

Contents

1	Vietnam and the Agent Orange Controversy Revisited	1
1.1	Background	1
1.2	The Use of Tactical Herbicides in the Vietnam War	3
1.3	The Disposal of Agent Orange	6
1.4	Finding a Resolution to Vietnam Veterans' Health Concerns	7
1.5	The Return to Vietnam	11
1.6	Methodological Issues in Assessing Impacts	14
1.7	Overview of the Book	16
	References	18
2	A History of the Development and Procurement of Tactical Herbicides	23
2.1	Background	23
2.2	The Initial Development of Tactical Herbicides	24
2.2.1	Previous Research Supporting the Initial Deployment of Tactical Herbicides in Vietnam	25
2.2.2	The Selection of the First Tactical Herbicides for Use in South Vietnam	26
2.3	The Defoliation Conferences	31
2.4	The Major Three Tactical Herbicides Used in Vietnam	37
2.5	Physical Properties, Handling and Safety Evaluations of the Tactical Herbicides	40
2.6	The Procurement and Management of Tactical Herbicides	41
2.6.1	Purchase Descriptions for the Tactical Herbicides	41
2.6.2	Quantities of Tactical Herbicides Procured	43
2.6.3	Ports of Embarkation	44
2.6.4	Management of the Tactical Herbicides	44
2.6.5	Summary of What Defined Tactical Herbicides	46
2.7	The Role of the Armed Forces Pest Control Board and Commercial Herbicides	46
2.7.1	Summary of the Use of Commercial Herbicides by the DOD	49

2.8	Implications of Tactical Versus Commercial Herbicides	49
References		49
3	The Military Use of Tactical Herbicides in Vietnam	57
3.1	Environmental Characteristics of South Vietnam	58
3.2	The Rationale for Herbicide Use in South Vietnam	60
3.3	Combat Tactical Zones	63
3.4	Historical Background on Early Spray Missions	65
3.5	Use Patterns of Individual Herbicides	66
3.6	Historical and Procedural Information on Operation RANCH HAND	68
3.6.1	Deployment of Aircraft	68
3.6.2	Development, Test, and Evaluation of Aerial Spray Systems for Vietnam	70
3.6.3	RANCH HAND Support Activities and Concepts	74
3.6.4	Accidental Spills	81
3.7	MACV Directive 525-1: Herbicide Procedures and Operations	82
3.8	Post Approval Procedures in Operation RANCH HAND	83
3.9	Coordinating RANCH HAND Spray Missions	86
3.10	Encountering a Hostile Environment	87
3.11	The Critical Role of the Forward Air Controller	89
3.12	Executing the Spray Mission	90
3.13	Preparation of the Daily Air Activity Report (DAAR)	92
3.14	Other Herbicide Requests	96
3.15	The Role of the Army Chemical Corps	97
3.16	Herbicide Operations in the Individual Combat Tactical Zones	100
3.17	The Preparation, Accuracy, and Use of the Military Records	105
3.18	Other Sources of Herbicide Consumption Data	107
3.19	The Accuracy of Geographic Data	110
3.20	Alternate Methods of Clearing Vegetation	111
3.21	Insecticides and Operation FLYSWATTER	112
3.22	Termination of Herbicide Use	114
References		115
4	Removal from Vietnam and Final Disposition of Agent Orange	121
4.1	Background	121
4.2	Operation PACER IVY	123
4.3	Storage and Maintenance of Agent Orange in the United States	134
4.4	Operation PACER HO	142
4.4.1	Selection of At-Sea Incineration and Discussion of Alternative Methods	142

Contents	xiii
4.4.2 Operation PACER HO	143
4.4.3 Description of Land-Based Operations.....	145
4.4.4 Operations at the Naval Construction Battalion Center	145
4.4.5 Operations at Johnston Island, Central Pacific Ocean	151
4.4.6 Land-Based and Shipboard Air Monitoring Programs	155
4.4.7 Brief Description of Shipboard Operations	155
4.4.8 The Termination of Operation PACER HO.....	156
References	158
5 Agent Orange and its Dioxin Contamination	161
5.1 The Significance of the Dioxin Contaminant in Agent Orange.....	161
5.2 Formation of the TCDD Contaminant	162
5.3 Establishing Agent Orange and its Contaminant as a Major Public Health Issue.....	165
5.4 Composition of Agent Orange and Associated Contaminants.....	169
5.5 Estimates of Quantities of Tactical Herbicides Procured by the Defense Supply Agency.....	172
5.6 The Initial Analysis of Dioxin Contamination in the Agent Orange Inventory	174
5.6.1 Sampling the NCBC and Johnston Island Inventories of Agent Orange	174
5.6.2 Air Force Results of Johnston Island Analyses for Dioxin	177
5.6.3 Results of the Naval Construction Battalion Center Analyses.....	178
5.7 A Re-analysis of TCDD in Agent Orange Stocks	179
5.7.1 A Re-evaluation of the NCBC and Johnston Island Agent Orange Inventories	179
5.7.2 Statistical Methodology for Air Force Data	180
5.7.3 Results for NCBC and Johnston Island Agent Orange Inventories	181
5.8 TCDD Data from the NIOSH Studies of 2,4,5-T Production	182
5.8.1 Statistical Analysis of Dioxin Levels in Production Samples of 2,4,5-T Formulations	182
5.8.2 Results and Discussion of NIOSH Data Sets	185
5.9 Conclusions as to the Amount of TCDD Disseminated in South Vietnam	185
References	186

