



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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J-3

DISTRIBUTION: A, B, C, J, S

CJCSI 3214.01A

1 April 2003

## MILITARY SUPPORT TO FOREIGN CONSEQUENCE MANAGEMENT OPERATIONS

References: See Enclosure B.

1. Purpose. This instruction provides guidance for US military forces supporting US Government (USG)-led foreign consequence management (CM) operations in response to a chemical, biological, radiological, nuclear or high-yield explosive (CBRNE) situation.

2. Cancellation. CJCSI 3214.01, 30 June 1998, is cancelled.

3. Applicability

a. This instruction applies to DOD support as part of the USG CM response to a host-nation (HN) request. It does not apply to CM operations as a result of US military action or to DOD installations. DOD Instruction 2000.18 (reference a) applies to CBRNE situations on DOD installations.

b. This instruction applies to all DOD activities tasked with planning for, supporting or executing foreign CM operations. This instruction does not apply to planning and conducting CM operations within the continental United States (CONUS), Alaska, Hawaii, the Commonwealth of Puerto Rico, the US Virgin Islands, Guam, American Samoa and the Commonwealth of the Northern Mariana Islands.

4. Policy

a. Responsibility. Primary responsibility for responding to, managing and mitigating the effects of a foreign CBRNE incident resides with the HN government. In reference to maritime vessels, the flag state

is responsible for CM and/or decontaminating the vessel and its crew. A foreign government may request US or international support in responding to, or in mitigating the effects of, such an incident.

b. Lead Federal Agency (LFA). The Department of State (DOS) is the LFA for all USG support to an HN. When requested by the LFA and approved by the Secretary of Defense, DOD shall support the LFA in foreign CM operations, as appropriate.

c. Request Process. An HN requests US support through the ambassador and/or DOS. The President may direct USG support. When directed by the President, DOS provides support to the USG effort; all DOD support will be coordinated through DOS.

(1) All DOD support to the HN will be coordinated by the responsible chief of mission (COM) and country team.

(2) Provision of DOD assistance does not diminish the HN government's responsibilities for mitigating the effects of a CBRNE incident.

(3) This instruction does not address requirements for reimbursement or authorize sources for funding. It does not relieve nor negate this requirement under provisions of the Economy Act (31 USC 1535).

d. Guidance

(1) Immediate Response. When imminently serious conditions resulting from any emergency or attack require immediate action, local military commanders may take such actions as may be necessary to save lives. When such compelling conditions exist and time does not permit prior approval from higher headquarters, commanders or officials acting under the "immediate response authority" may take necessary action to respond to requests from local authorities. They must advise higher headquarters by the most expeditious means available, and seek approval or additional authorizations as needed.

(2) DOD Mission Statement. Upon an official request from DOS and when directed by the Secretary of Defense, US forces will conduct foreign CM operations in support of DOS, acting as LFA, to mitigate the effects of a CBRNE situation in the HN.

(3) Combatant Commanders. Each combatant commander will develop plans for foreign CBRNE situations within their assigned area of responsibility (AOR). If required, the combatant commander may

designate and/or establish a joint task force-CM (JTF-CM) to provide command and control (C2) over DOD assets deployed in support of a foreign CM operation. The JTF-CM will be tailored to meet the specific requirements of a CBRNE situation.

(4) Concept of Foreign CM Operations. Foreign CM will be composed of five phases that will be scoped by tasks to be accomplished. The phases, while sequential, may overlap in execution.

(a) Phase I (Situation Assessment and Preparation). Phase I includes those actions required to conduct situation assessment and preparation, including the timely and accurate assessment of the CBRNE situation, preparation for deployment and the deployment of selected advance elements. The geographic combatant commander, in coordination with the COM, may deploy in-theater CBRNE assessment, detection and identification survey teams, as required. Phase I ends when the nature and scope of the CBRNE situation and initial response force requirements are defined.

(b) Phase II (Deployment). Phase II begins with the SecDef-approved Chairman of the Joint Chiefs of Staff deployment and/or execute order designating the intermediate and/or forward staging bases and establishing formal command relationships (i.e., supported and supporting commanders). The order serves as the formal authority for the deployment of forces. Phase II ends when all forces have completed movement to the designated incident location and supporting locations.

