Unit 7: Demobilization, Transfer of Command, Closeout, and Transition to Recovery

STUDENT MANUAL
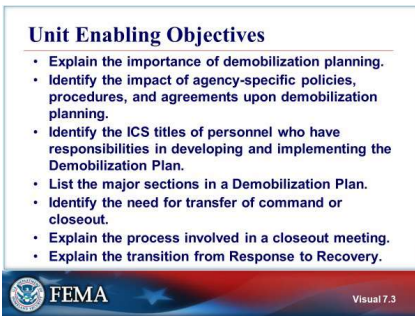
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Visual 7.1

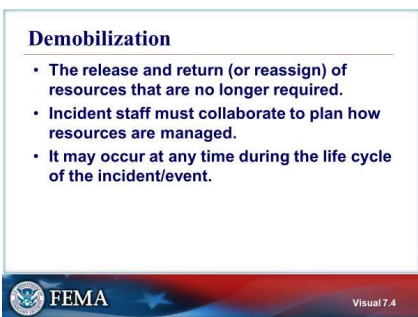# UNIT 7: DEMOBILIZATION, TRANSFER OF COMMAND, CLOSEOUT, AND TRANSITION TO RECOVERY

Visual 7.2

UNIT TERMINAL OBJECTIVE

Identify demobilization considerations for a given scenario.

Visual 7.3

UNIT ENABLING OBJECTIVES

- Explain the importance of demobilization planning.

- Identify the impact of agency-specific policies, procedures, and agreements upon demobilization planning.

- Identify the ICS titles of personnel who have responsibilities in developing and implementing the Demobilization Plan.

- List the major sections in a Demobilization Plan.

- Identify the need for transfer of command or closeout.

- Explain the process involved in a closeout meeting.

- Explain the transition from Response to Recovery.

The Final Exam is based on the Unit Enabling Objectives.

Demobilization

- The release and return (or reassign) of resources that are no longer required.
- Incident staff must collaborate to plan how resources are managed.
- It may occur at any time during the life cycle of the incident/event.

FEMA   Visual 7.4

Visual 7.4

DEMOBILIZATION

The goal of demobilization is the orderly, safe, and efficient release and return of an incident resource to its original location and status. Once resources are no longer needed on an incident, those responsible for resources should demobilize them. The resource requestor and provider may agree to reassign a resource rather than demobilize it.

Visual 7.5

DEMOBILIZING NONEXPENDABLE AND EXPENDABLE RESOURCES

Nonexpendable Resources: These resources (such as people, fire engines, and other durable equipment) are fully accounted for during the incident and again when they are returned to the organization that issued them. The issuing organization then restores the resources to fully functional capability and readies them for the next mobilization. Broken and/or lost items should be replaced through the appropriate resupply process, by the organization with invoicing responsibility for the incident, or as defined in pre-incident agreements.

It is critical that fixed facility resources also be restored to their full functional capability in order to ensure readiness for the next mobilization. In the case of human resources, such as Incident Management Teams, adequate rest and recuperation time and facilities should be provided. Important occupational health and mental health issues should also be addressed, including monitoring how such incidents affect emergency management/response personnel over time.

Expendable Resources: Expendable resources (such as water, food, fuel, and other one-time-use supplies) must be fully accounted for. The incident management organization bears the costs of expendable resources, as authorized in financial agreements executed by preparedness organizations.

Restocking normally occurs at the point from which a resource was issued. Waste management is of special note in the process of demobilizing resources. Resources that require special handling and disposition are handled according to established regulations and policies. These hazardous materials include hazardous waste, biological waste and contaminated supplies, debris, and equipment.

Reimbursement processes include mechanisms for collecting bills, validating costs against the scope of the work, replacing or repairing damaged equipment, and accessing reimbursement programs.

Visual 7.6

DEMOBILIZATION CHALLENGES

- Planning for demobilization may be overlooked until the response operation has ended. This can cause hasty, incomplete planning and may contribute to problems such as disgruntled responders or tragic accidents en route home.

- As incidents wind down, personnel may be anxious to return home.

- Fiscal concerns require verification of the total time that a resource is assigned to an incident. It is difficult to collect this information once a resource is released.

- Any nonexpendable supplies that were provided to the incident must be returned.

- Sufficient rest should be provided to personnel before driving home.

Visual 7.7

DEMOBILIZATION PLANNING BENEFITS

Demobilization planning helps to:

- Ensure a controlled, safe, efficient, and cost-effective release process.

