Emergency Support Functions (ESFs)

EMERGENCY SUPPORT FUNCTION INTRODUCTION

The Emergency Support Functions (ESFs) provide a framework for coordinating the City's response and recovery efforts during emergencies. Grouped by functional areas, each ESF brings together City departments and external partners with shared responsibilities to ensure a coordinated, efficient response.

The City's ESF structure aligns with the National Response Framework and the Commonwealth of Virginia's Emergency Operations Plan, supporting consistency across local, state, and federal levels. Each ESF identifies Primary and Supporting Departments and outlines their roles during an incident. When activated, ESFs operate from the City's Emergency Operations Center (EOC), where they manage information, coordinate resources, and support decision-making. This structure helps the city respond to incidents effectively, ensuring that critical functions are addressed in a unified and collaborative manner.

- ESF #1: Transportation
- ESF #2: Communications
- ESF #3: Public Works and Engineering
- ESF #4: Firefighting
- ESF #5: Information and Planning
- ESF #6: Mass Care, Emergency Assistance, Temporary Housing, and Human Services
- ESF #7: Logistics
- ESF #8: Public Health and Medical Services
- ESF #9: Search and Rescue
- ESF #10: Oil and Hazardous Materials Response
- ESF #11: Agriculture and Natural Resources Annex
- ESF #12: Energy
- ESF #13: Public Safety and Security
- ESF #14: Cross-Sector Business and Infrastructure
- ESF #15: External Affairs

TABLE OF CONTENTS

Emergency Support Function Introduction 2

Table Of Contents 3

Emergency Support Function 1: Transportation 9

- Purpose 9
- Scope 9
- Situation 10
- Planning Assumptions 10
- Concept Of Operations 10
- Primary And Supporting Agencies' Roles And Responsibilities 11
- Supporting Information 16
- Authorities References 17
- Resources 17
- All-Hazards Checklist 18

Emergency Support Function 2: Communications 20

- Purpose 20
- Scope 20
- Situation 21
- Planning Assumptions 21
- Concept Of Operations 21
- Primary And Supporting Agencies' Roles And Responsibilities 22
- Supporting Information 35
- Authorities And References 35
- Resources 35
- All-Hazards Checklist 35

Emergency Support Function 3: Public Works And Engineering 39

- Purpose 39
- Scope 39
- Situation 40

Planning Assumptions 40
Concept Of Operations 41
Primary And Supporting Agencies' Roles And Responsibilities 42
Supporting Information 51
Authorities And References 51
Resources 51
All-Hazards Checklist 52
Emergency Support Function 4: Firefighting 54
Purpose 54
Scope 54
Situation 54
Planning Assumptions 55
Concept Of Operations 55
Primary And Supporting Agencies' Roles And Responsibilities 56
Supporting Information 63
Authorities And References 63
Resources 63
All-Hazards Checklist 63
Emergency Support Function 5: Information And Planning 66
Purpose 66
Scope 66
Situation 66
Planning Assumptions 67
Concept Of Operations 67
Primary And Supporting Agencies' Roles And Responsibilities 68
Supporting Information 73
Authorities And References 73
Resources 73
All-Hazards Checklist 73

Emergency Support Function 6: Mass Care, Emergency Assistance, Temporary Housing, And Human Services 76
Purpose 76
Scope 76
Situation 77
Planning Assumptions 77
Concept Of Operations 78
Primary And Supporting Agencies' Roles And Responsibilities 78
Supporting Information 91
Authorities And References 91
Resources 91
All-Hazards Checklist 91
Emergency Support Function 7: Logistics 94
Purpose 94
Scope 94
Situation 94
Planning Assumptions 95
Concept Of Operations 95
Primary And Supporting Agencies' Roles And Responsibilities 96
Supporting Information 102
Authorities And References 102
Resources 102
All-Hazards Checklist 102
Emergency Support Function 8: Public Health And Medical Services 105
Purpose 105
Scope 105
Situation 106
Planning Assumptions 106
Concept Of Operations 107
Primary And Supporting Agencies' Roles And Responsibilities 107

Supporting Information 120
Authorities And References 120
Resources 120
All-Hazards Checklist 120
Emergency Support Function 9: Search And Rescue 123
Purpose 123
Scope 123
Situation 123
Planning Assumptions 124
Concept Of Operations 124
Primary And Supporting Agencies' Roles And Responsibilities 125
Supporting Information 137
Authorities And References 138
Resources 138
All-Hazards Checklist 138
Emergency Support Function 10: Oil And Hazardous Material 141
Purpose 141
Scope 141
Situation 142
Planning Assumptions 142
Concept Of Operations 143
Primary And Supporting Agencies' Roles And Responsibilities 143
Supporting Information 151
Authorities And References 151
Resources 151
All-Hazards Checklist 151
Emergency Support Function 11: Agriculture And Natural Resources 154
Purpose 154
Scope 154
Situation 154

Planning Assumptions 155
Concept Of Operations 155
Primary And Supporting Agencies' Roles And Responsibilities 156
Supporting Information 162
Authorities And References 162
Resources 162
All-Hazards Checklist 162
Emergency Support Function 12: Energy 165
Purpose 165
Scope 165
Situation 165
Planning Assumptions 166
Concept Of Operations 166
Primary And Supporting Agencies' Roles And Responsibilities 167
Supporting Information 173
Authorities And References 173
Resources 174
All-Hazards Checklist 174
Emergency Support Function 13: Public Safety And Security 176
Purpose 176
Scope 176
Situation 176
Planning Assumptions 177
Concept Of Operations 177
Primary And Supporting Agencies' Roles And Responsibilities 178
Supporting Information 190
Authorities And References 190
Resources 190
All-Hazards Checklist 190
Emergency Support Function 14: Cross-Sector Business And Infrastructure 193

Purpose 193
Scope 193
Situation 194
Planning Assumptions 194
Concept Of Operations 195
Primary And Supporting Agencies' Roles And Responsibilities 195
Supporting Information 207
Authorities And References 208
Resources 208
All-Hazards Checklist 208
Emergency Support Function 15: External Affairs 210
Purpose 210
Scope 210
Situation 210
Planning Assumptions 211
Concept Of Operations 211
Primary And Supporting Agencies' Roles And Responsibilities 212
Supporting Information 218
Authorities And References 218
Resources 218
All-Hazards Checklist 218

EMERGENCY SUPPORT FUNCTION 1: TRANSPORTATION

Supporting Community Lifeline: **Transportation** - Highway/Roadway/Motor Vehicle, Mass Transit, Railway, Aviation, Maritime

Primary Department	Public Works
Supporting Departments	Norfolk Fire-Rescue
	Norfolk Police Department
	Parks and Recreation
	Norfolk Public Schools
External Supporting Agencies	Amtrak
	Elizabeth River Crossing
	Hampton Roads Transit
	Norfolk International Airport
	Norfolk Southern
	Virginia Port Authority
	U.S. Coast Guard

PURPOSE

ESF #1 – Transportation provides a coordinated approach to support the management and restoration of the City of Norfolk's transportation systems and infrastructure before, during, and after a major emergency or disaster. This includes the mobilization and coordination of transportation resources, identification of alternative routes, and damage assessments of transportation infrastructure. ESF #1 also supports evacuation operations, resource movement, and continuity of transportation services necessary for emergency response and recovery.

SCOPE

ESF #1 addresses all modes of transportation (surface, air, rail, and maritime) and includes:

- Monitoring and reporting damage to transportation infrastructure
- Coordinating alternate transportation solutions during disruptions
- Supporting evacuation and re-entry operations
- Facilitating the movement of emergency resources and essential goods
- Collaborating with regional, state, and federal transportation partners
- Identifying and addressing transportation-related risks and vulnerabilities across all phases of emergency management: Prevention, Mitigation, Preparedness, Response, and Recovery.

SITUATION

The City of Norfolk may experience incidents, emergencies, or planned events that significantly disrupt transportation systems, infrastructure, and services. These disruptions can result from a variety of hazards, including hurricanes, flooding, hazardous materials spills, major traffic collisions, cyberattacks on transportation control systems, or acts of terrorism. Norfolk's coastal location, reliance on maritime trade, regional commuting patterns, and proximity to critical military and industrial infrastructure increase its vulnerability to transportation impacts. Disruption to the transportation network can hinder evacuation efforts, delay emergency response operations, limit access to essential services, and negatively affect the movement of goods and people. Maintaining the functionality and resilience of the transportation system is essential to life safety, economic stability, and overall community recovery.

PLANNING ASSUMPTIONS

- A major incident or disaster may cause partial or complete disruption of the City's transportation infrastructure, including roads, bridges, tunnels, railways, ports, and public transit systems.
- Critical transportation assets may be damaged, inaccessible, or overwhelmed due to increased demand during evacuations or response operations.
- Coordination between city departments, regional partners, state and federal agencies, and private transportation operators will be essential to maintain mobility and support emergency operations.
- Emergency response and recovery operations will require the rapid assessment and restoration of key transportation routes.
- Some transportation capabilities may need to be reallocated or supplemented through mutual aid or state/federal assistance.
- Fuel shortages, debris, downed infrastructure, or staffing limitations may hinder the restoration of normal transportation operations.
- Special consideration will be required for populations with access and functional needs who rely on public or specialized transportation services.

CONCEPT OF OPERATIONS

ESF #1 – Transportation is coordinated by Norfolk Public Works in conjunction with the Emergency Operations Center (EOC) and relevant support agencies. All operations will follow the National Incident Management System (NIMS) and integrate into the Incident Command System (ICS). Norfolk Emergency Management will serve as the coordinating entity, ensuring interagency collaboration and communication with state and federal partners when needed.

During emergency activations, Norfolk Public Works will provide staffing to the EOC to serve as the ESF #1 representative and coordinate all transportation-related support requests. The department will collect and share situational awareness, support field operations, and liaise with VDOT and federal partners when state or federal assets are required. ESF #1 will also work with neighboring jurisdictions and regional partners to address shared transportation concerns, especially during large-scale or regional events.

All agencies assigned to ESF #1 will maintain their internal standard operating procedures (SOPs) and participate in coordinated planning and training efforts. Mutual aid, interagency agreements, and resource sharing will be used to ensure effective transportation operations throughout all phases of emergency management.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Share intel and data on potential threats to infrastructure • Secure critical assets from targeted threats
Mitigation	• Identify and address vulnerabilities in infrastructure • Participate in resilience planning and hazard reduction
Preparedness	• Develop and maintain plans, SOPs, and continuity plans • Participate in training, drills, and interagency coordination exercises
Response	• Deploy transportation assets as requested by the EOC • Provide situation reports and damage assessments
Recovery	• Assist with restoring services and infrastructure • Support long-term recovery planning and data collection

Primary: Norfolk Public Works	
Phase	Roles and Responsibilities
Prevention	• Monitor traffic systems and infrastructure for security threats. • Coordinate with OEM and VDOT on hazard identification. • Participate in regional infrastructure risk assessments.
Mitigation	• Reinforce flood-prone roads and bridges. • Upgrade stormwater systems to protect transportation corridors. • Implement green infrastructure to reduce roadway erosion.
Preparedness	• Maintain updated detour and evacuation route plans. • Stage traffic management resources and barricades. • Conduct training on transportation emergency operations.
Response	• Deploy crews for debris clearance and road repair. • Implement traffic control for evacuations. • Support staging and logistics movement on roadways.

Recovery	• Prioritize restoration of critical transportation routes. • Support damage assessment documentation. • Coordinate long-term repairs with contractors and VDOT.

Supporting Agency: Amtrak	
Phase	Roles and Responsibilities
Prevention	• Secure rail corridors against unauthorized access. • Share intel on suspicious rail activity. • Implement surveillance systems at key locations.
Mitigation	• Elevate vulnerable tracks in flood zones. • Strengthen infrastructure against derailments. • Coordinate with emergency services on contingency plans.
Preparedness	• Maintain emergency contact and dispatch protocols. • Train conductors on evacuation support procedures. • Coordinate emergency use of passenger cars.
Response	• Provide rail transport for evacuation or supplies. • Suspend service as needed for safety. • Coordinate with local EOCs for asset staging.
Recovery	• Resume passenger operations based on safety assessments. • Transport returning evacuees as needed. • Support long-term infrastructure restoration planning.

Supporting Agency: Elizabeth River Crossing (ERC)	
Phase	Roles and Responsibilities
Prevention	• Monitor tunnels and bridges for threat indicators. • Participate in homeland security drills. • Share tunnel surveillance with city partners.
Mitigation	• Harden ventilation and power systems for continuity. • Enhance structural supports in flood-prone sections. • Improve drainage to reduce tunnel flooding.
Preparedness	• Test tunnel closure protocols. • Maintain backup power and lighting systems. • Coordinate with NPD on traffic diversion plans.
Response	• Close tunnels based on safety thresholds. • Coordinate alternate route messaging. • Support detour setup and traffic updates.
Recovery	• Inspect and reopen tunnels post-incident. • Restore toll and traffic systems. • Support recovery traffic management.

Supporting Agency: Norfolk International Airport	
Phase	Roles and Responsibilities
Prevention	• Conduct perimeter and access control inspections. • Implement security protocols for terminals. • Coordinate with TSA and FAA on threat monitoring.
Mitigation	• Upgrade drainage and storm barriers at runways. • Elevate communications equipment above flood lines. • Install backup systems for tower operations.
Preparedness	• Update emergency operations plan (EOP). • Train airport staff on emergency procedures. • Coordinate air evacuation plans with OEM.
Response	• Support medical or passenger evacuation flights. • Secure airfields and restrict access if needed. • Deploy mutual aid from airport police or fire.
Recovery	• Restore normal airport operations in phases. • Support cargo and personnel return flights. • Document infrastructure damage for reporting.

Supporting Agency: Hampton Roads Transit (HRT)	
Phase	Roles and Responsibilities
Prevention	• Inspect transit stops and lines for security risks. • Report suspicious activity to law enforcement. • Limit public access to sensitive infrastructure.
Mitigation	• Reinforce maintenance yards against flooding. • Elevate critical communication systems. • Redesign flood-prone stops or routes.
Preparedness	• Develop emergency transit service schedules. • Stage buses and paratransit vehicles. • Train operators on emergency protocols.
Response	• Deploy buses for public evacuations. • Support evacuation of access and functional needs populations. • Reroute services around closures or hazards.
Recovery	• Resume regular or adjusted service levels. • Communicate service changes to the public. • Support the transport of recovery personnel.

Supporting Agency: Norfolk Fire-Rescue	
Phase	Roles and Responsibilities
Prevention	• Assess fire risks along major transportation corridors. • Support inspections of tunnel and bridge fire systems. • Coordinate with OEM on fire-related transportation hazards.
Mitigation	• Install quick-connects for fire suppression in high-traffic areas.

	• Ensure hydrant access near transportation hubs. • Evaluate rescue access for transit routes.
Preparedness	• Train personnel on transportation-related incidents. • Pre-plan response routes for critical infrastructure. • Conduct joint exercises with Public Works and Police.
Response	• Support evacuation with emergency transport. • Respond to crashes or hazmat on roadways. • Provide medical aid during transit operations.
Recovery	• Assist with scene safety during infrastructure repairs. • Support re-entry to reopened transport corridors. • Provide decontamination if required.

Supporting Agency: Norfolk Police Department	
Phase	Roles and Responsibilities
Prevention	• Monitor transportation infrastructure for suspicious activity. • Share intelligence with regional and federal partners. • Conduct security assessments at transportation nodes.
Mitigation	• Enhance perimeter controls around critical transport assets. • Develop response strategies for transportation-based threats. • Improve traffic camera coverage in high-risk areas.
Preparedness	• Train officers in evacuation and traffic management procedures. • Stage mobile command and barricade units. • Update emergency response SOPs for transport operations.
Response	• Deploy officers for traffic control and perimeter security. • Support orderly evacuations and maintain civil order. • Coordinate escorts for emergency vehicles and convoys.
Recovery	• Assist with re-entry procedures and access control. • Provide security during transportation system restoration. • Investigate transportation-related incidents or crimes.

Supporting Agency: Norfolk Public Schools	
Phase	Roles and Responsibilities
Prevention	• Inspect school bus yards for security vulnerabilities. • Limit access to the fleet during non-operational hours. • Coordinate with OEM on student transportation risks.
Mitigation	• Equip buses with GPS and communications systems. • Upgrade bus infrastructure against weather hazards. • Develop alternate school pickup locations for emergencies.
Preparedness	• Train bus drivers in emergency procedures and evacuation support. • Maintain fuel supplies and vehicle readiness. • Participate in emergency drills with city partners.
Response	• Deploy buses for the evacuation of residents or students.

	• Assist in transport to shelters or reunification sites. • Coordinate with EOC for logistics missions.
Recovery	• Resume student transport operations as feasible. • Support the re-opening of schools with transport resources. • Assist in transporting supplies or personnel post-event.

Supporting Agency: Parks and Recreation	
Phase	Roles and Responsibilities
Prevention	• Assess parks used for staging or evacuation for safety risks. • Control access to vulnerable recreation areas. • Share facility layouts and hazard data with OEM.
Mitigation	• Upgrade facilities for use as temporary transit hubs. • Improve accessibility and shelter capabilities at key locations. • Install storm-resistant features in high-use buildings.
Preparedness	• Designate facilities for staging, shelters, or assembly points. • Stock basic supplies at key park locations. • Train staff in emergency support operations.
Response	• Open designated parks for evacuee processing or transport staging. • Assist with crowd and traffic control at shelter sites. • Coordinate with Public Works for access and utilities.
Recovery	• Reopen recreational facilities once safe. • Assist in community outreach and transportation messaging. • Support long-term sheltering or access needs if required.

Supporting Agency: Norfolk Southern	
Phase	Roles and Responsibilities
Prevention	• Secure rail yards and monitor access control. • Share threat assessments with ESF partners. • Limit operations near known hazard zones.
Mitigation	• Reinforce rail lines in flood- or storm-prone areas. • Strengthen storage and hazardous materials handling procedures. • Relocate vulnerable assets prior to storms.
Preparedness	• Coordinate emergency contacts with OEM. • Develop continuity plans for freight movement. • Participate in citywide transport planning efforts.
Response	• Halt or redirect trains based on incident severity. • Share rail status with EOC and logistics coordinators. • Assist with emergency rail movement if safe to operate.
Recovery	• Restore rail operations once the infrastructure is assessed. • Support resupply operations for the city and region. • Document damage and participate in recovery planning.

Supporting Agency: Virginia Port Authority	
Phase	Roles and Responsibilities
Prevention	• Implement maritime and land access control procedures. • Coordinate with DHS and Coast Guard on cargo threats. • Conduct inspections of port operations and access points.
Mitigation	• Upgrade port security and emergency communications. • Elevate power and control systems above storm thresholds. • Install flood barriers or gates where applicable.
Preparedness	• Develop continuity plans for port logistics and cargo flow. • Train personnel in emergency evacuation and incident command. • Maintain emergency contact lists and response maps.
Response	• Secure port facilities and restrict non-essential activity. • Coordinate cargo movement for critical supplies. • Support staging of recovery or evacuee transport assets.
Recovery	• Resume phased reopening of port operations. • Communicate with stakeholders on resupply priorities. • Support transportation of recovery aid and supplies.

Supporting Agency: U.S. Coast Guard	
Phase	Roles and Responsibilities
Prevention	• Conduct maritime patrols and interdictions. • Monitor for suspicious or unauthorized waterway activity. • Share threat intelligence with local authorities.
Mitigation	• Maintain aids to navigation and safe channels. • Reinforce stations against storm surge or flooding. • Enhance vessel inspection protocols for resilience.
Preparedness	• Participate in regional maritime emergency planning. • Train personnel for mass evacuation and SAR operations. • Coordinate vessel and port clearance procedures.
Response	• Enforce maritime evacuation orders. • Deploy rescue assets for stranded or at-risk individuals. • Maintain maritime safety zones and escort emergency vessels.
Recovery	• Clear waterways for safe reopening. • Support the reestablishment of maritime commerce routes. • Assist in long-term infrastructure assessments and planning.

SUPPORTING INFORMATION

Local / Agency Plans:

- Norfolk International Airport Emergency Plan
- Norfolk Southern Emergency Response Plan
- City of Norfolk Evacuation Plan

- Citywide Debris Management Plan

Regional Plans:

- Hampton Roads Regional Resilience Assessment Program (RRAP) – Classified
- Virginia Area Maritime Security Plan – Classified
- VDOT Bridge, Tunnel, and Ferry Closure Plan
- Hampton Roads Regional Mass Evacuation Plan

AUTHORITIES REFERENCES

- Presidential Policy Directive 21 (PPD-21): Critical Infrastructure Security and Resilience
- National Response Framework (NRF), Third Edition
- National Response Framework (NRF), ESF #1 Annex
- DOT: Transportation Planning for Planned Special Events
- Guide to Regional Transportation Planning for Disasters, Emergencies, and Significant Events
- Hampton Roads Highway Incident Management Concept of Operations
- Homeland Security and Intelligent Transportation Systems (ITS)
- Impacts of Climate Change and Variability on Transportation Infrastructure
- VDOT Truck and Tunnel Height Restrictions
- Chesapeake Bay Bridge Tunnel Wind Restrictions Policy
- HR Military Transportation Needs – Highway Network Analysis Final Report

RESOURCES

- Heliport locations
- Google Map
- Marine Traffic Map
- National Weather Service Travel Hazard Forecast
- NOAA Nautical Charts
- Real Time Evacuation Planning Model
- VDOT 511 Traffic Information
- VDOT Crash Locations
- VDOT Hampton Roads Weekly Lane Closure
- U.S. Department of Transportation National Traffic and Lane Closure
- WAZE App

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function #1 – Transportation. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Receive and verify transportation-related incident reports from field sources or dispatch.		
	• Notify ESF #1 lead and support agencies of the potential activation.		
	• Initiate coordination with VDOT, HRT, and key transportation partners for situational updates.		
	• Assess potential impacts on transportation infrastructure and operations.		
Activation	• Deploy ESF #1 staff to the EOC or virtual coordination center, if activated.		
	• Establish communication links with field units and transportation support agencies.		
	• Activate transportation resource inventory and pre-identified staging areas.		
	• Review and implement pre-planned detour, evacuation, or re-entry routes as needed.		
Response	• Coordinate traffic control with police and public works to support emergency operations.		
	• Deploy transportation assets for evacuation, responder movement, or supply distribution.		
	• Assess and report damage to roads, bridges, tunnels, and transit systems.		
	• Coordinate debris clearance activities to restore transportation access routes.		

Recovery	• Support phased restoration of transportation systems in coordination with VDOT and city departments.		
	• Conduct damage assessments and document infrastructure impacts for federal/state reimbursement.		
	• Demobilize temporary transportation operations and return resources to standard operations.		
	• Evaluate transportation system vulnerabilities revealed during the event for mitigation planning.		
Ongoing Actions	• Maintain communication with partner agencies for status updates and logistical coordination.		
	• Document all actions taken, decisions made, and resources deployed for after-action reporting.		
	• Ensure continuity of essential transportation services throughout the incident lifecycle.		
	• Participate in ongoing planning, training, and exercises to improve transportation response capabilities.		

EMERGENCY SUPPORT FUNCTION 2: COMMUNICATIONS

Supporting Community Lifeline: **Communications** - Infrastructure, Responder Communications, Alerts, Warnings and Messages, Finance, 911 and Dispatch

Primary Department	Norfolk Information Technology
Supporting Departments	Norfolk 911
	Norfolk Radio and Technology
External Supporting Agencies	Cox Communications
	Hampton Roads ORION
	Joint Task Force – Civil Support
	Norfolk Amateur Radio Society
	U.S. Coast Guard District 5 and Hampton Roads Sector
	Virginia Army National Guard
	Virginia Department of Emergency Management
	FEMA
	National Communications Systems

PURPOSE

Emergency Support Function (ESF) #2 – Communications provides the structure for coordinating communications support during emergencies or disasters in the City of Norfolk. This includes ensuring the operability and interoperability of public safety communications systems, maintaining connectivity across city departments and partner agencies, and supporting the restoration of communications infrastructure. ESF #2 ensures that vital information can be transmitted efficiently between emergency responders, government officials, and the public to support a coordinated response and recovery effort.

SCOPE

ESF #2 – Communications focuses on supporting and maintaining the operability, interoperability, and resiliency of Norfolk's communications infrastructure during emergencies. This includes coordination among city departments, regional partners, and external providers to ensure effective voice, data, and radio communications. Responsibilities include operating and maintaining the City's public safety radio system, Emergency Communications Center (ECC), Emergency Operations Center (EOC) communications, and public alert and warning systems such as Norfolk Alert. ESF #2 also supports the assessment, prioritization, and restoration of damaged communications infrastructure and the deployment of backup systems such as mobile radio towers or satellite services when needed. The

function ensures timely dissemination of critical information between emergency responders, government entities, and the public to support command and control operations.

SITUATION

The City of Norfolk is vulnerable to a range of hazards that may disrupt communications infrastructure and capabilities, including hurricanes, flooding, cyberattacks, and infrastructure failures. Damage to landline, wireless, internet, or public safety radio systems can severely hinder emergency response, coordination, and public messaging. Norfolk's emergency response relies on a robust and interoperable communications network to connect first responders, city departments, regional partners, and the public. A disruption in communications may delay resource deployment, impair situational awareness, and compromise public safety. As a coastal urban center with critical port and transportation assets, Norfolk must be prepared to rapidly restore and maintain essential communications capabilities during incidents of varying scale and complexity.

PLANNING ASSUMPTIONS

- A disaster or major incident may cause significant damage or disruption to communications infrastructure, including landline, cellular, internet, and public safety radio systems.
- Communications capabilities may be limited due to power outages, equipment damage, cyber incidents, or system overload.
- Interoperability among local, regional, state, and federal agencies will be critical to ensure coordinated response and situational awareness.
- Emergency communication systems such as the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), and Norfolk Alert may need to be activated to inform the public and emergency personnel.
- Backup and redundant systems, including satellite communications (e.g., Starlink), mobile radio units, and generator-powered equipment, may be required to maintain operational continuity.
- City departments and partner agencies are expected to maintain updated contact rosters, ensure staff are trained on communications protocols, and test systems regularly.
- Timely restoration of communications systems will be essential for effective command and control operations during response and recovery.

CONCEPT OF OPERATIONS

Presidential Policy Directive 21 (PPD-21) emphasizes the importance of strengthening critical infrastructure security and resilience through effective coordination among public, private, and non-profit sectors. In alignment with this directive, Norfolk Emergency Management will serve as the primary liaison between local departments, regional partners, private sector stakeholders, and non-governmental organizations. Emergency Management will maintain an updated inventory of critical

communications infrastructure and resources to support both lead and supporting agencies during response and recovery operations.

The Department of Information Technology (IT) serves as the primary agency for implementing and maintaining communications and technology systems within the Norfolk Emergency Operations Center (EOC). IT is responsible for ensuring the operability, cybersecurity, and restoration of critical communications platforms, including radio systems, internet connectivity, VOIP services, and network infrastructure.

During an incident, the Incident Commander (IC), in coordination with the EOC Unified Command, will determine the appropriate level of communications support needed to meet operational objectives. The IC will work closely with IT and Emergency Management to monitor communications capabilities, deploy redundant systems if necessary, and ensure interoperability among responding agencies.

All primary and supporting departments are expected to provide trained personnel to serve as liaisons at the EOC or command posts, as needed, to support communications coordination. These representatives will assist in operational updates, facilitate interagency messaging, and troubleshoot system issues in real time.

If local communications capabilities are exceeded or disrupted, the EOC will coordinate resource requests through the Virginia Department of Emergency Management (VDEM) using established protocols under the National Incident Management System (NIMS) and the Stafford Act. This may include deploying state or federal communications assets such as Mobile Emergency Response Support (MERS) units or requesting mutual aid through the Emergency Management Assistance Compact (EMAC).

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Report suspicious activity or vulnerabilities affecting communications systems to the appropriate agency or Emergency Management. • Implement cybersecurity best practices to protect agency-owned communication platforms, including password policies, multi-factor authentication, and software updates. • Control access to critical communications infrastructure and restrict it to authorized personnel only. • Participate in threat assessments and information sharing efforts related to communications systems through local or regional intelligence channels.
Mitigation	• Identify and document critical communications dependencies within your agency operations and implement strategies to reduce single points of failure.

	• Invest in redundant communication tools and procedures, such as backup radios, satellite phones, or secondary data lines. • Harden physical and digital infrastructure against hazards such as flooding, cyberattacks, or power loss (e.g., surge protectors, elevated server rooms, battery backups). • Support infrastructure risk assessments conducted by city departments or external partners and participate in communications resilience planning.
Preparedness	• Maintain current communications plans, contact lists, and SOPs, ensuring access during emergencies. • Train staff on agency-specific communications protocols and the use of backup systems and tools. • Participate in drills, tabletop exercises, or full-scale operations to test communications systems and identify capability gaps. • Coordinate with other agencies to establish clear communication roles and redundant points of contact for activation during incidents.
Response	• Establish and maintain clear communications channels with the EOC, field operations, and partner agencies. • Deploy or support deployment of communications personnel, equipment, or systems as needed to ensure operational continuity. • Document system outages, service degradation, and user needs for tracking and resource request purposes. • Assist in delivering accurate, timely information to stakeholders through coordinated public information or internal briefings.
Recovery	• Support restoration of normal communications systems and services, including equipment return, demobilization, or troubleshooting. • Evaluate agency performance related to communications functions and provide input for after-action reports or improvement plans. • Ensure communications systems are fully functional before resuming normal operations and update configurations as needed. • Support grant or reimbursement documentation for communications-related expenses or damages.

Primary: Norfolk Information Technology	
Phase	Roles and Responsibilities
Prevention	• Monitor network traffic and system activity to detect and block potential cyber threats targeting communications infrastructure. • Implement firewalls, endpoint protection, and intrusion detection systems to prevent unauthorized access to critical systems. • Participate in risk assessments and threat intelligence sharing with regional and national cybersecurity partners (e.g., MS-ISAC, CISA).

Mitigation	• Harden communications infrastructure by updating outdated hardware, applying security patches, and strengthening physical security of critical assets. • Establish geographically diverse data centers and communication backups to reduce single points of failure. • Develop and test failover capabilities for essential citywide communication systems, including redundancy for servers and data networks.
Preparedness	• Maintain and regularly test the operability and interoperability of the City's public safety radio system, VOIP network, and mobile data systems. • Ensure continuity of operations (COOP) planning includes IT-specific contingencies for communications and critical data systems. • Conduct regular staff training and participate in emergency exercises with Emergency Management and first responder agencies.
Response	• Deploy IT staff to the Emergency Operations Center (EOC) to provide technical support, restore disrupted systems, and monitor system performance. • Activate backup communications platforms (e.g., satellite internet, mobile radios, or deployable Wi-Fi) as needed. • Coordinate with vendors and service providers to troubleshoot and resolve outages affecting emergency communications systems.
Recovery	• Support the restoration and reconstitution of communications infrastructure, ensuring systems return to pre-incident functionality or better. • Assess IT system performance during the incident and document lessons learned to inform future improvements. • Assist in the documentation of damage, system outages, and response activities for reimbursement and grant reporting.

Supporting: Cox Communications and Verizon	
Phase	Roles and Responsibilities
Prevention	• Implement cybersecurity measures to safeguard the integrity and availability of 911 infrastructure, including NG911 systems and data networks. • Participate in information sharing with Norfolk IT and Emergency Management to identify and address vulnerabilities or emerging threats. • Conduct regular system health checks to identify anomalies or early signs of potential service interruptions.
Mitigation	• Ensure critical 911 system infrastructure has built-in redundancies, such as secondary routing paths and generator backups. • Collaborate with the City to establish service level agreements (SLAs) prioritizing rapid response to outages impacting emergency services. • Support engineering improvements to minimize the impact of natural or manmade hazards on physical infrastructure like fiber lines or switching centers.

Preparedness	• Participate in regular testing of the 911 call routing system and ensure compatibility with Norfolk's public safety answering points (PSAPs). • Provide contact personnel and technical resources to participate in city-led communications drills and full-scale exercises. • Share up-to-date network diagrams and escalation procedures with Norfolk IT and Emergency Communications to streamline troubleshooting during emergencies.
Response	• Dispatch technical teams to assess and repair infrastructure supporting 911 operations in the event of outages or system failures. • Coordinate with Norfolk IT and the EOC to provide real-time updates on network status and restoration timelines. • Prioritize restoration of voice and data connectivity to 911 centers and public safety agencies during widespread outages.
Recovery	• Complete post-incident diagnostics and root cause analysis for any service disruptions affecting emergency communications. • Support the transition from temporary backup systems back to primary infrastructure with minimal disruption. • Participate in after-action reviews with Norfolk IT and Emergency Management to improve future incident response.

Supporting: Hampton Roads Orion	
Phase	Roles and Responsibilities
Prevention	• Monitor regional trunked radio systems and shared infrastructure for anomalies, cyber threats, or vulnerabilities that could affect communications continuity. • Coordinate with member jurisdictions to standardize cybersecurity protocols and patch management across the ORION system. • Maintain secure access controls to prevent unauthorized use or configuration of the interoperable radio network.
Mitigation	• Provide regional system redundancy and failover capabilities that allow member agencies to continue communications even if a local node is compromised. • Support the expansion and maintenance of regional tower infrastructure to reduce radio signal dead zones in Norfolk and surrounding jurisdictions. • Collaborate with Norfolk IT and emergency communications to pre-identify critical talk groups and mutual aid channels that will remain active during disruptions.
Preparedness	• Conduct regular radio communications testing with Norfolk's public safety departments to ensure operability and interoperability. • Support Norfolk's participation in regional communications exercises to validate joint coordination protocols and troubleshoot cross-jurisdictional issues.

	• Maintain up-to-date user manuals, technical documentation, and contact rosters for system administrators and field users.
Response	• Provide technical assistance and regional coordination during incidents requiring multi-agency radio interoperability (e.g., large-scale disasters or mutual aid deployments). • Support Norfolk's public safety radio operations by maintaining system availability, reassigning talkgroups if needed, and managing increased radio traffic. • Deploy engineers or system technicians to assist with diagnosing and resolving radio network issues in collaboration with Norfolk IT and dispatch.
Recovery	• Coordinate with Norfolk and regional stakeholders to restore full functionality to radio systems impacted during the incident. • Assist in the evaluation of system performance and identification of any gaps or issues in interoperability that occurred during the response. • Participate in after-action reviews and incorporate findings into future planning and network enhancements to improve regional resilience.

Supporting: Joint Task Force – Civil Support	
Phase	Roles and Responsibilities
Prevention	• Coordinate with Norfolk Emergency Management and federal partners to assess potential threats to critical communications infrastructure in the region, especially during special events or heightened threat periods. • Share strategic threat intelligence and communications vulnerability assessments with Norfolk and regional partners through appropriate federal channels. • Participate in interagency planning efforts to prevent disruption of communications during incidents involving CBRN or complex coordinated attacks.
Mitigation	• Support planning for secure, redundant, and interoperable communications pathways between local, state, and federal responders during major incidents. • Maintain deployable federal communications assets (e.g., Joint Incident Site Communications Capability - JISCC) that can supplement or replace damaged infrastructure. • Assist in identifying and addressing gaps in interoperability between DoD systems and Norfolk's public safety communications.
Preparedness	• Engage in joint training and exercises with Norfolk agencies to ensure operational integration and radio compatibility during incidents requiring federal support. • Maintain liaison officers and technical communications specialists trained to deploy to local EOCs or incident sites to support unified command.

	• Ensure communications systems used by JTF-CS can seamlessly interface with local, regional, and state systems, including ORION and public safety radio networks.
Response	• Deploy military communications assets to support Norfolk and regional operations in the event of a large-scale incident impacting local infrastructure. • Provide a communications link between federal command elements and local responders, ensuring shared situational awareness and streamlined command and control. • Assign liaison officers to Norfolk's EOC or Joint Field Office (JFO) to ensure continuous communications coordination with DOD support elements.
Recovery	• Assist in the demobilization of federal communications assets and ensure a smooth transition back to local systems once operational stability is restored. • Contribute to joint after-action reviews with Norfolk and state partners, focusing on federal-local communication effectiveness and areas for improvement. • Provide documentation of JTF-CS communications support for federal reimbursement processes and future planning enhancements.

Supporting: Norfolk Amateur Radio Society	
Phase	Roles and Responsibilities
Prevention	• Monitor and maintain amateur radio equipment and frequencies to ensure readiness in the event of system failures or cyber disruptions affecting traditional communications. • Assist with community education and outreach about the importance of resilient, decentralized communications. • Coordinate with Norfolk Emergency Management to integrate amateur radio capabilities into continuity planning for critical infrastructure protection.
Mitigation	• Support the development and maintenance of a decentralized radio communications network that can serve as a backup during outages. • Identify high-risk areas within the city that lack sufficient communications redundancy and propose locations for amateur radio relay stations or repeaters. • Conduct signal range testing and infrastructure hardening to ensure effective reach and reliability of radio operations in emergency conditions.
Preparedness	• Participate in city-led training, drills, and full-scale exercises to validate amateur radio integration into emergency communications protocols. • Maintain a roster of licensed volunteer operators capable of providing auxiliary communications at shelters, EOCs, or field sites. • Regularly test communications equipment, including mobile and base radios, power supplies, and antennas, to ensure operational readiness.
Response	• Provide emergency communications support when primary systems (cellular, landline, internet, or radio networks) are overloaded or offline.

	• Deploy amateur radio operators to key locations such as the EOC, shelters, distribution points, or remote incident scenes to maintain information flow. • Serve as a communications bridge between agencies, community partners, and regional entities when conventional interoperability is degraded.
Recovery	• Support ongoing communications in affected areas until primary systems are restored. • Document radio communications activities and relay situational awareness updates to Emergency Management during the transition from response to recovery. • Participate in after-action reviews and provide feedback on the effectiveness of amateur radio operations, offering recommendations for future improvement.

Supporting: Norfolk 911 (Emergency Communications Center - ECC)	
Phase	Roles and Responsibilities
Prevention	• Collaborate with IT and public safety departments to monitor call-taking and dispatch systems for cyber threats, vulnerabilities, or unusual activity. • Conduct regular audits and reviews of 911 systems to ensure compliance with cybersecurity and operational standards. • Share intelligence on potential disruptions (e.g., swatting, denial of service attacks) with public safety and Emergency Management partners.
Mitigation	• Ensure 911 operations are supported by redundant systems, such as backup generators, alternate PSAP locations, and failover routing for incoming calls. • Maintain and test backup CAD (Computer-Aided Dispatch) systems and communication tools to reduce the risk of total service outages. • Establish mutual aid agreements with regional PSAPs for call handling and dispatch continuity if the primary center is compromised.
Preparedness	• Train ECC personnel on emergency protocols for communication outages, including alternate dispatch methods and the use of auxiliary communications (e.g., mobile radios or amateur radio). • Participate in multi-agency exercises and drills that test 911 call handling, dispatch coordination, and interoperability across systems and jurisdictions. • Maintain up-to-date contact rosters and emergency notification procedures for first responders, city departments, and support agencies.
Response	• Maintain continuous 24/7 operations to receive and dispatch emergency calls, adapting to disruptions through backup systems or manual procedures as necessary. • Coordinate with IT, public safety agencies, and communications partners to ensure timely transmission of information during incidents. • Provide real-time situational updates to the EOC and field units, helping to maintain a common operating picture across agencies.
Recovery	• Support the transition back to standard 911 operations following a system outage or relocation to a backup PSAP.

	• Conduct post-incident reviews to evaluate ECC performance and identify areas for operational or technical improvement. • Assist with documentation of impacts to 911 services for reimbursement, reporting, and system improvement planning.

Supporting: Norfolk Radio and Technology	
Phase	Roles and Responsibilities
Prevention	• Conduct regular inspections and preventive maintenance on public safety radio equipment and infrastructure to identify and resolve potential failures. • Implement radio encryption and security measures to protect against unauthorized access and ensure secure communications. • Maintain detailed asset inventories of radio equipment assigned to departments to prevent loss or misuse.
Mitigation	• Maintain mobile and portable radio caches to rapidly replace or supplement damaged or lost equipment during disruptions. • Support the configuration of redundant radio pathways and failover systems across key radio channels and talk groups. • Install and maintain backup power supplies (e.g., battery banks or generators) at key radio repeater sites and towers to ensure uninterrupted service.
Preparedness	• Coordinate with Norfolk IT, public safety agencies, and ORION to ensure all radio systems are interoperable and programmed to current regional standards. • Train field personnel on proper use, care, and troubleshooting of radios and related communications gear. • Participate in drills and readiness tests to evaluate radio system performance under simulated emergency conditions.
Response	• Deploy technical staff to the EOC or incident scenes to repair or replace malfunctioning radios and troubleshoot field communications issues. • Ensure field units have access to functional radios and support reprogramming or reassignment of talk groups as needed to maintain command and control. • Monitor the health of Norfolk's radio infrastructure during high-use periods and assist with load balancing or signal issues.
Recovery	• Inspect and service all radio equipment used during an incident to ensure it is fully functional and ready for redeployment. • Document any equipment losses, damage, or technical issues for reimbursement and inventory replacement planning. • Participate in after-action reviews to identify technical communications gaps and recommend upgrades or procedural improvements.

Supporting: U.S. Coast Guard District 5 and Hampton Roads Sector	
Phase	Roles and Responsibilities
Prevention	• Monitor maritime communications systems (e.g., VHF channels, Rescue 21) for anomalies or interference that may indicate threats to regional communication infrastructure. • Share intelligence with Norfolk Emergency Management and regional partners related to potential maritime threats or cybersecurity concerns impacting coastal communications systems. • Enforce federal regulations and vessel reporting requirements to prevent the misuse of communications equipment in local waterways.
Mitigation	• Maintain redundant and resilient maritime communication systems to ensure continuous coordination during disruptions (e.g., HF radio, satellite systems). • Coordinate with local and state agencies to ensure port and harbor communications networks are integrated with regional emergency communications plans. • Assist in identifying vulnerabilities and ensuring backup capabilities at U.S. Coast Guard communications towers and relay stations within the Hampton Roads region.
Preparedness	• Participate in joint training and interagency exercises with Norfolk, Virginia Port Authority, and regional maritime partners to ensure interoperable communications. • Maintain a list of key communications liaisons and protocols for establishing command and control during maritime or coastal incidents. • Support public awareness and mariner outreach campaigns regarding emergency maritime communication procedures during hurricanes or port disruptions.
Response	• Serve as a maritime communications coordination point between federal assets and Norfolk's EOC during incidents involving the Port of Virginia, coastal storms, or maritime accidents. • Activate and manage communication channels to support search and rescue, hazardous materials response, or port security operations. • Provide liaisons to the Norfolk EOC or Unified Command Posts during joint operations to ensure real-time coordination and information sharing.
Recovery	• Assist with re-establishing port communications capabilities and infrastructure following coastal storms or other incidents impacting maritime operations. • Participate in after-action reviews focused on maritime communications performance and interagency coordination. • Support efforts to evaluate and improve interoperability between U.S. Coast Guard systems and local communications networks used by Norfolk and regional agencies.

