Emergency Operations & Resiliency Framework

Operational Annex

Short-Term / Intermediate Recovery

October 2025

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Team Norfolk Operational Annex — Short-Term / Intermediate Recovery

Updated: May 2025

PURPOSE

The purpose of the Short-Term / Intermediate Recovery Plan is to establish a clear and coordinated framework that enables the City of Norfolk and its partners to transition effectively from emergency response to recovery operations following any major incident. This plan outlines the essential activities and organizational structures needed to stabilize the situation, address immediate human needs, restore critical infrastructure and services, and begin the groundwork for long-term recovery.

This plan aligns with legal and regulatory mandates as established by the Commonwealth of Virginia and the City of Norfolk's Code of Ordinances. It is designed to promote unity of effort among local government departments, non-governmental organizations, private sector partners, and regional, state, and federal stakeholders. Together with Team Norfolk's Long-Term Recovery Plan, this document supports the overarching goal of building a safer, stronger, and more resilient community post-disaster.

The priorities immediately following an incident include:

Preservation of Life and Health

- Conducting search and rescue operations
- Providing security and law enforcement presence
- Executing evacuation and sheltering operations
- Ensuring access to food, water, and medical care

Preservation of Infrastructure and Property

- Restoring essential public services and utilities
- Reopening critical facilities (e.g., hospitals, water treatment plants)
- Clearing and repairing transportation routes
- Coordinating efforts to make residences and businesses safe, sanitary, and secure

Populations likely to require recovery services include:

- Primary victims (those with damaged or destroyed homes)
- Secondary and tertiary victims (residents denied access to their homes)
- Transients (visitors and travelers within the affected area)

- Emergency responders (requiring food, rest, and temporary shelter as coordinated through ESF-7)

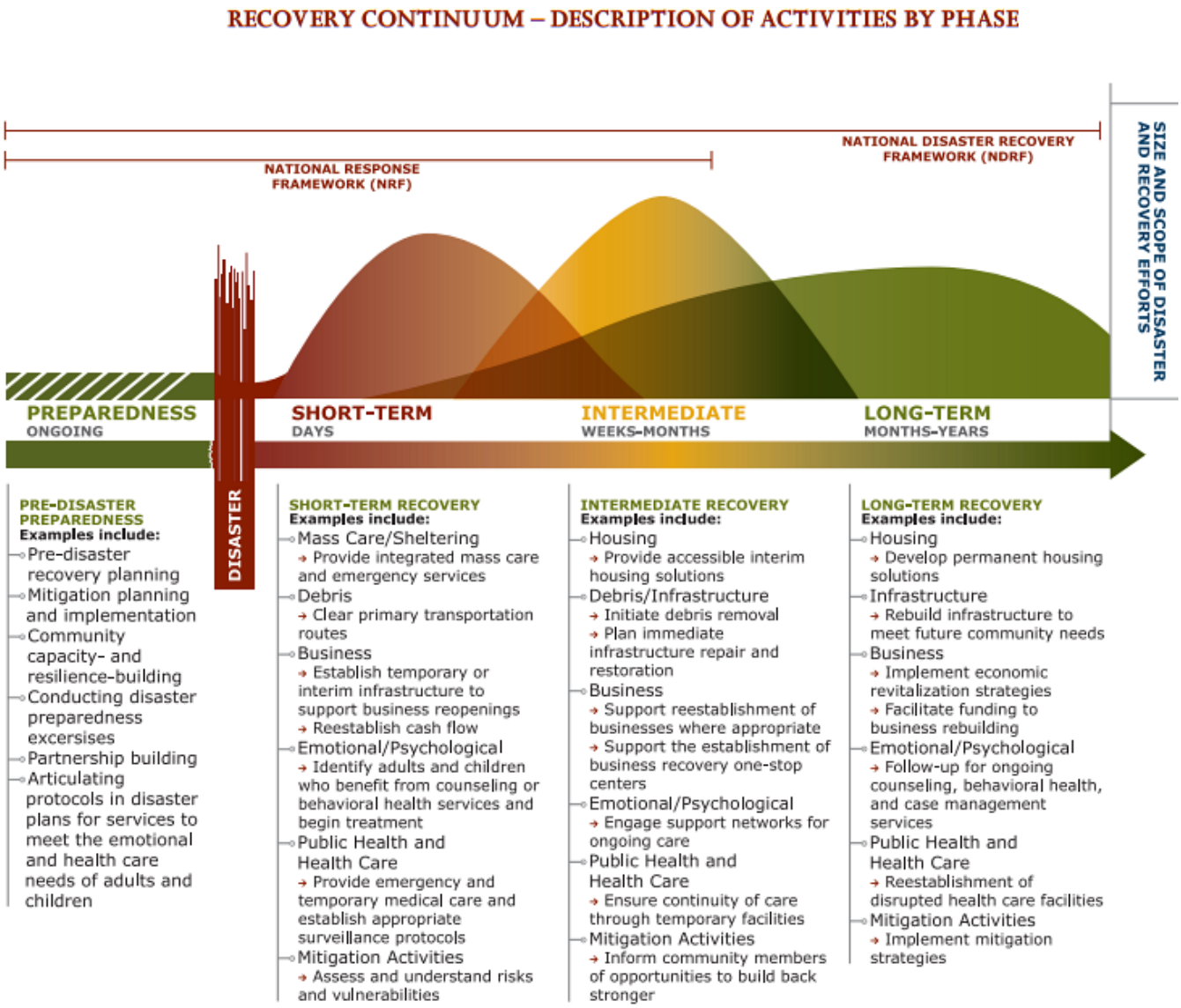


Figure 1: Recovery Continuum – Description of Activities by Phase

This visual outlines the progression of disaster recovery from preparedness through long-term recovery, emphasizing the types of activities that occur during each phase. It distinguishes the shift from the National Response Framework (NRF) to the National Disaster Recovery Framework (NDRF) and provides examples of core tasks related to housing, infrastructure, health, business, and emotional/psychological support. This continuum reinforces Norfolk's approach to recovery as a phased, coordinated, and scalable effort.

SCOPE

This plan addresses short-term and intermediate recovery activities that begin within hours or days following an incident and may continue for weeks or months, depending on the magnitude of the disaster. These phases serve as the bridge between immediate response operations and long-term community redevelopment and resilience initiatives.

Short-Term Recovery includes:

- Damage assessments and situational analysis
- Reestablishment of basic government operations
- Coordination of mass care and human services
- Initial debris management and public health interventions

Intermediate Recovery includes:

- Restoration of infrastructure through FEMA Public Assistance (PA) programs
- Support for individuals through Individual Assistance (IA) programs such as the Individuals and Households Program (IHP) and Other Needs Assistance (ONA)
- Implementation of hazard mitigation strategies to reduce future risk
- Temporary housing and community stabilization measures
- Coordination with federal partners for supplemental recovery resources

In major disasters or catastrophic incidents, Norfolk may prioritize critical systems through the S.W.E.A.T. framework:

- Sewage
- Water
- Energy
- Air conditioning / Academics
- Trash

The scope of this plan does not replace the operational procedures found in individual Emergency Support Function (ESF) annexes or the Long-Term Recovery Plan but instead complements them by coordinating early recovery efforts across sectors and ensuring all actions are aligned toward a common objective: a full and resilient recovery.

BACKGROUND

The City of Norfolk is vulnerable to a wide range of hazards, including hurricanes, flooding, coastal storms, infrastructure failures, hazardous materials incidents, and human-caused events. These

incidents can result in significant damage to homes, businesses, infrastructure, and vital services, placing immediate demands on the city's emergency response and recovery systems.

Norfolk's geography, dense population, economic role as a port city, and concentration of critical infrastructure heighten the complexity of disaster recovery. Many residents live in flood-prone areas or face socioeconomic challenges that can impede recovery without coordinated public support.

While the City's Emergency Operations Plan (EOP) and individual Emergency Support Function (ESF) annexes guide immediate response activities, the transition into recovery requires distinct planning, coordination, and resources. The initial hours and days following an incident are critical; decisions made during this period set the foundation for long-term outcomes and community resilience.

This Short-Term / Intermediate Recovery Plan was developed to guide Norfolk through this transitional phase, ensuring that recovery is not only efficient and legally compliant but also equitable, coordinated, and forward-looking. This plan reflects lessons learned from past incidents, aligns with FEMA's National Disaster Recovery Framework (NDRF), and supports the City's broader goals of sustainability and resilience as outlined in the Norfolk Resilience Strategy and NFK2050 Comprehensive Plan.

VULNERABILITY ASSESSMENT

The City of Norfolk faces a complex risk environment shaped by its coastal geography, aging infrastructure, and socially vulnerable populations. These factors increase the likelihood of prolonged disruption following a disaster and significantly influence the scale, speed, and equity of recovery efforts.

This section identifies the primary vulnerabilities that could impact the effectiveness and prioritization of short- and intermediate-term recovery operations:

1. Flood Risk and Sea Level Rise

Norfolk is one of the most flood-prone cities on the East Coast, with significant portions of the city located in FEMA-designated Special Flood Hazard Areas (SFHAs). Sea level rise projections indicate an expected increase of over 1.5 feet by 2050, exacerbating chronic and storm-driven flooding. Repeated flooding damages homes, infrastructure, and critical facilities, particularly in low-lying neighborhoods such as Larchmont, Ocean View, and Grandy Village.

2. Aging Infrastructure and Critical Systems

Many of Norfolk's roads, bridges, stormwater systems, and utility lines are decades old and vulnerable to failure during or after a disaster. Key infrastructure interdependencies—such as power, water, sewer, and transportation—can trigger cascading impacts. For example, flooding at the Brambleton Avenue underpass or outages at water treatment plants can delay response and hinder recovery.

3. Social Vulnerability

Norfolk's population includes a significant number of individuals who face economic, mobility, language, or access-to-care barriers that can slow recovery. According to the U.S. Census and the City's Hazard Mitigation Plan, approximately:

- 20% of residents live below the poverty line,
- 12% are over 65,
- 10% have a disability, and
- Several neighborhoods have limited access to broadband and transportation.

These populations are more likely to experience housing displacement, job loss, mental health strain, and reduced access to recovery resources.

4. At-Risk Housing Stock

Many homes in Norfolk were built before modern floodplain standards and are at high risk for structural damage. Post-disaster housing assessments often reveal a need for significant repairs or relocation assistance. Recovery efforts must prioritize making housing safe, sanitary, and secure, particularly for renters, low-income households, and elderly residents.

5. Historic and Cultural Resources

Norfolk is home to multiple historic districts and structures, including Ghent, Freemason, and the Historic Downtown corridor. These sites often require tailored recovery approaches that balance preservation with timely repair. Loss of these assets can impact tourism, community identity, and cultural heritage.

6. Climate and Equity Considerations

Norfolk's Resilience Strategy and NFK2050 Plan both emphasize that recovery cannot simply restore the pre-disaster status quo. Instead, the city seeks to recover forward, looking at climate adaptation, hazard mitigation, and social equity in rebuilding decisions. This includes ensuring investments benefit all communities, especially those historically underserved or disproportionately affected by hazards.

SITUATION

Norfolk is exposed to a variety of natural and human-caused hazards that can trigger the need for immediate and sustained recovery efforts. While hurricanes and coastal flooding represent the most common large-scale threats, the city must also be prepared for cascading impacts from technological failures, hazardous materials incidents, and acts of violence or terrorism.

The need for short-term and intermediate recovery may arise from any of the following scenarios:

- Major coastal storm or hurricane resulting in wind damage, tidal surge, and widespread flooding
- Infrastructure failure, such as a power grid disruption or water treatment plant outage
- Hazardous materials release near the port, rail lines, or industrial corridors
- Mass casualty events, including acts of terrorism or active threat situations
- Pandemic or public health emergency requiring long-term sheltering and service continuity

Based on previous incidents and the City's Hazard Mitigation Plan, it is assumed that:

- Damage assessments and recovery resource requests will begin within 12–24 hours post-incident.
- Coordination with state and federal recovery programs will occur within the first 48–72 hours.
- The most vulnerable populations will experience the greatest unmet needs and require targeted assistance.
- Local infrastructure systems may operate at reduced capacity for days or weeks, depending on the severity of the event.

Recovery operations will be coordinated through the City's Emergency Operations Center (EOC) and led by the Recovery Coordinator and Recovery Task Force. The duration and complexity of recovery will vary depending on the incident, but recovery efforts will always prioritize:

1. Life safety and health
2. Restoration of critical infrastructure and essential services
3. Stabilization of housing and local economies
4. Engagement of the whole community in long-term rebuilding efforts

ASSUMPTIONS

The following assumptions are made in the development and implementation of this Short-Term / Intermediate Recovery Plan:

Disasters may cause significant disruption to critical infrastructure, utilities, housing, healthcare systems, and municipal operations.

- Local government resources (personnel, equipment, supplies) may be overwhelmed or degraded during the early stages of recovery, requiring outside support from state, federal, and mutual aid partners.
- Damage assessments will be required to determine the scope of impacts and to support declarations of emergency and requests for state/federal assistance.
- Recovery operations will begin concurrently with response efforts and must be adaptable to the scale and complexity of the incident.

- Local leadership and emergency management staff will serve as the central coordination point for recovery planning, but all city departments will have roles and responsibilities based on their core functions.
- Vulnerable populations—including older adults, low-income households, individuals with disabilities, and non-English speakers—will require additional support to access recovery services.
- External assistance, including FEMA, the Commonwealth of Virginia, non-governmental organizations (NGOs), and the private sector, may not be available for 24 to 72 hours after a major incident.
- Recovery timelines will vary significantly based on the nature of the disaster. Minor events may require days to weeks for stabilization, while larger or catastrophic incidents may require months or years.
- All recovery actions must comply with applicable federal, state, and local laws, including environmental regulations, procurement procedures, and civil rights protections.
- The community's goal is not just to restore pre-disaster conditions, but to improve resilience through mitigation, equity, and sustainable recovery practices.

FACTS

- Norfolk has a population of approximately 235,000 residents, with significant demographic, economic, and infrastructure diversity.
- More than 30% of the city's land area lies within a FEMA Special Flood Hazard Area (SFHA).
- Norfolk has experienced federally declared disasters in 8 of the past 15 years, including hurricanes, flooding, and public health emergencies.
- The city operates under an all-hazards Emergency Operations Plan (EOP) and maintains a standing Recovery Task Force.
- The Team Norfolk Recovery Framework integrates short-term, intermediate, and long-term recovery across departments and partners.
- Key critical infrastructure includes: two water treatment plants, three major hospitals, the Port of Virginia, Naval Station Norfolk, Norfolk International Airport, and multiple regional transportation corridors (e.g., I-264, Midtown and Downtown Tunnels).
- Norfolk is a member of the Hampton Roads Planning District Commission (HRPDC) and participates in regional mutual aid and recovery coordination efforts.
- The City's Hazard Mitigation Plan was most recently updated in [insert year] and includes prioritized projects to reduce future disaster impacts.
- FEMA, the Commonwealth of Virginia, and voluntary organizations such as VOADs are anticipated recovery partners depending on the scale of the incident.

FEDERAL ASSISTANCE PROCESS

The City of Norfolk may seek state and federal recovery assistance following a major emergency or disaster that exceeds local capabilities. The authority and procedures for such assistance are established by the Robert T. Stafford Disaster Relief and Emergency Assistance Act, implemented through 44 Code of Federal Regulations (CFR).

