CCMRF: The Title 10 Initial-Entry Force

By Mr. Mark T. Anderson and Mr. Matthew K. McLaughlin

"The gravest danger our Nation faces lies at the crossroads of radicalism and technology. Our enemies have openly declared that they are seeking weapons of mass destruction [WMDs], and evidence indicates that they are doing so with determination. The United States will not allow these efforts to succeed…"[1]

—George W. Bush
43d U.S. President

Deliberate and inadvertent WMD incidents pose significant, foreseeable challenges to the security of the American people. But beyond simply "putting boots on the ground," the Department of Defense (DOD) can provide substantial command and control (C2), logistical, and technical resources in response to requests for federal assistance. Historically, such responses have been organized on an ad hoc basis, with no specific units committed to homeland consequence management (CM) missions. However, national-level reviews of our ability to respond to WMD and other disasters eventually led to important legislation enacted in the mid-1990s. This article details the Title 10 initial-entry force—the chemical, biological, radiological, nuclear, and high-yield explosives consequence management response force (CCMRF).[2] At the time of this writing, a significant reconfiguration of the CCMRF is anticipated as a result of the 2010 Quadrennial Defense Review. Those developmental changes will reflect the lessons learned in fielding this new capability.

Background

A terrorist attack or an accidental chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE) incident could have catastrophic results that may overwhelm the response capacity of civil authorities. Recognizing this, Congress enacted the *Defense Against Weapons of Mass Destruction Act of 1996*, which directs the President to enhance federal government capabilities to prevent and respond to CBRNE incidents. These required capabilities are codified in two sections of the U.S. Code (USC). First, 50 USC §2313 directs DOD to provide federal, state, and local CBRNE assistance and establishes the Assistant Secretary of Defense for Homeland Defense and America's Security Affairs as the lead for coordinating DOD efforts. Second, 50 USC §2314 directs DOD to develop and maintain at least one terrorism rapid-response team to help federal, state, and local officials respond to CBRNE incidents.

The need for timely, specialized, effective responses to a CBRNE event, combined with the expectations put forth under the *National Response Framework* and federal law, point to a clear need for a well-orchestrated military CM response. There are several layered components of DOD support to civil authorities. A CCMRF capability is employed at the request of the Department of Homeland Security or other designated lead agency when the effects of a CBRNE incident exceed state and local capabilities. State capabilities include—

