

**Army Regulation 350-2**

**Training**

# **Operational Environment and Opposing Force Program**

**Headquarters  
Department of the Army  
Washington, DC  
19 May 2015**

**UNCLASSIFIED**

# ***SUMMARY of CHANGE***

AR 350-2

Operational Environment and Opposing Force Program

This major revision, dated 19 May 2015----

- o Changes the title of the regulation from Opposing Force (OPFOR) Program to Operational Environment and Opposing Force Program (cover).
- o Replaces the term contemporary operational environment with operational environment (para 1-5a).
- o Describes the composition of a hybrid threat-based opposing force (para 1-5b).
- o Describes operational environment fidelity levels (para 1-6).
- o Updates responsibilities to support the Operational Environment and Opposing Force Program (chap 2).
- o Replaces intelligence support with tailored operational environment training support (paras 2-8, 3-2).
- o Identifies, informs, and supports doctrine, organization, training, materiel, leadership, personnel, facilities, and policy evaluation of operational environment and opposing force training capability gaps (para 2-8).
- o Directs U.S. Army Cyber Command to assist the U.S. Army Training and Doctrine Command Deputy Chief of Staff, G2 in defining cyber threats that need to be integrated as an opposing force capability for collective training venues (para 2-12).
- o Replaces Combat Training Center specific roles in major, regional, and small scale contingency operations with Army core competencies of combined arms maneuver and wide area security operations (para 3-3).
- o Changes opposing force doctrinal and organizational guidelines to operational and organizational guidelines (para 3-3).
- o Provides opposing force operational and organizational guidelines for the U.S. Army Reserve (para 3-3c(6)).
- o Adds leader development programs and training seminars, as appropriate, to the operational environment and opposing force accreditation program (para 3-6).

Effective 19 June 2015

## Training

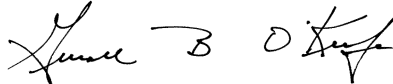
# Operational Environment and Opposing Force Program

---

By Order of the Secretary of the Army:

**RAYMOND T. ODIERNO**  
*General, United States Army*  
*Chief of Staff*

Official:



**GERALD B. O'KEEFE**  
*Administrative Assistant to the*  
*Secretary of the Army*

**History.** This publication is a major revision.

**Summary.** This regulation prescribes responsibilities, concepts, and policies concerning integration of training environment complexities and the Operational Environment and Opposing Force Program into Army operational and institutional domains.

**Applicability.** This regulation applies to the Active Army, the Army National Guard/Army National Guard of the United States, and the U.S. Army Reserve, unless otherwise stated. It supports Department of Defense Joint Service operational environment and opposing force programs for leader development, training, and education. This regulation will not be modified during mobilization.

**Proponent and exception authority.**

The proponent of this regulation is the Deputy Chief of Staff, G–2. The proponent has the authority to approve exceptions or waivers to this regulation that are consistent with controlling law and regulations. The proponent may delegate this approval authority, in writing, to a division chief within the proponent agency or its direct reporting unit or field operating agency, in the grade of colonel or the civilian equivalent. Activities may request a waiver to this regulation by providing justification that includes a full analysis of the expected benefits and must include formal review by the activity's senior legal officer. All waiver requests will be endorsed by the commander or senior leader of the requesting activity and forwarded through their higher headquarters to the policy proponent. Refer to AR 25–30 for specific guidance.

**Army internal control process.** This regulation contains internal control provisions in accordance with AR 11–2 and identifies key internal controls that must be evaluated (see appendix C).

**Supplementation.** Supplementation of this regulation and establishment of command and local forms are prohibited without prior approval from the Deputy Chief of Staff, G–2 (DAMI–FI), 1000 Army Pentagon, Washington, DC 20310–1000.

**Suggested improvements.** Users are invited to send comments or suggested

improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) to the Office of the Deputy Chief of Staff, G–2 (DAMI–FI), 1000 Army Pentagon, Washington, DC 20310–1000.

**Committee management.** AR 15–1 requires the proponent to justify establishing/continuing committee(s), coordinate draft publications, and coordinate changes in committee status with the Office of the Administrative Assistant to the Secretary of the Army, Department of the Army Committee Management Office (AARP–ZA), 9301 Chapek Road, Building 1458, Fort Belvoir, VA 22060–5527. Further, if it is determined that an established “group” identified within this regulation, later takes on the characteristics of a committee, as found in the AR 15–1, then the proponent will follow all AR 15–1 requirements for establishing and continuing the group as a committee.

**Distribution.** This publication is available in electronic media only and is intended for command levels C, D, and E for the Active Army, the Army National Guard/Army National Guard of the United States, and the U.S. Army Reserve.

---

## Contents (Listed by paragraph and page number)

### Chapter 1

**Introduction,** *page 1*

Purpose • 1–1, *page 1*

References • 1–2, *page 1*

Explanation of abbreviations and terms • 1–3, *page 1*

Responsibilities • 1–4, *page 1*

Operational Environment and Opposing Force Program • 1–5, *page 1*

---

\*This regulation supersedes AR 350–2, dated 9 April 2004.

