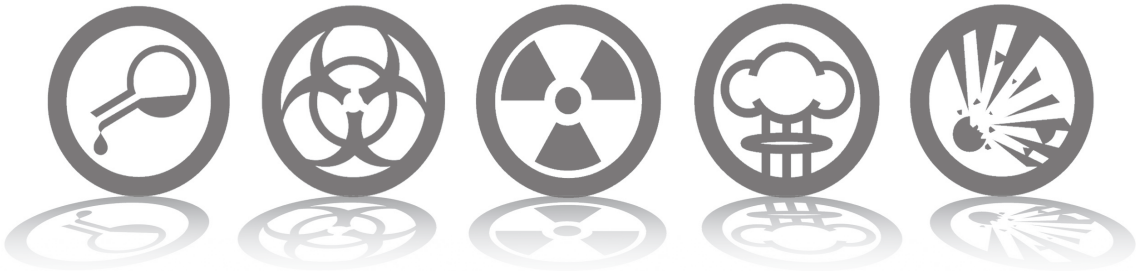

Chemical, Biological, Radiological, Nuclear, and High-Yield Explosive Consequence Management Response Force:

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…."***
>
> ***—George W. Bush***
> ***43d U.S. President***

Deliberate or inadvertent WMD incidents pose a great and foreseeable challenge to the security of the American people. Beyond simply putting boots on the ground, the Department of Defense (DOD) can bring to bear substantial command and control (C2), logistical, and technical resources in response to requests for federal assistance. Historically, such response had been organized on an ad hoc basis, with no specific units being committed to homeland consequence management (CM) missions. However, national-level reviews of our ability to respond to WMDs and other disasters eventually led to important pieces of legislation in the mid-1990s.

This is the second of three articles designed to address the layered military response to support civil authorities and will detail the Title 10 initial entry force—the Chemical, Biological, Radiological, Nuclear, and High-Yield Explosive (CBRNE) Consequence Management Response Force (CCMRF). (The first article, "Weapons of Mass Destruction–Civil Support Team: The Title 32 Initial Response Force," by Lieutenant Colonel Christian M. Van Alstyne and Mr. Stephen H. Porter, appeared in the Winter 2009 issue of *Maneuver Support Magazine*. The individual state—Title 32—response assets will be addressed in the third article in the series.)

Background

A terrorist attack or an accidental CBRNE incident could create catastrophic results that may overwhelm the response capacity of civil authorities. Recognizing this, Congress enacted the Weapons of Mass Destruction Act of 1996, which directs the president to enhance the federal government's capabilities to prevent and respond to CBRNE incidents. These required capabilities are codified in two sections of United States Code (USC). First, 50 USC 2313 directs DOD to provide federal, state, and local CBRNE assistance and established 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, and effective response 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 will be employed at the request of the Department of Homeland