(c) Phase III (Assistance to HN Authorities). Phase III begins with the arrival of required military assistance at the incident location and supporting locations and ends with the determination that DOD support is no longer required. Commanders begin planning immediately for transition to HN and civilian agencies and should identify the necessary or minimum conditions to initiate transition to other agencies.

(d) Phase IV (Transition to HN and/or Other Agencies). Although planning for transition of CM begins as soon as practical following the initial response, Phase IV begins with the formal implementation of the transition plan for those tasks and responsibilities being accomplished by DOD.

(e) Phase V (Redeployment). Phase V begins with the redeployment of US military forces involved in the foreign CM operations and is complete when all forces have returned to their previous military posture.

e. Command of US Military Forces. In response to a HN request and presidential approval to support, the Secretary of Defense will designate the supported combatant commander and command relationship for

each specific foreign CM response. DOD is in support of DOS during foreign CM operations; however, US forces will remain under the C2 of the combatant commander.

#### 5. Assumptions

- a. The HN has primary responsibility for all CM operations.
- b. The HN capabilities have been overwhelmed. The HN has submitted a request for assistance to the USG through the DOS.
- c. DOS will be the LFA for USG response to a foreign CM event. DOD will support the LFA in foreign CM operations.
- d. Ongoing military operations take precedence over military support to foreign CBRNE CM operations, unless otherwise directed.
- e. DOD participation in foreign CM will generally not be conducted during hostile action.
- f. The operation typically occurs in a permissive environment.

6. Definitions. Foreign CM is defined as those efforts that comprise assistance overseas to respond to and mitigate damage occurring from a CBRNE situation. Foreign CM response may require specialized hazard material handling, decontamination, urban search and rescue and medical efforts in addition to traditional foreign disaster relief efforts.

7. Roles and Responsibilities. See Enclosure A.

#### 8. Interagency Coordination

a. Only the President may order US military forces to execute foreign CM missions. The planning for and conducting of foreign CM operations requires thorough interagency coordination.

b. DOS is the LFA for USG foreign CM response and retains the authority and responsibility for foreign CM operations in support to the HN throughout the incident response.

(1) Foreign Emergency Support Team (FEST). The FEST is a DOS-led interagency support team that can be deployed immediately in support of the US Embassy either pre- or post-event. The Office of the Coordinator for Counterterrorism exercises responsibility for the management of the FEST. The FEST is task-organized depending on the scenario. DOD has representation on the FEST, including a Joint Staff

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representative who serves as the Chairman of the Joint Chiefs of Staff liaison. A small CM advisory component will be on the FEST whenever CBRNE materials are involved. DOD will provide support as required.

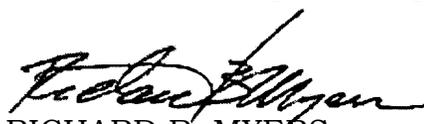
(2) Consequence Management Support Team (CMST). The CMST is comprised of subject matter experts from the DOS and other USG departments and agencies as required. The CMST provides situation assessments and response requirements critical to the overall planning and operational coordination of the USG response. Upon approval by the Secretary of Defense, DOD will provide support to the CMST as required.

c. The Assistant Secretary of Defense (Special Operations and Low Intensity Conflict) has policy oversight responsibility for foreign CBRNE CM and is the DOD lead for foreign CBRNE CM interagency coordination.

d. Combatant commands will coordinate with the Joint Staff during interagency coordination and operations, and will be prepared to deploy liaison officer(s) or liaison team(s), as required.

9. Releasability. This instruction is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other Federal agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page--<http://www.dtic.mil/doctrine/jel/cjcsd.htm>. Copies are also available through the Government Printing Office on the Joint Electronic Library CD-ROM.

10. Effective Date. This instruction is effective upon receipt.



RICHARD B. MYERS

Chairman

of the Joint Chiefs of Staff

Enclosures:

A-Roles and Responsibilities

B-References

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DISTRIBUTION

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ENCLOSURE A

ROLES AND RESPONSIBILITIES

1. General. The Chairman of the Joint Chiefs of Staff, the combatant commanders, the Services and Defense agencies have important roles in support of foreign consequence management (CM) operations.

