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MEMORANDUM FOR: Distribution List

Subject: Counterproliferation Strategy

1. The enclosed counterproliferation strategy establishes basic principles, operational concepts, and strategic guidance for countering the proliferation of weapons of mass destruction (WMD).
2. In 1997, the Quadrennial Defense Review underscored DOD's need to "institutionalize counterproliferation as an organizing principle in every facet of military activity" and tasked the Joint Staff and combatant commands to develop an integrated counterproliferation strategy. The Defense Planning Guidance reemphasized this requirement.
3. This counterproliferation strategy establishes the framework to ensure a complete and common understanding of counterproliferation. Request widest dissemination of the enclosed document.
4. Without enclosure, this memorandum is UNCLASSIFIED.

For the Chairman of the Joint Chiefs of Staff:

A handwritten signature in black ink, appearing to read "S. A. Fry".

S. A. FRY  
VADM, USN  
Director, Joint Staff

Enclosure

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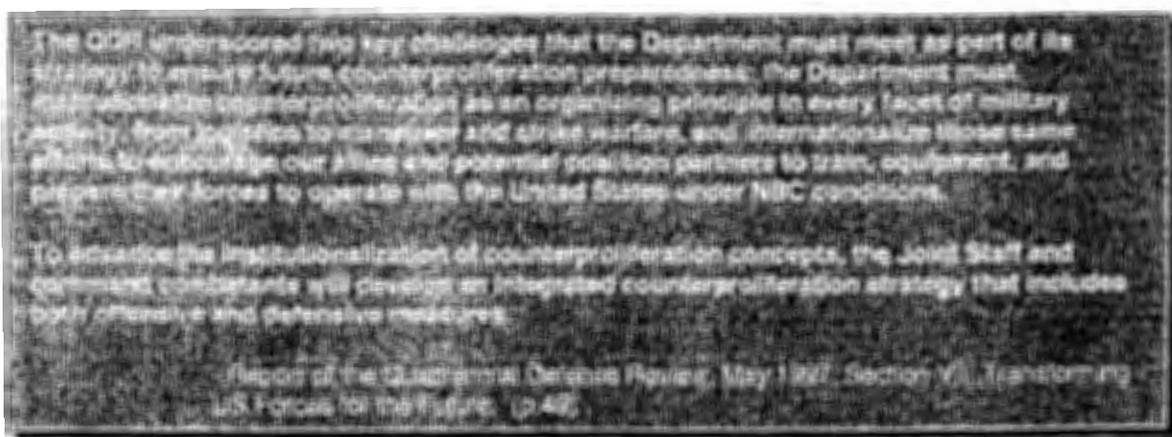
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## Counterproliferation Strategy (U)



### (U) Introduction

(U) *Background and Purpose.* In 1993, the US government began a deliberate and comprehensive effort to respond to the proliferation of WMD (WMD) around the world. Included in this effort-- along with the application of diplomatic, economic, and informational elements of US national power-- was a charge to the Department of Defense to ensure US military forces, plans, and preparations focused on the unique challenges associated with countering the proliferation of WMD. Since then, the Department of Defense has made significant strides toward countering this threat and has established counterproliferation (CP) policy, provided deliberate planning guidance to combatant commanders, developed a management structure to oversee progress, initiated a Critical Infrastructure Protection (CIP) program effort that supports and augments the counterproliferation program, and established a mechanism for assessing accomplishment of counterproliferation goals and programs.

(U) All of these efforts have a single end state--institutionalization of counterproliferation as "an organizing principle in every facet of military activity, from logistics to maneuver and strike warfare."<sup>1</sup>

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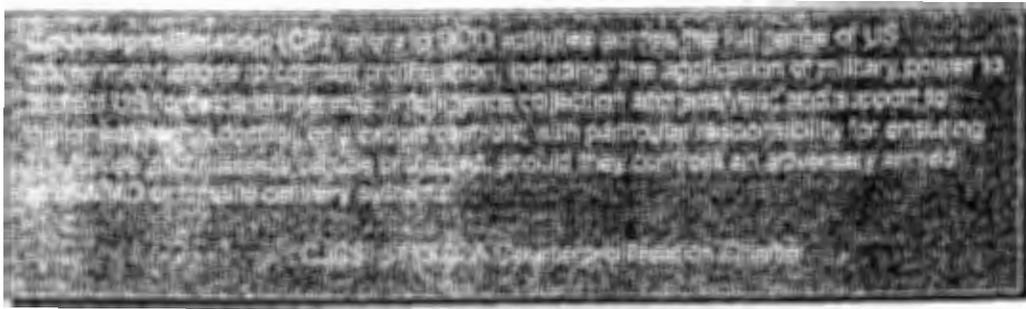
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<sup>1</sup> p. 49, "Section VII - Transforming US Forces for the Future," *Report of the Quadrennial Defense Review*, May 1997

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(U) As this process has matured, the Department of Defense has recognized the need for a counterproliferation strategy that:

- (U) Describes the integration of the Department's efforts.
- (U) Translates national security strategy, national military strategy and defense policy into military objectives.
- (U) Bridges national strategic guidance to operational tasks in support of warfighting commanders' deliberate planning.

