

TEAM NORFOLK



Emergency Operations & Resiliency Framework

Operational Annex

Long-Term Recovery

May 2025

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Updated: May 2025

PURPOSE

The Long-Term Recovery Plan outlines the City of Norfolk’s strategic approach to recovering from catastrophic disasters that have lasting impacts on people, infrastructure, and essential services. It is designed to guide recovery operations that extend beyond the initial response phase, typically over a period longer than six months, while promoting resilience, equity, and sustainability.

This plan functions as Norfolk’s Pre-Disaster Recovery Framework (PDRF). It provides a foundation for organizing recovery priorities, identifying key roles, and coordinating community-wide actions before a disaster occurs. By planning ahead, the City can reduce confusion, accelerate decision-making, and enable a more effective and efficient recovery process when the time comes.

Rather than serving as a tactical field guide, the Long-Term Recovery Plan provides high-level guidance for city officials, partners, and community stakeholders. It complements and supports existing local strategies such as:

- The Norfolk Resilience Strategy
- Vision 2100
- plaNorfolk2030
- The Southside Hampton Roads Hazard Mitigation Plan 2022

By emphasizing pre-disaster coordination, mitigation, and whole-community engagement, this plan helps ensure that Norfolk is not just rebuilt after disaster, but rebuilt stronger, smarter, and more inclusive.

SCOPE

This plan applies to all departments, agencies, and partners within the City of Norfolk who are involved in long-term recovery, including public, private, nonprofit, faith-based, and regional entities. It provides a scalable framework to guide recovery from any type of disaster, regardless of cause or magnitude, and addresses the most critical components of long-term recovery:

- Housing for displaced residents
- Restoration of infrastructure and services
- Economic revitalization
- Environmental and cultural resource preservation
- Health and social services support

- Community engagement and trust-building

The Long-Term Recovery Plan is aligned with relevant federal and state recovery guidance, including:

- National Disaster Recovery Framework (NDRF)
- National Infrastructure Protection Plan (NIPP)
- National Disaster Housing Strategy (NDHS)
- Presidential Policy Directive 8 (PPD-8): National Preparedness
- Presidential Policy Directive 21 (PPD-21): Critical Infrastructure Security and Resilience
- Virginia Department of Emergency Management (VDEM) Recovery Operations Guidance

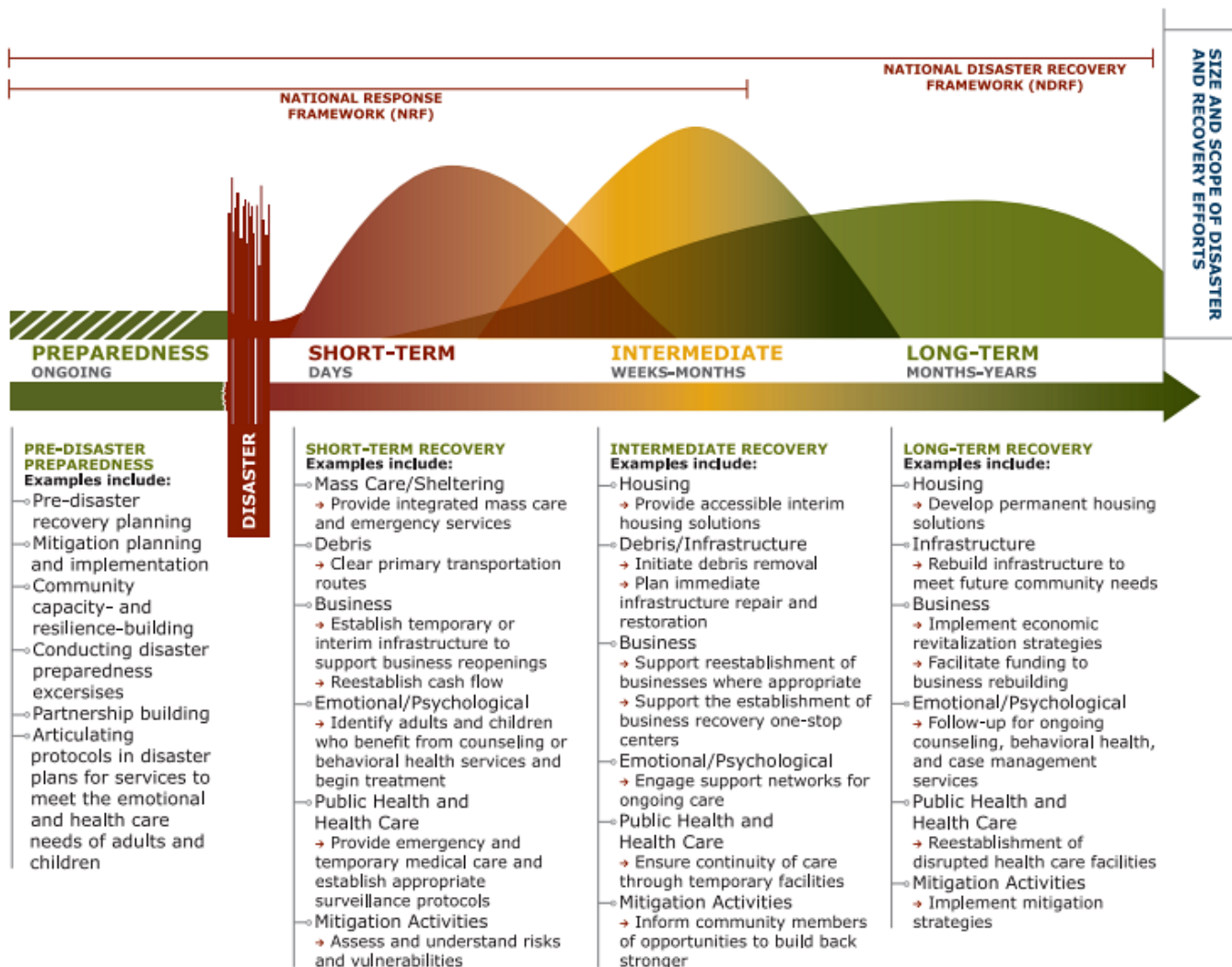
The unpredictability of disasters makes pre-planning essential. While this plan cannot account for every impact or variable, it establishes a consistent structure to facilitate recovery across a wide range of scenarios. It draws on lessons learned from other localities and reinforces Norfolk’s Team Norfolk model, emphasizing coordination, communication, and shared responsibility.

Together, these efforts ensure that long-term recovery in Norfolk is locally led, federally supported, and community-driven, anchored in the city’s ongoing commitment to resilience and inclusive growth.

RECOVERY CONTINUUM – DESCRIPTION OF ACTIVITIES BY PHASE

The graphic below, adapted from FEMA's National Disaster Recovery Framework, illustrates the transition from preparedness to long-term recovery. It emphasizes how recovery efforts evolve over time, beginning in the short-term (days), moving through intermediate efforts (weeks to months), and culminating in long-term recovery (months to years). The City of Norfolk’s Long-Term Recovery Plan is primarily focused on the green phase, Long-Term Recovery, but is informed by actions and coordination that occur throughout all recovery phases.

RECOVERY CONTINUUM – DESCRIPTION OF ACTIVITIES BY PHASE



BACKGROUND

The City of Norfolk, Virginia, is a coastal community with a dense urban core, critical military and maritime infrastructure, and a population that is both diverse and vulnerable to a range of natural and human-caused hazards. Norfolk's geography, aging infrastructure, and socioeconomic disparities make long-term recovery planning a necessity, not just an aspiration.

Norfolk has experienced numerous storms, tidal flooding events, and public health emergencies that have tested the city's capacity to recover. While the city has built a reputation for innovation and resilience, particularly in addressing sea level rise and chronic flooding, the scale and complexity of a major disaster could easily overwhelm local capabilities without a coordinated recovery framework in place.

Long-term recovery is distinct from immediate response. While response efforts focus on saving lives and stabilizing the incident, recovery focuses on rebuilding lives, restoring infrastructure, and revitalizing the economy. It can span months or even years and require sustained collaboration across sectors, levels of government, and the community.

This plan builds on the city's broader resilience and preparedness efforts. It draws from Norfolk's experience in implementing:

- The Norfolk Resilience Strategy, which prioritizes equitable adaptation and future-ready infrastructure
- Vision 2100, a strategic vision that aligns land use, economic development, and climate adaptation
- planNorfolk2030, the city's comprehensive plan guiding long-term growth and redevelopment
- The Southside Hampton Roads Hazard Mitigation Plan, which identifies local vulnerabilities and actions to reduce risk

The COVID-19 pandemic, the increased frequency of coastal storms, and national lessons learned from hurricanes, wildfires, and other disasters have all reinforced the importance of long-term recovery planning. Proactive frameworks such as this help cities avoid delays, maximize funding opportunities, and engage the whole community early in the recovery process.

This Long-Term Recovery Plan ensures that Norfolk is not only ready to rebuild, but also ready to rebuild better. It is designed to preserve what matters, strengthen what is fragile, and advance a safer and more resilient future for all residents.

