

**BY ORDER OF THE
SECRETARY OF THE AIR FORCE**

AIR FORCE POLICY DIRECTIVE 10-25

26 SEPTEMBER 2007



Operations

EMERGENCY MANAGEMENT

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

ACCESSIBILITY: Publications and forms are available on the e-Publishing website at www.e-publishing.af.mil/.

RELEASABILITY: There are no releasability restrictions on this publication.

OPR: AF/A7CX
Supersedes AFD10-25, 18 July 2002

Certified by: AF/A7C (Major General Del Eulberg)
Pages: 9

This directive establishes policy to ensure the Air Force develops integrated plans and organizes, trains, and equips forces to prepare for, respond to, and recover from the full spectrum of physical threat events and to maintain and restore mission capability. Guidance for this Air Force Policy Directive (AFPD) can be found in Air Force Doctrine Document (AFDD) 2-1.8, *Counter Chemical, Biological, Radiological and Nuclear (C-CBRN) Operations*, AFDD 2-10, *Homeland Operations* and AFDD 2-4.1, *Force Protection*. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with Air Force Manual (AFMAN) 37-123 (will convert to AFMAN 33-363), *Management of Records*, and disposed of in accordance with the Air Force Records Disposition Schedule (RDS) located at <https://afrims.amc.af.mil/>. Refer recommended changes and questions about this publication to AF/A7CX using the AF IMT 847, *Recommendation for Change of Publication*; route AF IMT 847s from the field through the appropriate functional's chain of command. This publication applies to Air Force Reserve Command and Air National Guard Units (ANG) units.

SUMMARY OF CHANGES

This revision changes the name of the Full-Spectrum Threat Response Program to the Emergency Management (EM) Program and updates EM policy. It clarifies organizational roles and responsibilities to coordinate and organize efforts to manage, prepare for, respond to and recover from the direct and indirect consequences of chemical, biological, radiological, nuclear (CBRN) attacks or incidents, conventional weapon attacks, major accidents and natural disasters under the EM Program. This revision establishes the requirement for an Air Force Incident Management System (AFIMS) and integrates the counter-CBRN (C-CBRN) operations passive defense and consequence management activities and the crisis and consequence management elements of Air Force homeland defense, civil support, emergency preparedness, force protection, critical infrastructure protection and antiterrorism program policies into the EM Program. It incorporates the AFIMS which captures key elements of the National Incident Management System in compliance with the intent and guidelines in Homeland Security Presidential Directive (HSPD) 5, *Management of Domestic Incidents*. EM Program requirements satisfy the requirements of the C-CBRN passive defense and consequence management pillars described in Air

Force Instruction (AFI) 10-2501, *Air Force Emergency Management (EM) Program Planning and Operations* and AFPD 10-26.

1. The protection of Air Force personnel and resources on Air Force installations is essential to ensure successful Air Force operations. This AFPD addresses EM activities across a full spectrum of physical threats at continental United States and outside the continental United States home-station or expeditionary locations. These physical threats include, but are not limited to, enemy attacks with CBRN and conventional weapons or materials, natural and man-made disasters, major accidents, nuclear weapon accidents or incidents, public health emergencies, accidental or deliberate release of hazardous materials or toxic industrial materials or chemicals. These physical threats may occur at any time, with or without prior warning. They may occur in transit, at home-station, at deployment locations, during any phase of training, civil support, contingency, humanitarian support or wartime operations.
2. The Air Force EM Program coordinates and organizes efforts to manage, prepare for, respond to and recover from the direct and indirect consequences of CBRN and conventional weapon attacks, major accidents and natural disasters. The primary missions of the Air Force EM Program are to save lives, minimize the loss or degradation of resources and continue, sustain, and restore combat and combat support capability in an “all-hazards” physical threat environment at Air Force installations worldwide. The ancillary missions of the EM Program are to support homeland defense and emergency preparedness and to provide support to civil and host-nation authorities in accordance with Department of Defense (DOD) directives and through the appropriate Combatant Command. The program incorporates cross-functional actions for home-station and expeditionary forces to implement integrated response actions in support of C-CBRN operations, homeland defense, force protection, critical infrastructure protection, antiterrorism, medical and crisis and consequence management operations and requirements as they relate to “all-hazards” incident response and recovery operations. The EM Program is managed by the Office of The Civil Engineer, AF/A7C.
3. Air Force organizations will use the AFIMS for peacetime and wartime incident response and recovery. The Air Force will support federal emergency preparedness and incident management programs consistent with military operations. EM Program policies, guidance and procedures will focus on operational requirements and will incorporate requirements in the National Response Plan, federal statutes, DOD guidance and host-nation agreements.
4. The Air Force will establish, maintain, sustain and improve the following activities to ensure preparedness to execute the EM Program:
 - 4.1. Establish integrated and measurable operational standards that will determine the requirements for equipment, training, manpower, and ancillary resources to conduct and sustain EM operations.
 - 4.1.1. Ensure Air Force inspections and evaluations include a threat-appropriate evaluation of a unit’s capability to meet home-station and expeditionary operational standards. Inspect or evaluate the ability to conduct integrated EM operations under the expected threat or hazard conditions and restore and sustain mission capability.
 - 4.1.2. Develop and maintain Air Force, Major Command (MAJCOM), installation and unit notification, warning and reporting systems, as appropriate. These systems must be able to provide required information before, during, and after emergencies or attacks to all personnel assigned to