2. Specific Responsibilities

a. Assistant Secretary of Defense (Special Operations and Low Intensity Conflict) (ASD(SOLIC))

(1) Serves as the principal civilian advisor to the Secretary of Defense, Deputy Secretary of Defense, and the Under Secretary of Defense for Policy for foreign CM policy.

(2) Represents the Secretary of Defense on all foreign CM policy matters outside the Department of Defense (DOD).

(3) Provides oversight and policy review of DOD policy on foreign CM, as appropriate.

(4) Provides policy oversight of DOD support to foreign CM operations, as approved by the Secretary of Defense, in the event of a foreign chemical, biological, radiological, nuclear or high-yield explosive (CBRNE) incident.

(5) Develops the Terrorism CM section of the annual Combating Terrorism Congressional Justification Book to the Congress.

b. Chairman of the Joint Chiefs of Staff

(1) Serves as the principal military adviser to the Secretary of Defense and the President in preparing for and responding to a foreign CBRNE situation.

(2) Ensures military planning is accomplished to support the Department of State (DOS) in preparing for and responding to a foreign CBRNE situation.

(3) Ensures development and maintenance of a broad spectrum of US force capabilities to conduct foreign CM operations as part of a larger US Government (USG) interagency effort, or as part of an international and/or regional response force to manage and mitigate the consequences of a CBRNE incident.

(4) Develops US military strategy, policy and positions to support foreign CM operational planning.

c. Service Chiefs

(1) In support of foreign CM operations, identify forces with CM-specific capabilities and be prepared to provide support to the supported combatant commander.

(2) As directed by the Secretary of Defense, provide forces (to include reserve forces) that are capable of conducting foreign CBRNE CM operations. Ensure Service CM activities effectively support the combatant commanders through the appropriate Service component commanders.

(a) US Army. When directed by the Secretary of Defense, provides forces to assist the lead Federal Agency (LFA), DOS, as part of the supported geographic combatant commander's response during a foreign CM situation. These forces may consist of specialized chemical and biological units, chemical detachments, explosive ordnance disposal (EOD) units, specialized medical units, research capabilities and military working dogs.

(b) US Navy. When directed by the Secretary of Defense, provides forces to assist the LFA, DOS, as part of the supported geographic combatant commander's response during a foreign CM situation. The naval component commander will provide forces as directed by the combatant commander in their plans for foreign CM operations.

(c) US Air Force. When directed by the Secretary of Defense, provides forces to assist the LFA, DOS as part of the supported geographic combatant commander's response. During a foreign CM situation be prepared to provide airlift for rapid response forces, equipment and evacuation of personnel. These forces may consist of chemical, biological, radiological and nuclear detection, identification, warning, reporting, protection and decontamination capabilities, hazardous material first responders, EOD units, military working dogs, response-tailored specialty medical assets and medical research capabilities.

(d) US Marine Corps. When directed by the Secretary of Defense, provides Service-assigned forces to assist the LFA, DOS, as part of the supported geographic combatant commander's response during a foreign CM situation. These forces may consist of specialized units

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capable of providing CBRNE response assets that include agent detection and identification; casualty search, rescue and personnel decontamination; and emergency medical care and stabilization of contaminated personnel, EOD units and military working dogs.

d. Director for Intelligence (J-2)

(1) Serves as the office of primary responsibility (OPR) for the Joint Staff coordination with the interagency intelligence community in support of foreign CBRNE CM matters.

(2) Provides the combatant commands and the Joint Staff with intelligence support to assist in planning, preparation and execution of foreign CM operations.

e. Director for Operations (J-3)

(1) Serves as the Joint Staff OPR for all interagency coordination and guidance for foreign CM operations and planning.

(2) Maintains a CJCSI for foreign CM operations.

(3) Provides a representative to DOS FEST to deploy to the site of a CBRNE incident.

