



COOPERATING WITH AND SUPPORTING PARTNERS

Last Updated: 5 April 2016

The [commander, Air Force forces](#) (COMAFFOR) directs the execution of tasks to partner and coordinate with state and local authorities, US Government (USG) [interagency](#) organizations, [multinational](#) partners, and [non-governmental organizations](#) to promote common threat awareness; build counter [weapons of mass destruction](#) (CWMD) self-sufficiency; improve military [interoperability](#); enhance military and civilian preparedness; and facilitate security of dual-use and chemical, biological, radiological, and nuclear (CBRN) materials.¹ The Air Force provides [capabilities](#) and executes operations and missions in support of these tasks, which comprise elements of the joint CWMD activity to cooperate with and support partners. Cooperating with and supporting partners to counter WMD involves operations and missions that are organized into three broad categories: [Security cooperation](#) (SC) and [building partner capacity](#) (BPC); [homeland operations](#); and [communication synchronization](#) as shown in **Table 3**.

¹ [Joint Publication \(JP\) 3-40, Countering Weapons of Mass Destruction.](#)

	CWMD Activity: Cooperate With and Support Partners	Supported DoD Lines of Effort
Air Force CWMD-Related Operations, Missions, and Capabilities	Security cooperation and building partner capacity <ul style="list-style-type: none"> • CBRN defense relationships (e.g., Air Force medical stability operations, global health engagement, and medical C-CBRN operations) • Foreign consequence management • Cooperative threat reduction • Allied, coalition, and partner exercises • WMD interdiction operations • Nonproliferation agreement and arms control treaty implementation (e.g., Air Force treaty compliance monitoring) • Foreign internal defense • Combined targeting for pathway and WMD defeat 	<ul style="list-style-type: none"> • Prevent Acquisition • Contain and Reduce Threats • Respond to Crises
	Homeland operations in response to WMD attacks and CBRN incidents <ul style="list-style-type: none"> • Homeland defense • Defense support of civil authorities 	<ul style="list-style-type: none"> • Contain and Reduce Threats • Respond to Crises
	Communication synchronization <ul style="list-style-type: none"> • Information operations to influence target audiences • Public affairs in support of DoD, national, allied, partner, and coalition strategic communications 	<ul style="list-style-type: none"> • Prevent Acquisition • Contain and Reduce Threats • Respond to Crises

Table 3: Air Force Contributions to the Cooperating with and Support Partners Joint CWMD Activity

SECURITY COOPERATION AND BUILDING PARTNER CAPACITY

United States Air Force Global Partnership Strategy

The security of the United States is increasingly bound to the security of the broader international community. As a result, the AFGPS [Air Force Global Partnership Strategy] is focused on developing and building the capability and capacity of our partner nations to withstand internal threats and external aggressions while also improving their capacity to proactively meet national and regional challenges such as those posed by weapons of mass destruction (WMD), natural disasters, regional instability, rogue states, and violent nonstate actors.

Medical CBRN Defense: Air Force CWMD SC activities are conducted with international partners, often in coordination with USG interagency organizations, and “are intended to improve defense relationships and increase regional capability for collective [weapons of mass destruction](#) (WMD) defense.”² For example, Air Force medical forces are engaged in SC and BPC efforts that support CWMD defense through [medical stability operations \(MSO\)](#) and [global health engagement \(GHE\)](#). Conducted throughout all operational phases and across the [range of military operations](#), Air Force medical forces engaged in MSO enhance partner nation health capacity by providing

² JP 3-40, [Countering Weapons of Mass Destruction](#).

appropriate health services and training, conducting humanitarian assistance/disaster relief, improve the health surveillance and force health protection as well as the aeromedical evacuation capability of partner nation military forces.³ Medical forces also deliver CWMD defense capability through GHE SC activities. GHE is part of an approved SC program to partner with other nations to achieve SC objectives through medical-related stability activities, military-to-military and military-to-civilian consultation and training in public health and preventive medicine, disaster or outbreak response, exercises, disease surveillance, medical and dental civic action programs, and force health protection.⁴ While improving ties with partner nations and enhancing host nation medical response capabilities, GHE also provides a biosurveillance capability needed to understand and track regional and global biological threats, both naturally-occurring infectious disease outbreaks and the possible use of biological warfare agents, which may pose threats to Air Force and joint force operations.