VULNERABILITY ASSESSMENT

pace, equity, and effectiveness of long-term recovery following a disaster. Understanding these vulnerabilities is essential to shaping a recovery strategy that is realistic, inclusive, and resilient.

GEOGRAPHIC AND ENVIRONMENTAL VULNERABILITIES

Norfolk's coastal location and low elevation make it highly susceptible to tidal flooding, storm surge, and sea level rise. Much of the city lies less than 10 feet above sea level, and many neighborhoods experience frequent nuisance flooding even during minor rain events. These chronic conditions increase the likelihood of widespread damage in the event of a hurricane, nor'easter, or coastal storm, and complicate post-disaster rebuilding efforts.

Climate change is amplifying these risks, with projections indicating continued sea level rise, more intense precipitation, and hotter average temperatures. These environmental stressors can degrade infrastructure, displace residents, and create cascading impacts across sectors.

INFRASTRUCTURE VULNERABILITIES

Norfolk's aging infrastructure presents a significant challenge during long-term recovery. Many roads, bridges, drainage systems, and public buildings were constructed before modern resiliency standards and are in need of repair or retrofit. Critical assets such as water treatment facilities, hospitals, port operations, and military installations could suffer damage or service disruptions in a major disaster.

Vulnerabilities in the electrical grid, communications systems, and transportation networks further threaten continuity of operations and the ability to reach and serve all residents during recovery.

ECONOMIC VULNERABILITIES

Norfolk's economy is closely tied to maritime commerce, naval activity, higher education, and tourism. These sectors are vulnerable to prolonged disruption following a disaster. Small businesses, many of which have limited insurance coverage or cash reserves, may face permanent closure if recovery assistance is delayed or insufficient.

In addition, economic inequities could deepen in the aftermath of a disaster. Households with lower incomes may struggle to access recovery resources, rebuild homes, or return to work. Displacement of workers and the loss of essential services can exacerbate unemployment and housing instability.

SOCIAL AND COMMUNITY VULNERABILITIES

Recovery outcomes are often uneven across demographic and geographic lines. In Norfolk, certain populations are at greater risk of experiencing disproportionate impacts from disasters, including:

- Older adults and people with access and functional needs
- Households living below the poverty line
- Residents lacking access to reliable transportation
- Renters who may be displaced without recourse
- Non-English-speaking populations who may face barriers to receiving timely information or services

Social cohesion, trust in institutions, and community readiness are key determinants of a successful recovery. Areas with limited civic infrastructure or strained public services may recover more slowly or inequitably without targeted support.

This Vulnerability Assessment provides a foundation for identifying Norfolk's long-term recovery priorities and aligning resources where they are most needed. It reinforces the importance of equity-focused planning and the need for recovery efforts to address not only physical damage but also the underlying conditions that put residents at greater risk.

SITUATION

The City of Norfolk is exposed to a range of natural and human-caused hazards that have the potential to cause widespread and long-lasting impacts. A major disaster, such as a Category 3 or higher hurricane, coastal storm, or regional infrastructure failure, could significantly disrupt life across the city, displace residents, damage critical infrastructure, and strain local resources far beyond their normal capacity.

In the aftermath of such an event, the city would transition from immediate response to sustained recovery. This transition period may include overlapping operations such as damage assessments, sheltering, debris removal, continuity of government activities, and initial requests for state and federal assistance. While response activities are managed through the City's Emergency Operations Plan and coordinated by the Emergency Operations Center (EOC), recovery activities require broader engagement and longer-term coordination across all sectors.

Disasters that trigger long-term recovery are likely to:

- Overwhelm local response and resource capacity
- Damage or destroy housing, utilities, transportation routes, and healthcare facilities
- Disrupt economic activity, particularly in small businesses, maritime, and tourism sectors
- Displace residents for extended periods, particularly those in flood-prone or underserved neighborhoods
- Require the coordinated support of state and federal agencies, including FEMA, VDEM, HUD, SBA, and others

Recovery will not be uniform across Norfolk. Certain neighborhoods, especially those with pre-existing vulnerabilities, may experience longer delays in service restoration, rebuilding, and access to financial and social resources. The complexity of long-term recovery will require Norfolk to activate a comprehensive, equity-focused plan that includes both public and private partners under a shared leadership structure.

This Long-Term Recovery Plan is designed to operate in tandem with other city plans and frameworks, such as the Emergency Operations Plan, the Hazard Mitigation Plan, and the Norfolk Resilience Strategy. It will be implemented when:

- The incident causes widespread damage across multiple sectors
- Recovery is expected to extend beyond six months
- Local resources are insufficient to manage recovery operations without state or federal support
- A federal disaster declaration has been issued or is anticipated

By identifying likely recovery conditions and planning for coordination and resource gaps ahead of time, Norfolk will be better positioned to rebuild its systems, services, and neighborhoods in a way that is faster, more inclusive, and more resilient than before.

PLANNING ASSUMPTIONS

The following planning assumptions serve as a foundational basis for implementing the Long-Term Recovery Plan. They reflect expected conditions, constraints, and guiding realities that the City of Norfolk and its partners may face following a major disaster.

A major disaster will exceed local capabilities.

A catastrophic event will likely overwhelm local government resources, requiring significant assistance from regional, state, federal, and non-governmental partners to support long-term recovery.

Recovery will require a sustained, multi-year effort.

Long-term recovery operations may continue for months or years, depending on the scale and complexity of the disaster. Efforts will evolve over time and must remain flexible to meet changing needs.

Federal and state support will be available but not guaranteed.

While the city will seek assistance through programs such as FEMA's Public Assistance and Individual Assistance, HUD Community Development Block Grant Disaster Recovery (CDBG-DR), and SBA disaster loans, funding levels, timelines, and eligibility criteria may vary. Local planning and readiness are essential to maximize support.

Recovery will occur in a complex, multi-stakeholder environment.

Long-term recovery involves coordination across all sectors, including public agencies, nonprofit organizations, private industry, utilities, faith-based groups, and community residents. Effective recovery will depend on unified leadership, collaboration, and shared goals.

Pre-existing vulnerabilities will shape recovery outcomes.

Communities that faced economic, environmental, or social disadvantages before the disaster are more likely to experience disproportionate recovery challenges. Equity must be integrated into all recovery decisions to ensure just outcomes.

Critical infrastructure may be damaged or unavailable.

Transportation, energy, communications, and water systems may experience sustained outages, requiring temporary solutions and phased restoration. Infrastructure recovery will be a key determinant of overall community recovery timelines.

Housing will be a central recovery priority.

Displacement of residents and damage to housing stock will require both temporary sheltering and long-term housing solutions. The city will need to coordinate with housing authorities, landlords, developers, and regional partners to support equitable recovery.

Community expectations will be high.

Residents, business owners, and community organizations will expect clear communication, rapid action, and fair access to recovery resources. Transparent decision-making and continuous engagement will be critical to maintaining public trust.

The private sector will play a vital role.

Local businesses, insurance companies, contractors, financial institutions, and other private sector partners will be essential to economic revitalization, job restoration, and rebuilding efforts. The city must maintain active partnerships to leverage private capabilities.

Recovery efforts must be aligned with existing plans.

Long-term recovery operations will be guided by and integrated with Norfolk's broader planning efforts, including the Emergency Operations Plan, Hazard Mitigation Plan, Resilience Strategy, Vision 2100, and plaNorfolk2030.

FACTS

- Norfolk is a coastal city with over 144 miles of shoreline and one of the highest rates of sea level rise on the East Coast, increasing its vulnerability to tidal flooding and storm surge.
- The city is home to the world's largest naval base, a major commercial port, and critical energy, water, and transportation infrastructure that serve regional and national functions.
- Norfolk's population exceeds 235,000 residents, with diverse communities and neighborhoods that vary significantly in socioeconomic status, housing conditions, and access to resources.
- Many parts of the city, particularly low-lying and historically underserved areas, are highly susceptible to flood damage and may face prolonged recovery timelines without targeted support.
- Norfolk has a strong foundation of resilience planning, with active initiatives including the Norfolk Resilience Strategy, Vision 2100, plaNorfolk2030, and participation in the 100 Resilient Cities network.

- The city operates under the “Team Norfolk” model, which emphasizes whole community collaboration among public agencies, private entities, nonprofit organizations, and faith-based groups.
- Local disaster recovery efforts will be supported through coordination with regional partners such as the Hampton Roads Planning District Commission (HRPDC), the Virginia Department of Emergency Management (VDEM), and the Federal Emergency Management Agency (FEMA).
- Norfolk has experienced multiple federally declared disasters in the past two decades, including hurricanes, nor’easters, and public health emergencies, highlighting the need for sustained and proactive recovery planning.
- Critical city functions are supported by continuity of operations plans (COOP), but prolonged service disruptions may require alternate facilities, temporary staffing, or external support to restore public services.
- Equity, transparency, and sustainability are core principles guiding Norfolk’s recovery planning and implementation strategies.