LEGAL AND REGULATORY FRAMEWORK

- Stafford Act: Authorizes the President to provide federal disaster and emergency assistance to states, local governments, and eligible individuals following a declared disaster.
- 44 CFR: Governs emergency management activities, ensuring consistent interpretation and application of federal aid provisions.
    - Subpart D: Covers the Individuals and Households Program (IHP), which includes:
        - Housing Assistance (HA): Rental assistance, repairs, replacement, and direct housing.
        - Other Needs Assistance (ONA): Medical, dental, funeral, childcare, personal property, and transportation.
    - Subpart F: Describes other forms of Individual Assistance (IA), including:
        - Disaster Unemployment Assistance (DUA)
        - Disaster Legal Services (DLS)
        - Crisis Counseling Assistance and Training Program (CCP)
        - Relocation and Commodity Assistance
        - Duplication of Benefits guidance

FEMA PUBLIC ASSISTANCE WORK CATEGORIES

FEMA reimburses eligible costs under the Public Assistance (PA) Program through seven categories of work:

Category	Work Type	Description
A	**Debris Removal**	Clearance of debris from public roads, rights-of-way, and other public property.
B	**Emergency Protective Measures**	Actions taken before, during, and after an incident to eliminate or reduce immediate threats to life, public health, or safety (e.g., search and rescue, sheltering, EOC activation).
C	**Roads and Bridges**	Repair of eligible roadways and bridge structures.

D	**Water Control Facilities**	Repairs to levees, dams, drainage channels, and irrigation systems.
E	**Buildings and Equipment**	Repairs or replacement of public buildings, vehicles, and equipment.
F	**Utilities**	Restoration of water, power, wastewater, and other public utility systems.
G	**Parks, Recreational, and Other**	Repairs to parks, beaches, playgrounds, cemeteries, and other eligible facilities.

Note: Categories A and B are considered emergency work and have more flexible timelines. Categories C–G are permanent work and may require environmental and historical preservation review.

FEDERAL ASSISTANCE WITHOUT A PRESIDENTIAL DECLARATION

The National Response Framework (NRF) is always in effect and enables federal agencies to deploy life-saving resources even without a declaration, when:

- Immediate threats to life, property, or public health exist
- Emergency assistance is essential to stabilize the incident

Examples of federal emergency measures:

- Search and rescue
- Emergency medical care and sheltering
- Mass care and feeding
- Temporary facilities for essential services
- Emergency distribution of food, water, medicine, and supplies

LOCAL, STATE, AND FEDERAL DAMAGE ASSESSMENT PROCESS

Recovery support begins with a structured damage assessment process, which informs eligibility for federal declarations:

Step 1: Initial Damage Assessment (IDA)

- Conducted by Norfolk departments and Team Norfolk partners
- Completed within 72 hours of incident onset
- Submitted to the Virginia Emergency Operations Center (VEOC)

Step 2: Preliminary Damage Assessment (PDA)

- Jointly conducted with City of Norfolk, Virginia Department of Emergency Management (VDEM), and FEMA
- Used to validate impact data and determine if federal thresholds are met

Damage Tracking Tools

- Crisis Track: Statewide damage reporting system for GPS-logged data, photos, and prepopulated FEMA forms
- Norfolk Storm App: Localized version for damage data collection
- NOAA Emergency Response Imagery: Supports geospatial analysis and verification

DECLARATION REQUEST AND APPROVAL PROCESS

Step	Responsible Party	Action
1	**City Manager**	Declares local emergency and initiates request for assistance
2	**Governor of Virginia**	Reviews damage, submits formal request to FEMA
3	**FEMA Regional Office**	Evaluates PDA, makes recommendations to FEMA HQ
4	**FEMA Headquarters**	Reviews request, consults DHS, forwards to the President
5	**President of the United States**	Approves or denies the request

TYPES OF FEDERAL DECLARATIONS

Emergency Declaration

- Authorizes immediate federal assistance to save lives and protect public health and safety
- May be declared with or without a Governor's request if the issue falls under federal jurisdiction

Major Disaster Declaration

- Requires a Governor's request and documented evidence that the incident exceeds state/local capability
- Enables broader recovery programs, including:
    - Public Assistance (PA) for infrastructure repair
    - Hazard Mitigation Grant Program (HMGP)
    - Individual Assistance (IA)
    - Crisis Counseling, DUA, and Community Disaster Loans

DESIGNATION OF AFFECTED AREAS

- Declarations may apply to specific counties, cities, or tribal lands based on assessed damage
- Not all impacted jurisdictions are automatically included
- FEMA considers per-capita thresholds and localized impact data when designating areas for assistance

LOCAL CONTRACTING AND RECOVERY PREFERENCE

Per federal regulation, FEMA and its partners must give preference to local contractors and businesses "to the extent feasible and practicable" when awarding disaster recovery contracts. This includes:

- Debris removal
- Infrastructure repair
- Housing support
- Distribution of supplies

This preference is designed to support local economic recovery and enhance community resilience.

LOCAL ORDINANCES AND PLANNING ALIGNMENT

Recovery and rebuilding efforts must align with local laws and planning documents:

- Norfolk City Code §12-8: Governs restoration or removal of damaged non-conforming structures
- Team Norfolk Recovery Framework: Coordinates with Norfolk Vision 2100 and NFK2030 Comprehensive Plan

INDIVIDUAL ASSISTANCE

The Individual Assistance (IA) Program supports the transition from response to recovery by helping individuals and households achieve basic self-sufficiency following a federally declared disaster. Under Section 408 of the Robert T. Stafford Act, FEMA may provide financial assistance and direct services to

those with serious disaster-related needs who cannot meet those needs through insurance or other means.

While Individual Assistance is most often associated with Major Disaster Declarations, limited IA components (e.g., Food Commodities, Transportation Assistance) may be authorized under an Emergency Declaration, though this is rare.

FEMA EVALUATION CRITERIA FOR IA ACTIVATION

FEMA considers the following six factors when determining whether IA is warranted:

1. Concentration of damage – e.g., extensive destruction in a localized area (tornado, flash flood, etc.)
2. Trauma to the population, including fatalities, injuries, or prolonged displacement
3. Presence of vulnerable populations, such as low-income households, the elderly, or individuals with disabilities
4. Availability of voluntary agency assistance
5. Insurance coverage levels
6. Historical IA award data – benchmarked against similar incidents in other states

ELIGIBLE IA PROGRAMS UNDER EACH DECLARATION TYPE

Program	Emergency Declaration	Major Disaster Declaration
Individuals and Households Program (IHP)	Yes (rare)	Yes
Disaster Unemployment Assistance (DUA)	No	Yes
Food Commodities	Yes	Yes
Supplemental Nutrition Assistance (Disaster SNAP)	No	Yes
Relocation Assistance	No	Yes
Disaster Legal Services (DLS)	No	Yes
Crisis Counseling Program (CCP)	No	Yes

Transportation Assistance	Yes	Yes
Disaster Case Management	No	Yes
Cora Brown Fund	Yes	Yes

Note: FEMA IA is supplemental in nature. It is not designed to make survivors "whole," but to support minimum recovery needs. Homeowners and renters are strongly encouraged to maintain adequate insurance coverage to supplement any federal assistance.

Note: Housing Assistance (HA) under the Stafford Act is 100% federally funded.

COMPONENTS OF THE INDIVIDUALS AND HOUSEHOLDS PROGRAM (IHP)

Housing Assistance (HA)

- Rental assistance
- Lodging reimbursement
- Repairs and replacement of primary residence
- Direct housing (mobile homes, manufactured housing)
- Permanent or semi-permanent construction (in rare cases)

Other Needs Assistance (ONA)

- Personal property replacement
- Medical, dental, and funeral expenses
- Childcare and transportation costs
- Miscellaneous items necessary for recovery (e.g., generators)

SEQUENCE OF DELIVERY FOR INDIVIDUAL ASSISTANCE

1. Initial Actions by Survivor
    - Regardless of declaration status, survivors should first contact their insurance provider.
    - Voluntary Agencies may assist if insurance is unavailable or insufficient.
    - Survivors should:
        - Keep all insurance documentation, especially denials or partial payments.
        - Photograph all damages before disposal and begin cleanup safely—do not wait for a federal declaration.
        - Guard against contractor fraud by obtaining at least three estimates and verifying licenses at: https://www.dpor.virginia.gov/
2. Post-Declaration Registration

- If a Major Disaster or Emergency Declaration with IA is issued, survivors may register with FEMA via:
    - www.disasterassistance.gov
    - FEMA's mobile app
    - 1-800-621-FEMA (3362)
- FEMA may refer applicants to the Small Business Administration (SBA) for low-interest loans if they are ineligible for grants.
- Survivors denied by FEMA have the right to file an appeal within 60 days.

3. Unmet Needs Support
    - If gaps remain after FEMA and SBA processes are exhausted, the City of Norfolk will coordinate with Voluntary Organizations Active in Disaster (VOAD) and long-term recovery partners to assist residents through case management, donation coordination, and community support services.

PUBLIC ASSISTANCE (PA): GOVERNMENT INFRASTRUCTURE REPAIR, REPLACEMENT, AND RESPONSE SUPPORT

The Public Assistance (PA) Program provides federal financial support to state, tribal, territorial, and local governments—and certain nonprofits—for response and recovery work following a Presidentially declared disaster or emergency. The PA Program supports the restoration of public infrastructure, reimbursement for emergency response, debris removal, and hazard mitigation tied to recovery projects.

ELIGIBILITY THRESHOLDS

As of Fiscal Year 2025, FEMA has established the following Public Assistance (PA) thresholds:

- Statewide Per Capita Impact Indicator: $1.94
- Countywide Per Capita Impact Indicator: $4.86
- Small Project Minimum Threshold: $4,100
- Large Project Threshold: $1,093,800

For the City of Norfolk, with a 2025 projected population of **227,697**, the countywide per capita impact indicator results in a threshold of approximately **$1,349,607** ($4.86 × 227,697).

This figure represents the minimum amount of eligible damage costs that must be demonstrated for the city to qualify for federal Public Assistance.

It's important to note that meeting or exceeding this threshold is a significant factor in FEMA's evaluation for Public Assistance, but it is not the sole criterion. FEMA also considers other factors, such

as localized impacts, insurance coverage, hazard mitigation measures, recent multiple disasters, and the availability of assistance from other federal agencies.

These thresholds are adjusted annually based on the Consumer Price Index to account for inflation and ensure they remain current.

FEMA'S PA EVALUATION CRITERIA

In addition to cost, FEMA considers:

- Estimated total costs of assistance
- Localized impacts at the city, county, or tribal government level
- Insurance coverage in effect at the time of the disaster
- Hazard mitigation measures that lessened the impact
- History of multiple disasters within the past 12 months
- Availability of assistance from other federal agencies (OFA)

Note: FEMA policy prohibits denying assistance solely based on income or population formulas.

PUBLIC ASSISTANCE BY DECLARATION TYPE

Declaration Type	Purpose	Eligible PA Work	Cost Share
Emergency Declaration	Supports immediate life-saving actions and public health/safety	Debris removal and emergency protective measures only (Sections 403 & 407)	Typically, 75% federal / 25% non-federal (can be increased)
Major Disaster Declaration	Supports a full range of recovery actions, including infrastructure repair	Emergency and **permanent** work, including roads, bridges, utilities, and buildings (Sections 403, 406, 407)	Same as above; 100% cost share may be authorized for a limited period for emergency work

FEMA may authorize 100% federal funding for eligible emergency work and debris removal for the first 72 hours. Extensions are possible depending on the disaster scope.

HAZARD MITIGATION AND PUBLIC ASSISTANCE

Hazard Mitigation Grant Program (HMGP – Section 404)

- Authorized only under Major Disaster Declarations
- Funds projects that reduce future disaster risk statewide (e.g., buyouts, drainage improvements)
- Requires an approved state hazard mitigation plan
- Formula:
    - 15% of the first $2B in disaster assistance (20% for Enhanced Mitigation Plan states)
    - Decreases above $2B on a sliding scale
- Cost Share: Up to 75% federal

PA Mitigation (Section 406)

- Available for permanent work projects
- Must directly relate to damaged elements of public infrastructure
- Not applicable to private property or non-impacted facilities
- No formula cap: projects must be cost-effective and pre-approved by FEMA

If a state's mitigation plan expires during a declared disaster, FEMA may suspend funding for 406 mitigation and PA permanent repair projects until the plan is reapproved.

DIRECT FEDERAL ASSISTANCE (DFA)

Direct Federal Assistance is provided when a jurisdiction cannot perform or contract for eligible work itself. FEMA or other federal agencies may supply goods and services directly to support:

- Debris removal
- Emergency protective measures
- Emergency communications
- Emergency public transportation

Mission Assignments for DFA are expected to be completed within 60 days unless extended by FEMA's Regional Administrator.

FEMA may provide DFA after a declaration, and DFA is limited to the following types of activities: debris removal, emergency protective measures, emergency communications, and emergency public transportation. See Appendix 2 for a visual summary of the Public Assistance process and roles.

OTHER STAFFORD ACT ASSISTANCE (SUMMARY)

Category	Emergency Declaration	Major Disaster Declaration
Food Commodities (Sec. 413)	Yes	Yes

Emergency Communications (Sec. 418)	Yes	Yes
Transportation Assistance to IHP applicants (Sec. 425)	Yes	Yes
Disaster Unemployment Assistance (Sec. 410)	No	Yes
Food Stamps / Benefits (Sec. 412)	No	Yes
Legal Services (Sec. 415)	No	Yes
Crisis Counseling (Sec. 416)	No	Yes
Community Disaster Loans (Sec. 417)	No	Yes
Emergency Public Transportation (Sec. 419)	No	Yes
Disaster Case Management (Sec. 426)	No	Yes

Emergency Declarations are capped at $5 million but may exceed that if justified and reported to Congress. Major Disaster Declarations have no statutory funding cap, though actual funds are subject to availability and Congressional appropriation

KEY DEFINITIONS

Emergency Work: Immediate actions to save lives, protect public health, or prevent property loss (44 CFR § 206.201(b))

Resource Shortage: Lack of essential goods or services threatening health and safety (Code of Virginia § 44-146.16)

Direct Federal Assistance (DFA): Support delivered directly by FEMA or federal partners when local capacity is overwhelmed

NON-STAFFORD ACTS INCIDENTS (NON-DECLARED INCIDENTS)

Not all emergencies rise to the level of a state or federal disaster declaration. Nonetheless, these incidents can still cause localized damage, disruption to city services, or impacts to public health and safety that require a coordinated response and recovery effort.

STATE AUTHORITY DURING UNDECLARED EMERGENCIES

Under Code of Virginia §44-146.18:2, the State Coordinator of Emergency Management is granted specific authorities to act in situations that do not warrant a gubernatorial declaration of emergency. With approval from the Secretary of Public Safety and Homeland Security, the Coordinator may:

- Enter into contracts and incur obligations to prevent or alleviate damage or suffering
- Take action to protect the health and safety of people and property
- Proceed without regard to standard procurement and contracting procedures (excluding constitutional requirements)

Implications for Norfolk: This provision enables the Commonwealth to provide rapid support, even in the absence of a formal declaration, if a localized emergency exceeds the City's immediate capacity or requires state-level coordination.

GOVERNOR'S DISCRETION TO ALLOCATE STATE FUNDS

In addition, Code of Virginia §44-146.27 allows the Governor to authorize financial assistance to local jurisdictions, even if:

- No emergency declaration has been made, and
- No federal disaster declaration has been issued

If a locality meets specific criteria defined in the Virginia Department of Emergency Management (VDEM) recovery guidelines, the Governor may allocate state funds "in the same manner as if a state of emergency declaration had been made."

Implications for Norfolk: This means that recovery aid, such as for infrastructure repair, public safety restoration, or temporary sheltering, may still be made available from state sources even without triggering the Stafford Act. This mechanism is particularly useful for localized storms, transportation incidents, industrial fires, or other incidents that create significant hardship but fall below federal disaster thresholds.

PLANNING CONSIDERATIONS FOR NON-DECLARED EVENTS

- Ensure pre-identified local thresholds (e.g., cost, infrastructure impact, vulnerable populations affected) are tracked and documented, even for smaller incidents.
- Coordinate early with VDEM to explore potential support pathways.
- Maintain strong mutual aid agreements and local emergency contracts to supplement capabilities when state or federal aid is not immediately available.
- Utilize Crisis Track or Norfolk Storm App to collect damage data that may justify a request for state funding under Code §44-146.27.

