CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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CJCSI 5261.01F
21 October 2008

COMBATING TERRORISM READINESS INITIATIVES FUND

References:
a. DODI 2000.16, 2 October 2006, "DOD Antiterrorism (AT) Standards"
b. DODD 2000.12, 18 August 2003, DOD Antiterrorism (AT) Program
c. DOD 7000.14-R, June 2008, "Financial Management Regulation," Vol. 2A, Chapter 1, July 2008; Vol. 2B, Chapter 19, August 2008
d. Title 10, U.S. Code, Section 2805, "Unspecified Minor Construction," 24 January 2002
e. Title 10, US Code, Section 166b, "Combatant Commands: Funding for Combating Terrorism Readiness Initiatives," 3 January 2007

1. Purpose. This instruction establishes policy and procedures to facilitate execution of the Combating Terrorism Readiness Initiatives Fund (CbT RIF) established by the Secretary of Defense and managed by the Chairman of the Joint Chiefs of Staff, hereby referred to as the Chairman.

2. Cancellation. CJCSI 5261.01E, dated 27 April 2007, is canceled.

3. Applicability. This instruction applies to the Joint Staff, combatant commands, Services, and Department of Defense agencies.

4. Policy. See Enclosure A.

5. Definitions. See Glossary.

6. Responsibilities. See Enclosure B.

7. Summary of Changes. The changes to CJCSI 5261.01E incorporate administrative changes that include: adding Title 10, US Code, Section 166b, and DODD 2000.12 to the references; clarifying comptroller responsibilities; clarifying use of CbT RIF funds for unspecified minor military construction

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projects; and specifying for what purposes CbT RIF funds can be used.

8. Releasability. This instruction is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other federal agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page--http://www.dtic.mil/cjcs_directives.

9. Effective Date. This directive is effective upon receipt.

STANLEY A. MCCHRYSTAL
Lieutenant General, USA
Director, Joint Staff

Enclosures:

A - Policy
B - Responsibilities
C – Combating Terrorism Readiness Initiatives Fund Submission, Approval, and Reporting Procedures
D – CVAMP Combating Terrorism Readiness Initiatives Fund Data Collection
GL - Glossary

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ENCLOSURE A

POLICY

1. Overview. The purpose of the CbT RIF is to fund emergency and emergent high priority combating terrorism requirements in the year of execution. The fund provides a means for combatant commanders to react to unanticipated or unforeseen requirements (e.g., identified as a result of a change in terrorist threat/threat levels, antiterrorism (AT) standards/doctrine, a current vulnerability assessment, tactical operations, and exercising AT plans). CbT RIF can be used to fund maintenance costs for CbT RIF-funded items during the year of purchase and the subsequent year as a stop-gap measure to permit Services adequate time to program life-cycle costs if maintenance funds are not programmed and provided from the parent Service. The fund is not intended to subsidize ongoing projects, supplement budget shortfalls, or support routine activities which are Service responsibilities. CbT RIF funds will not be used to fund weaponry, ammunition, military table of organization & equipment, or table of distribution and allowances equipment that is normally acquired through Service logistics channels.

2. Considerations/Limitations

a. CbT RIF requests can only be submitted by combatant commands for their geographic area of responsibility (AOR), or for assigned forces or other DOD elements present in the AOR when the fulfillment of such requests improves the AT posture for those DOD elements. Combatant commands must submit requests for CbT RIF funds through the Antiterrorism Enterprise Portal (ATEP) Core Vulnerabilities Assessments Management Program (CVAMP) in accordance with reference a, E3.30. DOD STANDARD 30: AT Resource Application. CVAMP directly ties funding requests to observations and vulnerabilities within the database. Requesting agencies should concomitantly develop unfunded requirements (UFRs) within CVAMP. This action will ensure that long-term program funding for the requirement will be tracked in case it does not gain funding under CbT RIF.

b. Combatant commands may submit requests for assigned forces, bases, stations, posts, agencies, Reserve Components (RC), and Guard units stationed in the continental United States if in a Title 10 status as designated by the Secretary of Defense or if in support of a combatant command. The combatant commands must validate and forward CbT RIF requests to the Joint Staff/J-3, Deputy Director of Antiterrorism/Homeland Defense (DDAT/HD), Antiterrorism/Force Protection (AT/FP) Division, in accordance with CbT RIF submission, approval, and reporting procedures (Enclosure C).

