding, and personal hygiene items.
- Maintain inventory of emergency shelter supplies and request resupply as needed.

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

- Support delivery and distribution of critical supplies and emergency materials.
- Coordinate fuel and equipment support for field units during prolonged operations.

#### **Norfolk Information Technology**

- Ensure IT assets and communications equipment requested for emergency operations are available and functional.
- Provide technical support for systems used in inventory and logistics tracking.

#### **Norfolk Public Schools**

- Provide school buses, drivers, and facilities as needed to support emergency sheltering or evacuation logistics.
- Offer logistics support for warming stations, staging areas, or supply delivery sites.

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

- Serve as a point of contact for state-level logistics support and resource requests.
- Coordinate state mutual aid and pre-positioned assets if needed.

#### **Additional Considerations**

- Use pre-scripted resource request forms (RRFs) and tracking templates to streamline response.
- Ensure redundant supply chains for mission-critical commodities such as fuel, food, and road treatment materials.
- Maintain 24/7 vendor contact list for priority winter response supplies and contractors.

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

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

**Support Agencies:** Norfolk Fire-Rescue, Norfolk Community Services Board (CSB), Norfolk Emergency Management, Norfolk Department of Human Services, Norfolk Public Schools, Hospitals and Healthcare Systems, Private Ambulance Providers, Hampton Roads Metropolitan Medical Response System (HRMMRS), Virginia Department of Health (VDH), Norfolk Department of Communications

### KEY RESPONSIBILITIES

#### Norfolk Department of Public Health

- Monitor and assess public health risks associated with winter storms, including cold exposure, carbon monoxide poisoning, and infectious disease transmission in shelters.
- Provide guidance on sanitation, infection control, and food safety for shelters and warming centers.
- Coordinate health alerts and public safety messaging related to extreme cold, frostbite, and hypothermia.
- Collaborate with hospitals and regional health systems on patient surge management and continuity of operations.
- Support distribution of public health advisories and guidance for residents with access and functional needs.

#### Norfolk Fire-Rescue

- Provide emergency medical services (EMS) and triage in the field and at warming stations or shelters.
- Support transport of patients to medical facilities or warming centers during extreme weather events.
- Coordinate with Public Health to report trends in cold-related injuries and illnesses.

#### Norfolk Community Services Board (CSB)

- Offer behavioral health services to individuals impacted by winter storms or those housed in emergency shelters.
- Assist with mental health crisis intervention and substance abuse support.
- Coordinate outreach to vulnerable populations, including those with co-occurring disorders.

#### Norfolk Emergency Management

- Facilitate coordination of medical support resources during EOC activations.

- Request additional medical support assets (e.g., shelter nurses, EMS augmentation) through HRMMRS or VDH.
- Ensure medical considerations are integrated into the planning and execution of mass care operations.

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

- Coordinate with Public Health to support health screenings, medication access, and transportation for clients during shelter activations.
- Assist with the identification of at-risk residents requiring additional support.

#### **Norfolk Public Schools**

- Provide facilities for shelter operations with health and ADA-compliant accommodations.
- Assist with logistics and coordination for medical support at shelter locations as needed.

#### **Hospitals, Healthcare Systems & Ambulance Providers**

- Maintain situational awareness on storm impacts to healthcare delivery and EMS system stress.
- Coordinate medical surge plans and continuity of care for critical patients during prolonged outages or road closures.
- Communicate any resource shortfalls or disruptions to Emergency Management and Public Health.

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

- Support regional coordination of medical assets and personnel.
- Provide guidance on patient tracking, fatality management, and bio-surveillance.

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

- Disseminate timely public messaging on cold-related health hazards, shelter availability, and safety precautions.

#### **Additional Considerations**

- Prioritize medical care and outreach for residents using home oxygen or other life-sustaining equipment during power outages.
- Establish standby EMS and Public Health support for activated shelters.
- Coordinate with pharmacies and healthcare providers for access to emergency prescriptions and medical supplies.

## EMERGENCY SUPPORT FUNCTION 9: SEARCH AND RESCUE

**Primary Agency:** Norfolk Fire-Rescue

**Support Agencies:** Norfolk Police Department, Norfolk Emergency Management, Norfolk Community Services Board (CSB), Norfolk Department of Human Services, Virginia Department of Emergency Management (VDEM)

### KEY RESPONSIBILITIES

#### Norfolk Fire-Rescue

- Lead search and rescue (SAR) operations during winter storm events, including efforts to locate and assist individuals stranded or incapacitated due to snow, ice, or extreme cold.
- Coordinate emergency access to homes and critical facilities obstructed by winter conditions.
- Conduct welfare checks for medically dependent or at-risk individuals during widespread outages or extreme temperatures.
- Maintain readiness of specialized equipment and vehicles (e.g., 4x4 units, snow chains) for deployment in inaccessible areas.

#### Norfolk Police Department

- Support SAR operations through welfare checks, missing person investigations, and field patrols.
- Assist in locating individuals who may be at risk due to homelessness, mental health crisis, or environmental exposure.
- Provide scene security and access control during SAR incidents.

#### Norfolk Emergency Management

- Coordinate with public safety agencies to identify areas where SAR may be needed, such as neighborhoods experiencing power loss, severe icing, or blocked roadways.
- Support SAR planning and documentation through the EOC.
- Facilitate resource requests for SAR support through VDEM or mutual aid partners.

#### Norfolk Community Services Board (CSB)

- Provide crisis intervention for individuals with behavioral health issues located during SAR missions.
- Support outreach and case management for individuals needing emergency shelter or medical care.

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

- Provide background information, if available, for residents known to be at risk (e.g., unsheltered individuals, clients with homebound status).
- Assist in coordinating shelter or warming center placement for individuals rescued or located during storm events.

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

- Provide state-level SAR coordination and support, including access to specialized teams if needed.

### **Additional Considerations**

- Use GIS and utility outage data to prioritize SAR operations in impacted neighborhoods.
- Ensure field teams are equipped with cold weather PPE and communications support.
- Incorporate trauma-informed care approaches when interacting with vulnerable individuals.