CONCEPT OF OPERATIONS

Effective disaster recovery requires a well-coordinated, scalable framework that enables the City of Norfolk to transition from emergency response to stabilization, restoration, and long-term redevelopment. This section outlines the operational structure, leadership roles, and coordination mechanisms that will guide recovery efforts following an emergency or disaster. Whether federally declared or managed locally, recovery operations will be led by the City's Emergency Operations Center (EOC) and supported by local, state, and federal partners as needed. The goal is to ensure a unified approach to restoring essential services, addressing unmet needs, and strengthening community resilience.

GENERAL OVERVIEW

Recovery operations for the City of Norfolk will be managed through the Emergency Operations Center (EOC), with regularly scheduled briefings, coordination meetings, and status updates. The Director of Emergency Management will assume Incident Command from within the EOC to guide and support the recovery process, ensuring a smooth transition from response to recovery.

DIRECTION AND CONTROL

All direction and control activities will be coordinated by the Norfolk EOC. The following systems will be used to ensure situational awareness, facilitate decision-making, and document recovery actions:

- Norfolk Alert (mass notification)
- WebEOC
- EOC Blog
- Homeland Security Information Network (HSIN)
- Internal City email systems

These platforms will support information sharing with city departments, regional partners, and the Virginia Emergency Operations Center (VEOC).

Organizational Structure Following a Presidential Disaster Declaration

In the event of a Presidential Declaration, a formal recovery structure involving federal, state, and local partners will be established. The following personnel and entities will assume key leadership roles:

LOCAL DISASTER RECOVERY MANAGER (LDRM)

In accordance with the National Disaster Recovery Framework (NDRF), the City will designate a Local Disaster Recovery Manager (LDRM) to lead and coordinate disaster recovery activities. If not filled in by the Director of Emergency Management, this role may be assigned to the Director of Neighborhood Development, with support from the Deputy Emergency Manager.

The LDRM should possess strong community development experience and a thorough understanding of Norfolk's demographics and recovery priorities. The LDRM coordinates closely with the Emergency Manager (handling short-term recovery) and with the state's Economic Crisis Strike Force, once activated by the Governor.

Key support/expertise areas:

1. Damage Assessment and Recovery
2. Public Information
3. Human Resources
4. Infrastructure Restoration
5. Hazard Mitigation
6. Long-Term Redevelopment

FEDERAL ROLES

Federal Coordinating Officer (FCO): Appointed by the President, the FCO is the lead federal official responsible for coordinating all federal disaster response and recovery operations, including the establishment of field offices and resource deployment.

Disaster Recovery Manager (DRM): Designated by the FEMA Regional Administrator, the DRM (often the FCO) has the authority to obligate funds, approve recovery programs (IA, PA, HM), and issue mission assignments to federal agencies. This individual serves as the federal counterpart to the Governor's Authorized Representative (GAR).

Federal Disaster Recovery Coordinator (FDRC): The FDRC focuses on long-term recovery and interagency coordination among federal, tribal, state, local, nonprofit, and private sector entities. The FDRC has no inherent authority unless delegated specific powers under the Post-Katrina Emergency Management Reform Act (PKEMRA) and the Stafford Act.

STATE ROLES

State Coordinating Officer (SCO): Appointed by the Governor, the SCO is responsible for coordinating all state disaster recovery activities and interfacing with the FCO. Typically, the SCO is the State Emergency Management Coordinator at VDEM. They lead the state's recovery operations from the Joint Field Office (JFO), alongside Deputy State Coordinating Officers (DSCOs).

Governor's Authorized Representative (GAR): The GAR, often the Director of VDEM or their designee, has legal authority to sign all documentation required to receive federal assistance and administer subgrants. This role mirrors the federal DRM function at the state level.

Virginia Economic Disaster Recovery Task Force: Activated by the Governor, this task force assists localities in developing short- and long-term economic recovery strategies. Focus areas include workforce retraining, job creation, small business support, and attracting new investment.

REENTRY AND ACCESS CONTROL PROTOCOLS

To provide a standardized approach to the controlled reentry of residents, businesses, and critical personnel into disaster-impacted areas of Norfolk following evacuation, damage, or restricted access orders. This protocol prioritizes life safety, infrastructure security, and orderly restoration of services.

PHASED REENTRY STRUCTURE

Phase	Description
Phase 1	Emergency responders and critical infrastructure crews only
Phase 2	Damage assessment teams, utility partners, and government continuity personnel
Phase 3	Business owners and essential private sector staff (e.g., pharmacies, fuel, banks)
Phase 4	Residents with identification for heavily impacted areas
Phase 5	The general public, once areas are deemed safe and operational

ACCESS CONTROL CHECKPOINTS

- Established at major intersections, bridges, and damaged areas
- Staffed by Norfolk Police with support from Public Works, Emergency Management, and National Guard (if deployed)
- May utilize credentialing system, placards, or reentry passes

REENTRY DOCUMENTATION REQUIREMENTS

- Valid photo ID with proof of residence or employment in the affected area
- Business license or letter of authorization for essential commercial operators
- City-issued recovery access placard (if activated)
- Utility or service verification for private contractors assisting with restoration

SAFETY AND SECURITY CONSIDERATIONS

- Reentry may be delayed if areas remain hazardous (e.g., gas leaks, fire risk, downed power lines, structural collapse)
- Curfews or restricted movement zones may remain in effect and will be publicly communicated
- Law enforcement reserves the right to deny access based on current conditions or lack of proper documentation

COORDINATION WITH ESFS

- ESF 13 (Public Safety): Manages checkpoint security and enforcement
- ESF 15 (External Affairs): Issues public messaging, reentry timelines, and FAQs
- ESF 2 (Communications): Ensures redundant communication platforms are operational at checkpoints
- ESF 3/12 (Infrastructure/Energy): Informs safety status of areas and prioritizes re-energization zones

PUBLIC MESSAGING EXAMPLE (VIA NORFOLK ALERT, WEBSITE, AND SOCIAL MEDIA)

"Norfolk has initiated Phase 3 Reentry. Business owners in the designated recovery zones may return with a valid ID and proof of operation. Please expect delays at security checkpoints and follow law enforcement instructions. Areas remain under limited power and a boil water advisory. Visit Norfolk.gov/emergency for maps and updates."

DONATIONS AND VOLUNTEER MANAGEMENT PROTOCOLS

To establish a coordinated process for managing spontaneous donations and unaffiliated volunteers during disaster recovery operations, ensuring that contributions are safely and efficiently used to support community needs.

DONATIONS MANAGEMENT PROTOCOL

General Guidelines

- The City of Norfolk does not accept unsolicited material donations (e.g., clothing, food, water) unless coordinated with a designated VOAD partner or nonprofit.
- The city will coordinate with trusted organizations to receive, sort, and distribute goods (e.g., Operation Blessing, Salvation Army, American Red Cross).
- Public messaging will direct donors to cash-based giving and verified donation channels.

DONATION COORDINATION TASKS

Task	Responsible Party
Identify and activate donation intake partners	Emergency Management / VOAD Liaisons
Promote the use of cash donations via trusted organizations	ESF 15 (PIO/Communications)
Coordinate physical donations (if accepted)	Logistics Section with VOAD / NGO support
Set up a donation intake or warehouse site	General Services / Parks & Recreation
Manage documentation for in-kind donations	Finance / Logistics

Messaging Example

"The most effective way to help disaster survivors is through financial donations to trusted charities. Please do not bring unsolicited goods. For a list of approved donation options, visit Norfolk.gov/emergency."

VOLUNTEER MANAGEMENT PROTOCOL

General Guidelines

- Volunteers must be coordinated, trained, and assigned through a recognized agency or platform.
- Unaffiliated or spontaneous volunteers will be directed to a Volunteer Reception Center (VRC) operated by a VOAD partner or coordinated through the 2-1-1 Virginia system.
- Volunteers must complete basic safety training and be assigned roles based on need and qualifications.

VOLUNTEER COORDINATION TASKS

Task	Responsible Party
Activate Volunteer Reception Center	VOAD / Emergency Management
Register and credential volunteers	VRC Staff / VOAD Partners

Match volunteers to recovery missions	Logistics Section and Planning Section
Maintain volunteer time logs	Finance / ESF 7 (Logistics)
Recognize and support volunteer efforts	PIO / ESF 15

Priority Volunteer Missions May Include:

- Debris cleanup support
- Donation center staffing
- Feeding and shelter assistance
- Resident wellness checks
- Data entry or administrative support at DRCs

COORDINATION AND COMPLIANCE

All donations and volunteer activities should be logged using FEMA-compliant documentation for PA Category B eligibility.

Volunteer hours may count as cost cost-share match for certain federal reimbursement programs.

RECOVERY FACILITIES AND SITE LOCATIONS

Recovery operations may require the activation and use of several physical locations, each serving a specific purpose based on the scale and complexity of the incident. The following outlines key facilities and their roles during short-term and intermediate recovery:

EMERGENCY OPERATIONS CENTER (EOC)

The Norfolk Emergency Operations Center (EOC) serves as the central coordination hub for all city-led emergency response and recovery operations. As defined in the Team Norfolk Basic Plan, this is the primary location where local stakeholders meet to share information, coordinate response actions, and manage recovery priorities.

JOINT FIELD OFFICE (JFO)

The Joint Field Office is a temporary federal multi-agency coordination center activated following a presidential disaster declaration. It is staffed by representatives from FEMA, the Commonwealth of Virginia, local jurisdictions, tribal governments (as applicable), non-governmental organizations, and private sector partners. The JFO serves as the operational center for long-term federal-state-local coordination, resource management, and recovery policy decisions.

- Joint FEMA–Virginia recovery operations typically begin within 48 to 72 hours after a presidential declaration.
- The location is dependent on the scale of the disaster and infrastructure requirements (e.g., water, power, and lodging).
- In large-scale events, JFO operations may transition into Recovery Offices with extended timelines and staffing, including Cadre of On-call Response/Recovery Employees (CORE) and locally hired personnel.

DISASTER RECOVERY CENTERS (DRCS)

Disaster Recovery Centers (DRCs) are fixed or mobile facilities where disaster survivors can interact directly with FEMA and recovery partners to receive information, submit applications, and resolve issues. Services provided at DRCs may include:

- Individual assistance program guidance and case updates
- Housing resources and rental assistance information
- Legal and crisis counseling referrals
- Disaster Unemployment Assistance (DUA)
- Small Business Administration (SBA) assistance (if applicable)

Best Practices from Hurricane Matthew (2016):

- A successful DRC site accommodates 20 seated clients, with room for up to 30 individuals in the waiting area.
- Open hours may run 7:00 AM to 7:00 PM for a minimum of seven days.
- DRC sites must be ADA-compliant and centrally located in disaster-impacted areas.
- The Workforce Development Center was successfully used as a DRC in 2016.

Survivors can also access FEMA assistance online at www.DisasterAssistance.gov or by phone at 1-800-621-FEMA (3362).

OTHER RECOVERY FACILITIES

Transitional Recovery Offices (TROs): TROs are established to manage long-term recovery operations in the aftermath of catastrophic disasters. These facilities provide extended support for survivors and coordinate ongoing assistance programs. Example: TROs were used in Florida following the 2004 hurricane season.

Area Field Offices (AFOs): AFOs may be activated when multiple disasters occur in close proximity (geographically or chronologically) or when damages are widespread across a state. They operate under the umbrella of the JFO and allow for localized coordination and resource deployment. Example:

An AFO was established in western Louisiana following Hurricane Rita in 2005, while the JFO remained operational for Hurricane Katrina in the east.

OPERATIONAL PERIODS AND SITUATION REPORTING

- Operational Periods will be set based on incident complexity. Typical periods are 12–24 hours.
- Situation Reports (SitReps) and Spot Reports will be issued regularly by the EOC to document status updates, resource needs, and mission priorities.

SITUATIONAL AWARENESS AND COORDINATION

The Department of Emergency Management will lead situational awareness and briefings from the EOC. Coordination includes:

- Regular EOC operational updates
- Participation in VDEM-hosted coordination calls (announced via email and the State Warning Alert Network - SWAN)
- Continuous information sharing via WebEOC, Norfolk Alert, and HSIN

CLOSEOUT PHASE

The closeout phase marks the transition from active recovery operations to demobilization and program wrap-up. Activities include:

- Final eligibility determinations and resolution of appeals
- Completion of mission assignments and grant obligations
- Legal closure of programs such as the Disaster Housing Assistance Program (DHAP), if activated
- Financial reconciliation and documentation for audits (e.g., DHS OIG review)
- Program-specific reviews to identify potential recoupment (IA) or de-obligation (PA/HMGP)
- “Lessons learned” reviews that may lead to procedural or policy updates
- Long-term legislative or doctrinal shifts following catastrophic events (e.g., Katrina, 9/11, or 1993 Midwest floods)

ORGANIZATION

The City of Norfolk has formally adopted the National Incident Management System (NIMS) and the Incident Command System (ICS) as the operational framework for all emergency response and recovery activities. In alignment with federal guidance and the Emergency Support Function (ESF) structure, Norfolk’s Emergency Operations Center (EOC) operates using a hybrid ICS/ESF model during disaster events.

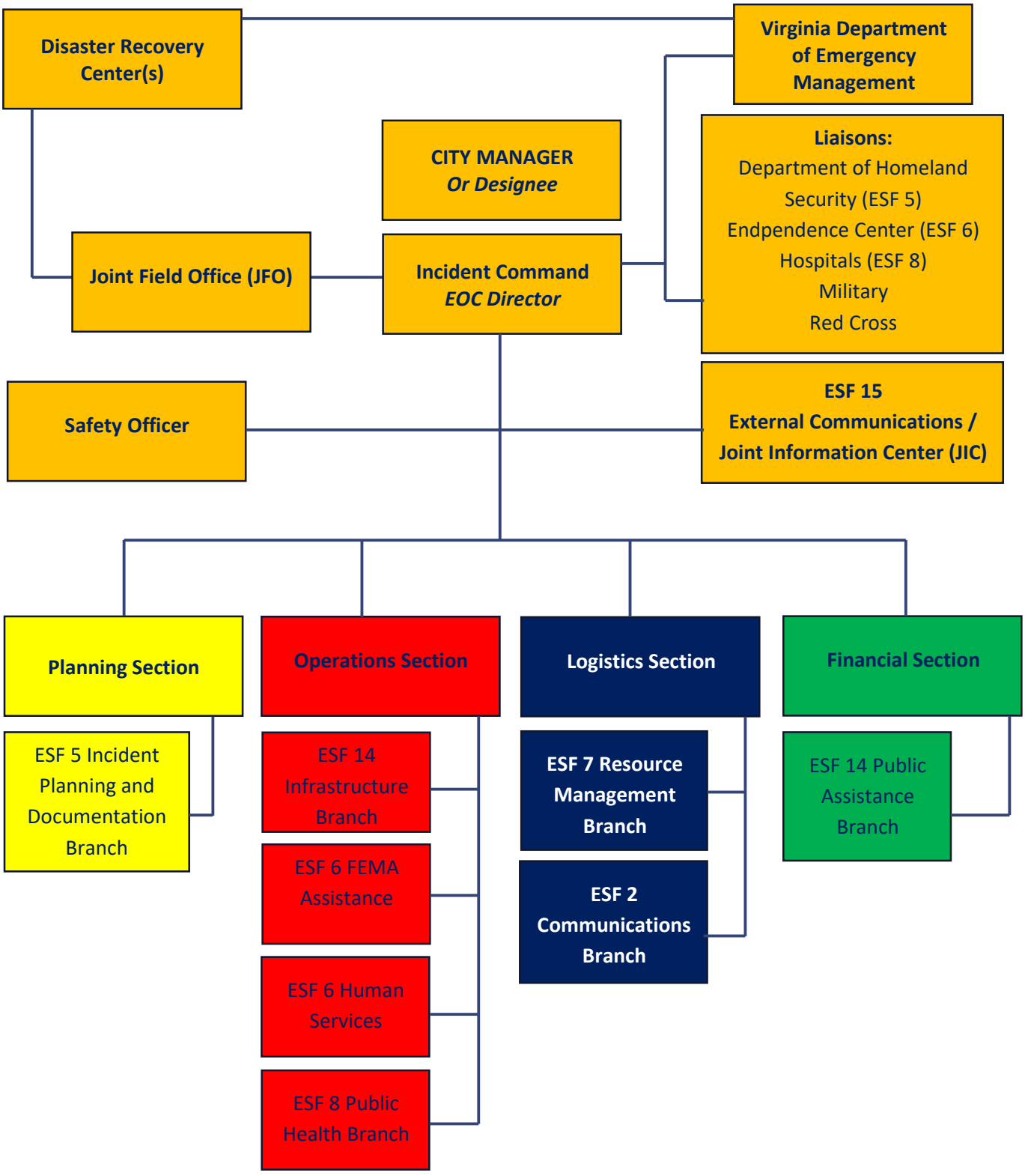
This hybrid model allows for:

- Scalable and flexible coordination, regardless of the incident's size or complexity
- Clear lines of authority and responsibility, integrating subject-matter expertise from City departments and partner agencies
- Efficient communication and resource sharing between local, regional, state, and federal partners

During recovery operations, this structure ensures that:

- The ICS General Staff (Operations, Planning, Logistics, Finance/Admin) remains activated to support the transition from response to recovery
- Recovery-specific roles (e.g., Damage Assessment Coordinator, Recovery Finance Lead, and Long-Term Recovery Task Force Liaison) are integrated under the appropriate ESFs and sections
- ESF Leads continue to coordinate functional areas such as mass care (ESF 6), infrastructure (ESF 1, 3, 12), public health (ESF 8), public information (ESF 15), and housing recovery (ESF 14)

Recovery activities are coordinated under the direction of the Director of Emergency Management, or designee, serving as the Incident Commander. The EOC remains the central hub for operational coordination, resource management, and policy-level decision-making throughout the recovery period.