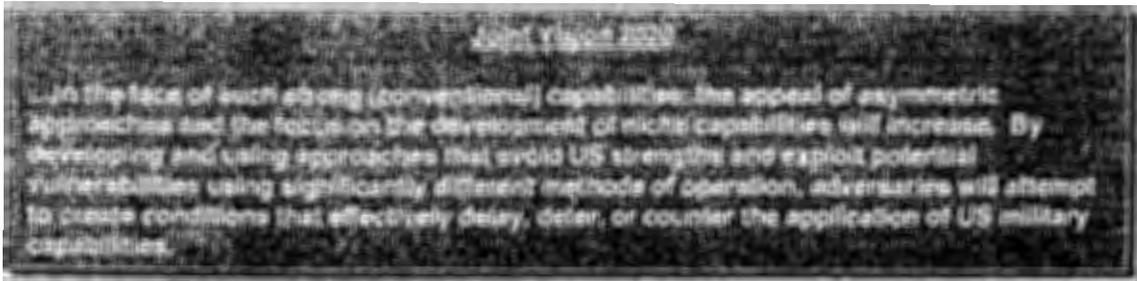
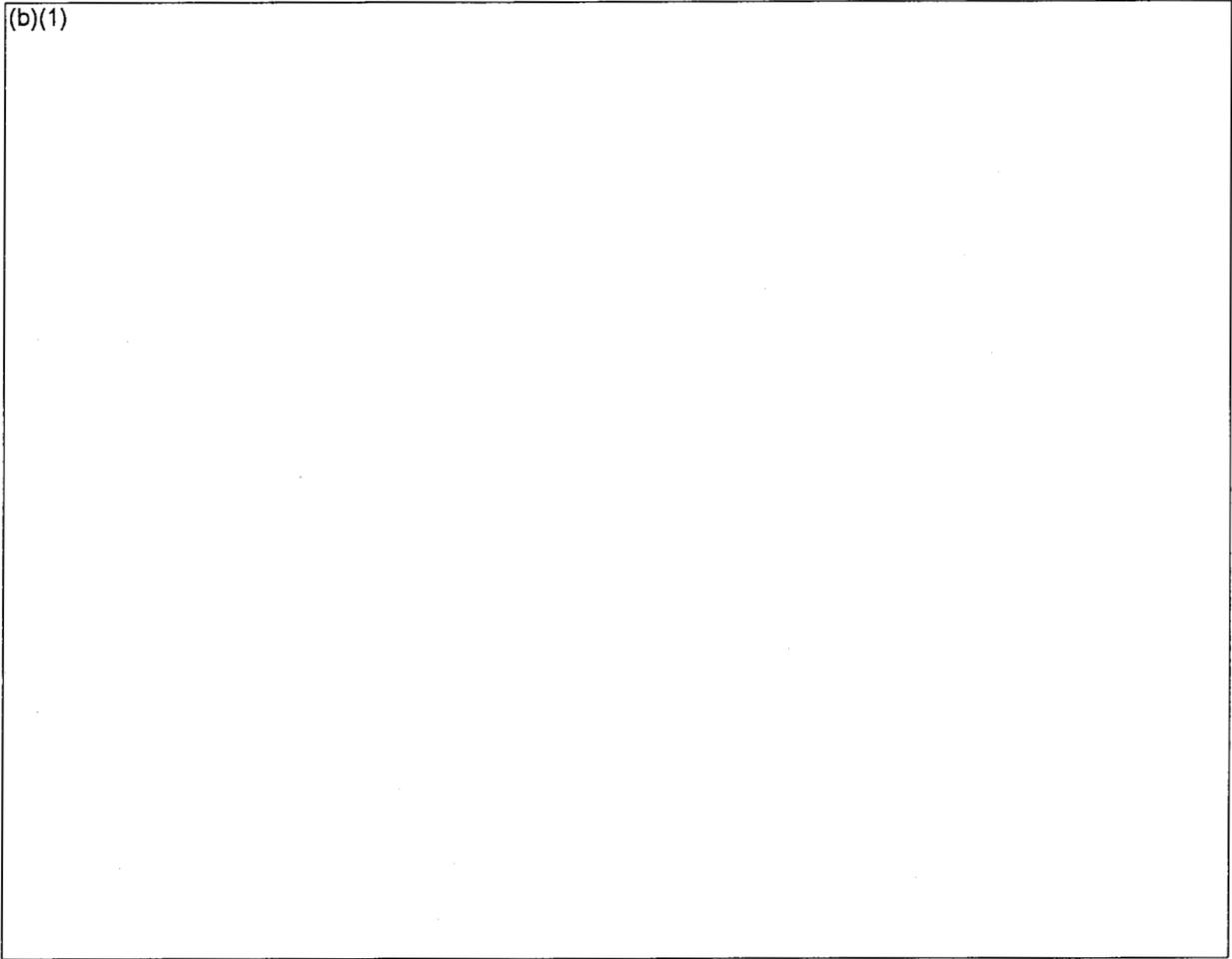