FOUNDATIONAL PRINCIPLES AND RECOVERY GOALS

Norfolk’s Long-Term Recovery Plan is guided by principles and goals that emphasize local leadership, inclusive engagement, and sustainable outcomes. The plan aligns with key federal recovery frameworks, including FEMA’s National Disaster Recovery Framework (NDRF) and Long-Term Community Recovery Planning Process, to ensure that local recovery efforts are coordinated, equitable, and strategically focused.

Foundational Principles

Recovery efforts in Norfolk will be grounded in the following core principles:

- Locally led and community-driven: Residents, businesses, and organizations will shape recovery priorities and drive implementation.
- Based on public involvement: Transparent, inclusive engagement will ensure all voices are heard, particularly those from historically underserved communities.
- Coordinated across all sectors: Recovery will involve collaboration among city agencies, neighboring localities, state and federal partners, and the private and nonprofit sectors.
- Action-oriented and project-focused: Implementation will prioritize efforts that generate measurable progress, economic revitalization, and visible community benefits.
- Integrated with hazard mitigation: All recovery actions will be informed by risk reduction strategies to reduce future losses.
- Equity-focused: The needs of vulnerable populations will be prioritized to ensure a fair and just recovery process.

- Aligned with resilience goals: Recovery decisions will support Norfolk’s long-term vision for environmental, social, and economic resilience.

Recovery Goals

- The primary goals of Norfolk’s Long-Term Recovery Plan are to:
- Restore critical services, facilities, infrastructure, and natural systems disrupted by disaster
- Support the recovery and return of displaced residents and impacted businesses
- Foster inclusive, equitable recovery across all neighborhoods and demographic groups
- Rebuild stronger by incorporating hazard mitigation and climate adaptation into all recovery actions
- Strengthen regional coordination with adjacent localities whose recovery affects Norfolk’s own stability and services
- Improve readiness for future incidents by institutionalizing recovery capabilities and partnerships

Adopting these principles and goals before a disaster occurs creates a strong foundation for community-led, sustainable recovery. It reinforces Norfolk’s commitment to becoming a stronger, more connected, and more resilient city after every crisis.

CONCEPT OF OPERATIONS

The City of Norfolk will implement its Long-Term Recovery Plan using a phased, coordinated approach that engages all levels of government, the private sector, nonprofit partners, and the community. Recovery operations will transition from response once life safety issues are stabilized, critical services are restored, and emergency declarations begin to shift toward sustained recovery support.

This plan functions under the City’s Team Norfolk model, promoting collaborative leadership, clear roles and responsibilities, and alignment with local, state, and federal recovery frameworks, including the National Disaster Recovery Framework (NDRF) and the Virginia Department of Emergency Management (VDEM) Recovery Operations Concept.

ACTIVATION OF RECOVERY OPERATIONS

Recovery operations may be activated when:

- Widespread impacts cause significant disruption to critical infrastructure, housing, or economic systems.
- A federal or state disaster declaration is issued or anticipated.
- Recovery coordination exceeds the capabilities of the Emergency Operations Center (EOC) and requires extended leadership and structure.

The transition from response to recovery will be formalized by the Emergency Manager in coordination with the City Manager and supporting departments. Activation may include standing up a Recovery Coordination Team, a Recovery Task Force, or specific Recovery Support Function (RSF) leads, depending on the incident scale.

RECOVERY COORDINATION STRUCTURE

Recovery operations will be managed through a tiered structure that mirrors the Emergency Support Function (ESF) model used during response. Norfolk will utilize Recovery Support Functions (RSFs) based on the NDRF to organize recovery activities:

- Community Planning and Capacity Building
- Economic Recovery
- Health and Social Services
- Housing
- Infrastructure Systems
- Natural and Cultural Resources

Each RSF will be led by a designated city department or agency, supported by relevant partners. RSF leads will work together under the coordination of a Recovery Manager or Recovery Coordinator, who reports to the City Manager and serves as the primary liaison to state and federal partners.

PHASES OF RECOVERY OPERATIONS

Recovery operations will progress through three general phases:

1. Short-Term Recovery (Days to Weeks)
 - Damage assessments
 - Debris clearance
 - Temporary sheltering
 - Initial coordination with FEMA, SBA, VDEM, and other partners
2. Intermediate Recovery (Weeks to Months)
 - Reestablishment of government functions
 - Temporary housing solutions
 - Restoration of utilities and infrastructure
 - Initiation of public assistance projects
 - Continuation of unmet needs support
3. Long-Term Recovery (Months to Years)
 - Permanent housing redevelopment
 - Economic revitalization initiatives
 - Major infrastructure repair and mitigation

- Mental and behavioral health services
- Resilience-focused planning and adaptation projects

INTEGRATION WITH EXISTING PLANS

- The Long-Term Recovery Plan is designed to work in concert with:
- The Norfolk Emergency Operations Plan (EOP)
- The Citywide Continuity of Operations Plan (COOP)
- The Southside Hampton Roads Hazard Mitigation Plan
- The Norfolk Resilience Strategy, Vision 2100, and plaNorfolk2030

By aligning with these plans, recovery operations can transition smoothly across agencies and phases, reducing duplication and improving accountability.

WHOLE COMMUNITY ENGAGEMENT

Recovery success relies on input and participation from across the city. Norfolk will engage community members, civic leagues, faith-based groups, and local organizations through public meetings, advisory groups, and transparent communication strategies. Engagement efforts will focus on building trust, gathering feedback, and ensuring that recovery activities meet the diverse needs of Norfolk's residents.

FRAMEWORK APPROACH

This Long-Term Recovery Plan combines strategic and concept-level planning approaches to provide a scalable and flexible framework for recovery operations. It is designed to support both pre-disaster preparedness and post-disaster implementation across a wide range of scenarios.

Strategic planning defines high-level goals, policies, and long-term recovery priorities. It aligns Norfolk's recovery operations with broader city initiatives focused on resilience, mitigation, and sustainability.

Concept-level planning provides adaptable guidance for how recovery may unfold following a disaster. It outlines potential structures, actions, and decision-making models that can be scaled depending on impact severity and resource availability.

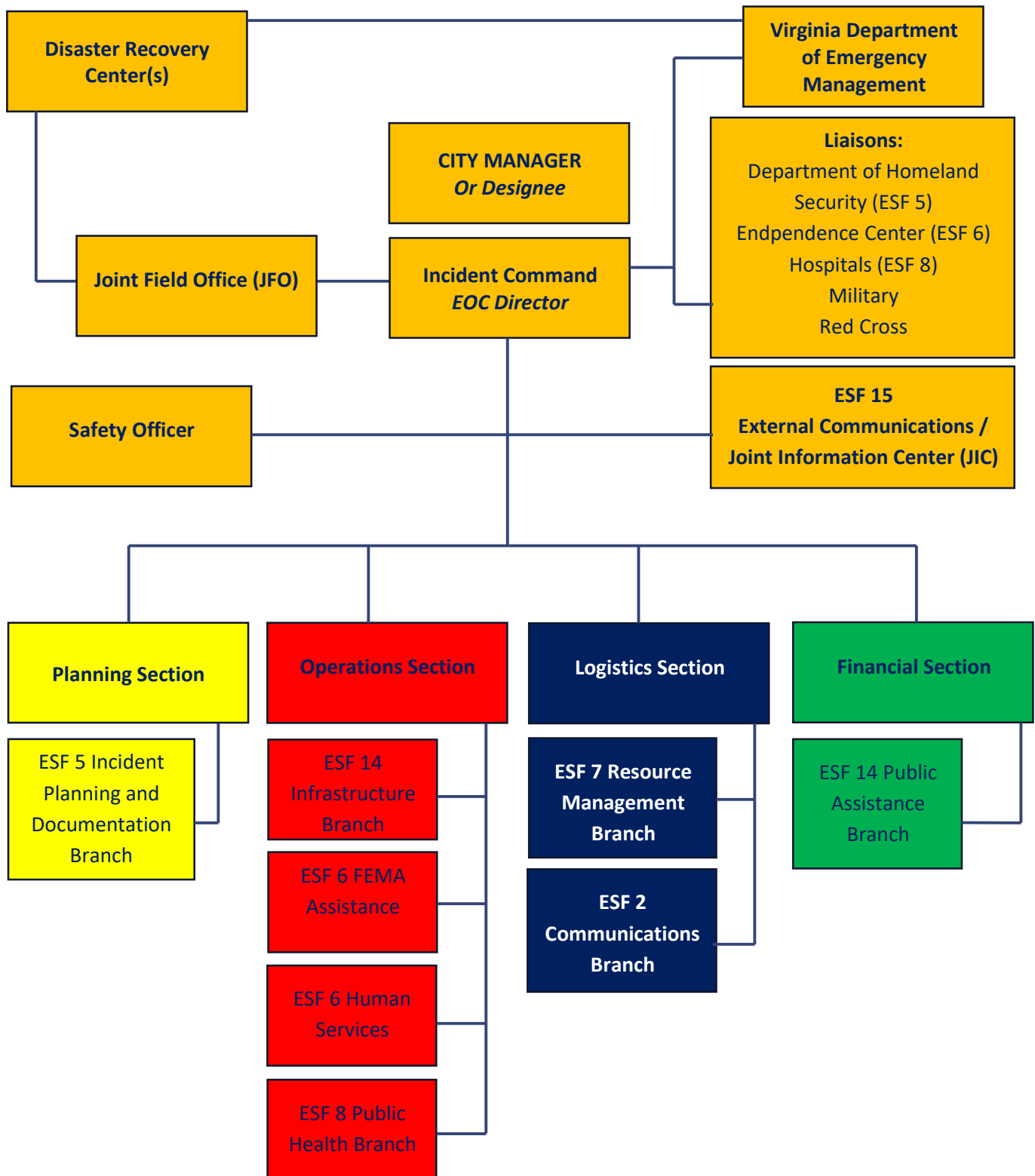
These approaches are informed by ongoing strategic initiatives across the City of Norfolk, including resilience planning, public outreach, critical infrastructure protection, and mitigation investments. They are reinforced by state and federal guidance from FEMA, VDEM, and the National Infrastructure Protection Plan (NIPP).