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

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

**Support Agencies:** Norfolk Emergency Management, Norfolk Police Department, Norfolk Public Works, Virginia Department of Environmental Quality (DEQ), U.S. Coast Guard (as applicable), Dominion Energy, Virginia Department of Emergency Management (VDEM)

### KEY RESPONSIBILITIES

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

- Lead response to hazardous materials (HazMat) incidents during winter storm conditions, including chemical spills, fuel leaks, and carbon monoxide (CO) exposures.
- Monitor and respond to increased risks of CO poisoning due to improper indoor heating sources or generator use.
- Coordinate with utility providers and building managers for safe access to impacted structures.
- Maintain readiness of HazMat personnel and vehicles for winter-weather deployment.

#### Norfolk Emergency Management

- Support coordination and documentation of HazMat incidents during EOC activations.
- Facilitate public safety messaging related to CO risks and hazardous materials in residential or commercial settings.
- Liaise with regional and state partners for specialized HazMat support or mutual aid if needed.

#### Norfolk Police Department

- Support perimeter control and traffic management at HazMat scenes.
- Assist with evacuation or shelter-in-place advisories as required by HazMat response teams.

#### Norfolk Public Works

- Provide heavy equipment and field support to HazMat teams when needed for material containment, spill response, or storm drain protection.
- Assist with post-incident cleanup and hazardous debris removal in coordination with DEQ and licensed contractors.

#### Virginia Department of Environmental Quality (DEQ)

- Provide technical support and oversight for hazardous material containment, disposal, and environmental protection.
- Coordinate regulatory reporting and follow-up after significant releases or contamination.



### **Dominion Energy**

- Respond to utility-related HazMat risks, including transformer leaks or natural gas concerns.
- Coordinate with HazMat and EOC teams during utility-related hazardous conditions.

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

- Support resource requests for specialized HazMat teams or equipment if local capabilities are exceeded.
- Assist in documentation and coordination with state and federal environmental agencies.

### **Additional Considerations**

- Emphasize public education on carbon monoxide safety during winter months.
- Ensure HazMat teams are equipped with winter-specific PPE and mobility tools.
- Anticipate fuel spills or chemical leaks from stranded vehicles or disrupted industrial facilities.

**Primary Agency:** Norfolk Department of General Services (Animal Control)

**Support Agencies:** Norfolk Emergency Management, Norfolk Community Services Board (CSB), Norfolk Department of Parks and Recreation, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Department of Public Health, Virginia Department of Agriculture and Consumer Services (VDACS), Local Animal Shelters and Rescue Groups

### KEY RESPONSIBILITIES

#### **Norfolk Department of General Services (Animal Control)**

- Coordinate response and sheltering for pets and service animals during winter emergencies, including activation of temporary animal shelters if needed.
- Support enforcement of animal welfare codes during extreme cold, including welfare checks and pet exposure prevention.
- Partner with Norfolk Emergency Management and shelter teams to facilitate pet intake, registration, and care during activations.
- Promote public messaging related to winter pet safety and cold weather best practices.

#### **Norfolk Emergency Management**

- Coordinate planning for pet-friendly shelters and ensure animal services are integrated into mass care plans.
- Request state-level support or resources (e.g., from VDACS) if local animal sheltering capacity is exceeded.
- Support public outreach efforts regarding pet sheltering options and preparedness.

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

- Assist with behavioral health support for individuals experiencing stress or trauma related to displaced pets or animals.

#### **Norfolk Department of Parks and Recreation**

- Support the identification and use of facilities for animal sheltering operations, if necessary.

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

- Assist Animal Control with field calls and pet rescues in extreme weather or shelter activation situations.

- Provide scene safety and emergency access during animal welfare operations.

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

- Support animal sheltering operations with guidance on sanitation, zoonotic disease prevention, and public health compliance.

#### **Virginia Department of Agriculture and Consumer Services (VDACS)**

- Provide regulatory support and technical assistance for emergency animal sheltering and agricultural protection if needed.

#### **Additional Considerations**

- Ensure public messaging includes guidance on bringing pets indoors and providing adequate shelter during extreme cold.
- Coordinate pet shelter registration processes with those for human shelters to minimize delays and confusion.
- Maintain inventory of pet supplies (e.g., crates, food, litter) to support short-notice activation.

## EMERGENCY SUPPORT FUNCTION 12: ENERGY

**Primary Agency:** Dominion Energy

**Support Agencies:** Norfolk Emergency Management, Norfolk Public Works, Norfolk Information Technology, Norfolk Fire-Rescue, Norfolk Police Department, Virginia Department of Emergency Management (VDEM), U.S. Army Corps of Engineers (USACE), Fuel Suppliers

### KEY RESPONSIBILITIES

#### **Dominion Energy**

- Lead restoration of electric power during winter storm-related outages.
- Prioritize service restoration to critical facilities (e.g., hospitals, shelters, water infrastructure).
- Provide outage status updates and estimated restoration times to Norfolk Emergency Management.
- Coordinate with public safety for downed power lines and hazardous energy conditions.

#### **Norfolk Emergency Management**

- Coordinate with Dominion and other utilities to maintain situational awareness of outages.
- Support public messaging on outage safety, generator use, and warming station availability.
- Identify and prioritize essential facilities requiring emergency power support or generator deployment.
- Facilitate resource requests to the state or fuel vendors for backup energy needs.

#### **Norfolk Public Works**

- Ensure access to utility infrastructure for repair crews by prioritizing snow and ice clearance around substations, utility corridors, and critical facilities.
- Coordinate fuel deliveries and storage for City equipment, emergency shelters, and response operations.

#### **Norfolk Information Technology**

- Ensure City communications, servers, and data centers have adequate power and backup systems.
- Monitor and support emergency power generation for essential IT systems.

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

- Respond to downed lines, fire or carbon monoxide incidents related to generators or unsafe heating sources.

- Support safety operations near damaged or energized infrastructure.

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

- Assist with generator requests, fuel support, and coordination with regional energy providers.
- Track and report energy disruptions affecting multiple jurisdictions.

#### **U.S. Army Corps of Engineers (USACE)**

- May support emergency power generation through FEMA mission assignments if requested and authorized.

#### **Fuel Suppliers**

- Coordinate delivery of gasoline, diesel, and propane to support critical services and equipment.

#### **Additional Considerations**

- Promote generator safety to prevent carbon monoxide incidents.
- Establish priority lists for generator deployment, including shelters and public health facilities.
- Monitor bulk fuel reserves and maintain vendor contact lists in advance of major storms.