Disaster Recovery Center(s)
Virginia Department of Emergency Management
CITY MANAGER
Or Designee
Liaisons:
Department of Homeland Security (ESF 5)
Endpendence Center (ESF 6)
Hospitals (ESF 8)
Military
Red Cross
Joint Field Office (JFO)
Incident Command
EOC Director
Safety Officer
ESF 15
External Communications / Joint Information Center (JIC)
Planning Section
Operations Section
Logistics Section
Financial Section
ESF 5 Incident Planning and Documentation Branch
ESF 14 Infrastructure Branch
ESF 6 FEMA Assistance
ESF 6 Human Services
ESF 8 Public Health Branch
ESF 7 Resource Management Branch
ESF 2 Communications Branch
ESF 14 Public Assistance Branch

ROLES AND RESPONSIBILITIES: INDIVIDUALS, HOMEOWNERS, AND BUSINESS OWNERS

All residents, business owners, and property managers play an important role in the recovery process. Individual action, whether through preparedness, cleanup, or civic engagement, supports broader community stabilization and helps ensure recovery operations proceed efficiently.

IMMEDIATE ACTIONS FOLLOWING AN INCIDENT

- Check on family, neighbors, and vulnerable community members to ensure safety and support unmet needs.
- Call the Norfolk Cares IMPACT Line at (757) 664-6510 with any non-emergency questions or to report city-related issues.
- Clear debris from private property, unless directed otherwise due to safety or hazardous materials.
- Engage with volunteer efforts where help is requested, including through recognized local organizations or Volunteer Hampton Roads.
- Allow FEMA inspectors on-site to verify disaster-related damage. FEMA must confirm that the residence is your primary dwelling and is uninhabitable or inaccessible to determine eligibility for:
    - Temporary housing assistance
    - Disaster-related repair or replacement grants
    - Other Needs Assistance (ONA), such as personal property, medical needs, or transportation

CONSUMER PROTECTION AND PRICE GOUGING

Report on Suspected Price Gouging

If you believe you are a victim of price gouging during a declared state of emergency, review the guidance below and report concerns to the Virginia Consumer Protection Hotline at 1-800-552-9963.

The Virginia Post-Disaster Anti-Price Gouging Act applies during a declared state of emergency (local, state, or federal) and prohibits suppliers from charging unconscionable prices for essential goods and services in the affected area for 30 days after the declaration.

A price may be considered "unconscionable" if it grossly exceeds the price charged for the same or similar goods or services, either:

- By the same supplier before the incident (within 10 days), or
- By comparable suppliers within the same trade area.

This law applies to goods and services such as:

- Food and water
- Medical supplies
- Home repair services
- Fuel and lodging

FREE LEGAL ASSISTANCE

Disaster survivors in Virginia may be eligible for free disaster-related legal services. Support may include:

- Assistance with insurance claims (property, medical, or life)
- Review of home repair contracts and contractor disputes
- Help with landlord-tenant and mortgage foreclosure issues
- Replacement of important legal documents destroyed in the disaster
- Guidance on consumer protection remedies and procedures

Contact Virginia Free Legal Attorneys at 1-800-552-7977 or visit Virginia Legal Aid. Be sure to identify yourself as a disaster survivor when calling.

TRAINING AND EXERCISE

The City of Norfolk recognizes that a well-executed recovery operation depends on both comprehensive planning and continuous training. The City will integrate recovery-specific training and exercise components into its broader preparedness efforts to ensure all stakeholders understand their roles and responsibilities during post-disaster operations.

TRAINING PRIORITIES

City departments and partner agencies will receive training in:

- Damage assessment procedures and Crisis Track use
- FEMA Public Assistance (PA) and Individual Assistance (IA) program eligibility and documentation
- Continuity of operations during long-term displacement or disruption
- Recovery finance and grant reimbursement protocols
- Disaster case management and unmet needs coordination
- Roles of LDRM, EOC Recovery Branch, ESF recovery support leads, and department recovery liaisons

EXERCISE INTEGRATION

Recovery operations will be incorporated into:

- Annual EOC functional exercises
- Regional recovery-focused tabletop exercises (TTXs), in coordination with VDEM and HRPDC
- Post-incident after-action reviews (AARs) to test and refine recovery procedures

PLAN VALIDATION

This plan will be tested periodically through exercises and revised based on:

- Lessons learned from real-world incidents
- New federal or state guidance (e.g., FEMA PA policy changes)
- Identified gaps in training, coordination, or resource management

TRAINING REQUIREMENTS

To ensure consistent and coordinated recovery operations, the following minimum training requirements are recommended for City of Norfolk personnel and partner agencies involved in recovery planning and execution:

- ICS 100, 200, 700, 800
- G-270.4: Recovery from Disaster: The Local Government Role
- NDRF Framework Familiarization
- Finance and Grants Management staff
- FEMA Public Assistance Grants Portal training
- PA Program & Policy Guide (PAPPG) workshop
- ESF Recovery Support Function leads
- ESF-specific orientation
- Recovery integration with mitigation and long-term planning
- Field Assessors and Public Works/Utilities
- Damage Assessment Fundamentals
- Crisis Track Mobile Application Training
- PIO / ESF 15 (External Affairs): Messaging for recovery timelines and federal aid processes
- Roles and responsibilities during federal declarations

Note: Personnel must maintain familiarity with recovery procedures through ongoing participation in EOC activations, after-action reviews, and recovery-focused exercises.

EXERCISE REQUIREMENTS

To maintain operational readiness and validate the Short-Term / Intermediate Recovery Plan, the City of Norfolk will incorporate recovery-specific objectives into its regular exercise program. These

exercises will assess coordination, resource management, and continuity of services during the recovery phase.

MINIMUM EXERCISE EXPECTATIONS

- At least one recovery-focused exercise every two years (tabletop or functional), either standalone or as part of a larger all-hazards event.
- Recovery elements will be integrated into the City's annual EOC exercises, with injects related to:
    - Damage assessment and reporting
    - Disaster cost documentation
    - Activation of the Local Disaster Recovery Manager (LDRM)
    - Recovery coordination with VDEM and FEMA
- Norfolk OEM will encourage participation in regional recovery exercises hosted by VDEM, HRPDC, or FEMA.

TYPES OF EXERCISES

Tabletop Exercises (TTX): Discuss recovery concepts, roles, and policy decisions in a low-pressure environment.

Functional Exercises (FE): Simulate recovery operations within the EOC to test real-time coordination and systems.

Full-Scale Exercises (FSE): If conducted, these will include activation of recovery partners and real-world deployment of recovery operations (e.g., DRC setup, PA site inspections).

AFTER-ACTION REVIEW

Each recovery exercise will include:

- After-Action Reports (AARs) identifying strengths, gaps, and areas for improvement
- Improvement Plans (IPs) with specific corrective actions and timelines
- Updates to the Recovery Plan and related annexes based on identified lessons learned

PLAN MAINTENANCE

The City of Norfolk's Short-Term / Intermediate Recovery Plan is a living document that must remain current, actionable, and reflective of lessons learned, policy changes, and evolving community needs. Ongoing maintenance ensures the plan remains aligned with the National Disaster Recovery Framework (NDRF), FEMA guidance, and the Commonwealth of Virginia's recovery policies.

REVIEW AND UPDATE SCHEDULE

- The Office of Emergency Management will lead a comprehensive review of this plan at least once every two years.
- Interim updates may be made following any major disaster or recovery operation, exercise, or significant change in federal or state recovery policy.
- Recovery partners, ESF leads, department heads, and community stakeholders will be consulted during formal revisions to ensure the plan remains inclusive and operationally sound.

PLAN DISTRIBUTION AND ACCESS

- The most current version of the plan will be maintained in both hard copy at the Emergency Operations Center (EOC) and in digital format within the City's emergency management document repository, including WebEOC as appropriate.
- Updates and key changes will be shared with all stakeholders, including department recovery coordinators, to ensure continuity and awareness across recovery roles.

CORRECTIVE ACTIONS AND CONTINUOUS IMPROVEMENT

- Lessons learned from real-world incidents, after-action reports (AARs), improvement plans (IPs), and exercises will be documented and used to inform updates.
- The plan will incorporate new guidance from FEMA, VDEM, and other federal or state agencies as issued.
- Recovery-related Standard Operating Procedures (SOPs), checklists, and job aids will be reviewed and updated in tandem with this plan.
- Point of Contact: The Director of Emergency Management, or designee, is responsible for initiating plan updates and coordinating with city leadership, recovery task force members, and external partners.

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.
https://www.fema.gov/emergency-managers/national-preparedness/frameworks/response

EMERGENCY SUPPORT FUNCTION 1: TRANSPORTATION

Primary Agency: Norfolk Public Works (NPW)

Support Agencies: Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Public Schools (NPS), Norfolk Parks and Recreation, Hampton Roads Transit (HRT), Norfolk Airport (ORF), Virginia Department of Transportation (VDOT), Virginia Port Authority (VPA), Virginia State Police (VSP),

Virginia Army National Guard (VANG), U.S. Coast Guard (USCG), Elizabeth River Crossings (ERC), Norfolk Southern, Tidewater 4-Wheelers, Virginia Department of General Services (DGS)

KEY RESPONSIBILITIES

Norfolk Public Works (NPW)

- Lead damage assessments of transportation infrastructure, including roads, bridges, signage, and public right-of-way.
- Coordinate debris clearance from primary transportation routes to support life-safety, supply chain access, and restoration priorities.
- Restore traffic control systems in collaboration with Norfolk Police and VDOT.
- Coordinate detours, temporary signage, and street condition updates.
- Serve as lead liaison with VDOT and the Virginia Port Authority for public infrastructure repairs.

Norfolk Police Department

- Support traffic control and rerouting operations in damaged or inaccessible areas.
- Manage access control points and support reentry operations in collaboration with Emergency Management.
- Provide on-site coordination with NPW and VDOT for signal restoration and road safety.

Norfolk Fire-Rescue

- Provide medical transport coordination and emergency access for damaged areas.
- Coordinate with EMS and hospital systems to maintain emergency patient transport routes.
- Support reentry and evacuation logistics, including vehicle-based medical response in flooded or debris-laden areas.

Norfolk Public Schools (NPS)

- Provide school buses and certified CDL drivers as emergency transportation resources.
- Support evacuation or relocation of vulnerable populations in coordination with Mass Care and Shelter operations (ESF 6).
- Coordinate bus staging and route flexibility during short-term disruptions.

Norfolk Parks and Recreation

- Provide supplemental transportation and logistics vehicles with CDL drivers.
- Support operations related to sheltering, resource distribution, and community service continuity.

Hampton Roads Transit (HRT)

- Reestablish and modify public transit routes to serve high-need areas.
- Provide ADA-compliant transit options to support displaced or functionally dependent populations.
- Coordinate paratransit operations for shelters or temporary housing sites.

Norfolk Airport (ORF)

- Support logistics operations including staging and transport of relief supplies, medical cargo, and personnel.
- Coordinate with state and federal partners to facilitate air-based resource movement.
- Virginia Department of Transportation (VDOT)
- Conduct structural inspections of bridges, overpasses, and state-managed routes within city limits.
- Assist with temporary repair solutions, technical support, and engineering expertise.
- Coordinate with Norfolk and regional partners on road closures, priority restoration, and detour planning.

Virginia Port Authority (VPA)

- Support logistics staging and transportation of bulk relief supplies and fuel shipments.
- Coordinate port access and customs clearance during recovery operations.
- Maintain flow of critical goods via port infrastructure and inland movement coordination.
- Virginia State Police (VSP) / Virginia Army National Guard (VANG)
- Support traffic control, convoy escorts, and law enforcement in high-congestion or restricted zones.
- Assist with fuel distribution coordination and staging route security.

U.S. Coast Guard (USCG)

- Ensure the safety and accessibility of maritime transportation routes.
- Coordinate the reopening of navigable waterways and port access.
- Provide rescue and transport capabilities during marine-related recovery needs.

Elizabeth River Crossings (ERC)

- Maintain flow through Midtown and Downtown Tunnels; assess structural safety and manage toll suspension if needed.
- Coordinate with Norfolk and VDOT to reopen regional tunnel access.

Norfolk Southern

- Provide updates on rail line conditions and operational status.

- Assist with transport logistics for bulk materials or equipment required for recovery operations.
- Coordinate rail safety inspections and hazardous material protocols.

Tidewater 4-Wheelers

- Support access to areas with poor road conditions or debris obstructions.
- Assist with non-traditional transportation (e.g., search and rescue, wellness checks, rural access).

Virginia Department of General Services (DGS)

- Provide fuel support through state programs, including bulk delivery and field fueling operations.
- Coordinate the use of fuel cards and mobile fueling assets for city vehicles and partner agencies.
- Assist with tracking and billing support for recovery logistics.

Additional Considerations

- Fuel availability, driver shortages, and debris congestion may limit transportation recovery speed—prioritize routes based on critical lifelines (e.g., hospitals, shelters, supply hubs).
- Transportation coordination must align with ESF 3 (Public Works), ESF 6 (Mass Care), and ESF 7 (Logistics) for integrated planning.
- Ensure all transportation solutions consider access and functional needs populations, including ADA accessibility, mobility aids, and language services.
- Documentation of transportation missions is critical for FEMA Public Assistance reimbursement under Category A (debris) and Category B (emergency protective measures).

Public messaging (via ESF 15) should include road status, transit changes, fuel availability, and reentry checkpoints.