Pre-disaster planning activities, including stakeholder coordination, continuity planning, infrastructure mapping, and resource development, will significantly improve the speed and effectiveness of

recovery. Norfolk maintains an inventory of critical infrastructure systems, including communications, energy, transportation, and water sectors. Because most of these assets are privately owned, sustained public-private collaboration is essential for successful long-term recovery and restoration of essential services.

ORGANIZATIONAL STRUCTURE SUMMARY

Long-term recovery operations in Norfolk are coordinated under the leadership of the Recovery Manager, appointed by the City Manager. The Recovery Manager oversees the Recovery Coordination Team (RCT), which includes Recovery Support Function (RSF) leads from city departments and partner agencies. Each RSF is responsible for guiding sector-specific recovery efforts in alignment with the goals of this plan. The City of Norfolk's recovery structure reflects the principles of the National Disaster Recovery Framework and builds upon the collaborative approach of Team Norfolk.



PUBLIC OUTREACH AND STAKEHOLDER ENGAGEMENT

Clear, consistent public outreach and stakeholder engagement is a core component of successful long-term recovery. The National Disaster Recovery Framework (NDRF) identifies community engagement as a key recovery principle, and Norfolk's Community Planning and Capacity Building (CPCB) RSF is specifically tasked with advancing this mission.

An engaged public is a sign of a healthy, resilient city. Outreach and participation activities are critical not only after a disaster, but also during the preparedness and mitigation phases. Proactive engagement builds trust, helps align recovery goals with community needs, and ensures that all residents understand their roles in a successful recovery.

PRE-DISASTER ENGAGEMENT PRIORITIES

Before a disaster occurs, the City of Norfolk will work to build the community's capacity for participation through:

- Public education campaigns focused on resilience, insurance awareness, hazard mitigation, and rebuilding practices
- Community workshops and civic league briefings to identify neighborhood priorities and incorporate local knowledge into recovery planning
- Partnership development with nonprofits, faith-based organizations, advocacy groups, and neighborhood associations
- Accessible materials and multilingual communication to ensure inclusiveness and reach historically underserved populations

These outreach efforts aim to increase public awareness of disaster risk and foster a culture of preparedness and civic responsibility.

BUILDING CAPACITY FOR RECOVERY

To strengthen Norfolk's ability to recover effectively, outreach must also build capacity across the following areas:

- Fiscal: Encouraging knowledge of funding sources, grant programs, and financial literacy for recovery
- Technical: Promoting awareness of hazard identification, mapping, and resilience technologies
- Legal: Supporting community-informed policies related to land use, zoning, and risk reduction
- Institutional: Ensuring community support for mitigation and recovery frameworks
- Political: Fostering local will and public backing for long-term recovery investments and reforms

By engaging residents, stakeholders, and organizations before a disaster, Norfolk can ensure a more equitable and effective recovery when a disaster does occur. Public input, transparency, and inclusive planning are vital to making the city stronger, safer, and better connected across all communities.

COMMUNITY ROLES IN RECOVERY: RESIDENTS, PROPERTY OWNERS, AND BUSINESSES

Recovery is most effective when it is community-driven and inclusive. While the City of Norfolk leads coordination and support, residents, homeowners, renters, and business owners play a vital role in rebuilding stronger and more resilient neighborhoods.

Individuals and Families

- Stay informed through official recovery communication channels (Norfolk Alert, city website, media briefings)
- Participate in community meetings and provide feedback to help guide local priorities
- Document damage, coordinate with insurers, and pursue available assistance through FEMA and local support centers
- Implement household mitigation measures (e.g., floodproofing, elevating utilities) where feasible
- Support neighbors and vulnerable populations during long-term recovery

Homeowners and Property Owners

- Make timely repair and rebuilding decisions that comply with local codes and resilience standards
- Access contractor credentialing resources and avoid fraud through verified channels
- Consider participating in property acquisition or elevation programs in hazard-prone areas
- Maintain updated insurance coverage and property records to expedite post-disaster assistance

Business Owners

- Develop or update business continuity plans pre-disaster to support faster reopening
- Seek support through city-led business recovery services, SBA loans, and nonprofit resources
- Participate in cooperative recovery initiatives (e.g., shared spaces, pooled equipment, workforce training)
- Hire locally where possible to support the broader recovery economy
- Stay engaged with the Norfolk Department of Economic Development and business associations for technical assistance

By understanding their role in recovery, residents and businesses help create a safer, stronger, and more resilient Norfolk, together with city leadership and Team Norfolk partners.

HOUSING RECOVERY AND URBAN DEVELOPMENT

Housing is one of the most visible and urgent needs following a major disaster. Displacement, damage to homes, and loss of affordable housing stock can have long-term impacts on community stability, public health, and economic recovery. Housing must be addressed in all phases of recovery, from short-term sheltering to long-term redevelopment, with a focus on equity, safety, and resilience.

SHORT- AND INTERMEDIATE-TERM HOUSING NEEDS

In the immediate aftermath of a disaster, Norfolk will coordinate with the American Red Cross, VDEM, FEMA, and local partners to provide:

- Emergency sheltering for displaced residents
- Transitional housing solutions for those unable to return home
- Assistance with rental subsidies and temporary housing through FEMA's Individual Assistance Program

LONG-TERM HOUSING RECOVERY

As the city transitions from response to long-term recovery, priorities will include:

- Rebuilding or repairing damaged housing stock
- Addressing housing affordability and availability
- Supporting low-income renters, seniors, and individuals with access and functional needs

Encouraging resilient and flood-adaptive housing designs

All permanent housing solutions will be consistent with Norfolk's land use planning and resilience frameworks, including:

- Norfolk Resilience Strategy
- Vision 2100
- plaNorfolk2030
- Southside Hampton Roads Hazard Mitigation Plan

HOUSING RESOURCE COORDINATION

The city may activate or designate a Housing Recovery Coordination Office or Housing Resource Center, which would serve as a one-stop shop to assist residents and developers with:

- Permitting and zoning inquiries
- Damage assessments and inspections
- Financing options, including SBA and HUD funding

- Rebuilding resources and contractor connections
- Fair housing guidance and tenant protections

KEY PARTNERS

- Norfolk will coordinate with:
- Norfolk Redevelopment and Housing Authority (NRHA)
- Department of Neighborhood Services
- Department of Human Services
- HUD and FEMA
- Local landlords and property management firms
- Nonprofit housing developers and community-based organizations

By placing housing at the center of the city's long-term recovery strategy, Norfolk ensures that recovery is inclusive, equitable, and forward-looking, reducing risk for future disasters while restoring safe, stable, and affordable housing options for all residents.

EQUITY, RESIDENT PROTECTIONS, AND AFFORDABLE HOUSING IN RECOVERY

Long-term housing recovery must be equitable, inclusive, and accessible to all residents, especially those from communities historically underserved or disproportionately impacted by disaster. Norfolk recognizes that low-income households, single-parent families, and renters face significant barriers to safe, affordable housing following a major incident.

AFFORDABLE HOUSING COMMITMENT

In recovery, the city will prioritize the development of permanent, affordable housing by:

- Encouraging or incentivizing multi-family developers to allocate a portion of new housing units for affordable or workforce housing
- Collaborating with NRHA and nonprofit developers to access funding through HUD's Community Development Block Grant Disaster Recovery (CDBG-DR) and other state and federal programs
- Identifying and preserving affordable housing units that might otherwise be lost during post-disaster redevelopment
- Supporting policy frameworks that allow for increased density and mixed-income housing in low-risk areas to mitigate displacement from hazard-prone zones

RESIDENT PROTECTIONS AND CONSUMER AWARENESS

Disaster survivors are at increased risk for contractor fraud, price gouging, and misinformation. To protect residents:

- Norfolk will coordinate with state licensing boards and the Department of Neighborhood Services to establish a contractor credentialing system
- A public portal will be developed to share information on licensed, vetted, and insured contractors
- Outreach campaigns will educate residents on avoiding fraud, understanding their rebuilding rights, and accessing recovery programs

DEMOGRAPHIC VULNERABILITY

Data from the U.S. Census and city flood maps consistently show that many of Norfolk’s most flood-vulnerable neighborhoods are also home to low-income residents and single-parent households. For example:

- Over 15 percent of all Norfolk families live below the poverty line
- Over 35 percent of single-mother households fall below the poverty threshold
- Coastal and low-lying areas with a history of flooding have high concentrations of these populations

These realities make it essential that Norfolk’s housing recovery policies address not just the location and design of homes, but also who has access to them. Equity-focused recovery ensures that no group is left behind and that all residents can rebuild their lives in safe, stable communities.

