

DoD CBRN Defense

Doctrine, Training, Leadership, and Education Strategic Plan



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The purpose of this strategic plan is to focus and guide DoD Doctrine, Training, Leadership, and Education (DTL&E) for Chemical, Biological, Radiological, and Nuclear (CBRN) Defense. Its goal is to continue development and integration of Joint CBRN defense capabilities and to enable the DoD to readily operate with interagency and multinational partners.

This plan supports our national strategies and the Chemical and Biological Defense Program (CBDP) Strategic vision, mission, and goals. It provides the broad "Ends, Ways, and Means" necessary to achieve the CBDP Strategic Plan strategic objective: "Reinforce Training, Leadership, Development and Education." We undertake this Strategic Plan in partnership with Congress, other federal agencies, academia, international partners, and the private sector.

Successful implementation of the DoD CBRN Defense DTL&E Strategic Plan requires refinement of the implementation and oversight processes needed to measure progress toward achieving this goal. As a team, we must remain forward thinking and continue to develop joint, interagency, and multinational capabilities to support the warfighter and fulfill the requirements outlined in our national strategies.

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EXECUTIVE SUMMARY

Chemical, Biological, Radiological, and Nuclear (CBRN) Defense DTL&E components are key elements to achieve fully integrated Joint CBRN defense operations with appropriate interagency and multinational activities. Additionally, DoD will reach out to appropriate international and domestic humanitarian nongovernmental organizations to develop capabilities, lines of communication, and relationships to coordinate mutually appropriate means to prevent and respond to CBRN events. The DTL&E components have a profound effect on the ability of the U.S. Armed Forces to carry out their mission on the battlefield and in defense of the homeland in the face of CBRN threats.

Chemical Biological Defense Program (CBDP) Vision: Ensure DoD operations are unconstrained by CBRN effects.

CBDP Mission: Provide CBRN defense capabilities in support of the national military strategies.

This Strategic Plan supports the CBDP Strategic Plan by providing the broad "Ends, Ways, and Means" necessary to achieve the desired DTL&E objectives by supporting the CBDP Strategic Plan's strategic objective: "Reinforce Training, Leadership, Development, and Education." Successful implementation of this plan requires the development of detailed Implementation and Oversight Plans (to be published). The Implementation Plan will cover the roles, responsibilities, and processes used by DoD stakeholders. The Oversight Plan will outline specific tasks and the timelines to achieve the Strategic Plan's goal. Office of the Special Assistant (Chemical and Biological Defense and Chemical Demilitarization Programs) (OSA(CBD&CDP)) will coordinate the development of the Implementation and Oversight Plans with the stakeholders and update these products as necessary.

Oversight: The DoD CBRN Defense DTL&E Strategic Plan will achieve its goal and objectives through continuous facilitation, coordination, and synchronization of existing oversight processes, including assessing feedback, analyzing improvement processes to monitor results, and identifying areas requiring additional emphasis. Execution of the four strategic objectives will follow these established processes: evaluate the status of the force; identify and validate gaps and shortfalls; advocate changes and improvements to resolve gaps and shortfalls; and monitor changes and improvements.

Strategic Environment. The strategic environment, now and in the foreseeable future, is one of sustained operations in an era of persistent conflict that has the potential to involve state and non-state actors. The greatest challenge the United States faces comes from those states or groups that can currently or in the future

mount a significant CBRN attack against the United States, its armed forces, its allies, or a potential U.S. partner.