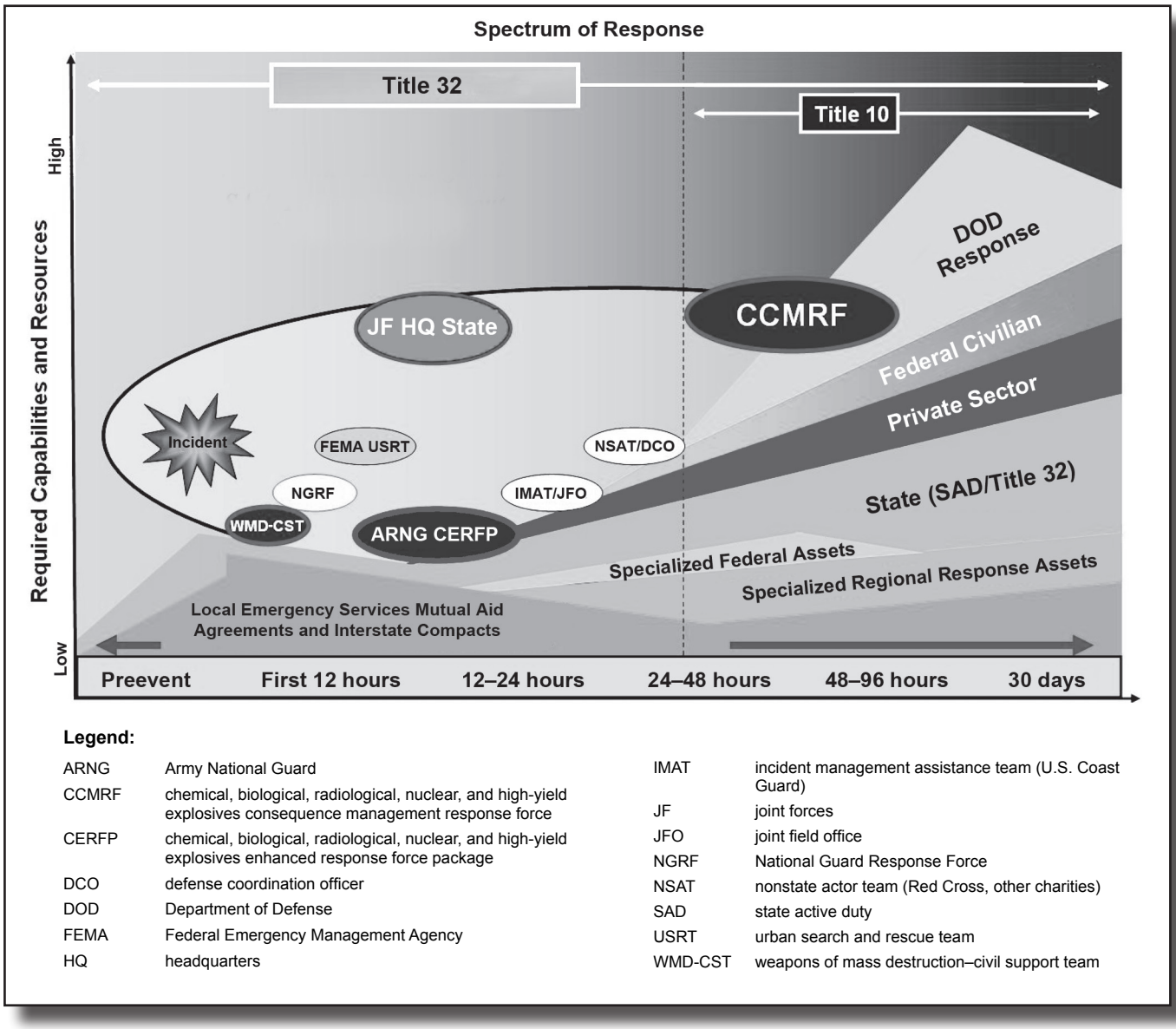
- Army National Guard (ARNG) weapons of mass destruction–civil support teams (WMD–CSTs), which identify CBRNE hazards and provide response advice.
- ARNG chemical, biological, radiological, nuclear, and high-yield explosives enhanced response force packages (CERFPs), which provide medical support, casualty search and extraction, and casualty decontamination support.

Mission

According to the Report on Activities and Programs for Countering Proliferation and NBC Terrorism, "The mission of CCMRFs is to provide CBRNE [CM] support, as approved by the Secretary of Defense or as directed by the President, in response to deliberate or inadvertent CBRNE incidents."[3] To meet this mission, CCMRFs are composed of forces with specialized CBRNE training and equipment and general-purpose forces that are trained to operate in a CBRNE environment. The CCMRF role in the overall response to a major CM event is illustrated in Figure 1. The CCMRFs deploy rapidly, assist local civil responders and other state assets in determining the limits of the hazard, provide medical and technical advice, and pave the way for the identification and arrival of follow-on federal military response assets.

Current Configuration

Each CCMRF mission is executed by a joint task force that is composed of Regular Army and Reserve Component units, other service capabilities, and interagency augmentation, numbering about 4,700 personnel. The current fielding plan incrementally sources three separate CCMRFs to provide the capability to respond to multiple CBRNE events. Each CCMRF



Legend:

ARNG	Army National Guard	IMAT	incident management assistance team (U.S. Coast Guard)
CCMRF	chemical, biological, radiological, nuclear, and high-yield explosives consequence management response force	JF	joint forces
CERFP	chemical, biological, radiological, nuclear, and high-yield explosives enhanced response force package	JFO	joint field office
DCO	defense coordination officer	NGRF	National Guard Response Force
DOD	Department of Defense	NSAT	nonstate actor team (Red Cross, other charities)
FEMA	Federal Emergency Management Agency	SAD	state active duty
HQ	headquarters	USRT	urban search and rescue team
		WMD-CST	weapons of mass destruction–civil support team

Figure 1. CCMRF role in response to a major CM event

is organized into a joint task force (JTF) headquarters, brigade level operations task force (Task Force Operations), brigade level aviation task force (Task Force Aviation), and brigade level medical task force (Task Force Medical).