- Eliminate waste.

- Eliminate potential fiscal and legal impacts.

Visual 7.8

AGENCY POLICIES AND PROCEDURES

On less complex incidents, resources are released to finish shifts or work periods. Because there is minimal staff, demobilization planning rests with the Incident Commander and be conducted IAW established agency protocols.

For more complex incidents, resources may have worked in excess of agreed-upon work schedules or have traveled well out of their jurisdiction. The Finance/Administration Section will require documentation prior to outside agencies departing the incident.

In some cases, a priority of release may be necessary if all resources cannot be processed for release at the same general time. Agency policy or work rules will impact this priority. Local, regional, or national concerns can affect release priorities for incident resources.

Agency policies, procedures, and agreements must be considered by the incident management prior to releasing resources. For example, if the drivers of large vehicles carry special licenses (commercial rating, for example), they are affected by State and Federal regulations for the amount of rest required before a driver can get back on the road.

Some agencies require that vehicles get inspected by incident personnel for damage caused by use on the incident and that damage claims be properly documented.

If an injury occurred while on the incident, worker's compensation laws apply and documentation must be completed in a timely manner. Compensation and Claims Unit staff typically maintain files on injuries and illnesses associated with the incident and obtain written witness statements.
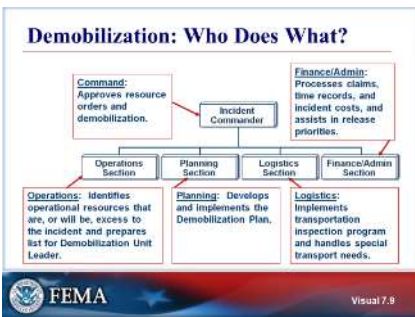
Visual 7.9

DEMOBILIZATION: WHO DOES WHAT?

Demobilization is not just an Operations function; all ICS functions should evaluate staffing needs and demobilize excess personnel.

The primary roles of the Incident Commander and the Sections in demobilization planning:

- Incident Commander: Approves resource orders and demobilization.

- Operations Section: Identifies operational resources that are, or will be, excess to the incident and prepares list for Demobilization Unit Leader.

- Planning Section: Develops and implements the Demobilization Plan.

- Logistics Section: Implements transportation inspection program and handles special transport needs.

- Finance/Administration Section: Processes claims, time records, and incident costs, and assists in release priorities.

Visual 7.10

DEMOBILIZATION PLAN: INFORMATION NEEDS

- **All supervisory personnel:** Identify excess resources and provide list and priorities to the Demobilization Unit.

- **Planning Section:** Coordinate the development of the Demobilization Plan. The Demobilization Unit Leader develops the specific, individual plan document and outline of the process. The Resources Unit Leader assists the Demobilization Unit Leader in determining total resources assigned, home units, length of assignment, and travel needs.

- **Operations Section:** Identifies continuing needs for operational resources and those that are, or will be, excess to the incident, and prepares the list for the Demobilization Unit Leader.

- **Logistics Section:** Handles special transportation and communications needs and implements vehicle inspection program. Ensures that incident assigned equipment is accounted for and returned.

- **Finance/Administration Section:** Processes claims, time records, and incident costs, and helps determine release priorities.

- **Liaison Officer:** Identifies terms of agreements with assisting agencies in regard to release of the resources and special needs.

- **Safety Officer:** Considers physical condition of personnel and ensures that supervisors assess their subordinates' ability to travel.

- **Agency Dispatch Centers and Ordering Points:** Provide information for reassignment of released resources to other incidents.
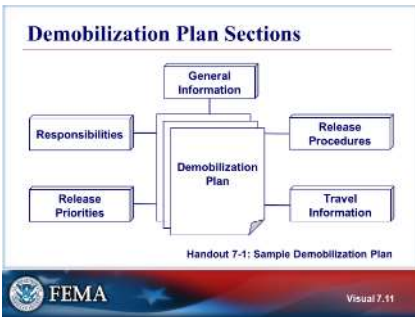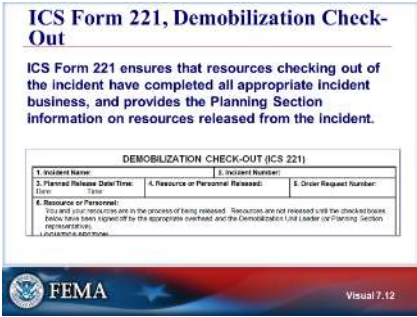
Visual 7.11

DEMOBILIZATION PLAN SECTIONS

The Demobilization Plan should contain the following sections:

- General information about the demobilization process.