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

**Primary Agency:** Norfolk Police Department

**Support Agencies:** Norfolk Fire-Rescue, Norfolk Emergency Management, Norfolk Sheriff's Office, Norfolk Public Schools Security, Virginia State Police (VSP), Norfolk Public Works (Traffic Division), Norfolk Community Services Board (CSB), Norfolk Department of Human Services

### KEY RESPONSIBILITIES

#### Norfolk Police Department

- Lead coordination of law enforcement operations during winter storm incidents.
- Manage road closures, traffic control points, and access control for affected areas.
- Support welfare checks and assist with evacuations or shelter-in-place operations if needed.
- Provide security at emergency shelters, warming stations, and critical infrastructure.

#### Norfolk Fire-Rescue

- Support incident response and search-and-rescue operations.
- Respond to vehicle crashes, CO exposures, and fire hazards related to heating sources.
- Provide scene safety and support for emergency medical responses.

#### Norfolk Emergency Management

- Coordinate resource requests for public safety needs and mutual aid support.
- Maintain situational awareness of public safety threats and communicate risk updates to partners.

#### Norfolk Sheriff's Office

- Provide transportation support for evacuees or displaced individuals when appropriate.
- Support security staffing needs at shelters or other City facilities.

#### Norfolk Public Schools Security

- Assist in securing school buildings designated as shelters or warming centers.
- Coordinate school resource officers in support of storm operations.

#### Virginia State Police (VSP)

- Support traffic management and major highway incidents during regional events.
- Assist in coordination with regional law enforcement agencies.

### **Norfolk Public Works (Traffic Division)**

- Support traffic signal maintenance and emergency signage during road closures.
- Coordinate with Police for deployment of barricades and detour signage.

### **Norfolk Community Services Board (CSB) / Department of Human Services**

- Assist law enforcement with behavioral health needs and transportation for individuals experiencing homelessness or crisis.
- Provide outreach and shelter referrals to at-risk populations.

### **Additional Considerations**

- Monitor for increases in crime or opportunistic activity during widespread outages.
- Prioritize clearance and access to police, fire, and EMS facilities.
- Maintain close coordination between law enforcement, behavioral health, and homeless outreach teams during extreme cold.

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

**Primary Agency:** Norfolk Economic Development

**Support Agencies:** Norfolk Emergency Management, Norfolk Public Works, Norfolk Department of Utilities, Norfolk Information Technology, Norfolk Department of Communications, Norfolk Department of General Services, Hampton Roads Chamber of Commerce, Dominion Energy, Virginia Natural Gas, Virginia Department of Emergency Management (VDEM)

### KEY RESPONSIBILITIES

#### Norfolk Economic Development

- Serve as the primary liaison to Norfolk’s business community before, during, and after a winter storm.
- Coordinate with major employers, commercial property managers, and business districts to share preparedness guidance and operational updates.
- Assist in identifying and reporting infrastructure disruptions that impact commercial continuity (e.g., power, utilities, supply chains).
- Provide impact assessments from the business sector to the EOC and recovery planning teams.

#### Norfolk Emergency Management

- Facilitate two-way communication between the EOC and business stakeholders via the Cross-Sector Infrastructure Liaison.
- Activate virtual or in-person coordination calls with critical infrastructure operators and key business sectors as needed.
- Share real-time updates on road conditions, power restoration, and municipal operations that may affect private sector continuity.

#### Norfolk Public Works / Department of Utilities

- Prioritize restoration of services to commercial and industrial zones when safe to do so.
- Monitor and report status of public infrastructure (e.g., roadways, water, stormwater systems) that support business activity.

#### Norfolk Information Technology

- Support connectivity and cybersecurity for digital infrastructure affecting city-supported commercial applications or business portals.
- Coordinate with internet service providers and telecom partners for restoration of services affecting economic functions.



### **Norfolk Department of Communications**

- Coordinate messaging with Economic Development for business-specific alerts, closures, and recovery guidance.
- Support public information campaigns about operational status of key business areas.

### **Norfolk General Services**

- Assist with building assessments and service disruptions at City-owned properties that impact tenants or business service providers.

### **Hampton Roads Chamber of Commerce**

- Support information dissemination to the business community and solicit situational awareness updates from members.
- Share best practices and continuity planning resources with small and mid-sized businesses.

### **Dominion Energy / Virginia Natural Gas**

- Coordinate outage reporting and restoration prioritization with business impact in mind.
- Provide the City with restoration timelines for critical business and industrial zones.

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

- Support infrastructure coordination and recovery planning for critical systems that cross jurisdictional boundaries.
- Provide state-level resources or liaison support for business recovery efforts.

### **Additional Considerations**

- Maintain and update a directory of essential and large employers for targeted communication.
- Consider pre-scripted messaging for economic continuity, SBA disaster assistance, and insurance claims resources.
- Encourage business owners to enroll in Norfolk Alert and review their business continuity plans seasonally.

## EMERGENCY SUPPORT FUNCTION 15: EXTERNAL AFFAIRS

**Primary Agency:** Norfolk Department of Communications

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

### KEY RESPONSIBILITIES

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

- Lead all external communications related to winter storm preparedness, response, and recovery.
- Serve as the official spokesperson and point of contact for media inquiries.
- Coordinate messaging across City departments to ensure consistency and clarity.
- Disseminate information through Norfolk Alert, social media, Norfolk.gov, press releases, and local media outlets.
- Activate and lead a Joint Information Center (JIC) if the EOC is activated.

#### **Norfolk Emergency Management**

- Provide technical and operational content for all hazard communications.
- Issue emergency alerts and warnings via IPAWS, Norfolk Alert, and regional coordination platforms.
- Coordinate with partner agencies and regional PIOs to align public messaging.
- Ensure vulnerable populations receive targeted outreach.

#### **Norfolk Information Technology**

- Maintain and support communication platforms, including Norfolk Alert and City websites.
- Monitor for cyber threats or disruptions to public-facing systems during high-traffic incidents.

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

- Provide on-the-ground updates to inform messaging and safety alerts.
- Support community engagement through patrol officers and field personnel.
- Assist with door-to-door notifications in affected areas, as needed.

#### **Norfolk Public Health / Human Services / CSB**

- Contribute messaging related to cold weather health risks (e.g., hypothermia, carbon monoxide, frostbite).
- Support public outreach around warming shelters, food assistance, and mental health resources.

#### **Norfolk Libraries**

- Serve as trusted neighborhood information hubs for printed materials and internet access.
- Share messaging with library patrons and coordinate community bulletin boards during storms.