DTL&E Strategic Goal. Our goal is to continue developing and integrating adaptive and innovative Joint CBRN defense capabilities and enable the DoD to operate readily with Interagency and Multinational partners in support of the national military strategies. The following four strategic objectives provide direction and scope:

- <u>Current Operations Objective:</u> Improved Integrated and Unified CBRN Defense Operations
- <u>**Personnel/Organizational Objective:**</u> Sustained Adaptive and Innovative Environment
- Institutional Objective: Aligned CBRN Defensive Training Infrastructure
- <u>Management Objective:</u> Established Performance Based Management Process

Strategic Guidance. Produce a trained, integrated, adaptive, and innovative force that deters enemy use of CBRN weapons and, should deterrence fail, safely and effectively performs its mission in a CBRN environment. The "Ways" incorporate governmental and departmental education and training initiatives in support of national and military strategies. The "Means" secure timely guidance and adequate resources for long-term integration of training and education capabilities with effective oversight.

Balancing Risk. The Department's risk management framework guides this effort to reduce risk while developing new capabilities to meet tomorrow's challenges, and includes the ability to invest in capability enhancements to address a wider range of challenges.

Conclusion. Training in this document focuses on the CBRN training and education needs of three customers: the Military Departments, the Combatant Commander (CCDR), and Defense agencies. The Secretaries of the Military Departments have the responsibility to train and equip the forces to carry out their respective missions. The CCDR ensures the availability of needed capabilities for unified action. Defense agencies enhance unified action throughout the Department in support of the warfighter. The Department CBRN Defense DTL&E Strategic Plan impetus is to create and sustain an adaptive and innovative environment while eliminating validated DTL&E gaps and shortfalls within the Joint Force.

TABLE OF CONTENTS

Executive Summary	ii
Chapter 1: Introduction	1
Chapter 2: The Strategic Environment	4
Chapter 3: Strategic Direction–CBRN Defense DTL&E Strategy Map	5
Ends	5
Ways	5
Current Operations Objective Improved Integrated and Unified CBRN Defense Operations	6
Personnel/Organizational Objective Sustained Adaptive and Innovative Environment	7
Institutional Objective Aligned CBRN Defensive Training Infrastructure	8
Management Objective Established Performance Based Management Process	9
Means	10
Chapter 4: Balancing Risk	11
Chapter 5: Conclusion	12
Appendix A: Glossary	13

Chapter 1: Introduction.

The United States, our allies, and our partners face a spectrum of challenges, including violent non-state actors, hostile states armed with weapons of mass destruction, rising regional powers, emerging space, cyber, and technological threats, natural and pandemic disasters, and a growing competition for resources. The Department must respond to these challenges while anticipating and preparing for tomorrow's threats. It balances strategic risk across responses, making the best use of the tools at hand within the U.S. Government and among our international allies and partners.

The DoD CBRN Defense DTL&E Strategic Plan supports the Chemical Biological Defense Program (CBDP) Strategic Plan by providing the broad "Ends, Ways, and Means" necessary to achieve its desired objectives.

Successful implementation of this plan requires the development of a detailed Implementation Plan (to be published) that will cover the Program Objective Memorandum (POM) years and an Oversight Plan (to be published) that will cover the Budget and Execution period. The OSA(CBD&CDP) and stakeholders will update these products as required.

Oversight. The DTL&E Strategic Plan will achieve its goal and objectives through continuous facilitation, coordination, and synchronization of existing oversight processes, including assessing feedback, analyzing improvement processes to monitor results, and identifying areas requiring additional emphasis. Oversight is a continuous process. Our four strategic objectives will follow a fourstep oversight process: evaluate the status of the force; identify and validate gaps and shortfalls; advocate changes and improvements to resolve gaps and shortfalls; and monitor changes and improvements.

DTL&E are key elements to achieving fully integrated CBRN defense capabilities. Within the Department's transformation effort, consistent updating of doctrine and operational concepts while integrating training and education is essential to meet new challenges. Concept Development and Experimentation must fully realize its potential in exploring innovative combinations of DTL&E capabilities to meet Joint, Interagency, and Multinational requirements to operate in a potential CBRN environment across the range of military operations. This strategy accounts for DTL&E requirements for Joint and Interagency activities in support of the DoD Homeland Defense mission. The Joint Force must adhere to the requirement to participate in interagency activities while executing Homeland Defense and supporting Homeland Security operations. The Department CBRN defense DTL&E's future efforts will gain efficiencies where possible through the integration and synchronization across the DoD.