EMERGENCY SUPPORT FUNCTION 2: COMMUNICATIONS

Primary Agency: Norfolk Department of Information Technology (IT)

Support Agencies: Norfolk Emergency Communications (911 Center), Norfolk Emergency Management, Norfolk Fire-Rescue, Virginia Department of Emergency Management (VDEM), Verizon Wireless, Amateur Radio Emergency Service (ARES), Hospital Emergency Amateur Radio Team (HART), Virginia Army National Guard (VANG), Voluntary Organizations Active in Disaster (VOAD), Southern Baptist Association, Emergency Amateur Radio Service

KEY RESPONSIBILITIES

Norfolk Department of Information Technology (IT)

- Lead the restoration of city-managed communications infrastructure, including network systems, phones, and IT support platforms.
- Deploy portable communications assets (e.g., satellite phones, mobile hotspots) to maintain continuity of operations.
- Support the Emergency Operations Center (EOC), Family Assistance Centers (FACs), and Disaster Recovery Centers (DRCs) with connectivity and hardware as needed.
- Coordinate cybersecurity assessments and protection of restored communications assets.
- Track and document recovery-related IT damage and costs for FEMA Public Assistance reimbursement.

Norfolk Emergency Communications (911 Center)

- Maintain 911 call-taking and dispatch capabilities throughout the recovery phase, including rerouting or redundancy operations if primary systems are disrupted.
- Coordinate closely with Norfolk IT to ensure continuity of CAD (Computer-Aided Dispatch), radio, and call handling platforms.
- Activate backup 911 operations (alternate dispatch locations, mobile PSAPs, or call-forwarding protocols) if the primary facility is compromised.
- Support restoration of interoperability among Norfolk Police, Fire-Rescue, EMS, and partner agencies.
- Provide situational updates to the EOC on call volumes, service disruptions, and public safety communication impacts.
- Maintain public messaging coordination with ESF 15 to advise residents about service availability, alternate contact methods, or updates to 911 access (e.g., text-to-911).

Norfolk Emergency Management

- Coordinate with state and federal partners to request communications support (e.g., Cell on Wheels, satellite assets, cache radios).
- Deploy or coordinate amateur radio operators to maintain communications in areas with infrastructure loss.
- Ensure all recovery sites (EOC, DRC, FAC, shelter) have functional communications or backup redundancy.
- Coordinate interoperable communications between city departments and partner agencies.

Virginia Department of Emergency Management (VDEM)

- Provide state radio cache equipment to support public safety and EOC operations.
- Serve as liaison to Virginia State Police and Commonwealth Interoperability Coordinator.

- Coordinate communications support requests through the VEOC, including radio repeaters and satellite services.

Virginia Army National Guard (VANG)

- Deploy Disaster Incident Response Emergency Communications Terminal (DIRECT) to provide interoperable communications for military and local responders.
- Establish redundant communication pathways in areas with severe outages or access restrictions.

Amateur Radio Operators / ARES / HART

- Maintain healthcare and emergency communications through high-frequency (HF) and digital WinLink systems.
- Staff EOC and DRC sites to provide backup communications when conventional systems are unavailable.
- Support regional message traffic between healthcare partners, especially if the infrastructure is degraded.

Voluntary Organizations Active in Disaster (VOAD)

- Operation Blessing: Provide mobile command center trailers with satellite connectivity and Wi-Fi.
- Salvation Army Team Emergency Radio Network: Assist with local and regional communications among shelters, canteens, and support services.

Additional Considerations

- Restoration of public safety communications (including interoperability) is a top priority; city IT and OEM must coordinate early to prioritize EOC, critical facilities, and field operations.
- Coordinate with ESF 15 (Public Information) to ensure messaging continuity and distribution through both digital and analog channels.
- Ensure backup communications support for populations with access and functional needs.
- Document all communication losses, temporary service setups, and vendor deployments for potential FEMA reimbursement (Category B – Emergency Protective Measures).
- Communications sites and trailers may require fuel and generator support—coordinate closely with ESF 7 (Logistics) and Public Works.

EMERGENCY SUPPORT FUNCTION 3: PUBLIC WORKS, UTILITIES & ENGINEERING

Primary Agency: Norfolk Public Works (NPW)

Support Agencies: Norfolk Utilities, Norfolk Parks and Recreation, Norfolk Neighborhood Development, Norfolk General Services, Norfolk City Planning, Norfolk Emergency Management, Operation Blessing, Virginia Department of Emergency Management (VDEM), Norfolk Information and Technology**,** U.S. Army Corps of Engineers (USACE), Voluntary Organizations Active in Disaster (VOAD), Community Emergency Response Team (CERT), Regional Public Works Contractors via HRPDC, Statewide Debris and Generator Vendors via DGS

KEY RESPONSIBILITIES

Norfolk Public Works (NPW)

- Serve as lead agency for public infrastructure damage assessment and restoration prioritization.
- Coordinate debris clearance operations, including curbside pickup, transfer site operations, and coordination with the Debris Manager.
- Manage and communicate garbage collection and bulk waste services in recovery-impacted neighborhoods.
- Conduct joint debris clearance with Norfolk Neighborhood Development and Norfolk Parks and Recreation to restore major transportation corridors.

Norfolk Utilities

- Assess and repair damage to the water and wastewater system, including lift stations, main lines, reservoirs, and pump stations.
- Coordinate with the Debris Manager for debris removal on utility properties, rights-of-way, and easements.
- Monitor and report on sanitary sewer overflows (SSOs), illicit discharges, and environmental concerns.
- Document recovery-related costs for FEMA Public Assistance (PA) and Hazard Mitigation Grant Program (HMGP Section 406) eligibility.

Norfolk Parks and Recreation

- Provide debris clearance resources and staffing support in coordination with NPW and Neighborhood Development.
- Assist with clearing rights-of-way and public spaces, particularly in areas needed for transportation, sheltering, or resource distribution.

Norfolk Neighborhood Development

- Issue temporary permits or waivers related to building repair, debris clearance, and reconstruction.

- Enforce applicable zoning ordinances and property code compliance throughout the recovery period.
- Coordinate with NPW and Parks and Recreation for private property debris removal, when authorized.
- Act as a liaison when wetlands or protected areas may be impacted by recovery operations.

Norfolk General Services

- Ensure that all city-owned equipment and vehicles remain operational and available to support recovery operations.
- Provide maintenance and fueling support to recovery field operations, including mutual aid assets and debris contractors.
- Support MIRT (Maintenance Incident Response Team) logistics as needed.

Norfolk City Planning

- Escort and coordinate with state and federal Preliminary Damage Assessment (PDA) teams.
- Integrate recovery operations with long-term land use and redevelopment goals.

Norfolk Information and Technology

- Provide pictometry imagery and GIS-based damage mapping to support field operations and recovery resource allocation.
- Assist with identifying critical infrastructure, vulnerable areas, and access routes during recovery.

Operation Blessing

- Deploy construction trailers, mobile cranes, and heavy equipment to support temporary stabilization, debris removal, and infrastructure recovery.

U.S. Army Corps of Engineers (USACE)

- Provide technical assistance, engineering support, and construction management.
- Support with federal debris management missions, especially in high-impact areas or on federal property.
- Coordinate with FEMA and Norfolk for large-scale infrastructure assessment or repair efforts.

VOAD Agencies and CERT

- Provide volunteer assistance for debris cleanup, minor repair work, and damage assessment, especially for vulnerable populations.
- Key partners may include:

- American Red Cross
- Church of the Brethren Disaster Ministries
- Mennonite Disaster Services
- United Methodist Committee on Relief (UMCOR)
- Virginia Baptist Disaster Response
- Community Emergency Response Team (CERT)

Regional and State Contracts

- Access pre-negotiated regional contracts through HRPDC (e.g., AshBritt, CERES, Crowder Gulf, Philips & Jordan).
- Use statewide contracts for emergency generators, debris removal, and heavy equipment through DGS:
  - DGS Statewide Contracts – Debris & Generators

Additional Considerations

- Code of Virginia §44-146.23 provides liability immunity for non-local skilled labor offering volunteer recovery assistance under proper licensure and authority.
- The Uniform Statewide Building Code (USBC) allows localities to temporarily hire inspectors who meet minimum qualifications, even if they are not yet certified in Virginia. These individuals may operate for up to 18 months while pursuing certification, providing Norfolk with surge inspection capacity.
- Recovery efforts should be coordinated with ESF 1 (Transportation), ESF 7 (Logistics), and ESF 14 (Long-Term Recovery) to ensure aligned infrastructure restoration and continuity of operations.
- All public works and engineering activities should be carefully documented for FEMA PA Category A (Debris Removal) and Category C–G (permanent work) reimbursement.
- Coordinate with ESF 15 (Public Information) to issue guidance on debris pickup zones, timelines, and safety measures for residents.

EMERGENCY SUPPORT FUNCTION 4: FIREFIGHTING

Primary Agency: Norfolk Fire-Rescue

Support Agencies: Norfolk Police Department, Norfolk Emergency Management, Norfolk Public Works, Norfolk Utilities, Virginia Department of Forestry (VDOF), Virginia Department of Emergency Management (VDEM), U.S. Forest Service (USFS), Virginia Army National Guard (VANG), Mutual Aid Partners (local and regional), Community Emergency Response Team (CERT)

KEY RESPONSIBILITIES

Norfolk Fire-Rescue

- Maintain readiness for emergency fire suppression during the recovery phase, including structural, industrial, marine, and wildland-urban interface (WUI) incidents.
- Support search and rescue operations in damaged structures or debris fields as needed.
- Conduct fire safety inspections and hazard mitigation in affected residential and commercial areas.
- Assist with reentry planning by verifying fire protection systems, hydrant access, and emergency ingress/egress routes.
- Coordinate with Public Works and Utilities on water availability, hydrant pressure, and debris clearance that may obstruct emergency access.
- Monitor for secondary hazards such as gas leaks, electrical hazards, and fire code violations during recovery.
- Support temporary facilities (e.g., shelters, DRCs) with fire safety assessments and rapid response if needed.
- Provide situational reports to the EOC on resource status, incident trends, and emerging risks.
- Ensure firefighter wellness and behavioral health through coordination with ESF 8 (Public Health).

Norfolk Police Department

- Assist with perimeter control and access management around fire or hazardous areas.
- Support coordinated response to secondary hazards during recovery (e.g., structure collapse, flare-ups).

Norfolk Emergency Management

- Coordinate mutual aid requests and deployment of additional fire resources if needed.
- Ensure Norfolk Fire-Rescue's operational needs are supported via EOC coordination, including logistics, staffing, and situational awareness.

Norfolk Public Works / Norfolk Utilities

- Clear debris and restore access to impacted fire lanes, hydrants, and facilities.
- Ensure water pressure and hydrant availability for ongoing suppression operations.

Virginia Department of Forestry (VDOF)

- Provide wildland fire suppression support in vegetated areas, parks, or open spaces.
- Coordinate resources in the event of wildland-urban interface fires.

U.S. Forest Service (USFS)

- May provide additional fire suppression resources or equipment if federal assistance is requested.

Virginia Army National Guard (VANG)

- Support fire suppression or water drop missions in remote or inaccessible areas (if requested through the VEOC).
- Provide logistical or transport support for firefighting assets or heavy equipment.
- Mutual Aid Fire Departments (Local & Regional)
- Support operations during surge demand or prolonged recovery periods under mutual aid agreements.
- May assist with backfilling stations, coverage areas, or specialty response (e.g., hazmat, tech rescue).

Community Emergency Response Team (CERT)

- Support non-hazardous tasks, including fire watch in temporary shelters, distributing fire prevention materials, or assisting with evacuation messaging.

Additional Considerations

- Fire-Rescue must remain fully operational throughout recovery, even as personnel fatigue and extended incidents stress resources—rotate staffing and prioritize rest cycles.
- Coordination with ESF 9 (Search & Rescue), ESF 10 (Hazardous Materials), and ESF 8 (Public Health) is critical in complex or large-scale recovery operations.
- Ensure recovery site inspections include fire code compliance reviews, especially in schools, shelters, temporary facilities, and commercial reoccupancy zones.
- Document damage to fire stations, equipment, and fleet for potential FEMA Public Assistance reimbursement (Category B for emergency services or E for public buildings).
- Monitor fire risks associated with debris piles, downed lines, or structural instability—issue safety alerts via ESF 15 (Public Information) as needed.

EMERGENCY SUPPORT FUNCTION 5: INFORMATION AND PLANNING

Primary Agency: Norfolk Department of Emergency Management (OEM)

Support Agencies: City Manager's Office, All City Departments, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk IT, Norfolk Public Works, Norfolk Finance, Virginia Department of Emergency Management (VDEM), FEMA, Community Partners (VOADs, NGOs)

KEY RESPONSIBILITIES

Norfolk Emergency Management (OEM)

- Serve as the central coordination point for all city-led recovery operations through the Emergency Operations Center (EOC).
- Lead development and maintenance of Incident Action Plans (IAPs), Recovery Plans, and Situation Reports (SitReps) during the recovery phase.
- Coordinate with VDEM and FEMA for damage assessments, declaration requests, and federal resource support.
- Monitor and analyze recovery activities to identify unmet needs, resource shortfalls, or coordination issues.
- Ensure continuity of government and support department-level COOP activation as needed.
- Track incident costs, mission assignments, and operational priorities in coordination with Finance and Logistics Sections.
- Activate and manage recovery support facilities (e.g., Disaster Recovery Centers, Family Assistance Centers, Multi-Agency Resource Centers).
- Serve as liaison to regional and state partners for mutual aid, grants, and policy coordination.
- Coordinate development of the After-Action Report (AAR) and Improvement Plan (IP) following recovery operations.

City Manager's Office / Department Directors

- Set policy direction for recovery priorities, communicate expectations to departments, and approve resource requests that affect citywide operations.
- Ensure departments designate Recovery Liaisons and maintain documentation of recovery activities.

All City Departments

- Maintain updated departmental recovery plans and support EOC operations through designated liaisons.
- Submit damage assessments, costs, and mission logs as requested.
- Support the transition from response to recovery in their respective service areas.

Norfolk IT / Communications

- Maintain EOC systems and platforms such as WebEOC, GIS mapping, HSIN, Norfolk Alert, and digital documentation portals.
- Ensure redundant communications for continuity of coordination across departments and partners.

VDEM / FEMA

- Provide technical guidance, staffing (e.g., Emergency Services Officer, Recovery Officer), and support for federal and state recovery assistance programs.
- Coordinate Preliminary Damage Assessments (PDAs), Joint Field Office (JFO) activations, and recovery program rollout (e.g., IA, PA, HMGP).

Community and Nonprofit Partners

- Assist with community engagement, unmet needs identification, public outreach, and recovery resource coordination.
- Participate in EOC or field-level coordination efforts where appropriate.

Additional Considerations

- OEM must ensure that short-term recovery operations are integrated with long-term planning (ESF 14) to avoid duplication of efforts or conflicting priorities.
- Maintain regular briefings with leadership and departments during prolonged recovery operations.
- Ensure documentation standards meet FEMA Public Assistance and grant audit requirements.
- Coordinate public messaging with ESF 15 to ensure consistent and transparent communication throughout recovery.
- Activate Recovery Support Functions (RSFs) or Task Forces if recovery is complex or prolonged.
- Track mission-critical timelines for reimbursement deadlines, recovery project submissions, and plan updates.

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

Primary Agencies: Norfolk Department of Human Services

Support Agencies: Norfolk Emergency Management, Norfolk Public Schools (NPS), Norfolk Parks and Recreation, Norfolk Public Health, Norfolk Community Services Board (CSB), Norfolk Police Department, American Red Cross, Salvation Army, VOAD member agencies, FEMA Individual Assistance (IA), VDEM Mass Care, HUD, DHCD, Operation Blessing

KEY RESPONSIBILITIES

Norfolk Department of Human Services

- Coordinate short-term sheltering, feeding, and mass care operations in collaboration with the American Red Cross and VOAD partners.
- Activate and staff Family Assistance Centers (FACs) or Victim Assistance Centers (VACs) as needed.

- Support transition from congregate sheltering to temporary housing solutions, including hoteling and FEMA-supported housing programs.
- Provide case management and access to recovery services for displaced individuals and households.
- Coordinate reunification services for separated family members in partnership with the Red Cross and law enforcement.
- Ensure equity in service delivery, including access and functional needs, accommodations, translation services, and cultural competency.

Norfolk Public Schools (NPS)

- Support the use of school facilities as shelters, resource hubs, or temporary service centers.
- Provide transportation resources (drivers, buses) to support evacuation or shelter transition operations.