(U) In response to the need for an integrated counterproliferation strategy, this strategy:

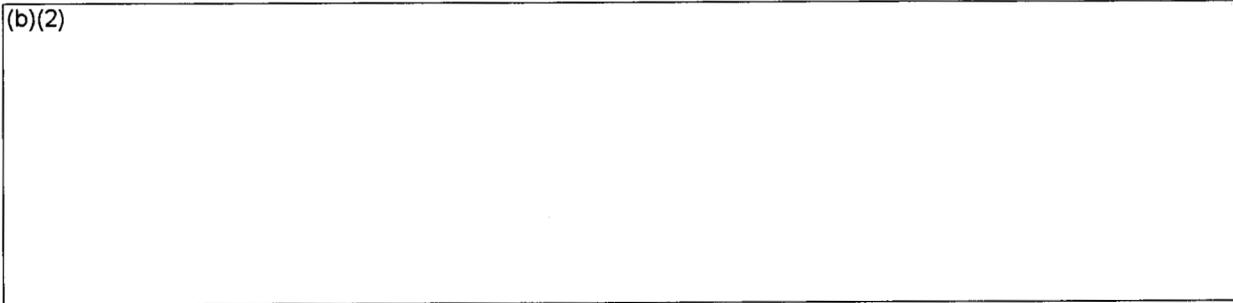
- (U) Establishes the operational environment.
- (U) Describes the counterproliferation mission.
- (U) Links the military objectives of counterproliferation to policies and concepts that describe the way by which combatant commanders can apply the military resources and forces available.
- (U) Describes implications of this strategy across the doctrine, organization, training, materiel, leadership and education, people, and facilities (DOTMLPF) considerations.

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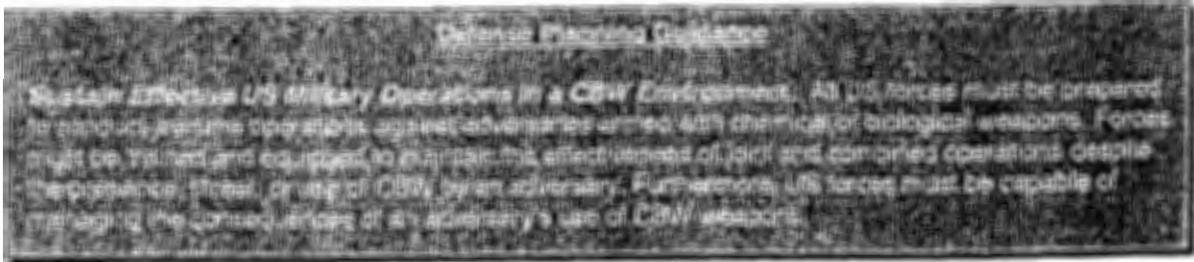
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(U) *The Strategy for Counterproliferation of WMD--the Link to Strategy.* The Department of Defense must be fully prepared to counter the threats posed by NBC weapons. The United States military forces are organized, trained, and equipped primarily to fight and win wars. An important role for the military is to **shape** the international security environment through the presence of military forces overseas, the assurance of rapid and decisive global response from CONUS and overseas locations, and peacetime military engagement activities. The presence of military forces overseas provides a framework of security and stability forward that permits the instruments of our national power to engage more effectively in regions of US interest. In combination with the US military's ability to project power worldwide from CONUS, our military forces serve as a deterrent, shaping the actions of potential adversaries and reassuring friends and allies. This conventional power projection ability complements improvements in NBC defense capabilities and training. Our nuclear capabilities serve as a hedge against an uncertain future, a guarantee of security commitments to allies, and a disincentive to those who would contemplate employment of NBC weapons. Engaging our friends and allies in a wide range of counterproliferation activities also demonstrates US commitment and enhances overseas partnerships while improving US-allied NBC defense capabilities and interoperability. In combination, all of these efforts serve to strengthen deterrence, minimize possible gains an adversary may achieve by using WMD, and reduce proliferation incentives, thereby promoting the realization by a potential adversary that investment in WMD is fruitless. The US will not be successful in preventing proliferation all the time and in all places. When US or allied interests are threatened, and diplomacy and deterrence fail, the United States must maintain a wide range of capabilities to **respond** and counter these threats. Such capabilities may range from limited strikes and raids to the rapid employment of large-scale military forces capable of operating against opponents who possess NBC weapons. Forward deployed forces, in combination with rapid worldwide power projection capabilities, provide commanders with a wide array of options to respond promptly and decisively to a potential or actual crisis. To **prepare now** for an uncertain

future, this strategy focuses on modernization and transformation to provide US forces with improved capabilities to counter the proliferation of WMD, and, if necessary, to fight and win in an NBC contaminated environment.