Supporting: Virginia National Guard

Phase	Roles and Responsibilities
Prevention	• Coordinate with Norfolk Emergency Management and the Virginia Department of Emergency Management (VDEM) to identify threats to communications infrastructure and support planning for contingency operations. • Monitor for cybersecurity threats within its own networks that could impact joint operations and ensure protected communication pathways for civil support missions. • Participate in threat and hazard identification activities with state and local partners to anticipate potential disruptions requiring National Guard support.
Mitigation	• Maintain deployable communication platforms such as Joint Incident Site Communications Capability (JISCC) and mobile communication command vehicles for emergency use. • Support statewide communications resiliency planning by contributing military communications assets and expertise. • Pre-position communications equipment and personnel for rapid deployment in support of natural disasters, large-scale evacuations, or CBRN events.
Preparedness	• Conduct joint communications exercises with Norfolk and regional partners to ensure National Guard systems are interoperable with civil systems, including radio and satellite platforms. • Maintain communications liaison officers trained in ICS/NIMS and familiar with ESF 2 responsibilities for assignment to EOCs or field command posts. • Train Guard personnel on the use of civilian interoperability channels and protocols for integration into unified response operations.
Response	• Deploy communications support teams and assets to assist with command and control operations, especially in austere or disrupted environments. • Provide satellite, radio, or tactical communications support to ensure continued interoperability between state military forces and Norfolk's emergency response agencies. • Assign liaison personnel to Norfolk's EOC or staging areas to ensure synchronized communication efforts during Guard-supported missions.
Recovery	• Assist with demobilization of temporary communications systems and transition to restored local infrastructure. • Support after-action reporting on the performance of joint communications operations, including asset effectiveness and coordination processes. • Offer recommendations for enhancing integration of National Guard communications assets into Norfolk's ESF 2 planning and long-term resiliency efforts.

Supporting: Virginia Department of Emergency Management	
Phase	Roles and Responsibilities

Prevention	• Coordinate with local jurisdictions like Norfolk to assess risks to communications infrastructure and support mitigation strategies before an incident occurs. • Share statewide threat intelligence related to communications systems, cyber threats, or infrastructure vulnerabilities with local partners. • Promote the implementation of protective measures for critical communications systems through state-sponsored programs and partnerships.
Mitigation	• Maintain statewide situational awareness of communications infrastructure, including system redundancies, known vulnerabilities, and outage reports. • Support the development and funding of local and regional communications resilience initiatives, such as backup radio systems or satellite connectivity. • Provide access to technical experts and regional communications coordinators to help localities identify and address vulnerabilities.
Preparedness	• Facilitate regional communications training and exercises to test interoperability between local, regional, and state systems, including ORION and STARCOM. • Maintain deployable communications assets, such as Mobile Command Units and JISCC packages, available to assist Norfolk during system failures or high-demand events. • Support Norfolk's emergency communications planning efforts through coordination, technical assistance, and state-level planning alignment.
Response	• Coordinate the deployment of state communications resources to Norfolk upon request, including mobile towers, satellite units, or incident communications teams. • Provide communications liaisons to Norfolk's EOC to facilitate coordination with other state agencies and federal partners. • Ensure that Norfolk's communication needs are addressed in the State Emergency Operations Center (VEOC) during statewide emergencies.
Recovery	• Support the restoration of critical communications infrastructure by coordinating technical assistance, vendor resources, and federal support as needed. • Assist Norfolk in documenting damages and unmet needs related to communications systems for FEMA or other recovery programs. • Participate in after-action reviews to assess the performance of ESF 2 coordination and make recommendations for statewide improvements.

Supporting: FEMA	
Phase	Roles and Responsibilities
Prevention	• Develop and disseminate national communications threat assessments, best practices, and protective measures to support local and state prevention efforts. • Promote cybersecurity initiatives and support interagency programs that reduce vulnerabilities in emergency communications systems. • Collaborate with DHS and other federal agencies to share intelligence on threats that may impact communications infrastructure.
Mitigation	• Support pre-disaster hazard mitigation grant programs to fund communications infrastructure hardening projects at the local level, including for Norfolk. • Maintain national situational awareness of communications infrastructure and support integration of critical communications facilities into resilience planning. • Provide technical guidance on redundant and resilient communication system design through programs like IPAWS (Integrated Public Alert & Warning System).
Preparedness	• Train and maintain specialized teams (e.g., Mobile Emergency Response Support – MERS) to deploy communications support to localities during emergencies. • Collaborate with local, state, and tribal governments to ensure that national emergency communications systems are interoperable with local systems. • Support the development and improvement of local emergency communications plans through guidance documents, planning templates, and federal exercises.
Response	• Deploy communications resources such as MERS assets, satellite links, or portable towers to support Norfolk's communications needs during major disasters. • Provide personnel and technical support to Norfolk's EOC or the Joint Field Office (JFO) to integrate federal and local communications efforts. • Ensure Norfolk's communications status and resource needs are represented at the federal coordination level during Stafford Act declarations.
Recovery	• Assist with long-term restoration of damaged communications infrastructure by facilitating access to Public Assistance (PA) and Hazard Mitigation funding. • Support communications system evaluations and performance analysis to inform improvements in future disaster operations. • Participate in after-action reporting to assess the effectiveness of communications coordination between federal, state, and local partners.

Supporting: National Communications System	
Phase	Roles and Responsibilities
Prevention	• Monitor national-level threats to communications infrastructure and disseminate alerts, warnings, and situational intelligence to state and local partners, including Norfolk. • Promote protective actions and cybersecurity best practices to prevent communications disruptions from physical or cyber incidents. • Coordinate with telecom providers and infrastructure operators to assess risks and enhance protection for priority communications assets.
Mitigation	• Identify and prioritize critical communications nodes in Norfolk for federal protection or technical support during incidents. • Work with public and private sector partners to improve the redundancy and survivability of essential communications systems. • Support risk and vulnerability assessments of communications infrastructure and provide mitigation strategies through CISA's technical teams.
Preparedness	• Maintain and operate the Government Emergency Telecommunications Service (GETS) and Wireless Priority Service (WPS) programs to ensure priority calling for emergency personnel. • Coordinate national communications planning, training, and technical assistance for state and local governments, including Norfolk's emergency communications team. • Facilitate interoperability between federal, state, and local systems through the National Emergency Communications Plan (NECP).
Response	• Activate the National Coordinating Center for Communications (NCC) to serve as the federal coordination hub for communications during major incidents affecting Norfolk or the region. • Coordinate with commercial carriers to prioritize service restoration and deploy emergency communications capabilities if infrastructure is compromised. • Provide technical expertise and communications situational awareness to Norfolk Emergency Management and IT teams via liaison officers or virtual coordination platforms.
Recovery	• Support damage assessments and technical evaluations of Norfolk's communications systems in coordination with FEMA and CISA. • Facilitate the restoration of commercial and government communications services through coordination with telecommunications partners. • Contribute to national-level after-action reports and help implement lessons learned to improve the resilience of local communications systems.

SUPPORTING INFORMATION

Local / Agency Plans:

- City of Norfolk Emergency Operations Plan (EOP)
- Norfolk Emergency Communications Center (ECC) Continuity of Operations Plan (COOP)
- Norfolk Public Alert and Warning Plan
- Cybersecurity Hazard ANNEX

Regional Plans

- Hazard Mitigation Plan (Multi-Jurisdictional with HRPDC)
- Hampton Roads Interoperable Communications Plan
- HRPDC Regional Catastrophic Planning Framework
- Virginia Communications Cache Team (Region 5) Deployment Guidelines
- Commonwealth of Virginia Emergency Operations Plan
- Commonwealth of Virginia Cybersecurity Response Plan

AUTHORITIES AND REFERENCES

- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Homeland Security Act of 2002
- Presidential Policy Directive 21
- National Emergency Communications Plan
- Integrated Public Alert and Warning System (IPAWS) Standards
- DHS Tactical Interoperability Score Card Study

RESOURCES

- DHS Office of Emergency Communications
- Dispatch Audio Feeds
- FCC 9-1-1 Service
- FCC Disaster Information Reporting System
- FCC EAS Information
- GIS for Special Events Planning
- Information Technology and Disaster Resource Center
- National Cyber-Forensics & Training Alliance
- Overlay Regional Interoperable Network (ORION)

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function #2 - Communications. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Confirm receipt of incident notification from Emergency Management or Emergency Communications Center (ECC); initiate internal alert protocols for ESF 2 stakeholders.		
	• Assess the status of communications infrastructure (e.g., radio systems, 911, internet, VOIP, data networks) to identify any immediate or anticipated impacts.		
	• Notify primary and supporting ESF 2 partners (e.g., IT, Radio Lab, ECC, ORION, Amateur Radio, Verizon, Cox) of potential activation and confirm initial availability.		
	• Review existing interoperability capabilities and identify any anticipated challenges for coordination among local, regional, and state partners.		
Activation	• Deploy ESF 2 liaison(s) to the Emergency Operations Center (EOC) and ensure access to all necessary systems, plans, and communication tools.		
	• Activate backup communication resources (e.g., mobile radios, cache radios, satellite systems) if system instability is detected or anticipated.		
	• Establish and verify operational communications links between the EOC, ECC, field units, regional partners, and external support agencies.		
	• Document communications status and needs in HSIN or other tracking systems for situational reporting and resource coordination.		

Response	• Monitor and maintain the operability of public safety communications systems**,** including 911, radio, internet, and data services.		
	• Coordinate with public and private providers (e.g., Verizon, Cox, ORION) to troubleshoot and resolve service disruptions or capacity limitations.		
	• Support interoperability between responding agencies, including mutual aid partners, regional jurisdictions, and state/federal responders.		
	• Ensure public alert and warning systems (e.g., Norfolk Alert, EAS, WEA) are operational and assist with message dissemination if needed.		
Recovery	• Coordinate restoration of communications infrastructure in collaboration with IT, vendors, and public safety partners; prioritize critical systems.		
	• Conduct post-incident assessment of communications performance and identify equipment or system failures for corrective action.		
	• Support demobilization of deployed assets**,** including mobile radios, portable towers, and temporary EOC systems.		
	• Assist in documentation of expenditures, damages, and response actions to support reimbursement and after-action reporting.		
Ongoing Actions	• Maintain updated rosters, contact lists, and communication protocols for all ESF 2 partners and key personnel.		
	• Participate in regular training, drills, and system tests to ensure readiness and improve interoperability.		
	• Review and revise communications plans and SOPs based on lessons learned from incidents and exercises.		
	• Engage in cybersecurity monitoring and preventive maintenance to reduce the		

	likelihood of future disruptions to communications systems.		

EMERGENCY SUPPORT FUNCTION 3: PUBLIC WORKS AND ENGINEERING

Supporting Community Lifeline: **Water Systems** - Potable Water Infrastructure, Wastewater Management

Primary Department	Norfolk Public Works
	Norfolk Utilities
Supporting Departments	Norfolk Neighborhood Development
	Norfolk Planning
	Norfolk Parks and Recreation
External Supporting Agencies	Hampton Roads Sanitation District (HRSD)
	Society of American Military Engineers (SAME)
	Southeastern Public Service Authority (SPSA)
	Virginia Department of Military Affairs
	FEMA
	U.S. Army Corp of Engineers

PURPOSE

Emergency Support Function (ESF) #3 – Public Works and Engineering provides the framework for coordinating and delivering critical public works and engineering services during emergencies or incidents. This function ensures the effective support of core capabilities such as infrastructure protection and restoration, debris management, damage assessment, and emergency repair to enable a safe and timely response and recovery.

SCOPE

Managing risks to critical infrastructure in Norfolk requires an integrated, whole-community approach to identify, deter, detect, disrupt, and prepare for threats and hazards; reduce vulnerabilities of essential assets, systems, and networks; and mitigate the potential consequences of incidents on infrastructure and the broader community.

Emergency Support Function (ESF) #3 – Public Works and Engineering coordinates the efforts of primary and supporting agencies responsible for maintaining and restoring public infrastructure and essential services. This includes:

- Beach maintenance and coastal management are critical to Norfolk's shoreline protection and resilience;

- Fleet services, infrastructure, and facility operations and maintenance to support continuity of government and emergency response;
- Infrastructure damage assessments, permitting, and structural inspections/condemnations to ensure public safety;
- Stormwater systems, solid waste, and wastewater management to prevent environmental and health hazards;
- Water distribution operations and support for inland navigable waterways to sustain essential lifelines;
- Debris removal and disposal operations to clear access routes and reduce hazards in post-incident environments.

ESF #3 also supports emergency engineering services, coordinates with utility providers, and assists with restoration planning and execution across city departments and regional partners to promote rapid and safe recovery operations.

SITUATION

The City of Norfolk is vulnerable to a range of natural and human-caused hazards that can disrupt public infrastructure and essential services. Coastal flooding, hurricanes, nor'easters, severe storms, and aging infrastructure pose significant risks to the city's transportation systems, utilities, water and wastewater systems, and public facilities. In addition, Norfolk's location along the Chesapeake Bay and its high-water table increase the city's susceptibility to tidal flooding, storm surge, and sea-level rise.

Damage to critical infrastructure during an emergency or disaster may hinder emergency response, endanger public health and safety, and delay recovery operations. Disruptions to roadways, bridges, utilities, and public buildings can isolate neighborhoods, impede emergency access, and require significant engineering and public works support to restore functionality.

Given these risks, a coordinated and proactive approach to infrastructure protection, rapid assessment, emergency repair, and debris removal is essential to ensuring community resilience and continuity of services. ESF #3 is activated to organize and deploy available local resources, support mutual aid agreements, and coordinate with regional, state, and federal partners to maintain and restore essential infrastructure.

PLANNING ASSUMPTIONS

- Emergencies and disasters may cause significant damage to Norfolk's critical infrastructure, including roads, bridges, utilities, public facilities, water systems, and wastewater infrastructure, requiring immediate and sustained public works support.

- Public Works and Utilities personnel, equipment, and resources may be overwhelmed or directly impacted, requiring prioritization of tasks and the activation of mutual aid agreements, contracts, and state/federal assistance through the Norfolk EOC.
- Damage assessments may need to be conducted under hazardous conditions or with limited access to affected areas, requiring coordination with public safety, engineering, and building code officials.
- Emergency debris clearance will be essential to restore access for emergency vehicles and public transportation and to prevent further public health or safety hazards.
- Power outages, fuel disruptions, and communication failures may affect the delivery of services and access to equipment or supply chains needed for response and recovery efforts.
- Restoration and repair operations may extend over days, weeks, or longer, depending on the severity of the incident and the availability of resources.
- Norfolk Public Works and Norfolk Public Utilities will coordinate with private contractors, utility providers, and state or federal partners to support emergency engineering services, infrastructure restoration, and long-term recovery activities.
- Public messaging regarding infrastructure disruptions (e.g., boil water notices, road closures, utility restoration timelines) will be coordinated with the City's Joint Information Center (JIC) or Public Information Officer (PIO) to ensure clear and timely communication to residents.

CONCEPT OF OPERATIONS

Presidential Policy Directive 21 (PPD-21) emphasizes the importance of enhancing the security and resilience of critical infrastructure through robust coordination among all stakeholders. In support of this directive, Norfolk Emergency Management serves as a central liaison, facilitating communication and collaboration among local, state, tribal, and federal agencies, private sector partners, and non-profit organizations. The department will maintain and routinely update a critical infrastructure and resource inventory to guide response and recovery operations and support coordination across all ESF #3 partners.

Norfolk Public Works and Norfolk Public Utilities serve as the lead agencies for all public works, engineering, and utility-related support functions. During an incident, these departments operate within the Incident Command System (ICS) and maintain direct coordination with the Norfolk Emergency Operations Center (EOC). The Incident Commander (IC) will determine the appropriate level of response required to meet mission objectives based on situational assessments.

Lead and supporting agencies will work collaboratively under ICS to conduct infrastructure assessments, coordinate utility restoration, support debris management, and implement emergency repair measures. Agencies will provide liaison personnel and ensure operational communications with the EOC or incident command post as appropriate to the scale and complexity of the incident.

If local resources are exceeded, the EOC will request assistance from the Virginia Emergency Operations Center in accordance with the National Incident Management System (NIMS) and the Stafford Act. Coordination with state and federal partners will follow established protocols to ensure effective resource management and mission support throughout the response and recovery phases.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Monitor infrastructure and facilities for potential hazards or vulnerabilities and report concerns to the appropriate lead agency. • Participate in interagency planning and coordination efforts aimed at preventing infrastructure failure or service disruption. • Implement internal safety and security measures to protect agency assets, personnel, and infrastructure from intentional or accidental threats.
Mitigation	• Support projects that reduce long-term risks to public infrastructure, including improvements to facilities, systems, and operations. • Contribute to the identification and prioritization of vulnerable assets in hazard mitigation plans. • Promote and apply building codes, zoning practices, and construction standards that enhance resilience to natural and man-made hazards.
Preparedness	• Maintain updated emergency response plans, resource inventories, and continuity of operations (COOP) procedures related to infrastructure support. • Participate in training, drills, and exercises coordinated with Norfolk Emergency Management and other partners. • Designate liaison personnel and ensure staff are familiar with ICS protocols and EOC operations to support coordinated response efforts.
Response	• Provide personnel, equipment, and expertise to support emergency infrastructure operations, including assessments, repairs, or logistical support. • Maintain direct communication with the Norfolk EOC and follow established protocols for mission tasking, resource requests, and reporting. • Ensure safety of staff working in hazardous environments and support emergency protective measures to stabilize infrastructure systems.
Recovery	• Assist with documentation of damages, costs, and work performed to support reimbursement and long-term recovery programs (e.g., FEMA Public Assistance). • Support restoration of services and participate in community recovery planning, including long-term infrastructure resilience efforts. • Conduct after-action reviews and contribute lessons learned to inform future planning and infrastructure improvements.

Primary: Norfolk Public Works	
Phase	Roles and Responsibilities
Prevention	• Identify and address vulnerabilities in public infrastructure that could be exploited or fail during a hazard event. • Monitor and inspect key infrastructure assets (e.g., bridges, culverts, storm drains) to prevent degradation or system failure. • Collaborate with law enforcement and security personnel to ensure protective measures are in place for critical infrastructure.
Mitigation	• Support floodplain management and infrastructure upgrades that reduce the risk of flood damage and stormwater impacts. • Incorporate resilient design standards into public works projects to minimize future hazard impacts (e.g., elevating equipment, using flood-resistant materials). • Participate in hazard mitigation planning to identify and prioritize capital improvement projects that reduce community risk.
Preparedness	• Maintain an updated inventory of vehicles, heavy equipment, personnel, and contracts for use in emergency operations. • Train staff on emergency response protocols, damage assessment procedures, and debris clearance operations. • Develop and exercise internal continuity plans and coordinate with Norfolk Emergency Management on citywide preparedness efforts.
Response	• Conduct rapid damage assessments of roads, bridges, and public facilities to inform response priorities. • Clear debris from critical transportation routes and emergency access points to support life-safety operations. • Coordinate with the EOC to deploy crews, equipment, and resources as requested through the ICS structure.
Recovery	• Lead efforts to repair, restore, or reconstruct damaged public infrastructure and facilities. • Support FEMA Public Assistance documentation and cost recovery through damage assessments and recordkeeping. • Collaborate with local, state, and federal partners to implement long-term recovery and infrastructure resilience improvements.

Primary: Norfolk Utilities	
Phase	Roles and Responsibilities
Prevention	• Monitor water and wastewater systems for operational vulnerabilities and potential threats. • Implement security measures to protect critical utility infrastructure from tampering or contamination. • Coordinate with regional and state partners to share threat intelligence related to utility systems.
Mitigation	• Upgrade aging water and wastewater infrastructure to enhance system reliability and reduce the risk of failure during hazard events. • Integrate risk reduction strategies into utility planning, such as redundancy, elevation of assets, and backup power systems. • Participate in hazard mitigation planning and capital improvement programs focused on critical lifeline services.
Preparedness	• Maintain an updated inventory of critical utility components, emergency equipment, and generator assets. • Train personnel on emergency water distribution, system isolation procedures, and spill containment. • Develop and test utility-specific emergency response plans and coordinate with the EOC for continuity planning.
Response	• Assess and report damage to water and wastewater systems following an incident. • Ensure continuity of water distribution and wastewater collection services, including emergency shutoffs and rerouting as needed. • Coordinate with Public Works, the EOC, and contractors to deploy crews and restore utility services safely and quickly.
Recovery	• Restore water and wastewater infrastructure to full operational status, including repairs to treatment facilities, pump stations, and distribution lines. • Assist with documentation required for FEMA Public Assistance and insurance claims. • Evaluate system performance during the event and implement improvements for future resilience.

Supporting: Norfolk Neighborhood Development	
Phase	Roles and Responsibilities
Prevention	• Identify at-risk housing and infrastructure within vulnerable neighborhoods and prioritize them for improvement or code enforcement. • Support community risk awareness and outreach initiatives to promote individual and neighborhood-level hazard prevention. • Collaborate with planning and code enforcement to ensure development practices reduce exposure to hazards.
Mitigation	• Promote housing rehabilitation programs that improve structural resilience, especially in flood-prone or underserved areas. • Support grant applications and long-term planning initiatives aimed at reducing neighborhood vulnerability. • Coordinate with other departments to integrate hazard mitigation strategies into neighborhood revitalization projects.
Preparedness	• Maintain updated contact information for neighborhood civic leagues and community organizations to support outreach before emergencies. • Educate residents on preparedness resources, including evacuation routes, sheltering options, and home safety. • Participate in community-wide preparedness campaigns and exercises coordinated by Emergency Management.
Response	• Support community-level situational awareness by relaying neighborhood impacts and unmet needs to the EOC. • Assist with outreach to residents in impacted areas, particularly vulnerable populations, regarding safety, resources, and emergency services. • Coordinate with code enforcement and Public Works on initial damage assessments for housing and neighborhood infrastructure.
Recovery	• Lead or support housing recovery initiatives, including damage assessments, housing repair programs, and relocation assistance. • Serve as a liaison between residents and recovery partners, ensuring equitable access to recovery resources. • Collaborate with planning and development teams to incorporate resilience improvements into long-term neighborhood redevelopment efforts.

Supporting: Norfolk Planning Department	
Phase	Roles and Responsibilities
Prevention	• Ensure land use and zoning regulations limit development in high-risk hazard areas, such as flood zones and storm surge areas. • Support integration of hazard risk data into long-range planning and development decisions. • Review development proposals for compliance with resilience standards and building codes that reduce exposure to hazards.
Mitigation	• Incorporate hazard mitigation strategies into the City's Comprehensive Plan and Capital Improvement Program. • Support efforts to relocate or retrofit critical infrastructure or housing from high-risk areas. • Collaborate with Public Works and Neighborhood Development on resilient design standards and project prioritization.
Preparedness	• Maintain planning maps, risk assessments, and land use data to support emergency operations and decision-making. • Participate in exercises and planning sessions to align land use planning with emergency preparedness and continuity goals. • Coordinate with Emergency Management on pre-incident planning for temporary housing or relocation sites.
Response	• Provide GIS and land use expertise to the EOC to support damage assessments and resource allocation. • Assist in identifying temporary staging areas, shelter sites, or logistical support locations during incidents. • Advise the EOC and Incident Command on land use restrictions, zoning considerations, and development impacts during an event.
Recovery	• Support long-term recovery and redevelopment planning, ensuring that rebuilding efforts are resilient and equitable. • Participate in after-action reviews and integrate lessons learned into future land use planning. • Facilitate community input and engagement on recovery priorities and neighborhood redevelopment plans.

Supporting: Hampton Roads Sanitation District (HRSD)	
Phase	Roles and Responsibilities
Prevention	• Monitor and maintain sanitary sewer infrastructure to prevent failures or overflows during normal and extreme conditions. • Implement security measures and system controls to safeguard against intentional contamination or sabotage of wastewater systems. • Coordinate with Norfolk Public Utilities to identify vulnerabilities in the regional wastewater network.
Mitigation	• Invest in infrastructure upgrades and flood protection measures to reduce system vulnerabilities from sea level rise, storm surge, and heavy rainfall. • Support regional mitigation projects aimed at reducing inflow and infiltration and enhancing the resilience of treatment facilities and pump stations. • Collaborate with local and state partners on grant-funded projects that strengthen critical wastewater infrastructure.
Preparedness	• Maintain and routinely test emergency response plans, including backup power, bypass pumping, and overflow containment strategies. • Coordinate with the City of Norfolk to ensure interoperability of communication and reporting during incidents. • Participate in regional exercises and joint planning sessions to streamline coordination during major incidents.
Response	• Assess and report damage to HRSD systems and facilities, including treatment plants and major sewer lines. • Implement emergency response procedures to manage system overflows, protect public health, and ensure environmental compliance. • Coordinate with Norfolk Public Utilities, the EOC, and DEQ on emergency response actions and public messaging if service disruptions occur.
Recovery	• Restore wastewater treatment and transmission infrastructure to normal operations, including emergency repairs and system decontamination. • Support documentation of damages and repair costs for federal or state disaster assistance reimbursement. • Participate in after-action reviews and infrastructure resilience planning for future system improvements.

Supporting: Society of American Military Engineers (SAME)	
Phase	Roles and Responsibilities
Prevention	• Provide engineering expertise and guidance on best practices to prevent infrastructure failures and reduce vulnerability to hazards. • Share technical knowledge and innovations with local agencies to improve resilience of critical infrastructure. • Support outreach to public and private sector partners on infrastructure protection strategies.

Mitigation	• Collaborate with city, state, and federal partners on engineering solutions for hazard mitigation projects, including flood protection and structural retrofitting. • Participate in pre-disaster mitigation planning and infrastructure risk assessments. • Provide professional support in designing mitigation measures that promote long-term infrastructure resilience.
Preparedness	• Engage in planning workshops and exercises to enhance public-private coordination in emergency engineering support. • Maintain a network of engineers, contractors, and industry professionals that can be activated for technical support during emergencies. • Assist in training and education efforts related to emergency engineering response and infrastructure continuity.
Response	• Provide subject matter expertise to assist with damage assessments, infrastructure triage, and temporary engineering solutions. • Support the coordination of private sector engineering resources for immediate response missions if requested by the EOC or Incident Command. • Serve in an advisory capacity to assist with prioritization and technical review of emergency infrastructure actions.
Recovery	• Offer technical assistance and professional engineering services in support of long-term infrastructure restoration projects. • Collaborate with city officials and federal partners (e.g., USACE, FEMA) on rebuilding efforts and resiliency improvements. • Participate in post-incident evaluations to identify opportunities for engineering and design enhancements in future planning.

Supporting: Virginia Department of Military Affairs (DMA)	
Phase	Roles and Responsibilities
Prevention	• Coordinate with state and local partners to share intelligence and conduct threat assessments related to infrastructure security. • Support infrastructure vulnerability assessments of critical facilities through joint agency efforts or National Guard assets when activated. • Participate in statewide planning efforts to prevent disruptions to public infrastructure and lifeline services.
Mitigation	• Provide technical assistance and engineering input for hazard mitigation projects involving state or critical infrastructure. • Collaborate with other state agencies to identify mitigation measures that can be supported through state or federal programs. • Assist in planning and prioritization of resilient infrastructure projects on or near state-managed properties.
Preparedness	• Maintain readiness of military engineering assets, including heavy equipment and trained personnel, for rapid deployment during emergencies.

	• Participate in state and regional preparedness exercises that simulate infrastructure impacts and resource coordination. • Coordinate logistics and staging support with local jurisdictions in anticipation of potential infrastructure incidents.
Response	• When activated by the Governor, deploy National Guard engineering units to assist with emergency infrastructure support, debris clearance, and damage assessments. • Provide command and control support for large-scale operations involving temporary power, water purification, or route clearance. • Coordinate closely with the Virginia Emergency Operations Center and local EOCs to align missions with civilian response needs.
Recovery	• Support long-term recovery missions as requested, including infrastructure repair, logistical support, or technical expertise. • Assist in documenting military support efforts for after-action reporting and reimbursement coordination. • Participate in recovery coordination meetings and offer input into future infrastructure resilience strategies.

Supporting: FEMA	
Phase	Roles and Responsibilities
Prevention	• Support national efforts to assess and reduce risks to critical infrastructure through programs such as the Homeland Security Grant Program and Building Resilient Infrastructure and Communities (BRIC). • Promote implementation of hazard-resistant construction standards and infrastructure protection measures. • Collaborate with federal, state, and local partners to monitor potential threats that may impact public works systems.
Mitigation	• Administer and fund hazard mitigation programs that strengthen public infrastructure, reduce disaster risk, and enhance community resilience. • Provide technical assistance and guidance on resilient construction, floodproofing, and risk-reduction practices. • Support pre-disaster mitigation planning and alignment with local hazard mitigation plans.
Preparedness	• Develop guidance, training, and resources to assist state and local agencies in preparing for infrastructure-related impacts during emergencies. • Participate in planning efforts and exercises with state and local partners to test ESF #3 coordination and resource request procedures. • Pre-position response resources and infrastructure assessment teams as part of readiness efforts for large-scale events.
Response	• Activate and deploy FEMA personnel to support state and local governments with infrastructure damage assessments, mission scoping, and engineering technical assistance.

	• Coordinate with the U.S. Army Corps of Engineers (USACE), which leads federal ESF #3 operations, to provide direct support for debris removal, temporary emergency power, infrastructure stabilization, and technical engineering missions. • Support resource requests submitted through the state, ensure integration with federal coordination centers, and maintain situational awareness of infrastructure needs.
Recovery	• Administer Public Assistance (PA) funding to support the repair, restoration, and replacement of eligible public infrastructure and critical services. • Collaborate with local officials on long-term recovery plans, including infrastructure hardening and resilience-building. • Provide guidance on rebuilding to higher standards through programs like Hazard Mitigation Grant Program (HMGP) and Section 406 mitigation.

Supporting: U.S. Army Corp of Engineers	
Phase	Roles and Responsibilities
Prevention	• Conduct vulnerability and risk assessments of public infrastructure, including flood control systems, dams, and levees. • Provide technical assistance and engineering expertise to support infrastructure protection and security planning. • Support pre-incident inspections of critical facilities to identify potential failure points and recommend preventative measures.
Mitigation	• Design and implement structural mitigation projects such as levees, floodwalls, and shoreline stabilization to reduce disaster impacts. • Provide hydrologic and hydraulic modeling and technical assistance to inform floodplain management and resilient infrastructure design. • Support state and local governments with engineering solutions aligned with hazard mitigation grant programs.
Preparedness	• Participate in planning and training exercises to coordinate engineering response capabilities with FEMA, state, and local agencies. • Maintain deployable assets such as temporary emergency power teams, structural assessment teams, and debris removal experts. • Pre-position response resources and assess local capabilities to support rapid engineering mobilization following an incident.
Response	• Lead federal ESF #3 operations in coordination with FEMA, including debris management, infrastructure assessment, temporary power, and emergency public works support. • Deploy teams to assist with structural safety evaluations, temporary housing site assessments, and water infrastructure stabilization. • Provide technical engineering assistance for life-saving and life-sustaining missions, including flood response and critical infrastructure repairs.

Recovery	• Assist with the repair and reconstruction of public infrastructure, including temporary bridges, utilities, and public facilities. • Provide engineering support for long-term recovery planning, including hazard-resistant design and construction oversight. • Support FEMA Public Assistance programs by validating damage assessments and reviewing design and cost documentation for infrastructure projects.

SUPPORTING INFORMATION

Local / Agency Plans:

- City of Norfolk Emergency Operations Plan (EOP)
- Norfolk Floodplain Management Plan
- Norfolk Resilience Strategy / Resilient Norfolk Plan
- Norfolk Public Utilities Emergency Response Plans
- Department of Public Works Operations and Maintenance Plans
- Solid Waste Emergency Management Procedures

Regional Plans

- Hampton Roads Hazard Mitigation Plan (HRPDC)
- Hampton Roads Regional Debris Management Plan
- HRPDC Coastal Resilience Planning and Sea Level Rise Adaptation Strategy
- Hampton Roads Regional Catastrophic Planning Framework

AUTHORITIES AND REFERENCES

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)
- **Homeland Security Presidential Directive 5 (HSPD-5)**
- Homeland Security Presidential Directive 8 (HSPD-8)
- Presidential Policy Directive 21 (PPD-21): Critical Infrastructure Security and Resilience
- National Response Framework (NRF), ESF #3 Annex
- FEMA IS-803: ESF #3 – Public Works and Engineering Training Manual

RESOURCES

- CorpsMap National Inventory of Dams
- Hampton Roads Sanitation District (HRSD) Public GIS Viewer
- Hydrologic Engineering Center: Riverine Analysis System
- Hydrologic Engineering Center: Hydrologic Modeling System
- USGS WaterAlert
- Virginia Cross Connection Control Programs

- Weather Stations

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 3- Public Works and Engineering. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Notify Norfolk Emergency Management and department leadership of the incident and potential infrastructure impacts.		
	• Initiate internal communication protocols to alert key personnel, supervisors, and on-call teams.		
	• Begin rapid assessment of known or suspected infrastructure impacts (e.g., roadways, bridges, utilities).		
	• Establish situational awareness with supporting agencies, contractors, and field crews.		
Activation	• Assign department liaisons to the Norfolk Emergency Operations Center (EOC) or incident command as appropriate.		
	• Activate department emergency response plans, mutual aid agreements, and critical infrastructure checklists.		
	• Initiate tracking of deployed personnel, vehicles, and equipment using department systems.		
	• Establish internal and external communications channels (radio, email, phone, MS Teams) to maintain coordination.		
Response	• Conduct field-level damage assessments and report status updates to the EOC and incident command.		

	• Coordinate with Public Safety and other ESFs to prioritize debris clearance and infrastructure access.		
	• Provide frequent updates on operational status, road closures, and service disruptions through the Joint Information Center (JIC).		
	• Ensure field teams are equipped with reliable communications tools (radios, satellite phones, cellular devices).		
Recovery	• Document all infrastructure damages and recovery actions for FEMA Public Assistance and local reporting.		
	• Support coordinated messaging regarding restoration timelines, project updates, and public access.		
	• Maintain coordination with contractors, utility partners, and regional agencies during rebuilding efforts.		
	• Participate in recovery planning meetings and provide ongoing infrastructure status briefings.		
Ongoing Actions	• Review and revise department communication protocols and after-action reports based on incident performance.		
	• Continue sharing lessons learned and infrastructure improvement needs with city leadership and regional partners.		
	• Maintain readiness of communication systems, contact lists, and coordination procedures.		
	• Participate in citywide training and exercises to validate communications and coordination processes.		

EMERGENCY SUPPORT FUNCTION 4: FIREFIGHTING

Supporting Community Lifeline: **Safety and Security** - Law Enforcement/Security, **Fire Service**, Search and Rescue, Government Service, Community Safety

Primary Department	Norfolk Fire-Rescue
Supporting Departments	
External Supporting Agencies	Norfolk Airport Authority Fire Department
	Norfolk Naval Base Fire Department
	U.S. Coast Guard
	Virginia Department of Fire Programs
	Virginia Department of Forestry
	Department of Agriculture Forest Service

PURPOSE

Emergency Support Function (ESF) #4 – Firefighting establishes the framework for coordinating support and response efforts related to structural and wildland firefighting operations during emergencies and major incidents. This includes fire suppression, prevention, investigation, fireboat deployment, and support for related life safety missions within the City of Norfolk. ESF #4 ensures that Norfolk Fire-Rescue and its partners are prepared to effectively manage fire-related threats and hazards while maintaining public safety and protecting critical infrastructure.

SCOPE

ESF #4 encompasses all firefighting-related activities and support operations during an emergency, including but not limited to fire suppression, fire prevention inspections, fire investigations, and marine firefighting operations. It promotes an integrated, multi-agency approach that aligns with the National Incident Management System (NIMS) to detect, deter, and respond to fire threats that may impact people, property, and critical infrastructure in Norfolk. This ESF ensures coordination among primary and supporting agencies to manage firefighting missions and minimize the impact of incidents across neighborhoods, transportation systems, industrial areas, and waterfront assets.

SITUATION

The City of Norfolk faces a variety of hazards that may result in fire-related emergencies, including structural fires, wildland or brush fires, hazardous materials incidents, explosions, transportation accidents, and maritime incidents along the Elizabeth River and Chesapeake Bay. Norfolk's dense urban

environment, aging infrastructure, critical facilities, and busy port operations increase the complexity and scale of potential firefighting operations. In large-scale incidents, fire suppression efforts may be hindered by limited access, damaged infrastructure, hazardous conditions, or resource constraints.

Norfolk Fire-Rescue maintains trained personnel, specialized equipment, and marine firefighting capabilities to respond to these threats. During a major emergency or disaster, mutual aid and interagency coordination will be essential to ensure the continuity of fire protection and life safety operations. Coordination through the Norfolk Emergency Operations Center (EOC) will support integrated response efforts and facilitate the allocation of additional local, regional, and state resources as needed.

PLANNING ASSUMPTIONS

- Fires resulting from natural disasters, technological hazards, acts of terrorism, or human error may occur with little to no warning.
- Norfolk Fire-Rescue will serve as the lead agency for all firefighting operations and may be supported by local, regional, and state mutual aid resources when required.
- Simultaneous or widespread incidents may exceed local firefighting capabilities, necessitating coordination through the EOC for additional support.
- Access to incident sites may be limited due to debris, infrastructure damage, hazardous conditions, or disruptions to transportation routes.
- Firefighting operations may include marine-based response using fireboats, particularly in incidents impacting port facilities, waterfront infrastructure, or vessels.
- Communication and coordination among all ESF #4 partners will be critical to ensure situational awareness, prioritize resource deployment, and maintain firefighter safety.
- Supporting agencies will follow established ICS protocols and provide staff, equipment, or logistical support based on the needs of the incident.
- Requests for state or federal firefighting assistance will be made through the Virginia Emergency Operations Center if local and regional resources are insufficient.

CONCEPT OF OPERATIONS

Norfolk Fire-Rescue serves as the lead agency for ESF #4 and coordinates all firefighting support operations in accordance with the Incident Command System (ICS). Norfolk Emergency Management will support these operations by serving as the primary liaison to State, Local, Tribal, and Federal agencies, as well as private and non-profit partners. The Emergency Operations Center (EOC) will facilitate situational awareness, resource coordination, and strategic planning when local firefighting capabilities are stressed or exceeded.

The Incident Commander (IC) will determine operational priorities and resource needs based on the incident's scope and complexity. All agencies supporting ESF #4 are expected to provide liaison

personnel, communications support, and operational assistance at the command post or EOC, as appropriate. If additional resources are required beyond the city's capabilities, the IC or EOC will coordinate mutual aid requests through the Virginia Emergency Operations Center and, if necessary, request federal assistance under the Stafford Act. All actions will align with Homeland Security Presidential Directive 21 (HSPD-21), Presidential Policy Directive 21 (PPD-21), and other applicable authorities to enhance response efficiency and infrastructure resilience.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Promote and participate in fire safety education, training, and public outreach to reduce fire risks within their jurisdictions or operational areas. • Support the enforcement of fire codes and safety regulations through inspections, compliance reviews, or advocacy. • Identify and report potential fire hazards in facilities, infrastructure, or operations under their control or observation.
Mitigation	• Incorporate fire risk reduction strategies into organizational plans, infrastructure designs, and routine operations. • Collaborate with Norfolk Fire-Rescue and Emergency Management to assess fire vulnerabilities and implement protective measures. • Implement and maintain fire protection systems (e.g., alarms, sprinklers, defensible space) in critical facilities to minimize damage and operational disruption.
Preparedness	• Develop and maintain emergency procedures and continuity plans that address fire-related risks and support coordinated response efforts. • Participate in fire-related training, tabletop exercises, and interagency drills to improve operational readiness and interoperability. • Ensure availability and readiness of staff, equipment, and communications tools to support ESF #4 missions when activated.
Response	• Coordinate with the Norfolk Emergency Operations Center and Incident Command to provide support personnel, equipment, or specialized capabilities as needed. • Provide real-time information, situational updates, and logistical support to firefighting operations when requested. • Maintain internal communications and situational awareness to ensure continuity of operations during fire-related emergencies.
Recovery	• Assist with post-incident damage assessments, reporting, and support to affected facilities or infrastructure. • Participate in after-action reviews, share lessons learned, and help revise response plans to improve future performance.

	• Restore essential services and resume normal operations as quickly and safely as possible while supporting long-term recovery needs.

Primary: Norfolk Fire-Rescue	
Phase	Roles and Responsibilities
Prevention	• Conduct fire code enforcement and routine inspections of high-risk structures and critical infrastructure. • Investigate fire-related incidents to identify causes and recommend prevention strategies. • Engage in public education campaigns to reduce human-caused fires and promote fire safety awareness.
Mitigation	• Assess and reduce fire risks in vulnerable neighborhoods, industrial zones, and waterfront areas through hazard analysis and planning. • Collaborate with planning and zoning officials to ensure building codes and land use practices reduce fire risk. • Recommend and implement structural or operational improvements to enhance fire suppression effectiveness (e.g., hydrant placement, water supply upgrades).
Preparedness	• Train personnel in structural, marine, and wildland firefighting operations, including interagency and mutual aid drills. • Maintain and test firefighting equipment, apparatus, communications tools, and fireboat readiness. • Develop and update firefighting response plans, pre-incident plans, and coordinate with regional partners through mutual aid agreements.
Response	• Serve as lead agency for incident command in fire-related emergencies and coordinate tactical operations across response units. • Deploy fire suppression resources to protect life, property, and critical infrastructure, including land-based and marine operations. • Liaise with the Norfolk EOC for situational updates, mutual aid coordination, and resource requests.
Recovery	• Support post-incident investigations to determine origin, cause, and contributing factors of fires. • Assist in damage assessments related to fire impacts and support building re-entry clearance in coordination with City departments. • Conduct post-incident analysis to identify lessons learned, update operational plans, and participate in after-action reviews.

Supporting: Norfolk Airport Authority Fire Department	
Phase	Roles and Responsibilities

Prevention	• Conduct routine fire safety inspections and code enforcement at Norfolk International Airport facilities, including terminals, hangars, and fuel storage areas. • Identify and monitor high-risk areas related to aviation operations, hazardous materials, and fuel handling. • Collaborate with airport operations and tenants to implement fire prevention strategies and ensure compliance with FAA fire safety regulations.
Mitigation	• Develop and maintain airport-specific fire risk assessments and implement measures to reduce potential fire hazards in high-traffic and restricted areas. • Recommend infrastructure upgrades (e.g., suppression systems, fire-resistant materials) to mitigate fire risks in critical aviation zones. • Participate in interagency planning to reduce vulnerabilities in airport operations that may impact regional emergency response efforts.
Preparedness	• Train and certify airport fire personnel in Aircraft Rescue and Firefighting (ARFF) techniques per FAA standards. • Conduct joint exercises with Norfolk Fire-Rescue, TSA, mutual aid partners, and airport stakeholders to prepare for aviation-related fire emergencies. • Maintain specialized firefighting equipment, including crash trucks, foam systems, and rapid response units.
Response	• Serve as initial incident command for all fire-related incidents on airport property, including aircraft emergencies, structural fires, and fuel-related incidents. • Coordinate with Norfolk Fire-Rescue and the EOC for mutual aid, additional resources, and incident support as required. • Execute evacuation procedures, passenger triage, and hazard containment during fire-related emergencies at the airport.
Recovery	• Support post-incident investigations in coordination with the FAA, NTSB, and Norfolk Fire Marshal as applicable. • Assist in damage assessments for airport infrastructure and ensure safe resumption of airport operations. • Participate in debriefings and after-action reviews to evaluate response effectiveness and identify improvements to airport fire safety protocols.

Supporting: Norfolk Naval Base Fire Department	
Phase	Roles and Responsibilities
Prevention	• Conduct fire code compliance inspections and hazard assessments across naval base facilities, vessels, and industrial areas. • Coordinate with base commanders and tenant commands to implement fire prevention measures and promote a culture of fire safety. • Participate in joint planning with local fire departments to address off-base risks posed by naval operations (e.g., fuel transport, ammunition storage).

Mitigation	• Evaluate and improve fire suppression systems aboard vessels, in hangars, and within munitions or fuel storage areas to minimize fire risks. • Collaborate with Norfolk Fire-Rescue to identify and address potential off-installation impacts of base fire-related hazards. • Maintain and enforce protocols for reducing flammable materials and ignition sources in sensitive or mission-critical areas.
Preparedness	• Conduct regular training and readiness drills, including shipboard firefighting, HAZMAT response, and mass casualty scenarios. • Maintain specialized firefighting apparatus for aircraft, structural, and shipboard fires, ensuring compatibility with mutual aid systems. • Participate in interagency exercises with Norfolk Fire-Rescue, the EOC, and regional partners to strengthen coordination and communication.
Response	• Serve as lead for fire incidents occurring within Naval Station Norfolk boundaries, coordinating with City of Norfolk and mutual aid resources as necessary. • Provide specialized firefighting capabilities for shipboard, aircraft, and fuel-related fires, and support joint maritime response operations. • Communicate operational status and resource availability to Norfolk Emergency Management and participate in unified command as needed.
Recovery	• Support post-incident decontamination, salvage operations, and fire investigations in coordination with federal and local authorities. • Restore base firefighting readiness and assist in damage assessments of impacted infrastructure or naval assets. • Participate in after-action reviews with local, state, and federal partners to improve integrated response and recovery procedures.