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c. The requests must provide justification information, follow the specific format identified in CVAMP, be approved by the combatant commander or deputy combatant commander, and be coordinated through the combatant command comptroller and legal counsel for submission to the Joint Staff. Each CVAMP submission must be written to clearly and effectively convey all requirements to commanders and officials in the review and approval process. The same criteria apply for security assistance teams with AT requirements falling under the combatant command, per agreement with the Department of State. All requesters for this fund must also coordinate with their local legal and comptroller personnel prior to formal submittal to J-3 DDAT/HD.

d. Emergent requirements are typically the result of a change in mission, policy, threat, or from a recent vulnerability assessment (less than 24 months old). For emergent requirements, the requestor must have an approved, executable, and exercised AT plan (as prescribed in reference a) prior to submitting a CbT RIF request, unless the plan is not executable because of the requested item. The AT plan is the foundation for determining AT requirements, and therefore a prerequisite for an emergent CbT RIF request. Operational units must be in support of a combatant command-approved AT program. Emergency CbT RIF requests are exempt from the provisions of this paragraph.

e. Commanders should maintain an outside-to-inside security approach, focus on prevention of mass casualties, and sustain DOD strategic AT goals (e.g., deter, detect, defend, and respond). The central purpose is to enhance the overall security of DOD installations or facilities and raise and strengthen the defense-in-depth threshold for potential terrorist incidents or attacks.

f. CbT RIF requirements are only funded with Defense operation and maintenance (O&M) or Defense procurement funds, as defined and governed by reference c. Submissions may include requirements for physical security equipment and physical security site improvements. Under extraordinary circumstances (e.g., USS COLE Commission recommendations), emergent or emergency CbT RIF requests may be submitted for management and planning, security forces or technicians, and security and investigative matters. Examples of these include contract manpower, vulnerability assessments (TDY and equipment) associated costs, and training. CbT RIF will not be used to fund civilian or military personnel positions. Refer to reference c for a more detailed explanation of items that are eligible for CbT RIF funding.

g. Use of CbT RIF funds must meet the Financial Management Regulation guidelines in reference c.

(1) Generally, the following thresholds apply for acquisition of items that are not centrally managed. If an item is not centrally managed and has a unit cost of less than or equal to $250,000, it should be classified as an

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expense (O&M) item. If it exceeds $250,000, then it is an investment item (procurement). Refer to reference b for additional guidelines if an item is centrally managed.

(2) There are three categories of items that can either be combined to mitigate vulnerability or individually may compose the mitigation through CbT RIF funding.

(a) The first category is an individual item, such as a drop-in bollard or a hydraulic gate; these are primarily stand-alone items.

(b) The second category is a system, such as a personal alerting system, that consists of several sub-parts, including monitors, speakers, cables, and telephone interface.

(c) The final category is a system of systems. An illustration of this is a base security system composed of several separate systems combined into one linked system. For example: a base defense system consisting of an intrusion detection and surveillance system triggered to fence alarm cabling that is in turn remoted to an alarm monitoring station with VCR recorder capabilities, TV monitors, and control software. The dollar cost for a system cannot be further broken down into sub-requests; therefore, it is an all-or-nothing capability. The cost of a system of systems may be broken down into sub-components for funding or requested as one complete package. Requesting funding for a system of systems, in one complete package, places that request in an all-or-nothing funding situation.

(3) In accordance with (IAW) reference d, O&M may be used for an unspecified minor military construction project costing not more than $750,000. In the case of unspecified minor military construction projects intended solely to correct a deficiency that is life-threatening, health-threatening, or safety threatening, funding should be limited to or less than $1,500,000. However, these same military construction projects may be approved for as much as $3,000,000. Projects exceeding these thresholds require MILCON funding. Refer to reference d for additional limitations on the use of O&M for unspecified minor construction projects.