INCENTIVES FOR RESILIENT AND EQUITABLE REDEVELOPMENT

To support long-term recovery that is both resilient and inclusive, the City of Norfolk may offer targeted incentives to private developers who commit to rebuilding in a way that aligns with the city’s resilience, equity, and sustainability goals. These incentives will help accelerate reconstruction while encouraging smart land use and community benefits.

Potential incentive strategies include:

- Expedited permitting and plan review for developments that meet flood-adaptive design, energy efficiency, or universal accessibility standards
- Density bonuses or zoning flexibility in low-risk areas for projects that incorporate affordable housing or mixed-income components
- Fee waivers or reductions for builders who commit to resilient building practices or local hiring targets
- Tax abatements or grant eligibility for developments that contribute to community revitalization and meet green infrastructure benchmarks

To further support equitable redevelopment:

- Projects located in historically underserved neighborhoods may receive enhanced technical assistance
- Norfolk may explore the creation of a Resilient Redevelopment Incentive Toolkit in collaboration with the Department of Economic Development and the Office of Resilience

These efforts will help ensure that Norfolk’s recovery attracts responsible development partners and leverages rebuilding as a way to reduce risk, increase housing affordability, and support local job creation.

SUSTAINABLE REDEVELOPMENT AND URBAN DESIGN IN RECOVERY

Post-disaster recovery provides a critical opportunity to reshape Norfolk’s built environment in ways that are more sustainable, resilient, and aligned with long-term growth and climate adaptation goals. With over 90 percent of Norfolk already developed, reconstruction efforts must emphasize smarter, more efficient urban design rather than expansion into vulnerable areas.

Rebuilding after a disaster should incorporate:

- Low-impact development techniques to reduce runoff and flooding
- Green roofs and vegetated infrastructure to mitigate heat, manage stormwater, and improve energy efficiency
- Pedestrian and bike-friendly streetscapes to support multi-modal transportation and reduce emissions
- Mixed-use redevelopment that encourages walkability and vibrant neighborhood centers
- Urban agriculture and community gardens to enhance food security and community health
- Environmental urban design features such as green corridors, permeable pavement, and tree canopies

These approaches support multiple recovery goals, including:

- Enhancing Norfolk’s capacity to manage future hazards like flooding and extreme heat
- Increasing the quality of life for residents in rebuilt communities
- Reducing long-term infrastructure costs
- Reinforcing Norfolk’s identity as a leader in climate adaptation and urban resilience

STRATEGIC ALIGNMENT

These principles are consistent with:

- Vision 2100, which emphasizes place-based redevelopment that works with water, not against it
- plaNorfolk2030, which promotes compact, sustainable growth

- The Norfolk Resilience Strategy, which calls for building neighborhoods that are connected, adaptive, and healthy

Sustainable design must be a core component of how Norfolk rebuilds, ensuring that new development serves not only recovery needs but the city's long-term health, economy, and environment.

RISK-BASED REDEVELOPMENT AND RETREAT CONSIDERATIONS

As Norfolk recovers from disaster, decisions about where and how to rebuild are just as important as decisions about what to rebuild. In certain high-risk areas, the cost and danger of recurring hazards may outweigh the benefits of reconstruction. A key principle of resilient recovery is ensuring that redevelopment does not reintroduce risk to residents or critical systems.

In support of this principle, the City of Norfolk may consider identifying areas that are no longer suitable for redevelopment, often referred to as “retreat zones” or hazard avoidance areas. These zones typically include locations with:

- Repetitive or severe repetitive loss of properties
- Chronic flooding or subsidence
- Exposure to future sea level rise impacts
- Limited access or vulnerability of infrastructure systems

Instead of rebuilding in these areas, Norfolk could explore converting them into:

- Public parks or recreational areas
- Natural buffers such as wetlands or greenways
- Stormwater and flood management infrastructure
- Cultural or environmental education spaces

LAND USE AND ZONING CONSIDERATIONS

Implementing a retreat zone strategy may require:

- Updates to zoning ordinances to limit redevelopment in high-risk zones
- Creation of special hazard overlay districts
- Incentives or buyouts for property owners through FEMA's Hazard Mitigation Grant Program or HUD's CDBG-DR
- Coordination with economic development experts to avoid unintended displacement or long-term disinvestment

At the same time, the city should ensure that any reduction in buildable land is balanced with policies that promote increased housing density and affordability in lower-risk areas. This ensures equitable access to housing and economic opportunities for displaced residents.

STRATEGIC ALIGNMENT

This approach supports existing goals outlined in:

- Vision 2100, which calls for directing future growth away from vulnerable coastal zones
- Norfolk Resilience Strategy, which embraces adaptation through living infrastructure and risk-informed planning
- Southside Hazard Mitigation Plan, which identifies repetitive loss areas and prioritizes hazard avoidance

Retreat is not appropriate in all cases, and decisions must be made carefully, balancing safety, equity, economic viability, and community identity. By planning for risk-informed redevelopment, Norfolk can protect future generations while creating green, accessible, and adaptive spaces for the entire city.

ECONOMIC RECOVERY AND DEVELOPMENT

Restoring the local economy is a cornerstone of long-term recovery. A strong and resilient economic recovery allows residents to return to work, supports local tax revenue, attracts reinvestment, and builds confidence in the community's future.

While it is difficult to predict the exact impact of a disaster on Norfolk's economy, having a flexible pre-disaster strategy will support a faster, more coordinated recovery. This includes identifying critical economic sectors, assessing vulnerabilities, and outlining tools to help stabilize businesses post-disaster.

PRE-DISASTER ECONOMIC PREPAREDNESS PRIORITIES

- Identify and map key employers, commercial corridors, and vulnerable small businesses across the city.
- Encourage business continuity planning, including alternate facility arrangements and data backup strategies.
- Promote awareness of disaster recovery financing through federal programs such as:
 - HUD's Community Development Block Grant Disaster Recovery (CDBG-DR)
 - The U.S. Economic Development Administration (EDA)
 - SBA Disaster Loans

POST-DISASTER ECONOMIC RECOVERY STRATEGIES

- Establish a Business Recovery Center to serve as a one-stop shop for resources, permitting, and technical assistance.
- Coordinate with state and federal partners to connect businesses with low-interest loans, grants, and recovery incentives.
- Prioritize assistance for:
 - Small and minority-owned businesses
 - Businesses in impacted neighborhoods
 - Key employment sectors such as port operations, hospitality, education, and defense-related services
- Prevent long-term displacement by encouraging businesses to identify temporary relocation options in advance.
- Monitor and communicate the status of Norfolk's business environment to attract reinvestment and reassure investors.

REDUCING BUSINESS RELOCATION

According to the U.S. Government Accountability Office, businesses are more likely to remain in a community post-disaster when:

- There is a clear recovery plan and timeline
- Financial and permitting support is readily available
- The community demonstrates visible leadership and commitment to revitalization

Proactively identifying funding opportunities and resilience strategies will position Norfolk to retain its business community and recover stronger. The City of Norfolk will continue to work with chambers of commerce, commercial lenders, technical assistance providers, and regional partners to strengthen the foundation for economic recovery.

LOCAL HIRING AND WORKFORCE RECOVERY INITIATIVES

Local hiring is a key strategy for accelerating recovery while supporting residents directly impacted by disaster. Employing displaced individuals in recovery efforts can provide short-term income, strengthen local capacity, and foster a sense of ownership and empowerment within the community.

Following a disaster, the City of Norfolk will explore opportunities to prioritize local labor for recovery-related activities such as:

- Debris removal
- Facility repairs and temporary infrastructure support
- Housing rehabilitation programs
- Outreach, case management, and call center staffing

- Permitting and inspection assistance
- Neighborhood liaison and community support roles

BENEFITS OF LOCAL HIRING

- Provides immediate income for displaced or unemployed residents
- Build skills and increases local hazard awareness
- Fosters trust between residents and local government
- Reduces recovery delays due to workforce shortages
- Keeps recovery dollars circulating within the local economy

REHIRING RETIRED CITY PERSONNEL

To fill critical operational gaps, Norfolk may also reach out to retired city employees to return on a temporary or part-time basis. These individuals bring institutional knowledge, familiarity with city processes, and can provide mentorship to newer staff.

EQUITY AND ENGAGEMENT

Local hiring initiatives should prioritize:

- Residents from heavily impacted neighborhoods
- Individuals with barriers to employment (e.g., lack of transportation or childcare)
- Partnerships with community-based workforce programs and job training centers

Hiring displaced residents to help rebuild their neighborhoods not only supports economic recovery, it also promotes healing, strengthens social cohesion, and demonstrates the city's commitment to equitable recovery.