(For more information on MSO and GHE, refer to [Annex 4-02, Medical Operations, “Engagement, Cooperation, and Deterrence Operations.”](#))

Air Force medical forces may also cooperate with and support partners through the provision of disaster response capabilities, to include medical Counter-CBRN (C-CBRN) threat response capabilities. [Expeditionary medical support](#) provides critical response capabilities for mitigating the effects of WMD attacks and CBRN incidents to include: preventive medicine, biological testing, bioenvironmental engineering, radiological assessment, infectious disease identification, medical patient decontamination, and mental health services.⁵ Medical C-CBRN response capabilities include the following team capabilities: patient decontamination team, pharmacy team, bioenvironmental engineering team, laboratory biological detection team, field response team, triage team, clinical team, mental health, nursing services, preventive aerospace medicine team, and manpower/security team. These medical team capabilities are available to support installation commanders responding to CBRN incidents at foreign operating locations.⁶

(For more information on disaster response and medical counter-chemical, biological, radiological, and nuclear threat response capabilities, refer to [Annex 4-02, Medical Operations, “Engagement, Cooperation, and Deterrence Operations.”](#))

Foreign Consequence Management (FCM): “FCM is a USG activity that assists foreign governments in responding to the effects from an intentional or accidental chemical, biological, radiological, or nuclear incident on foreign territory in order to maximize preservation of life.”⁷ [COMAFFORs](#), interagency organizations, and partner nations may request Air Force capabilities in FCM operations in coordination with and under the direction of the US Department of State and host nation civilian authorities. For example, Medical C-CBRN responses described above and elsewhere in Air Force Medical Operations doctrine comprise one portion of the Air Force’s overall Foreign Consequence Management (FCM) capability. *Although FCM is terminology that is used in Joint doctrine, the phrase International CBRN Response (ICBRNR) is becoming more*

³ [Annex 4-02, Medical Operations, “Engagement, Cooperation, and Deterrence Operations.”](#)

⁴ Annex 4-02, *ibid.*

⁵ Annex 4-02, *ibid.*

⁶ Annex 4-02, *ibid.*

⁷ JP 3-40.

prevalent within the Department of Defense and the USG interagency when describing these operations.

Threat Reduction Cooperation: In addition to CBRN defense and FCM (aka ICBRR), the Air Force engages in security cooperation efforts with partners to prevent WMD and CBRN agent proliferation. For example, the Air Force has provided strategic airlift in support of Cooperative Threat Reduction (CTR) Program activities to dismantle and/or dispose of partner nation WMD stockpiles and related program elements such as CBRN agents, materials, and equipment that may be vulnerable to theft or illicit proliferation. Air Force contributions to CTR efforts, in coordination with interagency and international partners, such as the [Defense Threat Reduction Agency](#) and [Departments of State](#) and [Energy](#), have involved the transport of nuclear, chemical, and biological materials from unsecure locations in partner states to secure facilities within territories of the US and its allies. Air Force personnel coordinate, plan, and execute missions to transport the materials of concern by air as described in the vignette that follows.

From Project Sapphire to Today

In 1994 more than a thousand containers of nuclear material sat in metal racks on the floor in a cold, dilapidated warehouse at the end of a railroad spur in Kazakhstan. The canisters were protected only by wooden doors with padlocks and bars on windows that looked out at the barren trees and chain-link fence surrounding the area.

The all-but-forgotten materials were from former Soviet Union nuclear submarine fuel abandoned at the close of the Cold War. Through an accord, the U.S. acquired the materials from Kazakhstan to keep them out of the hands of terrorists. Y-12 [Department of Energy National Security Complex] got the call to secure the vulnerable materials, which included weapons-grade highly enriched uranium. After receiving confirmation of the types of materials present in Kazakhstan and details about their storage, a Y-12-led team — including experts in uranium operations, health physics, criticality safety, industrial hygiene, security and nuclear packaging — began planning a material recovery mission. The secret mission (code name: Project Sapphire) would be the first of its kind.