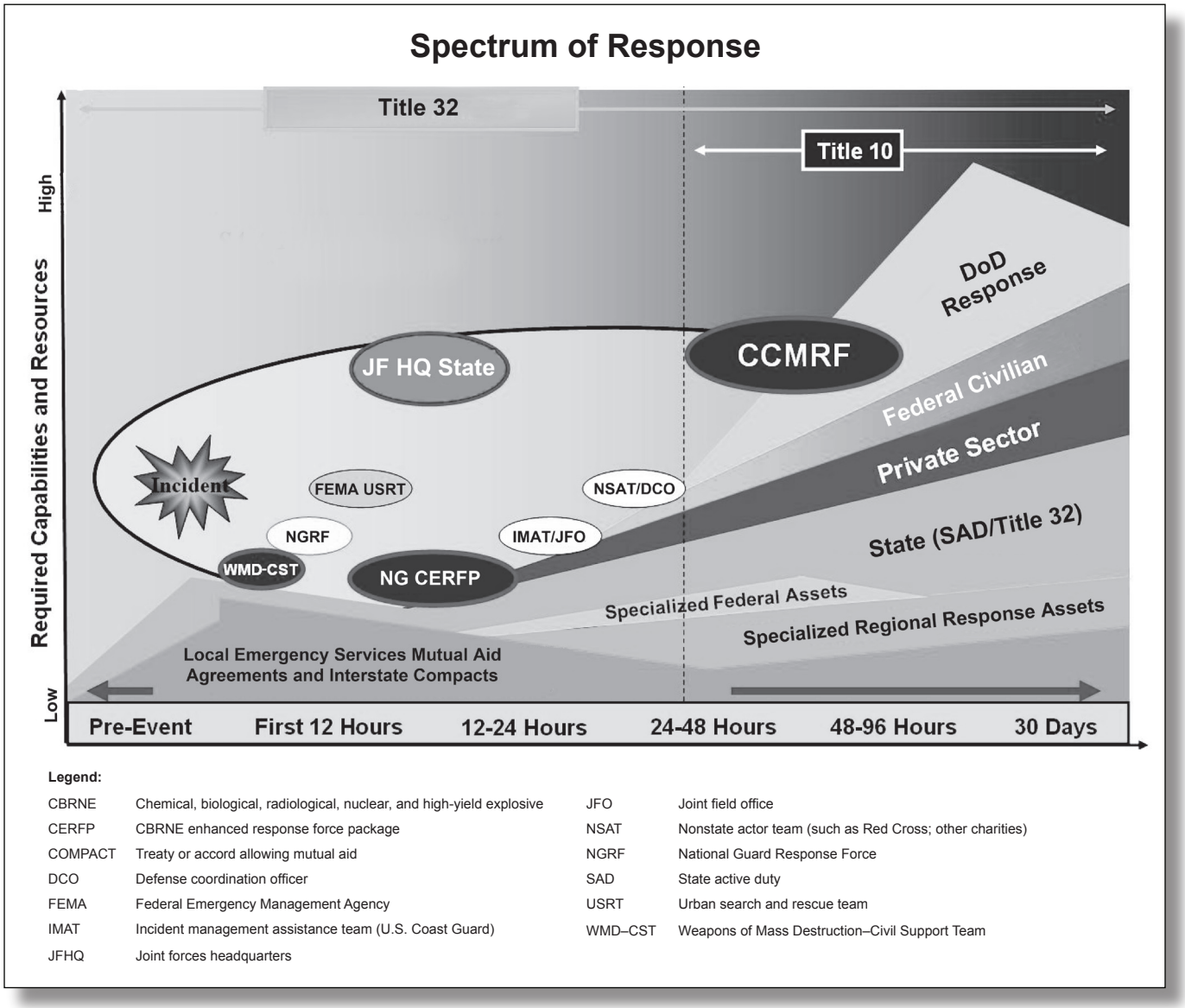

Figure 1. CCMRF role in response to a major CM event

Security or designated lead agency when the effects of a CBRNE incident exceed state and local capabilities. State capabilities include—

- United States National Guard WMD–Civil Support Teams (WMD–CSTs) that identify CBRNE hazards and provide response advice.
- United States National Guard CBRNE enhanced response force packages (NG–CERFPs) that provide medical support, casualty search and extraction, and casualty decontamination support.

Mission

The CCMRF mission, from the Joint Chiefs of Staff CBRNE CM execution order, is: "DOD provides CBRNE CM support, as approved by the Secretary of Defense or as directed by the President, in response to deliberate or inadvertent CBRNE incidents." To meet this mission, a CCMRF is composed of forces with specialized CBRNE training and equipment as well as general-purpose forces 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 are able to deploy rapidly, assist local civil responders and other state assets to determine 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 composed of Regular Army, United States Army Reserve, and United States Army National Guard units, other service capabilities, and interagency augmentation, numbering approximately 4,700 personnel. The current fielding plan incrementally sources three separate CCMRFs to provide the capability to respond to multiple CBRNE events. Each CCMRF is organized into a joint task