(4) Prior to submitting a request for CbT RIF, consider other sources of funding either through the combatant commands (e.g., Combatant Commander Initiative Fund or Contingency Operations Funding), Service's baseline/contingency operations funding, or facility internal operating funds. It is common for DOD organizations to charge pass-through administrative fees to requesting organizations for normal financial operations. These fees are part of the cost of processing requirements and other overhead requirements that are endemic to the process. Pass-through costs are not authorized for projects funded under CbT RIF.

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h. Requestors should use Service or DOD sources (Technical Support Working Group and Physical Security Equipment Action Group) to optimum technology available to meet requirements. Do not rely solely on contractor-provided information.

i. CbT RIF funding is for use on the approved project only and cannot be used for any purpose other than what is specifically stated in the Defense Message System (DMS) message provided by the Joint Staff. If the project is no longer required, the CbT RIF funding must be returned to Joint Staff for reallocation and the appropriate actions updated in CVAMP.

3. Submission and Approval Process

a. Combatant commands prioritize and submit emergent CbT RIF requests to J-3 DDAT/HD NLT 15 August and 3 January in a fiscal year following the procedures and timeline in Enclosure A. However, combatant commands may forward emergency requests at any time during the fiscal year for consideration. J-3 DDAT/HD will staff emergency requests immediately upon receipt. If there are sufficient monies returned to the CbT RIF fund or sufficient funds remain, additional calls for projects capable of being obligated on short notice may be conducted.

b. J-3 DDAT/HD will coordinate all CbT RIF requests, to include maintenance costs, if applicable, with the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict and Interdependent Capabilities (ASD(SO/LIC&IC)), parent Services, Joint Staff Legal Counsel and Comptroller, and Joint Staff/J-8 Joint Requirements Office for Chemical, Biological, Radiological, and Nuclear Defense (JRO-CBRND) for those projects concerning CBRND. Recommendations for CbT RIF project approvals will be accompanied by inputs from the appropriate Services/Defense agencies as to why they cannot fund the costs through their own resources. The Chairman or the designated representative is the final approval authority for CbT RIF requests. Each request for funds will be evaluated on its individual merits. The Chairman will notify requesting combatant commands of approved projects via DMS message and within CVAMP upon approval by the Director, Joint Staff. For previously approved and funded projects, J-3 DDAT/HD, in coordination with the Joint Staff, can internally realign any un-obligated balances to assist the combatant commands in executing their programs.

c. Funding provided for approved projects must be obligated within 90 days of release by the Joint Staff Comptroller and no later than (NLT) the end of the fiscal year and expended within 1 year of obligation. Failure to obligate funds within 90 days could result in retrieval and redistribution of funds for other emergent or emergency requests. If funds cannot be obligated within 90 days, a memorandum requesting an extension must be submitted by the first

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flag officer in the combatant command CbT RIF representative's chain of command to J-3 DDAT/HD explaining the problem and rationale for the delay with an anticipated obligation date. If funds are not expended within 1 year of obligation, a memorandum requesting an extension must be submitted by the first flag officer in the combatant command CbT RIF representative's chain of command to J-3 DDAT/HD documenting the problem, rational for the delay, and the anticipated expenditure date.

d. Combatant commands must ensure that projects requested through CVAMP are continually updated to reflect changes in funding status for obligations and disbursements. Combatant commands are responsible for tracking and verifying completeness of all past requests and ensuring that unused funds are returned to the Joint Staff. The J-3 DDAT/HD will review this status monthly via CVAMP outlining the status of all funded projects, including any previous year projects with outstanding obligations and disbursements. Obligation and disbursement status changes entered into CVAMP must be either certified by the installation accounting office or supplemented with a copy of an accounting report reflecting the current obligations and disbursements. To this end, J-3 DDAT/HD will validate monthly with the combatant commands the obligation and disbursement report generated from within CVAMP. Reporting is required on each individual project until all funds have been expended toward the project.

e. For a CbT RIF request that was not approved in a given fiscal year, combatant commands can revalidate, reprioritize, and resubmit the same request to J-3 DDAT/HD. If the Joint Staff does not fund the revalidated request during the subsequent fiscal year, it is no longer considered emergent and should be funded by the parent Service in the program objective memorandum (POM) or budget execution review.