#### **Dominion Energy**

- Provide power outage updates and energy safety messaging for public dissemination.
- Coordinate with Norfolk Communications to share restoration timelines and cold weather energy tips.
- Virginia Department of Emergency Management (VDEM) / National Weather Service (NWS)
- Provide authoritative forecast products, alert language, and support for messaging around winter weather threats.
- Share outreach materials and templates for public distribution.

#### **Additional Considerations**

- Ensure communications are accessible (multiple languages, visual formats, plain language).
- Use trusted community leaders and partners to help amplify messages.
- Monitor social media for misinformation and activate rumor control protocols when needed.

## TRAINING AND EXERCISES

To ensure readiness and effective response during winter weather events, the City of Norfolk and its partner agencies will incorporate winter storm scenarios into ongoing training and exercise efforts. This includes preparedness for snow and ice accumulation, extreme cold, widespread power outages, and impacts to transportation and vulnerable populations.

### TRAINING OBJECTIVES

- Familiarize personnel with the Winter Storm Annex and associated response protocols.
- Clarify roles and responsibilities of each department under the Emergency Support Functions (ESFs).
- Build proficiency in issuing warnings, activating warming centers, and coordinating shelter operations.
- Promote safe operation of snow removal and emergency response equipment.
- Enhance understanding of health and safety considerations, including frostbite, hypothermia, and sheltering needs.

### EXERCISE TYPES

The following exercise types will be used to support preparedness for winter storms:

- Tabletop Exercises (TTX): Discussion-based exercises to walk through decision-making, communications, and coordination strategies.
- Functional Exercises (FE): Simulations that test emergency operations and coordination without deploying field resources.
- Full-Scale Exercises (FSE): Operations-based exercises that deploy resources and test systems under simulated storm conditions (e.g., activation of shelters, snow removal operations, EOC activation).
- Drills: Targeted training on specific capabilities such as radio communications, plow operations, generator testing, and public messaging workflows.

### EXERCISE PRIORITIES

- Activation and operation of the Emergency Operations Center (virtual or physical).
- Interagency coordination on snow and ice removal.
- Activation thresholds and procedures for warming centers and emergency shelters.
- Continuity of operations for essential services during prolonged power outages or blocked roads.
- Communication protocols with vulnerable populations and public messaging workflows.

## AFTER-ACTION REVIEW

- Following any training or exercise, the Norfolk Office of Emergency Management will facilitate an After-Action Review (AAR) to:
- Identify strengths and improvement areas.
- Capture lessons learned and update the Winter Storm Annex accordingly.
- Develop or revise corrective action plans and assign responsibility for implementation.

## TRAINING PARTNERS

- All City departments identified under the ESF structure
- Norfolk Public Schools
- Norfolk Public Health and CSB
- Dominion Energy and Virginia Natural Gas
- Local nonprofits and shelter partners
- National Weather Service – Wakefield Office
- Virginia Department of Emergency Management (VDEM)

## SUPPORTING PLANS AND POLICIES

This Winter Storm Annex is designed to integrate with and support a variety of local, regional, state, and federal plans and policies. Together, these documents form a comprehensive framework for hazard preparedness, response, and recovery across the City of Norfolk.

### City of Norfolk Plans

- Norfolk Emergency Operations Plan (EOP): Establishes the overall structure and responsibilities for the City's emergency response, including activation protocols and coordination mechanisms.
- Continuity of Operations Plans (COOPs): Department-level plans ensuring essential functions continue during disruptions caused by winter storms or related hazards.
- Team Norfolk Warming Station Strategy Functional Annex (FOUO): Outlines the criteria, activation process, and operations for overflow warming shelters during cold weather emergencies.
- Shelter Operations Plan: Provides guidance for mass care sheltering, including warming center considerations.
- Debris Management Plan: Identifies processes and priorities for post-storm debris clearance, which may be necessary after ice or snow events.
- Team Norfolk Communications Strategy: Coordinates internal and public information messaging throughout an emergency.

## Regional Plans

- Southside Hampton Roads Hazard Mitigation Plan (2022): Identifies winter storms as a recurring hazard and provides risk data, vulnerability assessments, and mitigation actions relevant to Norfolk and surrounding jurisdictions.
- Hampton Roads All Hazards Plan: Promotes regional coordination across emergency management, public health, and infrastructure partners.

## State Plans and Policies

- Virginia Emergency Operations Plan (VEOP): Provides the statewide framework for coordinating resources and assistance during declared winter weather emergencies.
- Commonwealth of Virginia Hazard Mitigation Plan: Identifies statewide risks and supports long-term resilience building, including for winter storm hazards.
- VDEM Local Emergency Management Guide & Planning Standards: Offers guidance to local jurisdictions for annex development, coordination, and training.

## FEDERAL POLICIES AND GUIDANCE

FEMA Comprehensive Preparedness Guide (CPG) 101: Establishes best practices for emergency planning, used as the foundation for this Annex's structure.

FEMA Disaster Assistance Policy DAP 9523.1 – Snow Assistance and Severe Winter Storm Policy: Outlines eligibility requirements and procedures for federal reimbursement related to snow and ice events.

Stafford Act: Provides statutory authority for federal disaster assistance when a Presidential disaster declaration is granted.

## AUTHORITIES

This Winter Storm Annex is developed and implemented under the legal and regulatory authorities established by local, state, and federal statutes. These authorities empower the City of Norfolk to take preparedness, response, recovery, and mitigation actions before, during, and after winter weather events.

### Local Authorities

City of Norfolk Code of Ordinances, Chapter 2.5 – Emergency Management: Establishes the authority and responsibilities of the Norfolk Emergency Management Office, including coordination of disaster response and emergency operations.

Norfolk Emergency Operations Plan (EOP): Serves as the foundational document for City-wide emergency response operations, under which this Annex functions.

Local Declaration of Emergency: As authorized by City leadership and defined in the EOP, a declaration enables emergency powers, including activation of mutual aid, temporary suspension of certain regulations, and requests for state or federal assistance.

### **State Authorities**

Code of Virginia § 44-146.19 – Emergency Services and Disaster Law: Grants powers to localities for emergency management planning, activation of emergency services, and coordination with the Virginia Department of Emergency Management (VDEM).

Commonwealth of Virginia Emergency Operations Plan (VEOP): Establishes coordination and assistance procedures between state agencies and local jurisdictions during declared emergencies, including winter storms.