CBRN defense DTL&E must be responsive to all relevant CCDR warfighting needs. Capabilities must counter CBRN threats anywhere in the world, and they must adapt to emerging challenges. The warfighters must have proper training and education to conduct operations during deployment and employment in the CCDR area of responsibility.

"The Strategic Plan for Transforming DoD Training", dated May 8, 2006 includes two primary missions: (1) enable better integrated operations and (2) use joint training and education to enable the Department's continuous, capabilitiesbased transformation. Training in this document focuses on the training and education needs of three customers: the Military Departments, the CCDRs, and Defense agencies. The Secretaries of the Military Departments have the responsibility to train and equip the forces to carry out respective missions. The CCDRs employ capabilities provided by the Military Departments in response to requirements generated by the President and the Secretary of Defense. The Department agencies enhance unified action throughout the Department in support of the warfighter.

To accomplish these missions, two objectives must be met: (1) Prepare forces for new warfighting concepts and capabilities, and (2) Develop individuals and organizations that improvise and adapt to emerging challenges. These objectives require training and education under a sound Joint doctrinal foundation for the Total Force. The strategy must ensure the Total Force has the opportunities, tools, and environment needed to learn how to adapt to unpredictable challenges. No one should perform a task in a real-world operation without having previously performed that task in training or through education.

CBDP Vision: Ensure DoD operations are unconstrained by CBRN effects.

CBDP Mission: Provide CBRN defense capabilities in support of the national military strategies.

DTL&E Strategic Goal: To continue developing and integrating adaptive and innovative Joint CBRN defense capabilities which enable the DoD to operate readily with Interagency and Multinational partners in support of the national military strategies. Additionally, DoD will reach out to appropriate international and domestic humanitarian non-governmental organizations to develop capabilities, lines of communication, and relationships to coordinate mutually appropriate means to prevent and respond to CBRN events. This strategic goal supports the Secretaries of the Military Departments' responsibility to provide CBRN defense education and training to their personnel. This includes all aspects of developing capabilities to support CBRN defense education and training. Such support includes specific mission areas for Combating Weapons of Mass Destruction (CWMD) as identified in the *National Military Strategy to Combat WMD, dated February 13, 2006.*

Scope: CBRN defense includes all measures taken to minimize or negate the vulnerabilities and/or effects of a chemical, biological, radiological, or nuclear incident. The DoD CBRN Defense DTL&E Strategic Plan is intended to cover all aspects of DTL&E that prepare forces to execute those measures; to include CBRN medical and nuclear training and education.

Chapter 2: The Strategic Environment

The strategic environment, now and in the foreseeable future, is one of sustained operations in an era of persistent conflict that has the potential to involve state and non-state actors. The nation is currently engaged in a struggle against a global insurgency fueled by extremism. The Department will likely continue to conduct operations against these adversaries, in various places, under varying conditions for the foreseeable future. These adversaries will use unconventional warfare to pursue ideological and political goals, and they are willing to use CBRN weapons to cause catastrophic effects. The increasing availability of highly destructive technology combined with a variety of weapons and means of delivery from state and non-state actors greatly exacerbates the problem. Adversaries may deploy CBRN weapons and devices to inflict casualties on civilian populations, degrade instruments of national power, or counter U.S. military superiority.

The Department must be able to conduct operations in a complex environment that includes a mixture of military, cultural, ideological, economic, and governance dynamics. The greatest challenge the United States will face will not come from adversaries employing a single approach, but from states or non-state actors with the capability to execute the full range of military operations with the most lethal weapons. An adversary's threat or use of CBRN weapons and the proliferation of these agents will continue to challenge commanders at all levels.