To complicate the situation, the airport was small and had no radar system. After many trips had been aborted because of bad weather, the C-5 planes finally arrived to retrieve the team and the materials. The weather, however, continued to be a problem. “The runway and the planes were iced over,” the team leader said. “We were afraid we’d get stuck there all winter.” After working 12 to 14 hours for six, sometimes seven, days a week since the beginning of October 1994, the team finally made it home the day before Thanksgiving. Mission accomplished.

--Excerpted from unclassified article located at the Department of Energy website:
<http://www.y12.doe.gov/news/report/project-sapphire-today>

CWMD-related Exercises with Partner Nations: Air Force SC and BPC efforts in the CWMD arena include participation in exercises to improve combined capabilities, military interoperability, and CWMD self-sufficiency. [Exercises with partner nations](#) also increase common WMD threat awareness. For example, Air Force intelligence providers and legal experts offer planning support to Joint Staff and [combatant commands](#) and participate as required in Proliferation Security Initiative (PSI) exercises.

PSI exercises are designed to demonstrate a collective commitment to act against proliferation-related shipments, send a strong message of deterrence to would-be proliferators, enhance interdiction capabilities of PSI endorsing states, and extend outreach to non-endorsing nations that observe the exercises. The Air Force has also contributed to interagency planning efforts for transport security exercises conducted in support of nuclear security summits.

Foreign Internal Defense: Internal WMD threats are a concern for some US partners; particularly those that possess WMD and suffer from endemic [terrorism](#), lawlessness, [subversion](#), or [insurgency](#). Partner state loss of WMD, to include [nuclear weapons](#), to criminals, terrorist groups, and insurgents pose a wide range of proliferation risks and could generate instability within the partner nation and region, as well as globally. National and combatant command level activities to counter these threats frequently are conducted as part of [foreign internal defense](#) (FID) operations. Most Air Force FID actions entail working with and through foreign aviation forces to achieve US strategic and operational objectives.⁸ With regard to counter WMD SC, the Air Force is well positioned to deliver indirect FID support to partners through security assistance programs, multinational exercises, military-to-military exchange programs, and the provision of trainers and advisors. For example, the nuclear operations subject matter experts may be able to assist nuclear-capable partners in improving nuclear surety through enhancing security measures to prevent loss, theft, sabotage, damage, or unauthorized use.

(For more information, see [Annex 3-22, Foreign Internal Defense](#).)

Combined Targeting: When confronting the possibility of adversary use or proliferation of WMD, the COMAFFOR may require options for defeating or disabling CBRN weapons and related targets. However, striking WMD-related [targets](#) to delay, disrupt, destroy, or neutralize an adversary's capability may generate coalition member concerns in a combined operation. Since coalition forces may have [rules of engagement](#) (ROE) that differ from our ROE, targeteers should coordinate with coalition partners to facilitate the understanding of their ROE and the limits it may impose on striking WMD and other sensitive CBRN-related targets.

(For more information on Combined Targeting, [Reference Annex 3-60, Targeting, "Rules of Engagement"](#))

ARMS CONTROL TREATY AND AGREEMENT MEASURES

The US is party to a number of international treaties and agreements relating to the reduction and/or elimination of WMD force structure, as well as the prohibition of use and proliferation of CBRN weapons and related materials, as listed in **Table 4**. Air Force implementation of certain treaties and agreements allows for inspection and verification of states party capabilities, which may contribute to Joint Force and national efforts to locate, identify, characterize, and assess WMD and related materials of concern in the operational environment. For example, New Strategic Arms Reduction Treaty implementation may involve Air Force participation in onsite inspections of states party nuclear weapons bases, storage and maintenance facilities, and conversion and test locations. In turn, some treaties allow other states parties to inspect US forces as part of certain treaty compliance requirements. Compliance entails ensuring Air Force

⁸ [Annex 3-22, Foreign Internal Defense](#), "Introduction to Foreign Internal Defense."