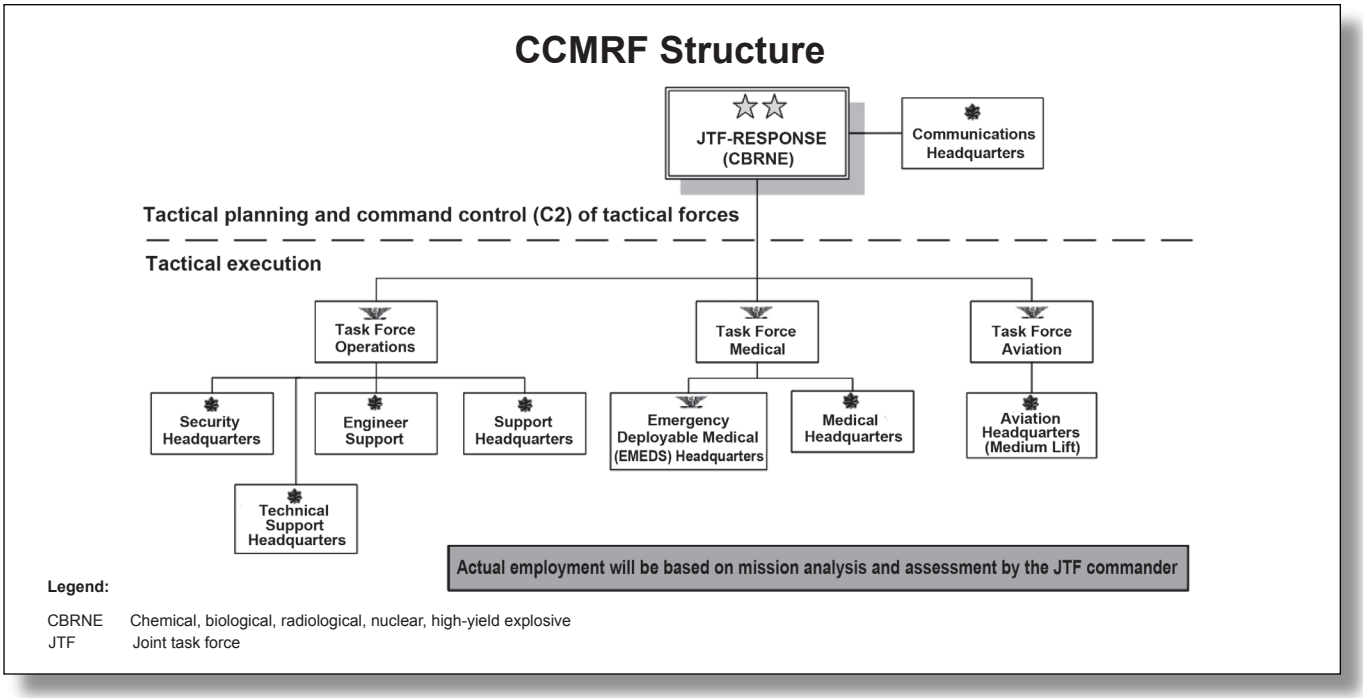

Figure 2. CCMRF response structure in a major CBRNE incident

force headquarters, a brigade-level operations task force (Task Force Operations), a brigade-level aviation task force (Task Force Aviation), and a 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.
- 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, it allows for 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. For the CCMRF response structure in a major CBRNE incident, see Figure 2.

Employment and Capabilities

If requested, CCMRFs will be employed by United States Army Northern Command (NORTHCOM) in support of the Department of Homeland Security or a designated lead federal agency. Each CCMRF contains forces for its own security, but response to civil disturbances is not part of the CCMRF mission set, and DOD adheres to the Posse Comitatus Act. Mobilization of Reserve Component forces 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 National Guard capabilities, to include—

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

CCMRF–One units, which are primarily Regular Army units, were assigned to NORTHCOM on 1 October 2008. CCMRF–Two and CCMRF–Three, to be composed primarily of Reserve Component units, will assume missions in the next few years. CCMRF forces are organized into FPs, which deploy in phases in response to a CBRNE event. The FPs include—

- FP1, which 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, which reinforces FP1's capabilities and adds transportation, logistical support, security, and public affairs capabilities.
- FP3, which provides additional reinforcement, particularly for transportation and logistics missions, and adds a mortuary affairs capability.