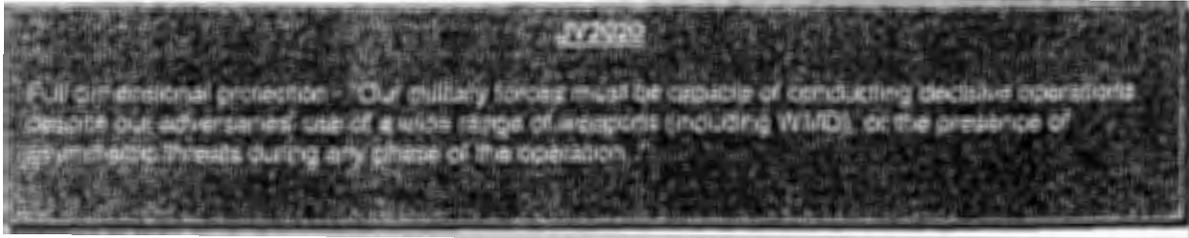
**(U) Mission**

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**(U) Vision and Intent**

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### (U) The Strategy

(U) Strategy provides direction for combatant commanders and integrates national and military objectives (ends), national policies and military concepts (ways), and national resources and military forces and supplies (means). This counterproliferation strategy integrates the ends, ways, and means described below in order to provide combatant commanders broad direction and guidance for accomplishing counterproliferation operations.

(U) Ends. The objectives of a counterproliferation strategy are to:

- (U) *Prevent* the proliferation of WMD and their means of delivery
- (U) *Stop and roll back* WMD proliferation.
- (U) *Deter and Prevent* WMD use.
- (U) *Protect* the United States, its interests, forces and allies from WMD.
- (U) *Respond* to those who proliferate or use WMD destruction.
- (U) Prepare US, allied, and coalition forces to launch and sustain effective operations in an NBC-contaminated environment.
- (U) Manage the consequences and mitigate damage resulting from hostile WMD use.

(U) Ways. In order to accomplish those objectives, a successful counterproliferation strategy should include the following mission-essential tasks:

- (U) *Support US Government non-proliferation (NP).* Provide technical, military, and intelligence support to diplomatic and other NP efforts including security assistance, arms control, export controls, alliances, inspection, and monitoring.
- (U) *Detect and monitor efforts to proliferate WMD and their means of delivery and assess proliferators' programs and facilities for defeat ("assess for defeat").* Locate, characterize, and track efforts to develop, otherwise acquire, or use WMD; identify proliferation actors' vulnerabilities to deterrence and interdiction; and support treaty obligations.
- (U) *Deter and prevent WMD proliferation and use.* Deter the acquisition and threatened or actual use of WMD against the United States, its interests, forces, and allies by communicating US capability, readiness, intent, and resolve to counter WMD proliferation and use.

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- (U) *Defend against WMD use and effects.* Employ the full range of active and passive measures, including warning, to counter WMD use and effects against the United States, its interests, forces, allies, and coalition partners.
- (U) *Respond to WMD use.* Maintain the full range of military capabilities to respond to WMD use.

(U) Means. The military forces, resources, and supplies required to successfully accomplish the objectives of this counterproliferation strategy include conventional military forces, nuclear forces, and special operations forces. Conventional military forces with specific counterproliferation missions and capabilities can include:

- (U) US Air Force units tasked with strategic attack missions, air interdiction missions, and offensive and defensive counterair missions.
- (U) US Navy and Marine Corps units that provide support to maritime and air interdiction, land attack/interdiction, and

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defensive counterair operations, as well as theater ballistic missile defenses.

- (U) US Army and Marine Corps units that conduct counter-fire operations, theater air and ballistic missile defense operations, deep attack/interdiction operations, and NBC weapons reconnaissance, detection, and decontamination forces supporting passive defense and consequence management tasks.

~~(S)~~ Nuclear forces play significant strategic and operational roles in countering the proliferation of WMD. As a deterrent, nuclear forces help to convince potential adversaries of the futility of pursuing and using WMD.

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~~(S)~~ SOF directly contribute to countering WMD across the operational spectrum. In peacetime, SOF engage daily in military-to-military and military-to-civilian activities that help promote stability. (b)(1)

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(U) Military forces cannot successfully accomplish counterproliferation objectives without significant assistance and support from the synergistic application of all other elements of our national power--diplomatic, economic, and informational. Agencies and organizations that might provide this support include:

- (U) Combat support agencies such as the Defense Intelligence Agency and Defense Threat Reduction Agency.
- (U) Other US Government agencies such as the Department of Energy, agencies of the Intelligence Community, Department of State, Department of Commerce, and Department of Justice.

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- (U) Allies, coalition partners, other friendly national governments, and international organizations.