(4) Represents the Chairman of the Joint Chiefs of Staff in interagency working groups concerning foreign CM planning, operations and exercises.

(5) Coordinates on the development of plans and policies relating to DOD assets involved in foreign CM operations.

f. Director for Logistics (J-4)

(1) Coordinates the development of plans and policies to sustain DOD assets involved in foreign CM operations, with a particular focus on medical, transportation and engineer assets.

(2) Reviews the logistics plans and programs of the geographic combatant commanders to determine logistic adequacy and feasibility for foreign CM operations.

g. Director for Strategic Plans and Policy (J-5). Incorporates taskings for foreign CM into the Joint Strategic Capabilities Plan.

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h. Director for Command, Control, Communications, and Computers (C4) System (J-6)

(1) Serves as the Joint Staff OPR for C4 interoperability guidance.

(2) Tracks deployment and readiness of CJCS-controlled C4 assets.

i. Director for Operational Plans and Joint Force Development (J-7)

(1) Coordinates with the Services, combatant commands and the Joint Staff to develop joint foreign CM doctrine.

(2) Coordinates individual and collective joint CM training and education to meet emerging joint foreign CM doctrine principles.

(3) Coordinates, in collaboration with USJFCOM Joint Warfighting Center (JWFC), the development of Universal Joint Task List (UJTL) task, conditions and measures to reflect all aspects of CM operations.

j. Director for Force Structure, Resources, and Assessment (J-8). Oversees foreign CM joint policy and strategy development, requirements validation and budgetary reviews.

k. Geographic Combatant Commanders

(1) In accordance with references b and c, develop plans for foreign CM operations in their respective AORs.

(2) Identify a headquarters element to provide the initial incident response and serve as the initial C2 element of DOD for CM operations within their respective AORs.

(3) Establish liaison with the FEST and/or CMST, and other necessary government agencies when deployed.

(4) Establish liaison with regional non-governmental organizations (NGOs), international organizations (IOs) and regional military commands that contribute resources to CM operations. Establish, if required, a civil-military operations center or a humanitarian assistance coordination center to facilitate coordination with regional NGOs, IOs and HN government agencies. Coordinate with DOS representatives and/or country team to the maximum extent possible.

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(5) Coordinate with DOS to review and/or assess existing multinational and bilateral agreements to verify if they contain stipulations for providing emergency or disaster-related assistance.

(6) Exercise foreign CM capabilities in an environment representative of realistic foreign CM scenarios.

1. Commander, USNORTHCOM. Provides technical advice and assistance to supported combatant commanders conducting CM operations in response to CBRNE incidents outside the continental United States.

m. Commander, USJFCOM

(1) When directed by the Secretary of Defense, deploys forces, capabilities and specialized assets to augment the affected combatant commander to conduct foreign CM. This requirement applies to operations, training events and exercises.

(2) Provides CM support to combatant commander exercises. This includes authority to issue directives and order the movement of selected combatant commander-assigned and Service-assigned personnel and assets to participate in CM training and exercises.

(3) Utilizes the JWFC to collect, analyze, disseminate and archive lessons learned from CM training, exercises and operations.

(4) With assistance from Joint Staff J-7, validates emerging foreign CM doctrine through joint exercises. Where appropriate, promulgates lessons learned in the Joint Center for Lessons Learned.

(5) Utilizes the JWFC to coordinate the development of UJTL task, conditions and measures to reflect all aspects of CM operations.

n. Commander, USTRANSCOM

(1) Is prepared to move selected forces and identified elements of other government agencies to support SecDef-directed foreign CM operations.

(2) Provides liaison officers (LNOs) and other assistance to the supported combatant commander and LFA, as required.

o. Commander, USSOCOM

(1) Be prepared to deploy selected forces to support SecDef-directed foreign CM operations.

(2) Provides special operations assets to the supported combatant commander as requested and approved by the Secretary of Defense.

p. Defense Intelligence Agency

(1) Serves as the DOD agency for satisfying combatant commander-validated intelligence requirements, prioritizing requirements relative to other DOD requirements and producing tailored, finished foreign intelligence products to support the planning for and conduct of foreign CM operations.