United States dominance in conventional warfare has given prospective adversaries, particularly non-state actors and their state sponsors, strong motivation to adopt unconventional methods to counter our advantages.

Chapter 3: Strategic Direction – CBRN Defense DTL&E Strategy Map

In the face of uncertainty, the Department's commitment to current and future requirements influences how our Military Departments prepare for their mission. Effective and integrated DTL&E activities coupled with an effective policy and infrastructure combine to create the foundation for success in combating CBRN threats in any mission and environment.

Ends: The strategic goal of the DoD CBRN Defense DTL&E Strategic Plan is to continue developing and integrating adaptive and innovative Joint CBRN defense capabilities and enabling the DoD to readily operate with Interagency, Non-Governmental, and Multinational partners in support of the national military strategies. The DoD CBRN defense DTL&E "Ends" are to produce a trained, integrated, adaptive, and innovative force that deters enemy use of CBRN weapons and, should deterrence fail, safely and effectively perform its mission in a CBRN environment. The intent is to optimize all Doctrine, Organization, Training, Material, Leadership and Education, Personnel, and Facilities (DOTMLPF) capabilities Integration and Development System (JCIDS).

Ways: The DoD CBRN Defense DTL&E Strategic Plan addresses conventional and unconventional warfare, while coordinating with other governmental and departmental education and training initiatives in support of the national military strategies. This supports a Department-wide strategy to facilitate training with Interagency, Non-Governmental, and Multinational partners.

The CBRN defense DTL&E supporting strategic objectives and capabilities provide direction and will measure progress in the DoD CBRN Defense DTL&E Strategic Plan. They serve as integration mechanisms to feed and drive future capabilities through adopting methodologies and actions to achieve desired capabilities. The Department will coordinate these strategic objectives and capabilities with other CBDP planning efforts. The combined effect of the strategic objectives and capabilities is integrated training capabilities that provide the DoD with flexible and adaptable tactical, operational, and strategic DTL&E elements.

Four strategic objectives are necessary to accomplish the vision and mission and ten capabilities unify the major activities. The Strategy Map serves as the pictorial representation of the alignment of the Strategic Goal, Objectives, and Capabilities within the "Ends, Ways, and Means" construct.

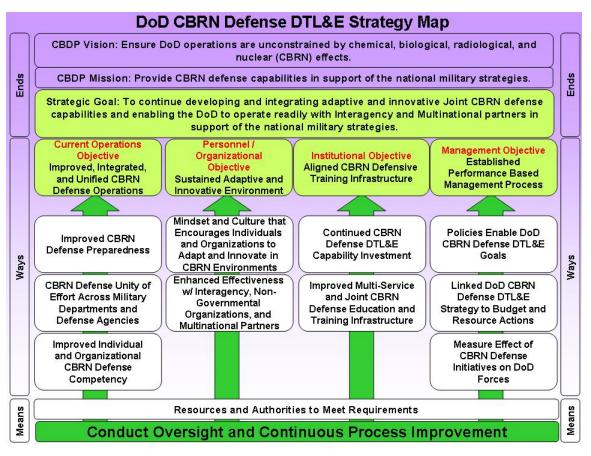


Figure 1: DoD CBRN Defense DTL&E Strategy Map

<u>Current Operations Objective – Improved, Integrated, and Unified</u> <u>CBRN Defense Operations.</u>

Enable successful integrated and unified operations of DoD Forces within CBRN environments. This includes military assistance to civil authorities while executing the DoD Homeland Defense mission and military support to the Homeland Security mission.

Improved CBRN Defense Preparedness. The United States must have the ability to mitigate the effects of a CBRN attack against our forces rapidly and effectively anywhere in the world. Therefore, it is essential for us to address preparedness of our military forces in terms of people, training, and equipment; and implement realistic training to ensure CBRN force preparedness across the range of military operations. Training must include Joint, multinational, and interagency plans and demonstrate the capability to operate successfully in CBRN environments. To the maximum extent possible and to ensure standards are met, Joint training programs should be accredited and facilities and systems should be certified.