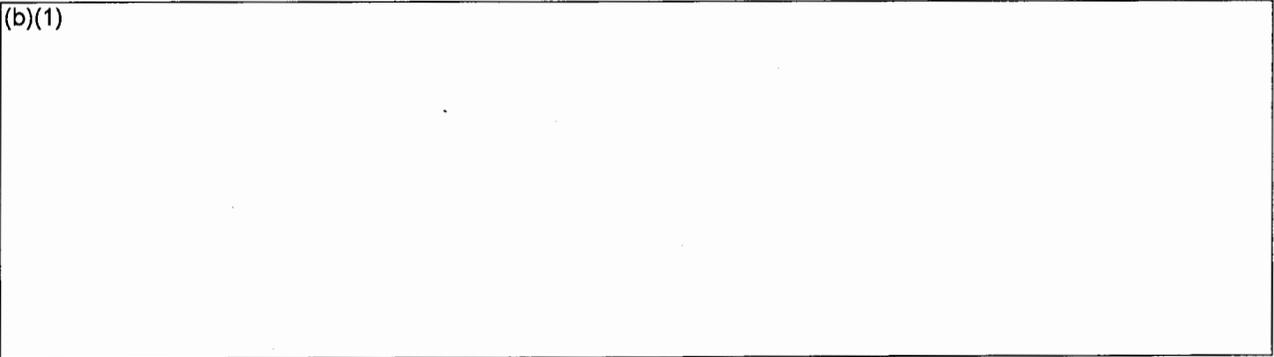
**(U) Operational Concepts**

(U) The Department of Defense established a CP policy (DODD 2060.2) to focus DOD's unique expertise to enhance the effectiveness of the full range of US Government nonproliferation (NP) and counterproliferation (CP) activities. Nonproliferation focuses on denying attempts by would-be proliferants to acquire or expand their NBC capabilities by: providing inspection, monitoring, verification, and enforcement support for nonproliferation treaties and NBC arms control regimes; supporting export control activities; assisting in the identification of potential proliferants before they can acquire or expand their NBC capabilities; and if so directed, planning and conducting denial operations. Much of the national nonproliferation effort is accomplished by agencies other than the Department of Defense such as the Departments of State, Commerce, and Justice. Counterproliferation activities focus on *combating* proliferation.

(U) Counterproliferation Core Capabilities. Current and future operating environments require appropriate and complementary offensive and defensive capabilities. These capabilities must demonstrate the futility of pursuing WMD as a viable threat and must ensure freedom of action for US military forces in a WMD environment.

(U) In order to demonstrate overwhelming resolve to potential adversaries, a comprehensive US counterproliferation strategy must consist of a set of mutually supporting core capabilities. These core capabilities are: counterforce; active defense; passive defense; and consequence management.

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(U) *Active Defense*. Active defenses are measures taken to detect, divert or destroy enemy WMD and delivery means while enroute to their targets. This reduces the benefits an adversary would expect to gain by the use

of WMD. Active defense also includes those actions taken to counter and defeat covert and clandestine delivery of WMD by terrorist and other groups.

(U) *Passive Defense.* Passive defense actions are those taken to protect US, allied, and coalition forces against WMD effects, including measures to detect and identify NBC agents, individual and collective protection equipment, NBC medical response, vaccines for BW defense, NBC decontamination capabilities, doctrine and training. Warning of US, allied, and coalition forces is integral to successful passive defense.

(U) *Consequence Management.* Those Department of Defense activities, in support of the US Government lead federal agency, that comprise essential services and activities required to manage or mitigate damages or other consequences or problems resulting from the employment of WMD. This assistance occurs across the spectrum of conflict, ranging from a US Government response to a terrorist incident in the United States to long-term actions necessary to mitigate WMD effects resulting from combat operations.

(U) Structure of Counterproliferation Strategy: Counterproliferation strategy can be divided into four phases which give commanders and their staffs a framework for tailoring response options designed to counter a known or possible WMD threat.

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- (U) Scheduling exercises with friendly nations to demonstrate passive and active defense readiness, counterforce capability, and the means to conduct consequence management actions.
- (U) Pre-stocking and pre-positioning of NBC defense equipment.
- (U) Expanding the capabilities of coalition partners to assist in developing, exercising, and implementing defensive measures.
- ~~(S)~~ Developing and maintaining a detection and monitoring capability (i.e., detect proliferation attempts both within and outside the AOR and monitor existing threats such as stockpiles, production, delivery capabilities, and research activities).

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(U) Key Counterproliferation Enablers. Enablers act as catalysts for integrating and balancing the core capabilities of counterforce, active defense, passive defense and consequence management. As the commander's tools, enablers support the commander's planning and decision making when considering available counterproliferation capabilities. The key enablers for

successful counterproliferation operations are: command, control, communications, computers, intelligence, surveillance, and reconnaissance (C4ISR); information operations; interoperability; readiness; mobility; and sustainment. Critical to the success of the mission, key enablers must be operationally effective in an NBC environment.