Supporting: U.S. Coast Guard	
Phase	Roles and Responsibilities
Prevention	• Enforce maritime fire safety regulations on commercial vessels, port facilities, and waterfront operations under U.S. Coast Guard jurisdiction. • Conduct vessel inspections and audits of shipboard fire suppression systems to ensure compliance with federal maritime safety standards. • Promote public and industry awareness of fire risks through safety advisories and outreach to commercial maritime stakeholders.
Mitigation	• Collaborate with port partners, Norfolk Fire-Rescue, and the Virginia Port Authority to assess and address vulnerabilities in port and vessel fire response capabilities. • Support fire risk reduction strategies for marine terminals, fuel handling areas, and high-risk cargo vessels. • Maintain and share pre-incident plans and threat assessments for critical marine infrastructure with local emergency management and firefighting agencies.

Preparedness	• Conduct joint training and marine firefighting exercises with Norfolk Fire-Rescue and regional partners to ensure coordinated response on waterways. • Maintain specialized assets, such as firefighting-capable boats and trained response crews, for maritime incidents. • Participate in Area Maritime Security Committee (AMSC) planning to prepare for fire and hazardous material events involving port infrastructure or vessels.
Response	• Serve as the lead federal agency for firefighting operations in navigable waterways and on vessels in coordination with Norfolk Fire-Rescue and port authorities. • Coordinate vessel traffic control and establish safety zones during firefighting operations affecting shipping lanes or marine terminals. • Provide aerial and marine situational awareness, support search and rescue operations, and facilitate interagency resource sharing during fire-related incidents on the water.
Recovery	• Support marine casualty investigations in coordination with the National Transportation Safety Board (NTSB) and Norfolk authorities. • Assist with pollution response and debris clearance following maritime fire incidents to restore navigability and environmental safety. • Contribute to after-action reviews and update port-wide incident response plans based on lessons learned.

Supporting: Virginia Department of Fire Programs	
Phase	Roles and Responsibilities
Prevention	• Develop and promote statewide fire prevention policies, public education initiatives, and outreach campaigns aimed at reducing fire incidents across communities. • Support the adoption and enforcement of uniform fire codes and standards in coordination with local jurisdictions like Norfolk. • Analyze statewide fire incident data to identify trends and recommend prevention strategies at the local and regional levels.
Mitigation	• Provide technical assistance to localities in identifying and addressing fire risks, including planning support for critical infrastructure and high-risk facilities. • Support local efforts to incorporate fire mitigation strategies into hazard mitigation plans. • Facilitate the sharing of best practices and grant opportunities to reduce vulnerabilities related to fire hazards.
Preparedness	• Deliver certified training and professional development programs to Norfolk Fire-Rescue and other local departments through the Virginia Fire Services Training system. • Administer the Fire Services Grant Program to help local departments acquire necessary equipment and improve operational readiness.

	• Support regional and statewide firefighting exercises, ensuring consistency with national standards and coordination with mutual aid systems.
Response	• Serve as a coordinating agency for deploying firefighting resources through the Virginia Emergency Operations Center (VEOC) when local capabilities are exceeded. • Maintain situational awareness of statewide fire service resource availability and facilitate mutual aid coordination among localities. • Deploy Incident Management Teams or technical experts to assist local jurisdictions with complex or large-scale firefighting operations.
Recovery	• Support post-incident analysis and provide guidance for preparing after-action reports and improvement plans. • Assist jurisdictions in identifying recovery resources, grants, and rebuilding support for damaged fire service infrastructure. • Evaluate training, equipment, and response gaps identified during incidents to inform future preparedness and funding priorities statewide.

Supporting: Virginia Department of Forestry	
Phase	Roles and Responsibilities
Prevention	• Enforce regulations and issue burn permits to reduce the risk of wildland and brush fires in forested or undeveloped areas near urban zones. • Conduct public education and outreach campaigns to promote fire-safe practices and reduce human-caused wildfires across the Commonwealth. • Support fire hazard reduction by managing fuel loads through prescribed burns and vegetation management, including areas adjacent to Norfolk city limits.
Mitigation	• Conduct wildfire risk assessments and provide technical assistance to local jurisdictions, including Norfolk, for land use and vegetation planning. • Collaborate with communities to develop Community Wildfire Protection Plans (CWPPs) and recommend mitigation strategies in the wildland-urban interface (WUI). • Promote the Firewise USA® program to help neighborhoods reduce wildfire risks through land management and defensible space planning.
Preparedness	• Train and equip wildfire response personnel and ensure interoperability with local fire departments, including Norfolk Fire-Rescue, during wildland fire incidents. • Maintain and deploy wildfire suppression resources and personnel, including bulldozers, fire engines, and hand crews, as part of statewide response planning. • Participate in joint exercises with local and regional fire agencies to ensure coordination in areas where forested land intersects with developed property.

Response	• Serve as the lead state agency for wildfire response and suppression on state and private forest lands, coordinating with local fire departments as needed. • Provide direct operational support, technical expertise, and specialized equipment during brush or forest fires that threaten urban and suburban areas. • Assist with aerial observation, mapping, and situational awareness for wildland fire incidents in coordination with emergency operations centers.
Recovery	• Conduct post-fire damage assessments and soil rehabilitation planning to reduce erosion, runoff, and long-term environmental impacts in burned areas. • Support reforestation and land recovery efforts in cooperation with local jurisdictions and property owners. • Participate in after-action reviews and contribute to improving statewide wildfire response and mitigation strategies.

Supporting: Department of Agriculture, Forest Service	
Phase	Roles and Responsibilities
Prevention	• Develop and promote national wildfire prevention policies and public education campaigns, such as “Smokey Bear,” to reduce human-caused fires. • Provide fire behavior research, modeling tools, and data analysis to assist in identifying wildfire risks across the country, including urban-wildland interfaces. • Partner with state and local agencies to support fuel management strategies and fire-adapted community planning.
Mitigation	• Support the implementation of vegetation management, prescribed fire, and hazardous fuel reduction projects in fire-prone areas across the region. • Assist in developing mitigation plans that integrate wildfire risk into land use planning and critical infrastructure protection. • Provide grants and technical expertise to state and local agencies to implement long-term wildfire risk reduction initiatives.
Preparedness	• Train and deploy wildland fire crews, air assets, and incident management teams as part of a national firefighting force. • Maintain firefighting equipment, aircraft, and logistical support capabilities that can be activated to support state and local wildfire suppression. • Collaborate with the National Interagency Fire Center (NIFC) and regional partners to monitor fire weather conditions and coordinate national-level response posture.
Response	• Serve as the lead federal agency for large-scale wildland fire suppression on federal lands and support state/local operations under ESF #4 as requested through the National Response Framework.

	• Deploy Incident Management Teams, hotshot crews, smokejumpers, air tankers, and helicopters to support firefighting operations when local and state resources are overwhelmed. • Support unified command operations by integrating with ICS/NIMS structures and coordinating resource deployment through the Virginia Emergency Operations Center or other regional coordination entities.
Recovery	• Assist with post-wildfire impact assessments, including soil erosion, water quality degradation, and forest health monitoring. • Support long-term ecological recovery and reforestation efforts on public and private lands affected by wildfires. • Contribute to after-action reviews, performance evaluations, and improvement plans for federal wildfire response and interagency coordination efforts.

SUPPORTING INFORMATION

Local / Agency Plans:

- Local Emergency Planning Committee (LEPC) Charter

Regional Plans

- Norfolk Airport Authority Emergency Plan
- All-Hazard Emergency Management Plan (Navy)

AUTHORITIES AND REFERENCES

- City of Norfolk Code of Ordinances – Chapter 17.1: Fire-Rescue
- Virginia Department of Fire Programs – Strategic Plan 2024
- Emergency Support Function #4 – Firefighting Annex (FEMA)

RESOURCES

- Public Education & Life Safety Programs
- Fire Department Resources
- Wildland Fire Management

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 4 - Firefighting. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or

event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Notify Norfolk Fire-Rescue command staff and on-call leadership of the incident and initiate internal alerting protocols.		
	• Coordinate with the Norfolk Emergency Operations Center (EOC) to verify activation level and establish initial communications.		
	• Establish communications with first-arriving units to confirm incident size-up and determine if additional resources are needed.		
	• Share initial incident information with partner agencies (e.g., Norfolk Police, NAA Fire, Coast Guard) and dispatch as appropriate.		
Activation	• Activate internal department operations center (DOC) or staging areas as needed and ensure communications equipment is fully operational.		
	• Assign a communications liaison to coordinate with the EOC's Communications Unit (ESF #2) and ensure fireground interoperability.		
	• Ensure reliable radio, cellular, and backup communication channels are in place for responders in the field.		
	• Disseminate situational updates to primary and supporting agencies and maintain contact with mutual aid partners.		
Response	• Maintain regular communications with the EOC and field Incident Command for operational updates, resource tracking, and coordination.		
	• Ensure public information is coordinated with the Joint Information Center (JIC),		

	including fire-related evacuation guidance or hazard alerts.		
	• Monitor and maintain redundant communications (e.g., portable radios, satellite phones) to ensure continuity in degraded conditions.		
	• Document and relay critical response information, such as deployment status, personnel safety, and fire containment progress.		
Recovery	• Communicate demobilization plans to field personnel, mutual aid teams, and partner agencies.		
	• Share recovery needs and incident impact assessments with the EOC to support public assistance and damage reporting efforts.		
	• Coordinate with ESF #15 (External Affairs) for public messaging on incident resolution, recovery resources, and community safety updates.		
	• Participate in post-incident briefings to review communications successes, failures, and needed improvements.		
Ongoing Actions	• Regularly test and maintain all communications systems used for firefighting and emergency response operations.		
	• Update contact lists for command staff, mutual aid partners, regional fire departments, and support agencies.		
	• Revise fire communication protocols and procedures based on after-action reviews and changes to local plans.		
	• Train personnel on use of backup communications systems and ensure they are familiar with EOC communications protocols.		

EMERGENCY SUPPORT FUNCTION 5: INFORMATION AND PLANNING

Primary Department	Emergency Management
Supporting Departments	Team Norfolk Departments
External Supporting Agencies	Virginia Department of Emergency Management (VDEM)
	U.S. Department of Homeland Security (DHS)
	Federal Emergency Management Agency (FEMA)

PURPOSE

The purpose of Emergency Support Function (ESF) #5 – Information and Planning is to support the overall coordination of incident management activities for the City of Norfolk by providing centralized emergency management functions. ESF #5 ensures the timely collection, analysis, and dissemination of critical situational information to guide decision-making during preparedness, response, and recovery operations. This function supports the activation and operation of the Emergency Operations Center (EOC), facilitates the development of Incident Action Plans (IAPs), tracks resources, and maintains a common operating picture across city departments and partner agencies. ESF #5 integrates closely with all other ESFs to promote unity of effort, prioritize objectives, and provide planning and documentation support throughout the duration of an emergency.

SCOPE

ESF #5 – Information and Planning encompasses the coordination of emergency management activities across all phases of an incident within the City of Norfolk. It includes the activation and staffing of the Emergency Operations Center (EOC), maintenance of situational awareness, development of Incident Action Plans (IAPs), and support for strategic and operational decision-making. This ESF is responsible for collecting, analyzing, and sharing critical information among city departments, regional partners, and state and federal agencies. ESF #5 also manages resource tracking, maintains status boards and essential documentation, supports planning meetings, and ensures accurate recordkeeping throughout an event. It serves as the backbone of operational coordination and supports the continuity of government and continuity of operations efforts as required.

SITUATION

The City of Norfolk is vulnerable to a variety of natural and human-caused hazards, including hurricanes, flooding, severe weather, public health emergencies, hazardous materials incidents, and acts of terrorism. Any of these incidents could disrupt normal operations and require a coordinated multi-agency response. During such events, timely and accurate information is critical for decision-making and resource coordination. The Emergency Operations Center (EOC) may be activated to support centralized management of the response and recovery operations. ESF #5 will serve as the

lead for gathering situational data, maintaining a common operating picture, and supporting response planning and documentation.

PLANNING ASSUMPTIONS

- Incidents may occur with little or no warning and escalate rapidly, requiring immediate coordination and information-sharing across city departments and partner agencies.
- Accurate and timely information may be limited or delayed in the early stages of an incident, requiring active information collection and verification by ESF #5 staff.
- The City of Norfolk's EOC will serve as the central coordination point for response activities, where ESF #5 will facilitate operational planning and support decision-making.
- All departments will provide timely updates, reports, and resource status to support situational awareness and planning efforts.
- Technology systems used for data collection and communication (e.g., HSIN, WebEOC, GIS, mass notification) may be disrupted, requiring alternate procedures or redundant systems.
- Coordination with regional, state, and federal partners may be necessary to support resource requests and share situational intelligence.

CONCEPT OF OPERATIONS

Emergency Support Function (ESF) #5 – Information and Planning is activated at the onset of an incident or potential incident that requires a coordinated citywide response. The City of Norfolk's Department of Emergency Management serves as the primary agency for ESF #5 and is responsible for staffing and managing the Emergency Operations Center (EOC) to ensure effective situational awareness and decision support.

Upon activation, ESF #5 facilitates the collection, validation, and analysis of operational data to develop a Common Operating Picture (COP). This information supports the Incident Command structure, informs city leadership, and enables coordination with regional, state, and federal partners. ESF #5 oversees the development of Incident Action Plans (IAPs), situation reports, and briefing materials used to guide strategic and tactical operations.

Planning personnel are assigned to functional units within the EOC to collaborate with other ESFs, support operational briefings, manage resource tracking, and maintain incident documentation. Throughout the event lifecycle, ESF #5 ensures continuity of operations through information sharing, redundant communications systems, and adherence to the National Incident Management System (NIMS) principles.

During the recovery phase, ESF #5 continues to provide planning support, assist with documenting response actions and expenditures, facilitate after-action reviews, and support long-term recovery planning and coordination.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Share relevant threat intelligence or situational concerns with Norfolk Emergency Management in a timely manner. • Participate in interagency briefings, planning sessions, and preparedness discussions. • Ensure internal policies support proactive communication and collaboration during early warning stages.
Mitigation	• Provide data to support citywide risk assessments and mitigation planning (e.g., asset locations, service gaps). • Integrate risk-reduction strategies into departmental procedures and capital planning efforts. • Collaborate with Emergency Management to review and update mitigation priorities and hazard profiles.
Preparedness	• Maintain current emergency operations and continuity plans that align with citywide planning frameworks. • Designate EOC representatives and ensure they are trained in ICS, EOC operations, and WebEOC. • Participate in citywide emergency exercises and contribute to planning and scenario development.
Response	• Provide timely and accurate situational updates to ESF #5 via WebEOC, reports, or direct liaison. • Assign staff to the EOC or virtual coordination platforms to support planning and coordination. • Assist in the development and review of Incident Action Plans and other operational documents.
Recovery	• Support the collection of damage assessments, cost tracking, and service restoration information. • Participate in after-action reviews and share lessons learned for planning improvement. • Update internal plans and support long-term recovery coordination with Emergency Management.

Primary: Norfolk Emergency Management	
Phase	Universal Roles and Responsibilities
Prevention	• Monitor potential threats and hazards through local, regional, and federal intelligence channels. • Participate in fusion center briefings and regional coordination meetings to maintain awareness of emerging risks.

	• Maintain information-sharing protocols with public safety, transportation, public health, and other critical sectors.
Mitigation	• Analyze historical incident data to identify vulnerabilities and inform hazard mitigation planning. • Support city departments in integrating risk-reduction strategies into continuity and emergency plans. • Coordinate updates to the City's Emergency Operations Plan (EOP) and Continuity of Operations Plans (COOP) based on lessons learned.
Preparedness	• Develop and maintain EOC procedures, staffing plans, and job aids for information and planning functions. • Conduct regular training and exercises to test information management, situational awareness, and planning capabilities. • Maintain and update situational reporting systems (e.g., HSIN, WebEOC, GIS dashboards) and resource tracking tools.
Response	• Activate and manage the EOC to support multi-agency coordination and maintain the Common Operating Picture. • Collect, analyze, and disseminate incident-related information and intelligence. • Lead the development and distribution of Incident Action Plans (IAPs), situation reports, and operational briefings.
Recovery	• Support long-term recovery planning through continued coordination, documentation, and situational updates. • Facilitate after-action reviews and contribute to improvement planning. • Archive incident data, IAPs, and reports for compliance, reimbursement, and historical analysis.

Supporting: Team Norfolk	
Phase	Roles and Responsibilities
Prevention	• Share threat and vulnerability information with Emergency Management to support risk assessments. • Coordinate with Emergency Management to integrate risk intelligence into departmental operations. • Participate in interagency meetings and briefings to maintain a unified awareness of potential threats.
Mitigation	• Identify and report operational and infrastructure vulnerabilities relevant to emergency planning. • Incorporate mitigation measures into departmental planning and operations. • Contribute departmental data to support citywide hazard mitigation and resilience planning efforts.
Preparedness	• Maintain current emergency operations and continuity plans aligned with city and regional frameworks.

	• Designate personnel for EOC support roles and ensure staff are trained in ICS and EOC operations. • Participate in drills, exercises, and planning workshops coordinated by Emergency Management.
Response	• Provide departmental representatives to the EOC to support real-time planning and coordination. • Submit situational updates, damage reports, and resource needs to ESF #5 for inclusion in the Common Operating Picture. • Support the development of Incident Action Plans and operational briefings with accurate departmental input.
Recovery	• Assist in compiling recovery data, including impact assessments, cost documentation, and service restoration timelines. • Participate in after-action reviews and provide feedback on planning and information-sharing processes. • Update departmental plans and procedures based on lessons learned during response and recovery efforts.

Supporting: Virginia Department of Emergency Management	
Phase	Roles and Responsibilities
Prevention	• Provide threat monitoring and intelligence coordination to local jurisdictions through regional liaisons and the Virginia Fusion Center. • Share state-level risk analysis and assessments with local emergency management agencies. • Collaborate with Norfolk Emergency Management to align prevention strategies with regional and state initiatives.
Mitigation	• Support local hazard mitigation planning by providing data, tools, and technical guidance. • Coordinate the State Hazard Mitigation Plan with local plans to reduce vulnerabilities in Norfolk. • Assist with grant opportunities that support planning and mitigation investments
Preparedness	• Offer planning templates, training opportunities, and technical assistance to enhance local preparedness and planning efforts. • Ensure integration of Norfolk's plans with regional and state emergency management frameworks. • Facilitate participation in statewide training, exercises, and planning initiatives.
Response	• Deploy Regional Support Team (RST) or Field Support Officers (FSOs) to assist Norfolk's EOC during significant incidents. • Coordinate requests for state resources and support submitted through Norfolk's EOC or WebEOC.

	• Share situational awareness updates from the Virginia EOC and ensure alignment between state and local response operations.
Recovery	• Support local damage assessment and recovery planning efforts, including coordination with FEMA. • Provide technical assistance on recovery documentation, reimbursement processes, and long-term recovery planning. • Assist with after-action reporting and facilitate state-level improvement planning with local input.

Supporting: Department of Homeland Security	
Phase	Roles and Responsibilities
Prevention	• Provide threat intelligence and situational updates to state and local partners through the Homeland Security Intelligence Enterprise and Fusion Centers. • Coordinate with Norfolk Emergency Management and law enforcement to share information on emerging threats and suspicious activities. • Support local prevention efforts through programs like the DHS Protective Security Advisor (PSA) Program and Infrastructure Protection assessments.
Mitigation	• Offer technical assistance and risk assessment tools to support infrastructure resilience and critical facility protection in Norfolk. • Support mitigation grant programs and initiatives to reduce vulnerabilities in high-risk communities. • Collaborate with federal partners to integrate local mitigation efforts into national resilience strategies.
Preparedness	• Provide planning guidance, policy frameworks, and best practices to strengthen local and regional emergency planning. • Deliver training, exercise support, and planning tools through FEMA and other DHS components. • Coordinate preparedness efforts under the National Response Framework (NRF) and National Preparedness Goal (NPG).
Response	• Deploy federal liaison officers and technical experts to support Norfolk during major incidents or at the request of the Commonwealth of Virginia. • Coordinate multi-agency information sharing through the DHS National Operations Center (NOC). • Provide geospatial and analytic support to enhance Norfolk's situational awareness and decision-making capabilities.
Recovery	• Support post-incident assessments, including infrastructure impacts, community needs, and continuity planning. • Provide access to federal recovery programs and funding through FEMA and other DHS components. • Assist with documentation, performance analysis, and integration of recovery data into planning for future incidents.

Supporting: Federal Emergency Management Agency	
Phase	Roles and Responsibilities
Prevention	• Share national-level threat assessments, risk analyses, and incident trends with state and local emergency management partners. • Support intelligence integration and threat monitoring through coordination with DHS and the National Response Coordination Center (NRCC). • Promote pre-incident planning and information-sharing initiatives that reduce vulnerabilities to terrorism and other threats.
Mitigation	• Provide technical assistance and funding support for hazard mitigation planning and projects through programs such as the Hazard Mitigation Grant Program (HMGP) and Building Resilient Infrastructure and Communities (BRIC). • Maintain national-level hazard and risk data used to inform local and regional planning efforts. • Assist with the integration of mitigation strategies into local Emergency Operations Plans and COOP frameworks.
Preparedness	• Offer planning guidance, training, and tools to support Norfolk's all-hazards planning efforts, including development of Emergency Operations Plans (EOPs), Continuity of Operations (COOP) Plans, and Incident Action Planning. • Provide access to preparedness grants such as EMPG and UASI to build planning and information-sharing capacity. • Conduct exercises and readiness assessments that enhance intergovernmental coordination and planning.
Response	• Deploy Incident Management Assistance Teams (IMAT) and FEMA liaisons to support Norfolk and the Commonwealth during major incidents. • Coordinate federal resources and support through the Regional Response Coordination Center (RRCC) and the National Response Coordination Center (NRCC). • Assist in developing and aligning local, state, and federal Incident Action Plans and situational reports.
Recovery	• Provide guidance and technical assistance for recovery planning and documentation, including Public Assistance (PA) and Individual Assistance (IA) programs. • Support Norfolk's long-term recovery planning efforts through the National Disaster Recovery Framework (NDRF) and Recovery Support Functions (RSFs). • Facilitate after-action reporting and improvement planning, incorporating lessons learned into national preparedness strategies.

SUPPORTING INFORMATION

Local / Agency Plans:

- City of Norfolk Emergency Operations Plan

Regional Plans

- Hazard Mitigation Plan
- Hampton Roads Regional Catastrophic Planning Initiative Documents
- Urban Area Security Initiative (UASI) Regional Response Plans

AUTHORITIES AND REFERENCES

- City of Norfolk Code of Ordinances – Emergency Management Provisions
- Code of Virginia – § 44-146.19
- Virginia Emergency Services and Disaster Law of 2000
- Homeland Security Presidential Directive 5 (HSPD-5)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act

RESOURCES

- FEMA Preparedness Toolkit

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 5 - Information and Planning. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Establish contact with all ESF #5 partners and activate the Planning Section within the EOC.		
	• Distribute initial situation report templates and request updates from departments and partners.		

	• Activate HSIN and ensure situational boards are functional and accessible to all stakeholders.		
	• Initiate the development of a Common Operating Picture (COP) using verified information from internal and external sources.		
Activation	• Assign Planning Section staff to operational roles (e.g., Situation Unit, Resource Unit, Documentation Unit).		
	• Conduct initial EOC briefing and provide operational objectives and planning priorities.		
	• Distribute contact lists, EOC organizational chart, and reporting timelines to all ESFs and agency reps.		
	• Coordinate with Communications and IT to ensure backup systems (radios, phones, Starlink, etc.) are operational.		
Response	• Collect and consolidate situation reports, damage assessments, and departmental updates for IAPs.		
	• Develop and distribute the Incident Action Plan (IAP) for each operational period.		
	• Facilitate planning meetings and operational briefings with city leadership and ESF leads.		
	• Maintain and update the Common Operating Picture in real time, sharing key information with state and regional partners.		
Recovery	• Support the transition to recovery operations and develop a Recovery Action Plan if needed.		
	• Ensure continued communication with departments on service restoration and resource needs.		
	• Document response actions, planning decisions, and cost-tracking data to support reimbursement.		

	• Coordinate with FEMA, VDEM, and city departments on recovery reporting and strategy alignment.		
Ongoing Actions	• Maintain planning templates, contact lists, and situational reporting tools in readiness for future use.		
	• Conduct after-action reviews and improvement planning sessions with ESF partners.		
	• Archive all planning documents (IAPs, situation reports, maps, etc.) for historical and compliance purposes.		
	• Provide training and refresher sessions for EOC Planning Section staff and departmental liaisons.		

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

Supporting Community Lifeline: **Food, Hydration, Shelter** - Food, Hydration, Shelter, Agriculture

Primary Department	Norfolk Department of Human Services
Supporting Departments	Norfolk CERT
	Norfolk Community Services Board (CSB)
	Norfolk Department of Public Health
	Norfolk Public Schools
External Supporting Agencies	American Red Cross
	Amerigroup
	Endependence Center
	Voluntary Organizations Active in Disaster (VOAD)
	Virginia Department of Social Services (VDSS)

PURPOSE

Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services – coordinates the delivery of essential human services during and after an emergency or disaster. This includes supporting sheltering operations, feeding, family reunification, housing, and other essential services for impacted populations. In the City of Norfolk, ESF #6 ensures that the needs of residents and visitors displaced or otherwise affected by an emergency are met through a collaborative, coordinated effort across city departments and partner organizations.

SCOPE

ESF #6 encompasses the coordination of services that address the basic needs of individuals and families affected by an incident. This includes the following core functions:

- Mass care services (sheltering, feeding, distribution of emergency supplies)
- Emergency assistance (registration and tracking, family reunification, functional needs support services)
- Disaster housing (short- and long-term sheltering and housing solutions)
- Human services (crisis counseling, disaster case management, and support for unmet needs)

These services are implemented with attention to Norfolk's vulnerable populations, including individuals with access and functional needs, and with a focus on whole community inclusion.

SITUATION

The City of Norfolk is vulnerable to a range of hazards, including hurricanes, coastal and urban flooding, winter storms, public health emergencies, and other incidents that may result in the displacement of residents and disruption of essential services. These events can create immediate and long-term human service needs, including shelter, food, water, clothing, reunification, behavioral health services, and temporary housing.

Norfolk's coastal geography and dense urban environment increase the potential for widespread impact, especially among vulnerable populations such as the elderly, individuals with access and functional needs, low-income households, and those experiencing homelessness. Large-scale evacuations may also bring non-residents into Norfolk in need of assistance, particularly from neighboring localities in Hampton Roads.

The city has identified multiple primary and secondary shelter locations in collaboration with Norfolk Public Schools and the American Red Cross. Shelter operations, family assistance, and housing support will require sustained coordination with local and regional partners, including non-profits, faith-based organizations, and volunteer groups.

PLANNING ASSUMPTIONS

- A significant incident may result in the displacement of large numbers of residents, necessitating shelter, food, water, clothing, and other essential services.
- Some individuals and families may require support services for extended periods, including temporary housing and disaster case management.
- Individuals with access and functional needs will require specialized services and accommodation in the general population shelters.
- A percentage of the population may be unwilling to evacuate or seek shelter due to pets, cultural reasons, medical needs, or distrust of government services.
- Mutual aid, volunteer organizations, and non-profit partners will be critical to meeting the demand for human services during a large-scale emergency.
- Local resources may be quickly overwhelmed, requiring coordination with the Virginia Department of Emergency Management (VDEM), FEMA, and other external partners.
- Communication systems may be disrupted, requiring alternative methods to reach impacted populations and coordinate services.
- Sheltering and feeding operations must comply with public health guidance, especially during infectious disease outbreaks.
- Coordination with law enforcement may be necessary for security at shelters or during large-scale evacuations.

CONCEPT OF OPERATIONS

The Norfolk Department of Human Services (NDHS) serves as the lead agency for ESF #6 operations, in coordination with Norfolk Emergency Management and other city departments, including Norfolk Public Health, Norfolk Public Schools, and the Department of Neighborhood Services.

During an activation of the Emergency Operations Center (EOC), NDHS coordinates sheltering, feeding, and disaster assistance operations. NDHS will operate within the Incident Command System (ICS) and will deploy personnel to the EOC and relevant field locations as needed.

Key operational components include:

- Sheltering: In partnership with the American Red Cross and Norfolk Public Schools, pre-designated shelters will be activated as needed. Functional Needs Support Services (FNSS) and medical screening will be coordinated with the Norfolk Health Department.
- Feeding Operations: Collaborations with local food banks, the Salvation Army, and other non-profit agencies will ensure the provision of meals and water to sheltered and impacted populations.
- Housing and Assistance: Coordination with the Virginia Department of Housing and Community Development, FEMA's Individual Assistance program, and local housing agencies to identify and implement temporary and transitional housing solutions.
- Behavioral Health and Unmet Needs: Norfolk Community Services Board and local faith-based coalitions will provide mental health support and identify resources for unmet needs.

All activities will adhere to the National Incident Management System (NIMS) and align with authorities under the Stafford Act. If local capabilities are exceeded, requests for assistance will be routed through the Virginia Department of Emergency Management (VDEM) via the EOC.

Norfolk Emergency Management will maintain a list of critical mass care infrastructure, facilities, and partner organizations to ensure continuity of service delivery and resource coordination throughout the event lifecycle.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Educate employees and stakeholders on emergency preparedness, emphasizing family plans, sheltering, and personal readiness. • Identify vulnerable populations within the community and incorporate their needs into departmental planning and outreach.

	• Engage in community risk reduction initiatives, including access to housing, food security, and health services prior to an incident.
Mitigation	• Participate in planning and assessments to reduce the impact of emergencies on human services delivery, sheltering, and housing. • Ensure facilities and services are accessible and compliant with ADA and public health standards. • Support inclusive mitigation strategies that prioritize equity and resilience for individuals with access and functional needs.
Preparedness	• Develop and maintain emergency plans related to sheltering, feeding, housing, or client care operations. • Train personnel to understand their roles during shelter activations, mass care, and disaster recovery operations. • Participate in exercises led by Norfolk Emergency Management to validate coordination and readiness across departments. • Pre-identify staff and volunteers who can be deployed to shelters, pet shelters, EOC support, or field coordination.
Response	• Provide liaisons and situational updates to the EOC or designated field sites related to sheltering or client care responsibilities. • Support shelter activation and operations, including personnel, supplies, feeding support, and client management. • Coordinate communication with the public and partners on shelter availability, access to services, and special population needs. • Work in unified command or ICS structure, ensuring coordination of resource requests, staffing, and service delivery through the EOC.
Recovery	• Assist in transitioning shelter residents to temporary or permanent housing, health care, and other human services. • Support data collection and reporting for federal assistance programs (e.g., FEMA Individual Assistance, D-SNAP). • Participate in long-term recovery efforts, unmet needs coordination, and disaster case management. • Contribute to after-action reviews and implement improvements for future ESF #6 readiness and response.

Primary: Norfolk Department of Human Services	
Phase	Roles and Responsibilities
Prevention	• Collaborate with community organizations to identify and support at-risk populations before emergencies occur. • Support initiatives that reduce the risk of family separation and neglect during disasters. • Promote public awareness campaigns on available human services resources before a crisis.

Mitigation	• Participate in planning efforts to ensure shelter facilities are accessible to individuals with access and functional needs. • Work with Norfolk Emergency Management to assess vulnerabilities in human services delivery during disasters. • Advocate for resilient facility design and resource distribution systems that support continuity of care during emergencies.
Preparedness	• Develop and maintain Standard Operating Procedures (SOPs) for mass care, family reunification, and temporary housing support. • Train staff on shelter management, registration systems (e.g., ARC's RC View or similar platforms), and disaster case management. • Coordinate with the American Red Cross, Norfolk Public Schools, Norfolk Community Services Board, and nonprofit partners for shelter readiness and support roles. • Participate in city-led exercises and drills to test mass care operations and resource coordination.
Response	• Lead shelter operations in coordination with Norfolk Emergency Management, Norfolk Public Schools, and the American Red Cross. • Provide intake, registration, and needs assessment for shelter residents, including functional needs and behavioral health referrals. • Support feeding operations and distribute emergency supplies through community partnerships. • Assist in family reunification, unmet needs coordination, and referrals to behavioral health and crisis intervention services. • Deploy NDHS representatives to the Emergency Operations Center (EOC) and designated shelter sites.
Recovery	• Coordinate temporary housing solutions in partnership with VDEM, FEMA, and local housing agencies. • Launch disaster case management services to help individuals and families recover and regain stability. • Evaluate service delivery and compile after-action reports to strengthen future ESF #6 operations. • Reconnect displaced individuals with long-term social services and public assistance programs. • Continue engagement with volunteer and non-profit organizations to address residual unmet needs.

Supporting: American Red Cross	
Phase	Roles and Responsibilities
Prevention	• Engage in public outreach and education campaigns promoting disaster preparedness and personal readiness. • Support community initiatives aimed at reducing vulnerability through education on evacuation, sheltering, and family emergency plans.

	• Collaborate with Norfolk Emergency Management to identify populations at risk and promote household preparedness planning.
Mitigation	• Assess and improve the resilience and accessibility of shelter facilities in coordination with the City of Norfolk and other partners. • Participate in hazard mitigation planning to ensure shelter sites are located in areas less prone to flooding and other hazards. • Develop scalable shelter support models that minimize service disruption and enable rapid deployment.
Preparedness	• Maintain pre-identified shelter agreements with Norfolk Public Schools and other facilities across the city. • Train and certify shelter staff and volunteers in mass care operations, shelter management, and psychological first aid. • Coordinate with Norfolk Emergency Management and the Department of Human Services to integrate Red Cross capabilities into city emergency plans and exercises. • Ensure shelter kits, cots, blankets, comfort kits, and feeding supplies are stocked and ready for deployment in the Hampton Roads region.

Response	• Deploy trained Red Cross personnel and volunteers to support shelter operations in Norfolk.
	• Operate and manage general population shelters in partnership with NDHS and Norfolk Emergency Management.
	• Provide essential mass care services, including:
	  • Shelter management
	  • Feeding (fixed sites and mobile routes)
	  • Distribution of emergency relief supplies
	  • Client casework for immediate disaster needs
	• Support reunification efforts through platforms such as Safe and Well or partner systems.
	• Coordinate public messaging related to shelter openings and available Red Cross services.

Recovery	• Assist displaced residents with emergency financial assistance and referrals to long-term recovery services. • Participate in local unmet needs committees and long-term recovery groups to support holistic recovery planning. • Contribute to after-action reviews and improvement planning for mass care operations in Norfolk. • Continuing casework supports affected households for recovery-related needs such as housing, medical care, and emotional support.

Supporting: Amerigroup	
Phase	Roles and Responsibilities
Prevention	• Support health equity initiatives by identifying and reducing barriers to care for vulnerable populations before emergencies. • Collaborate with Norfolk Human Services and local healthcare providers to strengthen outreach to at-risk populations with chronic medical, behavioral health, and functional support needs. • Participate in community education efforts on disaster readiness for Medicaid enrollees and low-income families.
Mitigation	• Work with local emergency planners to ensure continuity of health plan services during disasters, including medication access, transportation, and care coordination. • Help assess and address vulnerabilities in healthcare access for managed care members during disruptions. • Promote the development of resilient care networks for individuals with high-risk medical needs.
Preparedness	• Maintain emergency contact protocols to assist Amerigroup members during disasters and ensure continuity of care. • Provide Norfolk Emergency Management and the Department of Human Services with information on services and support Amerigroup can offer during emergencies. • Participate in regional training and exercises focused on mass care, sheltering, and disaster healthcare coordination. • Prepare resources such as 24/7 nurse hotlines, prescription refill processes, and transportation assistance plans for disaster-impacted members.
Response	• Coordinate with the Norfolk EOC and sheltering partners to support members in shelters, particularly those with access and functional needs. • Assist in identifying Amerigroup members within impacted areas who may need special assistance or medical follow-up. • Provide case management, behavioral health support, and help accessing medical services for displaced or impacted members. • Offer mobile teams or phone-based support to shelters, if requested, to help navigate Medicaid services and maintain care continuity.
Recovery	• Support members in navigating housing assistance, transportation, medical, and behavioral health care following the disaster. • Collaborate with the City of Norfolk's long-term recovery groups to align health-related recovery resources with broader community efforts. • Provide data to assist in identifying service gaps or barriers for vulnerable populations during the recovery process. • Participate in after-action reviews to evaluate healthcare-related outcomes and improve disaster response for managed care populations.

Supporting: Endependence Center	
Phase	Roles and Responsibilities
Prevention	• Advocate for inclusive emergency planning that addresses the rights and needs of individuals with disabilities and access and functional needs (AFN). • Educate clients and caregivers on personal preparedness strategies, evacuation planning, and how to access support services during a disaster. • Participate in community-wide initiatives aimed at improving access to emergency information and alerts for people with disabilities.
Mitigation	• Collaborate with Norfolk Emergency Management and shelter planners to assess and improve shelter accessibility and FNSS (Functional Needs Support Services) capabilities. • Provide technical assistance to ensure emergency policies and procedures comply with the Americans with Disabilities Act (ADA). • Support the identification of barriers to safety and access for clients with disabilities, particularly those in high-risk housing or institutional settings.
Preparedness	• Train staff and volunteers to assist with disability advocacy and resource navigation during emergencies. • Maintain updated contact information for clients who may require additional outreach or evacuation assistance. • Participate in local and regional disaster exercises focused on inclusive sheltering and emergency response for AFN populations. • Coordinate with NDHS, Norfolk Emergency Management, and the American Red Cross to ensure accessible transportation, sheltering, and communication strategies are integrated into plans.
Response	• Assist with identification, outreach, and support of individuals with disabilities impacted by the disaster, especially those in shelters. • Provide disability advocacy, guidance on accommodations, and help facilitate access to assistive technology, durable medical equipment, or personal care services. • Deploy staff or trained volunteers to shelters or assistance centers to support FNSS delivery and client advocacy. • Help coordinate reunification and communication support for individuals with speech, hearing, visual, or mobility impairments.
Recovery	• Provide case management support and referrals to long-term services for individuals with disabilities affected by the disaster. • Assist with housing transition planning for individuals with AFN displaced by the event. • Participate in unmet needs committees and recovery coalitions to ensure disability representation and advocacy throughout the recovery phase. • Contribute to after-action reporting focused on accessibility, equity, and inclusion during disaster operations.

Supporting: Norfolk Public Schools	
Phase	Roles and Responsibilities
Prevention	• Collaborate with Norfolk Emergency Management and the Department of Human Services to identify school facilities suitable for use as emergency shelters. • Support efforts to educate students and families about emergency preparedness, evacuation planning, and sheltering options. • Participate in community outreach to identify populations that may need assistance during evacuations or sheltering.
Mitigation	• Ensure designated shelter facilities meet structural, safety, and accessibility standards in accordance with building codes and ADA requirements. • Install or maintain backup systems such as generators and HVAC in key shelter schools to enhance facility resilience. • Work with shelter partners to pre-position basic resources and signage that support efficient shelter activation and flow.
Preparedness	• Maintain a list of pre-designated shelter sites across Norfolk and ensure site readiness for activation. • Train select school staff to support shelter operations in coordination with the American Red Cross and the Department of Human Services. • Coordinate with school nutrition services to develop feeding plans for sheltered populations, including people with dietary restrictions. • Conduct annual walkthroughs and drills with Norfolk Emergency Management, Red Cross, and shelter teams to verify readiness.
Response	• Open and operate designated public school buildings as general population shelters upon request from Norfolk Emergency Management. • Provide access to school facilities, including classrooms, cafeterias, gyms, restrooms, and custodial services to support shelter operations. • Activate NPS Nutrition Services to provide meals to shelter residents, working with the Red Cross and Department of Human Services to ensure sufficient food supply and staffing. • Coordinate with Norfolk Police and Norfolk Public Health to ensure shelter safety, security, and hygiene compliance.
Recovery	• Support shelter demobilization and facility sanitation in coordination with Norfolk Facilities Management and custodial teams. • Conduct post-incident facility assessments to ensure school buildings are safe for students and staff before reopening. • Participate in after-action reviews with the City of Norfolk and sheltering partners to identify lessons learned and update shelter readiness plans accordingly. • Provide information to families and students on recovery resources and services if schools or homes were impacted.

Supporting: Norfolk Community Service Board	
Phase	Roles and Responsibilities
Prevention	• Conduct outreach and education programs focused on mental health preparedness and resilience-building in vulnerable communities. • Collaborate with Norfolk Human Services and Emergency Management to identify individuals with behavioral health needs who may require support during emergencies. • Promote awareness of coping strategies and early intervention resources before emergencies arise.
Mitigation	• Work with shelter planners and Norfolk Public Health to ensure shelter environments support mental wellness and accommodate individuals with behavioral health or substance use needs. • Assist in planning for the continuity of care for clients receiving CSB services in the event of displacement or service disruption. • Participate in emergency planning efforts focused on reducing the impact of disasters on individuals with behavioral health conditions.
Preparedness	• Train staff to support disaster behavioral health response, including crisis counseling, psychological first aid, and trauma-informed care. • Develop internal plans for staffing, deployment, and coordination during shelter activations and emergency operations. • Coordinate with Norfolk Emergency Management to participate in citywide training exercises and ensure integration with sheltering and EOC operations. • Maintain updated rosters of clinicians and peer support specialists available for deployment during incidents.
Response	• Deploy behavioral health personnel to shelters and Family Assistance Centers (FACs) to provide mental health and substance use support to affected individuals. • Assist shelter staff in managing individuals experiencing emotional distress, crisis episodes, or behavioral challenges. • Provide short-term counseling, crisis stabilization, and referrals for continuity of care. • Support reunification efforts by offering emotional support and facilitating communication with families, particularly in high-stress situations.
Recovery	• Continue mental health and substance use support services for individuals affected by the disaster through home visits, outpatient services, or community centers. • Participate in long-term recovery groups and unmet needs committees to advocate for behavioral health support as part of holistic recovery planning. • Contribute to after-action reviews by evaluating behavioral health response efforts and identifying improvements in service delivery and coordination. • Offer group counseling, debriefings, and community healing events to promote post-disaster resilience and mental wellness.

Supporting: Norfolk Public Health	
Phase	Roles and Responsibilities
Prevention	• Educate the public on disease prevention, sanitation, and hygiene practices to reduce the risk of illness in emergency situations. • Collaborate with Norfolk Emergency Management and Norfolk Human Services to identify and address public health risks for vulnerable populations before an incident occurs. • Promote immunizations and health screenings as part of community health preparedness initiatives.
Mitigation	• Assess the suitability of designated shelter sites from a public health perspective, including water safety, sanitation systems, and environmental conditions. • Provide technical guidance to support the design and maintenance of shelter environments that minimize health risks and disease transmission. • Work with partners to ensure health equity considerations are integrated into shelter and mass care planning.
Preparedness	• Develop plans and procedures for public health operations during sheltering, including infection control, disease surveillance, and medical evaluation. • Train staff to support shelter health screenings, outbreak management, and public health messaging. • Maintain caches of hygiene supplies, personal protective equipment (PPE), and medical screening materials for use in shelters. • Coordinate with Norfolk Public Schools and the American Red Cross to integrate health and safety protocols into shelter operations.
Response	• Conduct medical screenings of individuals entering emergency shelters to identify signs of illness or injury. • Implement disease surveillance and infection control protocols in shelters and other mass care settings. • Provide isolation or medical monitoring guidance for shelter residents who exhibit symptoms of communicable illness. • Offer public health information and hygiene education to shelter residents and staff to reduce the spread of illness. • Coordinate with local healthcare systems to manage referrals and transportation for individuals needing advanced medical care.
Recovery	• Support post-disaster community health assessments to identify lingering health concerns and potential outbreaks. • Collaborate with local partners to offer immunizations, clean-up safety information, and recovery-focused public health messaging. • Evaluate shelter health operations and contribute to after-action reviews to improve future shelter readiness. • Provide mental health and wellness resources in collaboration with Norfolk CSB and community organizations as part of holistic recovery.