6 The Testing of Aerial Spray Equipment, and Ecological Impacts of the Programs at Eglin Air Force Base, Florida	191
6.1 Introduction	191
6.2 Background	193
6.3 Test and Evaluations Projects on Test Area C-52A	199
6.4 Hardstand 7 Herbicide Loading and Storage Site	200
6.5 Herbicides/Chemicals Sprayed in the Test and Evaluation Programs	208
6.6 TCDD in Agent Orange and Purple Disseminated on the Test Area	209
6.7 The Military's Response to the Herbicides Sprayed on Test Area C-52A	211
6.8 Chemical and Bioassay Studies of Soil Cores from Test Area C-52A	214
6.9 Studies of the Vegetation of Test Area C-52A	221
6.9.1 Synopsis of Vegetative Studies	221
6.9.2 Discussion of the Sampling Procedure, Results, and Photographic Records	223
6.9.3 Studies of the Mammals, Birds, Reptiles, and Amphibians	229
6.9.4 Aquatic Studies	233
6.9.5 Insect Studies	237
6.9.6 Summary of Ecological Surveys	238
6.10 Persistence of TCDD in the Soils of Test Area C-52A	238
6.11 Routes of TCDD Disappearance on Test Girds Receiving 2,4,5-T Herbicide	241
6.12 Animal Studies of TCDD Uptake	243
6.13 Long-term Field Studies of the Beachmouse, <i>Peromyscus polionotus</i>	246
6.14 Actions to Control the Movement of TCDD from Hardstand 7 and Test Area C-52A	253
6.15 Conclusions	254
References	256
7 Monitoring Studies of Former Agent Orange Storage Sites in Mississippi and Johnston Island	263
7.1 Requirements for Site Reclamation of NCBC and Johnston Island	264
7.2 Historical Background on the Naval Construction Battalion Center	266
7.2.1 The Issue of Defective and Damaged Drums	267
7.2.2 Results of the USAF Academy Monitoring Program, 1974–1976	269
7.2.3 Environmental Health Laboratory Monitoring Program, 1974–1976	271

7.3	Historical Background on Johnston Island	272
7.3.1	Results of Early Monitoring Programs on Johnston Island	273
7.3.2	Potential Water Contamination of Johnston Island	274
7.4	Design of the Protocol for Monitoring the Herbicide Storage Sites	276
7.4.1	Preliminary Evaluation of the Protocol at NCBC	277
7.4.2	Implementation of the Formal Protocol	279
7.4.3	Chemical Analyses of Samples	280
7.4.4	Microbial Analyses of Samples	281
7.5	Results and Discussion of Herbicide and Microbial Data	281
7.6	Aquatic System Monitoring for TCDD at NCBC, 1977–1979	287
7.7	Management Recommendations for the NCBC Herbicide Storage Site	290
7.8	Implementation of the AFESC Herbicide Orange Monitoring Program	292
7.9	Site Characterization Study of NCBC in Preparation for Reclamation	294
7.10	Final Reclamation Actions at the Naval Construction Battalion Center	295
7.11	The Reclamation of the Johnston Island Herbicide Storage Site	297
	References	299
8	Agent Orange and Dioxin Remediation and the Return to Vietnam	303
8.1	The National Academy of Sciences Study, 1971–1974	303
8.2	The Period of Limited Access to Vietnam and Studies on Agent Orange, 1976–1995	305
8.3	Normalization Between the United and the Socialist Republic of Vietnam, 1995–Present	308
8.4	The Agent Orange Dioxin Remediation Workshops, 2005–2007	309
8.4.1	Background on the Workshops	309
8.4.2	The 1st Agent Orange and Dioxin Remediation Workshop, August 2005	310
8.4.3	The 2nd Agent Orange and Dioxin Remediation Workshop, June 2007	313
8.4.4	History and Maps of the Former Tactical Herbicide Storage and Loading Sites in Vietnam	314
	References	320

Postlude: Can there be a Satisfactory End to the Agent Orange Controversy?	325
The Resolution in Vietnam.	325
The Resolution for Vietnam Veterans	327
References	327
Index	329