### Key Counterproliferation Enablers

CP Enabler	Definition	Role in CP
Command, Control, Communications, Computers, Intelligence, Surveillance, and Reconnaissance (C4ISR)	(U) Integrated systems of doctrine, procedures, and resources designed to collect, process, exploit, and disseminate accurate and timely strategic and operational information, and to support a commander's exercise of command and control across the spectrum of counterproliferation operations. Provides actionable foreign intelligence on the identity and activities of existing and emerging proliferants to support all CP efforts. (CJCSI 5113.02A, CP Charter)	(U) At the strategic level, commanders must thoroughly understand the threat of NBC weapons and adversary capabilities in order to develop deliberate plans that counter these capabilities. Strategic intelligence, surveillance, and reconnaissance (ISR) provide the knowledge toward understanding the threat. At the operational level, commanders require timely all-source intelligence in order to take decisive action against WMD threats to operations. Commanders also require a command and control process, doctrine, and architecture that allows for rapid communication of threat, warning of pending attack, and dissemination of attack outcomes. C4ISR must integrate the CP core capabilities throughout the battlespace, from the tactical commander to the NCA.
CP Enabler	Definition	Role in CP
Information Operations (IO)	(U) Actions taken to affect adversary information and information systems while defending one's own information and information systems. (CJCSI 5113.02A, CP Charter)	(U) US commanders can influence an adversary's decision to develop, manufacture, stockpile, and employ WMD by appropriate application of IO capabilities such as deception, electronic warfare (EW), computer network exploitation and attack (CNE/CNA) and psychological operations (PSYOP) applied across the operational continuum. Employing IO capabilities such as EW, CNE/CNA and PSYOP provide commanders non-kinetic <i>counterforce</i> options to consider when planning counter NBC weapons operations. The IO capabilities of deception, OPSEC, physical security, EW, and IA support the core CP capabilities of <i>active and passive defense</i> . Additionally, the capabilities supporting IO public affairs (PA) and civil affairs (CA) provide commanders with additional means to support <i>managing the consequences</i> of an

		adversary's WMD attack.
Interoperability	(U) The ability of systems, units or forces to provide services to and accept services from other systems, units, or forces and to use the services so exchanged to enable them to operate effectively together. (JP 1-02)	(U) Because WMD threaten forces, populations, and locations indiscriminately, interoperability of core CP capabilities amongst the Services (joint), agencies (interagency), and nations (internationally) must exist. Our capability to ensure successful CP operations depends on our ability to counter WMD with not only joint military forces, but with all the capabilities of the US Government and all the capabilities of other nations' militaries and governments as well. Our ability to operate effectively and efficiently against an adversary armed with WMD relies heavily on successfully sharing information and intelligence, communicating decisions and warnings, and responding quickly and decisively to WMD attacks.

CP Enabler	Definition	Role in CP
Readiness	(U) The ability of US military forces to fight and meet the demands of the national military strategy. Readiness is the synthesis of two distinct but interrelated levels: unit and joint readiness.	(U) In addition to enabling timely crisis response, full readiness, demonstrated publicly and effectively, serves to deter an adversary's use of WMD. Readiness of forces, to carry out the tactical missions associated with CP core capabilities, requires day-to-day diligence in achieving and sustaining high training, equipping and maintaining status. Because countering WMD begins and is most effective in peacetime, commanders must ensure peacetime readiness of forces to dissuade the acquisition and threatened or actual use of WMD.
Mobility	(U) A quality or capability of military forces which permits them to move from place to place while retaining the ability to fulfill their primary mission. (JP 1-02)	(U) Counterforce operations succeed when forces, widely dispersed for security, rapidly maneuver to concentrate effects against an adversary at an unexpected place and time. Demonstrated mobility--both strategic and operational--can deter adversary WMD use. Our ability to rapidly deploy active and passive defense capabilities into a theater of operations can dissuade WMD employment. Furthermore, a convincing consequence management capability, with worldwide response capacity, can also serve as a means of deterrence as an opponent foresees little benefit in employing WMD.
Sustainment	(U) The provision of personnel, logistic, and other support required to maintain and prolong operations or combat until successful accomplishment or revision of the mission or of the national objective. (JP 1-02)	(U) Sustainment of CP capabilities requires thorough deliberate planning at all levels. Passive defense and consequence management are particularly resource-intensive and require focused deliberate planning. Replenishing consumed protective equipment, vaccines, medical logistics, health service support, casualty management, mortuary affairs, logistics, and decontamination are particularly challenging as a result of WMD attacks.