Supporting: Voluntary Organizations Active in Disaster (VOAD	
Phase	Roles and Responsibilities
Prevention	• Foster partnerships among non-profit, faith-based, and community organizations to build a network capable of supporting vulnerable populations before disasters occur. • Promote household preparedness and community resilience education through outreach events, training, and public messaging. • Assist in identifying community members with unmet needs who may require support in an emergency.
Mitigation	• Work with Norfolk Emergency Management and the Department of Human Services to identify service delivery gaps in underserved communities and help develop strategies to reduce risk. • Support pre-disaster planning that accounts for access and functional needs, food insecurity, housing instability, and other vulnerabilities. • Coordinate with shelter partners to ensure VOAD member capabilities are included in planning for shelter accessibility and support.
Preparedness	• Maintain and update contact lists, resource inventories, and service capabilities of member organizations. • Participate in city- and region-wide emergency preparedness exercises to validate VOAD coordination procedures and resource mobilization plans. • Train volunteers to assist with shelter operations, feeding, spiritual care, donations management, and casework support. • Develop pre-scripted messages and public outreach materials to be used during disaster operations.

Response	• Deploy VOAD member organizations to support mass care operations, including:
	  • Sheltering support
	  • Feeding operations
	  • Emergency clothing and supplies
	  • Emotional and spiritual care
	  • Assistance for people with disabilities and access and functional needs
	• Coordinate volunteer management, donations intake, and distribution through established VOAD channels.
	• Operate call centers or help desks to connect disaster survivors with available services and resources.
	• Liaise with the Norfolk EOC to coordinate and deconflict volunteer efforts and ensure integration into the city's overall response strategy.

Recovery	• Assist in long-term recovery planning and the formation of unmet needs committees to support residents after emergency shelters close. • Provide case management, home repair, furniture replacement, and other recovery services through VOAD agencies and affiliated partners. • Participate in recovery task forces and help establish local Long-Term Recovery Groups (LTRGs), if needed.

	• Contribute to after-action reviews, evaluate volunteer deployment and support efforts, and refine future coordination strategies.

Supporting: Virginia Department of Social Services	
Phase	Roles and Responsibilities
Prevention	• Support local departments of social services, including Norfolk Department of Human Services (NDHS), in strengthening outreach and preparedness for vulnerable populations across the Commonwealth. • Promote statewide initiatives that enhance family self-sufficiency, housing stability, and access to food and health services prior to disasters. • Coordinate with state and local partners to identify systemic social vulnerabilities that may increase the impact of disasters on certain populations.
Mitigation	• Collaborate with VDEM and local social service departments to improve planning for displaced individuals, low-income families, and persons with access and functional needs. • Maintain and support statewide shelter planning efforts that ensure access to essential services and equitable care across all jurisdictions. • Provide technical assistance to localities on integrating inclusive sheltering practices and continuity of operations planning.
Preparedness	• Provide training and technical assistance to local social service agencies, including Norfolk DHS, on shelter operations, family assistance, and mass care coordination. • Maintain emergency staffing rosters for deployment to support large-scale shelter or assistance operations. • Coordinate with FEMA and other federal partners on readiness to implement programs such as Disaster SNAP (D-SNAP) in impacted areas. • Participate in statewide exercises with local departments to validate mass care response and recovery coordination plans.
Response	• Support Norfolk DHS with surge personnel, resources, and policy guidance during major incidents requiring human services coordination. • Coordinate the activation and implementation of D-SNAP, Temporary Assistance for Needy Families (TANF) emergency support, and other benefits programs in disaster-affected areas. • Assist in ensuring shelter facilities meet minimum care standards and support individuals with complex social service needs. • Collaborate with VDEM and FEMA to ensure streamlined delivery of state and federal assistance programs to impacted residents.
Recovery	• Assist in transitioning displaced individuals from shelters to temporary and permanent housing in coordination with FEMA, Virginia Housing, and local agencies.

	• Support long-term recovery groups and unmet needs committees with data, resources, and guidance to ensure equitable recovery for all affected populations. • Coordinate the reestablishment of social services programs disrupted during the disaster. • Participate in after-action reviews and work with Norfolk and regional partners to enhance future response and recovery strategies.

Supporting: Norfolk Community Emergency Response Team	
Phase	Roles and Responsibilities
Prevention	• Promote emergency preparedness throughout the community, including pet preparedness awareness for households with animals. • Educate the public on personal readiness, evacuation planning, and how to include pets in family emergency plans. • Support outreach events that focus on reducing reliance on emergency services through community resilience and self-sufficiency.
Mitigation	• Assist Norfolk Emergency Management in identifying needs related to animal sheltering and pet care during emergencies. • Support the development of sheltering policies and layout plans that integrate co-located or adjacent pet shelters in accordance with FEMA and CDC guidance. • Help pre-identify pet shelter supply needs and advocate for stockpiling items such as crates, food, bowls, litter, and cleaning materials.
Preparedness	• Participate in regular training and exercises focused on shelter support, pet shelter operations, and logistical coordination. • Maintain readiness to activate and operate Norfolk's pet shelter in coordination with Norfolk Emergency Management and Animal Control. • Inventory and organize pet shelter supplies stored at pre-designated locations to ensure rapid deployment when needed. • Recruit and train volunteers to assist with pet sheltering tasks, including intake, feeding, cleaning, and reunification.
Response	• Activate and operate Norfolk's emergency pet shelter alongside the city's general population shelters when activated. • Set up and manage pet sheltering areas, including intake registration, feeding, cleaning, and daily care routines. • Distribute pet supplies and support individuals arriving at shelters with animals by ensuring safe and sanitary housing for pets.
Recovery	• Support demobilization and clean-up of pet sheltering operations, including safe disposal of waste and sanitization of crates and equipment. • Assist pet owners with resources and referrals for continued pet care if displaced from their homes. • Participate in after-action reviews and debriefs to improve future pet sheltering operations. • Continue public engagement to promote lessons learned, personal pet preparedness, and volunteer recruitment for future incidents.

SUPPORTING INFORMATION

Local / Agency Plans:

- Norfolk Mass Care and Sheltering Plan

Regional Plans

- Hampton Roads Mass Evacuation and Sheltering Plan (HRPDC)
- Hampton Roads Regional Catastrophic Planning Initiative
- Hampton Roads VOAD Coordination Framework
- Virginia Shelter Strategy and Functional Needs Support Services (FNSS) Guidelines
- Virginia Department of Social Services Disaster Plan
- Commonwealth of Virginia Disaster Recovery Plan

AUTHORITIES AND REFERENCES

- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Homeland Security Act of 2002
- Post-Katrina Emergency Management Reform Act (PKEMRA) of 2006
- Americans with Disabilities Act (ADA) of 1990
- Pets Evacuation and Transportation Standards (PETS) Act of 2006

RESOURCES

- Disaster Assistance
- Accommodating Individuals With Disabilities In The Provision Of Disaster Mass Care, Housing, And Human Services - Reference Guide (FEMA, 2007)
- Red Cross Safe and Well Website

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 6 - Mass Care, Emergency Assistance, Temporary Housing, and Human Services. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Confirm activation of ESF #6 and notify all primary and supporting agencies (NDHS, Red Cross, NPS, Public Health, CERT, VOAD, etc.).		

	• Coordinate with Norfolk Emergency Management to receive situational reports and initial sheltering guidance.		
	• Notify shelter facility contacts and pet shelter teams for readiness and potential activation.		
	• Distribute preliminary instructions to all ESF #6 partners regarding incident scope, anticipated needs, and reporting timelines.		
Activation	• Establish ESF #6 coordination cell within the EOC and ensure staffing from primary agencies (NDHS, Red Cross, NPS, Public Health).		
	• Communicate status of shelter facilities (open/closed, capacity, staffing) to EOC and WebEOC.		
	• Notify VOAD partners, CERT, and pet shelter teams to begin mobilization and provide reporting guidance.		
	• Issue public information updates through Norfolk's Joint Information Center (JIC) on shelter openings, pet sheltering, and available services.		
Response	• Maintain regular situation updates with shelter managers and field teams on shelter population, unmet needs, and resource requests.		
	• Coordinate with Norfolk Public Schools Nutrition Services and Foodbank partners on feeding operations updates.		
	• Monitor and communicate public health updates regarding illness outbreaks, hygiene, or infection control needs in shelters.		
	• Ensure timely communication of behavioral health support availability via CSB and VOADs.		
Recovery	• Communicate demobilization timelines for shelters and provide guidance to shelter managers on transition or closure procedures.		

	• Coordinate with VDSS and FEMA on transition to long-term housing, D-SNAP, and other recovery programs.		
	• Ensure information is disseminated to displaced individuals on available recovery and re-entry assistance.		
	• Collect final sheltering statistics, unmet needs, and operational data for recovery coordination and after-action review.		
Ongoing Actions	• Maintain communication with regional and state ESF #6 partners for recovery coordination and resource updates.		
	• Support ongoing case management and behavioral health coordination for individuals with lingering needs.		
	• Update public messaging with long-term recovery resources, hotlines, and support programs.		
	• Participate in after-action reviews and submit ESF #6 feedback, improvement items, and final documentation to Emergency Management.		

EMERGENCY SUPPORT FUNCTION 7: LOGISTICS

Primary Department	Norfolk General Services
	Norfolk Finance / Purchasing
Supporting Departments	Norfolk Human Resources
External Supporting Agencies	Virginia Department of Emergency Management
	FEMA
	General Services Administration

PURPOSE

Emergency Support Function (ESF) #7 provides a coordinated approach for managing and delivering logistics and resource support during emergencies and disasters. In the City of Norfolk, this includes overseeing procurement, resource tracking, transportation, facility management, and distribution support to ensure uninterrupted response and recovery operations.

SCOPE

ESF #7 supports the coordination of logistical operations necessary for maintaining critical city functions, sustaining emergency response personnel, and serving the public during incidents. This includes:

- Centralized supply chain coordination
- Emergency Operations Center (EOC) logistics support
- Points of Distribution (POD) setup and management
- Mutual aid and EMAC request coordination
- Non-essential staff support and redeployment

Efforts are aligned across departments, regional partners, and private sector resources to minimize supply disruptions and ensure efficient use of available assets.

SITUATION

The City of Norfolk is vulnerable to a range of natural and man-made hazards, including hurricanes, flooding, winter storms, utility disruptions, and large-scale public events that may require coordinated logistical support. These incidents may strain local resources, impact supply chains, and disrupt transportation networks.

During major emergencies, the demand for critical supplies, such as fuel, generators, shelter supplies, medical resources, and transportation, may exceed the immediate capabilities of the City. Points of

Distribution (PODs), shelters, and field operations may require rapid resupply and sustained logistical support. Additionally, continuity of operations for city departments depends on the timely deployment of emergency supplies, facility access, and support for relocated staff.

PLANNING ASSUMPTIONS

- An incident may occur with little or no warning, requiring immediate activation of logistics support functions.
- The City may experience delays or disruptions in commercial supply chains, requiring use of stockpiled or alternate resources.
- Norfolk General Services, as the lead logistics agency, will activate the Logistics Section in the EOC when needed to support field operations, city departments, and partner agencies.
- Some resources may need to be sourced from outside the region through EMAC or mutual aid agreements, coordinated via the Virginia EOC.
- Coordination among city departments, regional partners, and private vendors will be essential to meeting operational needs.
- Communications systems and transportation routes may be impacted, requiring alternative methods for delivery and coordination.
- PODs may need to be activated to support public needs for food, water, and emergency supplies.
- Logistics operations will be conducted in compliance with ICS/NIMS protocols, procurement laws, and city procedures.

CONCEPT OF OPERATIONS

In accordance with Presidential Policy Directive 21 (PPD-21), Norfolk prioritizes infrastructure resilience and collaborative logistics support. The Department of General Services serves as the lead agency for logistics and resource coordination, working in close collaboration with Norfolk Emergency Management, which facilitates interagency coordination through the EOC.

- Norfolk Emergency Management maintains the city's Critical Infrastructure and Key Resources (CIKR) inventory and partners with local, state, federal, private, and nonprofit stakeholders to ensure resource needs are met.
- General Services oversees the sourcing, distribution, and tracking of materials, equipment, and services, and coordinates with internal departments such as Public Works, Parks & Recreation, and Fleet Management.
- The EOC will activate Logistics Section staff as needed, deploy liaison officers to support mutual aid, and manage EMAC requests through the Virginia Department of Emergency Management (VDEM).

- The Incident Commander (IC) will identify mission requirements and work through Unified Command to ensure logistics efforts align with operational objectives.

When local resources are insufficient, mutual aid agreements will be leveraged, and additional support will be requested through the Virginia EOC in accordance with NIMS and Stafford Act protocols.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Identify critical functions and resources within each department that require logistical support during emergencies. • Participate in interdepartmental planning and risk assessments to identify supply chain vulnerabilities. • Establish continuity of operations (COOP) protocols that include logistics considerations for sustained operations.
Mitigation	• Invest in resilient infrastructure, backup systems, and redundancies to reduce reliance on vulnerable logistics pathways. • Participate in mitigation grant initiatives to enhance storage, transportation, or emergency supply capabilities. • Collaborate with General Services to maintain current inventory and supplier lists for emergency needs.
Preparedness	• Develop internal departmental logistics plans and integrate them with the City's emergency logistics framework. • Participate in citywide exercises and drills involving logistics operations such as POD setup, mass care supply delivery, or EOC resource tracking. • Ensure staff are trained in emergency procurement procedures, resource request forms, and ICS logistics roles. • Pre-identify essential personnel who may be activated to support logistics missions (e.g., runners, warehouse staff, shelter support).
Response	• Submit timely and accurate resource requests through the EOC or appropriate logistics channels. • Provide personnel, vehicles, or space as needed to support field logistics (e.g., POD operations, shelter supply delivery, staging areas). • Maintain internal tracking of resources used, deployed, or damaged during the incident for accountability and reimbursement. • Coordinate with General Services, Emergency Management, and other departments to ensure efficient use of available assets.
Recovery	• Support demobilization of temporary logistics operations (e.g., breakdown of PODs, return of surplus supplies). • Conduct internal after-action reviews to assess logistics performance and identify gaps or strengths.

	• Provide documentation to Finance/Purchasing to support FEMA or VDEM reimbursement processes. • Replenish department-level emergency caches and update logistics plans based on lessons learned.

Primary: General Services	
Phase	Roles and Responsibilities
Prevention	• Maintain a citywide inventory of critical supplies, resources, and contracts for emergency procurement. • Identify vulnerabilities in the city's supply chain and vendor network; implement risk reduction strategies. • Coordinate with Emergency Management to identify mission-critical infrastructure requiring logistics support during disruptions.
Mitigation	• Develop and maintain continuity plans for fleet, facilities, and supply functions to ensure resilience during incidents. • Harden storage facilities and logistical hubs against flood and storm threats. • Participate in hazard mitigation planning to support logistics continuity and infrastructure reliability.
Preparedness	• Train personnel on emergency logistics roles and Incident Command System (ICS) responsibilities. • Conduct regular resource and supply audits to ensure readiness. • Support the development and exercise of logistics plans for shelters, PODs, and mission-critical operations. • Establish and maintain vendor agreements for emergency services, equipment rental, fuel delivery, and supply sourcing.
Response	• Activate the Logistics Section within the EOC to manage incoming and outgoing resource requests. • Support the setup and operations of Points of Distribution (PODs), shelters, and staging areas. • Track and manage incoming mutual aid, donated goods, and EMAC-requested resources. • Coordinate transportation, fueling, warehousing, and delivery of mission-critical supplies to operational sites.
Recovery	• Support demobilization of PODs, shelters, and temporary facilities. • Coordinate return or redistribution of unused supplies and rented assets. • Conduct post-incident inventory reconciliation and resupply depleted stocks. • Contribute to after-action reporting and recommend improvements for future logistics operations.

Primary: Norfolk Finance / Purchasing	
Phase	Roles and Responsibilities

Prevention	• Review and update procurement policies to ensure alignment with emergency response and disaster recovery regulations. • Identify and mitigate potential fiscal and contract management vulnerabilities that could delay emergency purchasing. • Collaborate with General Services to pre-approve vendors and develop emergency purchasing procedures.
Mitigation	• Establish streamlined financial tracking and documentation processes for disaster-related expenses. • Create and maintain templates and systems for rapid deployment of emergency contracts and purchase orders. • Participate in financial risk assessments related to the continuity of city operations during major disruptions.
Preparedness	• Maintain up-to-date emergency purchasing policies and train staff on FEMA procurement guidelines and disaster accounting. • Ensure staff understand the documentation requirements for potential federal or state reimbursement. • Pre-position purchasing authorities or expand thresholds for rapid activation during emergencies. • Support logistics planning with guidance on allowable costs, contract management, and financial tracking systems.
Response	• Expedite procurement of emergency goods and services as requested by the EOC Logistics Section. • Provide financial oversight of emergency contracts, vendor payments, and cost documentation to ensure compliance. • Track expenditures for all logistics and resource-related operations to support audit readiness and potential reimbursement. • Assist in documenting mutual aid and EMAC-related costs.
Recovery	• Compile and reconcile all purchasing and financial records related to the incident. • Support post-incident cost recovery efforts with VDEM and FEMA, ensuring documentation meets reimbursement standards. • Evaluate and revise emergency procurement policies based on lessons learned. • Assist in financial aspects of demobilization, including contract closeout and vendor payments.

Supporting: Norfolk Human Resources	
Phase	Roles and Responsibilities
Prevention	• Identify essential personnel and functions critical to the continuity of government during disruptions. • Develop policies for emergency staffing, alternative work arrangements, and reassignment protocols.

	• Maintain updated contact lists and ensure personnel data is accessible to authorized emergency staff.
Mitigation	• Collaborate with departments to cross-train staff for mission-critical logistics and support roles. • Establish procedures for rapid mobilization and reallocation of personnel to support sheltering, logistics, and EOC operations. • Incorporate workforce sustainability planning into the city's overall resilience strategy.
Preparedness	• Provide guidance and training on emergency HR policies, including temporary reassignment, emergency pay, and staff accountability procedures. • Support EOC and department logistics planning by identifying staffing gaps and supplemental personnel needs. • Ensure systems are in place for tracking time and attendance during emergency deployments. • Develop wellness, mental health, and family support resources for staff activated during emergencies.
Response	• Support activation and deployment of non-essential staff to assist with shelters, PODs, and logistics operations. • Coordinate emergency personnel tracking, shift scheduling, and accountability for deployed employees. • Implement emergency HR policies, including emergency pay rates, leave flexibilities, and accommodations. • Provide personnel support to the EOC, shelters, and other field locations as required.
Recovery	• Assist in demobilization and reintegration of reassigned staff into regular duties. • Manage documentation for emergency-related personnel activity and timekeeping for reimbursement purposes. • Offer post-incident wellness support and employee assistance services. • Participate in after-action reviews to evaluate staffing procedures and identify improvements.

Supporting: Virginia Department of Emergency Management	
Phase	Roles and Responsibilities
Prevention	• Coordinate with localities, including the City of Norfolk, to identify critical logistics vulnerabilities and support statewide resilience planning. • Maintain the Virginia Resource Management Program (RMP) to track available resources and assets across the Commonwealth. • Encourage pre-disaster planning and inventory management for essential supplies across jurisdictions.

Mitigation	• Support localities in developing mitigation strategies that address logistics infrastructure vulnerabilities (e.g., warehouse flooding, transportation disruptions). • Provide funding opportunities and technical assistance for logistics-related resilience improvements (e.g., shelter supply caches, emergency fuel agreements). • Participate in hazard mitigation planning efforts that include logistics capacity assessments.
Preparedness	• Facilitate training, workshops, and exercises that enhance local capabilities in resource management and EMAC request processes. • Maintain a state logistics cache and establish mutual aid agreements with other states and federal agencies to support local response needs. • Support localities like Norfolk in refining resource request protocols and conducting logistics coordination drills. • Pre-position state resources for rapid deployment during known threats (e.g., hurricanes).
Response	• Serve as the primary point of contact for localities requesting state or federal logistics support through the Virginia Emergency Operations Center (VEOC). • Coordinate and fulfill EMAC and federal assistance requests submitted by the Norfolk EOC when local capabilities are overwhelmed. • Deploy state logistics officers or liaisons to the Norfolk EOC if requested to support coordination of large-scale resource operations. • Activate and manage state-level distribution points or staging areas that feed local PODs and response sites.
Recovery	• Support local cost recovery by validating resource request logs and facilitating FEMA reimbursement documentation. • Assist with resupply of depleted local caches and restoration of logistics capacity after prolonged incidents. • Evaluate and update statewide logistics support plans based on after-action findings from local and regional responses.

Supporting: FEMA	
Phase	Roles and Responsibilities
Prevention	• Provide technical assistance and planning guidance to state and local jurisdictions, including Norfolk, to improve logistics preparedness and infrastructure resilience. • Support the development of nationwide logistics and supply chain continuity strategies through policy and interagency collaboration.
Mitigation	• Fund hazard mitigation projects that improve logistics capabilities, such as hardening warehouses, installing backup power at distribution hubs, or improving road access to critical facilities.

	• Encourage local participation in FEMA grant programs (e.g., HMA, BRIC) that reduce logistics and resource vulnerabilities.
Preparedness	• Maintain the FEMA National Logistics Coordination Center (NLCC) and regional logistics staging areas (LSAs) to support rapid deployment during large-scale events. • Provide training, tools, and planning templates (e.g., Logistics Capability Assessment Tool - LCAT) for local use. • Support pre-disaster contracts and federal stockpile planning that can supplement Norfolk's local capacity during large-scale emergencies. • Coordinate with VDEM and Norfolk Emergency Management to ensure integration into the National Response Framework (NRF).
Response	• Deploy Incident Management Assistance Teams (IMATs), logistics specialists, and federal supplies to support state and local response needs. • Operate federal logistics staging areas and coordinate delivery of emergency supplies (water, food, generators, cots, tarps) to local Points of Distribution (PODs) as requested. • Provide air, ground, and maritime transport assets when local infrastructure is damaged or overwhelmed. • Coordinate interagency logistics support via the National Response Coordination Center (NRCC) and Emergency Support Function #7 (Logistics Management and Resource Support) at the federal level.
Recovery	• Support reimbursement for eligible logistics-related expenses incurred during disaster response, including resource procurement and distribution. • Conduct joint evaluations with state and local partners (including Norfolk) to assess performance and improve federal logistics capabilities. • Support restocking and resupply of local caches post-disaster and contribute to long-term recovery planning for logistics infrastructure.

Supporting: General Services Administration	
Phase	Roles and Responsibilities
Prevention	• Support FEMA and other federal partners in identifying and mitigating risks to federal logistics infrastructure that could impact support to localities like Norfolk. • Maintain readiness of federal procurement systems and facilities that may be used to assist in national or regional disaster logistics.
Mitigation	• Collaborate with FEMA and DHS to incorporate logistics resilience into federal facilities planning and asset management. • Help streamline procurement vehicles for federal support that may be leveraged by states and localities in disasters.
Preparedness	• Maintain the Federal Supply Schedules (FSS) and Government-Wide Acquisition Contracts (GWACs) that enable rapid procurement and delivery of emergency resources.

	• Provide technical assistance to state and local partners, including VDEM and the City of Norfolk, on accessing federal supply resources and acquisition procedures during declared emergencies. • Pre-identify commercial vendors and service providers for critical needs (e.g., sheltering, transportation, staging space).
Response	• Activate emergency procurement capabilities to support FEMA and VDEM logistics missions in response to disasters impacting Norfolk or the surrounding region. • Source and coordinate delivery of federally owned or contracted goods and services such as fuel, vehicles, shelter materials, and base camp equipment. • Provide leasing, acquisition, and setup of temporary facilities (e.g., offices, storage) to support response operations. • Manage or support federal staging areas and facilities used in large-scale emergency deployments.
Recovery	• Assist in the demobilization and return of leased or procured assets used during the emergency. • Support FEMA and state/local cost recovery efforts through documentation of federal resource delivery and acquisition. • Contribute to post-incident evaluations of federal logistics support operations to identify improvement areas for future coordination with localities like Norfolk.

SUPPORTING INFORMATION

Local / Agency Plans:

- Norfolk Points of Distribution (POD) Plan
- City Procurement Policy Manual

Regional Plans

- Virginia Resource Management Program (RMP)

AUTHORITIES AND REFERENCES

- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Homeland Security Presidential Directive 5
- City of Norfolk Procurement Code and Emergency Purchasing Policy

RESOURCES

- FEMA NIMS Components – Guidance and Tools
- Emergency Management Assistance Compact

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 7 - Logistics. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Activate the General Services logistics coordination team and notify key support departments (Fleet, Procurement, HR).		
	• Conduct a rapid assessment of current supply inventories, personnel availability, and staging locations.		
	• Determine potential impacts to infrastructure, supply chains, and critical facilities.		
	• Brief EOC staff on logistics status and identify immediate needs for response support.		
Activation	• Stand up the Logistics Section in the EOC under the ICS structure.		
	• Coordinate with departments to identify and submit resource requests.		
	• Activate city contracts for emergency procurement and deploy pre-positioned supplies if needed.		
	• Identify POD sites, staging areas, and support locations; initiate setup if necessary.		
Response	• Fulfill and track all approved logistics and resource requests through the EOC.		
	• Manage delivery, distribution, and documentation of resources to field operations, shelters, and PODs.		
	• Coordinate fueling, maintenance, and transport of assets through Fleet Services.		
	• Liaise with VDEM for mutual aid or EMAC support when local resources are insufficient.		

Recovery	• Begin demobilization of PODs, shelters, and temporary logistics sites.		
	• Inventory returned supplies and assess losses, damages, and replenishment needs.		
	• Compile procurement and resource usage records to support FEMA/VDEM reimbursement.		
	• Assist departments in restocking caches and preparing after-action reports.		
Ongoing Actions	• Maintain updated logistics plans, contact lists, and vendor agreements.		
	• periodic audits of emergency supply inventories.		
	• Provide refresher training and participate in multi-agency logistics exercises.		
	• Implement improvements from after-action reviews to strengthen future logistics coordination.		

EMERGENCY SUPPORT FUNCTION 8: PUBLIC HEALTH AND MEDICAL SERVICES

Supporting Community Lifeline: **Health and Medical** - Medical Care, Public Health, Patient Movement, Medical Supply Chain, Fatality Management

Primary Department	Norfolk Public Health
	Norfolk Fire-Rescue
Supporting Departments	Norfolk Community Services Board (CSB)
External Supporting Agencies	Children's Hospital of the King's Daughters (CHKD)
	Eastern Virginia Healthcare Coalition (EVHC)
	Department of Health and Human Services (HHS)
	Hampton Roads Metropolitan Medical Response Team (HRMMRS)
	Navy Med
	Sentara Norfolk General Hospital (General)
	Sentara Leigh Hospital (Leigh)
	Virginia Department of Health (VDH)
	Virginia Department of Social Services (VDSS)
	Virginia Hospital and Healthcare Association (VHHA)
	Virginia Office of the Chief Medical Examiner (OCME), Tidewater District

PURPOSE

Emergency Support Function (ESF) #8 provides the framework for coordinating public health and medical services during actual or potential incidents in the City of Norfolk. This function ensures a unified approach to preventing, preparing for, responding to, and recovering from threats to the health and medical well-being of the community.

SCOPE

ESF #8 addresses a wide range of public health and medical support needs during emergencies. This includes coordination of:

- Assessment of public health and medical needs
- Health surveillance and epidemiological investigations
- Medical personnel coordination and deployment
- Patient care, triage, and evacuation

- Public health and medical information sharing
- Safety and security of pharmaceuticals, blood products, and medical devices
- Behavioral and mental health services
- Food, agriculture, and water safety
- Environmental health and vector control
- Veterinary and animal care services
- Mass fatality management and victim identification
- Decontamination and disposition of remains

This support function also integrates planning for both human and animal health needs and ensures coordination across local, regional, and state partners.

SITUATION

The City of Norfolk is vulnerable to a wide range of public health threats and medical emergencies, including disease outbreaks, mass casualty incidents, hazardous materials releases, and natural disasters. These incidents may cause significant strain on local healthcare systems, public health infrastructure, and emergency medical services. Norfolk's status as a coastal city with a large transient population, a major port, military installations, and numerous public venues increases the complexity of managing large-scale health-related incidents. Coordination across healthcare providers, public safety agencies, non-profits, and state partners is essential to ensure timely medical response, effective health communication, and public safety.

PLANNING ASSUMPTIONS

- A public health or medical emergency may occur with little to no notice, requiring immediate coordination and surge capacity.
- Local medical and public health systems may be overwhelmed, requiring mutual aid and/or state and federal assistance.
- Norfolk Department of Public Health and Norfolk Fire-Rescue will serve as lead agencies for public health and emergency medical response, respectively.
- Hospitals and clinics may need to activate their emergency plans and coordinate with citywide response efforts.
- Mass casualty or mass fatality incidents may require additional medical examiners, morgue, and mental health support resources.
- Vulnerable populations, including the elderly, disabled, unhoused, or medically dependent residents, may require targeted support and transportation assistance.
- Behavioral health support and crisis intervention services may be needed for responders and affected populations.

- Public messaging and health guidance will be critical and must be coordinated among local, regional, and state partners.
- Supply chains for medical and public health resources may be disrupted, requiring resource management, prioritization, and logistics support.

CONCEPT OF OPERATIONS

Norfolk Emergency Management, in alignment with Presidential Policy Directive 21 (PPD-21), will coordinate with State, Local, Tribal, and Territorial (SLTT) agencies, private sector partners, healthcare coalitions, and non-profit organizations to enhance critical infrastructure resilience and ensure coordinated public health and medical support.

Norfolk Public Health and Norfolk Fire-Rescue serve as the primary agencies for ESF #8 operations and will operate under the Incident Command System (ICS) and in coordination with the Emergency Operations Center (EOC). These agencies are responsible for directing public health and medical response activities, including situational assessments, strategy development, and information dissemination.

Supporting departments and agencies will assign liaison personnel to the EOC or other coordination locations as needed. In the event local resources are exceeded, Norfolk Emergency Management will coordinate resource requests through the Virginia Emergency Operations Center in accordance with the National Incident Management System (NIMS) and the Stafford Act.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Share public health and medical data to support early detection of health threats and improve situational awareness. • Promote health education and risk communication to prevent illness, injury, and behavioral health issues. • Support community outreach to reduce disparities and improve the resilience of vulnerable populations.
Mitigation	• Identify and assess risks to public health and healthcare infrastructure, including environmental and technological hazards. • Develop continuity of operations plans (COOP) to ensure uninterrupted delivery of health and medical services. • Strengthen coordination with regional partners to support joint planning and resource sharing.
Preparedness	• Train staff and volunteers on emergency roles, mass care, medical surge, and behavioral health response procedures.

	• Participate in drills and exercises to test coordination and response capabilities with local, regional, and state partners. • Maintain updated emergency plans and protocols, including contact lists, resource inventories, and mutual aid agreements.
Response	• Coordinate closely with the Norfolk Emergency Operations Center (EOC) and follow Incident Command System (ICS) protocols. • Provide staffing, resources, and subject matter expertise in support of medical, public health, behavioral health, or fatality management operations. • Communicate timely and accurate information to staff, partners, and the public through designated channels.
Recovery	• Support re-establishment of health and medical services, including long-term care and behavioral health recovery. • Participate in after-action reviews and submit data and feedback to improve future planning. • Assist in community reintegration efforts, including continuity of care, financial/resource support, and emotional recovery services.

Primary: Norfolk Public Health	
Phase	Roles and Responsibilities
Prevention	• Monitor public health data for emerging threats and coordinate with state and federal partners (e.g., VDH, CDC) on disease surveillance. • Conduct community outreach, immunization campaigns, and health education to reduce preventable illnesses. • Implement vector control programs and food/water safety inspections to minimize exposure risks.
Mitigation	• Identify and assess risks to public health infrastructure, including laboratories and healthcare facilities. • Develop and update public health emergency plans and protocols, including infectious disease response and quarantine procedures. • Strengthen relationships with regional healthcare coalitions, medical reserve corps, and local stakeholders.
Preparedness	• Maintain and train staff on Norfolk Public Health Emergency Operations Plans (PHEOP). • Conduct drills and exercises in coordination with Norfolk Emergency Management and healthcare partners. • Ensure readiness of public health resources, such as Strategic National Stockpile (SNS) plans, points of dispensing (PODs), and public information tools.
Response	• Coordinate epidemiological investigations, surveillance, and containment strategies for disease outbreaks. • Activate public health response teams to support isolation, quarantine, and mass prophylaxis operations.

	• Collaborate with the EOC to provide public health updates, risk communication, and guidance to the public and partners.
Recovery	• Conduct post-incident health impact assessments and community health surveillance. • Restore public health services and environmental health inspections. • Support mental and behavioral health recovery efforts and provide public education on ongoing health risks and services.

Primary: Norfolk Fire-Rescue	
Phase	Roles and Responsibilities
Prevention	• Conduct regular health and safety inspections of high-risk facilities (e.g., nursing homes, shelters, public venues). • Support community education programs on injury prevention, CPR, fire safety, and opioid overdose response. • Collaborate with Norfolk Public Health on public outreach related to emergency medical risks.
Mitigation	• Identify gaps in EMS response coverage and coordinate strategies to ensure equitable medical response citywide. • Participate in hazard vulnerability assessments, including evaluating risks to EMS personnel and public health. • Pre-plan routes and staging for mass casualty and patient evacuation scenarios.
Preparedness	• Maintain operational readiness of EMS units, including medical equipment, decontamination supplies, and responder PPE. • Conduct joint training exercises with public health, hospitals, and emergency management to enhance coordination. • Support the development of medical surge plans and patient triage protocols during disaster operations.
Response	• Serve as the primary provider of emergency medical services (EMS) during disasters or public health emergencies. • Coordinate triage, treatment, and transport for mass casualty incidents, in conjunction with regional hospitals. • Assist with the establishment and operation of patient collection points, medical shelters, and casualty collection areas. • Deploy HazMat and decontamination teams if contamination is suspected or confirmed.
Recovery	• Support demobilization of EMS and medical operations and assist with health system restoration efforts. • Conduct after-action reviews (AARs) to evaluate EMS and response performance. • Support ongoing mental health recovery and critical incident stress management (CISM) for responders and impacted residents.

Supporting: Children's Hospital of the King's Daughters (CHKD)	
Phase	Roles and Responsibilities
Prevention	• Provide pediatric health education and outreach programs to reduce preventable illnesses and injuries in children. • Collaborate with Norfolk Public Health and Norfolk Public Schools on school-based health initiatives and vaccination programs. • Contribute pediatric data to regional surveillance systems for early identification of child health threats.
Mitigation	• Assess and strengthen facility infrastructure to withstand natural disasters and ensure continuity of pediatric care. • • Maintain pediatric-specific emergency plans, including neonatal and trauma protocols. • Identify vulnerable pediatric populations (e.g., medically complex children) who may need prioritized support during emergencies.
Preparedness	• Maintain a pediatric surge capacity plan and coordinate with regional hospitals to support mass casualty or infectious disease incidents involving children. • Participate in regional healthcare coalition planning and emergency preparedness exercises. • Ensure readiness of pediatric specialty teams, equipment, and pharmaceutical caches tailored to children.
Response	• Serve as the primary pediatric hospital in the region, providing emergency care and specialized pediatric services during disaster events. • Coordinate with Norfolk EMS for pediatric triage, transfer, and treatment operations. • Support family reunification efforts in collaboration with Norfolk Police and Social Services for displaced or unaccompanied minors. • Share critical health data with Norfolk Emergency Management and Public Health to guide public messaging and protective actions for children.
Recovery	• Support post-incident pediatric mental and behavioral health care, including trauma-informed counseling and developmental assessments. • Resume full pediatric operations and assist in restoring school-based health partnerships. • Provide technical assistance on pediatric care considerations in after-action reporting and long-term recovery planning.

Supporting: Eastern Virginia Healthcare Coalition (EVHC)	
Phase	Roles and Responsibilities

Prevention	• Promote regional collaboration among hospitals, long-term care facilities, EMS, and public health entities to reduce healthcare system vulnerabilities. • Facilitate information sharing across member organizations to identify and address public health and safety risks. • Support joint training and education campaigns that promote community resilience and healthcare readiness.
Mitigation	• Conduct regional hazard vulnerability analyses and capability assessments focused on healthcare infrastructure and operations. • Support mitigation projects that strengthen medical surge capacity, continuity of operations, and supply chain resilience. • Assist member facilities with the development and coordination of continuity and hazard-specific response plans.
Preparedness	• Lead multi-agency planning and training efforts, including coordination of the regional Medical Surge Plan and exercises. • Maintain situational awareness dashboards, resource inventories, and a regional bed tracking system. • Provide training, tools, and guidance to member organizations for incident command, emergency operations, and crisis standards of care.
Response	• Serve as a central coordination body for information sharing, resource requests, and mutual aid among regional healthcare partners during emergencies. • Support the Norfolk Emergency Operations Center (EOC) and healthcare system partners with situational reports, resource status updates, and surge coordination. • Facilitate the deployment of regional healthcare assets, such as alternate care sites, medical strike teams, or equipment caches. • Assist with healthcare workforce coordination and staff augmentation during prolonged response operations.
Recovery	• Coordinate the healthcare system recovery process, including damage assessments, system restoration, and continuity planning. • Provide after-action support and improvement planning for healthcare partners. • Support long-term health and behavioral health recovery across the region in coordination with local and state agencies.

Supporting: Department of Health and Human Services (HHS)	
Phase	Roles and Responsibilities
Prevention	• Provide national leadership on health risk reduction strategies, public health policy, and disease prevention programs. • Fund and support research, public awareness campaigns, and immunization efforts to reduce long-term public health vulnerabilities.

	• Share intelligence on emerging public health threats through the CDC and other federal agencies.
Mitigation	• Support healthcare infrastructure resilience through federal grants, technical assistance, and mitigation guidance (e.g., Hospital Preparedness Program). • Develop and maintain the Strategic National Stockpile (SNS) and deployable medical response teams (e.g., NDMS, DMATs). • Promote equity in preparedness planning, especially for at-risk and underserved populations.
Preparedness	• Coordinate with state and local agencies to develop response frameworks, such as the Public Health Emergency Preparedness (PHEP) program. • Support planning, training, and exercises to build regional healthcare readiness and medical surge capacity. • Maintain deployable assets and response teams, including the National Disaster Medical System (NDMS), U.S. Public Health Service (USPHS), and Incident Response Coordination Teams (IRCTs).
Response	• Serve as the Federal Coordinating Agency for ESF #8 under the National Response Framework. • Provide direct support through deployed federal medical teams, behavioral health teams, and public health personnel in declared emergencies. • Coordinate distribution of pharmaceuticals and medical supplies from the Strategic National Stockpile (SNS). • Assist with health information sharing, continuity of care, and protection of critical health infrastructure.
Recovery	• Support long-term recovery of the public health and healthcare sectors, including technical assistance and funding for rebuilding and resilience. • Conduct public health surveillance and epidemiological assessments post-incident. • Lead federal health-related recovery planning efforts and coordinate with FEMA, CDC, CMS, and SAMHSA to restore essential services and address behavioral health needs.

Supporting: Hampton Roads Metropolitan Medical Response Team (HRMMRS)	
Phase	Roles and Responsibilities
Prevention	• Coordinate with regional public safety and healthcare partners to identify medical system vulnerabilities and plan accordingly. • Assist in developing training and public awareness initiatives that enhance medical readiness and community health resilience. • Maintain situational awareness of potential threats that may affect regional healthcare system capacity or operations.
Mitigation	• Provide technical assistance to local jurisdictions in strengthening regional medical surge capacity and decontamination capabilities.

	• Help coordinate mutual aid agreements and regional protocols to improve operational readiness and interoperability. • Manage pre-positioned medical assets that can be deployed quickly to mitigate impacts on overwhelmed health systems.
Preparedness	• Maintain specialized response teams and regional equipment caches, including mass casualty supplies, decontamination units, and medical tents. • Conduct regular training, drills, and exercises with first responders, public health officials, hospitals, and emergency management agencies. • Support the planning and coordination of regional medical operations, triage systems, and casualty distribution protocols.
Response	• Deploy personnel and equipment in support of large-scale emergencies, including mass casualty incidents, chemical/biological threats, and public health crises. • Operate mobile medical and decontamination units in coordination with Norfolk Fire-Rescue, Public Health, and area hospitals. • Coordinate with Norfolk EOC and regional partners to facilitate regional patient movement, casualty tracking, and surge support.
Recovery	• Assist in demobilizing and restocking deployed assets and returning resources to operational readiness. • Support the region in after-action reporting and lessons learned efforts, particularly regarding medical coordination and logistics. • Provide continued support to regional medical and public health systems during the recovery phase to restore full operational capacity.

Supporting: Navy Med	
Phase	Roles and Responsibilities
Prevention	• Conduct ongoing surveillance, disease prevention, and occupational health programs for Navy personnel and eligible dependents. • Share relevant public health intelligence and threat assessments with local and regional partners, including Norfolk Public Health. • Collaborate on vaccination campaigns and communicable disease control efforts for the broader military and civilian community when appropriate.
Mitigation	• Maintain resilient and scalable military medical infrastructure capable of supporting response surge needs. • Participate in regional planning to ensure continuity of operations and integration with civilian healthcare systems during emergencies. • Pre-identify facilities, resources, and personnel that may be made available to assist civil authorities during a declared emergency.
Preparedness	• Maintain deployable medical assets such as expeditionary medical facilities and mobile medical teams. • Participate in local and regional emergency exercises and planning efforts (e.g., through HRMMRS, EVHC, and Norfolk Emergency Management).

	• Provide subject matter expertise and technical assistance on infectious disease, trauma care, and force health protection.
Response	• Support local response efforts during federally declared disasters when directed by the Department of Defense (DoD), including providing medical personnel, facilities, or logistical support. • Offer surge support for mass casualty or medical evacuation operations, especially involving pediatric, trauma, or burn care. • Provide emergency behavioral health support, force health protection, and limited support to local civil authorities based on mission assignment and authorization.
Recovery	• Coordinate with federal and local partners to transition care responsibilities back to civilian agencies following DoD support demobilization. • Support after-action reviews and contribute military medical insights to regional improvement planning. • Restore normal operations and conduct reintegration health assessments for Navy personnel involved in extended emergency operations.

Supporting: Norfolk Community Services Board (CSB)	
Phase	Roles and Responsibilities
Prevention	• intervention programs, and partnerships with schools and health providers. • Identify at-risk populations and provide proactive behavioral health education to reduce long-term psychological impacts from emergencies. • Support Norfolk Public Health in addressing social determinants of health and community behavioral risk factors.
Mitigation	• Develop and maintain emergency behavioral health response plans, including crisis stabilization and mobile response teams. • Assess the capacity of behavioral health services and facilities to absorb increased demand during disasters. • Coordinate with regional partners to identify alternate care strategies for individuals with serious mental illness or developmental disabilities.
Preparedness	• Train staff in psychological first aid, trauma-informed care, and crisis intervention specific to disaster scenarios. • Participate in citywide emergency preparedness exercises and regional behavioral health planning efforts. • Maintain readiness of behavioral health mobile teams to support shelter operations, mass fatality events, or responder needs.
Response	• Deploy crisis counselors and behavioral health staff to support shelters, family assistance centers, and community recovery sites. • Provide mental health and substance use support for disaster survivors, vulnerable populations, and first responders. • Assist Norfolk Emergency Management and Public Health in coordinating behavioral health messaging and resource access.