POST-DISASTER INNOVATION AND SUSTAINABLE ECONOMIC GROWTH

Disaster recovery offers the opportunity not only to restore Norfolk's economy, but also to modernize it. As part of its long-term recovery strategy, the city will explore approaches that support sustainability, innovation, and inclusive growth.

Key elements of this approach may include:

- Promoting sustainable business practices: Encourage energy-efficient operations, resilient building retrofits, and environmentally responsible redevelopment.
- Marketing sustainable construction and development: Position Norfolk as a hub for green construction and flood-adaptive building techniques, helping attract investment aligned with resilience.

- Creating a business incubator or innovation district: Support new businesses and entrepreneurs' post-disaster recovery through innovation hubs focused on climate tech, urban adaptation, and digital resilience.
- Inventorying and supporting critical economic anchors: Catalog major employers, small business clusters, maritime and port infrastructure, and cultural institutions that are vital to Norfolk's economic stability.
- Encouraging resource-sharing and collaboration: Facilitate cooperative purchasing, shared workspace, or equipment loan programs to help small businesses reduce costs and accelerate recovery.

These strategies, when embedded in Norfolk's pre-disaster Economic Recovery and Development Strategy and post-disaster implementation, will help the city rebuild an economy that is more diverse, equitable, and resilient.

SMALL BUSINESS SUPPORT AND TECHNICAL ASSISTANCE

Small businesses are the backbone of Norfolk's economy and are often among the most vulnerable to disaster impacts. Locally owned shops, service providers, and contractors typically operate with limited reserves and may not have access to robust insurance or business continuity plans. Recovery efforts must prioritize targeted assistance to help these businesses reopen, retain employees, and participate in rebuilding efforts.

Norfolk will work with its economic development partners to establish a Business Development Assistance Program that provides small businesses with the resources and technical guidance they need to recover. Services may include:

- One-on-one business counseling to support continuity planning and post-disaster decision-making
- Navigation support for SBA Disaster Loans and other federal/state recovery programs
- Workshops and webinars on disaster recovery resources, marketing strategies, and legal considerations
- Connections to recovery funding, including city-managed relief programs or low-interest loan pools
- Pop-up assistance centers located in impacted areas for outreach and real-time recovery support

Priority will be given to:

- Women- and minority-owned businesses
- Businesses operating in flood-prone or historically underserved neighborhoods
- Businesses that provide essential services or serve vulnerable populations

Recovery planning will also promote resource-sharing strategies, such as shared facilities, mobile storefronts, and cooperative purchasing arrangements, to help reduce costs and accelerate reopening timelines.

By investing in small business recovery, Norfolk supports not only economic revitalization but also neighborhood stability and workforce retention.

RECOVERY FUNDING AND FINANCIAL PREPAREDNESS

Long-term recovery requires significant financial resources. Whether the damage is moderate or catastrophic, recovery activities will rely on a combination of local funds, state and federal aid, private insurance, and public-private partnerships. Norfolk must be financially prepared before a disaster occurs in order to access and manage these funds effectively.

PRE-DISASTER FINANCIAL PREPAREDNESS

To position the city for successful post-disaster funding:

- Maintain an updated inventory of critical infrastructure and insured assets
- Ensure the city is in compliance with FEMA’s eligibility requirements, including procurement, documentation, and financial tracking
- Provide training to city staff on cost eligibility, timekeeping, and grant management
- Establish protocols for rapid financial assessments following a disaster
- Explore bridge funding options, such as short-term loans, to meet federal match requirements

FEMA PUBLIC ASSISTANCE (PA) PROGRAM

Upon a presidential disaster declaration, Norfolk may be eligible to receive Public Assistance funding through FEMA to reimburse costs for:

- Debris removal
- Emergency protective measures
- Repair or replacement of public infrastructure and utilities
- Restoration of parks and recreational facilities
- Services provided by eligible nonprofits, including houses of worship

All costs submitted must be reasonable, well-documented, and consistent with local procurement policies and federal regulations. FEMA defines a “reasonable cost” as one that does not exceed what a prudent person would pay under similar circumstances.

INDIVIDUAL ASSISTANCE (IA) PROGRAMS

Following major disasters, residents and business owners may qualify for additional federal assistance, such as:

- Temporary housing and rental assistance
- Disaster grants for uninsured losses
- Low-interest loans through the Small Business Administration (SBA)
- Crisis counseling services
- Disaster-related unemployment assistance
- Legal and tax help related to recovery

The city should coordinate with state and federal partners to support outreach, education, and assistance centers to help residents access these programs quickly and equitably.

INNOVATIVE AND LOCAL FUNDING STRATEGIES

In addition to federal programs, Norfolk will explore alternative recovery financing tools such as:

- Short-term borrowing to support immediate response and match obligations
- Special recovery tax districts or temporary revenue mechanisms, where legally permissible
- Online financial tracking platforms to streamline documentation and improve transparency
- Public-private recovery funds or philanthropic partnerships to assist with unmet needs

INFRASTRUCTURE RECOVERY AND LIFELINE RESTORATION

Infrastructure is the backbone of Norfolk’s recovery. Roads, utilities, public buildings, transportation networks, and digital systems all play critical roles in restoring public services, ensuring safety, and supporting economic revitalization. Recovery efforts must prioritize these essential systems while integrating long-term resilience and hazard mitigation principles.

LIFELINE INFRASTRUCTURE PRIORITIES

Following a disaster, the City of Norfolk will prioritize the rapid assessment and restoration of the following lifeline sectors:

- Transportation systems, including roads, bridges, tunnels, and public transit routes
- Water and wastewater infrastructure, including pumping stations, treatment facilities, and stormwater systems
- Energy systems, including electric grid components, fuel supply chains, and backup power sources for critical facilities
- Communications infrastructure, including internet, cellular, radio, and emergency alert systems
- Healthcare and medical facilities, including hospitals, urgent care centers, and emergency services coordination

- Food and supply chains, including grocery, warehouse, and emergency food distribution infrastructure

Coordination with private sector owners and operators, such as Dominion Energy, HRSD, and telecommunications providers, will be essential.

PUBLIC ASSETS AND COMMUNITY FACILITIES

In addition to lifelines, Norfolk will prioritize recovery and continuity for:

- City government buildings, including administrative offices and emergency coordination facilities
- Public schools, with attention to their dual use as shelters or emergency hubs
- Parks and natural areas, both for public use and for environmental resilience (e.g., flood buffers, heat mitigation)

An updated inventory of critical infrastructure will be maintained pre-disaster to guide prioritization and deployment of recovery resources. This includes integration with Norfolk's GIS systems and the AIR (Advanced Web Search) platform for parcel-level damage and valuation data.

STRUCTURAL DAMAGE ASSESSMENTS AND SURVEY

Post-disaster, the Department of Planning, in coordination with General Services and Public Works, will lead the city's structural survey. This survey will:

- Assess damage to residential, commercial, and infrastructure assets
- Identify buildings and systems in need of repair, replacement, or mitigation
- Inform reconstruction timelines and budget prioritization
- Ensure alignment with sustainability, zoning, and resilience requirements

Using this data, Norfolk will sequence infrastructure recovery to support housing redevelopment, economic continuity, and community access to critical services.

MITIGATION AND ADAPTATION STRATEGIES IN RECOVERY

Long-term recovery offers a unique opportunity to reduce future risk. Recovery is not just about rebuilding, it is about rebuilding smarter, stronger, and safer. Integrating hazard mitigation and adaptation into recovery ensures that Norfolk's future is more resilient to both chronic and catastrophic hazards.

The City of Norfolk relies on the Southside Hampton Roads Hazard Mitigation Plan as the primary tool for identifying local vulnerabilities and prioritizing mitigation actions. All recovery projects that involve rebuilding, relocating, or modifying structures and systems should align with this plan.

While mitigation reduces risk where possible, it is equally important to recognize that not all hazards can be fully mitigated. For recurring and long-term hazards like sea level rise, adaptation strategies may be more appropriate. The city will explore progressive and innovative adaptation solutions through partnerships, pilot projects, and community-led initiatives.

Examples of Mitigation and Adaptation Actions

- **Structural Improvements:** Upgrading or retrofitting stormwater infrastructure, drainage systems, and public facilities to withstand future hazards.
- **Property Acquisition and Relocation:** Purchasing hazard-prone properties to guide redevelopment in safer areas.
- **Hazard Avoidance and Smart Land Use:** Directing growth away from flood-prone zones and encouraging higher-density development in less vulnerable areas.
- **Zoning and Building Code Updates:** Modernizing ordinances and design standards to reflect evolving risk and sustainability goals.
- **Property-Level Protections:** Supporting home elevation, floodproofing, and fire-resistant retrofits for existing buildings.
- **Environmental Conservation:** Preserving wetlands, dunes, and other natural buffers that reduce hazard exposure.
- **Public Awareness and Education:** Hosting community campaigns that promote personal resilience, insurance awareness, and hazard-specific preparedness.