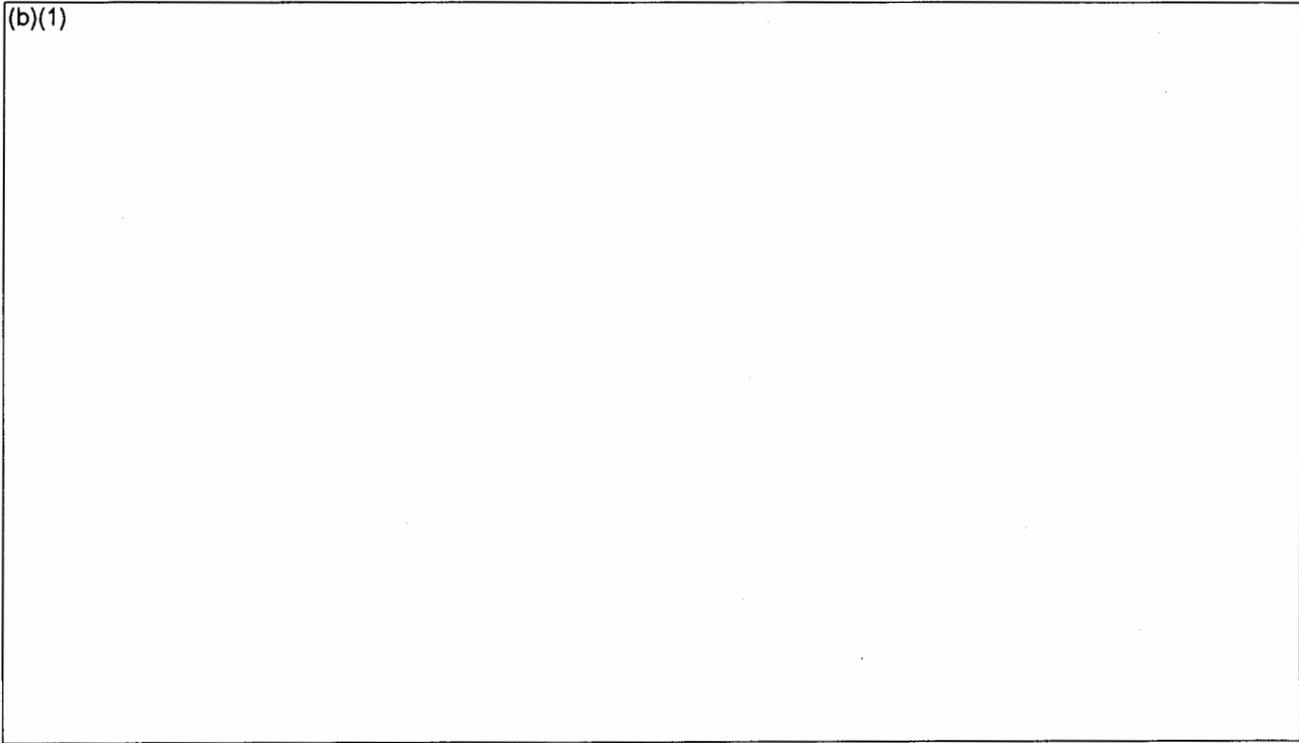
(U) Characteristics. A successful counterproliferation strategy relies on the following key characteristics. The description of these characteristics addresses the unique link to CP institutionalization in every facet of military activity.

(U) *Flexible.* The proliferation of WMD creates a constantly changing security environment. The force and mission mix that best suits one combatant commander's situation will rarely suit another. As the environment changes with time, combatant commanders must remain flexible, adjusting to these changes and revising their plans if necessary.

(U) *Integrated.* The core CP capabilities (counterforce, active defense, passive defense, and consequence management ) must be fully integrated with the CP enablers--C4ISR, information operations, interoperability, readiness, mobility, and sustainment to execute a successful CP Strategy.

(U) *Continuous.* Counterproliferation operations will only succeed if conducted across the spectrum of military operations--from peacetime through crisis and conflict to post-hostilities and restoration of peace. This operational continuum is reflected in the four phases of CP Strategy: continuous deterrence, enhanced deterrence, decisive combat operations, and restoration operations.

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(U) *Credible.* Our strategy must demonstrate a credible capability to accomplish our stated counterproliferation objectives. Establishing and maintaining credible CP capabilities leads directly to accomplishing our first mission-essential task--deterring WMD proliferation and use. Credible CP

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capabilities rely on complex political-military relationships. Credible military capabilities can include overt demonstration of military capabilities through exercises, training, and military exchanges.

(U) *Global.* Proliferation of WMD remains a problem that extends beyond the boundaries of geographic commands. Geographic combatant commanders must sustain efforts to face the continuing challenge of constant coordination and handoff with other geographic combatant commanders as the effects of proliferation move between AORs. Additionally, functional combatant commanders, supporting the CP efforts of regional commanders, must continue to maintain situational awareness within AORs and inter-AORs.

#### **(U) Implications**

(U) *Doctrine.* Joint doctrine exists or is being developed for the counterproliferation core capabilities of counterforce, active defense, passive defense, and consequence management. Joint Publication 3-40 will establish a common set of principles and provide guidance to commanders for integrating and balancing the many available resources for accomplishing counterproliferation operations. Additionally, Joint Publication 3-40 will acknowledge and address the characteristics, capabilities and key enablers of CP, and provide guidance primarily to combatant commanders and their staffs. Its primary purpose is to establish CP fundamental principles "to guide the employment of forces of two or more Services in coordinated action toward the common objective" of countering the proliferation of WMD.

(U) *Organizations.* No significant organizational changes will result from this strategy. Current and future organizations can expect expanded missions and tasks associated with improved and integrated CP planning and execution. Combatant commands should continue to improve knowledge of unique, CP-related capabilities of organizations within the joint force.