Recovery	• Offer long-term behavioral health and trauma recovery services for impacted residents, with special focus on children, the elderly, and vulnerable populations. • Support city-led efforts in community healing, grief counseling, and resilience-building programs post-incident. • Participate in after-action reviews to improve behavioral health response and integrate lessons learned into future planning.

Supporting: Sentara Norfolk General Hospital (General)	
Phase	Roles and Responsibilities
Prevention	• Participate in regional disease surveillance efforts and share data with Norfolk Public Health and healthcare coalition partners. • Promote public health education and outreach efforts, especially related to chronic disease prevention and injury reduction. • Conduct infection control and safety initiatives to reduce the spread of healthcare-associated infections and communicable diseases.
Mitigation	• Maintain and regularly update emergency operations plans (EOPs), hazard vulnerability analyses (HVAs), and continuity of operations strategies. • Strengthen facility security, backup systems (e.g., power, water), and supply chain redundancies to ensure uninterrupted care during disasters. • Identify and plan for high-risk patient populations requiring specialized care during emergencies (e.g., dialysis, ventilator-dependent).
Preparedness	• Actively participate in the Eastern Virginia Healthcare Coalition (EVHC) and HRMMRS planning, training, and exercise programs. • Maintain medical surge capacity plans, patient tracking systems, and mass casualty triage protocols. • Ensure staff are trained in disaster response roles, including HICS (Hospital Incident Command System), decontamination, and patient evacuation.
Response	• Serve as the region's adult Level I trauma and tertiary care center for mass casualty and complex medical emergencies. • Coordinate with Norfolk Fire-Rescue and EMS for efficient patient triage, transport, and transfer operations. • Activate internal hospital command structure and communicate with the Norfolk EOC and regional partners for situational updates and resource coordination. • Support public information efforts by providing medical updates and collaborating on health messaging.
Recovery	• Resume full patient services and clear patient surge overflow as community recovery progresses. • Participate in citywide and regional after-action reviews to evaluate medical response and incorporate lessons learned.

	• Provide long-term follow-up care for impacted patients and support the restoration of normal healthcare system operations.

Supporting: Sentara Leigh Hospital (Leigh)	
Phase	Roles and Responsibilities
Prevention	• Participate in regional disease surveillance efforts and share data with Norfolk Public Health and healthcare coalition partners. • Promote public health education and outreach efforts, especially related to chronic disease prevention and injury reduction. • Conduct infection control and safety initiatives to reduce the spread of healthcare-associated infections and communicable diseases.
Mitigation	• Maintain and regularly update emergency operations plans (EOPs), hazard vulnerability analyses (HVAs), and continuity of operations strategies. • Strengthen facility security, backup systems (e.g., power, water), and supply chain redundancies to ensure uninterrupted care during disasters. • Identify and plan for high-risk patient populations requiring specialized care during emergencies (e.g., dialysis, ventilator-dependent).
Preparedness	• Actively participate in the Eastern Virginia Healthcare Coalition (EVHC) and HRMMRS planning, training, and exercise programs. • Maintain medical surge capacity plans, patient tracking systems, and mass casualty triage protocols. • Ensure staff are trained in disaster response roles, including HICS (Hospital Incident Command System), decontamination, and patient evacuation.
Response	• Provide emergency care and specialized services during disaster events, coordinating with Norfolk Fire-Rescue and EMS for efficient patient triage, transport, and transfer operations. • Activate internal hospital command structure and communicate with the Norfolk EOC and regional partners for situational updates and resource coordination. • Support public information efforts by providing medical updates and collaborating on health messaging.
Recovery	• Resume full patient services and clear patient surge overflow as community recovery progresses. • Participate in citywide and regional after-action reviews to evaluate medical response and incorporate lessons learned. • Provide long-term follow-up care for impacted patients and support the restoration of normal healthcare system operations.

Supporting: Virginia Department of Health (VDH)	
Phase	Roles and Responsibilities

Prevention	• Monitor public health data and coordinate with local health districts to identify and mitigate emerging health threats. • Implement statewide health education and vaccination programs to reduce preventable illnesses. • Collaborate with local, regional, and federal partners to enhance disease surveillance and reporting systems.
Mitigation	• Develop and disseminate public health emergency plans and protocols, including infectious disease response and quarantine procedures. • Strengthen healthcare infrastructure resilience through guidance and support to local health departments and healthcare facilities. • Coordinate with regional partners to identify and address vulnerabilities in public health and medical systems.
Preparedness	• Maintain and train staff on the VDH Emergency Operations Plan (EOP) and related annexes. • Conduct drills and exercises in coordination with local health districts, emergency management, and healthcare partners. • Ensure readiness of public health resources, such as the Strategic National Stockpile (SNS) plans and Medical Reserve Corps (MRC) units.
Response	• Activate public health response teams to support disease outbreak investigations, mass prophylaxis operations, and emergency medical services. • Coordinate with the Virginia Emergency Operations Center (VEOC) to provide public health updates, risk communication, and guidance to the public and partners. • Deploy resources and personnel to support local health departments and healthcare facilities during emergencies.
Recovery	• Conduct post-incident health impact assessments and community health surveillance. • Support the restoration of public health services and infrastructure. • Provide technical assistance and guidance on long-term health recovery efforts and resilience building.

Supporting: Virginia Department of Social Services (VDSS)	
Phase	Roles and Responsibilities
Prevention	• Collaborate with public health agencies to identify and support vulnerable populations, including the elderly, individuals with disabilities, and low-income families. • Promote public awareness campaigns related to health and safety, such as nutrition, disease prevention, and child welfare. • Support community-based programs aimed at reducing risk factors associated with public health emergencies.
Mitigation	• Develop and maintain emergency plans that address the needs of at-risk populations during public health crises.

	• Coordinate with local departments of social services to ensure continuity of essential services during emergencies. • Participate in hazard vulnerability assessments to identify and address potential impacts on social services infrastructure.
Preparedness	• Train staff on emergency response protocols and the provision of social services during public health emergencies. • Engage in joint exercises with public health and emergency management partners to test and refine response plans. • Ensure that communication systems are in place to disseminate information to clients and staff during emergencies.
Response	• Provide support for mass care operations, including sheltering and feeding, in coordination with ESF #6 partners. • Assist in the identification and provision of services to individuals with special needs, ensuring access to medical care and other essential services. • Coordinate with local departments to facilitate the delivery of benefits and services, such as SNAP and TANF, during emergencies.
Recovery	• Support long-term recovery efforts by assisting individuals and families in accessing social services and benefits. • Participate in after-action reviews to evaluate the effectiveness of social services during the emergency response. • Collaborate with community partners to rebuild and strengthen the social services infrastructure impacted by the emergency.

Supporting: Virginia Hospital and Healthcare Association (VHHA)	
Phase	Roles and Responsibilities
Prevention	• Collaborate with member hospitals and health systems to identify and mitigate potential public health threats. • Promote best practices in infection control, patient safety, and emergency preparedness among healthcare providers. • Support public health campaigns and initiatives aimed at disease prevention and health promotion.
Mitigation	• Develop and disseminate guidelines and resources to enhance the resilience of healthcare facilities against emergencies. • Coordinate with state agencies to assess and address vulnerabilities within the healthcare infrastructure. • Facilitate the sharing of information and resources among member organizations to strengthen collective preparedness.
Preparedness	• Organize and conduct training programs, workshops, and exercises to enhance the emergency response capabilities of healthcare providers. • Maintain communication systems and protocols to ensure timely information sharing during emergencies.

	• Collaborate with the Virginia Department of Health (VDH) and other partners to develop and update emergency response plans and procedures.
Response	• Activate the VHHA Emergency Coordination Center to support healthcare facilities during emergencies. • Coordinate the allocation and distribution of medical resources, personnel, and information among member organizations. • Serve as a liaison between healthcare providers and state emergency management agencies to facilitate a unified response.
Recovery	• Assist member organizations in the restoration of healthcare services and operations following an emergency. • Conduct after-action reviews and evaluations to identify lessons learned and areas for improvement. • Support ongoing recovery efforts by providing guidance, resources, and advocacy for affected healthcare facilities.

Supporting: Virginia Office of the Chief Medical Examiner (OCME), Tidewater District	
Phase	Roles and Responsibilities
Prevention	• Monitor trends in mortality data to identify emerging public health threats, such as opioid overdoses or infectious disease outbreaks. • Collaborate with public health agencies to inform prevention strategies based on forensic findings. • Participate in fatality review teams to analyze deaths and recommend preventive measures.
Mitigation	• Develop and maintain mass fatality management plans in coordination with local and regional partners. • Ensure facilities and equipment are prepared to handle increased caseloads during disasters. • Conduct training and exercises with emergency management and healthcare partners to enhance readiness.
Preparedness	• Maintain a roster of qualified personnel and resources for deployment during emergencies. • Coordinate with local funeral directors and the Virginia Funeral Directors Association for surge capacity. • Establish protocols for the identification and tracking of decedents in mass casualty incidents.
Response	• Lead the medicolegal investigation of deaths resulting from disasters, including identification, cause, and manner of death determinations. • Operate temporary morgue facilities if necessary, in collaboration with local authorities. • Provide timely information to families, law enforcement, and public health officials.

Recovery	• Assist in the return of remains to families and provide documentation needed for legal and administrative purposes. • Participate in after-action reviews to assess response effectiveness and identify areas for improvement. • Support mental health services for staff and partners involved in fatality management operations.

SUPPORTING INFORMATION

Local / Agency Plans:

- Norfolk Department of Public Health Emergency Operations Plan
- Norfolk Public Health Mass Dispensing and Strategic National Stockpile Plan
- Norfolk Mass Casualty Incident (MCI) Plan

Regional Plans

- Eastern Virginia Healthcare Coalition (EVHC) Regional Medical Surge Plan
- Hampton Roads Mass Casualty Incident Plan (HRMMRS)
- HRMMRS Regional Hospital Coordination Guidelines
- VDH Statewide Public Health Emergency Preparedness and Response Plan
- Virginia State Medical Surge Plan
- CDC Public Health Emergency Preparedness (PHEP) Program Guidance

AUTHORITIES AND REFERENCES

- Public Health Service Act (42 U.S.C. §201 et seq.)
- Pandemic and All-Hazards Preparedness Act (PAHPA)
- Health Insurance Portability and Accountability Act (HIPAA) – Emergency Disclosure Provisions

RESOURCES

- DHHS Public Health Emergency
- DHHS / ASPR emPOWER
- Electronic Mass Casualty Assessment & Planning Scenarios - EMCAPS
- GeoHealth
- Virginia Health Information

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 8 – Public Health and Medical Services. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Confirm activation of ESF #8 in coordination with Norfolk Emergency Management and EOC.		
	• Notify Norfolk Public Health, Norfolk Fire-Rescue, EVHC, and key healthcare partners.		
	• Initiate rapid public health and medical needs assessment for affected populations.		
	• Confirm operational status of hospitals, clinics, EMS, behavioral health providers, and morgues.		
Activation	• Staff the ESF #8 position at the Norfolk EOC and assign liaison officers to key coordination sites.		
	• Coordinate with the Norfolk Health District to initiate surveillance and public messaging.		
	• Activate Medical Reserve Corps (MRC) volunteers or request through VDH as needed.		
	• Support shelter operations with public health, behavioral health, and medical staffing.		
Response	• Deploy EMS, behavioral health, and public health teams based on incident needs.		
	• Coordinate triage, treatment, and transportation with Norfolk Fire-Rescue and area hospitals.		
	• Implement disease control measures (e.g., isolation, quarantine, vaccination PODs).		
	• Activate mass fatality management protocols if applicable (coordinate with OCME).		
Recovery	• Support continuity of care and reestablishment of disrupted health services.		
	• Provide crisis counseling, behavioral health outreach, and long-term mental health services.		

	• Assist healthcare facilities with demobilization, reporting, and insurance/reimbursement needs.		
	• Participate in joint after-action reviews with local, state, and federal partners.		
Ongoing Actions	• Monitor and update public health surveillance and case tracking.		
	• Maintain coordination with VDH and Norfolk Emergency Management for situational updates.		
	• Replenish medical caches, PPE, and response supplies.		
	• Integrate feedback into plan revisions and training agendas.		

EMERGENCY SUPPORT FUNCTION 9: SEARCH AND RESCUE

Supporting Community Lifeline: **Safety and Security** - Law Enforcement/Security, Fire Service, Search and Rescue, Government Service, Community Safety

Primary Department	Norfolk Fire Rescue
	Norfolk Police Department
	Norfolk Sheriff's Department
Supporting Departments	Norfolk Community Emergency Response Team
External Supporting Agencies	Civil Air Patrol
	National Park Service
	FEMA
	U.S. Air Force
	U.S. Coast Guard
	Virginia Army National Guard
	Virginia Department of Emergency Management

PURPOSE

Emergency Support Function (ESF) #9 – Search and Rescue (SAR) provides the framework for coordinating and delivering lifesaving SAR services in the City of Norfolk during actual or anticipated emergencies or disasters. ESF #9 ensures the timely deployment of specialized resources to locate, extricate, and provide immediate medical assistance to victims in distress, whether in urban, maritime, or inland environments.

SCOPE

ESF #9 covers a broad range of coordinated search and rescue operations, including:

- Structural Collapse/Urban Search and Rescue (USAR)
- Maritime, Coastal, and Waterborne SAR
- Land-Based SAR

This function integrates local, regional, and state assets to respond to threats and hazards that compromise public safety, particularly in environments impacted by infrastructure failure, natural disasters, or large-scale emergencies. It requires interagency coordination across Norfolk's public safety agencies, neighboring jurisdictions, and private sector partners to ensure mission success under the National Response Framework (NRF) and National Search and Rescue Plan.

SITUATION

The City of Norfolk is a coastal urban community with a dense population, a major seaport, military installations, and critical infrastructure that may be affected by both natural and human-caused hazards. Incidents such as hurricanes, flooding, building collapses, mass casualty events, or transportation accidents may require specialized search and rescue operations to locate and assist individuals in danger.

Norfolk's proximity to tidal waterways and the presence of high-rise structures, aging infrastructure, and active construction zones increase the likelihood of SAR missions requiring coordination between urban, maritime, and land-based teams. Local public safety agencies maintain a limited but capable SAR capacity, with additional resources available through regional partnerships and mutual aid agreements.

PLANNING ASSUMPTIONS

- Incidents requiring SAR support may occur with little or no warning and could overwhelm local first response capabilities.
- Search and rescue operations may be conducted in hazardous environments, including collapsed structures, flooded areas, or contaminated zones.
- Victims may be dispersed across multiple locations or trapped in inaccessible areas, requiring the use of specialized equipment, canine teams, aerial assets, or technical rescue personnel.
- SAR operations will follow the Incident Command System (ICS) and integrate with the Norfolk EOC for coordination, logistics, and public information.
- Mutual aid from neighboring jurisdictions, state resources (e.g., VDEM), and federal support (e.g., FEMA USAR task forces or U.S. Coast Guard) may be required depending on incident complexity.
- Communications infrastructure may be degraded during the incident, requiring redundant systems and interoperable communication tools to maintain situational awareness and command coordination.
- Public expectations for rapid rescue efforts will be high, requiring coordinated public messaging to manage expectations and ensure safety.
- All SAR activities must consider responder safety, legal authorities, and resource limitations during sustained operations.

CONCEPT OF OPERATIONS

Norfolk Fire-Rescue and the Norfolk Police Department serve as the lead agencies for SAR operations within the City of Norfolk. Both agencies will activate and operate within the Incident Command System (ICS) structure and coordinate closely with the Norfolk Emergency Operations Center (EOC) for resource support and multi-agency collaboration.

Key operational activities include:

- Activation of specialized SAR teams based on incident type (e.g., water rescue, building collapse, missing persons).
- Use of geographic information systems (GIS), drones, K-9 teams, and other technical tools to enhance SAR efforts.
- Coordination with the U.S. Coast Guard, Virginia Department of Emergency Management (VDEM), and the Virginia Task Force teams (such as VA-TF2) for mutual aid and advanced rescue capabilities.
- Maintaining updated SAR plans, resource inventories, and memoranda of understanding (MOUs) with regional response partners.
- Requesting state and federal support through the EOC when local capacity is exceeded, in accordance with the Stafford Act and NIMS protocols.

During an activation, the Incident Commander (IC) will assess operational needs, determine required SAR capabilities, and assign tactical objectives. Liaison officers from supporting agencies will integrate at the command post or EOC as needed. Communications interoperability, unified command, and continuous situational awareness will be prioritized throughout the response.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Identify and report risks or vulnerabilities in infrastructure, populations, or activities that may lead to SAR incidents (e.g., missing persons, collapse risks, maritime hazards). • Participate in community education and awareness campaigns to promote public safety, hazard recognition, and individual preparedness. • Engage in interagency planning and intelligence-sharing to deter or prevent incidents that could require SAR activation (e.g., security threats, aviation safety, natural hazard risks).
Mitigation	• Support hazard assessments and contribute agency-specific data or expertise to reduce SAR-related risks in high-vulnerability areas (e.g., flood zones, high-traffic waterways). • Incorporate SAR considerations into facility and infrastructure planning to reduce the likelihood of search and rescue scenarios (e.g., safe egress, monitoring systems, resilience features). • Develop and maintain continuity of operations plans (COOP) that include contingency staffing and resource support for SAR missions.
Preparedness	• Train personnel in basic and specialized SAR functions relevant to the agency's role, including ICS, scene safety, communications, and coordination protocols.

	• Participate in multi-agency SAR exercises and drills to improve operational readiness and interagency coordination. • Maintain up-to-date equipment, resource lists, and deployment procedures to ensure rapid and effective support during SAR activations.
Response	• Provide personnel, equipment, or support services as requested by the Incident Command or Norfolk EOC during SAR operations. • Integrate into the Incident Command System (ICS) to ensure unified command, interoperable communications, and clear coordination among all SAR stakeholders. • Ensure responder safety, accountability, and operational efficiency by adhering to protocols, check-in/check-out procedures, and assigned tasks.
Recovery	• Assist with demobilization, documentation, and after-action reviews to identify strengths, challenges, and improvement opportunities for future SAR operations. • Support victim reunification, long-term case resolution, and community recovery efforts as appropriate to the agency's mission. • Restore agency readiness by resupplying, repairing, and retraining personnel and equipment involved in SAR operations.

Primary: Norfolk Fire-Rescue	
Phase	Roles and Responsibilities
Prevention	• Conduct hazard risk assessments in collaboration with Emergency Management to identify structures or zones vulnerable to collapse, flooding, or other SAR-related threats. • Participate in pre-incident planning for high-risk facilities and special events where SAR operations may be necessary. • Promote fire code enforcement and structural safety standards to reduce SAR-related incidents.
Mitigation	• Integrate SAR capabilities into Norfolk's hazard mitigation plans and capital improvement projects (e.g., flood mitigation, building reinforcement). • Advocate for investment in resilient infrastructure that reduces the likelihood or severity of SAR scenarios (e.g., collapses, Swiftwater hazards). • Maintain up-to-date resource inventories for specialized rescue equipment and personnel certifications.
Preparedness	• Train and equip specialized NFR teams in Urban Search and Rescue (USAR), Swiftwater rescue, and technical rope operations. • Conduct regular SAR drills and multi-agency exercises with Norfolk Police, USCG, and regional partners. • Maintain mutual aid agreements and coordinate with Virginia Task Force 2 (VA-TF2), the Hampton Roads IMT, and VDEM SAR resources. • Update and maintain SAR response protocols and standard operating procedures (SOPs) in coordination with the Norfolk EOC.

Response	• Serve as Incident Command (or Operations Section Chief) for SAR incidents, deploying appropriate rescue teams based on incident type. • Establish and manage unified command with supporting agencies for complex or multi-jurisdictional SAR operations. • Deploy specialized equipment and trained personnel to conduct victim search, stabilization, extrication, and emergency medical care. • Coordinate SAR logistics, staging areas, and safety operations in collaboration with the EOC.
Recovery	• Support secondary searches, damage assessments, and demobilization of SAR teams and equipment. • Participate in after-action reviews and improvement planning to capture lessons learned. • Restore readiness of SAR capabilities, including restocking supplies, conducting debriefs, and scheduling equipment maintenance. • Assist in post-incident victim support services, such as body recovery and coordination with the Office of the Chief Medical Examiner when necessary.

Primary: Norfolk Police Department	
Phase	Roles and Responsibilities
Prevention	• Monitor and analyze crime patterns and suspicious activity to identify potential threats that may lead to SAR scenarios, such as terrorism or targeted attacks on critical infrastructure. • Conduct security assessments for high-occupancy venues and vulnerable areas to reduce risk of incidents requiring SAR response. • Participate in coordinated threat detection and interdiction operations with regional and federal partners to prevent incidents.
Mitigation	• Assist with access control planning and enforcement for high-risk zones during major events or elevated threat conditions. • Contribute to community-based risk reduction efforts by supporting safety awareness campaigns and public outreach. • Maintain geospatial data and intelligence systems to support incident mapping and rapid SAR deployment during events.
Preparedness	• Train specialized units (e.g., K-9, Dive Team, Tactical Units) in SAR support functions, including search grid coordination, missing persons response, and wide-area reconnaissance. • Participate in interagency SAR exercises with NFR, the U.S. Coast Guard, and Norfolk Emergency Management to enhance operational coordination. • Maintain and update missing persons protocols and coordinate with the National Missing and Unidentified Persons System (NamUs) and Virginia State Police resources. • Integrate SAR considerations into incident action planning for mass gathering events or large-scale evacuations.

Response	• Establish perimeter security, traffic control, and crowd management around SAR operational zones to ensure responder and public safety. • Deploy K-9 units, unmanned aerial systems (UAS/drones), and ground units to support missing persons searches, waterborne incidents, or urban SAR missions. • Serve as Unified Command lead or support for law enforcement-sensitive SAR operations (e.g., criminal acts, abductions, terrorism). • Liaise with Norfolk EOC and provide incident updates, intelligence briefings, and situational reports related to SAR.
Recovery	• Support ongoing investigations involving SAR operations, including coordination with the Office of the Chief Medical Examiner (OCME) when fatalities are involved. • Provide documentation and evidence handling for any SAR operations related to criminal activity. • Assist with family notifications, victim reunification, and coordination of long-term investigative actions. • Participate in after-action reviews and incorporate findings into police SAR-related procedures and training.

Primary: Norfolk Sheriff's Office	
Phase	Roles and Responsibilities
Prevention	• Support community outreach and safety education programs to help reduce incidents that may require SAR operations, such as missing persons among vulnerable populations. • Collaborate with Norfolk Police and Emergency Management to identify at-risk populations (e.g., elderly, individuals with cognitive disabilities) who may require proactive tracking or support systems. • Maintain up-to-date registries or databases to support SAR efforts for high-risk individuals under court-ordered care or supervision.
Mitigation	• Provide insight into facility-based risks, including courthouse and detention center vulnerabilities, that could impact SAR planning. • Develop contingency plans for evacuating and accounting for inmates and staff during SAR-related incidents affecting correctional facilities. • Coordinate with Norfolk Emergency Management to integrate NSO resources into mass casualty or disaster mitigation planning.
Preparedness	• Train and prepare deputy personnel in SAR support functions such as crowd control, security of SAR staging areas, and perimeter management. • Participate in citywide drills and exercises involving search and rescue, evacuation, and mass casualty response. • Maintain readiness to deploy available NSO vehicles, personnel, and equipment (e.g., ATVs, transport vans, mobile command units) in support of SAR missions.

Response	• Provide staffing to assist with perimeter control, traffic diversion, and scene security at SAR operations as requested by Incident Command or the EOC. • Deploy trained deputies to assist with grid searches, missing persons searches, and evacuation operations. • Support victim accountability and documentation, including coordination with sheltering or family reunification services as appropriate. • Provide personnel to augment ICS roles at command posts or staging areas when requested.
Recovery	• Assist in post-operation site security and management of controlled areas impacted by SAR operations. • Support family notification, reunification assistance, and post-incident coordination with courts and legal services. • Participate in post-incident briefings and after-action reports to improve SAR support capabilities. • Ensure readiness of equipment and personnel for future deployment and integrate lessons learned into agency SOPs.

Supporting: Community Emergency Response Team	
Phase	Roles and Responsibilities
Prevention	• Support public education campaigns on emergency preparedness, family safety plans, and personal responsibility during SAR incidents. • Promote community awareness of the risks associated with coastal flooding, hurricanes, and other hazards that could trigger SAR operations. • Assist with outreach to vulnerable populations, helping reduce the likelihood of individuals becoming SAR victims during emergencies.
Mitigation	• Participate in community hazard mitigation efforts by distributing materials, assisting with preparedness fairs, and supporting risk reduction education. • Assist Norfolk Emergency Management with neighborhood-level resilience initiatives, such as volunteer mapping and community resource inventories. • Support initiatives like “Map Your Neighborhood” and “Know Your Zone” that promote self-help during disasters and minimize SAR needs.
Preparedness	• Complete ongoing SAR-related CERT training, including light search and rescue, basic first aid, and scene safety. • Participate in multi-agency drills and exercises to enhance readiness for deployment in support of SAR operations. • Maintain and inventory CERT go-kits, communications tools (e.g., radios), and safety gear to support field deployment. • Assist with public events, exercises, or drills requiring volunteer support for the simulation of SAR scenarios.
Response	• Deploy trained CERT members to assist with non-technical SAR support roles such as: • Triage assistance and victim tracking

	• Crowd control or perimeter support under supervision • Light search operations in low-risk areas (e.g., neighborhoods, shelters) • Provide logistics support at staging areas, including check-in operations and distribution of supplies to SAR teams. • Relay situational awareness updates from the field to the EOC or Incident Command through designated CERT leadership. • Assist with managing donations or spontaneous volunteers to reduce interference with official SAR operations.
Recovery	• Support family reunification operations, including helping maintain records, assisting with comfort stations, or escorting individuals. • Provide logistical or administrative support for the demobilization of SAR efforts. • Assist with community re-entry education and dissemination of recovery resources. • Participate in after-action reviews to help identify strengths and improvement areas in CERT's SAR support role.

Supporting: Civil Air Patrol	
Phase	Roles and Responsibilities
Prevention	• Support public awareness campaigns focused on aviation safety and emergency preparedness for private pilots and coastal recreationists. • Coordinate with Norfolk Emergency Management and other agencies to identify high-risk areas for aerial SAR missions (e.g., waterways, remote areas, air corridors). • Assist in reviewing and updating aerial reconnaissance routes and priority search zones.
Mitigation	• Maintain readiness of aircraft, aerial cameras, and communications equipment to reduce response time during SAR missions. • Provide subject-matter expertise in aerial observation and geospatial data collection to support hazard mapping and mitigation planning. • Participate in regional hazard assessments by supplying imagery or flight reconnaissance data for risk-prone zones.
Preparedness	• Train CAP cadets and senior members in search techniques, communications protocols, aerial navigation, and coordination with ground teams. • Participate in SAR drills and exercises alongside Norfolk Fire-Rescue, Police, and Emergency Management. • Maintain mission-ready aircraft and crews in accordance with FEMA, Air Force Rescue Coordination Center (AFRCC), and VDEM standards. • Pre-stage mission kits including maps, radios, and GPS devices for rapid deployment.
Response	• Provide aerial reconnaissance and photography to locate missing persons, assess disaster areas, or support large-scale search grids.

	• Relay visual assessments to the Norfolk EOC, Incident Command, or VDEM to enhance situational awareness. • Assist in communications relay operations in cases where ground systems are compromised. • Coordinate with ground SAR teams to synchronize search patterns and communicate findings in real-time. • Support aerial transport of small supplies or urgent mission-critical equipment when needed and authorized.
Recovery	• Provide post-event aerial imagery to aid in damage assessment and planning for recovery operations. • Assist with documentation and mission debriefing, contributing photos, maps, and reports for after-action reviews. • Support search operations related to downed aircraft or long-term missing person investigations. • Continue training cycles and update mission plans to incorporate post-incident findings and lessons learned.

Supporting: FEMA	
Phase	Roles and Responsibilities
Prevention	• Provide national guidance and funding to support state and local prevention strategies related to SAR, including infrastructure protection, early warning systems, and community preparedness. • Promote best practices through FEMA's National Preparedness System and encourage integration of SAR considerations into risk assessments and hazard mitigation plans.
Mitigation	• Administer Hazard Mitigation Grant Program (HMGP) and Building Resilient Infrastructure and Communities (BRIC) funding to help communities like Norfolk reduce structural vulnerabilities that could trigger SAR events (e.g., collapses during hurricanes). • Support state and local efforts to build resilient SAR capacity through grant-funded training, equipment, and planning initiatives. • Coordinate with VDEM to improve the readiness of national USAR assets for deployment within Virginia, if needed.
Preparedness	• Maintain and manage the National Urban Search and Rescue Response System, including 28 FEMA USAR Task Forces such as Virginia Task Force 2 (VA-TF2) based in Virginia Beach. • Provide technical assistance, training guidance, and standardized operating procedures to ensure local SAR capabilities align with national standards. • Conduct joint federal-state readiness assessments and planning workshops involving SAR capabilities. • Integrate with Norfolk and regional agencies during preparedness exercises through Regional FEMA Integration Teams (FITs).

Response	• Deploy FEMA USAR Task Forces upon state request and federal activation, including technical search specialists, structural engineers, K-9 teams, and medical personnel. • Provide coordination, logistics support, and specialized SAR capabilities for major disasters when local and state resources are overwhelmed. • Operate under the National Response Framework and Emergency Support Function Annex #9, in coordination with the FEMA Regional Response Coordination Center (RRCC) and Joint Field Office (JFO). • Facilitate resource requests via the National Emergency Management Agency Compact (EMAC), and ensure rapid deployment of SAR teams, equipment, and incident support modules.
Recovery	• Assist in post-incident assessments, debriefings, and after-action reporting for SAR operations where FEMA resources were utilized. • Support reimbursement through the Public Assistance (PA) Program for eligible SAR-related expenses. • Collaborate with local and state partners to evaluate SAR effectiveness, integrate lessons learned, and recommend improvements to local SAR plans and infrastructure. • Provide technical support for victim identification, fatality management, and family reunification through coordination with HHS, OCME, and state partners.

Supporting: National Park Service	
Phase	Roles and Responsibilities
Prevention	• Promote safety awareness and risk reduction strategies for visitors to federally managed lands or historic areas in and around Norfolk (e.g., Fort Norfolk, Freedom Trail segments, or nearby park lands). • Collaborate with local emergency management and law enforcement to monitor activity near historical or federal properties that may present SAR risks. • Support outreach campaigns encouraging safe outdoor recreation and hazard awareness.
Mitigation	• Contribute to risk assessments and emergency planning for NPS-managed properties within or adjacent to Norfolk. • Maintain SAR plans for National Park areas and historic assets that may become incident sites. • Assist in reducing SAR risks in high-use public areas by recommending improvements such as signage, access control, or ranger patrols.
Preparedness	• Maintain trained and equipped NPS rangers in SAR operations, including land-based search, high-angle rescue, and water-based search support.

	• Participate in SAR planning and coordination meetings with local and state agencies, particularly for events or emergencies affecting areas under federal jurisdiction. • Ensure that NPS SAR resources (personnel, boats, and equipment) are mission-ready and interoperable with local responders. • Conduct or participate in joint training exercises involving urban interface or public-access SAR scenarios.
Response	• Deploy NPS rangers trained in search and rescue to assist with SAR missions occurring on or near NPS lands or facilities. • Coordinate with Norfolk Fire-Rescue and Norfolk Police Department to provide support in shoreline and land-based searches within their areas of responsibility. • Provide specialized SAR capabilities, including navigation, wilderness tracking, and backcountry medical support if needed. • Serve as liaison to federal property management during SAR missions affecting NPS assets or historical infrastructure.
Recovery	• Assist in post-incident site control, recovery, and preservation efforts for NPS-managed locations affected by SAR operations. • Contribute to after-action reviews and ensure lessons learned are incorporated into local-federal coordination efforts. • Support long-term planning to improve SAR access, signage, and emergency communications within NPS areas. • Collaborate with local agencies and federal partners to update joint SAR protocols and agreements as needed.

Supporting: U.S. Air Force	
Phase	Roles and Responsibilities
Prevention	• Maintain situational awareness of airspace operations over and near Norfolk, particularly involving military aircraft or exercises. • Promote aviation safety and coordinate with civilian agencies regarding air traffic risks that may result in SAR activations. • Support national-level intelligence and threat analysis that may inform pre-incident planning for aerial-based SAR risks.
Mitigation	• Provide technical expertise to assist in hazard mitigation planning related to aviation, including risks associated with military flight operations or aircraft crash scenarios. • Contribute to interagency planning efforts for rapid response to downed aircraft or aerial SAR missions across civilian-military boundaries. • Maintain and enhance the readiness of the Air Force Rescue Coordination Center (AFRCC), which is responsible for coordinating inland federal SAR missions in the continental U.S.

Preparedness	• Operate and maintain SAR-capable aircraft, equipment, and highly trained personnel, including Combat Search and Rescue (CSAR) and Pararescue (PJ) teams available for federal missions. • Coordinate training opportunities and joint SAR exercises with federal, state, and local agencies to enhance interoperability. • Ensure alignment of SAR protocols with FEMA, VDEM, and Norfolk Emergency Management to support streamlined coordination during multi-jurisdictional responses.
Response	• Through the Air Force Rescue Coordination Center (AFRCC), coordinate and manage all inland federal SAR missions in support of local and state authorities. • Deploy fixed-wing aircraft, helicopters, and personnel to support SAR efforts for downed aircraft, missing persons in remote areas, or high-complexity missions requiring federal assistance. • Provide real-time aerial reconnaissance, communications support, and rescue operations in support of Norfolk-area incidents when federal resources are requested via VDEM and FEMA. • Coordinate closely with the U.S. Coast Guard for SAR operations occurring near the shoreline or within shared airspace/joint response zones.
Recovery	• Support post-mission analysis and reporting for SAR operations involving military aircraft or federal assets. • Assist with aerial damage assessments, debris field mapping, and forensic support during aircraft incident recovery operations. • Contribute to after-action reviews and planning efforts aimed at improving civil-military SAR coordination at the state and local level. • Continue support through sustained aerial observation or logistics missions if long-term search or recovery efforts are necessary.

Supporting: U. S. Coast Guard	
Phase	Roles and Responsibilities
Prevention	• Conduct regular safety patrols and enforcement of maritime laws to reduce the likelihood of incidents requiring search and rescue. • Promote boating safety, vessel inspections, and maritime hazard awareness through public education campaigns and stakeholder engagement. • Monitor vessel traffic in Norfolk Harbor and adjacent waterways to detect and deter unsafe conditions, collisions, or maritime threats.
Mitigation	• Identify high-risk maritime areas and support the development of risk reduction measures such as navigational aids, waterway traffic management, and safety zones. • Participate in port security and critical infrastructure protection planning with Norfolk Port Authority, Emergency Management, and regional maritime stakeholders.

	• Maintain capabilities for hazardous materials response that may accompany maritime SAR operations.
Preparedness	• Operate and maintain SAR units including small boats, helicopters (e.g., MH-60 Jayhawk), and specialized personnel from Sector Virginia and Air Station Elizabeth City. • Conduct and participate in interagency training and exercises with Norfolk Fire-Rescue, Norfolk Police Marine Patrol, and the Virginia Marine Resources Commission. • Maintain readiness for coordination with FEMA, VDEM, and other federal, state, and local agencies for complex or large-scale maritime SAR events. • Operate the Rescue 21 communications system to ensure seamless SAR coordination along coastal zones.
Response	• Serve as the lead federal agency for maritime search and rescue under the National Search and Rescue Plan, responsible for operations in navigable waters and coastal regions. • Deploy SAR assets in response to distress calls, capsized vessels, persons overboard, aircraft down at sea, and flooding events impacting port or waterfront infrastructure. • Coordinate with local agencies through the Sector Virginia Command Center, ensuring a unified SAR approach under the Incident Command System. • Provide aerial surveillance, maritime rescue operations, and medical evacuation support when required.
Recovery	• Assist in post-incident investigations related to maritime accidents and SAR cases in collaboration with the National Transportation Safety Board (NTSB) and local authorities. • Support ongoing recovery operations by providing continued aerial and surface surveillance, sonar mapping, and diver assistance as needed. • Participate in after-action reviews and contribute lessons learned to strengthen future interagency SAR coordination. • Continue maritime security enforcement and public communication in support of long-term recovery efforts following major incidents.

Supporting: Virginia Army National Guard	
Phase	Roles and Responsibilities
Prevention	• Participate in joint planning with VDEM and Norfolk Emergency Management to identify vulnerable populations and high-risk zones where National Guard assets may be pre-positioned for rapid SAR deployment. • Assist in threat monitoring and intelligence sharing related to potential incidents requiring SAR response, particularly during declared states of emergency. • Support civil-military coordination to prevent SAR incidents through deterrence patrols or visibility during high-profile events when requested.

Mitigation	• Provide planning support and subject-matter expertise for integrating military capabilities into hazard mitigation strategies (e.g., flood-prone zone response capabilities). • Contribute to infrastructure vulnerability assessments in coordination with state and local agencies, particularly for bridges, critical facilities, and transportation networks. • Support integration of VaARNG aviation and high-water rescue equipment into regional SAR plans.
Preparedness	• Maintain trained personnel and mission-ready equipment for ground and rotary-wing SAR missions, including hoist-capable helicopters (e.g., UH-60 Black Hawk). • Participate in joint SAR exercises and readiness drills with VDEM, FEMA, and local emergency services such as Norfolk Fire-Rescue and Norfolk Police. • Ensure that interoperable communications systems and joint command structures are in place to facilitate coordination under ICS/NIMS during SAR deployments. • Prepare quick reaction forces (QRFs) for SAR-related mission types, including flood rescue, wide-area searches, and debris clearance.
Response	• Deploy ground and air units at the direction of the Governor or through Emergency Management Assistance Compact (EMAC) support, in coordination with VDEM. • Provide airlift, reconnaissance, hoist operations, and logistical support for rescue and recovery of trapped or missing persons in hard-to-access or large-area incidents. • Support law enforcement and fire/rescue agencies with manpower, transport vehicles, boats, or communications systems to sustain SAR operations. • Establish staging areas and forward operating bases in support of extended or multi-operational period missions.
Recovery	• Assist with post-mission logistics, debris clearance, infrastructure restoration, and transportation of SAR equipment and personnel as needed. • Provide long-term support to recovery operations, including transportation of supplies, communications relays, and ongoing area surveillance. • Participate in post-incident reviews and assessments to identify improvement opportunities for National Guard SAR integration with local responders. • Ensure demobilization of Guard assets is coordinated with local and state agencies to ensure a smooth transition back to civilian authority.

Supporting: Virginia Department of Emergency Management	
Phase	Roles and Responsibilities
Prevention	• Support development and dissemination of statewide SAR standards, guidance, and best practices to localities, including the City of Norfolk.

	• Coordinate threat and hazard identification efforts to inform local SAR planning and risk reduction strategies. • Promote the integration of SAR considerations into community threat assessments and hazard mitigation plans across Virginia.
Mitigation	• Assist localities in identifying and applying for grant funding (e.g., HSGP, EMPG) to build SAR capabilities, procure specialized equipment, and improve resiliency. • Maintain and support the Virginia Search and Rescue Council, ensuring proper credentialing and capability development for recognized SAR teams across the Commonwealth. • Collaborate with Norfolk and regional partners to integrate state SAR resources into hazard mitigation planning.
Preparedness	• Maintain a deployable roster of state-recognized SAR teams, including K-9, ground, technical, and water rescue teams. • Develop and maintain mutual aid agreements, response frameworks, and deployment protocols for SAR support statewide. • Conduct regional SAR training, workshops, and exercises that include Norfolk responders and neighboring jurisdictions. • Provide technical assistance and planning support to Norfolk Emergency Management and public safety agencies on SAR operations and interagency coordination.
Response	• Serve as the coordinating agency for statewide SAR operations during incidents that exceed local capabilities. • Activate the Virginia Emergency Operations Center (VEOC) to facilitate SAR resource deployment, mission tracking, and interagency coordination upon request from Norfolk or other localities. • Coordinate requests for federal SAR assets (e.g., FEMA USAR teams, National Guard, Civil Air Patrol) under the Emergency Management Assistance Compact (EMAC) or Stafford Act authorities. • Provide subject-matter experts to assist in Incident Command, Unified Command, or EOC operations during complex or prolonged SAR incidents.
Recovery	• Support demobilization and cost recovery efforts for SAR missions, including documentation and financial assistance through the Public Assistance (PA) Program if eligible. • Facilitate post-incident reviews and after-action reports to identify lessons learned and improve future SAR coordination. • Provide long-term technical assistance to enhance local SAR capabilities and ensure compliance with state and federal SAR standards. • Continue coordinating with Norfolk Emergency Management to build sustainable SAR partnerships and integrate findings into future preparedness initiatives.

SUPPORTING INFORMATION

Local / Agency Plans:

- City of Norfolk Emergency Operations Plan
- Norfolk Fire-Rescue Standard Operating Guidelines
- Norfolk Continuity of Operations Plan

Regional Plans

- Hampton Roads Hazard Mitigation Plan
- Virginia Search and Rescue Plan
- Virginia Maritime Incident Response Guide (MIRG)
- National Search and Rescue Plan of the United States
- National Urban Search and Rescue Response System (FEMA USAR)

AUTHORITIES AND REFERENCES

- Norfolk City Code, Chapter 2.5 – Emergency Management
- Norfolk Fire-Rescue and Norfolk Police Department General Orders and SOPs
- Code of Virginia, § 44-146.18
- Code of Virginia, § 9.1-102(22)
- Virginia Emergency Services and Disaster Law
- Post-Katrina Emergency Management Reform Act (PKEMRA)
- Title 14, U.S. Code § 88 – Coast Guard SAR Authority
- Title 10, U.S. Code § 113 – Department of Defense SAR Support

RESOURCES

- Norfolk Alert Emergency Alert Program
- Norfolk Sheriff's Office Project Lifesaver Program
- Wireless Emergency Alert (WEA)

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 9 - Search and Rescue. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Confirm incident type and scope; determine if SAR activation is needed		

	(e.g., building collapse, missing person, water rescue, etc.).		
	• Notify Norfolk Fire-Rescue, Norfolk Police, and Norfolk Emergency Management of SAR alert/activation.		
	• Establish Incident Command (IC) and determine SAR operational needs.		
	• Conduct initial size-up of affected area using on-scene reports, drone footage, or aerial reconnaissance.		
Activation	• Activate SAR teams (NFR technical rescue, water rescue, K-9, CERT, USCG, etc.) based on incident complexity.		
	• Coordinate with the Norfolk Emergency Operations Center (EOC) to support logistics, communications, and mutual aid requests.		
	• Request support from regional, state (VDEM), or federal SAR partners if local capacity is insufficient.		
	• Establish secure perimeter, staging area, and SAR base of operations; assign safety officer and logistics lead.		
Response	• Conduct SAR operations in accordance with ICS, using unified command when multiple agencies are involved.		
	• Deploy specialized resources (e.g., USAR, Swiftwater, high-angle, drone, airlift, sonar, K-9 teams) based on victim location or terrain.		
	• Maintain continuous situational awareness, accountability, and communications among all SAR teams.		
	• Coordinate public messaging, media access, and family notifications through EOC/JIC.		
Recovery	• Complete secondary searches and begin victim identification, documentation, and family reunification processes.		
	• Demobilize SAR teams in phases, ensuring equipment inspection and personnel rehab.		