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ENCLOSURE B

RESPONSIBILITIES

1. Chairman of the Joint Chiefs of Staff. The Chairman's responsibilities are:

a. Manage the CbT RIF and act as approval authority or designate an appropriate representative.

b. Formulate instructions for program administration.

2. Director for Operations. The Director, J-3, as the primary Joint Staff Office for managing the CbT RIF, and the designated Fund Manager, Deputy Director for J-3 DDAT/HD, responsibilities include:

a. Review requests to ensure compliance with this instruction.

b. Evaluate and prioritize requests, and coordinate recommendations with ASD(SO/LIC&IC), the Services, the Legal Council to the Chairman of the Joint Chiefs of Staff, and the Joint Staff Comptroller. Additional coordination is required with the J-8 JRO-CBRND-related projects.

c. Notify the combatant commands of approved, deferred, or denied requests.

d. Provide operating agency codes and funding points of contact to the Joint Staff Comptroller.

e. Monitor transfer of funds to the combatant commands and coordinate with the Joint Staff Comptroller on the status of obligation and disbursement rate reports received from the combatant commands.

f. In coordination with the Joint Staff Comptroller, redistribute funding returned from combatant commands to other previously approved CbT RIF projects requiring additional funding.

g. Prepare status reports for the Office of the Secretary of Defense, the Chairman, and Congress, as required.

h. Plan, program, and budget for the CbT RIF, to include the formulation, consolidation, and justification of requirements thru the Joint Staff Comptroller to the Under Secretary of Defense (Comptroller) and ASD(SO/LIC&IC).

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i. J-3 DDAT/HD P&R branch will conduct audits of combatant command CbT RIF holdings at least once per fiscal year.

3. Joint Staff Comptroller. The Joint Staff Comptroller is responsible for controlling funds and reporting on CbT RIF and the following:

a. Review financial implications of combatant command requests.

b. Coordinate with the Under Secretary of Defense (Comptroller), and perform other liaison activities, as required.

c. Determine optimal method of fund transfer for approved requests and ensure the transfer is completed in a timely manner.

d. Reconcile the status of approved project obligations and disbursements between DFAS/CABS accounting systems data and CVAMP reports from the combatant commands. Provide copies of reports to J-3 DDAT/HD.

e. Assist in the preparation of status reports to the Secretary of Defense, the Chairman, and Congress, as required.

4. Combatant Commanders. The responsibilities of the combatant commands are:

a. Establish an office of primary responsibility and assign a single point of contact for managing the CbT RIF program, to include submission of requests and coordination with the Joint Staff.

b. Ensure other sources of funding, either through the combatant commands (e.g., Combatant Commander Initiative Fund or Contingency Operations Funding) or Services, are not available prior to submitting request(s).

c. Submit request(s) in compliance with this instruction guideline to the J-3 DDAT/HD via CVAMP in accordance with the timeline in Enclosure A.

d. Ensure the combatant command, installation, or unit submitting the request is notified of the status of the request NLT 2 weeks after the Joint Staff has notified the combatant commands' point of contact the project has been approved or deferred.

e. Verify funds are received by the requesting organization NLT 2 weeks after receiving Joint Staff message.

f. Ensure funds are used as described in this instruction and directed in the CbT RIF allocations DMS message provided by the Joint Staff. CbT RIF

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funds are to be used in accordance with the approved project and are not authorized for any other purpose. If the funds are no longer needed, immediately return to the Joint Staff for reallocation. Requesting comptrollers are responsible for notifying the J-3 DDAT/HD that funds have been returned to Program Budget Automated System and are ready for withdrawal.

g. Make every effort to obligate funds as soon as possible after they are received from the Joint Staff. Obligate funds received for approved CbT RIF requests NLT 90 days after release by the Joint Staff Comptroller. If funds cannot be obligated within 90 days, a memorandum requesting an extension must be submitted by the first flag officer in the combatant command CbT RIF representative's chain of command to J-3 DDAT/HD explaining the problem and rationale for the delay with an anticipated obligation date.

h. Update status of projects in CVAMP as changes in obligations and disbursements occur. Obligation and disbursement status must be either certified by the installation accounting office or supplemented with a copy of an accounting report reflecting the current obligations and disbursements or via the report issued by J-3 DDAT/HD.