Norfolk Parks and Recreation

- Assist with staffing and operating city-managed shelter facilities, including recreational centers.
- Coordinate logistics, equipment, and facility support for sheltering and human services missions.

Norfolk Public Health

- Provide health and sanitation inspections of shelters.
- Offer medical support and disease prevention services in congregate settings.
- Coordinate immunization, prophylaxis, or health messaging if needed.

Norfolk Community Services Board (CSB)

- Deliver behavioral health services, including crisis counseling, grief support, and mental health screening in shelters or recovery centers.
- Support recovery-specific outreach to high-risk or vulnerable individuals affected by displacement, trauma, or loss.

American Red Cross / Salvation Army

- Provide disaster sheltering, mass feeding, and distribution of emergency relief items.
- Support shelter operations with trained staff, cots and/or mats, meals, hygiene kits, and reunification support.
- Assist in post-disaster needs assessments and casework for displaced individuals.

Voluntary Organizations Active in Disaster (VOADs)

- Supplement mass care with services such as food, clothing, cleanup kits, emotional support, and relocation assistance.
- Provide volunteers to support sheltering, feeding, and housing programs.
- Coordinate with FEMA and the city to identify and close unmet needs gaps.

FEMA / VDEM (IA / Mass Care)

- Support Individual Assistance registration, Disaster Recovery Center operations, and temporary housing missions.
- Provide technical assistance on transitional sheltering and other FEMA IA programs (e.g., Critical Needs Assistance, ONA).
- Coordinate HUD, USDA, and DHCD housing partners for long-term housing recovery options.

Operation Blessing

- Provide bulk goods, family kits, clean-up supplies, and sometimes temporary housing support (e.g., mobile units or donation coordination).

Additional Considerations

- Sheltering and housing coordination must address the needs of individuals with access and functional needs (AFN), including mobility limitations, medical dependencies, or communication barriers.
- Establish case management systems early to support recovery transitions and streamline access to state and federal assistance.
- Coordinate closely with ESF 8 (Public Health) and ESF 15 (Public Information) to ensure shelters are safe, well-staffed, and clearly communicated to the public.
- Monitor and document unmet needs, particularly for uninsured, underinsured, and undocumented individuals.
- Partner with local landlords, hotels, and housing agencies to build a local temporary housing resource database.
- Maintain accurate client records and financial documentation for potential reimbursement under FEMA IA programs.

EMERGENCY SUPPORT FUNCTION 7: LOGISTICS

Primary Agency: Norfolk General Services

Support Agencies: Norfolk Emergency Management, Norfolk Finance Department, Norfolk Information Technology, Norfolk Public Works, Norfolk Parks and Recreation, Norfolk Police Department, Norfolk Fire-Rescue, Virginia Department of Emergency Management (VDEM), FEMA Logistics Section,

Department of General Services (DGS), American Red Cross, Operation Blessing, VOADs, Faith-Based and Community Partners

KEY RESPONSIBILITIES

Norfolk General Services

- Serve as the lead agency for coordinating citywide logistics support, including acquisition, distribution, and tracking of goods and services required during recovery.
- Maintain accountability of city-owned assets and manage warehouse, fleet, and facilities operations.
- Support fueling operations, vehicle maintenance, and heavy equipment allocation for recovery missions.
- Assist with the setup and resupply of shelters, Family Assistance Centers, and Disaster Recovery Centers (DRCs).
- Document all recovery-related logistics activities and expenditures for FEMA Public Assistance (Category B) reimbursement.

Norfolk Emergency Management

- Coordinate logistics planning and resource requests through the EOC.
- Serve as liaison to VDEM and FEMA for Mission Requests, Resource Tasking, and mutual aid.
- Manage incoming donations and spontaneous volunteer offers in coordination with VOAD and community partners.
- Track and prioritize logistics support based on operational needs and recovery objectives.

Norfolk Finance Department

- Oversee procurement, contracting, and reimbursement processes for recovery-related expenses.
- Ensure purchases and contracts meet eligibility criteria for FEMA and state reimbursement.
- Assist departments with tracking costs using FEMA-compliant documentation procedures.

Norfolk IT / Public Works / Parks and Recreation

- Provide technical and logistical support for communications, staging, and equipment use.
- Support the re-establishment of city services and the delivery of field resources.
- Assist with temporary facility setup (generators, internet, radios, portable restrooms, etc.).

VDEM / FEMA Logistics

- Coordinate deployment of state and federal resources through VEOC and FEMA Region III.

- Support requests for federal assets such as water, meals, generators, fuel, or temporary facilities.
- Provide technical assistance for managing resource points of distribution and supply chains.

Department of General Services (DGS)

- Support fuel card programs, bulk fuel delivery, and emergency procurement contracts available through state-managed vendors.
- Coordinate delivery of logistics resources via state contracts (e.g., generators, sanitation services, equipment).

American Red Cross / Operation Blessing / VOADs

- Provide mass care supplies, cleaning kits, comfort items, and other emergency goods.
- Support warehousing, donation intake, and distribution operations in coordination with city logistics.
- Provide mobile feeding, shelter supply support, and family kits at scale.

Additional Considerations

- Recovery logistics operations must align with ICS Logistics Section functions and be fully integrated into EOC planning and finance processes.
- A centralized Resource Request Tracking System (e.g., WebEOC mission tasking board) should be used to document all requests, assignments, and fulfillment status.
- Coordinate early with ESF 15 (External Affairs) for messaging related to donation drop-offs, needs lists, and volunteer management.
- Implement a Just-In-Time Logistics Staffing Plan to expand capacity through trained city staff, mutual aid, or VOAD resources.
- Establish staging areas and points of distribution (PODs) as needed for community-wide recovery support.
- Ensure all recovery-related logistics activities are documented using FEMA-approved forms (ICS 213RR, ICS 214, procurement tracking).

EMERGENCY SUPPORT FUNCTION 8: PUBLIC HEALTH AND MEDICAL SERVICES

Primary Agencies: Norfolk Department of Public Health

Support Agencies: Norfolk Fire-Rescue (EMS), Norfolk Community Services Board (CSB), Norfolk Emergency Management, Eastern Virginia Healthcare Coalition (EVHC) / Regional Hospital Coordination Center (RHCC), Office of the Chief Medical Examiner (OCME), Disaster Medical Assistance Team (DMAT), Virginia Department of Health (VDH), Voluntary Organizations Active in Disaster (VOAD)

KEY RESPONSIBILITIES

Norfolk Department of Public Health

- Serve as the lead agency for public health coordination, surveillance, and medical surge planning during recovery.
- Assess and monitor public health risks in shelters, temporary housing sites, and impacted neighborhoods.
- Support Joint Information Center (JIC) with public health messaging and health risk communications.
- Provide guidance on decontamination, safe food/water, vector control, and disease prevention.
- Coordinate with VDH for distribution of prophylaxis, vaccinations, and Strategic National Stockpile assets, if needed.
- Support community recovery by monitoring environmental hazards, air/water quality, and sanitation.

Norfolk Fire-Rescue

- Provide emergency medical transport, triage, and stabilization during recovery incidents.
- Reestablish EMS coverage for impacted areas and high-risk populations.
- Support field medical operations in coordination with RHCC and DMAT.
- Communicate injury and transport data to support healthcare system situational awareness.

Norfolk Community Services Board (CSB)

- Provide behavioral health support including crisis counseling, psychological first aid, and grief services.
- Support the staffing of Family Assistance Centers (FACs) or Victim Assistance Centers (VACs) as needed.
- Coordinate long-term mental health recovery planning and referrals for displaced or traumatized individuals.

Eastern Virginia Healthcare Coalition (EVHC) / RHCC

- Monitor hospital capacity, bed availability, and medical surge throughout the region.
- Coordinate patient distribution and transfers to prevent overloading of local hospitals.
- Serve as liaison between healthcare facilities and emergency management.

Office of the Chief Medical Examiner (OCME)

- Manage fatality operations, including body recovery, identification, cause of death certification, and next-of-kin notification.

- Maintain chain of custody for personal effects and support dignified handling of decedents.
- Coordinate with the JIC and Emergency Management on public messaging regarding fatalities.

Disaster Medical Assistance Team (DMAT)

- Deploy to support medical surge or provide acute care at alternate sites, if federal resources are requested.
- Assist with triage, patient prep for evacuation, and temporary medical infrastructure operations.

Virginia Department of Health (VDH)

- Provide technical assistance, deploy public health personnel, and coordinate epidemiological investigations.
- Ensure statewide coordination for disease surveillance, laboratory testing, and public health restoration.
- Align local recovery with state public health priorities and federal response programs.

VOAD / Community Partners

- Support mass care sites with hygiene kits, clean-up supplies, and health outreach.
- Assist in wellness checks, care coordination, and support for homebound individuals during recovery.

Additional Considerations

- Public health and behavioral health services must be integrated into recovery planning early—especially in shelters, DRCs, and high-impact communities.
- Coordinate closely with ESF 6 (Mass Care) and ESF 15 (Public Information) to ensure continuity of care and accurate health messaging.
- Address access and functional needs populations, including mobility, medication continuity, mental health, and translation services.
- All medical-related expenditures should be tracked for potential FEMA PA reimbursement (Category B – Emergency Protective Measures).
- Consider standing up a Public Health Recovery Task Force if the incident involves widespread contamination, public health disruption, or long-term service impacts.

EMERGENCY SUPPORT FUNCTION 9: SEARCH & RESCUE

Primary Agency: Norfolk Fire-Rescue

Support Agencies: Norfolk Police Department, Norfolk Emergency Management, Virginia Department of Emergency Management (VDEM) Regional Technical Rescue Teams, Virginia State Police (VSP), Virginia National Guard (VANG), FEMA Urban Search and Rescue (USAR) Task Forces, U.S. Coast Guard (USCG), U.S. Navy / Joint Task Force Civil Support (JTF-CS), Community Emergency Response Team (CERT)

KEY RESPONSIBILITIES

Norfolk Fire-Rescue

- Serve as the lead agency for all urban and structural search and rescue (SAR) operations within the city.
- Deploy technical rescue personnel and equipment to conduct wide-area, collapsed structure, and confined space rescue.
- Support recovery-phase missions such as welfare checks, evidence searches, and secondary sweeps of heavily damaged areas.
- Coordinate demobilization or scaling down of SAR efforts as immediate life safety missions are completed.
- Participate in reentry operations by verifying safe access for residents and critical personnel.
- Provide situational updates and damage reports to the EOC during all SAR operations.

Norfolk Police Department

- Support missing person investigations, coordination of family reunification, and perimeter security around SAR operations.
- Assist in securing scenes and managing crowd control during rescues or welfare checks.
- Conduct post-disaster investigations related to fatalities or potential criminal activity discovered during SAR.

Norfolk Emergency Management

- Coordinate mission tracking, mutual aid, and activation of regional, state, or federal SAR resources through VDEM and FEMA.
- Facilitate joint field operations with regional SAR teams and support deployment logistics.
- Ensure appropriate documentation of SAR activities for after-action reporting and potential reimbursement.

VDEM / Regional Technical Rescue Teams

- Deploy additional personnel and specialized equipment (e.g., shoring, lifting, breaching tools) as requested.
- Coordinate with local responders to support complex or prolonged rescue missions.

Virginia State Police (VSP)

- Assist with search and recovery operations in rural or remote areas.
- Provide aviation assets (helicopter or fixed wing) for search missions if requested.

Virginia National Guard (VANG)

- Support SAR missions with heavy equipment, aerial reconnaissance, or personnel transport.
- Assist in areas with limited access or significant structural debris.
- FEMA Urban Search and Rescue (USAR) Task Forces
- Deployment to support large-scale structural collapse, CBRNE, or high-complexity search environments if federal support is requested.
- Operate under the National Response Framework and coordinate through the Joint Field Office (JFO), if activated.

U.S. Coast Guard (USCG)

- Conduct waterborne and maritime search and rescue in coordination with local agencies.
- Support access to flood-affected neighborhoods, shoreline searches, and patient extraction in water-compromised areas.

U.S. Navy / Joint Task Force – Civil Support (JTF-CS)

- Provide heavy lift, underwater search, or technical expertise for mass casualty or specialized SAR events if mission assigned.

Community Emergency Response Team (CERT)

- Support non-technical SAR roles such as:
    - Conducting wellness checks
    - Assisting in spontaneous volunteer coordination
    - Providing victim support, runner services, and logistical staging during prolonged operations

Additional Considerations

- SAR operations should be transitioned into safety inspections, reentry support, and welfare checks as life-saving operations are completed.
- All SAR efforts must follow strict accountability and safety protocols; maintain situational awareness of secondary collapse hazards, gas leaks, fire risk, and contamination.
- Coordinate with ESF 8 (Public Health and Medical Services) and ESF 6 (Mass Care) to ensure rescued or displaced individuals are medically triaged and linked to care.

- Maintain detailed documentation of SAR missions and rescues for FEMA reimbursement (Category B) and incorporate findings into the after-action report.
- SAR demobilization should include equipment inspection, decontamination (if applicable), and mental health support for responders.

EMERGENCY SUPPORT FUNCTION 10: OIL AND HAZARDOUS MATERIAL RESPONSE

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

Support Agencies: Norfolk Police Department, Norfolk Public Works, Norfolk Utilities, Norfolk Emergency Management, Virginia Department of Emergency Management (VDEM), Virginia Department of Environmental Quality (DEQ), U.S. Environmental Protection Agency (EPA), U.S. Coast Guard (USCG), Virginia Department of Health (VDH), U.S. Department of Transportation (DOT), U.S. Army Corps of Engineers (USACE), Local Emergency Planning Committee (LEPC)

KEY RESPONSIBILITIES

Norfolk Fire-Rescue (HazMat Team)

- Lead citywide hazardous materials (HazMat) assessment, containment, and recovery coordination following spills, leaks, or contamination events.
- Conduct field assessments of chemical, radiological, or biological hazards in structures, soil, water, and public infrastructure.
- Coordinate incident stabilization, technical decontamination, and recovery operations for impacted sites.
- Maintain documentation of HazMat incidents for reporting and potential reimbursement (FEMA PA – Category B).
- Liaise with DEQ, EPA, and VDEM for state or federal support when material thresholds, complexity, or jurisdictional triggers are met.

Norfolk Police Department

- Secure impacted areas, control access, and assist with evacuations or reentry restrictions around contaminated zones.
- Support coordination with state/federal law enforcement if the release is criminal in nature (e.g., intentional act or illegal dumping).

Norfolk Public Works / Utilities

- Support containment, absorbent deployment, and post-incident remediation of affected public infrastructure or utility systems.

- Monitor stormwater systems, catch basins, sewer lines, and treatment plants for contamination and assist with cleanup coordination.
- Provide mapping of utility corridors and underground infrastructure to inform cleanup efforts and safety precautions.

Norfolk Emergency Management

- Coordinate mutual aid, mission requests, and state/federal resource support through VDEM.
- Facilitate public information releases with ESF 15 (Public Information) regarding protective actions, water advisories, and decontamination procedures.
- Ensure recovery operations involving HazMat are captured in after-action reports (AARs) and recovery documentation.

Virginia Department of Environmental Quality (DEQ)

- Provide regulatory oversight and technical support for environmental remediation.
- Monitor cleanup efforts, issue permits, and ensure compliance with state environmental laws and reporting requirements.

Virginia Department of Health (VDH)

- Assess health risks posed by exposure to hazardous materials, including impacts to air quality, water, and food systems.
- Issue health advisories and coordinate medical follow-up for potentially exposed populations.
- U.S. Environmental Protection Agency (EPA)
- Deploy regional or national response teams for incidents involving federal thresholds or major environmental risk.
- Oversee hazardous materials site assessments, Superfund coordination, and long-term cleanup planning if applicable.