or located on an Air Force installation. Develop reporting and notification capabilities that meet applicable Federal, DOD, Joint, Service, Host Nation and Air Force requirements.

4.2. Develop and incorporate EM concepts into appropriate Air Force Concepts of Operations and into the appropriate training and education courses. Incorporate EM capabilities and tasks into the Air Force Master Capabilities Library.

4.3. Plan, program and budget for EM requirements in the areas of training, exercises, evaluation, manpower and equipment, to include medical requirements.

5. The following outlines responsibilities.

5.1. Commanders and civilian equivalents at all levels will:

5.1.1. Incorporate EM concepts and tactics, techniques, and procedures into home-station and expeditionary programs, planning, operations and exercises worldwide. This includes, but is not limited to, C-CBRN operations, homeland operations, force protection, critical infrastructure, antiterrorism, consequence management and the logistics, transportation and physical security of hazardous materials in Air Force possession.

5.1.2. Be responsible for planning, programming, and implementing the EM Program.

5.1.3. Organize, train and equip personnel to conduct and sustain EM operations for continuation of air base operations.

5.1.4. Develop comprehensive personnel accountability and reporting procedures in accordance with AFI 10-218, *Personnel Accountability in Conjunction with Natural Disasters or National Emergencies*.

5.2. Deputy Chief of Staff for Manpower, Personnel and Services (AF/A1), through the Office of Services (AF/A1S), will:

5.2.1. Provide incident response capability to recover and contain chemical, biological and radiological contaminated human remains and their associated personal effects.

5.2.2. Serve as the focal point for victim and family assistance services for all EM activities.

5.3. Deputy Chief of Staff for Intelligence, Surveillance and Reconnaissance (AF/A2) will provide policy for planning, programming, training and budgeting resources necessary to ensure the Air Force has the intelligence, surveillance and reconnaissance capability to collect, analyze, produce and disseminate all-source intelligence information to prepare for, respond to and recover from the direct and indirect consequences of CBRN and conventional weapons attacks.

5.4. Deputy Chief of Staff for Operations, Plans and Requirements (AF/A3/5) will:

5.4.1. Oversee development of homeland defense and civil support and C-CBRN policy and operational standards, as outlined in AFPD 10-8, *Homeland Defense and Civil Support*, and AFPD 10-26.

5.4.2. Oversee development and integration of appropriate functional guidance to ensure a seamless and focused approach to combating weapons of mass destruction (WMD) through the USAF C-CBRN Council.