i. Expend funds received for approved CbT RIF requests NLT 1 year from date of obligation. For funds that are not expended within 1 year, provide a memorandum by the first flag officer in the combatant command CbT RIF representative's chain of command to J-3 DDAT/HD documenting the circumstance and rationale for the delay and an anticipated expenditure date.

j. Ensure funds in excess of requirements, or for projects unable to be executed, are returned as soon as possible to the Joint Staff in the fiscal year NLT 15 July so funds may be redistributed. Track and verify the completion of all past year requests to ensure that unused funds are returned to the Joint Staff.

k. Ensure component command, installation, or unit submitting the CbT RIF request forward the same requirement to J-3 DDAT/HD as a UFR in CVAMP to assist the Services in prioritizing and determining the merit of the UFRs. These same UFRs must be submitted to the parent Service for POM preparation and should identify follow-on costs, to include training, maintenance, and replacement.

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ENCLOSURE C

COMBATING TERRORISM READINESS INITIATIVES FUND SUBMISSION, APPROVAL, AND REPORTING PROCEDURES

1. Combatant commands must submit candidate initiative requests for funding under the CbT RIF throughout the fiscal year using the format provided in CVAMP and the additional guidance given at Enclosure B. Classify requests in accordance with DOD Directive 5200.1, DOD 5200.1-R, and the Joint Staff Integrated Vulnerability Assessment (JSIVA) Program Security Classification Guide.

2. Combatant commands will submit emergency CbT RIF requests to J-3 DDAT/HD immediately upon receipt, and the J-3 DDAT/HD will immediately staff these requests. Combatant commands will submit emergent CbT RIF requests IAW and NLT the CbT RIF fiscal year timeline below.

Date	Activity
15 August	Combatant commands submit revalidated (previous year) CbT RIF requests and new projects to J-3 DDAT/HD via CVAMP.
2 August-30 September	First major decision-making cycle and staffing.
1 October	Joint Staff approves CbT RIF projects for funding.
3 January	Combatant commands submit additional current year CbT RIF requests to J-3 DDAT/HD.
4 January-1 February	Second major decision-making cycle and staffing.
2 February	Joint Staff approves CbT RIF projects for funding.
1 June	All CbT RIF projects should be 100 percent obligated.
NLT 15 July	Redistribute funding from projects unable to obligate to other projects. Prepare to obligate potential end-of-year funds. Verify which unfunded CbT RIF requests can still be obligated and the latest date that funds received can be obligated.

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3. Upon receipt of combatant command requests, the J-3 DDAT/HD will:

a. Evaluate and prioritize requests and prepare and submit information for staffing on projects being recommended for approval.

b. Coordinate with ASD(SO/LIC&IC), Services, Legal Council for the Chairman of the Joint Chiefs of Staff, JRO-CBRND J-8, and the Joint Staff Comptroller.

c. Submit to the Chairman of the Joint Chiefs of Staff, or the designated representative, recommended combatant command requests for final Joint Staff approval NLT 15 September and 15 January.

d. Provide the combatant commands information on the status of approved or deferred requests NLT 5 October and 5 February of any given year.

e. Coordinate with the Joint Staff Comptroller on requests approved by the Chairman, or the designated representative, to ensure funds are transferred to the combatant commands.

f. If sufficient funds remain, conduct subsequent calls for CbT RIF projects capable of being obligated on short notice.

g. Prepare reports and briefings, as required.

4. Combatant commands must ensure that projects requested through CVAMP are continually updated to reflect changes in funding status for obligations and disbursements. The J-3 DDAT/HD will review monthly the obligation and disbursement report status of projects in CVAMP. Obligation and disbursement status must be either certified by the installation accounting office or supplemented with a copy of an accounting report reflecting the current obligations and disbursements. To this end, J-3 DDAT/HD will forward to the combatant commands a monthly report for validation generated from within CVAMP. Reporting is required on each individual project, until all funds have been expended toward the project.

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ENCLOSURE D

CVAMP COMBATING TERRORISM READINESS INITIATIVES FUND DATA COLLECTION

1. Data collection for CbT RIF requirements will now be entered directly into CVAMP. This is in accordance with reference a. The format and screen displays for this data entry can be found in the Official CVAMP Users Guide, Section 1.2.4, at https://atep.dtic.mil or https://www.atep.smil.mil to registered users.