Maneuver Support Perspective

In the CCMRF, much of the specialized capability 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, Servicemembers in these types of units require training according to various National Fire Protection Association (NFPA) codes or standards or 29 Code of Federal Regulations guidelines to work effectively with their civilian counterparts. The United States Army Maneuver Support Center (MANSCEN) 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 requirement is for security of sensitive military equipment, probably in an urban environment, among a presumably friendly if understandably upset populace. It is not the CCMRF's mission 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 looks very much like 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 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 joint task force 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 WMDs. The United States Army Training and Doctrine Command (TRADOC) and MANSCEN took responsibility for the core functions of requirements determination, doctrine development, organizational design, and training development/training execution for the CBRNE CM programs on 10 May 2001. These were further amplified on 9 June 2001. The new Army Regulation (AR) 5-22, *The Army Proponent System,* identified MANSCEN as the force modernization proponent for CBRNE CM. Its 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, *The Army Personnel Proponency System*).
- 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. However, the Army did not concur and described the actions it has taken, to include—

- Developing concepts and doctrine.
- Developing organizational design.
- Developing training and leadership standards.
- Developing a joint capability.

Concepts and Doctrine. Operational concepts and doctrine must be laid down as the foundation for employment of the asset. The field manual (FM) that includes the employment of the CCMRF mission in a broader civil support roll is under revision. MANSCEN is responsible for the development of tactical-level CBRNE operations doctrine (either multi-Service or Army), and provides support to joint doctrine development. The fundamental difference is the level of military operations addressed in the doctrine. A critical publication is Joint Publication 3-41, *Chemical, Biological, Radiological, Nuclear, and High-Yield Explosives Consequence Management Operations*, published in October 2006 by NORTHCOM. Another critical CM publication is FM 3-11.21, *Multiservice Tactics, Techniques, and Procedures for Chemical, Biological, Radiological, and Nuclear Consequence Management Operations*. The current version is April 2008.

Organizational Design. The MEB is the only organization in the Army with C2 of CM forces in the Standard Requirements Code of the Table of Organization and Equipment, making CM a specified mission capability. Other

Figure 3. Examples of commercial equipment for the CCMRF mission

organizational design issues, particularly those regarding CBRNE units, are continuously under review.

Training and Leadership Standards. The Army had to lay down a training and leader development foundation for the program. From 1999 until 2006, units relied on the standards promulgated in NFPA No. 450, Guide for Emergency Medical Services and Systems; No. 472, Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incident; No. 1006, Standard for Technical Rescuer Professional Qualifications; and No. 1670, Standard on Operations and Training for Technical Search and Rescue Incidents. However, these were not sufficient for the full spectrum response, nor did they address the military aspects of the mission. In 2006, the United States Army Chemical, Biological, Radiological, and Nuclear School at Fort Leonard Wood established the Mass Casualty Decontamination Course and the CBRN Responder Course to provide mandatory training for all Chemical Regiment Soldiers before they could assume the CCMRF mission. This training accomplished in less than three weeks what once took months to complete and has been a great benefit to the program. Soldiers and Airmen who attend the CBRN Responder Course now receive certifications compatible with, and recognized by, their civilian counterparts.

The United States 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 select Army National Guard units. Other TRADOC centers of excellence and schools, as well as the United States 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 will be completed late in 2009 in time for the fiscal year 2012 to 2017 DOD program objective memorandum cycle.

Joint Capability. The CCMRF is a joint capability. The Joint Staff 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, either HAZMAT equipment or search-and-rescue gear. However, most of the materiel for this effort is commercial-off-the-shelf (COTS) and continues to be procured by the operational force. Examples of some of the COTS equipment are shown at Figure 3.

Finally, facilities are a critical component in the ability to train this mission. Training Circular (TC) 25-1, *Training Land*, and TC 25-8, *Training Ranges*, provide little guidance concerning the types of training space required for the CCMRF mission. There are several specialty training ranges, such as rubble piles, installed around the country for technical rescue training, but nothing to standardize them according to the Army mission profile for that mission. TRADOC and MANSCEN 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. MANSCEN has world-class facilities to support the generating force portion of this mission.