By integrating these actions into recovery planning, Norfolk will not only repair what was damaged but also reduce the cost and impact of future disasters, protect lives and property, and reinforce public confidence in the city's long-term vision.

PLAN MAINTENANCE

Maintaining the Long-Term Recovery Plan ensures it remains a relevant, effective tool for guiding Norfolk's post-disaster rebuilding and resilience efforts. Regular updates and coordination are essential to keep the plan aligned with city priorities, federal guidance, community needs, and lessons learned from real-world events and exercises.

LEAD AGENCY AND OVERSIGHT

The Norfolk Office of Emergency Management (OEM) will serve as the lead agency responsible for maintaining and updating the plan. OEM will coordinate with Recovery Support Function (RSF) leads, city departments, and external partners to monitor changes in policy, infrastructure, hazard vulnerability, and community development that may impact recovery planning.

REVIEW AND UPDATE SCHEDULE

The plan will be:

- Reviewed annually in coordination with the update cycle for Norfolk’s Emergency Operations Plan (EOP) and Hazard Mitigation Plan
- Formally updated every three years, or sooner if a major disaster, policy shift, or significant recovery effort prompts immediate changes
- Revised after each real-world recovery operation, major training, or full-scale exercise, incorporating After-Action Report (AAR) findings

OEM will maintain a Plan Review Log that documents all updates, including revision dates, responsible parties, and a summary of changes.

STAKEHOLDER INVOLVEMENT

Updates will be conducted with input from:

- City departments with recovery roles
- RSF leads and supports agencies
- The City Manager’s Office
- Norfolk Redevelopment and Housing Authority (NRHA)
- Community-based organizations, business leaders, and regional planning partners
- VDEM and FEMA, when applicable

Draft updates will be circulated for stakeholder review and feedback before final approval.

PUBLIC ACCESS AND TRANSPARENCY

A public version of the Long-Term Recovery Plan will be made available on the City of Norfolk’s website. Major updates will be shared through Norfolk Alert, social media, and community partner networks to ensure transparency and encourage public understanding of the city’s recovery strategy.

INTEGRATION WITH OTHER PLANS

The Long-Term Recovery Plan will continue to align with and reference other key documents, including:

- Norfolk’s Emergency Operations Plan (EOP)
- Continuity of Operations Plans (COOP)
- Southside Hampton Roads Hazard Mitigation Plan
- Norfolk Resilience Strategy
- Vision 2100 and plaNorfolk2030

Together, these plans provide a cohesive, citywide foundation for preparedness, response, mitigation, and recovery.

LOCAL GOVERNMENT PERSONNEL TRAINING FOR POST-DISASTER PERMITTING

A successful recovery requires that local government operations, particularly permitting and inspections, can scale quickly and efficiently. Following a disaster, demand for building permits, zoning approvals, code enforcement, and inspections can surge, especially as homeowners and developers begin reconstruction.

To meet this need and avoid bottlenecks, the City of Norfolk will develop a Pre-Disaster Training Program to ensure that sufficient personnel are trained and ready to support recovery-related permitting processes.

Key components include:

- Cross-training municipal employees on core permitting workflows to provide surge capacity post-disaster
- Maintaining a registry of retired or former city personnel with permitting or inspection experience who can be reactivated on a temporary basis
- Training in energy efficiency, hazard mitigation, and resiliency codes, in alignment with the Norfolk Resilience Strategy and Vision 2100
- Establishing mutual aid agreements or staff-sharing MOUs with nearby localities for permitting assistance during peak demand
- Integrating this training into Norfolk's Continuity of Operations Plan (COOP) to ensure it is activated as part of post-disaster staffing needs

This approach not only supports continuity of government but also helps streamline construction timelines, ensures safety and compliance, and maintains Norfolk's commitment to resilient redevelopment standards.

TRAINING AND EXERCISE

To ensure the effective implementation of the Long-Term Recovery Plan, the City of Norfolk will integrate recovery-focused training and exercises into its ongoing emergency management, continuity, and resilience programs. These activities will prepare staff, departments, and community partners to understand their roles in recovery and to practice the systems and procedures necessary to carry out long-term recovery operations after a disaster.

TRAINING OBJECTIVES

Training will focus on:

- Familiarizing city departments and RSF leads with the structure, goals, and expectations of the Long-Term Recovery Plan
- Strengthening cross-departmental coordination and recovery-specific incident management practices
- Enhancing staff understanding of FEMA recovery programs, grant management, and documentation requirements
- Increasing awareness of equity and resilience considerations in rebuilding and recovery decision-making
- Supporting community-based organizations and private sector partners in understanding their recovery roles and capabilities

EXERCISE OBJECTIVES

Recovery-focused exercises may include:

- Tabletop exercises simulating the transition from response to recovery
- Workshops for Recovery Support Function (RSF) leads to walk-through decision-making, funding processes, and stakeholder coordination
- Functional exercises involving recovery coordination teams and operational planning
- Community engagement drills that test public information strategies and stakeholder participation in housing, economic, and infrastructure recovery

Exercises will be designed in coordination with the Norfolk Office of Emergency Management and reviewed annually to ensure alignment with federal guidance and emerging best practices.

AFTER-ACTION AND CONTINUOUS IMPROVEMENT

Each recovery training or exercise will be followed by an After-Action Review (AAR) and a set of Improvement Plan (IP) items that are incorporated into the ongoing maintenance of this plan. These reviews ensure that recovery capabilities evolve as new risks, technologies, and lessons learned emerge.

By building recovery-specific capacity before a disaster strikes, Norfolk will be better positioned to manage long-term recovery with competence, efficiency, and community trust.

RECOVERY EVALUATION AND PERFORMANCE METRICS

Effective long-term recovery requires not only action but also the ability to evaluate progress, adapt as needed, and ensure accountability. To meet these goals, the City of Norfolk will implement a Recovery Evaluation Framework to monitor and assess the success of recovery efforts over time.

This framework will be used to:

- Measure the progress of rebuilding activities
- Identify unmet needs or gaps
- Guide funding and resource prioritization
- Support transparency with stakeholders and the public
- Reinforce the city's long-term vision for equity, sustainability, and resilience

FIVE INDICATORS OF A RECOVERED COMMUNITY

As outlined in national best practices, a successfully recovered community will:

1. Overcome the physical, emotional, and environmental impacts of the disaster
2. Restore its economic and social foundations and instill confidence in future viability
3. Rebuild in a way that reduces vulnerability to future hazards
4. Demonstrate community preparedness, engagement, and resilience
5. Advance toward a future vision that is more sustainable, inclusive, and connected

RECOMMENDED METRICS AND BENCHMARKS

Norfolk's evaluation framework will include metrics that address multiple dimensions of recovery:

Physical and Structural Recovery

- Percent of disaster-impacted structures restored and habitable, disaggregated by housing, infrastructure, and public facilities
- Use of resilient building standards in reconstructed areas
- Benchmark example: "10 percent of impacted structures rebuilt within 12 months"

Community Satisfaction and Emotional Recovery

- Surveys of residents in impacted areas to gauge satisfaction with recovery efforts, services, and housing
- Benchmark example: "50 percent of surveyed residents report satisfaction with recovery progress after one year"

Resilience and Hazard Mitigation Integration

- Share of reconstructed assets that include resilience upgrades
- Benchmark example: "50 percent of structures rebuilt in flood zones include mitigation features like elevation or floodproofing"

Equity and Access

- Access to recovery assistance by neighborhood and demographic group

- Benchmark example: “All neighborhoods have recovery resource centers within 2 miles or 30 minutes of travel.”

INSTITUTIONAL READINESS AND LEGAL FRAMEWORK

To enable successful implementation and evaluation:

- The City may establish a Recovery Office or lead agency with clear authority, roles, and staffing
- Authorities may be granted via ordinance, City Manager directive, or amendments to local code
- These legal foundations will codify roles, responsibilities, and funding mechanisms to reduce ambiguity post-disaster

By embedding evaluation into the recovery process from the outset, Norfolk can improve transparency, adjust to evolving needs, and reinforce public confidence in the city’s recovery journey.

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. These authorities establish the legal foundation for disaster declarations, emergency powers, and eligibility for state and federal assistance programs.

LOCAL AUTHORITIES

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

Norfolk Continuity of Government Ordinance: Provides for continuity of city government operations 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, temporary authorities, and protective actions.

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.

SUPPORTING PLANS, POLICIES, AND GUIDANCE

Recovery operations in the City of Norfolk are guided by a wide range of local, state, regional, and federal plans and policies. These documents provide legal authority, operational frameworks, funding mechanisms, and best practices that shape the city’s ability to manage long-term recovery effectively and equitably.