(U) *Training.* Consistent with the tenets of joint training, commanders will review and revise joint training plans. Future updates of the Universal Joint Task List (UJTL) should integrate the key concepts contained in this strategy and allow combatant commanders to revise joint mission-essential tasks lists (JMETL) accordingly. Coupled with this JMETL revision should be the revision of joint exercise programs to include expanded use of NBC conditions when warranted.

(U) *Materiel.* Current and future materiel development and acquisition programs continue to improve our ability to accomplish CP missions and tasks. The most challenging materiel advances associated with CP focus on improving our ability to:

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- (U) Gather and assess intelligence (particularly MASINT and HUMINT).
- (U) Provide integrated NBC weapons sensors and warning systems throughout the battlespace (dominant situational awareness).

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(U) Leadership and Education. Senior military training and education institutions (such as senior Service colleges and the Armed Forces Staff College) should integrate this strategy into appropriate curricula as an effective means of educating strategic military leadership for the asymmetric challenges of future military operations.

(U) People. Successful execution of CP missions requires a skilled, courageous, mentally agile force of Active and Reserve component warfighters, their counterparts from multinational forces, and the civilian workforce.

(U) Facilities. Because US military operations rely on key facilities to project and sustain forces, commanders must ensure continuous risk assessments and adequate protection measures are developed and implemented for the bases, sites, and locations critical to peacetime operations as well as in crisis and conflict.

### **(U) Conclusions**

(U) A successful counterproliferation strategy requires the integration and synchronization of a variety of means available to commanders. It requires a phased effort that will: support US Government nonproliferation efforts; detect and monitor efforts to proliferate NBC weapons and their means of delivery; deter and prevent the proliferation and use of NBC weapons and their means of delivery; defend the United States, its interests, forces, allies, and coalition partners from the use and effects of NBC weapons and their means of delivery; and, conduct all necessary military actions to respond against the use of WMD. By considering the core capabilities, key enablers and characteristics of counterproliferation, commanders can achieve the goals of this strategy.

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Implementation of these operational concepts affects all aspects of military planning and operations and requires a focused, deliberate, and continuous investment of resources.

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## Definitions

(U) Command, Control, Communications, Computers, Intelligence, Surveillance, Reconnaissance (C4ISR). Integrated systems of doctrine, procedures, and resources designed to collect, process, exploit, and disseminate accurate and timely strategic and operational information, and to support a commander's exercise of command and control across the spectrum of counterproliferation operations. Provides actionable foreign intelligence on the identity and activities of existing and emerging proliferants to support all CP efforts. (CJCSI 5113.02A, CP Charter)

(U) Counterproliferation. The activities of DOD across the full range of USG efforts to combat proliferation, including the application of military power to protect US forces and interests; intelligence collection and analysis; and support to diplomacy, arms control, and export controls; with particular responsibility for ensuring US forces and interests can be protected, should they confront an adversary armed with WMD or missile delivery systems.

(U) Information Operations. Actions taken to affect adversary information and information systems while defending one's own information and information systems. Also called IO. (CJCSI 5113.02A, CP Charter)

(U) Interoperability. The ability of systems, units or forces to provide services to and accept services from other systems, units, or forces and to use the services so exchanged to enable them to operate effectively together. (JP 1-02)

(U) Readiness. The ability of US military forces to fight and meet the demands of the national military strategy. Readiness is the synthesis of two distinct but interrelated levels:

(U) Unit Readiness. The ability to provide capabilities required by the combatant commanders to execute their assigned missions. This is derived from the ability of each unit to deliver the outputs for which it was designed.

(U) Joint Readiness. The combatant commander's ability to integrate and synchronize ready combat and support forces to execute his or her assigned missions. (JP 1-02)

(U) Mobility. A quality or capability of military forces which permits them to move from place to place while retaining the ability to fulfill their primary mission. (JP 1-02)

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(U) Nonproliferation. Use of the full range of political, economic, informational, and military tools to prevent the proliferation of NBC and missiles, reverse it diplomatically, or protect US interests against an opponent armed with WMD, should that prove necessary. Efforts shall include providing inspection, monitoring, verification, and enforcement support for NP treaties and NBC weapons and delivery system arms control regimes; supporting cooperative threat reduction and export control activities; conducting military-to-military exchanges; assisting in the identification of potential proliferants before they can acquire or expand their NBC and delivery system capabilities; and, if so directed by the NCA, planning and conducting denial operations. (CJCSI 5113.02A, CP Charter)

(U) Sustainment. The provision of personnel, logistic, and other support required to maintain and prolong operations or combat until successful accomplishment or revision of the mission or of the national objective. (JP 1-02)

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- d. DODD 2060.2, 9 July 1996, "Department of Defense Counterproliferation (CP) Implementation"
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- g. Joint Vision 2020
- h. Presidential Decision Directive/NSC-13, 27 September 1993, "Nonproliferation and Export Controls"
- i. Report of the Quadrennial Defense Review, May 1997

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