



CURTIS E. LEMAY CENTER

FOR DOCTRINE DEVELOPMENT AND EDUCATION



ANNEX 3-40 COUNTER WEAPONS OF MASS DESTRUCTION (WMD) OPERATIONS

APPENDIX B: CONSEQUENCE MANAGEMENT

Last Updated: 5 April 2016

GENERAL FRAMEWORK FOR MANAGING CONSEQUENCES

A CBRN attack or incident can occur via wartime action, terrorist attack, or as the result of a military or industrial accident. When these CBRN events occur in the US or on allied or partner territory, the [commander, Air Force forces](#) (COMAFFOR) may be directed to provide response and recovery capabilities to assist US local, state, or national civilian authorities or host nation governments. In turn, the joint force commander may task the COMAFFOR to provide support to these operations and missions.

CBRN attacks and incidents may generate a wide variety of effects that greatly complicate planning and preparations for managing consequences. Nuclear explosions have the potential to generate a significant degree of physical damage and disruption due to the effects of blast, heat, radiation, and electromagnetic pulse. In addition, there will be significant radioactive contamination of debris around the bombed site and in the debris cloud. Chemical, biological, and radiological incidents may result in short- or long-term residual contamination hazards, but may create little or no physical damage. Residual contamination may be both long-term and wide-spread. Regardless of the specific CBRN event, the Air Force applies a three-phase approach to managing the consequences: casualty management, remediation of the affected area, and restoration of essential services.

Actions to Manage Consequences

Actions to manage consequences encompass three phases: casualty management, remediation of the affected area, and restoration of essential services. Within the US, local state and federal agencies will be involved in managing consequences, but normally the Department of Homeland Security will be the lead federal agency in charge of coordinating response and recovery efforts. Agreements and plans must be established and exercised fully to ensure integrated and efficient operation during real-world incidents. Overseas, COMAFFOR support to host nations will be provided under the leadership of the Department of State (DOS). DOD forces may be directed to lead CBRN response and recovery operations (i.e., Foreign Consequence Management (FCM)) as a direct result of US military operations in a foreign country where the Department of State does not have an established diplomatic presence, or otherwise on a DOD installation.

Casualty Management: Casualty management involves self-aid and buddy care, patient identification, stabilization, medical treatment, rehabilitation, and transportation of

victims, if necessary, to a higher level of care. In addition to physiological ailments, victims may suffer from psychological disorders, including acute stress, panic, and post-traumatic stress syndrome; the effects of which may not be apparent for weeks, months, or even years after a WMD attack or incident. The symptoms of psychological disorders range from anxiety due to fear of exposure to long-term stress that deteriorates physical and mental health. These psychological effects may be an adversary objective in choosing to use CBRN agents in attacks against military and civilian targets.

Chaplains and chaplain assistants, serving as religious support teams, perform a significant role in casualty management. These individuals bolster the morale of forces and dependents by providing direct spiritual care and the free exercise of religion. Chaplains and their assistants also advise commanders concerning morale, ethical, and moral issues. The trauma of CBRN events will likely intensify the need for spiritual counseling and religious support. Military chaplains are uniquely trained to operate in hostile, dangerous, and other military environments.

Restoration of Essential Services: The Air Force is responsible for the restoration of essential services on its installations as part of efforts to manage the consequences of CBRN contamination. Essential services include security; medical; housing; potable water; electrical power, telecommunications, and other utilities; and a sustainable food supply.

Remediation: Following attacks involving CBRN agents, commanders may undertake long-term remediation activities to return Air Force equipment and facilities to attack preparation levels, if possible. On-scene remediation efforts are designed to remove [unexploded explosive ordnance](#) (UXO) and reduce, remove, or neutralize contamination within affected areas to enable a return to normal operations. While a primary operational objective is to enable personnel to operate within these areas without protective equipment, some residual CBRN agent hazards may remain. Therefore, personnel should be observant.. They may be required to wear protective equipment when near contaminated surfaces and equipment to avoid exposure to toxic materials. When Air Force forces [support civil authorities](#) in response to an accidental release of CBRN agents, personnel must ensure appropriate care and attention is given to allow for the proper conduct of civilian law enforcement investigations.