A CCMRF is designed to provide a wide range of capabilities, to include—

- Incident assessment.
- C2.
- Search and rescue.
- Medical assistance.
- Decontamination.
- Transportation (aerial and ground).
- Mortuary affairs.
- General logistical support.

The modular, scalable design of the task force is key to its effectiveness. For smaller events, the design allows for the deployment of only those capabilities that are actually required. For larger events, the robust C2 structure enables the CCMRF to fill its intended role as the lead element of a DOD response. The CCMRF response structure for a major CBRNE incident is provided in Figure 2, page 6.

Employment and Capabilities

If requested, CCMRFs are employed by the U.S. Army Northern Command in support of the Department of Homeland Security or other designated lead federal agency. Although each CCMRF contains forces for its own security, response to civil disturbances is not part of the CCMRF mission set and DOD adheres to the "Posse Comitatus Act." The mobilization of Reserve Component forces

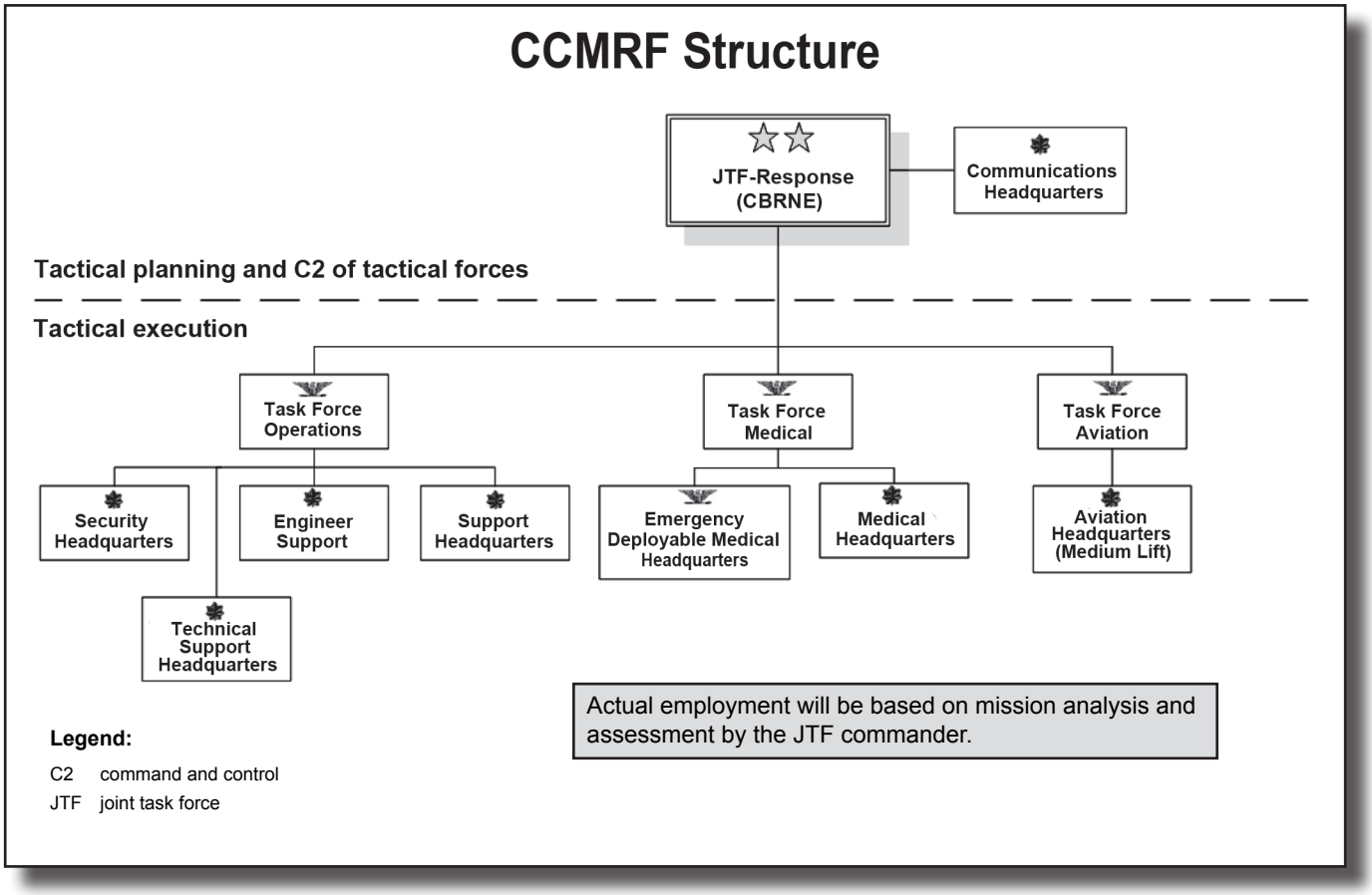


Figure 2. CCMRF response structure for a major CBRNE incident

within CCMRFs is predicated upon legal authority in specific sections of the USC.

The CCMRF's primary role when responding to a CBRNE event is to augment the CM efforts of civil responders by providing complementary and reinforcing capabilities when the effects of the event exceed state civilian and NG capabilities, including—

- Hazard assessment.
- Robust C2.
- Comprehensive decontamination of personnel and equipment.
- Handling and disposal of hazmat.
- Air and land transportation.
- Aerial medical evacuation.
- Mortuary affairs.
- General logistical support to provide extended operations (sustainment).

CCMRF 1 units, which are primarily Regular Army units, were assigned to the U.S. Army Northern Command on 1 October 2008. CCMRF 2 and CCMRF 3 units, to be composed primarily of Reserve Component units, will assume missions in the next few years. CCMRF forces are organized into force packages (FPs), which deploy in phases in response to a CBRNE event. The FPs include—

- **FP1.** Offers C2 and advanced-echelon elements, assessment capabilities, and initial-response elements, including CBRNE reconnaissance (detection and identification of CBRNE hazards) and initial decontamination and medical response capabilities.
- **FP2.** Reinforces FP1 capabilities and adds transportation, logistical support, security, and public affairs capabilities.