CBRN Defense Unity of Effort Across Military Departments and Defense Agencies. The Department must be trained, ready to operate, and able to make decisions in traditionally non-military areas, such as disaster response and consequence management. The Department must expand education, training, and experimentation initiatives related to operations in a CBRN environment through further integration. The Department will share training, planning, and other appropriate resources with Defense agencies to enhance interoperability.

Improved Individual and Organizational CBRN Defense Competency. The essential purpose of integrated DTL&E is to develop innovative, adaptive warfighters, and leaders through training and education programs. These programs must rapidly incorporate lessons learned from the operational environment. CBRN defense readiness training programs must include realistic individual and collective skills training, and maximize the use of emerging technologies, including distance learning, computer simulation, and virtual reality. Training, exercises, professional military education, and leader development programs should incorporate the principles for operations in CBRN environments and include realistic consideration of CBRN weapons effects on sustained operations.

Professional Military Education curricula, associated wargames, and workshops can be used to incorporate increased opportunities for training on CBRN defense with the purpose of addressing the CBRN threat and U.S. response capability. All DoD personnel must understand the CBRN threat, be familiar with U.S. capabilities, and comprehend their roles and responsibilities in handling CBRN defense issues.

<u>Personnel/Organizational Objective – Sustained Adaptive and</u> <u>Innovative Environment</u>

CBRN Training Transformation is the process used to change existing doctrine and operational concepts, develop professional education and training to meet evolving and new challenges, address validated gaps and shortfalls, and employ new doctrine and operational concepts. To increase our ability to deter and defeat U.S. foes, the Department must sustain an environment that fosters adaptive thinking and innovative approaches as well as enhances Interagency, Non-Governmental, and Multinational effectiveness.

Mindset and Culture that Encourages Individuals and Organizations to Adapt and Innovate in CBRN Environments. Adversaries will expose U.S. military forces to CBRN threats through innovative means, which will further adapt to defeat U.S. countermeasures. Adversaries will use CBRN threats in conventional warfare, irregular warfare, or through acts of terror. To prepare for these challenges effectively, the U.S. military must, in turn, readily adapt and innovate. The Department must cultivate an ongoing evaluation process that constantly

reviews CBRN defense doctrine and operational concepts, and shapes professional education and training that encourages adaptive thinking by promoting innovation in meeting evolving CBRN hazard environments. Future CBRN defense DTL&E capabilities must facilitate a Joint Force that is more responsive and adaptable to any CBRN environment.

Enhanced Effectiveness with Interagency, Non-Governmental Organizations, and Multinational Partners. To ensure a thorough integration with our non-DoD partners, the Department must develop and execute DTL&E products and training strategies that further enhance effective Joint, combined, and coalition operations in CBRN environments. These efforts will produce DoD forces that work seamlessly with Interagency, Non-Governmental Organizations, and Multinational partners. When missions align and authorities are approved, the DoD will develop and share DTL&E resources with our Interagency, Non-Governmental Organization, and Multinational partners to enhance teamwork.

<u>Institutional Objective – Aligned CBRN Defensive Training</u> <u>Infrastructure</u>

An integrated and sustainable training infrastructure is needed to support current and future CBRN defense training, improve CBRN defense support systems and enablers, and improve individual and collective CBRN defense education and training. The Department must maintain current Military Department DTL&E infrastructure and take advantage of ongoing efforts at the Military Department CBRN Schools to develop multi-service and Joint DTL&E capabilities. The infrastructure described here includes classrooms, equipment, software packages, and instructors that provide, facilitate and support training our forces.