(2) Provides appropriate all-source intelligence support to DOD leadership and combatant commands.

(3) Coordinates all DOD national-level intelligence activities for this instruction and maintains liaison with non-DOD intelligence agencies.

(4) Serves as the point of contact for organizing and coordinating intelligence liaison activities (including foreign release oversight of shared intelligence information) with counterpart Services for CM operations.

(5) Develops and maintains an inventory of foreign military CBRNE CM and NBC Defense capabilities.

q. Defense Information Systems Agency. Be prepared to provide commanders with command, control, communications, computers and intelligence support and other support as required.

r. Defense Logistics Agency. Ensures the supported and supporting commands receive timely and effective logistic support in planning and executing foreign CM operations.

s. Defense Threat Reduction Agency (DTRA)

(1) Advises and supports CM training and operational deployments of DOD elements in response to CBRNE incidents, as requested. Provides CM expertise to the combatant commanders and designated subordinates, key DOD components and other USG agencies through the deployment, upon Presidential or SecDef approval, of a CM Assistance Team, consisting of planners and/or modelers, public affairs,

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general counsel, radiation health specialists and other specialty assets (e.g., chemical and biological), as required.

(2) Sponsors studies and Advanced Concept Technology Demonstrations to support development and acquisition of CBRNE doctrine, training and equipment.

(3) Provides modeling, predictions, assessments, publications, training and other support as required.

(4) Provides a single point of contact, through the DTRA Operations Center, for all technical support required for the agency.

(5) Provides LNOs and other assistance to the supported commander and LFA, as required.

(6) In collaboration with ASD(SOLIC), provides program management and integration of JCS-level and combatant commander-level future capability mission exercises.

t. National Imagery and Mapping Agency. Provides geospatial intelligence support in the form of imagery, imagery intelligence, geospatial products and services and other support as required.

u. Defense Contract Management Agency (DCMA)

(1) Ensures the supported and supporting commands receive timely and effective contract administration services.

(2) When directed, provides an initial response team to the AOR to perform contract administration services and act as the single point of contact for DCMA matters. The follow-on teams will be tailored to complement any operation in accomplishing various contract management services.

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ENCLOSURE B

REFERENCES

- a. DOD Directive 2000.18, 4 December 2002, "Installation Chemical, Biological, Radiological, Nuclear, and High-Yield Explosive Emergency Response Guidelines"
- b. CJCS CONPLAN 0400-98, "Counterproliferation of Weapons of Mass Destruction"
- c. CJCSI 5113.02A, 10 August 2000, "Counterproliferation Charter"
- d. Presidential Decision Directive/NSC-39, 21 June 1995, "US Government Policy on Counterterrorism"
- e. Presidential Decision Directive/NSC-62, 22 May 1998, "Protection Against Unconventional Threats to the Homeland and Americans Overseas"
- f. MCM-0016-03, 4 February 2003, "Unified Command Plan"
- g. CJCSI 3110.01D, 20 July 2001, "Joint Strategic Capabilities Plan (JSCP)"
- h. CJCSI 3110.16, 10 November 2000, "Military Capabilities, Assets, and Units for Chemical, Biological, Radiological, Nuclear, and High-Yield Explosive Consequence Management Operations"
- i. Joint Publication 3-0, 10 September 2001, "Doctrine for Joint Operations"
- j. Joint Publication 3-08, 9 October 1996, "Interagency Coordination During Joint Operations, Volumes I and II"
- k. Joint Publication 5-0, 13 April 1995, "Doctrine for Planning Joint Operations"
- l. Joint Publication 5-00.2, 13 January 1999, "Joint Task Force Planning Guidance and Procedures"
- m. Joint Publication 3-11, 11 July 2000, "Joint Doctrine for Operations in Nuclear, Biological, and Chemical (NBC) Environments"
- n. Foreign Consequence Management Planning Guide, January 2001

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o. Joint Publication 0-2, 10 July 2001, "Unified Action Armed Forces (UNAAF)"

p. National Security Presidential Directive (NSPD)-17/Homeland Security Presidential Directive (HSPD)-4, 4 September 2002, Classified subject