activities and systems continue to adhere to treaty provisions once a treaty has entered into force.⁹ In addition, some treaties provide for onsite inspections and overflight missions that are confidence building measures among states parties, but also may contribute to US Government understanding of WMD capabilities and force structures. *Note that the Open Skies Treaty, included in **Table 4**, is not WMD-specific, but treaty sanctioned aerial surveillance flights over states party territory to gather information on military forces can include WMD sites.*

Air Force Implementation of WMD-Related Treaties and Agreements
New START Treaty (NST)
Agreement on Measures to Reduce the Risk of Outbreak of Nuclear War
Intermediate-Range and Shorter-Range Nuclear Forces (INF) Treaty
Limited Test Ban Treaty (LTBT)
Threshold Test Ban Treaty (TTBT)
Peaceful Nuclear Explosions Treaty (PNET)
Nuclear Non-Proliferation Treaty (NPT)
NPT Safeguards Agreement
NPT Additional Protocol
Biological Weapons Convention (BWC)
Biological Warfare Trilateral Agreement
Chemical Weapons Convention (CWC)
Open Skies Treaty
Outer Space Treaty

Table 4: Listing of Air Force-Implemented WMD-Related Treaties and Agreements

HOMELAND OPERATIONS

The Air Force engages with domestic partners to defend against WMD attacks and respond to CBRN incidents in the US. CWMD threats are addressed in the context of [homeland defense](#) (HD) operations and [defense support of civil authorities](#) (DSCA). “A key distinction between HD and DSCA is that in HD, the Department of Defense (DOD) is the lead federal agency (LFA), while in DSCA, another federal organization is the LFA, with DOD acting in support.”¹⁰

(For more information on Homeland Operations, Reference [Annex 3-27, Homeland Operations](#), “Homeland Operations Construct.”)

Defense Support of Civil Authorities (DSCA): The “Department of Defense provides support to civil authorities for domestic emergencies and for designated law enforcement and other activities. Joint forces supporting civil authorities in response to

⁹ [Air Force Instruction 16-601, Implementation of, and Compliance with, International Arms Control and Nonproliferation Agreements](#), IC2 .

¹⁰ [Joint Publication \(JP\) 3-28, Defense Support to Civil Authorities](#).

a domestic CBRN incident also contribute to the overall CWMD effort through preparations to respond and mitigate damage or effects of the damage.”¹¹ [Air Force contributions to DSCA](#) involving domestic responses to WMD attacks or incidents, constituting a domestic emergency, normally will be in support of the [Department of Homeland Security \(DHS\)](#), which is tasked with the overall coordination of USG federal response activities in accordance with Presidential Policy Directive 5 and the [National Response Framework](#). Either [US Northern Command](#) or [US Pacific Command](#) will have operational control of Air Force forces used in DSCA operations in domestic emergency scenarios. Emergencies involving potentially overwhelming CBRN attacks/incidents may require [COMAFFOR](#)-directed domestic consequence management operations in support of DHS-led efforts.¹² For more information on Defense Support of Civil Authorities in support of homeland security and homeland defense, reference [Joint Publication 3-28, “Defense Support of Civil Authorities”](#).

(For a listing of Air Force capabilities that may be requested in a domestic disaster or emergency to include response to WMD attack or CBRN incident, reference [Annex 3-27, Homeland Operations, “Force Presentation for DSCA”](#))

The Air Force may also support local and federal law enforcement, such as when aiding local agency response to terrorist use of CBRN weapons or agents. In all these missions, various federal, state, or local civilian agencies are in charge of incident management.¹³ In addition, Air Force installation commanders may provide immediate response to local authorities to save lives, prevent human suffering, or mitigate property damage resulting from any civil emergency or attack.¹⁴

Homeland Defense (HD): HD is “the protection of US sovereignty, territory, domestic population, and critical defense infrastructure against external threats and aggression or other threats as directed by the President.”¹⁵ The DOD is the lead federal agency for conducting HD operations and is supported by other interagency partners as required. Air Force contributions to US Northern Command or US Pacific Command-led [homeland defense](#) encompasses a wide range of operations and missions from pre-emptive strikes on targets holding the homeland at risk to special operations forces operating to locate, characterize, and secure WMD prior to adversary use against the homeland.¹⁶

(For more information, reference [Annex 3-27, Homeland Operations, HD Planning Purpose and Support](#))

CBRN Response Enterprise (CRE): The Department of Defense established the CRE to organize and present forces effectively and efficiently for domestic CBRN response operations, to include support to DSCA, domestic consequence management, and HD operations. The CRE is an integrated active and reserve component approach to CBRN response, whose constituent forces may be in direct support of different entities

¹¹ [JP 3-40, Countering Weapons of Mass Destruction,](#).