U.S. Coast Guard (USCG)

- Serve as lead agency for oil or hazardous materials spills in navigable waterways under the National Contingency Plan (NCP).
- Coordinate response operations for maritime or shoreline spills within Norfolk's harbor and adjacent waters.

U.S. Department of Transportation (DOT)

- Regulate transportation of hazardous materials and support cleanup or regulatory review of hazmat transport incidents.

U.S. Army Corps of Engineers (USACE)

- Support technical assessment, site remediation, or structural stability reviews following HazMat incidents.

Local Emergency Planning Committee (LEPC)

- Support risk communication and response planning in accordance with the Emergency Planning and Community Right-to-Know Act (EPCRA).
- Assist with Tier II data access and coordination with facilities that house hazardous substances.

Additional Considerations

- All hazardous materials response operations must comply with the National Oil and Hazardous Substances Pollution Contingency Plan (NCP) and relevant EPA/DEQ regulations.
- Ensure chain-of-custody documentation and incident logs are maintained for all response actions involving hazardous materials.
- Coordinate closely with ESF 3 (Public Works), ESF 8 (Public Health), and ESF 15 (Public Information) to manage site restoration, health advisories, and public messaging.
- Establish decontamination guidance for structures, vehicles, personnel, and equipment prior to facility reentry.
- Ensure responders have appropriate PPE and that waste disposal adheres to environmental and health regulations.
- Document site conditions, response costs, and post-cleanup inspections for FEMA PA eligibility under Category B (Emergency Protective Measures).

EMERGENCY SUPPORT FUNCTION 11: AGRICULTURE AND NATURAL RESOURCES ANNEX

Primary Agency: Norfolk Department of Public Health (Environmental Health Division)

Support Agencies: Norfolk Emergency Management, Norfolk Animal Control, Norfolk Community Services Board (CSB), Norfolk Parks and Recreation, Virginia Department of Agriculture and Consumer Services (VDACS), Virginia Department of Environmental Quality (DEQ), U.S. Department of Agriculture (USDA), U.S. Department of the Interior (DOI), VOAD partners, Animal Welfare Organizations (SPCA, Humane Society, etc.)

KEY RESPONSIBILITIES

Norfolk Department of Public Health (Environmental Health)

- Lead efforts to assess and protect the safety of the food supply, including inspection of restaurants, grocery stores, and temporary food operations during recovery.

- Ensure environmental health standards are met for food storage, handling, and distribution during extended power outages or infrastructure disruptions.
- Coordinate with VDACS and USDA on any potential food contamination or recall efforts due to disaster impacts.

Norfolk Animal Control

- Support animal search, rescue, and sheltering operations during the recovery period, particularly for displaced companion animals.
- Assist in the reunification of pets with owners and coordinate long-term animal care if needed.
- Monitor for and respond to animal control issues, including stray, injured, or aggressive animals in disaster-affected areas.
- Ensure shelter environments meet public health and animal welfare standards.

Norfolk Parks and Recreation

- Assess and restore public green spaces, recreational areas, and community gardens affected by storm damage or contamination.
- Coordinate with environmental agencies to manage tree debris, soil remediation, and ecosystem recovery in parks and natural areas.

Virginia Department of Agriculture and Consumer Services (VDACS)

- Provide state-level coordination for agriculture recovery, including food supply chain protection, livestock health, and veterinary support.
- Support the care and sheltering of agricultural animals (if applicable) and ensure compliance with animal health regulations.
- Coordinate with federal partners on any economic relief programs for commercial agricultural losses (if relevant to the incident).

Virginia Department of Environmental Quality (DEQ)

- Monitor environmental impacts on soil, air, and water quality in parks, natural areas, and near agriculture-related facilities.
- Coordinate cleanup efforts involving contaminated agricultural or green spaces.

U.S. Department of Agriculture (USDA)

- Provide federal recovery assistance to eligible agricultural businesses (if applicable).
- Support coordination on food supply chain stabilization, crop loss assessments, and soil/water contamination review.

U.S. Department of the Interior (DOI)

- Support the restoration of federal natural or protected lands (if impacted).
- Coordinate with state/local officials if wildlife conservation areas are affected.

VOAD Partners and Animal Welfare Organizations

- Assist with pet sheltering, fostering, and reunification efforts.
- Provide animal supplies, transportation, and medical care through coordinated volunteer support.
- Support emotional support animal services at shelters, DRCs, or Family Assistance Centers.

Additional Considerations

- Public messaging on food safety, animal rescue resources, and public park closures should be coordinated with ESF 15 (Public Information).
- Debris removal in parks and natural areas must be documented and coordinated with ESF 3 (Public Works) to ensure proper environmental handling.
- Ensure access and functional needs are considered in all food distribution and animal sheltering efforts, including dietary restrictions, mobility access, and service animals.
- Animal sheltering operations must meet standards established by the Pets Evacuation and Transportation Standards (PETS) Act and include registration, care tracking, and owner contact documentation.
- All eligible activities (e.g., food safety inspections, emergency animal sheltering) should be recorded for possible FEMA reimbursement under Category B – Emergency Protective Measures.

EMERGENCY SUPPORT FUNCTION 12: ENERGY

Primary Agency: Norfolk Department of Utilities

Support Agencies: Norfolk Public Works, Norfolk Emergency Management, Dominion Energy, Virginia Natural Gas (VNG), U.S. Army Corps of Engineers (USACE), Virginia Department of Emergency Management (VDEM), Virginia Department of Energy (Virginia Energy), Department of General Services (DGS), Norfolk IT, Private Generators / Fuel Vendors, Regional Energy Providers

KEY RESPONSIBILITIES

Norfolk Department of Utilities

- Coordinate with private utility providers to restore energy service (electric, natural gas) to public infrastructure and critical facilities.

- Monitor utility disruptions and prioritize service restoration in coordination with Norfolk Emergency Management and Public Works.
- Identify and report widespread utility failures or service gaps to the EOC.
- Coordinate with VDEM and USACE for generator support and fuel resupply to critical sites.

Norfolk Public Works

- Support debris clearance around utility corridors, substations, and downed lines to enable safe restoration work.
- Assist with fuel distribution logistics in coordination with DGS and General Services.
- Support the staging and transport of generators or temporary energy assets for public buildings and shelters.

Norfolk Emergency Management

- Liaise with VDEM and FEMA to request mutual aid or federal energy restoration support.
- Maintain a prioritized list of critical infrastructure and lifeline facilities requiring power restoration or temporary backup power (e.g., shelters, pump stations, 911 center, hospitals).
- Monitor situational awareness and communicate outages to leadership and the public in coordination with ESF 15.
- Track emergency energy needs and generator usage for FEMA Category B reimbursement.

Dominion Energy

- Lead power restoration for all residential and commercial electric customers in the City of Norfolk.
- Provide regular restoration status updates and ETRs (estimated times of restoration) to city officials and the public.
- Coordinate with the EOC and utility liaisons to prioritize power restoration to critical infrastructure.

Virginia Natural Gas (VNG)

- Restore natural gas services and assess infrastructure for leaks, pressure loss, or equipment failure.
- Support safety inspections for re-energizing gas services to public facilities and impacted neighborhoods.
- Coordinate temporary suspension of service if needed for public safety and communicate restoration procedures.

Virginia Department of Emergency Management (VDEM)

- Facilitate state-level coordination for fuel, generators, or power restoration assistance.
- Serve as a conduit for federal support through USACE (Emergency Power Mission) and FEMA.

Virginia Department of Energy (Virginia Energy)

- Support coordination and restoration planning for longer-term energy resilience and system assessments.
- Provide technical assistance or grants, if available, to support system hardening or grid restoration projects.

Department of General Services (DGS)

- Provide access to statewide generator contracts, fuel card programs, and bulk fuel delivery systems.
- Coordinate with local logistics leads to ensure generator refueling at priority sites.

Norfolk Information Technology

- Support power restoration to the citywide communications infrastructure and data systems.
- Ensure continuity of backup systems (e.g., battery backup, solar support) for IT assets at critical locations.

Additional Considerations

- Establish clear generator deployment and refueling plans for all essential facilities, including shelter sites, water/sewer facilities, and emergency communications.
- All energy restoration operations should coordinate with ESF 3 (Public Works), ESF 7 (Logistics), and ESF 15 (Public Information) to manage field access, fuel flow, and public messaging.
- Coordinate with VOAD and private-sector partners to identify charging stations, cooling/warming centers, or device charging support for residents.
- Maintain documentation of all generator hours, fuel deliveries, and energy-related expenses for potential FEMA reimbursement under Category B – Emergency Protective Measures.
- Consider energy equity impact, prioritize vulnerable communities during prolonged outages or fuel shortages.

EMERGENCY SUPPORT FUNCTION 13: PUBLIC SAFETY AND SECURITY

Primary Agency: Norfolk Police Department

Support Agencies: Norfolk Fire-Rescue, Norfolk Sheriff's Office, Norfolk Emergency Management, Virginia State Police (VSP), Virginia National Guard (VANG), Federal Bureau of Investigation (FBI),

Department of Homeland Security (DHS), Transportation Security Administration (TSA), Norfolk Public Works, Norfolk Parks and Recreation, VDEM, Regional Mutual Aid Law Enforcement Partners

KEY RESPONSIBILITIES

Norfolk Police Department

- Maintain law and order, protect property, and provide public safety during recovery operations.
- Support access control, perimeter security, and curfew enforcement in restricted or hazardous areas.
- Coordinate with city departments and private utility companies to ensure the safety of repair crews and equipment in the field.
- Support reentry operations by establishing security checkpoints, verifying identification, and managing traffic control.
- Assist with family reunification coordination in collaboration with ESF 6 and ESF 8.
- Investigate crimes, looting, or other unlawful activity arising during the recovery phase.
- Provide law enforcement presence at Disaster Recovery Centers (DRCs), shelters, and temporary facilities.

Norfolk Sheriff's Office

- Support detainee transport, facility security, and augment patrol operations if requested.
- Assist with staffing EOC positions or field command posts.
- Support evacuation operations involving detention or medical isolation populations.

Norfolk Fire-Rescue

- Assist with securing hazardous sites, supporting reentry safety operations, and managing potential fire or life-safety risks.
- Provide medical standby or rescue support during large-scale public safety events or high-risk operations.

Norfolk Emergency Management

- Coordinate mutual aid requests for law enforcement or National Guard deployment through VDEM.
- Maintain situational awareness of evolving public safety threats and share intelligence with public safety agencies.
- Support demobilization and reentry planning efforts with public safety leads.

Virginia State Police (VSP)

- Provide highway traffic control, support law enforcement operations, and assist with site security for high-priority locations.
- Serve as liaison to DHS and FBI if critical infrastructure, terrorism, or cybercrime threats are involved.

Virginia National Guard (VANG)

- Support security operations, roadblocks, fuel depot protection, and large-area access control missions when deployed by the Governor.
- Provide law enforcement augmentation under appropriate legal authority (e.g., Title 32 or State Active Duty).

Federal Bureau of Investigation (FBI) / DHS / TSA

- Support investigations related to criminal activity, terrorism, cyber threats, or security risks in federally regulated areas.
- Assist in threat assessment and incident follow-up if suspicious activity or critical infrastructure sabotage is suspected.

Norfolk Public Works / Parks and Recreation

- Assist with securing damaged facilities, signage, and debris zones.
- Support recovery sites (parks, shelters, recreation centers) with perimeter safety and access control where needed.

Additional Considerations

- Security operations during recovery must be scaled appropriately as public movement, utilities, and services are restored.
- Reentry protocols should include clear guidance on who may access restricted areas, including residents, business owners, and essential personnel.
- Coordinate with ESF 15 (Public Information) to ensure residents are informed about curfews, checkpoints, and law enforcement services.
- Track all overtime, mutual aid deployments, and security-related costs for FEMA PA Category B reimbursement.
- Ensure that access and functional needs (AFN) populations are not unduly impacted by checkpoints or restrictions; coordinate with ESF 6 and the AFN Coordinator as needed.
- Public safety support should extend to shelters, Family Assistance Centers, and DRCs, especially for crowd management and de-escalation when services are delayed or denied.

EMERGENCY SUPPORT FUNCTION 14: CROSS-SECTOR BUSINESS AND INFRASTRUCTURE

Primary Agencies: Norfolk Economic Development

Support Agencies: Norfolk Emergency Management, Norfolk Department of Public Works, Norfolk Utilities, Norfolk Information Technology, Norfolk Finance Department, Norfolk Planning Department, Norfolk Department of Neighborhood Development, Hampton Roads Chamber of Commerce, Business Continuity Planners, Private Sector Partners (utilities, healthcare, logistics, finance, etc.), Virginia Economic Development Partnership (VEDP), U.S. Department of Commerce, FEMA Community Recovery Assistance

KEY RESPONSIBILITIES

Norfolk Economic Development

- Lead efforts to support the rapid recovery of private sector operations, including retail, commercial, industrial, and logistics sectors.
- Serve as the central coordination point for business outreach, damage assessment, and recovery support resources.
- Partner with the Hampton Roads Chamber and regional business alliances to assess economic impacts and communicate needs to the EOC and leadership.
- Identify opportunities for reinvestment, workforce re-entry, and small business support through local, state, and federal programs.
- Facilitate continuity discussions with large employers and infrastructure operators to restore economic lifelines.

Norfolk Emergency Management

- Integrate business and critical infrastructure concerns into the recovery incident action plan and planning section products.
- Coordinate with FEMA's Community Recovery Assistance and Infrastructure Systems Recovery Support Function (RSF) for long-term infrastructure assessments and funding.
- Support reopening operations and provide public messaging about business accessibility, safety measures, and economic recovery programs.

Norfolk Public Works / Utilities / IT

- Prioritize the restoration of water, sewer, power, transportation, and digital infrastructure that supports business corridors, industrial zones, and ports.
- Communicate outages, detours, and work zone impacts to local businesses and economic partners.
- Provide guidance on temporary power, generator safety, and restoration timelines.

Norfolk Finance Department / Planning / Neighborhood Development

- Provide technical assistance for permitting, inspections, and financing for businesses and property owners beginning recovery work.
- Expedite permit reviews and inspections for damaged facilities looking to reopen safely.
- Support identification and prioritization of infrastructure projects eligible for recovery funding (e.g., FEMA PA, HMGP, HUD CDBG-DR).

Hampton Roads Chamber / Private Sector Partners

- Serve as liaisons between the business community and city leadership to ensure concerns are addressed in real time.
- Identify priority facilities or lifelines such as pharmacies, grocery stores, fuel suppliers, banks, or data centers.
- Distribute guidance to members on FEMA Small Business Administration (SBA) loans, insurance claims, and economic recovery resources.

Virginia Economic Development Partnership (VEDP) / U.S. Department of Commerce

- Support recovery for export-based and manufacturing businesses.
- Provide technical assistance for businesses experiencing supply chain disruptions or physical damage.
- Coordinate available federal assistance (e.g., Economic Injury Disaster Loans, business interruption grants).

Additional Considerations

- Establish a Business Recovery Task Force to coordinate public-private recovery efforts, communicate updates, and share best practices.
- Maintain equity by prioritizing outreach and technical assistance for small, women-owned, minority-owned, and economically vulnerable businesses.
- Integrate private sector representatives into the EOC or planning meetings to ensure visibility and coordination.
- Coordinate with ESF 2 (Communications) and ESF 15 (Public Information) for power restoration status, utility updates, and recovery grant program messaging.
- Document all support activities that may qualify under FEMA PA (e.g., debris removal from business corridors) or that align with long-term HUD or EDA recovery programs.