Remediation activities begin with attack recovery reconnaissance and reporting, detection, and sampling in order to determine the extent of any CBRN hazard and the effects to human health and the environment. Commanders also may conduct modeling and simulation activities to determine if there is a downwind CBRN hazard due to an attack. Commanders will need to mark, report, and track all equipment and facilities affected by CBRN contamination and document the procedures taken to contain the contamination.

As part of CBRN consequence management operations, commanders may need to decontaminate personnel, equipment, aircraft, terrain, and facilities. Decontamination requirements and methods will vary for chemical, biological, radiological, and nuclear weapons. For instance, following a chemical attack decontamination, activities and procedures will be based on the physical form of the agent (liquid, solid, or vapor) and the type of surface (concrete, carpet, painted, metal, etc.). Depending upon the extent and type of contamination, Air Force commanders may need to seek assistance from other organizations and military facilities, specialized units, local agencies, or civilian

contractors. An example of an Air Force-specialized force that may contribute to consequence management operations is the Air Force Radiological Assessment Team, which is the primary worldwide response team for the DOD for radiological incidents and accidents; the team provides on-scene health effects expertise, commander guidance, radiological monitoring, sampling, and dosimetry. Another part of long-term remediation is the management and disposal of hazardous waste. Commanders will need to mark, track, and report on the process for disposing of hazardous waste, which will vary for chemical, biological, radiological, and nuclear agents and related materials.

PLANNING CONSIDERATIONS FOR MANAGING CONSEQUENCES

In dealing with a CBRN event, including the intentional or accidental release of [toxic industrial chemicals \(TIC\) and toxic industrial materials \(TIM\)](#), there are two primary situations facing the [COMAFFOR](#). The first situation involves the effects of the event on an installation, and the second situation involves the effects of the event on the military forces and civilian populations off the installation. Off-installation forces and civilians can be those in the US or in a foreign nation.

When responding to an off-installation event in the US, installation commanders should attempt to contact higher headquarters for guidance on proper application of Air Force resources on [defense support of civil authorities](#). However, if time or circumstances do not permit contact with headquarters after a request for assistance from local authorities, the installation commander may conduct an immediate response to save lives, prevent human suffering, or mitigate great property damage.

(For further information, refer to [Annex 3-27, Homeland Operations](#))

When responding to an off-installation event in a foreign country, the same guidance applies for an immediate response. However, in FCM operations, the installation commander should be sensitive to the political environment within the civilian community and the laws and policies governing response. With the exception of the immediate response authority, the Department of State (DOS) is the Lead Federal Agency (LFA) for FCM. As the LFA, the DOS coordinates US government FCM activities in response to a request by a host nation.

If a CBRN event occurs on an installation where Air Force forces are present, one of the COMAFFOR's top priorities will be ensuring the safety and survival of personnel on the installation. The COMAFFOR may need to divert forces from other installations in the area of operations or request additional forces to deal with the effects of the event. These forces may include medical assistance personnel, health risk assessment experts, decontamination capabilities, and clean-up crews.

If the COMAFFOR is engaged in military operations in the area of operations, then another priority will be the sustainment of operations. Factors to consider are:

- ★ Can the operations at the affected installation be sustained? Can they be sustained with augmentation?
- ★ Do the mission/forces of the installation need to be diverted to another installation?
- ★ How soon can the affected installation return to mission capable status?

- ★ How much effort must be diverted to do initial recovery of personnel and clean-up?
- ★ How much effort must be expended to return the installation to pre-event capability?

The nature of the event should also be considered. In many cases, the US considers a terrorist attack (with or without CBRN) a crime and is investigated by appropriate civilian law enforcement authorities (e.g., the [Department of Justice](#)). The first priority of the COMAFFOR should be the immediate response to save lives, but a criminal investigation may also begin immediately and the two may be conducted in parallel.

The COMAFFOR should advise senior leaders on the short-term and long-term future of the installation and the impact on mission accomplishment. The installation may be damaged to such an extent that restoration to attack preparation capability is cost prohibitive. In this case, the COMAFFOR may recommend that other installations take over the damaged installation's attack preparation operations and missions.