Virginia Hazard Mitigation Plan (2023): Identifies state-level risk, mitigation strategies, and supports coordination with local mitigation activities.

### **Federal Authorities**

Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.): Authorizes federal disaster assistance and outlines requirements for local and state declarations before federal aid may be requested.

FEMA Disaster Assistance Policy DAP 9523.1 – Snow Assistance and Severe Winter Storm Policy: Guides the eligibility of snow removal and winter storm-related costs for federal reimbursement.

Homeland Security Presidential Directive 5 (HSPD-5): Directs the establishment of a single, comprehensive National Incident Management System (NIMS) to coordinate emergency response across all levels of government.

FEMA Comprehensive Preparedness Guide (CPG) 101: Outlines standards and best practices for developing emergency operations plans, including hazard-specific annexes.

## **ACRONYMS**

- AAR – After-Action Report
- AKQ – National Weather Service Wakefield Office (VA)
- CDC – Centers for Disease Control and Prevention
- COOP – Continuity of Operations Plan
- CSB – Community Services Board

- DAP – Disaster Assistance Policy
- DHHS – Department of Health and Human Services
- DOM – Department of Emergency Management (Virginia)
- EOC – Emergency Operations Center
- EOP – Emergency Operations Plan
- ESF – Emergency Support Function
- FEMA – Federal Emergency Management Agency
- FOUO – For Official Use Only
- HSPD – Homeland Security Presidential Directive
- ICS – Incident Command System
- IT – Information Technology
- JIC – Joint Information Center
- NEST – Norfolk Emergency Shelter Team
- NIMS – National Incident Management System
- NOAA – National Oceanic and Atmospheric Administration
- NPS – Norfolk Public Schools
- NWS – National Weather Service
- OEM – Office of Emergency Management
- ORF – Norfolk International Airport (weather station code)
- PA – Public Assistance (FEMA)
- SitRep – Situation Report
- TTX – Tabletop Exercise
- VEOP – Virginia Emergency Operations Plan
- VDEM – Virginia Department of Emergency Management
- WOW – Winter Overflow Warming

## GLOSSARY

**After-Action Report (AAR):** A formal review and analysis of emergency response efforts to identify strengths, weaknesses, and areas for improvement.

**Brine:** A saltwater solution used for pre-treatment of roads to prevent ice bonding during winter weather.

**Continuity of Operations Plan (COOP):** A plan that ensures essential government services continue during and after a disruption or emergency.



**Emergency Operations Center (EOC):** A central location for coordination, support, and decision-making during emergencies or disasters.

**Emergency Operations Plan (EOP):** The City’s all-hazards plan outlining the framework for managing emergency incidents.

**Emergency Support Function (ESF):** Functional groupings of agencies and departments organized to provide coordinated support in response to specific needs (e.g., transportation, public safety, shelter).

**Freezing Rain:** Rain that freezes upon contact with surfaces, creating a glaze of ice.

**Frostbite:** An injury caused by freezing of the skin and underlying tissues, typically affecting extremities.

**Hypothermia:** A dangerous drop in body temperature resulting from prolonged exposure to cold.

**Incident Command System (ICS):** A standardized approach to the command, control, and coordination of emergency response.

**Joint Information Center (JIC):** A facility for coordinating public information activities and media relations during an emergency.

**National Weather Service (NWS):** A federal agency that provides weather forecasts, warnings, and hazard information.

**Nor’easter:** A strong low-pressure system characterized by winds from the northeast, commonly producing snow, wind, and coastal flooding along the East Coast.

**Precipitation:** Any form of water—liquid or solid—that falls from the atmosphere to the Earth’s surface, including snow, sleet, and freezing rain.

**Public Assistance (PA):** FEMA’s program to provide aid to governments and certain nonprofits following disasters.

**Situational Report (SitRep):** A summary of the current operational picture and actions taken, used for coordination and decision-making.

**Winter Overflow Warming (WOW):**

Local activation criteria used to determine when to open additional warming shelters for individuals experiencing homelessness during extreme cold.

## APPENDICES

- Appendix A – Snow Removal Maps

- Appendix B – Appendix B: Winter Weather Alert Reference Matrix
- Appendix C – Winter Storm Battle Rhythm

## APPENDIX A – SNOW REMOVAL MAPS

To ensure effective snow removal and the continuity of critical operations during winter storms, the City of Norfolk prioritizes specific roadways for treatment and clearance. The maps below identify Primary and Secondary Snow Routes designated by Norfolk Public Works.

Primary Routes include major thoroughfares, emergency access corridors, routes to hospitals, and critical public safety facilities.

Secondary Routes provide connectivity to residential neighborhoods, schools, and additional public services once primary routes are passable.

### **Primary Snow Routes Map**

The map below illustrates Norfolk’s Primary Snow Routes, which receive first-priority treatment for snow and ice removal.