EMERGENCY SUPPORT FUNCTION 15: EXTERNAL AFFAIRS

Primary Agency: Norfolk Emergency Management (Public Information Officer)

Support Agencies: Norfolk Department of Communications, Norfolk Department of Public Health, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk IT, All City Departments, Virginia Department

of Emergency Management (VDEM), FEMA External Affairs, Regional Joint Information Center (JIC) Partners, VOADs, Private Sector and Nonprofit Partners

KEY RESPONSIBILITIES

Norfolk Emergency Management (Public Information Officer – PIO)

- Lead the Joint Information System (JIS) to ensure coordinated, accurate, and timely public messaging during recovery.
- Activate and manage the Joint Information Center (JIC) to coordinate messaging among city departments, VDEM, FEMA, and regional partners.
- Disseminate recovery information via Norfolk Alert, social media, press releases, website updates, and community outreach channels.
- Support rumor control, media engagement, and unified messaging across government and partner organizations.
- Serve as the primary liaison to state and federal PIOs to coordinate declarations, aid programs, and community information.

Norfolk Department of Communications

- Provide communications staff, graphic design, and digital content support.
- Manage media briefings and coordinate messaging across city agencies.
- Maintain Norfolk.gov/recovery (or similar dedicated landing page) as a centralized recovery information portal.

All City Departments

- Provide accurate, up-to-date information to the JIC on department recovery efforts, public services, and guidance.
- Designate communications liaisons or PIO alternates to work with the JIC.

Norfolk IT

- Ensure the continuity of communication systems, web platforms, social media access, and emergency notification tools.
- Support digital platforms that house recovery messaging and information intake.

Norfolk Police / Fire-Rescue / Public Health

- Assist in communicating public safety, health alerts, and reentry guidance.
- Provide subject matter experts (SMEs) for media interviews or community briefings.

VDEM / FEMA External Affairs

- Coordinate state and federal messaging with local officials to ensure consistency and accuracy.
- Support Joint Information Center operations and public communication campaigns related to disaster assistance programs (IA, PA, SBA).

Regional JIC Partners / VOADs / Nonprofit Sector

- Amplify city messaging through trusted messengers and community organizations.
- Share resources, updates, and recovery messaging for targeted outreach, especially to vulnerable populations or limited-English speakers.

Additional Considerations

- Recovery communications must prioritize clarity, consistency, transparency, and accessibility.
- All messaging should address:
    - Available recovery services and deadlines (FEMA registration, SBA loans, debris pickup schedules)
    - Reentry and public safety guidance
    - Status of critical infrastructure and public facilities
    - Community resources and support services
- Ensure language access, ADA compliance, and outreach to underserved communities through printed materials, interpretation services, and partnerships.
- Use trusted messengers and multiple platforms (digital, radio, print, door-to-door, 211) to reach all residents.
- Track and retain all press releases, media advisories, talking points, and social media content for documentation and evaluation.

SUPPORTING PLANS, POLICIES, AND GUIDANCE

Recovery operations in the City of Norfolk are informed by and aligned with a wide range of plans, policies, and best practices at the local, state, regional, and federal levels. These documents provide legal authority, coordination frameworks, operational tools, and lessons learned to guide recovery decision-making.

LOCAL PLANS AND POLICIES

- City of Norfolk Emergency Operations Plan (EOP)

- Team Norfolk Continuity of Operations Plan (COOP) Framework
- Team Norfolk Long-Term Recovery Plan
- Norfolk Family Assistance Center / Victim Assistance Center Plan
- Norfolk Hazard Mitigation Plan (Annex to the Hampton Roads HMP)
- Norfolk Debris Management Plan
- Norfolk Comprehensive Plan (Vision 2100 / PlaNorfolk 2030)
- Norfolk Zoning Ordinance and Building Code
- Norfolk Communications Plan / Norfolk Alert System Guidelines
- Norfolk Floodplain Management Ordinance
- Local Recovery Ordinances and Emergency Declarations

STATE AND REGIONAL GUIDANCE

- Hampton Roads Hazard Mitigation Plan (HRPDC)
- Hampton Roads Mass Casualty Incident (MCI) Plan
- Hampton Roads Regional Catastrophic Plan
- Virginia Emergency Operations Plan (COVEOP), especially Volume II – Recovery
- Virginia Recovery and Resilience Framework
- Virginia Disaster Relief Fund Guidelines
- Virginia Continuity of Government Planning Standards
- Commonwealth of Virginia Code §44-146 (Emergency Services and Disaster Laws)

FEDERAL GUIDANCE AND BEST PRACTICES

- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- FEMA Comprehensive Preparedness Guide (CPG) 102 – Recovery Planning
- FEMA National Disaster Recovery Framework (NDRF)
- FEMA Public Assistance Program and Policy Guide (PAPPG)
- FEMA Individuals and Households Program (IHP) Manual
- FEMA Damage Assessment Operations Manual
- National Response Framework (NRF)
- National Incident Management System (NIMS)
- Homeland Security Presidential Directive 5 (HSPD-5) and 8
- Post-Katrina Emergency Management Reform Act (PKEMRA)

AUTHORITIES

The City of Norfolk's recovery operations are authorized and guided by a framework of local, state, and federal laws, executive orders, and regulations, which establish the legal foundation for disaster declarations, emergency powers, and eligibility for assistance.

LOCAL AUTHORITIES

City of Norfolk Code of Ordinances – Chapter 12 (Emergency Management): Authorizes the establishment of an emergency management program, outlines the duties of the Director of Emergency Management, and provides for the declaration of local emergencies.

City of Norfolk Continuity of Government Ordinance: Provides for the continuity of government and the delegation of authority during emergencies.

City Manager's Emergency Declaration Authority: Enables the City Manager to declare a local emergency and activate recovery operations, including emergency procurement, staffing adjustments, and protective measures.

COMMONWEALTH OF VIRGINIA AUTHORITIES

Virginia Emergency Services and Disaster Law of 2000, as amended (Code of Virginia § 44-146.13 to § 44-146.29): Defines emergency powers of local and state officials, outlines the role of the Virginia Department of Emergency Management (VDEM), and authorizes state disaster declarations.

Code of Virginia § 44-146.18:2 – Authority of the State Coordinator in Undeclared Emergencies: Authorizes state assistance during emergencies not warranting a declaration.

Code of Virginia § 44-146.27 – Local Assistance Without a State Declaration: Allows the Governor to allocate recovery funds to localities even without a declared state emergency.

Virginia Freedom of Information Act (FOIA) Exemptions (§ 2.2-3705.2): Protects sensitive public safety and recovery-related data from premature public disclosure during emergencies.

FEDERAL AUTHORITIES

Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121–5207): Primary federal statute governing major disaster and emergency declarations, providing for FEMA assistance including Individual Assistance (IA), Public Assistance (PA), and Hazard Mitigation (HMGP).

Homeland Security Act of 2002: Establishes the Department of Homeland Security (DHS) and outlines responsibilities for national preparedness and recovery coordination.

Post-Katrina Emergency Management Reform Act (PKEMRA) of 2006: Strengthens FEMA's recovery authorities and coordination responsibilities under the National Disaster Recovery Framework.

Disaster Recovery Reform Act (DRRA) of 2018: Expands mitigation opportunities under the Stafford Act and promotes pre-disaster recovery planning at the local level.

National Response Framework (NRF) and National Disaster Recovery Framework (NDRF): Federal operational guides that establish scalable, flexible coordination structures for recovery operations across all levels of government.

Title 44 of the Code of Federal Regulations (CFR): Governs FEMA operations, including implementation of the Stafford Act, recovery programs, and Public Assistance reimbursement eligibility.

REFERENCES

FEDERAL / FEMA RESOURCES

- FEMA Planning Considerations: Disaster Housing (2019): https://www.fema.gov/sites/default/files/documents/fema_disaster-housing-planning-considerations.pdf
- FEMA Public Assistance Program and Policy Guide (PAPPG), v4 (2023): https://www.fema.gov/sites/default/files/documents/fema_pappg-v4.pdf
- FEMA National Mitigation Investment Strategy (2019): https://www.fema.gov/sites/default/files/documents/fema_national-mitigation-investment-strategy.pdf
- FEMA Guide to Expanding Mitigation: Making the Connection to Long-Term Recovery: https://www.fema.gov/sites/default/files/2020-07/fema_guide-to-expanding-mitigation.pdf
- FEMA COVID-19 Operational Guidance for the 2022 Hurricane Season: https://www.fema.gov/sites/default/files/documents/fema_2022-operational-guidance-hurricane-season.pdf

STATE AND REGIONAL TOOLS

- National Governors Association (NGA) – State Recovery Best Practices Compendium: https://www.nga.org/publications/recovery-resilience/
- Center for Regional Disaster Resilience (CRDR) – Infrastructure Interdependencies Planning: https://www.regionalresilience.org/publications.html

ACADEMIC / RESEARCH INSTITUTIONS

- Texas A&M Hazard Reduction and Recovery Center – Disaster Recovery Research & Tools: https://hrrc.arch.tamu.edu/research/disaster-recovery/
- Lincoln Institute of Land Policy – Planning for Post-Disaster Recovery: https://www.lincolninst.edu/publications/policy-focus-reports/planning-post-disaster-recovery

CROSS SECTOR AND NONPROFIT

- Resilient Cities Catalyst – Recovery & Resilience Framework: https://resilientcitiesnetwork.org/

- International Recovery Platform (IRP) – Guidance Notes on Recovery: https://www.recoveryplatform.org/guidance/guidance_notes_on_recovery

APPENDICES

Appendix 1: Acronym List

Appendix 2: Public Assistance Reference Tools

APPENDIX 1 - ACRONYM LIST

- (AFN) Access and Functional Needs
- (AFO) Area Field Office
- (AAR) After-Action Report
- (CDBG-DR) Community Development Block Grant – Disaster Recovery
- (CERT) Community Emergency Response Team
- (CFR) Code of Federal Regulations
- (COG) Continuity of Government
- (COLT) Cell on Light Truck
- (COOP) Continuity of Operations Plan
- (COVEOP) Commonwealth of Virginia Emergency Operations Plan
- (CSB) Community Services Board
- (DMAT) Disaster Medical Assistance Team
- (DGS) Department of General Services
- (DHCD) Department of Housing and Community Development
- (DHS) Department of Homeland Security
- (DLS) Disaster Legal Services
- (DMR) Disaster Medical Response
- (DOI) Department of the Interior
- (DOT) Department of Transportation
- (DRC) Disaster Recovery Center
- (DRF) Disaster Relief Fund
- (DRM) Disaster Recovery Manager
- (DRRA) Disaster Recovery Reform Act
- (EOC) Emergency Operations Center
- (EPA) Environmental Protection Agency
- (EPCRA) Emergency Planning and Community Right-to-Know Act
- (ESF) Emergency Support Function
- (FAC) Family Assistance Center

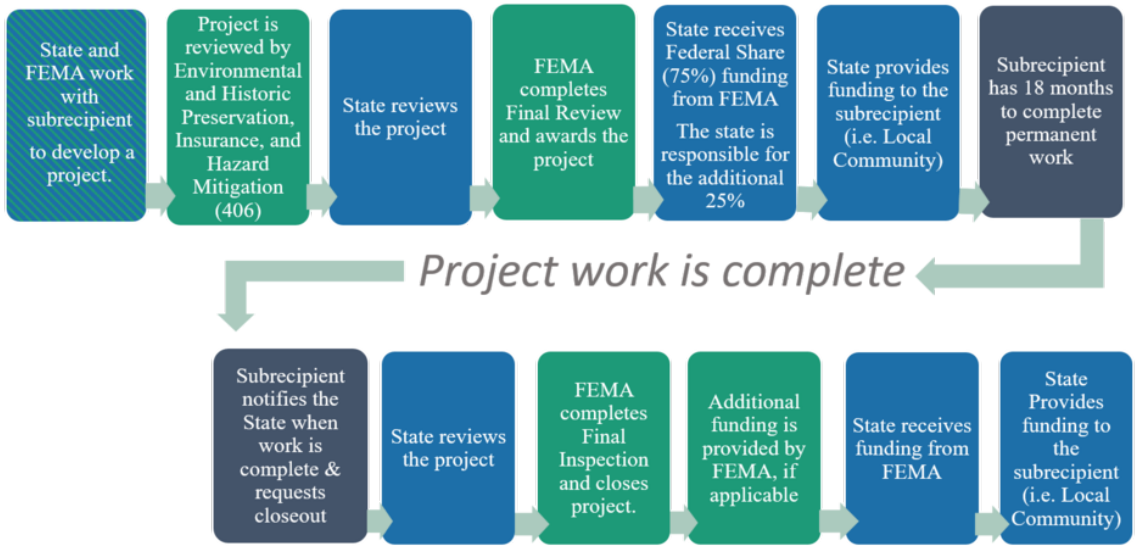
- (FCO) Federal Coordinating Officer
- (FEMA) Federal Emergency Management Agency
- (FOIA) Freedom of Information Act
- (FDRC) Federal Disaster Recovery Coordinator
- (GIS) Geographic Information System
- (HMGP) Hazard Mitigation Grant Program
- (HSPD) Homeland Security Presidential Directive
- (HSIN) Homeland Security Information Network
- (IAP) Incident Action Plan
- (IA) Individual Assistance
- (ICS) Incident Command System
- (IDA) Initial Damage Assessment
- (IMT) Incident Management Team
- (IT) Information Technology
- (JFO) Joint Field Office
- (JIC) Joint Information Center
- (JIS) Joint Information System
- (LEPC) Local Emergency Planning Committee
- (MCI) Mass Casualty Incident
- (MIRT) Maintenance Incident Response Team
- (NDRF) National Disaster Recovery Framework
- (NGO) Non-Governmental Organization
- (NIMS) National Incident Management System
- (NOAA) National Oceanic and Atmospheric Administration
- (NRF) National Response Framework
- (NPS) Norfolk Public Schools
- (NPW) Norfolk Public Works
- (OCME) Office of the Chief Medical Examiner
- (OEM) Office of Emergency Management
- (ONA) Other Needs Assistance
- (PA) Public Assistance
- (PAPPG) Public Assistance Program and Policy Guide
- (PIO) Public Information Officer
- (PKEMRA) Post-Katrina Emergency Management Reform Act
- (RCC) Regional Coordination Center
- (RHCC) Regional Hospital Coordination Center
- (RPOS) [Note: replaced by “Parks and Recreation,” not used in final text]

- (RSF) Recovery Support Function
- (SAR) Search and Rescue
- (SBA) Small Business Administration
- (SCO) State Coordinating Officer
- (SITREP) Situation Report
- (SWEAT) Sewage, Water, Energy, Air Conditioning/Academics, and Trash
- (TRO) Transitional Recovery Office
- (USACE) United States Army Corps of Engineers
- (USAR) Urban Search and Rescue
- (USDA) United States Department of Agriculture
- (USCG) United States Coast Guard
- (VANG) Virginia Army National Guard
- (VDEM) Virginia Department of Emergency Management
- (VDH) Virginia Department of Health
- (VDACS) Virginia Department of Agriculture and Consumer Services
- (VSP) Virginia State Police
- (VOAD) Voluntary Organizations Active in Disaster
- (WUI) Wildland Urban Interface

APPENDIX 2 - PUBLIC ASSISTANCE REFERENCE TOOLS

This diagram outlines the full lifecycle of a FEMA Public Assistance (PA) project—from project scoping and eligibility review to funding, completion of work, and closeout. It highlights key milestones, the 18-month timeline for permanent work, and cost-share responsibilities (typically 75% federal / 25% state-local).

Understanding the Public Assistance Process



This chart defines the roles of FEMA (grantor), the State of Virginia (recipient), and the City of Norfolk (subrecipient/applicant). It details responsibilities including project documentation, funding disbursement, technical support, and execution of eligible recovery work.

Understanding the Public Assistance Responsibilities

FEMA	Recipient (State)	Subrecipient (Applicant)
• Coordinates with all Federal, State, Local agencies • Establishes Joint Field Office • Collects project and cost data • Approves grants and obligates funds • Provides Technical Assistance	• Educates subrecipients • Works with FEMA to manage Public Assistance Program • Collects project and cost data • Disburses grants to applicants (Ex: Community, county, local public entity) • Monitors and manages use of grants by subrecipients	• Requests assistance • Identifies damaged facilities • Provides information to support request • Maintains accurate documentation • Performs necessary work (repairs, debris, etc.)