- **FP3.** Provides additional reinforcement—particularly for transportation and logistics missions—and adds a mortuary affairs capability.

Maneuver Support Perspective

Much of the specialized capability of the CCMRF is concentrated in Task Force Operations. While Task Force Medical and Task Force Aviation act largely within their normal, doctrinally designated mission areas, Task Force Operations addresses requirements that are more specific to a CBRNE incident in support of a CM mission.

Technical support forces include units that provide mass casualty decontamination and CBRNE reconnaissance

(which are CBRNE core capabilities) and technical rescue. Engineers, particularly in the 21M (firefighter) military occupational specialty, are best-suited for technical rescue. In addition to military training requirements, unit members require training according to various National Fire Protection Association (NFPA) codes and standards or Title 29, Code of Federal Regulations (CFR), guidelines to work effectively with their civilian counterparts. The U.S. Army Maneuver Support Center of Excellence (MSCoE) at Fort Leonard Wood, Missouri, is best-suited to provide these capabilities.

A similar situation prevails with the security units assigned to the CCMRF mission. The security of sensitive military equipment—probably in an urban environment, among a presumably friendly (if understandably upset) populace—is required. The CCMRF's mission is not to deploy nonlethal capabilities during civil control, but to interoperate effectively with civil law enforcement authorities. Only the military police core competencies include support to civil law enforcement.

The result is a Task Force Operations that is similar to a combat support force. Specifically, it is a combination of maneuver support and logistics forces, with specialized requirements concentrated in the maneuver support arena. While a brigade combat team or other brigade level C2 element could effectively serve as the Task Force Operations headquarters element, the maneuver enhancement brigade (MEB) is uniquely suited for the command of engineer, military police, and CBRNE units. The MEB command structure and operational employment concept, which include CM as a core part of the mission set, provide an optimized capability for this requirement. By rapidly establishing a substantial JTF command structure on the ground, the CCMRF ensures that DOD can respond to requests for follow-on forces with confidence that assigned units will be effectively integrated into the response.