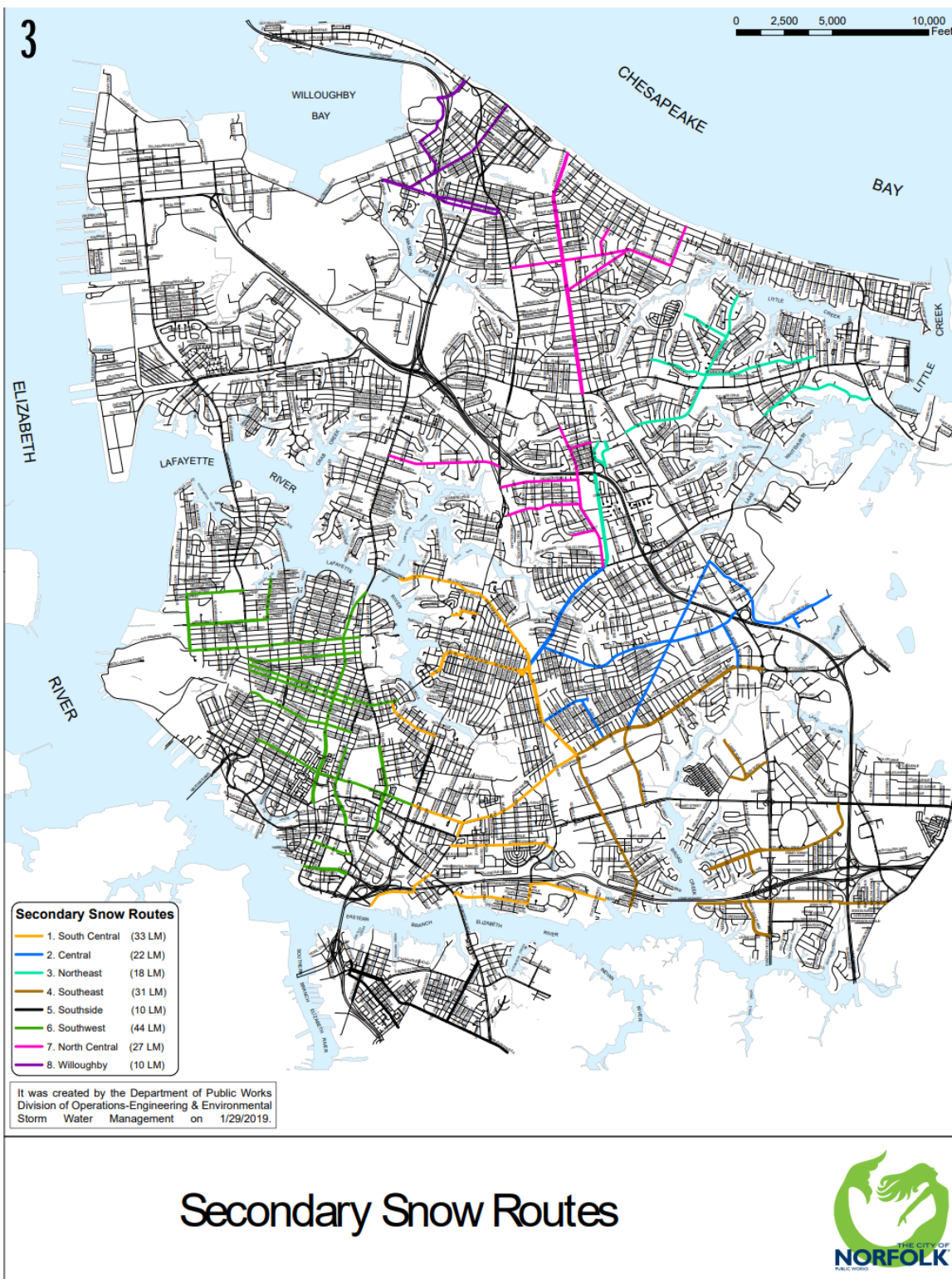
## Primary Snow Routes





## Secondary Snow Routes Map

The following map shows the Secondary Snow Routes that are addressed after primary routes are cleared and deemed safe for travel.



## APPENDIX B: WINTER WEATHER ALERT REFERENCE MATRIX

This matrix aligns National Weather Service (NWS) winter weather alert products with Team Norfolk's recommended operational responses. It supports timely decision-making on EOC activations, messaging, sheltering, and field operations.

NWS Product	Definition	Lead Time	Team Norfolk Recommended Actions
<b>Winter Weather Advisory</b>	Wintry conditions (snow, sleet, or freezing rain) may cause significant inconveniences.	8–24 hours	Monitor forecasts. Brief key partners. Consider limited City operations adjustments. Distribute public messaging.
<b>Winter Storm Watch</b>	Risk of significant snow, sleet, or ice with potential major disruptions.	12–48 hours	Increase readiness. Alert departments. Coordinate with Public Works. Consider pre-treatment. Activate partial EOC.
<b>Winter Storm Warning</b>	Major winter storm imminent or occurring; heavy snow/ice with severe impact expected.	8–36 hours	Activate full EOC if necessary. Issue Norfolk Alert. Open warming centers. Deploy full plow operations.
<b>Freezing Rain Advisory</b>	Freezing rain expected to cause hazardous conditions, but less than ¼ inch accumulation.	8–24 hours	Cautionary messaging. Monitor roads. Coordinate with Public Works and VDOT. Prepare for increased traffic incidents.
<b>Ice Storm Warning</b>	¼ inch or more of ice accumulation expected.	8–36 hours	High concern for power outages. Alert utilities. Confirm shelter readiness. Coordinate public health notifications.
<b>Wind Chill Advisory</b>	Wind chills pose risk for frostbite or hypothermia with prolonged exposure.	8–24 hours	Increase outreach to unsheltered populations. Consider WOW (Winter Overflow Warming) shelter activation.
<b>Wind Chill Warning</b>	Life-threatening wind chills expected.	8–36 hours	Activate WOW shelters. Distribute hypothermia alerts. Deploy outreach teams.

<b>Blizzard Watch</b>	Risk of sustained winds >35 mph and reduced visibility from blowing snow for 3+ hours.	12–48 hours	Coordinate with transportation and public safety. Prepare for potential closures.
<b>Blizzard Warning</b>	Sustained winds/gusts >35 mph and visibility <¼ mile due to snow are occurring or imminent.	8–36 hours	Full EOC activation. Suspend non-essential travel. Coordinate with VDOT and Dominion Energy.

## APPENDIX C – WINTER STORM BATTLE RHYTHM

STATUS	ESF	ACTIONS
<b>Normal Operations and Storm Advisory</b>	All	<ul style="list-style-type: none"> <li>• Review and update internal winter weather plans, SOPs, and continuity procedures.</li> <li>• Identify and address any administrative, staffing, or logistical gaps ahead of the winter season.</li> <li>• Update mutual aid/support agreements as necessary.</li> <li>• Participate in relevant training and exercises.</li> <li>• Conduct general public education and seasonal outreach (e.g., social media, civic meetings, printed materials).</li> <li>• Monitor National Weather Service (NWS) forecast products regularly</li> </ul>
<b>Normal Operations and Storm Advisory</b>	6	<ul style="list-style-type: none"> <li>• If snow or cold weather is forecast, consider pre-scheduling a Meals Task Force coordination call.</li> </ul>
<b>Normal Operations and Storm Advisory</b>	15	<ul style="list-style-type: none"> <li>• Share general winter preparedness messaging, including Human Services Cold Weather Assistance programs.</li> </ul>