- Responsibilities for implementation of the Demobilization Plan.

- General release priorities.

- Specific release procedures.

- Travel information (procedures, maps, telephone listings, etc.).

Demobilization planning can be quite complex on large, multiagency incidents. Training and experience will help ensure that personnel with demobilization planning responsibilities perform their jobs accurately.

Refer to Handout 7-1: Sample Demobilization Plan.

Visual 7.12

ICS FORM 221, DEMOBILIZATION CHECK-OUT

ICS Form 221 ensures that resources checking out of the incident have completed all appropriate incident business, and provides the Planning Section information on resources released from the incident. Demobilization is a planned process and this form assists with that planning.

The Planning Section, or if designated a Demobilization Unit Leader, initiates the ICS Form 221. The Demobilization Unit Leader completes the top portion of the form and checks the appropriate boxes in Block 6 that may need attention after the Resources Unit Leader has given written notification that the resource is no longer needed. The individual resource will have the appropriate overhead personnel sign off on any checked box(es) in Block 6 prior to release from the incident.

After completion, the ICS Form 221 is returned to the Demobilization Unit Leader or the Planning Section. All completed original forms must be given to the Documentation Unit. Personnel may request to retain a copy of the ICS Form 221.

Visual 7.13

TRANSFER OF COMMAND IN STABILIZING OR DE-ESCALATING INCIDENTS

As the incident de-escalates, the size and complexity of the IMT may be reduced which would lead to a transfer of command.
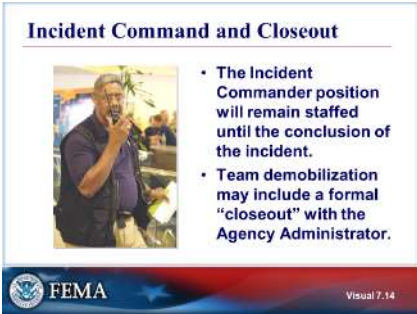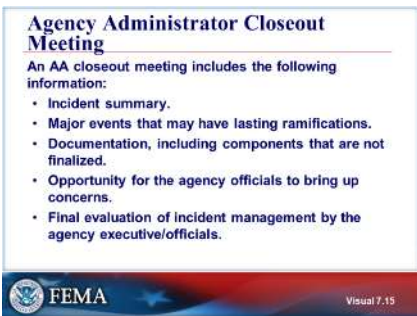
Visual 7.14

INCIDENT COMMAND AND CLOSEOUT

There will be an Incident Commander for the incident until the conclusion and the close out of the incident. The person filling the position of Incident Commander may change, but there will always be an Incident Commander.

At some point, on-scene tactical operations will be completed, and members of the incident Command and general Staff will be demobilized. If a staff position is no longer required it can be demobilized. Remember that even if the position is demobilized, the function must still be performed as needed. Team demobilization may include a formal "closeout" with the responsible agency or jurisdiction or jurisdictions, and should include an incident debriefing.
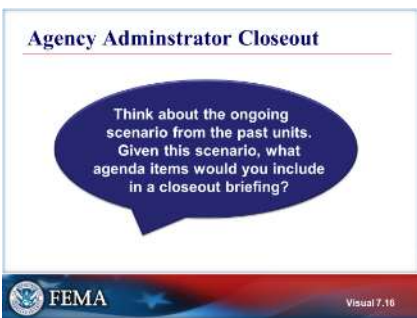

Visual 7.15

AGENCY ADMINISTRATOR CLOSEOUT MEETING

Situations in which it would be important to conduct a closeout meeting.

- Major incidents that have attracted media interest.

- Incidents that have drawn public scrutiny.

- Incidents where there will be a need for longer term recovery efforts.

- Situations where there were important lessons learned for future responses.

Visual 7.16

AGENCY ADMINISTRATOR CLOSEOUT

Visual 7.17

TEAM CLOSEOUT MEETING

In some cases, teams will have a closeout meeting either prior to or after the agency briefing to discuss team performance and future enhancements to their performance.

These meetings, also known as an After-Action Review, are usually facilitated by the Planning Section Chief and result in a "lessons learned" listing.

Visual 7.18

CONDUCTING AN AFTER-ACTION REVIEW

Refer to Handout 7-2: After-Action Review Tips.