5.4.3. Serve as lead for Air Force, Joint, DOD and combined C-CBRN initiatives.

- 5.4.4. Provide functional expertise to ensure synergy between the EM Program and Air Force operations, plans and requirements.
- 5.5. Deputy Chief of Staff for Logistics, Installations and Mission Support (AF/A4/7), will:
- 5.5.1. Through the Office of The Civil Engineer (AF/A7C):
- 5.5.1.1. Serve as the Air Force lead for the Air Force EM Program and establish policy and guidance thereof.
 - 5.5.1.2. Develop and coordinate EM functional and operating concepts.
 - 5.5.1.3. Implement the EM crisis and consequence management aspects of homeland defense and civil support, antiterrorism, and non-medical C-CBRN passive defense and consequence management programs as part of the EM Program.
 - 5.5.1.4. Develop the appropriate EM inspection criteria and unit self-inspection program guidance.
 - 5.5.1.5. Develop and provide EM ancillary training to military and civilian personnel, dependents and contractors.
 - 5.5.1.6. Program and budget for resources to organize, train, equip and exercise forces in support of EM Program requirements.
 - 5.5.1.7. Provide designated Air Force representation to the Joint Requirements Office for the passive defense aspects of C-CBRN operations.
 - 5.5.1.8. Provide functional expertise to support EM Program integration with C-CBRN operations, homeland defense and civil support, force protection, critical infrastructure protection, antiterrorism, emergency preparedness, foreign consequence management, and emergency management activities.
 - 5.5.1.9. Provide functional expertise to support operational analysis, equipage, accession training, professional military education and training, functional area task qualification, exercises, science and technology, modeling and simulation and research, development and acquisition activities.
- 5.5.2. Through the Directorate of Security Forces (AF/A7S), develop antiterrorism, integrated base defense and force protection doctrine, policy and operational standards as outlined in AFDD 2-4.1, AFPD 31-3, *Air Base Defense* and AFI 10-245, *Air Force Antiterrorism Standards*.
- 5.6. Deputy Chief of Staff for Strategic Plans and Programs (AF/A8) will ensure Air Force strategic plans and fiscal guidance incorporate plans, programs, manpower and equipment requirements to execute the EM Program.
- 5.7. Director for Studies and Analyses, Assessments and Lessons Learned (AF/A9) will ensure the Air Force analyzes, assesses and provides lessons learned to ensure that EM plans, programs, operational concepts, education, training and exercising is appropriate at all levels throughout the Air Force.
- 5.8. Office of The Air Force Surgeon General (AF/SG) will:
- 5.8.1. Establish policies to address medical aspects of the EM Program.
 - 5.8.2. Incorporate EM considerations into medical plans, programs, requirements and budgets.

- 5.8.3. Provide medical expertise to support the development of Air Force policies and procedures and associated medical response capabilities.
- 5.8.4. Oversee the medical aspects of consequence management, homeland operations, emergency management, force protection, antiterrorism and C-CBRN passive defense programs.
- 5.8.5. Provide functional expertise to integrate medical response into homeland operations, C-CBRN and antiterrorism activities and to ensure medical forces are properly organized, trained and equipped to support EM operations including support of health risk assessment activities and patient treatment.
- 5.8.6. Provide medical functional expertise to support operational analysis, equipage, accession training, professional military education and training, functional area task qualification, exercises, science and technology, modeling and simulation and research, development and acquisition activities to support health risk assessment activities and patient treatment.
- 5.9. Director for Warfighting Integration and Chief Information Officer (SAF/XC) will plan, program and budget for an integrated, interoperable and network-centric communications infrastructure survivable in “all-hazard” environments.
- 5.10. Office of the Inspector General (SAF/IG) will review inspection criteria developed within functional areas (e.g., operations, maintenance, civil engineering, medical, services and force protection). The inspection criteria will be written to assess a unit’s emergency response and recovery capability and will be compatible with inspection policy. Additionally, the inspection criteria will ensure appropriate Air Force inspections and assessments include an evaluation of the unit's capability to conduct and sustain C-CBRN operations consistent with the unit mission and be operationally focused (e.g., sortie generation). Air Force Inspection Agency/SG will develop medical inspection criteria and unit self-inspection guidance as part of the EM Program.
- 5.11. Assistant Secretary of the Air Force for Acquisition (SAF/AQ) and Headquarters, Air Force Materiel Command, in conjunction with user MAJCOMs, will champion technologies to support the EM Program and incorporate the requirements into research, development and acquisition programs.
- 5.12. Air Force Office of Special Investigations will establish and integrate policies for the reporting of counter-threat operational information to Air Force commanders in support of the EM Program.
- 5.13. MAJCOMs, the ANG, Field Operating Agencies (FOAs) and Direct Reporting Units (DRUs) will develop plans, policies and procedures, and will program and budget resources to organize, train, and equip forces to execute the EM Program consistent with their unit mission and threat environment.