		<ul style="list-style-type: none"> <li>• Promote CDC's "Winter is Coming" cold weather safety campaign (Parts 1 &amp; 2).</li> <li>• Circulate "Be Ready! Winter Weather" resources across Norfolk.gov, social media, and partner networks.</li> </ul>
<b>Winter Storm Watch (12–48 Hours Lead Time)</b>	ALL	<ul style="list-style-type: none"> <li>• Identify outstanding resource needs and validate availability of personnel and assets.</li> <li>• Consider lodging, transportation, and shift planning for essential personnel expected to remain on duty during the storm.</li> </ul>
<b>Winter Storm Watch (12–48 Hours Lead Time)</b>	1	<ul style="list-style-type: none"> <li>• Inspect and test snow plows, salt spreaders, and other snow response equipment.</li> <li>• Verify salt/brine/sand inventory; confirm staging locations.</li> </ul>
<b>Winter Storm Watch (12–48 Hours Lead Time)</b>	3	<ul style="list-style-type: none"> <li>• Consider activating contractor support if 4–6 inches or more of snowfall is forecasted.</li> </ul>
<b>Winter Storm Watch (12–48 Hours Lead Time)</b>	5	<ul style="list-style-type: none"> <li>• Conduct EOC briefing for Team Norfolk with emphasis on contact lists, cost-tracking protocols, shelter staffing, SitRep submissions, and HSIN use.</li> <li>• Create incident in HSIN; make it the default board and upload briefing materials.</li> <li>• Develop and distribute the incident-specific Battle Rhythm.</li> <li>• Schedule and deliver updates via email and Norfolk Alert. Coordinate Policy Group and JIC call times around EOC briefing cycles.</li> </ul>

		<ul style="list-style-type: none"> <li>• Schedule and promote Just-In-Time training for ICS, HSIN, and STORM/STORM Mobile tools.</li> </ul>
<b>Winter Storm Watch (12–48 Hours Lead Time)</b>	6	<ul style="list-style-type: none"> <li>• Confirm operational capability of Huntersville Community Center and shelter sites; place shelter teams on standby.</li> <li>• Identify or solicit needs for food-insecure or unhoused residents.</li> </ul>
<b>Winter Storm Watch (12–48 Hours Lead Time)</b>	7	<ul style="list-style-type: none"> <li>• Maximize fuel levels for emergency fleet; submit requests if needed.</li> <li>• Identify all available 4x4 and high-occupancy vehicles, along with qualified drivers.</li> <li>• Coordinate with Virginia Four-Wheel Drive Association (VA4WDA) for possible support.</li> </ul>
<b>Winter Storm Watch (12–48 Hours Lead Time)</b>	15	<ul style="list-style-type: none"> <li>• Assign JIC roles; establish regular media coordination conference call schedule.</li> <li>• Set up shared drive/network folder for storing storm-related photos and media content.</li> <li>• Assess IMPACT system staffing and coordination needs.</li> <li>• Share educational content: “The Reality of Long-Range Forecasts” and “Know Your Snowstorm Terms.”</li> </ul>
<b>Winter Storm Warning (8–36 Hours Lead Time)</b>	ALL	<ul style="list-style-type: none"> <li>• Monitor Homeland Security Information Network (HSIN) for updates and situational awareness.</li> <li>• Submit any outstanding resource needs to the EOC.</li> <li>• Track all storm-related expenditures and time for potential reimbursement.</li> <li>• Augment staffing as needed to support extended operations.</li> </ul>



<b>Winter Storm Warning (8–36 Hours Lead Time)</b>	Command and Coordination	<ul style="list-style-type: none"> <li>• Evaluate the need for a Local Declaration of Emergency.</li> <li>• Consider and coordinate potential municipal closures, schedule changes, or event cancellations.</li> <li>• Engage with NWS, Public Works, Parks &amp; Recreation, General Services, Norfolk Public Schools, Navy, Libraries, Cultural Facilities, Arts &amp; Entertainment, Zoo, Nauticus, and FestEvents for unified response planning.</li> </ul>
<b>Winter Storm Warning (8–36 Hours Lead Time)</b>	1	<ul style="list-style-type: none"> <li>• If conditions allow, begin pretreatment of primary and secondary roads, bridges, and elevated surfaces.</li> </ul>
<b>Winter Storm Warning (8–36 Hours Lead Time)</b>	2	<ul style="list-style-type: none"> <li>• Alert Norfolk Alert subscribers with updated forecast and preparedness information.</li> <li>• Deploy loaner laptops to Human Resources and Payroll teams to support remote operations.</li> </ul>
<b>Winter Storm Warning (8–36 Hours Lead Time)</b>	3	<ul style="list-style-type: none"> <li>• Pre-treat critical roads and bridges unless rain is forecasted immediately prior to snowfall, which would reduce effectiveness.</li> </ul>
<b>Winter Storm Warning (8–36 Hours Lead Time)</b>	5	<ul style="list-style-type: none"> <li>• Prepare STORM for use in incident tracking</li> <li>• If warranted, activate the EOC and Joint Information Center (physical or virtual).</li> <li>• Conduct updated EOC Briefing for Team Norfolk.</li> <li>• Coordinate with neighboring localities, VDEM, VEOC, and the National Weather Service.</li> </ul>

		<ul style="list-style-type: none"> <li>• Provide Just-In-Time HSIN refresher training.</li> <li>• Notify CERT teams to monitor vulnerable neighbors.</li> <li>• Share critical alert information with the Endependence Center and individuals on the Special Needs Registry.</li> </ul>
<b>Winter Storm Warning (8–36 Hours Lead Time)</b>	6	<ul style="list-style-type: none"> <li>• Coordinate opening or expansion of shelter or warming station operations as needed.</li> <li>• Prepare contingency plan for full shelter activation in the event of widespread power outages.</li> </ul>
<b>Winter Storm Warning (8–36 Hours Lead Time)</b>	7	<ul style="list-style-type: none"> <li>• Establish coordination with logistics teams in Virginia Beach and Chesapeake.</li> <li>• Arrange transportation for essential personnel during the operational period.</li> </ul>
<b>Winter Storm Warning (8–36 Hours Lead Time)</b>	8	<ul style="list-style-type: none"> <li>• Provide emPOWER platform data (medically dependent populations) to Norfolk EOC GIS for planning support.</li> </ul>
<b>Winter Storm Warning (8–36 Hours Lead Time)</b>	15	<ul style="list-style-type: none"> <li>• Send internal messaging to all City staff prompting them to verify and update contact information in PeopleSoft.</li> <li>• If warranted, activate the Joint Information Center (physical or virtual) and ensure 2-1-1 Virginia is looped in.</li> <li>• Coordinate activation of emergency messaging banner on Norfolk.gov.</li> <li>• Disseminate public messaging on the following: <ul style="list-style-type: none"> <li>– Energy efficiency/cost savings tips</li> </ul> </li> </ul>