	• Assist with post-incident investigations, damage assessments, and fatality management (in coordination with OCME).		
	• Begin transition to recovery operations, including long-term case tracking or infrastructure support.		
Ongoing Actions	• Participate in after-action reviews, debriefings, and improvement planning led by Norfolk Emergency Management.		
	• Replenish, repair, and reset SAR equipment, vehicles, and supplies.		
	• Update SAR plans and training requirements based on incident findings and gaps.		
	• Continue community outreach and preparedness education based on lessons learned.		

EMERGENCY SUPPORT FUNCTION 10: OIL AND HAZARDOUS MATERIAL

Supporting Community Lifeline: **Hazardous Materials** - Facilities, HAZMAT, Pollutants, Contaminants

Primary Department	Norfolk Fire-Rescue
Supporting Departments	Norfolk Police
	Norfolk Public Works
External Supporting Agencies	Environmental Protection Agency
	U.S. Coast Guard
	Virginia Department of Emergency Management
	Virginia Department of Environmental Quality (DEQ)

PURPOSE

Emergency Support Function (ESF) #10 – Oil and Hazardous Materials Response – provides a coordinated framework for identifying, containing, removing, and mitigating actual or potential releases of oil or hazardous materials that pose a threat to public health, safety, property, or the environment within the City of Norfolk. This ESF ensures that appropriate local, regional, state, and federal resources are activated to manage hazardous materials incidents in accordance with applicable laws, plans, and policies.

SCOPE

ESF #10 encompasses preparedness, response, and recovery efforts related to oil spills and hazardous materials releases, whether accidental or intentional. This includes chemical, biological, radiological, and nuclear (CBRN) threats. The scope of ESF #10 covers the coordination of technical support, incident site assessment, environmental monitoring, containment, decontamination, cleanup, and public protection measures. It also includes coordination with environmental regulatory agencies and the public information function regarding protective actions.

Managing risks to Norfolk's critical infrastructure, including the Port of Virginia, industrial zones, military installations, and maritime assets, requires an integrated approach involving city departments, regional response partners, and state and federal agencies. This ESF supports activities to reduce vulnerabilities, prepare for complex HAZMAT scenarios, and ensure operational continuity during oil or hazardous materials emergencies.

SITUATION

The City of Norfolk is a densely populated, coastal urban center with critical infrastructure assets including a major seaport, naval installations, industrial zones, petroleum storage facilities, and major transportation corridors (road, rail, air, and maritime). These features increase the city's vulnerability to hazardous materials incidents from fixed-site facilities, transportation accidents, or intentional acts.

Hazardous materials—such as industrial chemicals, fuel, biological agents, and radioactive substances—are routinely stored, used, or transported through Norfolk. Incidents may occur at any time and range in severity from minor spills to large-scale, multi-jurisdictional emergencies that threaten public health, the environment, or key infrastructure.

Hazardous materials releases may lead to:

- Mass evacuations or shelter-in-place orders.
- Contamination of critical infrastructure or natural resources.
- Disruption of transportation, port operations, or utility services.
- Long-term public health or environmental consequences.
- The need for decontamination, public messaging, and environmental remediation.

Norfolk's response capability is led by Norfolk Fire-Rescue's HAZMAT Team, which is a regional asset. Support is provided by local, regional, and state partners, including environmental agencies and the U.S. Coast Guard for marine-related events.

PLANNING ASSUMPTIONS

- Hazardous materials incidents may occur with little or no warning and may result from human error, mechanical failure, natural hazards, terrorism, or deliberate criminal acts.
- Initial response will be managed locally by Norfolk Fire-Rescue and supported by other city departments as necessary.
- A significant HAZMAT incident may exceed Norfolk's capabilities and require mutual aid and/or state and federal assistance.
- Environmental conditions (e.g., wind, tide, topography) will influence the spread and impact of contaminants.
- Incident Command may expand into Unified Command when multiple agencies (e.g., U.S. Coast Guard, DEQ, EPA) have jurisdictional authority.
- Effective response will require coordination between response agencies, facility operators, and regulatory entities.
- Public warning and protective actions may be necessary, including evacuations, shelter-in-place, and decontamination procedures.

- Long-term recovery may include site cleanup, public health surveillance, environmental restoration, and reimbursement coordination with state and federal partners.
- All facilities that manufacture, store, or transport hazardous materials within Norfolk are required to report under Tier II and comply with the Emergency Planning and Community Right-to-Know Act (EPCRA).

CONCEPT OF OPERATIONS

Norfolk Emergency Management, through the Emergency Operations Center (EOC), will coordinate multi-agency support for hazardous materials incidents in partnership with Norfolk Fire-Rescue, the lead agency for HAZMAT response. All response activities will be conducted within the National Incident Management System (NIMS) framework and in accordance with the Incident Command System (ICS).

When a hazardous materials release occurs or is anticipated:

- Norfolk Fire-Rescue will assume command at the scene, establish incident objectives, and coordinate on-site operations, including containment, assessment, and mitigation.
- The EOC, if activated, will support resource coordination, public information, mutual aid, and liaison functions. The EOC will facilitate communication among agencies and escalate requests through the Virginia Department of Emergency Management (VDEM) if city resources are exceeded.
- Incident Command will determine the necessary response level based on the severity and complexity of the incident. Environmental monitoring, technical assessments, and protective action decisions will be made in conjunction with regional partners and regulatory agencies such as the Virginia Department of Environmental Quality (DEQ) and the U.S. Environmental Protection Agency (EPA).
- All involved departments will assign personnel to support ICS functions, provide communications capabilities, and participate in unified command as needed.

Norfolk Emergency Management will maintain a current database of critical infrastructure, hazardous materials sites, and available resources to support operational planning and response. Coordination with facilities subject to the Emergency Planning and Community Right-to-Know Act (EPCRA) and Tier II reporting will further inform situational awareness and preparedness efforts.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities

Prevention	• Identify and report hazardous materials risks within agency facilities, operations, or areas of responsibility. • Share intelligence and operational data related to hazardous materials threats with Norfolk Emergency Management and partner agencies. • Participate in planning efforts that assess vulnerabilities and prioritize prevention strategies for hazardous materials incidents.
Mitigation	• Implement agency-specific mitigation measures to reduce the impact of potential hazardous materials releases on personnel, infrastructure, and services. • Collaborate with Norfolk Emergency Management and Norfolk Fire-Rescue to evaluate and enhance agency preparedness for hazardous materials impacts. • Contribute to planning and review processes for hazard mitigation grant proposals or regional resilience initiatives.
Preparedness	• Maintain internal response protocols for hazardous materials incidents and ensure alignment with the Norfolk Emergency Operations Plan and ICS/NIMS principles. • Train agency personnel on hazardous materials awareness, protective actions, and reporting procedures. • Participate in multi-agency hazardous materials exercises, planning meetings, and resource coordination drills.
Response	• Support Norfolk Fire-Rescue and the Incident Command structure with personnel, equipment, technical expertise, or logistical resources as requested. • Provide agency liaisons to the Norfolk Emergency Operations Center (EOC) or incident site to support interagency coordination. • Maintain situational awareness, report status updates, and communicate critical information through established ICS/EOC channels.
Recovery	• Assist with environmental restoration, debris removal, infrastructure repair, or other agency-specific recovery missions as directed. • Document response costs, damages, and resource use to support reimbursement requests and after-action reporting. • Participate in debriefings, after-action reviews, and improvement planning to strengthen future hazardous materials response efforts.

Primary: Norfolk Fire-Rescue	
Phase	Roles and Responsibilities
Prevention	• Conduct inspections of facilities that store, use, or transport hazardous materials within city limits to ensure compliance with safety regulations. • Collaborate with Norfolk Emergency Management and local businesses to identify hazardous materials risks and mitigation strategies, • Maintain and update hazardous materials pre-incident plans for high-risk sites across Norfolk.

Mitigation	• Analyze incident trends and lessons learned to identify vulnerabilities and reduce the potential impact of hazardous materials incidents. • Participate in regional and citywide risk reduction initiatives, such as hazardous materials route restrictions and public safety campaigns, • Coordinate with the Norfolk Planning Department and industrial stakeholders to ensure land use decisions consider hazardous materials risks.
Preparedness	• Train and certify HAZMAT team members in accordance with NFPA and OSHA standards, • Conduct regular drills and joint exercises with city departments, the U.S. Coast Guard, and regional partners, • Maintain readiness of specialized equipment and response vehicles, including mobile decontamination units and personal protective gear.
Response	• Serve as the lead agency at the incident scene for all hazardous materials events, establishing command and control under the Incident Command System (ICS), • Identify, contain, and neutralize chemical, biological, radiological, or other hazardous material threats in coordination with technical specialists, • Provide technical assistance to other departments and agencies regarding protective actions, decontamination, and public safety measures.
Recovery	• Support site remediation, environmental sampling, and air quality monitoring during the transition to recovery operations, • Participate in after-action reviews and assist in documentation for local, state, and federal reporting or reimbursement processes, • Assist in public information campaigns to communicate recovery progress and health guidance to the community.

Supporting: Norfolk Police	
Phase	Roles and Responsibilities
Prevention	• Monitor and investigate suspicious activities related to the illegal transport, storage, or use of hazardous materials within city limits, • Participate in intelligence sharing with local, state, and federal partners regarding hazardous materials threats or terrorism indicators, • Enforce commercial vehicle regulations, including hazardous materials transport compliance, through targeted inspections and patrol operations.
Mitigation	• Support traffic planning and enforcement to reduce the risk of incidents involving hazardous materials transport. • Coordinate with Norfolk Emergency Management and Norfolk Fire-Rescue to identify vulnerable locations and implement protective security measures. • Assist with protective design and surveillance planning for high-risk infrastructure, such as fuel storage sites and chemical facilities
Preparedness	• Train officers on hazardous materials awareness, scene safety, and initial protective actions when encountering suspected hazardous substances.

	• Maintain standard operating procedures for response support during HAZMAT incidents, including perimeter control and evacuation coordination. • Participate in multi-agency hazardous materials drills, exercises, and ICS/NIMS training.
Response	• Secure the incident scene and establish inner and outer perimeters to protect the public and responders, • Coordinate evacuations, traffic control, and access management in conjunction with Incident Command. • Provide intelligence and investigative support if the hazardous materials incident is suspected to be intentional or criminal in nature.
Recovery	• Continue scene security to prevent unauthorized access to contaminated or restricted areas, • Assist in the collection of evidence and documentation related to any criminal investigation stemming from the hazardous materials release. • Support reentry operations by coordinating law enforcement presence and assisting with the orderly reopening of roads, facilities, or evacuated areas.

Supporting: Norfolk Public Works	
Phase	Roles and Responsibilities
Prevention	• Inspect and maintain stormwater systems, drainage infrastructure, and spill containment features to prevent the spread of hazardous materials into public waterways. • Coordinate with the Environmental Stormwater Division and Norfolk Fire-Rescue to identify and monitor locations at risk of hazardous materials runoff or accumulation. • Assist with the mapping and inventory of critical infrastructure assets near hazardous materials facilities or transport corridors.
Mitigation	• Implement engineering solutions to reduce vulnerability of public infrastructure to hazardous materials contamination, including storm drain isolation valves or secondary containment systems. • Coordinate with contractors and internal divisions to upgrade protective systems in high-risk zones such as tunnels, underpasses, or port-adjacent areas. • Support environmental monitoring and control measures to minimize potential environmental exposure following minor releases or leaks.
Preparedness	• Maintain response-ready equipment, such as sandbags, pumps, absorbent materials, and vacuum trucks, to support spill control and cleanup operations. • Participate in training and tabletop exercises to ensure Public Works crews understand their role during hazardous materials incidents and how to operate under ICS.

	• Pre-identify road closures and detour plans to support incident perimeter control and secure movement of emergency vehicles.
Response	• Support containment and cleanup efforts by deploying public works crews and specialized equipment to assist with stormwater diversion, environmental protection, or hazardous debris removal. • Assist Norfolk Police with setting up traffic detours, barricades, and signage around the hazard zone. • Provide technical staff and resources to assess potential impacts to roadways, drainage systems, and municipal infrastructure.
Recovery	• Assist in infrastructure restoration and environmental remediation efforts as directed by Incident Command or the EOC. • Conduct assessments of public infrastructure exposed to hazardous materials and coordinate necessary repairs or decontamination. • Support documentation of damage, response costs, and materials used for state and federal reimbursement or cost recovery processes.

Supporting: Environmental Protection Agency (EPA)	
Phase	Roles and Responsibilities
Prevention	• Provide technical assistance and regulatory oversight to facilities handling hazardous substances to ensure compliance with federal environmental laws and spill prevention requirements. • Maintain a database of hazardous materials sites and facilities regulated under the Resource Conservation and Recovery Act (RCRA), Emergency Planning and Community Right-to-Know Act (EPCRA), and Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA). • Support public outreach campaigns in collaboration with local and state partners to promote environmental safety and pollution prevention.
Mitigation	• Collaborate with Norfolk and regional partners to identify and mitigate environmental vulnerabilities related to hazardous materials storage and transport. • Provide guidance on best practices for risk reduction, secondary containment, and spill response planning at regulated facilities. • Assist in the evaluation of mitigation projects that enhance environmental resilience and reduce long-term exposure risks.
Preparedness	• Maintain specialized HAZMAT response teams and technical advisors ready to deploy for incidents involving hazardous substance releases. • Participate in Norfolk-led exercises, drills, and planning efforts to ensure interagency coordination and federal response readiness. • Pre-position equipment and materials for sampling, monitoring, and environmental assessments in high-risk regions, including coastal and port areas.

Response	• Serve as the lead federal agency for response operations under the National Contingency Plan (NCP) when a hazardous materials release exceeds state or local capabilities or poses a significant threat to the environment or public health. • Deploy On-Scene Coordinators (OSCs) to work within Unified Command alongside Norfolk Fire-Rescue, DEQ, and other local partners. • Conduct environmental sampling, air and water monitoring, and coordinate federal contractor support for containment, neutralization, and cleanup.
Recovery	• Oversee and support long-term environmental remediation and site restoration activities in affected areas. • Coordinate with the City of Norfolk, VDEM, and other federal agencies on post-incident investigations, cost recovery, and enforcement actions as appropriate. • Provide technical assistance for community recovery planning, environmental risk communication, and public health follow-up related to contamination exposure.

Supporting: U.S. Coast Guard	
Phase	Roles and Responsibilities
Prevention	• Enforce federal maritime hazardous materials regulations within navigable waters, including vessel inspections, facility audits, and monitoring of chemical transfers at the Port of Virginia. • Coordinate with local port stakeholders to identify vulnerabilities and implement Marine Transportation System security measures. • Participate in Harbor Safety Committee and Area Maritime Security Committee activities to strengthen hazardous materials safety and prevention protocols.
Mitigation	• Support development and maintenance of geographic response plans and Area Contingency Plans (ACPs) that address hazardous materials and oil spill scenarios in coastal and inland waters. • Collaborate with Norfolk Emergency Management and the Virginia Port Authority to assess marine infrastructure resilience and improve incident prevention strategies. • Promote industry compliance with spill response equipment requirements and pollution control standards under the Oil Pollution Act of 1990.
Preparedness	• Maintain and train regional strike teams and pollution response personnel equipped for oil and chemical spills in marine environments. • Conduct drills and exercises with Norfolk Fire-Rescue, EPA, VDEM, and port operators to test coordinated response procedures under the National Response Framework and National Contingency Plan. • Pre-stage response vessels and containment assets to support rapid deployment during maritime hazardous materials events.

Response	• Serve as the Federal On-Scene Coordinator (FOSC) for oil and hazardous substance releases that affect coastal waters, the Elizabeth River, or port infrastructure. • Establish Unified Command with local, state, and federal partners and direct federal resources for containment, cleanup, and investigation. • Provide aerial and maritime surveillance, coordinate traffic control on waterways, and deploy boom, skimmers, and other countermeasures to protect environmentally sensitive areas.
Recovery	• Oversee maritime environmental restoration, debris removal, and site remediation efforts in accordance with the National Contingency Plan. • Support documentation and damage assessments to facilitate cost recovery and claims management under federal pollution funds such as the Oil Spill Liability Trust Fund (OSLTF). • Assist Norfolk and regional partners with long-term monitoring, stakeholder engagement, and lessons learned following major maritime hazardous materials incidents.

Supporting: Virginia Department of Emergency Management	
Phase	Roles and Responsibilities
Prevention	• Enforce environmental regulations pertaining to the storage, handling, and transportation of hazardous materials, ensuring compliance with state and federal laws. • Maintain a comprehensive inventory of facilities handling hazardous substances, including those subject to Tier II reporting under the Emergency Planning and Community Right-to-Know Act (EPCRA). • Collaborate with Norfolk Emergency Management and Norfolk Fire-Rescue to identify and monitor high-risk sites and develop strategies to mitigate potential environmental hazards.
Mitigation	• Provide technical assistance to local agencies and private sector partners in developing spill prevention, control, and countermeasure plans. • Support the implementation of best management practices aimed at reducing the risk of hazardous materials incidents and minimizing environmental impacts. • Participate in regional planning efforts to enhance the resilience of critical infrastructure and natural resources against hazardous materials threats.
Preparedness	• Offer training and guidance to local emergency responders on environmental regulations, hazardous materials recognition, and initial response actions. • Participate in multi-agency drills and exercises to test and improve coordination and communication during hazardous materials incidents. • Develop and disseminate educational materials to the public and regulated community about hazardous materials safety and environmental protection measures.

Response	• Serve as the lead state agency for environmental assessment and oversight during hazardous materials incidents, coordinating with Norfolk Fire-Rescue and other local responders. • Deploy environmental specialists to incident sites to evaluate environmental impacts, recommend protective actions, and ensure compliance with environmental laws. • Coordinate with the Virginia Department of Emergency Management (VDEM) and federal agencies, such as the Environmental Protection Agency (EPA), to secure additional resources and support as needed.
Recovery	• Oversee the cleanup and remediation of contaminated sites, ensuring that responsible parties adhere to state and federal environmental standards. • Conduct post-incident environmental assessments to determine the effectiveness of response actions and identify areas for improvement. • Assist in the development of long-term recovery plans that address environmental restoration and community resilience.

Supporting: Virginia Department of Environmental Quality (DEQ)	
Phase	Roles and Responsibilities
Prevention	• Collaborate with local emergency management and first responders to identify hazardous materials risks and develop mitigation strategies. • Maintain statewide databases of hazardous materials facilities and transportation routes to support risk assessments and planning. • Provide guidance on compliance with state and federal hazardous materials regulations to local agencies and private sector partners.
Mitigation	• Support the development and implementation of regional hazardous materials response plans and exercises. • Coordinate with the Virginia Department of Environmental Quality (DEQ) to assess environmental vulnerabilities and recommend mitigation measures. • Facilitate access to funding and resources for local mitigation projects aimed at reducing hazardous materials risks.
Preparedness	• Provide training and certification programs for local hazardous materials response teams, including Norfolk Fire-Rescue personnel. • Conduct statewide drills and exercises to test hazardous materials response capabilities and interagency coordination. • Maintain a roster of regional hazardous materials response teams and resources available for deployment during incidents.
Response	• Activate the State Emergency Operations Center (SEOC) to coordinate state-level support during significant hazardous materials incidents. • Deploy Regional Hazardous Materials Officers to assist local incident commanders with technical expertise and resource coordination. • Coordinate with DEQ, EPA, and other agencies to provide specialized equipment, personnel, and support as needed

Recovery	• Assist local jurisdictions in developing and implementing recovery plans following hazardous materials incidents. • Coordinate with state and federal agencies to secure funding and resources for environmental remediation and infrastructure restoration. • Facilitate after-action reviews and incorporate lessons learned into future planning and training efforts.

SUPPORTING INFORMATION

Local / Agency Plans:

- City of Norfolk Stormwater Management Plan
- Norfolk Fire-Rescue Standard Operating Procedures (SOPs)
- City of Norfolk Oil and Hazardous Material Annex

Regional Plans

- Hampton Roads Hazard Mitigation Plan
- Hampton Roads Regional Hazardous Materials Emergency Response Plan
- Virginia Port Authority Maritime Security and Emergency Response Plans
- Virginia Hazardous Materials Emergency Response Program
- Virginia DEQ Oil Discharge Contingency Plan
- National Response Framework (NRF), ESF #10 – Oil and Hazardous Materials Response Annex

AUTHORITIES AND REFERENCES

- Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), also known as Superfund
- Emergency Planning and Community Right-to-Know Act (EPCRA)
- Clean Water Act (CWA)
- Clean Air Act (CAA)
- Virginia Emergency Services and Disaster Law
- Virginia State Water Control Law (Oil Discharge Contingency Requirements)

RESOURCES

- Chemical Hazards Emergency Medical Management (CHEMM)
- DEQ Pollution Response Program Reporting Pollution Incidents (VDEM)
- DOE National Atmospheric Release Advisory Center (NARAC) (plume modeling)

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 10 - Oil and Hazardous Materials Response. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of

the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	Notify Norfolk Fire-Rescue of any suspected or confirmed hazardous materials incident.		
	Activate the Norfolk Emergency Operations Center (EOC), if needed, and alert appropriate ESF #10 partners.		
	Conduct a preliminary threat/hazard assessment, including material type, location, and potential impact.		
	Coordinate with Norfolk Police to secure the scene and establish an initial perimeter.		
Activation	Establish Incident Command and determine if Unified Command is necessary based on jurisdiction and scope.		
	Deploy Norfolk Fire-Rescue HAZMAT personnel to conduct identification, isolation, and initial containment.		
	Request support from the Virginia Department of Environmental Quality (DEQ), U.S. Coast Guard, or EPA if the release exceeds local capability.		
	Provide situational updates to Norfolk Emergency Management and initiate public warning procedures if needed.		
Response	Conduct air, soil, and water monitoring to determine exposure risks and appropriate protective actions.		
	Support public safety operations including evacuation, shelter-in-place, and decontamination.		
	Coordinate with Public Works and Utilities to protect stormwater systems and critical infrastructure.		
	Document response activities, resource use, and personnel assignments through the EOC.		

Recovery	Develop a recovery plan addressing cleanup, environmental remediation, and long-term monitoring.		
	Assist DEQ and EPA with site assessments and sampling to determine contamination levels.		
	Coordinate debris removal, infrastructure repair, and public health messaging with appropriate city departments.		
	Begin financial documentation and initiate cost recovery or reimbursement processes with state and federal agencies.		
Ongoing Actions	Conduct after-action reviews with all responding agencies to identify lessons learned and update plans.		
	Replenish and inspect HAZMAT equipment, supplies, and PPE stockpiles.		
	Update Tier II data, risk assessments, and response maps based on new information from the incident.		
	Continue community outreach, environmental monitoring, and coordination with impacted stakeholders.		

EMERGENCY SUPPORT FUNCTION 11: AGRICULTURE AND NATURAL RESOURCES

Supporting Community Lifeline: **Food, Hydration, Shelter** - Food, Hydration, Shelter, Agriculture

Primary Department	Virginia Cooperative Extension, Planning
Supporting Departments	Norfolk Public Health
External Supporting Agencies	Department of Agriculture
	Department of the Interior
	Virginia Department of Agriculture and Consumer Services

PURPOSE

Emergency Support Function (ESF) #11 provides the mechanism for coordinating support to protect agricultural assets, natural ecosystems, food supply systems, and cultural and historic resources in the City of Norfolk during incidents or disasters. This support includes ensuring food safety, safeguarding livestock and companion animals, preserving natural and cultural heritage, and mitigating environmental impacts during emergency response and recovery operations.

SCOPE

ESF #11 encompasses the coordination of local, regional, state, and federal efforts to:

- Identify and protect agricultural, natural, cultural, and historic resources potentially impacted by emergencies.
- Ensure the safety and security of the food supply.
- Mitigate damage to farms, natural parks, wetlands, and open space areas.
- Manage the rescue, sheltering, and long-term care of household pets and livestock.
- Address contamination risks to crops, soil, and water resources.
- Preserve and protect significant cultural landmarks and historical assets within Norfolk.

The scope of ESF #11 also includes support to manage environmental issues arising from disaster-related debris, hazardous run-off, or biohazards that may affect Norfolk's natural and built environment.

SITUATION

The City of Norfolk may experience emergencies or disasters, such as hurricanes, flooding, hazardous material incidents, or public health emergencies, that disrupt local agricultural functions, impact the

natural environment, and threaten cultural and historical resources. While Norfolk has limited commercial agriculture, the city is home to numerous community gardens, animal care facilities, green spaces, wetlands, and cultural landmarks that require protection and coordinated response.

Significant environmental threats may include contamination of land or water, large-scale debris affecting natural areas, or incidents impacting companion animals or wildlife. Norfolk's coastal geography, proximity to major transportation corridors, and port facilities increase the risk of incidents involving hazardous materials and invasive species introduction.

Cultural and historic sites within Norfolk, including historic districts, museums, monuments, and archives, are vulnerable to damage during disasters and require proactive coordination for preservation and recovery.

PLANNING ASSUMPTIONS

- Disasters may disrupt local food distribution systems, requiring coordination with regional suppliers and emergency feeding organizations.
- Norfolk may experience incidents that result in the displacement or endangerment of household pets and other animals, necessitating emergency sheltering and veterinary support.
- Cultural institutions may require specialized assistance to protect or restore historic artifacts and structures following an emergency.
- Public health emergencies or hazardous material incidents could contaminate local soil, air, or water resources, requiring environmental remediation.
- Resources such as animal sheltering space, environmental cleanup personnel, and conservation specialists may be limited locally and will require regional or state-level support.
- Response operations will follow the National Incident Management System (NIMS), and be coordinated through the Norfolk Emergency Operations Center (EOC).
- Mutual aid agreements, pre-established partnerships, and state or federal assistance will be critical to supporting agricultural, natural resource, and cultural asset protection.

CONCEPT OF OPERATIONS

Norfolk Emergency Management will serve as the coordinating agency for ESF #11 and act as a liaison with local, regional, state, and federal partners to support integrated agricultural and natural resource response and recovery operations.

The Virginia Cooperative Extension is designated as the lead agency for agricultural and natural resource support and will:

- Operate within the Incident Command System (ICS) framework.

- Provide technical expertise and coordinate animal health, food safety, and crop protection resources.
- Liaise with the Norfolk Emergency Operations Center (EOC) to assess impacts, disseminate situational updates, and coordinate field operations.

Supporting activities will include:

- Identifying and assessing the status of affected agricultural sites, natural areas, and historic properties.
- Coordinating debris removal, environmental remediation, and the preservation of protected lands and structures.
- Activating animal sheltering operations in coordination with Norfolk Animal Care Center and volunteer groups.
- Facilitating food supply chain continuity with local grocers and regional food distributors.

If local capabilities are exceeded, resource requests will be submitted through the Virginia EOC in accordance with the Commonwealth of Virginia Emergency Operations Plan, the National Incident Management System (NIMS), and the Stafford Act. Federal agencies such as the USDA and the U.S. Department of the Interior may be engaged for technical support and response augmentation.

All primary and supporting departments and agencies will designate liaison personnel to the EOC as needed and maintain communication with the IC and logistics sections to support mission execution.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Share information and data related to potential threats impacting agriculture, food systems, animal welfare, and cultural assets. • Support community education on emergency planning for pets, food safety, and environmental awareness. • Participate in citywide initiatives aimed at reducing the likelihood of agricultural or environmental emergencies.
Mitigation	• Identify and report vulnerabilities in facilities, operations, or populations related to agriculture, animals, and natural or cultural resources. • Support hazard mitigation projects that protect community gardens, green infrastructure, animal shelters, and historic landmarks. • Advocate for protective policies, practices, and investments that reduce long-term risk to agricultural and environmental systems.
Preparedness	• Maintain internal agency continuity of operations (COOP) plans that address ESF #11 support responsibilities. • Participate in ESF #11-related training, exercises, and planning workshops.

	• Pre-identify subject matter experts, resources, and mutual aid capabilities for rapid deployment during an incident.
Response	• Provide staffing support to the Norfolk Emergency Operations Center (EOC) or field operations upon activation of ESF #11. • Share situational awareness updates and resource status with lead and coordinating agencies. • Support timely decision-making by offering technical expertise, field assessments, and coordination across sectors.
Recovery	• Contribute to short- and long-term recovery planning for impacted agricultural, environmental, and cultural sectors. • Assist with documentation, damage assessments, and applications for federal or state recovery assistance. • Provide input to after-action reports and help revise emergency plans based on lessons learned.

Primary: Virginia Cooperative Extension (VCE)	
Phase	Roles and Responsibilities
Prevention	• Monitor and identify emerging threats to local agriculture, including invasive species, crop diseases, and livestock health risks. • Promote sustainable agricultural practices and land stewardship programs that enhance long-term environmental resilience. • Engage with community gardens and agricultural partners to build awareness of potential hazards affecting food systems.
Mitigation	• Provide technical support and education to reduce vulnerability of urban farms, gardens, and green spaces to flooding or contamination. • Collaborate with local officials to prioritize protection of high-risk agricultural and natural resource areas. • Support the development of mitigation plans for food system continuity and animal care during disasters.
Preparedness	• Maintain a network of trained agriculture and natural resource professionals ready to assist during incidents. • Participate in emergency planning meetings, drills, and exercises involving animal health, food safety, and environmental threats. • Disseminate preparedness materials to farmers, garden managers, and pet/livestock owners regarding disaster readiness.
Response	• Deploy extension agents to the field or EOC to assess agricultural, animal, and environmental impacts. • Serve as the primary liaison for coordinating agricultural resource requests and subject matter expertise. • Support situational awareness by gathering and sharing real-time information on affected food systems, crops, and animal populations.
Recovery	• Assist with agricultural damage assessments and coordinate with local, state, and federal partners for disaster recovery funding. • Provide technical guidance to community organizations on restoring soil health, replanting crops, and rehabilitating animal care operations. • Support long-term recovery by helping impacted agricultural programs rebuild capacity and implement hazard-resilient practices.

Supporting: Norfolk Public Health	
Phase	Roles and Responsibilities
Prevention	• Monitor environmental health conditions and identify potential public health risks tied to agriculture, animal care, and natural resource exposure. • Promote best practices in urban gardening, food handling, and waste disposal to reduce contamination risks. • Coordinate with regional and state partners on early warning systems for zoonotic diseases and agricultural biohazards.

Mitigation	• Support mitigation strategies that protect community gardens, open spaces, and food distribution infrastructure from contamination or flooding. • Identify vulnerable populations at greater risk from disruptions to the food supply or animal displacement. • Provide recommendations to reduce public exposure to environmental health hazards in high-risk areas.
Preparedness	• Develop and distribute public health guidance on food safety, animal care, and environmental health during emergencies. • Participate in exercises and training related to ESF #11 and coordinate with other public health and environmental response partners. • Maintain readiness of environmental health staff to respond to agricultural or natural resource emergencies.
Response	• Conduct inspections and risk assessments of potentially contaminated food or water sources. • Issue health alerts and public safety information related to food recalls, boil water advisories, and environmental contamination. • Provide technical expertise and deploy environmental health personnel to support field response operations and coordinate with VCE, Norfolk Animal Care Center, and other partners.
Recovery	• Lead environmental health assessments to determine when affected food systems, gardens, or animal care facilities can safely resume operations. • Support public communication efforts to ensure residents are informed about health precautions during recovery. • Participate in after-action reporting, capture lessons learned, and recommend updates to local public health and ESF #11 plans.

Supporting: Department of Agriculture	
Phase	Roles and Responsibilities
Prevention	• Monitor national and regional threats to agriculture, including animal and plant diseases, food supply chain vulnerabilities, and biosecurity concerns. • Provide research-based guidance on emerging agricultural risks and public health implications. • Support the enforcement of federal regulations related to agricultural safety, animal welfare, and food inspection.
Mitigation	• Fund and support programs that improve agricultural resilience, including crop insurance, soil conservation, and sustainable farming practices. • Promote the development and use of resilient crops and livestock that can withstand environmental stressors. • Collaborate with state and local governments to assess and mitigate risks to the agricultural supply chain.

Preparedness	• Maintain readiness of national assets such as the Animal and Plant Health Inspection Service (APHIS) and Food Safety and Inspection Service (FSIS) to support state and local needs. • Provide training, resources, and planning tools to support local agricultural emergency preparedness. • Coordinate with federal, state, and local partners on agriculture-related disaster exercises and contingency planning.
Response	• Deploy veterinary and food safety experts through APHIS and FSIS to assist with animal disease outbreaks and food safety concerns. • Coordinate emergency food assistance programs, including USDA commodities for disaster feeding missions. • Provide technical support to state and local partners on animal evacuation, carcass disposal, and agricultural debris management.
Recovery	• Administer disaster assistance programs to aid the recovery of farms, food distributors, and agricultural producers. • Provide funding and expertise to restore damaged cropland, livestock operations, and critical food infrastructure. • Collaborate with local agencies and Cooperative Extensions on long-term agricultural resilience and planning improvements.

Supporting: U.S. Department of the Interior (DOI)	
Phase	Roles and Responsibilities
Prevention	• Monitor and manage natural resource areas, wildlife habitats, and cultural landmarks to identify vulnerabilities to environmental hazards. • Conduct research and share data on environmental trends that may impact public lands, ecosystems, and historic sites. • Support national programs that protect endangered species and critical habitats from emerging threats.
Mitigation	• Implement conservation and land management strategies that reduce the impact of disasters on protected lands and cultural resources. • Support efforts to strengthen coastal and inland ecosystems, such as wetlands restoration and erosion control. • Collaborate with state and local partners to identify and protect at-risk historical and cultural properties.
Preparedness	• Develop guidance and best practices for the protection of historic buildings, monuments, and artifacts during disasters. • Participate in interagency planning efforts related to environmental and cultural resource emergency response. • Train staff and coordinate with state historic preservation officers (SHPOs) to support local preparedness efforts.
Response	• Provide subject matter expertise and federal personnel to support the protection of federal lands, natural areas, and historic sites.

	• Assess damages to federally owned or protected natural and cultural resources and recommend emergency stabilization measures. • Coordinate with local officials to support field operations involving wildlife, environmental response, or cultural preservation.
Recovery	• Assist in the restoration and rehabilitation of public lands, cultural landmarks, and environmentally sensitive areas impacted by disaster. • Provide funding and technical assistance for long-term preservation and remediation efforts. • Support integration of historic preservation considerations into disaster recovery plans and redevelopment efforts.

Supporting: Virginia Department of Agriculture and Consumer Services	
Phase	Roles and Responsibilities
Prevention	• Monitor and investigate threats to Virginia's agricultural systems, including animal disease outbreaks and plant pest infestations. • Enforce state agricultural laws and regulations that promote safe food production, animal welfare, and biosecurity. • Disseminate alerts and advisories to localities regarding agricultural threats or emerging risks.
Mitigation	• Develop and promote programs that support the protection and resilience of farms, animal facilities, and food systems. • Assist with agricultural vulnerability assessments and mitigation planning for natural and technological hazards. • Provide technical assistance for implementing biosecurity measures to reduce the spread of disease among animals and crops.
Preparedness	• Coordinate statewide agricultural emergency response planning and ensure alignment with local ESF #11 plans. • Maintain registries and response networks for animal shelters, veterinarians, and agriculture support resources. • Deliver training and preparedness resources to local emergency managers, animal control officers, and agricultural stakeholders.
Response	• Deploy state veterinary and agricultural response teams to support animal health, food safety, and incident coordination. • Provide regulatory oversight and consultation for animal sheltering, food inspections, and agricultural resource assessments. • Coordinate with local jurisdictions to manage animal evacuations, disease containment, and agricultural debris.
Recovery	• Support the restoration of animal health services, food production, and agricultural business operations. • Administer disaster assistance and recovery programs for impacted farms, food vendors, and agricultural suppliers.

	• Collaborate with local agencies to incorporate agricultural and consumer protection considerations into long-term recovery planning.

SUPPORTING INFORMATION

Local / Agency Plans:

- Norfolk Cultural Resources Management Guidelines

Regional Plans

- Virginia Department of Agriculture and Consumer Services – Emergency Programs

AUTHORITIES AND REFERENCES

- National Historic Preservation Act (NHPA)
- Virginia Department of Agriculture and Consumer Services (VDACS) Authority

RESOURCES

- USDA Food Emergency Response Network (FERN)
- Environmental Planning and Historic Preservation

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 11 – Agriculture and Natural Resources. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Identify and monitor threats to local agriculture, food systems, natural environments, and cultural assets.		
	• Disseminate public awareness materials on food safety, zoonotic diseases, and responsible pet care.		
	• Encourage participation in urban gardening best practices, wildlife management, and sustainable land use.		
	• Coordinate with regional partners to enhance detection of animal disease and invasive species threats.		

Activation	• Conduct assessments to identify vulnerabilities in community gardens, green spaces, animal shelters, and historic landmarks.		
	• Promote hazard-resistant design and retrofitting for cultural and environmental resource protection.		
	• Support implementation of biosecurity measures at local agricultural and animal facilities.		
	• Integrate ESF #11 concerns into local hazard mitigation and climate adaptation plans.		
Response	• Maintain and update local agricultural, natural resource, and cultural site inventories.		
	• Develop and test emergency sheltering plans for companion animals and livestock.		
	• Train city staff, community partners, and volunteers in food safety, animal care, and cultural protection protocols.		
	• Participate in local and regional exercises involving agriculture, environmental, and historical asset protection.		
Recovery	• Activate ESF #11 to coordinate with agencies such as VCE, Norfolk Public Health, and VDACS.		
	• Conduct damage assessments for impacted gardens, parks, food systems, animal populations, and cultural sites.		
	• Coordinate emergency animal sheltering and reunification services.		
	• Provide public health advisories related to food contamination, water quality, or animal disease.		
Ongoing Actions	• Support long-term restoration of damaged agricultural sites, natural areas, and cultural properties.		
	• Assist with documentation and reimbursement for eligible agricultural and environmental losses.		

	• Conduct after-action reviews and incorporate lessons learned into ESF #11 plans and training.		
	• Replenish and restock animal care, food inspection, and cultural preservation supplies and materials.		

EMERGENCY SUPPORT FUNCTION 12: ENERGY

Supporting Community Lifeline: **Energy** - Power Grid, Fuel

Primary Department	Norfolk General Services Norfolk Public Works
Supporting Departments	
External Supporting Agencies	Department of Energy Dominion Energy State Corporation Commission Virginia Natural Gas

PURPOSE

Emergency Support Function (ESF) #12 – Energy provides the framework for coordination and support in the event of actual or anticipated disruptions to the energy sector. This includes the production, generation, transmission, and distribution of electric power, as well as fuel supplies such as natural gas, petroleum, and propane. ESF #12 ensures the City of Norfolk is able to effectively respond to and recover from incidents that impact energy systems critical to public health, safety, and economic stability.

SCOPE

ESF #12 addresses preparedness, response, and recovery actions related to disruptions in energy infrastructure, whether due to natural hazards, cyber incidents, acts of terrorism, or technical failure. Managing these risks requires collaboration between public and private entities to:

- Identify, assess, and reduce vulnerabilities within energy systems.
- Coordinate restoration priorities for critical facilities and lifelines.
- Ensure continuity of energy supply to support essential services, including hospitals, water utilities, emergency shelters, and communications infrastructure.

ESF #12 facilitates coordination among local utilities, regional transmission organizations, private-sector energy providers, and relevant state and federal agencies to restore energy systems and manage cascading impacts across other critical infrastructure sectors.

SITUATION

The City of Norfolk relies on a network of public and private energy providers to supply electricity, natural gas, and fuel resources essential to the operation of critical infrastructure and public services.

Dominion Energy serves as the primary electric utility, while Virginia Natural Gas provides natural gas distribution, with additional petroleum products sourced from regional fuel suppliers. Norfolk's coastal location and aging infrastructure make it particularly vulnerable to energy disruptions caused by hurricanes, coastal and flash flooding, severe storms, and other hazards. Additionally, the threat of cyberattacks, terrorism, or regional supply chain failures may further strain energy systems. Extended power outages have the potential to impact healthcare services, water distribution, communications systems, transportation networks, and sheltering operations. In any incident affecting the energy sector, coordinated restoration efforts between city departments, utility providers, and regional and state partners will be essential to maintaining continuity of operations and protecting public safety.

PLANNING ASSUMPTIONS

- Energy supply and distribution systems may be interrupted with little or no warning.
- Restoration priorities will be determined jointly by the City of Norfolk and utility providers based on public safety, critical infrastructure, and life-sustaining needs.
- Energy providers will maintain their own emergency operations centers and coordinate with the Norfolk EOC for information sharing and restoration status.
- During large-scale incidents, Norfolk may need to request fuel support or power restoration assistance from the Virginia EOC or federal partners via the Emergency Management Assistance Compact (EMAC).
- Norfolk Emergency Management, Public Works, and General Services will maintain situational awareness and coordinate citywide energy needs and priorities during response and recovery operations.
- Critical facilities and shelters may require emergency backup power systems. The city will maintain updated generator inventories and fueling plans for key sites.
- The private sector and energy utilities are expected to have business continuity plans and mutual aid agreements in place to expedite recovery operations.

CONCEPT OF OPERATIONS

In accordance with Presidential Policy Directive 21 (PPD-21), the City of Norfolk recognizes the essential nature of the energy sector to overall critical infrastructure security and resilience. Norfolk Emergency Management will act as a central coordinating entity, maintaining an updated directory of energy sector stakeholders and assets. This includes electric utilities, fuel providers, renewable energy stakeholders, and infrastructure owners.

Lead Agencies:

Norfolk General Services and Norfolk Public Works are designated as the lead agencies for energy support operations. Their responsibilities include:

- Coordinating with Dominion Energy, Virginia Natural Gas, and fuel suppliers.
- Assessing energy disruptions and determining impacts to city operations.
- Prioritizing energy restoration efforts in coordination with utility providers and emergency services.

Operational Coordination:

- Energy coordination activities will occur within the structure of the Incident Command System (ICS).
- The Norfolk Emergency Operations Center (EOC) will facilitate information sharing, situational awareness, and resource support.
- The Incident Commander (IC) will determine operational priorities, supported by real-time data from utilities and infrastructure partners.
- Liaison officers from primary and support agencies, including Dominion Energy and Virginia Natural Gas, will be integrated into the EOC or incident site as appropriate.

In the event local resources are overwhelmed, requests for state or federal energy assistance will be made through the Virginia Emergency Operations Center (VEOC), per the Stafford Act and NIMS protocols.

Restoration Prioritization:

Restoration efforts will focus on life safety, critical city operations, and community lifelines. Prioritization will be given to:

- Emergency shelters and public safety buildings.
- Hospitals and healthcare facilities.
- Water and wastewater utilities.
- Communications and transportation networks.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Roles and Responsibilities
Prevention	• Identify and report vulnerabilities within agency-managed energy systems or facilities to appropriate partners. • Participate in energy sector risk assessments and threat monitoring with local, state, and federal stakeholders. • Share intelligence and situational awareness related to energy threats (e.g., cyber threats, supply chain risks, or infrastructure anomalies).
Mitigation	• Incorporate energy resilience strategies into agency continuity plans and capital improvement projects.

	• Support implementation of redundant power sources (e.g., backup generators, battery storage) at critical facilities. • Collaborate with utility providers and Emergency Management to identify and reduce vulnerabilities in energy-dependent operations.
Preparedness	• Maintain current emergency contact information and coordination protocols with utility providers and energy stakeholders. • Train staff on emergency energy protocols, including generator use, load management, and energy conservation. • Participate in drills, exercises, and planning meetings to coordinate response and restoration efforts during energy disruptions.
Response	• Coordinate with the EOC to report operational impacts caused by energy outages and communicate restoration needs. • Support utility crews with access, logistics, security, and situational updates as they restore critical energy infrastructure. • Implement agency-specific contingency operations (e.g., generator use, fuel prioritization) to sustain essential services.
Recovery	• Assist in damage assessments and restoration of agency-managed energy systems and facilities. • Contribute to after-action reviews and submit lessons learned related to energy operations and interagency coordination. • Document response and recovery activities for potential reimbursement and identify opportunities to improve energy resilience.