Continued CBRN Defense DTL&E Capability Investment. Improvements in technology and emerging CBRN threats require DoD to invest adequately and continuously in new CBRN defense capabilities and infrastructure to keep pace with new operational capabilities, including the modernization and construction of facilities and training areas to ensure our ability to train against current and emerging CBRN threats with U.S. military forces and Interagency, Non-Governmental Organizations, and Multi-National Partners.

Improved Multi-Service and Joint CBRN Defense Education and Training Infrastructure. To facilitate the Total Force in accomplishing these missions requires the development of a multi-service and Joint CBRN defense training infrastructure with the necessary policy adaptations to ensure an integrated CBRN defense capability throughout DoD. This includes an expanded effort to combine education, exercises, training, and experimentation initiatives related to Homeland Defense. These efforts must examine and validate combinations of materiel and non-materiel capabilities in the development of concepts for CBRN defense operations. CBRN defense experimentation is one of several methods of

accomplishing this and should validate appropriate solutions before they are recommended for oversight implementation.

Success in CBRN defense operations depends on the effective integration of DOTMLPF resources. DoD must continuously develop, coordinate, and integrate individual, staff, and collective training objectives for the total force. The Military Departments' primary CBRN defense DTL&E mission is to establish and conduct training programs to execute Military Department requirements. DoD has the responsibility to integrate DTL&E across the Total Force and ensure the support systems and enablers are in place to facilitate synergy. The intent is to invest in realistic training that improves Joint Force capabilities to operate in CBRN environments.

<u>Management Objective – Established Performance Based Management</u> <u>Process</u>

Establish a performance-based management process by linking CBRN defense education and training to budget and resource actions, develop responsive organizations and business practices, and provide feedback to the policy development process.

The Department shall provide, to the maximum extent possible, timely and effective individual, collective, staff, and unit training. This includes advanced Joint training and education necessary to perform operations to established standards. To achieve this requirement business practices must be developed to ensure focused support to the goal and objectives. The Department must seek processes, organizational structure, and business transformation opportunities across DTL&E to ensure they are in line with new materiel developments. These crosscutting capabilities include strategic partnering and outreach, preservation of intellectual capital, risk reduction through cooperation, continuous process improvement, streamlined and integrated DTL&E processes, strengthened interagency partnerships, advanced training technologies, and collaboration among the Military Departments, other government agencies, and international partners.

Policies Enable CBRN Defense DTL&E Goals. Align authorities, policies, and practices to produce the best qualified Total Force for operating in any CBRN environment. The goal for training, exercises, and professional military education and leader development programs is to incorporate the principles of CBRN defense and consider CBRN effects on sustained operations realistically.

To enable innovative leaders and actions on the battlefield, policies must encourage and enable creative solutions to unforeseen issues in CBRN defensive operations. The DoD's mission in Homeland Defense and its supporting role in homeland security require broader authorities to allocate DTL&E resources than are currently in place. Implementation of policies to empower decentralized

execution with our partners will allow unity of action across the Department, partner nations, Interagency, and Non-Governmental Organizations to accomplish common CBRN defensive missions.

Linked DoD CBRN Defense DTL&E Strategy to Budget and Resource Actions. The Department must continue to improve force preparedness by aligning Joint training and education capabilities and resources with CCDR operational needs. The Department must link these needs to budget and resource actions through the Planning, Programming, Budget and Execution (PPBE) process.

Measure Effect of CBRN Defense Initiatives on DoD Forces. Implementation of the Chairman of the Joint Chiefs of Staff (CJCS) Posture Statement guidance to "strengthen Joint Warfighting capabilities beyond our current level of Jointness by moving from an interoperable force to an interdependent force" can be accomplished by the following: the JCIDS process is the primary means to review CBRN defense DTL&E requirements. The JCIDS analytical process provides a proven and authoritative means to validate gaps and shortfalls, prioritize the deficiencies, and analyze and recommend a course of action to assign responsibilities for an integrated remedial approach. The JCIDS process correlates stakeholder inputs to develop a comprehensive strategy to mitigate validated gaps and shortfalls, and assess preparedness through the Joint Mission Essential Task process. Implementation of the new Preparedness Assessment Methodology will combine information from Military Departments with the Combatant Commander's readiness assessments and the DTL&E supporting organizations to provide a broader view of the Department's ability to conduct CBRN Defensive operations across the DOTMLPF areas.