2. Additional Guidelines

a. Accurate information is required for the Joint Staff to assess and prioritize each initiative.

b. Submissions must contain all required information (CVAMP User Guide v2.7, pages 69-107, paragraphs 1-14). If submissions are incomplete, processing delays and deferred requests may result until the appropriate information is provided. Within CVAMP, funding requests must be linked to vulnerabilities and contain observations as well as justification data.

c. Each project must stand by itself. Do not merge multiple projects into one project request; this will create an all-or-nothing funding situation during the determination process. For example, a request for a number of Jersey barriers for a specific base is a project that can stand by itself; likewise, a request for a CCTV system with all the component parts, to include monitors, computer controllers, and cabling will meet this requirement. Combining the needs of several bases or several different pieces of equipment into the same request does not meet this requirement.

d. All project requests will have their corresponding unified command control number (formerly the CINC control number) if they have been identified as a UFR in the POM. CVAMP will automatically generate a project control number.

e. All projects should be classified appropriately and protected IAW security classification guidelines.

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GLOSSARY

NOTE: The following terminology is chiefly specialized for the scope of this instruction. It is limited to the scope of the subject matter of the instruction and has not been approved for general, DOD-wide use and inclusion in Joint Publication 1-02, "Department of Defense Dictionary of Military and Associated Terms," except when a definitional entry is followed by the parenthetic caption, "(JP 1-02. Source: JP X-xx (i.e., the source document in which the terminology was developed or revised)."

antiterrorism. Defensive measures used to reduce the vulnerability of individuals and property to terrorist acts, to include limited response and containment by local military forces. Also called AT (JP1-02. Source: JP 3- 07.2). The following AT subcategories are defined:

a. physical security equipment. Any item, device, or system that is used primarily for the protection of assets, personnel, information, or facilities, to include alarms, sensors, protective lighting and their control systems, and the assessment of the reliability, accuracy, timeliness, and effectiveness of those systems.

b. physical security site improvements. Incremental costs associated with facility improvements (using operation and maintenance or military construction funding), new construction, or new construction design where the purpose is to protect DOD assets, personnel, or information from terrorist threats. These improvements may include walls, fences, barricades, or other fabricated or natural impediments used to restrict, limit, delay, or deny entry into a defense installation or facility.

c. physical security management planning. All personnel who manage physical security programs, resources, and assets such as, but not limited to, headquarters staff (includes combatant command headquarters staff elements performing such functions).

d. security forces/technicians. Personnel and operating costs associated with protective forces whose primary or supporting mission is to safeguard assets, personnel, and information. Included are costs for salaries, overtime, benefits, materials, supplies, travel, support equipment, facilities, vehicles, helicopters, training, communications equipment, and management.

e. security and investigative matters. Includes defense criminal investigative resources, conduct of vulnerability assessments (periodic high level reviews and physical security assessments), security and

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intelligence activities, and any cross-discipline security functions that do not easily fit into other security categories.

combating terrorism. Actions, including antiterrorism (defensive measures taken to reduce vulnerability to terrorist acts) and counterterrorism (offensive measures taken to prevent, deter, and respond to terrorism), taken to oppose terrorism throughout the entire threat spectrum. Also called CbT. See also antiterrorism: counterterrorism (JP 1-02. Source: JP 3-07.2)

Combating Terrorism Readiness Initiatives Fund (CbT RIF). Program established by Congress in the fiscal year 1997 National Defense Authorization Act and managed by the J-3 DDAT/HD. Provides funds for emergency and emergent high-priority antiterrorism projects or equipment submitted by combatant commands, and approved by the Chairman of the Joint Chiefs of Staff, or a designated representative, after coordination with the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict and the Services.

combating terrorism requirement. A funding request needed to deter, detect, defend, or respond to a terrorist threat or incident that will protect the lives of Service members, their families, or government property.

emergency requirement. An unanticipated requirement created by a combination of circumstances or the resulting state that requires immediate action to prevent, deter, or respond to a terrorist act.

emergent requirement. Newly formed, unexpected requirement resulting from a logical consequence of unforeseen circumstances calling for prompt action.

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