Primary: Norfolk General Services	
Phase	Universal Roles and Responsibilities
Prevention	• Coordinate with energy providers to identify and address vulnerabilities in city-owned facilities and fuel supply systems. • Implement physical security measures to protect fuel depots, generators, and backup power assets from vandalism or unauthorized access. • Conduct energy infrastructure risk assessments for key government buildings and maintenance facilities.
Mitigation	• Maintain and enhance backup power capabilities across critical municipal facilities, including generator upgrades and load-testing programs. • Support energy conservation initiatives to reduce demand on the power grid during peak or emergency periods. • Develop and maintain a prioritized list of fuel-dependent assets and ensure redundancy plans are in place.
Preparedness	• Maintain an updated inventory of emergency generators, fuel caches, and mobile energy support resources. • Coordinate annual testing and preventive maintenance for backup power systems in city facilities.

	• Train facilities and logistics staff in generator operations, refueling procedures, and emergency power activation protocols.
Response	• Activate and deploy generators and fuel resources to support emergency shelters, public safety buildings, and critical municipal services. • Coordinate with Norfolk Emergency Management to assess city energy needs and provide situational updates to the EOC. • Serve as logistics support for fuel delivery to city fleet operations and emergency response teams.
Recovery	• Oversee restoration and re-powering of municipal facilities impacted by energy outages or fuel disruptions. • Document all energy-related response actions, costs, and damages for potential reimbursement or mitigation grant applications. • Conduct post-incident reviews of energy system performance and coordinate corrective actions with partner agencies and contractors.

Primary: Public Works	
Phase	Roles and Responsibilities
Prevention	• Monitor energy usage and infrastructure vulnerabilities at city-owned utility systems (e.g., stormwater pumps, wastewater treatment, traffic signals). • Coordinate with Dominion Energy and Virginia Natural Gas to identify and safeguard critical interdependencies between public works and energy systems. • Participate in regional infrastructure resilience planning related to energy threats and hazards.
Mitigation	• Upgrade critical infrastructure with energy-resilient technologies, including surge protection and hardened power supplies for pump stations and traffic systems. • Integrate energy continuity planning into capital improvement projects and infrastructure modernization efforts. • Support fuel supply continuity for emergency fleet operations and essential equipment.
Preparedness	• Maintain a current inventory of public works infrastructure that relies on electrical power or fuel. • Identify and pre-stage portable generators and fuel supplies to ensure operability of water, sewer, and drainage systems during power loss. • Train staff on emergency energy protocols, including generator deployment, fuel management, and system monitoring under outage conditions.
Response	• Coordinate with the EOC to assess and report impacts of energy disruptions on transportation, utilities, and environmental systems. • Deploy emergency generators and fuel to operate stormwater systems, sanitary sewer pumps, and critical signal infrastructure.

	• Support debris clearance and road access for utility crews and fuel suppliers conducting restoration operations.
Recovery	• Assist in the phased restoration of energy-dependent public works systems and resume normal infrastructure operations. • Collaborate with General Services and utility partners to restore power and fuel access at city facilities and utility control systems. • Document damages, response activities, and restoration costs for inclusion in after-action reports and reimbursement processes.

Supporting: Department of Energy	
Phase	Roles and Responsibilities
Prevention	• Monitor and assess threats to national energy infrastructure, including risks from cyberattacks, physical sabotage, and natural hazards. • Develop national policies and guidance to improve energy sector security, reliability, and resilience. • Promote research and innovation in energy technologies to reduce system vulnerabilities.
Mitigation	• Provide technical assistance and resources to improve the resilience of critical energy assets at the local and regional levels. • Support state and local partners through infrastructure risk modeling and vulnerability reduction strategies. • Encourage partnerships between the public and private sectors to implement redundant and diverse energy solutions.
Preparedness	• Maintain national situational awareness of the energy sector and support information sharing with state and local emergency management agencies. • Pre-identify DOE liaisons to deploy to affected jurisdictions during major energy disruptions. • Conduct training and exercises with local and state agencies to improve coordination in energy emergency response.
Response	• Serve as the coordinating agency for federal ESF #12 operations during major energy incidents. • Deploy subject matter experts and field coordinators to assist state and local governments with energy assessments, restoration planning, and interagency coordination. • Provide technical expertise to address large-scale power outages and fuel supply issues impacting Norfolk or the surrounding region.
Recovery	• Assist in the long-term restoration of damaged energy infrastructure, including grid modernization and mitigation funding support. • Lead post-incident evaluations of energy system performance and provide recommendations for infrastructure improvement. • Coordinate with FEMA and other federal agencies on funding opportunities for energy system rebuilding and resilience enhancements.

Supporting: Dominion Energy	
Phase	Roles and Responsibilities
Prevention	• Monitor and maintain electric grid infrastructure, including substations, transmission lines, and transformers, to reduce the likelihood of failures or outages. • Implement physical and cyber security protections for critical assets within the regional power grid. • Participate in hazard and risk assessments with local, regional, and state energy planning partners.
Mitigation	• Invest in grid hardening and modernization initiatives, including undergrounding lines, vegetation management, and smart grid upgrades. • Collaborate with local officials to identify and mitigate risks to electrical infrastructure in flood zones and other vulnerable areas. • Promote distributed energy resources (DERs) and microgrid development to enhance community resilience.
Preparedness	• Maintain internal emergency response and incident management teams capable of rapid activation during high-impact events. • Coordinate with Norfolk Emergency Management to ensure energy restoration plans align with local priorities for critical facilities, including hospitals, shelters, and water systems. • Conduct regular coordination calls and exercises with local, state, and federal partners before major weather events or incidents.
Response	• Deploy line crews and mutual aid teams to restore power following outages, with prioritization based on public safety, critical infrastructure, and healthcare facilities. • Provide real-time situational awareness to Norfolk Emergency Operations Center (EOC) on outage areas, restoration estimates, and utility hazards. • Coordinate with local law enforcement and public works to ensure safe access for restoration crews in impacted areas.
Recovery	• Restore full system functionality and conduct comprehensive inspections of repaired infrastructure to ensure safety and reliability. • Participate in post-incident reviews with Norfolk and state agencies to assess performance and identify system improvement needs. • Support community recovery by prioritizing reconnections for businesses, schools, and vulnerable populations once critical services are restored.

Supporting: Virginia State Corporation Commission (SCC)	
Phase	Roles and Responsibilities

Prevention	• Regulate and oversee the safety, reliability, and economic practices of public utilities operating in Virginia, including electric, natural gas, and pipeline systems. • Conduct routine inspections and enforce compliance with state and federal energy reliability standards. • Identify systemic risks within regulated energy providers and require appropriate mitigation measures.
Mitigation	• Promote infrastructure investments by utility companies to strengthen grid resiliency, including storm hardening and undergrounding of power lines. • Monitor and review utility hazard mitigation plans to ensure alignment with state energy reliability goals. • Support the integration of distributed energy resources and smart grid technologies to reduce outage risks.
Preparedness	• Maintain up-to-date contact and coordination mechanisms between the SCC and local emergency management, including Norfolk Emergency Management and the Virginia Department of Emergency Management (VDEM). • Review utility emergency response and restoration plans to ensure they are adequate, actionable, and compliant with regulatory requirements. • Participate in state-led energy emergency planning exercises and coordination calls with localities during pre-event readiness phases.
Response	• Monitor utility restoration efforts during energy emergencies to ensure compliance with state regulatory requirements and timelines. • Coordinate with regulated utilities to expedite service restoration in critical sectors such as healthcare, public safety, and water infrastructure. • Provide guidance on regulatory flexibilities or waivers that may assist in energy system restoration during declared emergencies.
Recovery	• Conduct post-event performance evaluations of utility response actions and restoration activities. • Assess and approve cost recovery mechanisms for utility restoration expenses, ensuring transparency and ratepayer protections. • Collaborate with state and local agencies to identify regulatory improvements that can enhance future energy resilience.

Supporting: Virginia Natural Gas	
Phase	Roles and Responsibilities
Prevention	• Conduct regular inspections, maintenance, and integrity assessments of natural gas pipelines and distribution infrastructure to prevent leaks or failures. • Implement cybersecurity and physical security measures to protect critical gas delivery systems.

	• Monitor and analyze system data to detect potential anomalies or threats to service continuity.
Mitigation	• Harden natural gas facilities and infrastructure in flood-prone or high-risk areas to reduce vulnerability to storm surge, severe weather, and other hazards. • Coordinate with local emergency management on gas supply contingencies and infrastructure interdependencies. • Support infrastructure investment in redundant systems and automated shutoff technologies to minimize service disruption during emergencies.
Preparedness	• Maintain up-to-date emergency response and restoration plans and coordinate those plans with Norfolk Emergency Management and the Norfolk EOC. • Train internal response teams and customer-facing staff on emergency procedures and outage protocols. • Pre-position critical repair equipment, materials, and staff to enable rapid response following significant weather or incident-related disruptions.
Response	• Provide real-time status updates on system outages, gas pressure levels, and restoration timelines to Norfolk Emergency Management and other partner agencies. • Dispatch repair crews to assess and restore natural gas services, prioritize critical infrastructure such as hospitals and shelters. • Coordinate with the EOC on evacuation considerations, especially in areas with gas line breaks, leaks, or explosions.
Recovery	• Continue service restoration efforts with a focus on long-term infrastructure stabilization and public safety. • Conduct system testing, damage assessments, and post-incident investigations to ensure integrity and prevent secondary failures. • Participate in after-action reviews and collaborate with city and state officials on improvements to natural gas response planning and infrastructure resilience.

SUPPORTING INFORMATION

Local / Agency Plans:

- City of Norfolk Fuel Management Plan
- City of Norfolk Continuity of Operations (COOP) Plans

Regional Plans

- Virginia Energy Assurance Plan
- U.S. Department of Energy – Energy Sector-Specific Plan

AUTHORITIES AND REFERENCES

- Energy Policy Act of 2005
- Code of Virginia § 44-146.18 – Virginia Emergency Services and Disaster Law
- Commonwealth of Virginia Energy Assurance Plan

RESOURCES

- National Pipeline Mapping System
- U.S. Army Corps of Engineers (USACE) Emergency Power Facility Assessment Tool
- U.S. Energy Information Administration: Energy Disruption Map
- Dominion Energy Outage Map

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 12 - Energy. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Notify Norfolk Emergency Management and activate ESF #12 representatives from General Services and Public Works.		
	• Establish contact with Dominion Energy, Virginia Natural Gas, and local fuel providers to determine incident impacts.		
	• Assess status of critical infrastructure (e.g., power to hospitals, shelters, water treatment, pump stations).		
	• Initiate situational reporting and coordinate energy status updates with the Norfolk EOC.		
Activation	• Staff ESF #12 position in the EOC and assign liaison roles for Dominion Energy and Virginia Natural Gas, if available.		
	• Coordinate preliminary restoration priorities for life safety and critical infrastructure facilities.		
	• Monitor fuel supplies for fleet, generators, and emergency services; activate fuel management protocols as needed.		

	• Confirm status of backup power systems across municipal facilities and begin generator deployment if required.		
Response	• Facilitate restoration coordination with utility providers; relay operational priorities and facility restoration lists.		
	• Deploy city-owned resources (e.g., mobile generators, fuel trucks) to support shelters and emergency operations.		
	• Coordinate access and debris clearance for utility crews in impacted areas.		
	• Support communications between field personnel and utility crews for situational awareness and hazards.		
Recovery	• Continue energy restoration tracking and provide status updates to Norfolk Emergency Management and department heads.		
	• Coordinate fuel resupply and generator demobilization as grid power is restored.		
	• Work with utility partners and state agencies on long-term restoration planning and infrastructure repair needs.		
	• Initiate damage documentation and recovery cost tracking for FEMA or state reimbursement processes.		
Ongoing Actions	• Participate in after-action reviews and identify corrective actions related to energy planning and coordination.		
	• Update Norfolk's energy contact lists, facility power assessments, and restoration priority documents.		
	• Evaluate performance of backup systems and develop plans for upgrades or replacements.		
	• Support mitigation funding applications related to energy infrastructure and critical facility resilience.		

EMERGENCY SUPPORT FUNCTION 13: PUBLIC SAFETY AND SECURITY

Supporting Community Lifeline: **Safety and Security** - Law Enforcement/Security, Fire Service, Search and Rescue, Government Service, Community Safety

Primary Department	Norfolk Police Department
	Norfolk Sheriff's Office
Supporting Departments	Norfolk Circuit Court
	Norfolk City Attorney
	Norfolk General Court
External Supporting Agencies	Naval Criminal Investigative Service (NCIS)
	Naval Station Norfolk Base Police
	Norfolk Airport Authority Police
	Norfolk Commonwealth Attorney
	Norfolk State University Police
	Old Dominion University Police
	Port Authority Police
	Virginia Army National Guard (VANG)
	Virginia State Police (VSP)

PURPOSE

Emergency Support Function (ESF) #13 – Public Safety and Security establishes the framework for coordinating law enforcement, public safety, and security support during actual or potential emergencies. This includes the provision of personnel, equipment, and operational support to maintain civil order, protect life and property, and ensure the safety of emergency operations across the City of Norfolk.

SCOPE

ESF #13 supports a comprehensive, integrated approach to managing risks to public safety and critical infrastructure. This includes coordinating capabilities to identify, deter, detect, prevent, respond to, and recover from threats and hazards. ESF #13 encompasses the core functions of law enforcement operations, physical security, intelligence sharing and analysis, shelter security, crowd control, judicial and corrections system support, and traffic management.

SITUATION

The City of Norfolk may experience emergencies or incidents—natural, technological, or human-caused- that threaten public safety and disrupt normal law enforcement operations. These incidents

may require enhanced security measures, traffic control, crowd management, evacuation support, or detention and judicial system coordination. Events with the potential to escalate civil unrest, such as large-scale protests, active threats, or mass casualty incidents, may require a multi-agency response and coordination with regional, state, and federal partners.

Norfolk is home to key infrastructure, major transportation corridors, military installations, tourist venues, and a diverse urban population, all of which increase the complexity of security operations and elevate the risk profile. Public safety operations must be scalable, flexible, and integrated with other emergency support functions.

PLANNING ASSUMPTIONS

- A significant incident may quickly overwhelm the capabilities of local law enforcement, correctional services, and private security resources.
- Norfolk Police Department and Norfolk Sheriff's Office will serve as primary agencies for coordinating public safety operations and will request additional resources as needed through the Norfolk EOC.
- Intelligence sharing between local, state, and federal partners is essential for early detection of threats and effective response coordination.
- Public safety and security operations may need to be sustained over extended durations and may involve shifting priorities such as protecting responders, securing evacuation routes, and managing detained individuals.
- Communications interoperability and coordinated command are essential to maintain situational awareness and operational control across agencies.
- The safety of law enforcement personnel and the public remains a top priority; all activities will follow applicable use-of-force policies, legal protocols, and public safety standards.

CONCEPT OF OPERATIONS

Presidential Policy Directive 21 (PPD-21) emphasizes the importance of strengthening critical infrastructure security and resilience through coordinated partnerships. In alignment with this directive, Norfolk Emergency Management will serve as a coordinating entity, maintaining a current inventory of critical infrastructure, high-risk locations, and key resources. This coordination includes engagement with State, Local, Tribal, and Territorial (SLTT) agencies, nonprofit organizations, and private-sector partners to support law enforcement and security missions.

The Norfolk Police Department and Norfolk Sheriff's Office are designated as the primary agencies for leading public safety and security operations. These agencies will operate within the Incident Command System (ICS) and maintain direct liaison with the Norfolk Emergency Operations Center (EOC) during activations. Incident Command (IC) will determine operational objectives, assess the scope of security needs, and adjust the response posture accordingly. The IC, in coordination with the

EOC, will ensure real-time situational awareness, resource tracking, and mission assignments to all supporting agencies.

All participating departments and supporting agencies will assign liaison officers to the command post or EOC, as appropriate, and ensure interoperable communications. If local resources are exhausted, mutual aid will be requested through the EOC, which will coordinate assistance with the Virginia Department of Emergency Management (VDEM) and other state or federal entities as necessary, in accordance with the National Incident Management System (NIMS) and the Stafford Act.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Share timely and relevant intelligence or situational information with local, state, and federal partners to deter and disrupt threats. • Promote a culture of vigilance and threat awareness within each organization and among the public. • Support community engagement and crime prevention initiatives that reduce risks to public safety and security.
Mitigation	• Assess vulnerabilities in physical security, personnel safety, and operational continuity, and take steps to reduce risk exposure. • Implement and maintain protective measures (e.g., surveillance, access controls, lockdown procedures) to limit the impact of potential threats. • Integrate risk reduction strategies into departmental planning, training, and procurement.
Preparedness	• Participate in emergency planning, tabletop exercises, and full-scale drills coordinated by Norfolk Emergency Management. • Maintain updated internal emergency operations plans and ensure staff are trained in ICS, NIMS, and agency-specific response procedures. • Establish redundant communications protocols and ensure liaison personnel are identified for potential deployment to the EOC or incident command.
Response	• Deploy personnel, equipment, and resources in support of the Incident Commander and in coordination with the Norfolk Emergency Operations Center (EOC). • Operate within the Incident Command System (ICS) structure and support unified command operations for multi-agency coordination. • Ensure timely reporting of incident activities, resource needs, and emerging issues to EOC leadership or command staff.
Recovery	• Assist with reestablishing public order, reopening access to affected areas, and supporting community stabilization efforts. • Participate in post-incident investigations, documentation, and legal proceedings as needed.

	• Contribute to after-action reviews and implement lessons learned to strengthen future public safety response capabilities.

Primary: Norfolk Police Department	
Phase	Roles and Responsibilities
Prevention	• Conduct threat assessments and coordinate with regional partners on criminal intelligence gathering. • Engage in community policing and outreach to deter crime and improve public trust. • Monitor suspicious activities and share intelligence with local, state, and federal partners.
Mitigation	• Enhance physical security measures around critical infrastructure and public venues. • Train officers in de-escalation and incident command procedures. • Support continuity of operations planning for law enforcement services.
Preparedness	• Participate in multi-agency drills, exercises, and active shooter training scenarios. • Ensure all officers are trained on ICS, NIMS, and unified command protocols. • Maintain mutual aid agreements with neighboring jurisdictions and regional law enforcement agencies.
Response	• Establish perimeter security, control access, and manage crowd or traffic control at the incident site. • Deploy special teams (e.g., SWAT, K9, negotiators) as needed to address tactical threats. • Support EOC operations by providing real-time law enforcement updates and resource needs.
Recovery	• Assist with re-entry security and protection of affected neighborhoods and facilities. • Support investigations, forensic operations, and evidence collection. • Provide traffic management during infrastructure repair and community recovery efforts.

Primary: Norfolk Sheriff's Office	
Phase	Roles and Responsibilities
Prevention	• Monitor correctional facility security systems and manage detainee-related threat intelligence. • Support courthouse and judicial security operations to deter disruptions. • Collaborate with NPD and homeland security officials to track threats from incarcerated populations.
Mitigation	• Secure alternate detention and holding facilities in case of evacuation or overcrowding.

	• Implement hardened security procedures and emergency lockdown drills. • Review and update facility emergency response and evacuation plans.
Preparedness	• Train staff on emergency response roles, detainee relocation procedures, and mutual aid coordination. • Conduct regular facility walkthroughs and security audits. • Develop transportation protocols for detainees during emergency relocations or court closures.
Response	• Maintain custody of detainees and ensure continuity of corrections operations. • Secure evacuation shelters and temporary holding facilities if necessary. • Provide law enforcement personnel for joint operations or support to NPD and EOC requests.
Recovery	• Resume normal detention operations and document impacts to facilities or operations. • Assist in community recovery by supporting logistics, security, and administrative operations. • Participate in after-action reviews and incorporate lessons learned into updated plans.

Supporting: Norfolk Circuit Court	
Phase	Roles and Responsibilities
Prevention	• Coordinate with the Norfolk Sheriff's Office and Norfolk Police Department to identify potential threats related to court operations or high-profile cases. • Implement security screening and surveillance procedures to deter unlawful activity. • Maintain awareness of pending cases or litigants that may pose a public safety concern.
Mitigation	• Develop alternate scheduling protocols to minimize public exposure during high-risk proceedings. • Enhance facility security measures in coordination with NSO and city risk managers. • Establish continuity plans to safeguard court records and ensure judicial continuity during disruptions.
Preparedness	• Participate in courthouse evacuation drills and emergency response training. • Designate continuity of operations staff and alternate court sites, if needed. • Ensure emergency communications plans are in place to notify court staff, attorneys, and the public during emergencies. • Response
Response	• Suspend or modify court operations as directed by Emergency Management or IC to ensure safety. • Support emergency protective orders, warrants, and legal authorizations required for law enforcement actions.

	• Coordinate with NSO to maintain secure custody and movement of detainees during emergency court sessions.
Recovery	• Resume court functions with prioritized case schedules and extended hours if necessary. • Document case disruptions and support the reestablishment of standard judicial processes. • Participate in after-action reviews and update emergency procedures based on response outcomes.

Supporting: Norfolk City Attorney	
Phase	Roles and Responsibilities
Prevention	• Provide legal guidance on local ordinances, codes, and enforcement authorities related to public safety and security. • Advise departments on civil liability and legal implications of preventative law enforcement or surveillance actions. • Review and support legal frameworks for interagency agreements and mutual aid compacts.
Mitigation	• Draft or revise city policies to enhance legal protections and minimize liability in high-risk public safety scenarios. • Support the development of emergency powers and declarations that may be needed during specific threat conditions. • Ensure city emergency ordinances align with state and federal law.
Preparedness	• Review emergency response plans and standard operating procedures for legal sufficiency and risk exposure. • Train with city departments on emergency declarations, authorities, and enforcement of executive orders. • Assist in drafting pre-scripted legal documents for use during emergencies (e.g., evacuation orders, curfews, emergency procurement).
Response	• Advise the Incident Commander, EOC leadership, and city officials on legal authorities during emergency declarations and public safety actions. • Support enforcement of emergency orders, including curfews, shelter-in-place, or access restrictions. • Provide legal counsel regarding detainee rights, search and seizure, property protection, and liability concerns.
Recovery	• Advise city leadership on claims, investigations, and legal proceedings resulting from emergency actions. • Assist with legal documentation and compliance for cost recovery and reimbursement processes. • Support updates to legal frameworks or ordinances based on lessons learned and after-action reports.

Supporting: Norfolk General Court	
Phase	Roles and Responsibilities
Prevention	• Coordinate with the Norfolk Sheriff's Office and Norfolk Police Department to identify and address potential security risks associated with court operations or specific cases. • Maintain secure access controls and screening procedures to prevent weapons or contraband from entering the courthouse. • Monitor case dockets for high-risk individuals or proceedings and inform law enforcement as needed.
Mitigation	• Establish emergency procedures to temporarily limit or redirect court access in response to a threat or incident. • Develop protocols to ensure continuity of essential judicial functions in the event of building closures or civil disruptions. • Support the development of alternative hearing options, such as virtual or off-site proceedings, during emergencies.
Preparedness	• Participate in joint courthouse emergency planning and evacuation drills with the Norfolk Sheriff's Office. • Train court staff on emergency protocols, including lockdown, evacuation, and shelter-in-place procedures. • Ensure communication channels exist with Norfolk Emergency Management and the EOC for real-time updates.
Response	• Suspend, relocate, or modify court operations as needed to ensure the safety of judges, staff, and the public. • Support law enforcement needs related to arrest warrants, emergency protective orders, and arraignments during incident response. • Maintain coordination with the Norfolk Sheriff's Office for secure detainee management during court proceedings.
Recovery	• Restore normal court schedules and notify the public of any changes in hearing dates or locations. • Provide documentation of court disruptions for inclusion in citywide incident records and after-action reporting. • Participate in post-incident reviews and incorporate lessons learned into future court security and continuity plans.

Supporting: Naval Criminal Investigative Service (NCIS)	
Phase	Roles and Responsibilities
Prevention	• Conduct counterintelligence, threat assessment, and force protection operations in coordination with military commands and local law enforcement. • Monitor and investigate potential threats to naval personnel, installations, and assets located in and around the City of Norfolk.

	• Shore intelligence on credible threats with Norfolk Police Department, Norfolk Emergency Management, and relevant federal partners.
Mitigation	• Support hardening of naval facilities and adjacent civilian infrastructure through joint threat analysis and security recommendations. • Provide expertise on cyber vulnerabilities, insider threats, and criminal enterprise activity that may impact military or local operations. • Coordinate with Norfolk officials on legal jurisdiction boundaries and response responsibilities for incidents involving naval personnel.
Preparedness	• Participate in joint security exercises with local, regional, and federal agencies, including Norfolk-based emergency drills involving military facilities. • Establish secure communication protocols and mutual response plans with Norfolk EOC and law enforcement partners. • Ensure availability of NCIS field agents for rapid deployment to incidents involving Navy interests or joint response requirements.
Response	• Deploy investigative and protective teams in response to threats or criminal incidents involving Navy personnel or property. • Assist with coordination of joint law enforcement operations in and around naval installations in Norfolk. • Provide intelligence, technical support, and liaison services to the Norfolk EOC and Unified Command, as appropriate.
Recovery	• Support joint investigations of incidents involving military assets or personnel, in collaboration with local and federal partners. • Provide after-action intelligence reports and contribute to threat analysis for future mitigation planning. • Continue coordination with local agencies to resolve jurisdictional issues, legal processes, and long-term security enhancements.

Supporting: Naval Station Norfolk Base Police	
Phase	Roles and Responsibilities
Prevention	• Conduct physical security patrols and surveillance operations to deter criminal activity and unauthorized access to Naval Station Norfolk. • Collaborate with NCIS and local law enforcement to monitor threats that could impact the installation or the surrounding community. • Support anti-terrorism and force protection efforts in and around the base perimeter.
Mitigation	• Implement access control restrictions, vehicle inspections, and gate security enhancements during heightened threat conditions. • Coordinate with Norfolk Police Department on incident response protocols near base boundaries and shared access points. • Develop joint security procedures for events or emergencies that affect both military and civilian jurisdictions.

Preparedness	• Participate in joint exercises with Norfolk Emergency Management, Norfolk Police, and other local partners to test base security and response coordination. • Maintain interoperable communication systems with the Norfolk EOC and other law enforcement partners. • Train base police personnel on the National Incident Management System (NIMS) and local emergency response frameworks.
Response	• Provide immediate security response and law enforcement actions for incidents occurring on or near base property. • Coordinate with Norfolk Police and other agencies for traffic control, perimeter lockdowns, or mutual aid during large-scale incidents. • Deploy liaison officers to the Norfolk EOC or Unified Command as needed to support integrated response operations.
Recovery	• Support security during re-entry, infrastructure restoration, and resumed operations on Naval Station Norfolk following an incident. • Participate in after-action reviews with city and federal partners to identify improvements in interagency coordination. • Assist in securing critical base facilities and access routes until full operational status is restored.

Supporting: Norfolk Airport Authority Police	
Phase	Roles and Responsibilities
Prevention	• Conduct regular patrols, surveillance, and threat assessments across Norfolk International Airport grounds and facilities. • Coordinate with the Transportation Security Administration (TSA), Norfolk Police Department, and federal partners to identify and mitigate threats to aviation security. • Monitor and report suspicious activities, ensuring compliance with federal and state aviation security regulations.
Mitigation	• Implement enhanced screening, access control, and perimeter security measures in response to elevated threat levels. • Support continuity planning for airport law enforcement and emergency response operations. • Ensure that communication and response protocols align with TSA directives and local emergency procedures.
Preparedness	• Participate in joint airport emergency planning, drills, and full-scale exercises with Norfolk Emergency Management, fire/rescue, and mutual aid agencies. • Train personnel on active shooter response, bomb threat protocols, and aircraft incident management. • Maintain interoperable communication capabilities with Norfolk EOC and mutual aid law enforcement agencies.

Response	• Serve as the lead law enforcement agency for incidents occurring on Norfolk International Airport property, including terminal evacuations, security breaches, or aircraft-related emergencies. • Coordinate with Norfolk Police, FBI, TSA, and other agencies for a unified response to criminal or terrorism-related threats. • Provide liaison officers to the Norfolk EOC or Unified Command as required during major incidents impacting airport operations.
Recovery	• Support restoration of airport security operations, including passenger screening, access control, and facility protection. • Assist in investigations and reporting required by FAA, TSA, or other oversight agencies. • Participate in post-incident reviews and implement revised protocols or improvements based on identified gaps.

Supporting: Norfolk Commonwealth Attorney	
Phase	Roles and Responsibilities
Prevention	• Provide legal review and guidance on public safety policies, criminal statutes, and enforcement actions to ensure prosecutorial alignment. • Support proactive law enforcement strategies by advising on lawful arrest procedures, evidence collection, and case development. • Coordinate with the Norfolk Police Department, Sheriff's Office, and Homeland Security partners on emerging threats and criminal activity.
Mitigation	• Work with law enforcement agencies to prioritize the prosecution of high-risk individuals or repeat offenders who pose a threat to public safety. • Assist in developing legal frameworks and strategies to address civil unrest, gang violence, or terrorism-related threats. • Participate in the development of emergency legal protocols and prosecutorial continuity planning.
Preparedness	• Maintain procedures for emergency case intake, bond hearings, and protective orders during disasters or disruptions. • Train prosecutors and legal staff on emergency declarations, public safety enforcement measures, and courtroom operations during crisis conditions. • Coordinate with courts, detention facilities, and law enforcement agencies to ensure legal readiness during emergencies.
Response	• Provide prosecutorial support to law enforcement by reviewing probable cause, approving warrants, and issuing emergency protective orders. • Ensure the availability of on-call prosecutors to support field operations and emergency court functions. • Advise the Norfolk EOC and Unified Command on legal implications of enforcement measures, arrests, and public safety orders.
Recovery	• Resume full prosecutorial services and prioritize casework disrupted by the emergency.

	• Participate in legal review of actions taken during the response and identify areas for improvement. • Support restitution efforts, public safety briefings, and community outreach following high-profile incidents.

Supporting: Norfolk State University Police	
Phase	Roles and Responsibilities
Prevention	• Monitor and assess potential threats to campus safety through routine patrols, security technology, and community engagement. • Coordinate with Norfolk Police Department and Virginia State Police on intelligence sharing and incident prevention affecting the NSU campus. • Promote safety awareness programs and training for students, faculty, and staff to deter criminal activity.
Mitigation	• Implement enhanced access control, campus lockdown protocols, and security visibility during elevated threat conditions. • Support continuity planning for academic and housing operations during emergencies. • Conduct vulnerability assessments of campus facilities and recommend security improvements.
Preparedness	• Participate in joint training and multi-agency emergency exercises with Norfolk Emergency Management and surrounding law enforcement agencies. • Maintain interoperable communication systems and protocols for real-time coordination with the Norfolk EOC. • Ensure all NSU police personnel are trained in ICS, NIMS, and campus-specific emergency procedures.
Response	• Serve as the lead law enforcement agency for incidents occurring on NSU property, including active threats, campus evacuations, or large gatherings. • Coordinate with Norfolk Police, Fire-Rescue, and Emergency Management to support unified response operations and mutual aid. • Provide NSU police liaisons to the Norfolk EOC or incident command post during emergencies impacting the campus or the surrounding community.
Recovery	• Assist in reestablishing normal campus operations and support public safety during student and staff reentry. • Document response actions and collaborate with the university administration and city agencies for after-action reviews. • Update emergency protocols based on lessons learned and contribute to joint improvement plans for campus and city coordination.

Supporting: Old Dominion University Police	
Phase	Roles and Responsibilities

Prevention	• Conduct campus patrols, surveillance, and threat assessments to deter criminal activity and ensure a safe learning environment. • Coordinate with Norfolk Police Department, Virginia State Police, and federal partners on intelligence sharing and threat detection affecting the ODU community. • Deliver crime prevention education and awareness programs for students, faculty, and staff.
Mitigation	• Implement and enforce access control protocols, lockdown procedures, and shelter-in-place plans for academic buildings and residence halls. • Conduct regular security audits of campus infrastructure and critical systems. • Develop joint response protocols for potential threats impacting both ODU and the surrounding Norfolk neighborhoods.
Preparedness	• Participate in joint training and emergency exercises with Norfolk Emergency Management, Norfolk Police, and other regional response partners. • Ensure officers are trained in ICS, NIMS, and campus-specific emergency operations procedures. • Maintain interoperable communications with the Norfolk Emergency Operations Center (EOC) and other law enforcement agencies.
Response	• Lead law enforcement operations for incidents occurring on ODU property, including crowd control, active shooter situations, and campus evacuations. • Support Norfolk Police and Norfolk Fire-Rescue with unified response operations during citywide emergencies impacting university grounds. • Provide liaisons to the Norfolk EOC or Unified Command during incidents requiring city–university coordination.
Recovery	• Assist with restoring normal campus security operations and supporting safe reentry of students, staff, and faculty. • Document incident response and participate in citywide and university after-action reviews. • Update ODU Police emergency plans based on lessons learned, and collaborate with city agencies on recovery and mitigation strategies.

Supporting: Port Authority Police	
Phase	Roles and Responsibilities
Prevention	• Conduct continuous patrols and monitoring of port terminals, restricted zones, and waterways to deter criminal activity and unauthorized access. • Coordinate intelligence gathering and threat assessments with U.S. Coast Guard, Customs and Border Protection (CBP), and Norfolk Police Department. • Enforce federal Maritime Transportation Security Act (MTSA) regulations and implement proactive anti-terrorism security measures.
Mitigation	• Enhance physical security infrastructure, such as surveillance systems, fencing, and access control technology at all Port of Virginia facilities.

	• Develop contingency plans for protecting port operations from disruption due to civil unrest, cyberattacks, or hazardous material incidents. • Support joint planning efforts to mitigate the impacts of potential port shutdowns or access restrictions on regional supply chains.
Preparedness	• Participate in joint training and maritime security exercises with Norfolk Emergency Management, U.S. Coast Guard, and regional law enforcement partners. • Maintain interoperability with Norfolk EOC and regional response networks for coordinated incident management. • Ensure port police officers are trained in ICS, NIMS, and port-specific emergency protocols, including hazmat and active threat scenarios.
Response	• Serve as the lead law enforcement agency for incidents occurring within Port of Virginia facilities, including mass casualty, active threats, or hazardous material spills. • Coordinate with Norfolk Police, Fire-Rescue, and state and federal partners for perimeter security, traffic management, and law enforcement support. • Deploy command staff to the Norfolk EOC or incident command post for real-time coordination during emergencies impacting the port.
Recovery	• Support reestablishment of safe and secure port operations, including access control, inspections, and customs enforcement. • Assist with investigations and reporting requirements for regulatory agencies such as DHS, MARAD, and CBP. • Participate in after-action reviews with Norfolk and state agencies to improve security plans and interagency coordination for future events.

Supporting: Virginia Army National Guard	
Phase	Roles and Responsibilities
Prevention	• Maintain readiness to support law enforcement with trained personnel, aviation assets, and specialized equipment in the event of a security threat. • Conduct joint planning and intelligence-sharing coordination with the Virginia Department of Emergency Management (VDEM) and the Virginia Fusion Center. • Participate in threat monitoring and early warning efforts in coordination with federal and state partners.
Mitigation	• Provide security assessments and site hardening recommendations in support of critical infrastructure protection efforts. • Develop operational plans for deployment of National Guard resources in support of civil authorities under State Active Duty or Title 32 status. • Maintain pre-positioned resources and staging capabilities to enable rapid deployment in high-risk areas.
Preparedness	• Participate in multi-agency training exercises and planning workshops with Norfolk Emergency Management, Norfolk Police Department, and VDEM.

	• Train National Guard personnel on civil disturbance response, search and rescue support, and crowd control procedures under civilian authority. • Ensure interoperable communications with local agencies and the Norfolk EOC to enable seamless coordination during activation.
Response	• Deploy National Guard personnel and assets to assist with civil support missions under direction of the Governor, such as perimeter security, crowd control, traffic management, or force protection. • Support Norfolk Police and other law enforcement agencies in maintaining public order, securing high-value sites, and assisting in evacuation or shelter operations. • Provide specialized units (e.g., Military Police, aviation, engineering) based on mission needs and EOC coordination.
Recovery	• Continue providing support for public safety, logistics, and community assistance missions during the recovery phase as directed by state leadership. • Assist in damage assessments, site security, and support to reentry operations in coordination with Norfolk Emergency Management. • Participate in after-action reporting and refinement of joint operational procedures for future deployments.

Supporting: Virginia State Police	
Phase	Roles and Responsibilities
Prevention	• Monitor and investigate threats to public safety, including terrorism, cybercrime, organized crime, and trafficking, with a focus on statewide implications. • Coordinate intelligence collection and dissemination through the Virginia Fusion Center in collaboration with local, regional, and federal partners. • Support local law enforcement agencies with specialized investigative and intelligence capabilities.
Mitigation	• Provide technical assistance and security assessments to support the protection of critical infrastructure and transportation corridors throughout Hampton Roads. • Assist in the development of interagency security plans for high-risk events, mass gatherings, and key facilities. • Maintain pre-deployment plans and resource inventories for rapid mobilization to affected areas.
Preparedness	• Participate in multi-jurisdictional training exercises and emergency planning activities with Norfolk Emergency Management and law enforcement agencies. • Maintain specialized response teams, including tactical, bomb disposal, aviation, and hazmat units, ready to support local operations. • Ensure communication interoperability and situational awareness sharing with the Norfolk Emergency Operations Center (EOC).

Response	• Deploy VSP personnel to assist with civil disturbance control, traffic control, and incident stabilization in coordination with Norfolk Police and other local agencies. • Support unified command operations and provide on-scene command presence during large-scale incidents or criminal investigations. • Utilize VSP aviation, canine, and tactical teams to support law enforcement and public safety missions during declared emergencies.
Recovery	• Assist with reentry operations, crime scene processing, and investigations following large-scale incidents or disasters. • Provide ongoing support to Norfolk Police for traffic enforcement and public order during recovery and restoration activities. • Participate in after-action reviews and contribute to state-level updates of emergency response policies and mutual aid protocols.

SUPPORTING INFORMATION

Local / Agency Plans:

- Norfolk Police Department Emergency Response Plan
- Norfolk Sheriff's Office Emergency Action Plan

Regional Plans

- Virginia Statewide Police Mutual Aid Agreement
- U.S. Department of Homeland Security – National Response Framework (NRF), ESF #13 Annex
- Naval Station Norfolk Antiterrorism and Force Protection Plan

AUTHORITIES AND REFERENCES

- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Homeland Security Act of 2002
- Presidential Policy Directive 8 (PPD-8): National Preparedness
- Code of Virginia, Title 44 – Military and Emergency Laws

RESOURCES

- Law Enforcement Enterprise Portal (LEEP)
- Virginia Fusion Center

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function #13: Public Safety and Security. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Activate agency emergency notification procedures and inform leadership of the situation.		
	• Dispatch law enforcement personnel to assess the scene and establish perimeter control if needed.		
	• Coordinate with Norfolk Emergency Management and provide an initial status report to the EOC.		
	• Establish communication with other responding public safety partners and confirm the unified command structure.		
Activation	• Deploy law enforcement and security personnel to designated staging or operational areas.		
	• Initiate security measures for critical facilities, evacuation routes, shelters, and traffic control points.		
	• Assign liaisons to the EOC or Incident Command Post, if not already in place.		
	• Coordinate with judicial, corrections, and public works partners to support custody, access control, and operational continuity.		
Response	• Conduct law enforcement operations, including crowd control, threat suppression, and securing affected areas.		
	• Support shelter security, detainee transport, and enforcement of evacuation or curfew orders.		
	• Share real-time intelligence and incident updates with command and partner agencies.		
	• Coordinate mutual aid and specialized resources (e.g., SWAT, K9, aviation) as needed.		
Recovery	• Maintain security at re-entry points, damaged areas, and key infrastructure during restoration.		
	• Assist with traffic management and law enforcement needs during rebuilding or recovery operations.		

	• Support investigations, documentation, and evidence preservation related to the incident.		
	• Reassign personnel back to normal operations as conditions stabilize.		
Ongoing Actions	• Participate in after-action reviews and update agency emergency plans based on lessons learned.		
	• Continue monitoring for secondary threats or criminal activity in the recovery phase.		
	• Replenish resources, rest personnel, and ensure documentation of all operational actions.		
	• Maintain engagement with community stakeholders to restore public trust and reinforce preparedness.		

EMERGENCY SUPPORT FUNCTION 14: CROSS-SECTOR BUSINESS AND INFRASTRUCTURE

Primary Department	Norfolk Emergency Management
	Norfolk Department of Economic Development
Supporting Departments	Norfolk Department of Finance
	Norfolk Department of Utilities
	Norfolk Information Technology
	Norfolk Public Works
External Supporting Agencies	Dominion Energy
	Downtown Norfolk Council
	Hampton Roads Chamber of Commerce
	Hampton Roads Transit
	Visit Norfolk
	Virginia Department of Emergency Management
	Virginia Natural Gas

PURPOSE

Emergency Support Function (ESF) #14 provides the coordination framework for engaging Norfolk's public and private sectors in stabilizing community lifelines, critical infrastructure, and key business functions during and after a disaster. ESF #14 supports cross-sector collaboration to identify and address operational disruptions, facilitate information sharing, prioritize critical needs, and sustain essential services across interdependent systems, including energy, communications, transportation, supply chains, and public health. This function ensures that infrastructure owners, operators, and business partners have a unified mechanism to contribute to a resilient and equitable recovery for Norfolk.

SCOPE

ESF #14 applies to all phases of emergency management, with a particular focus on response and recovery. It encompasses:

Coordination of response efforts involving businesses and infrastructure sectors not aligned with other ESFs;

- Identification and mitigation of cascading infrastructure failures;
- Restoration and stabilization of commercial operations, logistics, and community lifelines;
- Public-private information sharing to enhance situational awareness;
- Support to critical facilities and service providers across Norfolk.

This ESF covers privately owned infrastructure, non-governmental systems, and business operations essential to the city's functioning, particularly those critical to vulnerable populations and the continuity of government operations.

SITUATION

The City of Norfolk is a regional economic hub and a major port city with a diverse mix of infrastructure assets, higher education institutions, military installations, and critical private sector services. The city's business and infrastructure environment is highly interdependent, with cascading risks across power, communications, fuel, water, and transportation networks. Disruptions to any of these systems can significantly impact government operations, public safety, healthcare, and economic activity.

Norfolk's geographic vulnerability to flooding, hurricanes, and coastal storms makes proactive coordination with private sector partners essential for community resilience. Many critical services—such as telecommunications, energy, and supply chains—are managed or supported by non-governmental entities that require integration into incident planning and response. This ESF recognizes the need for a collaborative approach across sectors to maintain lifeline services, share risk information, and expedite recovery efforts.

PLANNING ASSUMPTIONS

- Public-private interdependencies are critical. Essential services such as utilities, fuel supply, telecommunications, and transportation are operated or supported by private-sector entities. Coordinated planning and information-sharing mechanisms must be in place before an incident occurs.
- A major disaster will disrupt lifeline infrastructure. Norfolk may experience widespread and cascading impacts across power, water, broadband, and fuel distribution systems, especially during hurricanes or flooding events.
- Private sector partners may not be co-located. Many essential business operators that support Norfolk's critical infrastructure may be headquartered outside the city or operate regionally, requiring flexible virtual coordination tools and mutual aid agreements.
- Resource needs will exceed government capacity. During significant incidents, local government agencies will need to rely on the private sector for surge support, restoration expertise, and logistics capabilities.
- Supply chains will be affected. Local access to food, fuel, and medical supplies may be disrupted due to damage to ports, highways, or rail infrastructure, necessitating business continuity planning and coordinated recovery logistics.
- Timely and accurate information will be limited. Initial damage assessments and business status updates may be incomplete or delayed, requiring a phased and adaptable recovery strategy informed by both public and private sources.