Means: The Department of Defense provides effective oversight of the integration and application of Resources and Authorities.

Resources: The Department of Defense maintains sufficient DTL&E resources to ensure integrated CBRN defense readiness.

Authorities: Ensure appropriate CBRN defense DTL&E authorities enable the Department to integrate efforts to address CBRN threats on the battlefield and in defense of the U.S. homeland.

Chapter 4: Balancing Risk

The Department's risk management framework guides this effort to manage risk effectively while developing new capabilities to meet tomorrow's challenges. Risk increases when the strategic goal, objectives, and capabilities are not fully realized or are delayed. It further increases when proven advanced technologies and capabilities are not implemented. This strategic plan supports the rapid integration of these capabilities into the Joint Force and throughout the Department.

The DoD CBRN Defense DTL&E Strategic Plan fully supports the CBDP Enterprise's commitment to manage strategic risk. Fully integrating CBRN defense DTL&E further reduces, minimizes, and negates risk associated with future potentially catastrophic CBRN threats. It is imperative that the Department also ensure that the processes, infrastructure, and culture are in place to maintain this standard into the future. This requires the CBDP to increase Joint Force readiness and to sustain our nation's advantage over current and emerging CBRN threats.

Chapter 5: Conclusion

The DoD CBRN Defense DTL&E Strategic Plan is to ensure there is a trained, integrated, adaptive Joint Force able to survive and operate successfully in CBRN environments.

DTL&E components are key elements to fully integrated CBRN defense capabilities. The components have a profound effect on the ability of U.S. Armed Forces to carry out their mission in the face of the CBRN threats against the homeland and forces worldwide.

The DoD CBRN Defense DTL&E Strategic Plan ensures capabilities are in place to deter a potential adversary from using CBRN weapons, or should deterrence fail, ensure integrated training capabilities minimize operational effects.

This Strategic Plan supports the CBDP Strategic Plan and provides the broad "Ends, Ways, and Means" necessary to achieve DTL&E's desired objectives. Successful implementation of this plan requires the development of a detailed DTL&E Implementation Plan (to be published) to outline overarching roles and responsibilities. It also requires a detailed DTL&E Oversight Plan (to be published) that will outline specific tasks and timelines in the near term. OSA(CBD&CDP) will develop these products in conjunction with the other CBDP stakeholders. The DTL&E Oversight Plan will require frequent revisions to maintain continued progress while the Strategic Plan and Implementation Plan will require a less frequent review process.

The Department will focus on the warfighter's needs while understanding the implications and, where possible, incorporating other governmental and departmental education and training initiatives to meet national and military strategies.

The DoD CBRN Defense DTL&E Strategic Plan's long-term desired result is to secure required authorities and adequate resources for the Military Departments and agencies to implement a fully integrated CBRN defense DTL&E plan. The prevailing principle is that no one should perform a task in a real-world operation without having previously performed a similar task in training or through education.

Appendix A: Glossary

CBDP	Chemical-Biological Defense Program
CBRN	Chemical, Biological, Radiological, Nuclear
CCDR	Combatant Commander
CWMD	Combating Weapons of Mass Destruction
DoD	Department of Defense
DOTMLPF	Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, and Facilities
DTL&E	Doctrine, Training, Leadership and Education
JCIDS	Joint Capabilities Integration and Development System
OSA(CBD&CDP)	Office of the Special Assistant (Chemical Biological Defense and Chemical Demilitarization Program)
POM	Program Objective Memorandum
PPBE	Planning, Programming, Budget, and Execution
WMD	Weapons of Mass Destruction