		<ul style="list-style-type: none"> <li>– Power outage and generator safety</li> <li>– Norfolk Alert and trusted information sources</li> <li>– Street clearing plans and timelines</li> <li>– Looking out for vulnerable family, friends, neighbors</li> <li>– Cold weather pet care guidance</li> </ul>
<b>Landfall / Peak Impact</b>	All	<ul style="list-style-type: none"> <li>• Continue monitoring and updating incident information in HSIN and STORM systems.</li> <li>• Maintain operational coordination, track incident impacts, and report updates during EOC briefings.</li> </ul>
<b>Landfall / Peak Impact</b>	1	<ul style="list-style-type: none"> <li>• Activate snowplow and construction equipment operations once snow accumulates 2–3 inches or more.</li> </ul>
<b>Landfall / Peak Impact</b>	3	<ul style="list-style-type: none"> <li>• Report morning roadway conditions to the EOC.</li> <li>• In coordination with Norfolk Police Department (ESF 13), conduct a sweep of primary routes and remove vehicles obstructing traffic or plow lanes.</li> </ul>
<b>Landfall / Peak Impact</b>	5	<ul style="list-style-type: none"> <li>• Provide early morning snow accumulation and roadway condition updates to Norfolk Public Schools.</li> <li>• Conduct scheduled EOC briefings with Team Norfolk to assess conditions, validate priorities, and assign follow-up actions.</li> </ul>
<b>Landfall / Peak Impact</b>	13	<ul style="list-style-type: none"> <li>• Support DPW during road sweeps by identifying and arranging immediate removal of vehicles blocking critical snow routes.</li> </ul>
<b>Landfall / Peak Impact</b>	15	<ul style="list-style-type: none"> <li>• Disseminate public safety messages, including: <ul style="list-style-type: none"> <li>– Do not leave vehicles unattended during plowing operations.</li> <li>– “Don’t Crowd the Plow” safety reminders.</li> </ul> </li> </ul>

		<ul style="list-style-type: none"> <li>– Winter driving safety (“Stay Alert, Slow Down, Stay in Control”).</li> <li>– Tips for safe vehicle operation in winter conditions.</li> <li>– Encouragement to check on neighbors and explore volunteer opportunities.</li> <li>– Request for residents to share pictures or storm reports with the City.</li> </ul>
<b>Post-Landfall / Recovery</b>	All	<ul style="list-style-type: none"> <li>• Continue monitoring and updating incident information via HSIN and STORM.</li> <li>• Conduct preliminary damage assessments and submit findings to the EOC.</li> </ul>
<b>Post-Landfall / Recovery</b>	Command and Coordination	<ul style="list-style-type: none"> <li>• Coordinate with Norfolk Public Schools, higher education, and military partners regarding dismissals, delays, or cancellations.</li> <li>• Submit formal recommendations to the City Manager based on operational and safety assessments.</li> </ul>
<b>Post-Landfall / Recovery</b>	Finance	<ul style="list-style-type: none"> <li>• Coordinate with Norfolk EOC, VDEM, and FEMA on initial damage assessments, cost tracking, and recovery documentation.</li> </ul>
<b>Post-Landfall / Recovery</b>	1	<ul style="list-style-type: none"> <li>• Continue clearing and treating primary and secondary roads; maintain coordination with Hampton Roads Transit (HRT).</li> <li>• Provide road condition updates to EOC at defined intervals.</li> </ul>
<b>Post-Landfall / Recovery</b>	1 and 3	<ul style="list-style-type: none"> <li>• Conduct snow and ice clearing operations for public buildings, parking garages, sidewalks, and high-priority pedestrian access points.</li> </ul>
<b>Post-Landfall / Recovery</b>	3	<ul style="list-style-type: none"> <li>• Clear downed trees, limbs, and other debris from snow/ice impacts.</li> <li>• Conduct official damage assessments in partnership with Neighborhood Development.</li> </ul>

		<ul style="list-style-type: none"> <li>• Coordinate with CERT, Civic Leagues, and faith-based organizations for neighborhood-level situational awareness.</li> </ul>
<b>Post-Landfall / Recovery</b>	5	<ul style="list-style-type: none"> <li>• Continue EOC briefings to maintain shared situational awareness and operational coordination.</li> <li>• Submit Initial Damage Assessment (IDA) to VEOC within 72 hours of the event.</li> <li>• Deploy drones/UAVs to document storm impacts.</li> </ul>
<b>Post-Landfall / Recovery</b>	6	<ul style="list-style-type: none"> <li>• Evaluate the condition and ongoing needs of shelters and warming stations; scale operations as needed.</li> </ul>
<b>Post-Landfall / Recovery</b>	8	<ul style="list-style-type: none"> <li>• Maintain communications with hospitals, long-term care, and dialysis facilities to identify emerging needs and disruptions.</li> </ul>
<b>Post-Landfall / Recovery</b>	12	<ul style="list-style-type: none"> <li>• Monitor power outages across the city; coordinate updates with Dominion Energy and Public Works.</li> </ul>
<b>Post-Landfall / Recovery</b>	13	<ul style="list-style-type: none"> <li>• Provide traffic control support where traffic signals are affected.</li> <li>• Use Sheriff's Workforce to support snow removal operations on sidewalks, public areas, and transit routes.</li> </ul>
<b>Post-Landfall / Recovery</b>	15	<ul style="list-style-type: none"> <li>• Continue posting cold weather safety information and recovery messaging, including: <ul style="list-style-type: none"> <li>– Use of unsafe heating sources</li> <li>– Generator and power outage safety</li> <li>– Dressing appropriately and recognizing frostbite/hypothermia symptoms (CDC guidance)</li> <li>– Wind chill science and frostbite treatment</li> <li>– Snow shoveling techniques</li> <li>– Clearing snow from fire hydrants</li> <li>– Winter weather flood risks</li> <li>– Garbage collection and service impacts</li> <li>– Volunteer engagement opportunities</li> </ul> </li> </ul>

	<ul style="list-style-type: none"><li>• Share incident photos and updates with Norfolk Public Libraries and Slover Library for community archiving.</li><li>• Provide traffic control support where traffic signals are affected.</li><li>• Use Sheriff’s Workforce to support snow removal operations on sidewalks, public areas, and transit routes.</li></ul>
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