CONCEPT OF OPERATIONS

Emergency Support Function #14 is coordinated by Norfolk Emergency Management, which serves as the central liaison for engaging business and infrastructure partners during all phases of an incident. The Office of Emergency Management (OEM) will:

- Establish and maintain relationships with critical private sector partners and infrastructure operators through preparedness outreach, planning workshops, and MOUs.
- Activate ESF 14 when an incident threatens or disrupts community lifelines. OEM will integrate private sector representatives into the Emergency Operations Center (EOC) virtually or in person to support situational awareness, needs identification, and restoration prioritization.
- Coordinate cross-sector efforts to identify critical interdependencies and single points of failure impacting recovery operations.
- Facilitate two-way information sharing between the City and private sector operators using tools such as Norfolk Alert, HSIN, and pre-established business continuity networks.
- Support critical infrastructure restoration by prioritizing utility access, fuel resupply, and workforce movement for key business sectors supporting life safety, public health, and economic continuity.
- Collaborate with state and federal partners, including the Virginia Fusion Center, VDEM, and FEMA, to coordinate regulatory relief, emergency declarations, and post-disaster recovery programs that affect Norfolk businesses and infrastructure entities.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Identify and report vulnerabilities within your agency's infrastructure, operations, or partner networks that could impact community lifelines or business continuity. • Participate in interagency planning and threat assessments to share sector-specific intelligence and contribute to risk reduction strategies. • Support efforts to secure critical infrastructure against intentional threats, such as cyberattacks or physical sabotage.
Mitigation	• Integrate resilience and redundancy into facility planning, operations, and capital investments to reduce long-term risk. • Collaborate with Norfolk Emergency Management and Economic Development to align sector mitigation priorities with citywide hazard mitigation planning. • Promote and apply for federal/state mitigation funding to enhance infrastructure and system durability.

Preparedness	• Develop and maintain Continuity of Operations (COOP) plans that ensure your agency or organization can support critical infrastructure or business functions during an emergency. • Participate in city- or region-led training, exercises, and workshops that simulate cross-sector coordination during disasters. • Identify internal and external dependencies that could affect your agency's ability to support infrastructure and economic recovery efforts.
Response	• Provide timely status updates on operational disruptions, restoration activities, and resource needs to Norfolk Emergency Management. • Coordinate closely with other agencies and infrastructure operators to support priority restoration of lifeline systems and commercial continuity. • Assign staff or liaisons to the Norfolk Emergency Operations Center (EOC), virtually or physically, to support coordination and decision-making.
Recovery	• Assist in long-term restoration of infrastructure and services critical to public safety, economic activity, and vulnerable populations. • Support documentation of damages, costs, and service impacts for recovery funding, grants, or reimbursement. • Participate in city-led recovery planning, community engagement, and post-incident after-action reviews to build future resilience.

Primary: Norfolk Emergency Management	
Phase	Roles and Responsibilities
Prevention	• Establish and maintain partnerships with key infrastructure operators and business leaders across Norfolk. • Participate in interagency and regional efforts to identify cross-sector vulnerabilities and cascading failure points. • Share intelligence and risk information with private sector partners through the Virginia Fusion Center and local alerting systems.
Mitigation	• Coordinate with infrastructure and business sectors to develop resilience strategies that address Norfolk-specific hazards (e.g., flooding, hurricanes, cyber threats). • Encourage integration of private sector continuity and mitigation efforts into local hazard mitigation planning. • Support infrastructure hardening and redundancy projects through grant funding advocacy and technical assistance.
Preparedness	• Convene periodic planning workshops and tabletop exercises involving public and private sector stakeholders focused on business continuity and infrastructure resilience. • Ensure private sector representation in Emergency Operations Center (EOC) planning and developing protocols for virtual/physical integration. • Maintain up-to-date databases of critical infrastructure assets, supply chain dependencies, and business continuity contacts.

Response	• Activate ESF 14 to coordinate private sector engagement in the EOC and facilitate two-way information sharing. • Identify and prioritize restoration needs for lifeline systems and business operations impacting life safety, economic stability, and vulnerable populations. • Coordinate access, re-entry, and resource allocation to support business continuity and infrastructure recovery efforts.
Recovery	• Serve as the lead city liaison to FEMA and state partners for infrastructure restoration, business damage assessments, and community recovery coordination. • Work with Economic Development and supporting departments to convene a Business Recovery Task Force and long-term recovery groups. • Track recovery progress and support applications for federal recovery assistance, such as SBA disaster loans, FEMA PA/IA, and HUD recovery programs.

Primary: Norfolk Department of Economic Development	
Phase	Roles and Responsibilities
Prevention	• Engage regularly with local businesses, industry groups, and property managers to identify potential risks to commercial continuity. • Support economic risk analysis for sectors most vulnerable to natural hazards, cyber incidents, or cascading infrastructure failures. • Collaborate with Emergency Management to share threat intelligence with business stakeholders.
Mitigation	• Promote investment in resilient commercial development and infrastructure retrofitting in vulnerable areas, particularly flood-prone corridors. • Educate small and mid-sized businesses on continuity planning, insurance coverage, and hazard mitigation strategies. • Support integration of business risk reduction priorities into the City's Hazard Mitigation Plan.
Preparedness	• Maintain and routinely update a citywide business contact database for rapid outreach during emergencies. • Assist in convening workshops and trainings focused on business continuity, post-disaster recovery planning, and supply chain preparedness. • Coordinate with Norfolk Emergency Management to ensure private sector inclusion in EOC planning and regional economic resilience initiatives.
Response	• Deploy a Business Impact Assessment Team to gather information on operational disruptions, closures, and urgent recovery needs. • Serve as the city's liaison to the Hampton Roads Chamber of Commerce and other economic networks for real-time updates and needs coordination.

	• Coordinate with Communications and OEM to disseminate timely recovery resources, grant information, and updates to the business community.
Recovery	• Lead the activation of a Business Recovery Task Force, including stakeholders from key economic sectors, chambers, and non-profits. • Assist businesses in navigating recovery programs, such as SBA disaster loans, business continuity grants, and technical assistance resources. • Work with city leadership to prioritize restoration of commercial corridors and economic anchor institutions critical to Norfolk's recovery.

Supporting: Department of Finance	
Phase	Roles and Responsibilities
Prevention	• Collaborate with Norfolk Emergency Management and Economic Development to identify financial vulnerabilities related to critical infrastructure or private sector disruptions. • Establish procedures for tracking pre-disaster fiscal exposure across city departments and high-risk service contracts. • Maintain awareness of regional and federal funding sources that could be used to strengthen fiscal resilience.
Mitigation	• Participate in hazard mitigation planning to identify and support funding for projects that reduce long-term recovery costs. • Encourage departments to build mitigation costs into capital improvement plans and infrastructure investments. • Assist in evaluating the financial feasibility of public-private resilience initiatives.
Preparedness	• Develop streamlined processes for tracking emergency spending and reimbursement documentation in coordination with Emergency Management and city departments. • Train finance personnel on FEMA Public Assistance (PA) and federal disaster cost recovery procedures. • Coordinate with Procurement and Grants teams to ensure continuity of financial operations during emergencies.
Response	• Activate emergency financial protocols to support rapid purchasing, contract adjustments, and cost tracking for business and infrastructure recovery needs. • Support resource requests from the EOC by facilitating timely payments, vendor access, and emergency procurement waivers. • Coordinate with state and federal agencies to track eligible expenses for future reimbursement or disaster relief.
Recovery	• Serve as the lead agency for compiling and submitting cost documentation for FEMA PA and other financial recovery programs. • Monitor use of city funds allocated to economic recovery and infrastructure stabilization, ensuring transparency and audit readiness.

	• Support Economic Development and Emergency Management in developing funding strategies for long-term business recovery and community revitalization projects.

Supporting: Norfolk Department of Utilities	
Phase	Roles and Responsibilities
Prevention	• Monitor system vulnerabilities and coordinate with Emergency Management to assess potential threats to water and wastewater infrastructure. • Participate in regional utility coordination efforts to improve awareness of shared risks and interdependencies. • Collaborate with infrastructure security partners to assess risks from cyberattacks, contamination, and power disruptions.
Mitigation	• Integrate hazard mitigation strategies (e.g., floodproofing, backup power, valve isolation) into utility system upgrades and maintenance programs. • Identify and prioritize capital projects that enhance system resilience, especially for infrastructure serving critical facilities and economic corridors. • Share data with city planners and economic development to inform resilient growth and land use decisions.
Preparedness	• Maintain continuity of operations plans (COOP) and utility-specific emergency response procedures. • Pre-identify critical components, service areas, and customers (e.g., hospitals, ports, industrial zones) for prioritized restoration. • Ensure staff are trained on emergency protocols, mutual aid agreements (e.g., WARN), and interagency coordination with ESF partners.
Response	• Coordinate with the EOC to assess utility system impacts and restoration timelines after an incident. • Provide situational awareness on water and wastewater operations affecting businesses, residents, and critical infrastructure. • Expedite repairs to lifeline services, prioritize restoration to critical facilities, and support re-entry operations for impacted areas.
Recovery	• Work with Finance and Emergency Management to document damages, costs, and needs for FEMA or state recovery assistance. • Support infrastructure assessments and restoration strategies that align with broader economic recovery priorities. • Evaluate long-term improvements needed to strengthen system reliability, reduce service disruptions, and support future business development.

Supporting: Norfolk Information Technology	
Phase	Roles and Responsibilities
Prevention	• Identify and assess vulnerabilities in the City's IT infrastructure and network systems that could impact critical business operations and service delivery.

	• Coordinate with Emergency Management and Cybersecurity & Infrastructure Security Agency (CISA) to share threat intelligence and implement cybersecurity best practices. • Collaborate with key departments to assess the risks of IT service disruptions on community lifelines and critical infrastructure systems.
Mitigation	• Implement system redundancies, cloud-based backups, and off-site disaster recovery capabilities for mission-critical services. • Strengthen protections against ransomware, DDoS attacks, and unauthorized access, especially for systems that support utilities, finance, emergency services, and economic recovery operations. • Participate in planning and funding discussions to ensure IT infrastructure projects include resilience and continuity considerations.
Preparedness	• Maintain and routinely test the City's IT Disaster Recovery Plan and Continuity of Operations (COOP) procedures for all essential systems. • Ensure departments have access to virtual tools that support remote collaboration, business continuity, and public-private coordination during emergencies. • Provide training and readiness support for city staff, including EOC personnel, on the use of emergency communications platforms and data systems.
Response	• Deploy IT support personnel to the EOC to ensure continuity of communications, HSIN, GIS systems, and business recovery tools. • Restore and stabilize critical citywide systems needed to support infrastructure operators and business coordination (e.g., payment systems, permitting, asset management). • Ensure secure virtual access for private sector partners and regional agencies participating in response coordination.
Recovery	• Support infrastructure assessments and service restoration efforts by maintaining reliable access to data systems, communications networks, and GIS mapping tools. • Assist in the coordination of technology resources for impacted businesses, such as mobile communications, digital permitting, or emergency hotlines. • Work with Finance and Emergency Management to document IT system damages and support recovery funding applications related to technology restoration.

Supporting: Norfolk Public Works	
Phase	Roles and Responsibilities
Prevention	• Identify infrastructure vulnerabilities (e.g., bridges, roadways, stormwater systems) that, if compromised, would disrupt business operations or critical infrastructure access. • Collaborate with Emergency Management to assess the impact of asset failures on community lifelines and private sector operations.

	• Maintain asset condition data to inform pre-incident planning and infrastructure risk analysis.
Mitigation	• Integrate resilience features (e.g., flood barriers, elevation, redundancy) into transportation and stormwater infrastructure design and upgrades. • Prioritize mitigation projects that reduce service disruptions for commercial districts, ports, industrial zones, and critical facilities. • Seek federal or state hazard mitigation funding to improve the durability of public infrastructure serving key economic sectors.
Preparedness	• Develop and maintain emergency response plans for debris removal, roadway clearance, and infrastructure stabilization. • Pre-identify critical access routes to support business re-entry, utility restoration, and emergency transport. • Maintain contracts and mutual aid agreements for equipment, materials, and personnel surge capacity.
Response	• Conduct rapid damage assessments for public infrastructure affecting access to businesses, utilities, and supply chain corridors. • Prioritize debris removal and emergency repairs that enable restoration of transportation, water, and energy infrastructure. • Coordinate with the EOC to share status updates on road conditions, drainage systems, and facility integrity.
Recovery	• Support post-disaster infrastructure restoration in coordination with Economic Development, Utilities, and Emergency Management. • Assist in cost documentation and damage assessments for FEMA Public Assistance and related grant programs. • Plan and implement permanent repairs that enhance the resilience of infrastructure serving Norfolk's economic corridors and critical sectors.

•

Supporting: Dominion Energy	
Phase	Roles and Responsibilities
Prevention	• Monitor system vulnerabilities and emerging threats to electrical infrastructure, including those posed by extreme weather, cyber incidents, or third-party construction impacts. • Participate in joint risk assessments with Emergency Management and regional infrastructure partners to identify interdependencies and high-risk nodes. • Share relevant intelligence and reliability data with Norfolk Emergency Management and the Virginia Fusion Center.
Mitigation	• Invest in infrastructure hardening projects (e.g., undergrounding lines, smart grid upgrades, substation elevation) to reduce risk from coastal storms and flooding. • Prioritize upgrades to circuits serving hospitals, public safety facilities, evacuation routes, and other lifeline functions.

	• Support city-led mitigation planning by providing data and forecasts on outage vulnerability and restoration timelines.
Preparedness	• Maintain comprehensive emergency response and mutual aid plans, including pre-staging of crews and materials for major events. • Coordinate with Norfolk Emergency Management to participate in annual preparedness exercises and incident response planning. • Ensure Dominion representatives are available for deployment to the Norfolk EOC or to join virtual coordination channels during activations.
Response	• Deploy crews and resources to restore power to critical facilities, infrastructure systems, and business districts in a prioritized and phased manner. • Provide the EOC with situational updates on system status, outage maps, restoration ETAs, and any limitations on response operations. • Coordinate closely with Norfolk Public Works, Utilities, and private infrastructure owners on shared access, safety issues, and infrastructure protection.
Recovery	• Work with city departments to support long-term electrical system restoration in damaged or flooded areas, including redesign where necessary. • Support business and infrastructure operators in navigating restoration processes for individual sites and campuses. • Participate in after-action reviews and infrastructure resilience planning efforts to reduce future recovery timeframes.

Supporting: Downtown Norfolk Council	
Phase	Roles and Responsibilities
Prevention	• Share risk information and preparedness messaging from Norfolk Emergency Management with downtown businesses, property owners, and developers. • Support threat identification by reporting suspicious activity or vulnerabilities affecting high-traffic downtown areas. • Help assess critical infrastructure and economic nodes in the downtown footprint that could be impacted by cascading failures.
Mitigation	• Encourage member organizations to implement physical and operational risk-reduction measures (e.g., floodproofing, generator installation, continuity plans). • Promote participation in city-sponsored hazard mitigation planning and infrastructure resilience initiatives. • Advocate for mitigation investments and protective infrastructure that safeguard downtown assets, tourism, and commercial corridors.
Preparedness	• Disseminate emergency preparedness guides, alerts, and continuity planning resources to businesses and property managers.

	• Participate in planning meetings and exercises with Norfolk Emergency Management and Economic Development to represent downtown priorities. • Maintain a directory of key downtown stakeholders for use during emergency coordination or damage assessment efforts.
Response	• Serve as a two-way information conduit between the EOC and downtown businesses, especially regarding access restrictions, safety conditions, and restoration progress. • Support real-time collection of business status updates (closures, needs, damages) for situational awareness. • Assist in coordinating emergency logistics or resource needs among downtown partners, such as fuel, security, or transportation.
Recovery	• Work with Economic Development and Emergency Management to support rapid economic revitalization of the downtown district post-disaster. • Assist in organizing business outreach, damage assessments, and resource navigation efforts, including SBA assistance or insurance workshops. • Participate in long-term recovery planning to improve downtown infrastructure resilience, support business retention, and restore tourism and foot traffic.

Supporting: Hampton Roads Chamber of Commerce	
Phase	Roles and Responsibilities
Prevention	• Distribute timely alerts, risk advisories, and threat awareness information from Norfolk Emergency Management to member businesses across sectors. • Encourage member organizations to conduct risk assessments, protect critical data, and implement physical safeguards. • Serve as a regional voice in discussions on economic security, resilience planning, and critical infrastructure vulnerabilities.
Mitigation	• Promote business investments in mitigation measures such as flood insurance, structural retrofitting, and continuity-of-operations planning. • Partner with Norfolk and regional stakeholders to advocate for resilient infrastructure funding that supports the commercial and industrial base. • Facilitate workshops on hazard mitigation funding and technical assistance for small and mid-sized enterprises.
Preparedness	• Disseminate preparedness resources, checklists, and business continuity planning tools to Chamber members. • Collaborate with Norfolk Emergency Management and Economic Development to host forums, webinars, and tabletop exercises for the private sector. • Maintain a database of business contacts and points of coordination to enable rapid outreach during an incident.
Response	• Act as a liaison between the EOC and the regional business community, providing updates on impacts, restrictions, and recovery resources.

	• Collect and relay business status reports, including closures, resource shortages, and critical needs across sectors. • Help facilitate regional coordination to ensure supply chain continuity, workforce safety, and communications among affected industries.
Recovery	• Work with the City of Norfolk to connect businesses with disaster recovery resources such as SBA loans, FEMA programs, or technical assistance. • Advocate at the state and federal levels for economic recovery support tailored to regional business disruptions. • Participate in after-action reviews and contribute to the development of long-term recovery strategies for the regional business community.

Supporting: Hampton Roads Transit	
Phase	Roles and Responsibilities
Prevention	• Monitor vulnerabilities within transit systems and coordinate with regional emergency managers to assess potential cascading impacts from service interruptions. • Share information with Norfolk Emergency Management on risks that could disrupt access to major employment hubs, evacuation routes, or critical infrastructure. • Participate in threat mitigation discussions concerning transit-dependent populations and commercial zones reliant on public transportation.
Mitigation	• Implement system hardening measures to reduce risk from flooding, severe weather, and cyber threats affecting transit operations. • Support city and regional mitigation plans that prioritize resilient transit infrastructure and critical route redundancy. • Assist in evaluating transportation dependencies for economic corridors, workforce hubs, and logistics facilities.
Preparedness	• Maintain continuity of operations (COOP) and emergency transit service plans to support citywide response and recovery. • Participate in multi-agency exercises to test emergency transit support for business continuity, evacuation, and re-entry operations. • Coordinate with Norfolk Emergency Management and Economic Development on priority routes and critical customer groups during incidents.
Response	• Support re-establishment of transit services to essential areas, including business districts, ports, hospitals, and emergency shelters. • Communicate transit service disruptions and restoration updates to Norfolk EOC and the public via coordinated messaging. • Assist with the transport of critical personnel or resources if commercial vehicle access is limited.
Recovery	• Prioritize restoration of key routes that serve downtown, industrial areas, and high-density employment centers.

	• Participate in post-incident recovery meetings to assess long-term impacts on transit-dependent businesses and employees. • Work with regional and federal partners to secure funding for damaged transit infrastructure and service restoration.

Supporting: Visit Norfolk	
Phase	Roles and Responsibilities
Prevention	• Collaborate with Norfolk Emergency Management to disseminate risk awareness and preparedness information to tourism-related businesses, including hotels, restaurants, and event venues. • Encourage tourism partners to develop and maintain emergency and continuity plans, ensuring they are prepared for potential disruptions. • Participate in citywide risk assessments to identify vulnerabilities within the tourism sector and contribute to mitigation strategies.
Mitigation	• Advocate for investments in resilient infrastructure within the tourism sector, such as flood-resistant facilities and backup power systems. • Promote the adoption of best practices among tourism partners to minimize potential losses from disasters. • Support initiatives that enhance the overall resilience of Norfolk's tourism industry, ensuring long-term sustainability.
Preparedness	• Maintain an up-to-date directory of tourism-related businesses and key contacts to facilitate rapid communication during emergencies. • Organize and participate in training sessions and workshops aimed at enhancing emergency preparedness within the tourism sector. • Develop and distribute emergency preparedness materials tailored to tourists and tourism businesses, ensuring widespread awareness.
Response	• Serve as a liaison between the Emergency Operations Center (EOC) and the tourism sector, providing real-time updates on the status of tourist attractions, accommodations, and events. • Assist in disseminating emergency information to tourists and tourism businesses, ensuring they receive timely and accurate guidance. • Coordinate with tourism partners to assess immediate needs and facilitate resource allocation to support continued operations where possible.
Recovery	• Collaborate with Norfolk Economic Development and Emergency Management to support the recovery of the tourism sector, including assistance with accessing recovery resources and funding. • Develop and implement marketing campaigns aimed at revitalizing Norfolk's tourism industry post-disaster, highlighting restored attractions and safety measures in place. • Participate in after-action reviews to evaluate the effectiveness of response and recovery efforts within the tourism sector, identifying areas for improvement.

Supporting: Virginia Department of Emergency Management	
Phase	Roles and Responsibilities
Prevention	• Share threat assessments, infrastructure risk intelligence, and critical function analyses with Norfolk Emergency Management and key regional stakeholders. • Support local hazard identification and risk assessments by offering technical guidance and data on vulnerabilities in infrastructure sectors. • Collaborate with DHS, CISA, and other partners to provide cyber, physical, and operational risk information relevant to private sector systems.
Mitigation	• Provide guidance and funding opportunities (e.g., BRIC, HMGP) to support infrastructure hardening, continuity of operations, and business resilience efforts. • Assist Norfolk in integrating cross-sector business and infrastructure concerns into its Local Hazard Mitigation Plan. • Coordinate statewide mitigation planning with regional stakeholders, ensuring alignment with Norfolk's infrastructure priorities.
Preparedness	• Support Norfolk Emergency Management in developing and exercising infrastructure-related incident response and recovery plans. • Facilitate regional planning workshops, trainings, and mutual aid coordination involving public and private infrastructure operators. • Ensure that regional business and infrastructure sectors are represented in statewide preparedness initiatives, including lifeline sector planning.
Response	• Provide field liaisons and infrastructure branch support to Norfolk's Emergency Operations Center (EOC) during incidents affecting lifelines or business continuity. • Coordinate with state-level infrastructure partners and private sector liaisons to support power, fuel, transportation, and communications restoration. • Assist with mobilizing specialized resources, damage assessment teams, and emergency declarations when city-level capabilities are exceeded.
Recovery	• Support Norfolk's access to state and federal recovery resources, including Individual Assistance, Public Assistance, SBA disaster programs, and CDBG-DR. • Participate in long-term recovery working groups with Norfolk, FEMA, and economic development partners to prioritize infrastructure and business sector needs. • Assist with documentation, reimbursement guidance, and federal coordination throughout the recovery process.

Supporting: Virginia Natural Gas

Phase	Roles and Responsibilities
Prevention	• Conduct ongoing risk assessments of natural gas infrastructure, identifying vulnerabilities to flooding, accidental damage, and cyber threats. • Coordinate with Norfolk Emergency Management to share threat information and planned maintenance that could affect the continuity of service. • Implement protective measures to reduce risks of service disruption, leaks, or failures in areas of high economic or infrastructure significance.
Mitigation	• Invest in system upgrades and redundancy to improve the resilience of pipeline infrastructure and distribution systems in high-risk zones. • Collaborate with city planners to ensure gas infrastructure projects align with hazard mitigation and resilient development goals. • Participate in regional mitigation planning to prioritize service continuity for critical facilities such as hospitals, public safety buildings, and shelters.
Preparedness	• Maintain and routinely test emergency operations and mutual aid plans to ensure rapid response to incidents affecting gas service. • Participate in city- and region-led training exercises to coordinate restoration efforts and share situational awareness during emergencies. • Identify priority customers for restoration and develop pre-established protocols with the city for emergency access and communication.
Response	• Deploy field crews to assess damage, secure gas lines, and begin restoration operations, prioritizing areas impacting life safety and economic stability. • Provide the Norfolk EOC with real-time updates on outage areas, safety issues, and estimated restoration timelines. • Coordinate with Public Works and other utilities on access, debris removal, and site safety to expedite system repairs.
Recovery	• Support long-term restoration efforts, including infrastructure inspections, pipeline replacement, and permitting coordination. • Assist commercial and industrial customers with service reactivation, damage reporting, and safety inspections. • Participate in post-incident after-action reviews and infrastructure resilience planning to reduce future outage impacts.

SUPPORTING INFORMATION

Local / Agency Plans:

- Norfolk Economic Development Strategic Plan
- City of Norfolk Comprehensive Plan – plaNorfolk2030

Regional Plans

- Hampton Roads Regional Economic Development Strategy (CEDS)
- Virginia Resilience Plan

AUTHORITIES AND REFERENCES

- National Critical Functions (NCFs) – CISA
- Emergency Support Function #14 – Cross-Sector Business and Infrastructure Annex (FEMA)

RESOURCES

- FEMA Business Emergency Operations Center (BEOC)
- CISA Infrastructure Security Tools & Resources
- SBA Disaster Loan Assistance for Businesses

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 14: Cross-Sector Business and Infrastructure. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Identify which infrastructure sectors and business corridors are at risk or already impacted.		
	• Notify key private sector partners and critical infrastructure operators via Norfolk Alert or HSIN.		
	• Activate ESF 14 and confirm primary and supporting agency liaisons are available.		
	• Request status updates from utilities, transit providers, economic development, and regional chambers.		
Activation	• Integrate private sector partners and infrastructure operators into the EOC (virtually or in person).		
	• Establish a cross-sector working group for lifeline stabilization (utilities, fuel, comms, transport, etc.).		
	• Coordinate with Norfolk Communications to push public messages regarding access, closures, and service disruptions.		
	• Identify critical access routes, workforce needs, and any cascading effects between infrastructure sectors.		

Response	• Prioritize restoration efforts to lifelines supporting healthcare, public safety, and economic continuity.		
	• Coordinate logistics and access for utility and infrastructure repair crews.		
	• Maintain real-time information exchange with infrastructure owners, business groups, and regional partners.		
	• Support private sector continuity through resource referrals (fuel, security, supplies).		
Recovery	• Activate the Business Recovery Task Force to support long-term coordination and resource delivery.		
	• Conduct impact assessments of commercial corridors, supply chains, and infrastructure sectors.		
	• Assist businesses with accessing SBA loans, FEMA programs, or other financial recovery resources.		
	• Work with state/federal agencies on infrastructure rebuilding priorities and regulatory waivers.		
Ongoing Actions	• Participate in after-action reviews and implement identified improvements to cross-sector coordination.		
	• Update public-private contact directories and COOP plans for infrastructure and business continuity.		
	• Evaluate performance of mitigation strategies and prioritize investments in resilience upgrades.		
	• Maintain ongoing outreach with businesses and infrastructure partners to reinforce preparedness culture.		

EMERGENCY SUPPORT FUNCTION 15: EXTERNAL AFFAIRS

Supporting Community Lifeline: **Communications** - Infrastructure, Responder Communications, Alerts Warnings and Messages, Finance, 911 and Dispatch

Primary Department	Communications and Marketing
	Department Public Information Officer
Supporting Departments	Norfolk Cares Call Center (664-6510)
	Norfolk Emergency Management
External Supporting Agencies	Virginia Department of Emergency Management
	FEMA

PURPOSE

Emergency Support Function (ESF) #15 provides the mechanism to coordinate external affairs during an emergency or disaster, ensuring accurate, timely, consistent, and accessible information is disseminated to the public, media, elected officials, and other stakeholders. ESF #15 supports the coordination of messaging across agencies, reinforces public confidence, addresses misinformation, and facilitates communication between Norfolk's emergency management personnel and the broader community.

SCOPE

ESF #15 addresses the delivery of coordinated public information, media relations, rumor control, community outreach, and intergovernmental affairs. This function encompasses both incident-specific communication and broader public education to support preparedness and recovery efforts. It includes activities such as establishing a Joint Information System (JIS), activating a Joint Information Center (JIC), and coordinating messaging with regional, state, and federal partners.

Effective public information is a critical component in managing risks to critical infrastructure, sustaining public trust, and supporting the operational success of response and recovery efforts.

SITUATION

Norfolk may experience incidents ranging from severe weather and cyberattacks to mass casualty events or infrastructure failures, each requiring a coordinated external affairs response. Timely dissemination of accurate and actionable public information is essential to reduce public anxiety, guide protective actions, and ensure the continuity of city services. The public increasingly relies on digital

platforms, traditional media, and interpersonal channels to receive updates during emergencies, necessitating a multi-channel communication strategy supported by trained personnel and resilient technology systems.

PLANNING ASSUMPTIONS

- During an emergency, there will be an immediate and high demand for accurate and timely public information.
- Public interest and media presence will vary based on the scale, type, and visibility of the incident.
- Misinformation and disinformation are likely to emerge on social media and may require active monitoring and correction.
- Norfolk Emergency Management and Norfolk Marketing and Communications will lead efforts to coordinate and manage public messaging.
- Joint messaging with regional and state agencies may be required to ensure unified communication.
- Resources may be limited and mutual aid may be needed for communications support, including activation of the Hampton Roads Joint Information Center.

CONCEPT OF OPERATIONS

Norfolk Emergency Management, in collaboration with Norfolk Marketing and Communications, Norfolk Information Technology, and the City's designated Public Information Officer (PIO), will lead ESF #15 activities through the Emergency Operations Center (EOC). All public messaging will be coordinated within the Joint Information System (JIS) and follow National Incident Management System (NIMS) principles.

- A Joint Information Center (JIC) may be activated to serve as the central coordination hub for public affairs and information dissemination.
- The PIO will coordinate with Incident Command (IC), provide regular updates, prepare press releases, and conduct briefings.
- Messaging will be crafted in alignment with ICS objectives, translated when necessary, and disseminated across appropriate channels including social media, Norfolk Alert, local media, and the city's website.
- Public rumors and misinformation will be monitored and addressed proactively.
- Elected officials will be kept informed through coordinated briefings and talking points to ensure message alignment.
- If local communication resources are overwhelmed, the EOC will coordinate support requests through the Virginia Emergency Operations Center (VEOC), including possible activation of state or federal public affairs support teams.

PRIMARY AND SUPPORTING AGENCIES' ROLES AND RESPONSIBILITIES

All Agencies	
Phase	Universal Roles and Responsibilities
Prevention	• Promote accurate and consistent public messaging related to agency-specific risks, services, and preventive actions. • Monitor public sentiment and potential misinformation that may impact agency operations or public safety. • Coordinate with Norfolk Communications and Marketing to align messaging with citywide campaigns.
Mitigation	• Contribute technical expertise and information for the development of public materials related to infrastructure or programmatic mitigation efforts. • Support public education efforts by sharing mitigation success stories, data, and program participation opportunities. • Ensure department or agency mitigation priorities are communicated in an accessible and understandable manner.
Preparedness	• Develop and maintain pre-scripted messages and communication templates aligned with hazard-specific scenarios. • Identify and train designated Public Information Officers (PIOs) or liaisons to participate in the Joint Information System (JIS). • Participate in exercises and planning sessions to ensure readiness to support or operate within a Joint Information Center (JIC).
Response	• Coordinate all public messaging through the JIC and adhere to unified messaging protocols. • Provide timely and accurate updates to Norfolk Communications and Marketing or the JIC on agency-specific operations, impacts, and response efforts. • Support rumor control, media monitoring, and translation of technical content into public-facing language.
Recovery	• Share relevant recovery information with the public regarding service restoration, assistance programs, and agency-specific recovery actions. • Provide after-action feedback on communication successes and challenges to inform future improvements. • Continue interagency coordination to sustain a consistent public message throughout long-term recovery.

Primary: Communications and Marketing	
Phase	Roles and Responsibilities
Prevention	• Develop and distribute risk communication messaging to raise public awareness of emerging threats.

	• Coordinate with Norfolk Emergency Management to promote citywide campaigns on hazard mitigation and community resilience. • Monitor traditional and social media for misinformation, disinformation, and potential threats to public trust.
Mitigation	• Create and maintain public messaging that supports mitigation initiatives (e.g., flood insurance, stormwater management). • Collaborate with city departments to ensure communication materials reflect accurate mitigation strategies and are accessible to all communities. • Support community outreach campaigns that build long-term public engagement and reduce communication disparities.
Preparedness	• Develop and maintain pre-scripted messages, press release templates, and public service announcements (PSAs) for various hazards. • Participate in emergency planning meetings, tabletop exercises, and JIC training to maintain readiness. • Coordinate with Norfolk IT and Emergency Management to ensure redundancy of communication platforms (e.g., Norfolk Alert, website, social media).
Response	• Lead or support activation of the Joint Information Center (JIC) to manage all external communications. • Draft, approve, and disseminate timely and coordinated public information, in alignment with the Incident Command System (ICS) objectives. • Manage press briefings, media inquiries, rumor control, and daily situational updates to the public and elected officials.
Recovery	• Develop and distribute recovery messaging, including reentry information, assistance programs, and city service updates. • Coordinate public updates with state and federal agencies to ensure unified messaging on disaster assistance and recovery operations. • Document communication efforts and gather public feedback to support after-action reports and improvements to future messaging plans.

Supporting: Department Public Information Officer	
Phase	Roles and Responsibilities
Prevention	• Coordinate with Norfolk Communications and Marketing to deliver department-specific risk reduction messaging (e.g., fire safety, water conservation, cyber hygiene). • Participate in citywide campaigns to promote hazard awareness related to their department's services or infrastructure. • Identify communication gaps within their department and develop strategies to address at-risk populations.
Mitigation	• Support the development and dissemination of mitigation-related messaging (e.g., infrastructure upgrades, public health initiatives).

	• Collaborate on storytelling and media content that highlights departmental efforts to reduce risks citywide. • Ensure department staff and stakeholders are informed on mitigation efforts and prepared to respond to public inquiries.
Preparedness	• Maintain pre-scripted messages, contact lists, and internal communication plans for use during an incident. • Participate in EOC and Joint Information Center (JIC) training to ensure understanding of roles within the Joint Information System (JIS). • Coordinate with Norfolk Communications and Marketing to align departmental preparedness messaging with citywide objectives.
Response	• Serve as the department liaison to the JIC or directly to Norfolk Communications and Marketing as needed. • Provide subject matter expertise and draft internal or external communications specific to their department's operational role. • Relay consistent messaging to staff, stakeholders, and the public while coordinating approvals and content with the city's lead PIO and Incident Command.
Recovery	• Develop and distribute department-specific recovery information (e.g., reopening of facilities, service restoration, community assistance programs). • Participate in after-action communications reviews and provide feedback to strengthen messaging strategies. • Support long-term recovery communications by highlighting department milestones, progress updates, and resource availability.

Supporting: Norfolk Cares Call Center	
Phase	Roles and Responsibilities
Prevention	• Educate residents on how to access emergency alerts, preparedness resources, and city services by phone, text, or web. • Reinforce citywide awareness campaigns by answering frequently asked questions and directing callers to appropriate departments. • Maintain an up-to-date knowledge base of common hazard-related concerns and city preparedness initiatives.
Mitigation	• Provide accurate information on mitigation efforts (e.g., flood insurance, hazard reduction programs) and refer callers to the correct agencies or resources. • Log recurring public concerns and forward trends to Norfolk Emergency Management and Communications for inclusion in risk messaging. • Support outreach by distributing mitigation materials or contact information in follow-up communications.
Preparedness	• Train call center staff on emergency communication protocols, including scripted messaging, rumor control, and escalation procedures.

	• Maintain the ability to rapidly switch into emergency operations mode, including expanded hours and increased call handling capacity. • Coordinate with Norfolk Communications and Marketing to ensure the latest preparedness information is available for dissemination.
Response	• Serve as a key public interface for non-emergency inquiries, relieving pressure from 911 and public safety personnel. • Distribute verified public messaging to callers, using scripts provided by the JIC or Norfolk Communications and Marketing. • Monitor call volume trends and report public concerns or rumors to the EOC for situational awareness and information flow adjustments.
Recovery	• Provide updated information on city service restoration, disaster recovery programs, and assistance referrals to affected residents. • Assist in conducting outbound calls or follow-ups to connect residents with services or verify service delivery. • Contribute call data and trends to after-action reports to support evaluation of public information effectiveness.

Supporting: Norfolk Emergency Management	
Phase	Roles and Responsibilities
Prevention	• Maintain and update alerting protocols for IPAWS, Norfolk Alert, and other mass notification systems to ensure readiness for all hazards. • Coordinate with Communications and Marketing to identify public information needs related to hazard awareness and preparedness campaigns. • Educate the public on how to sign up for Norfolk Alert and understand WEA notifications through community outreach and events.
Mitigation	• Use targeted Norfolk Alert messages to notify residents of high-risk conditions (e.g., flood watches, heat advisories) to support risk reduction. • Coordinate with IT and GIS to ensure alerting zones are current, accurate, and aligned with hazard-specific planning. • Analyze after-action feedback to enhance future use of alerting systems and reduce the risk of communication breakdowns.
Preparedness	• Conduct regular testing and validation of the IPAWS platform and Norfolk Alert system in accordance with FEMA and FCC guidelines. • Train staff on alert origination procedures, message templates, and authorization protocols for both WEA and Norfolk Alert. • Integrate alerting protocols into exercises and EOC activations to ensure seamless use during real-world events.
Response	• Issue Wireless Emergency Alerts (WEAs) via IPAWS to notify the public of imminent threats (e.g., tornado warnings, evacuations, shelter-in-place orders).

	• Send tailored Norfolk Alert messages (text, email, voice) to specific populations or geographic areas with protective action guidance, EOC updates, or resource availability. • Monitor alert effectiveness and feedback in real-time, coordinating with Communications and Marketing to reinforce messages across all channels.
Recovery	• Use Norfolk Alert to share recovery updates, such as reentry instructions, service restoration, disaster assistance locations, and safety messaging. • Coordinate with state and federal partners to amplify FEMA or VDEM recovery messaging when appropriate. • Archive all alerts and message content to support documentation, after-action reports, and public records requirements.

Supporting: Virginia Department of Emergency Management (VDEM)	
Phase	Roles and Responsibilities
Prevention	• Provide public education materials and guidance to localities on emerging threats and risk awareness campaigns. • Coordinate with Norfolk Emergency Management and other localities to ensure consistent messaging across the Commonwealth. • Monitor social media and public sentiment statewide for trends, misinformation, and potential early indicators of unrest or concern.
Mitigation	• Support the development and dissemination of statewide hazard mitigation communications, including funding opportunities and community programs. • Promote the Virginia Hazard Mitigation Plan and assist localities like Norfolk in communicating mitigation priorities to the public. • Serve as a resource for technical messaging on hazard data, risk mapping, and resilience programs.
Preparedness	• Maintain a cadre of trained Public Information Officers (PIOs) available to deploy to local jurisdictions or serve in the State Joint Information Center (SJIC). • Coordinate with Norfolk to align local messaging with statewide preparedness campaigns (e.g., tornado drills, hurricane season readiness). • Support training and exercises that include ESF #15 functions such as JIC activation, crisis communications, and rumor control.
Response	• Activate the Virginia Emergency Support Team (VEST) Public Affairs Branch to support or lead messaging efforts during a statewide or regionally significant incident. • Coordinate the State Joint Information Center (SJIC) to unify public information among agencies and support impacted localities, including Norfolk. • Provide surge support to Norfolk through the deployment of state PIOs, message coordination assistance, and access to state-level alerting resources if needed.

Recovery	• Coordinate the dissemination of disaster recovery information, including individual assistance programs, declarations, and resource centers. • Assist Norfolk in tailoring FEMA-approved public messaging to reflect local priorities and conditions. • Collect local feedback to improve state-level recovery communications and ensure alignment with community needs.

Supporting: FEMA	
Phase	Roles and Responsibilities
Prevention	• Develop and disseminate national preparedness campaigns (e.g., Ready.gov) that Norfolk and other localities can adapt and promote locally. • Provide public awareness materials and messaging toolkits addressing terrorism threats, cyber risk, and community resilience. • Support rumor control and misinformation tracking at the national level, especially for high-visibility threats or events.
Mitigation	• Promote the National Mitigation Framework and provide communications guidance for local hazard mitigation planning outreach. • Provide messaging templates and outreach materials related to FEMA mitigation grant programs (e.g., HMGP, BRIC). • Support Norfolk and Virginia in communicating FEMA-supported mitigation success stories, risk maps, and resilience efforts.
Preparedness	• Maintain a trained cadre of FEMA External Affairs personnel, including public information officers, congressional liaisons, and community engagement specialists. • Support Joint Information System (JIS) development and training nationwide, including technical assistance to Norfolk upon request. • Collaborate with VDEM and Norfolk Emergency Management on communications planning, exercises, and nationwide preparedness campaigns.
Response	• Deploy FEMA External Affairs personnel to the field, including to Norfolk if federal support is activated, to support Joint Information Center (JIC) operations and interagency messaging. • Coordinate national messaging related to federal declarations, response operations, and protective actions. • Support message synchronization across federal, state, and local partners to ensure the public receives clear, accurate, and actionable information.
Recovery	• Lead public communication regarding Individual Assistance (IA), Public Assistance (PA), Disaster Recovery Centers (DRCs), and deadlines following a declared disaster. • Work with Norfolk Communications and VDEM to localize FEMA messaging and ensure consistent updates across channels.

	• Provide digital and in-person outreach materials, translation services, and communications support to reach vulnerable and underserved populations during recovery operations.

SUPPORTING INFORMATION

Local / Agency Plans:

- Norfolk Crisis Communication Plan

Regional Plans

- Hampton Roads All Hazards Emergency Public Information Plan

AUTHORITIES AND REFERENCES

- VDEM Joint Information Center (JIC) Field Guide

RESOURCES

- Norfolk Alert (Everbridge) Enrollment Page
- FEMA Public Information Officer (PIO) Guide

ALL-HAZARDS CHECKLIST

The following checklist serves as general all-hazards guidance for fulfilling the roles and responsibilities outlined in Emergency Support Function # 15: External Affairs. It is intended to support effective coordination, response, and recovery operations across a wide range of incidents. Some tasks are one-time actions, while others may be ongoing or recurring throughout the duration of the emergency or event. Depending on the specific nature and scope of the incident, not all tasks listed may apply, and additional actions may be required to address unique operational needs.

Phase	Task	Status	
		In-Progress	Complete
Notification and Initial Assessment	• Receive initial incident information from Norfolk Emergency Management or the EOC.		
	• Notify Norfolk Communications and Marketing leadership and the department's Public Information Officers (PIOs).		
	• Begin collecting verified information from key departments and the incident command for public messaging.		
	• Review Norfolk Alert and IPAWS/WEA protocols for potential activation.		
Activation	• Activate the Joint Information System (JIS); determine need for Joint		

	Information Center (JIC) activation (virtual or physical).		
	• Assign lead PIO roles and establish communication flow with EOC and Incident Command.		
	• Issue initial public message with confirmed information and protective actions, using Norfolk Alert and city communication channels.		
	• Brief department-level PIOs on messaging coordination, approvals, and media engagement expectations.		
Response	• Provide ongoing, timely updates through Norfolk Alert, WEA (if warranted), city website, social media, and media briefings.		
	• Coordinate all external messaging through the JIC to ensure consistency and accuracy.		
	• Support Norfolk Cares Call Center with scripts and FAQs to address public inquiries.		
	• Translate key messages into multiple languages and formats as needed for accessibility.		
Recovery	• Communicate reentry guidance, service restoration timelines, recovery resources, and assistance programs.		
	• Collaborate with VDEM and FEMA to share federal and state recovery information with Norfolk residents.		
	• Continue media engagement with recovery-focused updates and storytelling that highlights community resilience.		
	• Provide regular internal updates to city leadership and external updates to elected officials.		
Ongoing Actions	• Update communication plans, contact lists, templates, and training materials based on after-action findings.		
	• Conduct regular training for PIOs and Communications staff on alerting systems and JIS/JIC operations.		

	• Test Norfolk Alert and IPAWS functionality at planned intervals to ensure operational readiness.		
	• Maintain relationships with media, regional partners, and community stakeholders to improve coordination.		