LOCAL PLANS AND POLICIES

- City of Norfolk Emergency Operations Plan (EOP)
- Team Norfolk Continuity of Operations (COOP) Framework
- Team Norfolk Long-Term Recovery Plan (this document)
- 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 / plaNorfolk2030)
- 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 Mass Casualty Incident (MCI) Plan
- Hampton Roads Regional Catastrophic Plan
- Virginia Emergency Operations Plan (COVEOP), Volume II – Recovery
- Virginia Recovery and Resilience Framework
- Virginia Disaster Relief Fund Guidelines
- Virginia Continuity of Government Planning Standards
- Code of Virginia § 44-146 (Emergency Services and Disaster Law)

FEDERAL GUIDANCE AND BEST PRACTICES

- 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 Directives 5 and 8 (HSPD-5, HSPD-8)
- Post-Katrina Emergency Management Reform Act (PKEMRA)

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: Recovery Support Functions (RSFs)
- Appendix 3: Critical Infrastructure Sectors (per National Infrastructure Protection Plan - NIPP)
- Appendix 4: RSF–ESF Crosswalk
- Appendix 5: Glossary of Terms

APPENDIX 1 - ACRONYM LIST

- (AAR) – After-Action Review
- (CFR) – Code of Federal Regulations
- (COG) – Continuity of Government
- (COOP) – Continuity of Operations Plan
- (CPG) – Comprehensive Preparedness Guide
- (COVEOP) – Commonwealth of Virginia Emergency Operations Plan

- (CSB) – Community Services Board
- (DRRA) – Disaster Recovery Reform Act
- (DHS) – Department of Homeland Security
- (EDA) – Economic Development Administration
- (EOC) – Emergency Operations Center
- (ESF) – Emergency Support Function
- (FEMA) – Federal Emergency Management Agency
- (FOIA) – Freedom of Information Act
- (HMGP) – Hazard Mitigation Grant Program
- (HMP) – Hazard Mitigation Plan
- (HSPD) – Homeland Security Presidential Directive
- (IA) – Individual Assistance
- (IHP) – Individuals and Households Program
- (IP) – Improvement Plan
- (MCI) – Mass Casualty Incident
- (NDRF) – National Disaster Recovery Framework
- (NFIP) – National Flood Insurance Program
- (NIMS) – National Incident Management System
- (NRF) – National Response Framework
- (OEM) – Office of Emergency Management
- (PA) – Public Assistance
- (PAPPG) – Public Assistance Program and Policy Guide
- (PKEMRA) – Post-Katrina Emergency Management Reform Act
- (RCT) – Recovery Coordination Team
- (RSF) – Recovery Support Function
- (SBA) – Small Business Administration
- (VDH) – Virginia Department of Health
- (VDEM) – Virginia Department of Emergency Management

APPENDIX 2 – RECOVERY SUPPORT FUNCTIONS

Recovery Support Functions (RSFs) provide a structure for organizing and coordinating long-term recovery efforts across the City of Norfolk. Modeled after the National Disaster Recovery Framework (NDRF), RSFs bring together city departments, community organizations, private sector partners, and regional and state agencies to address complex recovery needs in a unified manner.

Each RSF has a designated Primary Agency responsible for coordination and implementation, supported by Support Agencies that contribute expertise, resources, and operational capacity.

1. Community Planning and Capacity Building (CPCB)

Primary Agency: Norfolk Department of City Planning

Support Agencies: Neighborhood Services, Office of Resilience, Economic Development, HUD partners, community-based organizations

Key Responsibilities:

- Integrate resilience and equity into post-disaster planning
- Support local land use and zoning adjustments
- Coordinate neighborhood-level recovery and redevelopment
- Build capacity in underserved communities for self-advocacy in recovery

2. Economic Recovery

Primary Agency: Norfolk Department of Economic Development

Support Agencies: Norfolk Redevelopment and Housing Authority (NRHA), Small Business Development Center, local banks, Greater Norfolk Corporation, VisitNorfolk

Key Responsibilities:

- Restore commercial activity and support business continuity
- Facilitate access to disaster loans and grants
- Support tourism, port operations, and maritime industries
- Promote equitable workforce recovery and job creation

3. Health and Social Services

Primary Agency: Norfolk Department of Human Services

Support Agencies: Norfolk Department of Public Health, Norfolk Community Services Board (CSB), non-profits, faith-based organizations, VDH, regional health coalitions

Key Responsibilities:

- Restore public health and behavioral health services
- Address unmet needs, including food, clothing, and shelter
- Support case management and long-term recovery assistance
- Provide services for vulnerable populations

4. Housing

Primary Agency: Norfolk Department of Neighborhood Services

Support Agencies: NRHA, Department of Human Services, Office of Resilience, VDEM, HUD, local housing nonprofits

Key Responsibilities:

- Assess housing damage and displacement
- Support temporary and permanent housing solutions
- Coordinate with HUD and FEMA housing programs
- Promote affordable and resilient housing redevelopment

5. Infrastructure Systems

Primary Agency: Norfolk Department of Public Works

Support Agencies: Norfolk Utilities, General Services, Dominion Energy, VDOT, HRSD, regional transportation authorities

Key Responsibilities:

- Restore critical public infrastructure and utilities
- Coordinate infrastructure debris removal and repair
- Prioritize lifeline systems for phased restoration
- Incorporate hazard mitigation and climate adaptation into rebuilding

6. Natural and Cultural Resources

Primary Agency: Norfolk Environmental Services / Recreation, Parks and Open Space

Support Agencies: Office of Resilience, City Planning, Norfolk Arts, cultural institutions, Virginia Department of Historic Resources

Key Responsibilities:

- Protect and restore natural ecosystems, shorelines, and green infrastructure
- Safeguard historic landmarks, museums, and archives
- Integrate environmental resilience into redevelopment
- Support the cultural revitalization of impacted neighborhoods

RSF Coordination and Oversight

Each RSF will designate a lead coordinator who participates in the Recovery Coordination Team (RCT). The RCT is managed by the Recovery Manager, who reports to the City Manager and oversees alignment, prioritization, and cross-sector coordination of all RSFs.

APPENDIX C: CRITICAL INFRASTRUCTURE SECTORS (PER NATIONAL INFRASTRUCTURE PROTECTION PLAN - NIPP)

As defined by the U.S. Department of Homeland Security under the National Infrastructure Protection Plan (NIPP) and Presidential Policy Directive 21 (PPD-21), there are 16 critical infrastructure sectors vital to national security, economic security, public health, and safety. Norfolk’s recovery planning may involve one or more of these sectors depending on the nature and severity of a disaster.

The 16 sectors are:

1. Chemical Sector
2. Commercial Facilities Sector
3. Communications Sector
4. Critical Manufacturing Sector
5. Dams Sector
6. Defense Industrial Base Sector
7. Emergency Services Sector
8. Energy Sector
9. Financial Services Sector
10. Food and Agriculture Sector
11. Government Facilities Sector
12. Healthcare and Public Health Sector
13. Information Technology Sector
14. Nuclear Reactors, Materials, and Waste Sector
15. Transportation Systems Sector
16. Water and Wastewater Systems Sector

Note: The Emergency Services, Energy, Transportation, Communications, Water, and Healthcare sectors are often considered lifeline sectors in disaster recovery, due to their direct impact on life safety and operational continuity.

APPENDIX 4: RSF–ESF CROSSWALK

This crosswalk illustrates how Norfolk’s Recovery Support Functions (RSFs) relate to existing Emergency Support Functions (ESFs), helping bridge response-to-recovery coordination.

Recovery Support Function (RSF)	Aligned Emergency Support Function(s)	Primary City Agencies
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Community Planning and Capacity Building (CPCB)	ESF 5 – Emergency Management, ESF 14 – Recovery	City Planning, Office of Resilience
Economic Recovery	ESF 7 – Logistics, ESF 12 – Energy	Economic Development, NRHA
Health and Social Services	ESF 6 – Mass Care, ESF 8 – Public Health	Human Services, Public Health, CSB
Housing	ESF 6 – Mass Care, ESF 14 – Recovery	Neighborhood Services, NRHA
Infrastructure Systems	ESF 1 – Transportation, ESF 3 – Public Works	Public Works, Utilities, General Services
Natural and Cultural Resources	ESF 11 – Natural Resources, ESF 13 – Public Safety	Environmental Services, Parks, Cultural Affairs

APPENDIX 5: GLOSSARY OF TERMS

Common terms used in the Long-Term Recovery Plan.

- After-Action Review (AAR) – A structured review of what happened, why it happened, and how to improve future response and recovery.
- Continuity of Operations (COOP) – Planning to ensure that critical government services continue during and after a disruption.
- Disaster Recovery Reform Act (DRRA) – Federal legislation expanding hazard mitigation and pre-disaster recovery opportunities.
- Emergency Operations Center (EOC) – The centralized command and coordination facility for emergency response and recovery.
- Hazard Mitigation Grant Program (HMGP) – A FEMA grant to reduce disaster risk and support resilience through infrastructure and planning.
- Recovery Coordination Team (RCT) – A leadership group coordinating long-term recovery operations across city departments and sectors.
- Recovery Support Function (RSF) – Functional groups that organize and manage recovery activities, modeled after FEMA’s NDRF.
- Resilient Development – Rebuilding in a way that reduces risk from future hazards and improves long-term sustainability.

- Unmet Needs – Requirements of individuals or communities that remain unfulfilled after initial disaster assistance is delivered.
- Vulnerability Assessment – An evaluation of populations, infrastructure, and systems at risk of harm from known hazards.