Visual 7.19

ACTIVITY 7.1: APPLIED ACTIVITY

Introduce

The instructor will explain the Applied Activity 7.1.

You will have 30 minutes to complete the activity (15 minutes for group work; 15 minutes for debrief).

Refer to Unit 7 of the Applied Activity Materials document.

Definition: Recovery

Those capabilities necessary to assist communities
affected by an incident in recovering effectively.

Recovery is focused on a timely restoration,
strengthening, and revitalization of:
- Infrastructure.
- Housing.
- Sustainable economy.
- Health, social, cultural, historic, and environmental
  fabric of communities affected by a catastrophic
  incident.

Source: National Preparedness Goal

FEMA   Visual 7.20

Visual 7.20

DEFINITION: RECOVERY

The term *recovery* refers to those capabilities necessary to assist communities affected by an incident in recovering effectively.

It is focused on a timely restoration, strengthening, and revitalization of the infrastructure; housing; a sustainable economy; and the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.
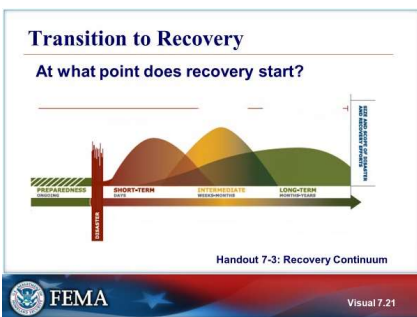
Visual 7.21

TRANSITION TO RECOVERY

The recovery process is a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery. However, decisions made and priorities set early in the recovery process by a community will have a cascading effect on the nature and speed of the recovery progress.

Five periods and their duration are shown in the visual:

- Preparedness (ongoing, before the disaster)

- Response to an incident (shown as disaster)

- Short-term recovery (days)

- Intermediate recovery (weeks to months)

- Long-term recovery (months to years)

In the visual,the height of each period shows the size and scope of disaster and recovery efforts. Note that these periods overlap each other – one does not end before the next begins.

Planning for the transition to Recovery is particularly critical in large-scale events where an organization such as an EOC must assume responsibility for Recovery once the Response has ended.

Many communities have a Post Disaster Redevelopment Plan (PDRP) to restore an incident–affected area or community.

Refer to Handout 7-3: The Recovery Continuum, which outlines the activities that occur during each period, and review.

Visual 7.22

RECOVERY CORE CAPABILITIES

The core capabilities are critical elements, which the whole community must be able to perform to achieve the National Preparedness Goal. They provide a common vocabulary describing the significant functions that must be developed and executed across the whole community to ensure national preparedness.

The Recovery core capabilities are designed to address the risks identified in the Strategic National Risk Assessment (SNRA). The National Preparedness Goal identifies eight Core Capabilities for Recovery:

- Planning

- Public Information and Warning

- Operational Coordination

- Economic Recovery

- Health and Social Services

- Housing

- Infrastructure Systems

- Natural and Cultural Resources

Visual 7.23

RECOVERY SUPPORT FUNCTIONS

Recovery Support Functions (RSF) are organizational structures for key functional areas of assistance that are outlined in the National Disaster Recovery Framework.

RSF's group capabilities of various government and private sector partner organizations to promote effective recovery from disasters before and after disasters strike.

The six RSFs and their coordinating Federal agencies are:

- Community Planning and Capacity Building (DHS/FEMA)

- Economic Recovery (Dept of Commerce)

- Health and Social Services (Dept of Health and Human Services)

- Housing (Dept of Housing and Urban Development)

- Infrastructure Systems (US Army Corps of Engineers)

- Natural and Cultural Resources (Dept of the Interior)

For more information go to https://www.fema.gov/national-disaster-recovery-framework.

Visual 7.24

WHOLE COMMUNITY PARTNERSHIP

The responsibility of preparing for disaster recovery begins with the individual and builds to the larger responsibility of the community and local government. Community planning efforts are supported by voluntary, faith-based, and community organizations; local, State, and tribal governments, the Federal Government; and the private sector.

Visual 7.25

OBJECTIVES REVIEW

Unit Enabling Objectives

- Explain the importance of demobilization planning.

- Identify the impact of agency-specific policies, procedures, and agreements upon demobilization planning.

- Identify the ICS titles of personnel who have responsibilities in developing and implementing the Demobilization Plan.

- List the major sections in a Demobilization Plan.

- Identify the need for transfer of command or closeout.

- Explain the process involved in a closeout meeting.

- Explain the transition from Response to Recovery.