The Deputy Secretary of Defense directed the Secretary of the Army to lead DOD efforts to improve military support for response to incidents involving WMD. The U.S. Army Training and Doctrine Command (TRADOC) and MSCoE took responsibility for the core functions of requirements determination, doctrine development, organizational design, and training development and execution for the CBRNE CM programs on 10 May 2001. These were further amplified on 9 June 2001. Army Regulation (AR) 5-22 identifies MSCoE as the force modernization proponent for CBRNE CM. MSCoE functions include—

- Developing and documenting concepts.
- Developing doctrine.
- Developing organizational design.
- Determining materiel requirements.
- Developing training programs.
- Developing training support requirements.
- Developing manpower requirements (except as provided in AR 600-3).
- Coordinating proponent initiatives with user units.

In 2007, a Government Accountability Office audit listed a number of major problems with the readiness of CBRNE units, particularly those designated to support the CCMRF program. The report questioned whether these "… units would be able to respond effectively to significant wartime or terrorist CBRNE events…" and doubted the Army's plans to improve this condition.[4] However, the Army did not concur and described the actions it has taken, including the development of—

- Concepts and doctrine.
- Organizational design.
- Training and leadership standards.
- Joint capability.

Concepts and Doctrine. Operational concepts and doctrine must serve as the foundation for the employment of the asset. Field Manual (FM) 3-11.22 includes the employment of the CCMRF mission in a broader civil support role. The MSCoE is responsible for the development of tactical-level CBRNE operations doctrine (multi-Service or Army) and provides support for joint doctrine development. The fundamental difference is the level of military operations addressed in the doctrine. Critical publications include Joint Publication (JP) 3-41 and FM 3-11.21.

Organizational Design. The MEB is the only organization in the Army with C2 of CM forces in the standard requirements code of the tables of organization and equipment, making CM a specified mission capability. Other organizational design issues, particularly those regarding CBRNE units, are continuously under review.

Training and Leadership Standards. The Army needed a training and leader development foundation for the program. From 1999 to 2006, units relied on the standards promulgated in National Fire Protection Association (NFPA) 450, NFPA 472, NFPA 1006, and NFPA 1670. However, these were not sufficient for the full spectrum response, nor did they address the military aspects of the mission. In 2006, the U.S. Army Chemical, Biological, Radiological, and Nuclear School (USACBRNS) at Fort Leonard Wood established the Mass Casualty Decontamination Course and the Chemical, Biological, Radiological, and Nuclear (CBRN) Responder Course as mandatory prerequisites for all Chemical Regiment Soldiers slated to assume the CCMRF mission. Three weeks of this beneficial training accomplishes what once took months to complete. Soldiers and Airmen who attend the CBRN Responder Course now receive certifications compatible with, and recognized by, their civilian counterparts.

The U.S. Army Engineer School at Fort Leonard Wood is currently reviewing training requirements for casualty extraction, search, and rescue. This technical rescue skill set currently resides in only one Regular Army engineer company and in select ARNG units. Other TRADOC centers of excellence

and schools and the U.S. Army Medical Department Center and School, San Antonio, Texas, have been tasked to conduct a similar review for medical, C2, and intelligence fusion tasks. This review is to be completed in time for the Fiscal Year 2012–2017 DOD program objective memorandum cycle.

Joint Capability. The CCMRF is a joint capability. The Joint Staff Force Structure, Resources, and Assessment Directorate (J-8)/Joint Requirements Office for CBRN Defense has developed an initial capabilities document for CBRNE CM. There are also other programs of record for some of the equipment needed for this mission, including hazmat equipment and search-and-rescue gear. However, the operational force continues to procure most of the commercial, off-the-shelf material required for this effort.