Michael W. Wynne
Secretary of the Air Force

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

- HSPD-5, *Management of Domestic Incidents*, 28 February 2003
- HSPD-7, *Critical Infrastructure Identification, Prioritization, and Protection*, 17 December 2003
- HSPD-8, *National Preparedness*, 17 December 2003
- National Response Plan*, US Department of Homeland Security, December 2004
- DOD Directive (DODD) 3025.1, *Military Support to Civil Authorities*, 15 January 1993
- DODD 3025.15, *Military Assistance to Civil Authorities*, 15 February 1997
- DODD 3150.8, *DOD Response to Radiological Accidents*, 13 June 1996
- DODD 5100.46, *Foreign Disaster Relief*, 4 December 1975
- DODD 6200.3, *Emergency Health Powers on Military Installations*, 12 May 2003
- DOD Instruction (DODI) 2000.18, *DOD Installation Chemical, Biological, Radiological, Nuclear and High-Yield Explosive Emergency Response Guidelines*, 4 December 2002
- DODI 6055.6, *DOD Fire and Emergency Services Program*, 21 December 2006
- DOD Manual (DODM) 3150.8-M, *Nuclear Accident Response Procedures Manual*, 22 February 2005
- Chairman of the Joint Chief of Staff Instruction 3125.01, *Military Assistance to Domestic Consequence Management Operations in Response to a Chemical, Biological, Radiological, Nuclear or High-Yield Explosive Situation*, 3 August 2001
- Joint Publication (JP) 1-02, *Department of Defense Dictionary of Military and Associated Terms*, 12 April 2001
- JP 3-11, *Joint Doctrine for Operations in Nuclear, Biological and Chemical (NBC) Environments*, 11 July 2000
- JP 3-40, *Joint Doctrine for Combating Weapons of Mass Destruction (WMD)*, 8 July 2004
- AFDD 2-1.8, *Counter-Chemical, Biological, Radiological and Nuclear Operations*, 26 January 2007
- AFDD 2-4.1, *Force Protection*, 9 November 2004
- AFDD 2-10, *Homeland Operations*, 21 March 2006
- AFPD 10-2, *Readiness*, 1 March 1997
- AFPD 10-8, *Homeland Defense and Civil Support*, 7 September 06
- AFPD 10-7, *Information Operations*, 6 September 2006
- AFPD 10-24, *Air Force Critical Infrastructure Program (CIP)*, 28 April 2006
- AFPD 10-26, *Counter-Nuclear, Biological and Chemical Operational Preparedness*, 6 February 2001
- AFPD 31-3, *Air Base Defense*, 28 December 2001

AFPD 32-20, *Fire Emergency Services*, 5 August 2003

AFPD 32-30, *Explosive Ordnance Disposal*, 8 May 2006

AFPD 41-1, *Health Care Programs and Resources*, 15 April 1994

AFPD 90-8, *Environment, Safety, and Occupational Health*, 1 September 2004

AFI 10-218, *Personnel Accountability in Conjunction with Natural Disasters or National Emergencies*, 31 October 2006

AFI 10-229, *Responding to Severe Weather Events*, 15 October 2003

AFI 10-245, *Air Force Antiterrorism Standards*, 21 June 2002

AFI 10-2501, *Air Force Emergency Management (EM) Program Planning and Operations*, 24 January 2007

AFI 10-2603, *Emergency Health Powers on Air Force Installations*, 7 December 2005

AFI 14-119, *Intelligence Support to Force Protection*, 6 January 2004

AFMAN 37-123, *Management of Records*, 31 August 2004

North American Aerospace Defense Command Instruction 10-22, *Nuclear, Biological, Chemical Warning and Reporting System*, 3 January 2005