Conclusion

As directed by the Vice Chief of Staff of the Army, TRADOC—with MANSCEN 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—MANSCEN is working to resolve most of the issues identified in previous assessments and has established mechanisms for continuous improvement and feedback. Unfortunately, the threats 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 as part of a CCMRF or under some other paradigm, maneuver support forces will always be at the heart of that response.

Mr. Anderson is Acting Director of the Homeland Defense/Civil Support Office, United States Army Maneuver Support Center (MANSCEN), Fort Leonard Wood, Missouri. He has been a legislative assistant for a U.S. representative and an elected official. His assignments included rifle and scout platoon leader, decontamination platoon leader, executive officer, chemical detachment commander, and brigade chemical officer. He holds a bachelor's from the University of Illinois and a master's in public administration from Jacksonville State University. He is a candidate for a doctorate degree in technology management at Indiana State University, Terre Haute, Indiana, with a research interest in leading virtual teams.

Mr. McLaughlin is a military development analyst in the Homeland Defense/Civil Support Office of MANSCEN. He serves as the radiological and nuclear subject matter expert and coordinates capabilities development for United States Army response to domestic WMD events. He is a former submarine nuclear power plant operator, engine room supervisor, and chief petty officer. He holds a master's in nuclear engineering from the University of Missouri–Rolla (now Missouri University of Science and Technology). He serves as an engineering duty officer in the United States Navy Reserve, was deployed as a seaward security officer in support of Operation Iraqi Freedom, and commands a shipyard support unit in Tulsa, Oklahoma.

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took place in late July through early August 2009 at Fort Leavenworth, Kansas. Vibrant Response is a USNORTHCOM-directed, USARNORTH-executed, joint CCMRF mission rehearsal exercise designed to train and exercise USARNORTH JTFs and CCMRF task force headquarters staff in homeland defense and civil support processes. At the end of this exercise, the Task Force Operations command and control capability was validated and key leaders and staffs were trained and ready to assume the CCMRF mission.

The final stage of the CCMRF certification process was the validation of the entire unit during an emergency deployment readiness exercise and field training exercise. This was the pinnacle training event and involved all units coming together to train at a simulated CBRNE incident site. The entire regular Army CCMRF JTF alerted, marshaled, and deployed according to actual mission timelines and procedures, then conducted consequence management operations in support of federal, state, and local authorities. This was the first full exercise of the CCMRF and presented a tremendous training opportunity.

While the 4th MEB trains for and executes its CCMRF mission, it also continues to execute its role as the FORSCOM TRA higher headquarters to the 92d Military Police Battalion, the 5th Engineer Battalion, and the 94th Engineer Battalion. Each of these FORSCOM units has a different tactical mission focus and a different Army Force Generation (ARFORGEN) timeline. The 92d is preparing for future military police missions in Southwest Asia. The 5th redeployed from Iraq and its own 14-month combat tour in July 2009 and continues its engineer and military working dog team deployments to both Operation Iraqi Freedom and Operation Enduring Freedom. The 94th recently completed reset (recovery from its 15-month combat tour in Iraq and retraining in preparation for a future Operation Iraqi Freedom or Operation Enduring Freedom deployment).

"The 4th MEB has a challenging future ahead—a national homeland security mission of critical importance to the United States, with continuing support to the War on Terrorism with military police and engineer units. This is a challenge the brigade enjoys, and the 4th MEB relishes its role as a key member of the great 1st Infantry Division, JTF–CS, and MANSCEN teams."

—Colonel Robert H. Risberg
Commander, 4th Maneuver Enhancement Brigade

Captain McCullough is the fire support and effects officer for the 4th Maneuver Enhancement Brigade, Fort Leonard Wood, Missouri. His most recent assignments include assistant operations officer, 3d Battalion, 7th Field Artillery Regiment, and fire support officer, 2d Battalion, 27th Infantry Regiment—both units part of 3d Brigade, 25th Infantry Division, Schofield Barracks, Hawaii. He is a graduate of the United States Military Academy at West Point, New York, and is pursuing a master's in management and leadership at Webster University.