Finally, facilities are critical components of training for this mission. Training Circular (TC) 25-1 and TC 25-8 provide little guidance concerning the types of training space required for the CCMRF mission. Several specialty training ranges, such as rubble piles, have been installed around the country for technical rescue training, but there is no means of standardizing the ranges according to the Army mission profile. TRADOC and MSCoE are working on this issue as part of an ongoing doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) assessment of the CCMRF mission. There are world-class facilities at MSCoE to support the generating force portion of this mission.

Conclusion

As directed by the Vice Chief of Staff of the Army, TRADOC—with MSCoE as the office of primary responsibility—and Army stakeholders are following standard Army business practices by—

- Using the Systems Approach to Training.
- Validating training at the Structure and Manning Decision Review.
- Writing requirements documents.
- Reviewing the organizational design.

Today, through the use of communities of practice—coupled with the TRADOC Homeland Defense/Civil Support Integrated Capabilities Development Team—MSCoE is working to resolve most of the issues identified in previous assessments and has established mechanisms for continuous improvement and feedback. Unfortunately, the threats that the Nation faces today make the need for a meaningful CBRNE CM response all too real. Just as with operations overseas and abroad, U.S. forces must be prepared to do everything possible to protect our Nation on the home front. And whether they are part of a CCMRF or under some other paradigm, maneuver support forces will always be at the heart of that response.

Endnotes:

[1]President George W. Bush, *The National Security Strategy of the United States of America*, 17 September 2002.

[2]"Title 10" refers to USC, Title 10, *Armed Forces*.

[3]*Report on Activities and Programs for Countering Proliferation and NBC Terrorism*, Volume 1, Executive Summary, Counterproliferation Program Review Committee, July 2009.

[4]*Chemical and Biological Defense: Management Actions Are Needed to Close the Gap Between Army Chemical Unit Preparedness and Stated National Priorities*, U.S. Government Accountability Office, January 2007.

References:

AR 5-22, *The Army Force Modernization Proponent System*, 6 February 2009.

AR 600-3, *The Army Personnel Development System*, 26 February 2009.

CFR, Title 29, *Labor*.

FM 3-11.21, *Multiservice Tactics, Techniques, and Procedures for Chemical, Biological, Radiological, and Nuclear Consequence Management Operations*, 1 April 2008.

FM 3-11.22, *Weapons of Mass Destruction–Civil Support Team Operations*, 10 December 2007.

JP 3-41, *Chemical, Biological, Radiological, Nuclear, and High-Yield Explosives Consequence Management*, 2 October 2006.

National Response Framework, U.S. Department of Homeland Security, January 2008.

NFPA 450, *Guide for Emergency Medical Services and Systems*, 2009 Edition.

NFPA 472, *Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents*, 2008 Edition.

NFPA 1006, *Standard for Technical Rescuer Professional Qualifications*, 2008 Edition.

NFPA 1670, *Standard on Operations and Training for Technical Search and Rescue Incidents*, 2009 Edition.

Public Law (PL) 104-201, *Defense Against Weapons of Mass Destruction Act of 1996*, 23 September 1996.

Quadrennial Defense Review, DOD, 1 February 2010.

TC 25-1, *Training Land*, 15 March 2004.

TC 25-8, *Training Ranges*, 5 April 2004.

USC, Title 18, *Crimes and Criminal Procedure*, §1385, "Posse Comitatus Act."

USC, Title 50, *War and National Defense*, §2314, "Chemical-Biological Emergency Response Team."

USC, Title 50, *War and National Defense*, §2323, "Nuclear, Chemical, and Biological Emergency Response."

Mr. Anderson is the acting director of the Homeland Defense/Civil Support Office, MSCoE. He holds a bachelor's degree from the University of Illinois and a master's degree in public administration from Jacksonville State University, Alabama. He is a candidate for a doctorate degree in technology management at Indiana State University, with a research interest in leading virtual teams.

Mr. McLaughlin is a military development analyst in the Homeland Defense/Civil Support Office, MSCoE. He serves as the radiological and nuclear subject matter expert and coordinates capabilities development for U.S. Army responses to domestic WMD events. He holds a master's degree in nuclear engineering from the University of Missouri–Rolla (now Missouri University of Science and Technology).

A similar version of this article was printed in the Summer 2009 issue of the Maneuver Support Magazine.