Abbreviations and Acronyms

AFDD—Air Force Doctrine Document

AFI—Air Force Instruction

AFIMS—Air Force Incident Management System

AFMAN—Air Force Manual

AFPD—Air Force Policy Directive

AFRIMS—Air Force Records Information Management System

CBRN—Chemical, Biological, Radiological and Nuclear

C-CBRN—Counter-Chemical, Biological, Radiological and Nuclear

DOD—Department of Defense

EM—Emergency Management

HSPD—Homeland Security Presidential Directive

MAJCOM—Major Command

RDS—Records Disposition Schedule

WMD—Weapons of Mass Destruction

Terms

Antiterrorism—Defensive measures used to reduce the vulnerability of individuals and property to terrorist acts, to include limited response and containment by local military forces and civilian forces. (JP 1-02)

Civil Support—Department of Defense support to US civil authorities for domestic emergencies, and for designated law enforcement and other activities. (JP 1-02)

Consequence Management—Actions taken to maintain or restore essential services and manage and mitigate problems resulting from disasters and catastrophes, including natural, manmade, or terrorist incidents. (JP 1-02).

Counter-CBRN—Activities taken to detect, deter, disrupt, deny, or destroy an adversary's CBRN capabilities and to minimize the effects of an enemy CBRN attack. Note: The main interlinked components of C-CBRN operations are proliferation prevention, counterforce operations, active defense, passive defense and consequence management. (AFDD 2-1.8)

Crisis Management—Measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or an act of terrorism. It is predominantly a law enforcement response, normally executed under federal law. (JP 1-02)

Critical Infrastructure Protection—Mission Assurance/Risk Management program involving actions taken to prevent, remediate, or mitigate the risks resulting from vulnerabilities of critical infrastructure assets. Depending on risk, these actions could include changes in tactics, techniques or procedures; adding redundancy; selection of another asset; isolation or hardening; guarding; or similar measures. (DODD 3020.40)

Force Protection—Actions taken to prevent or mitigate hostile actions against DOD personnel (to include family members), resources, facilities and critical information. Force protection does not include actions to defeat the enemy or protect against accidents, weather or disease. (JP 1-02)

Emergency Management—The single, integrated Air Force program to coordinate and organize efforts to manage, prepare for, respond to, and recover from the direct and indirect consequences of CBRN and conventional weapon attacks, major accidents and natural disasters. The primary missions of the Air Force EM Program are to 1) save lives, 2) minimize the loss or degradation of resources and 3) continue, sustain, and restore combat and combat support operational capability in an “all hazards” physical threat environment at Air Force installations worldwide. The ancillary missions of the EM Program are to support homeland defense and civil support and to provide support to civil and host-nation authorities in accordance with DOD directives and through the appropriate Combatant Command. The Office of The Civil Engineer, HQ AF/A7C, manages the EM Program. (AFPD 10-25)

Homeland Defense—Missions include force protection actions, counterair, counterintelligence, air and space warning and control, counterterrorism, critical infrastructure protection, air and missile defense, information security operations, and network defense. In all of these missions, the DOD either acts as the designated lead federal agency, or with a high level of autonomy within the national security structure.

Homeland Operations—Incorporates all applications of air and space power designed to detect, preempt, respond to, mitigate, and recover from the full spectrum of incidents and threats to the homeland, whether man-made or natural. This includes homeland defense, defense support of civil authorities, and emergency preparedness. This construct for homeland defense and civil support establishes the Air Force's responsibilities in direct support of homeland security. (AFDD 2-10)

National Incident Management System (NIMS)—A system mandated by HSPD-5 that provides a consistent, nationwide approach for Federal, State, local, and tribal governments; the private sector; and non-governmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, local and tribal capabilities, the NIMS includes a core set of concepts, principles and terminology. This system will provide a consistent nationwide approach for Federal, State and local governments to work effectively and efficiently together to prepare for, respond to and recover from domestic incidents, regardless of cause, size or complexity. To provide for interoperability and compatibility among Federal, State, and local capabilities, the NIMS will include a core set of concepts, principles, terminology, and technologies covering the incident command system; multi-agency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certification; and the collection, tracking, and reporting of incident information and incident resources.

Passive Defense—Measures taken to reduce the probability of and to minimize the effects of damage caused by hostile action without the intention of taking the initiative. (JP 1-02)