¹² [Chairman of the Joint Chiefs of Staff Instruction 3125.01D, Defense Response to Chemical, Biological, Radiological, and Nuclear \(CBRN\) Incidents in the Homeland](#)

¹³ [Annex 3-27, Homeland Operations, “Homeland Operations Construct.”](#)

¹⁴ [Annex 3-27, Homeland Operations, “Homeland Defense Planning Purpose and Support, Defense Support of Civil Authorities.”](#)

¹⁵ [Annex 3-27, Homeland Operations and JP 3-27, Homeland Defense.](#)

¹⁶ [Annex 3-27, Homeland Operations, “Homeland Operations Construct.”](#)

and operating under either Title 10 or Title 32 status at any given time.¹⁷ Air Force active and reserve components support various CRE elements capable of responding under both Title 10 and Title 32 status in the context of DSCA and HD. CRE state response teams include: WMD-Civil Support Teams (WMD-CST); CBRNE Explosives Enhanced Response Force Package (CERFP); Homeland Response Force (HRF); CRE federal response teams include: Defense CBRN Response Force (DCRF); and the Command and Control CBRN Response Element (C2CRE). WMD-CST, CERFP, and HRFs are principally Title 32 responders in support of civil authorities, whereas DCRF and C2CRE are Title 10 forces under US Northern Command-led military response operations. CRE forces employed and deployed under state control may be ordered to federal Title 10 active duty. Other National Guard assets, such as Division Headquarters may also support a domestic CBRN response

(For more information regarding the CRE, reference [JP 3-41, Chemical, Biological, Radiological, and Nuclear Consequence Management](#), Annex C)

COMMUNICATION SYNCHRONIZATION

The Air Force should synchronize communications with domestic and international partners to shape perceptions at the global, regional, and national levels regarding counter WMD activities. [Synchronized communication](#) reassures allies and partners and underscores the costs and risk associated with CBRN acquisition and use to potential adversaries.

Information Operations (IO): The purpose of [IO](#) is to influence adversary and potential adversary decision-making with the intent ultimately to affect their behavior. Air Force IOs use [information-related capabilities](#) (IRC) to create desired effects among three audiences: partner nations, neutral populations, and adversaries. With regard to Air Force CWMD efforts, IO supports efforts to deter adversary proliferation and use of WMD and CBRN materials of concern, while also assuring allies and partners of US resolve. In addition, IRCs can be leveraged to heighten domestic and friendly nation public awareness about WMD threats, promote national and coalition CWMD policies, and serve to counter adversary propaganda in order to strengthen military partnerships.

(For additional information to include a list of applicable IRCs, see [Annex 3-13, Information Operations](#))

Public Affairs (PA): Air Force [PA](#) operations support various Air Force CWMD operations and missions with allies and partners across the [range of military operations](#). For example, PA information releases can support Air Force and joint force strategic messaging to deter adversary WMD use and assure at-risk allies and partners. PA also provides essential capabilities needed to maintain public confidence in civilian and military response operations during DSCA and HD operations, to include domestic and foreign consequence management, following CBRN incidents. Air Force CWMD-related communications should also align with the commander's communication synchronization by reinforcing themes, messages, images, and actions to support the COMAFFOR's objectives in coordination with domestic civilian authorities, allies, and partners. Successful communication on CWMD activities requires a highly coordinated, multi-agency public affairs effort that is fully integrated into operational planning.

¹⁷ [JP 3-41, Chemical, Biological, Radiological, and Nuclear Consequence Management](#), 012.

(For additional information, see [Annex 3-61, *Public Affairs*](#) and [Annex 3-13, *Information Operations*](#))