## **Contents—Continued**

Three training and leader development operational environment fidelity levels • 1–6, *page 2*

### **Chapter 2**

#### **Responsibilities, *page 2***

Assistant Secretary of the Army (Acquisition, Logistics and Technology) • 2–1, *page 2*

The Chief, National Guard Bureau • 2–2, *page 2*

Deputy Chief of Staff, G–1 • 2–3, *page 3*

Deputy Chief of Staff, G–2 • 2–4, *page 3*

Deputy Chief of Staff, G–3/5/7 • 2–5, *page 3*

Deputy Chief of Staff, G–4 • 2–6, *page 3*

Chief, Army Reserve • 2–7, *page 4*

Commanding General, U.S. Army Training and Doctrine Command • 2–8, *page 4*

Commanding General, U.S. Army Materiel Command • 2–9, *page 5*

Commanding General, U.S. Army Forces Command • 2–10, *page 5*

Commanding General, U.S. Army Europe • 2–11, *page 5*

Commanding General, U.S. Army Cyber Command • 2–12, *page 5*

Commanding General, U.S. Army Test and Evaluation Command • 2–13, *page 5*

### **Chapter 3**

#### **Planning and Management, *page 6***

Program policies • 3–1, *page 6*

Operational environment representation guidelines • 3–2, *page 6*

Opposing force operational and organizational guidelines • 3–3, *page 7*

Program management • 3–4, *page 7*

Sustainment • 3–5, *page 8*

Operational environment and opposing force accreditation and/or validation • 3–6, *page 9*

Training restrictions • 3–7, *page 10*

Public affairs coordinating instructions • 3–8, *page 11*

### **Appendixes**

**A.** References, *page 12*

**B.** Use of Opposing Forces in Scenarios, *page 13*

**C.** Internal Control Evaluation, *page 14*

### **Glossary**

## Chapter 1 Introduction

### 1–1. Purpose

This regulation sets responsibilities, concepts, policies, and procedures for the Department of the Army (DA) Operational Environment (OE) and Opposing Force (OPFOR) Program. It covers all Army OE and OPFOR activities in live, virtual, constructive, and gaming environments across the operational and institutional domains in support of leader development, training, education, and other developmental functions. This regulation clarifies responsibilities based upon current intelligence and training policies and procedures.

### 1–2. References

Required and related publications and prescribed and referenced forms are listed in appendix A.

### 1–3. Explanation of abbreviations and terms

Abbreviations and special terms used in this regulation are explained in the glossary.

### 1–4. Responsibilities

Responsibilities are listed in chapter 2.

### 1–5. Operational Environment and Opposing Force Program

*a. Operational environment.* An OE is a composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander (Joint Publication (JP) 3–0). Army Doctrine Publication (ADP) 3–0 and Army Doctrine Reference Publication (ADRP) 3–0 describe the OE in terms of eight operational variables: political, military, economic, social, information, infrastructure, physical terrain, and time (PMESII–PT); Army forces use these operational variables to understand and analyze the broad environment in which they are conducting operations. ADP 7–0 established the “understanding of the OE” as one of the 11 Army principles of unit training; integrating the conditions of the expected OE into the training environment provides commanders the full range of experiences needed to produce trained units and capable leaders. The strategic security environment contains multiple potential OEs, which are defined as any areas in which U.S. forces may operate, from a locale as small as a village to entire regions of the globe. Because we cannot always predict where forces will have to deploy, training environments must account for multiple (composite) likely OEs. Conditions should represent those expected OEs as much as possible. A training environment can be a representation of any one expected OE or a composite of multiple OEs. For simplicity, the use of OE and training environment are interchangeable in this regulation. While other non-dedicated OPFOR may be created for use in training events, all OPFOR will operate using doctrine and organizational structures approved by the U.S. Army Training and Doctrine Command (TRADOC), Deputy Chief of Staff (DCS) for Intelligence, G2.

*b. Opposing forces.* An OPFOR is a plausible, flexible, and free-thinking mixture of regular forces, irregular forces, and/or criminal elements representing a composite of varying capabilities of actual worldwide forces and capabilities (doctrine, tactics, organization, and equipment). The OPFOR is used in lieu of a specific threat force for training and developing U.S. forces. The OPFOR is tailored to replicate highly capable conventional threats and unconventional threats that combined can replicate hybrid threats and their strategies further described in the Training Circulars (TCs) 7–100, 7–100.2, 7–100.3, hereafter referred to as TC 7–100 series of manuals, and Field Manual (FM) 7–100.4. Army units dedicated to professional OPFOR missions are located at Army Combat Training Centers (CTCs), including the National Training Center (NTC), the Joint Readiness Training Center (JRTC), the Joint Multi-national Readiness Center (JMRC), and the Mission Command Training Program (MCTP). Other OPFOR elements include, but are not limited to, elements within Reserve Component training divisions, Army Cyber Command’s cyber OPFOR, the Ranger training brigade, and the 21st Cavalry Brigade (Air Combat). While other units and individuals can be tasked to portray OPFOR for use in training events, all OPFOR will operate using doctrine and organizational structures approved by the TRADOC DCS, G2 (herein referred to as the TRADOC, G2).

*c. Operational environment and opposing force in Army training.* The OE and OPFOR program is intended to provide commanders a realistic training environment within the operational training domain, against an uncompromising ‘sparring partner.’ The training environment should encompass various and simultaneous operational variable interactions that produce complexities (two or more variables that interact); for example, interrelation and effects of economic influences in local and regional politics and/or governance that might be a motivating factor for insurgencies. The use of OPFOR in training events is intended to improve realistic training by enabling operations against a non-cooperative, free-thinking, and capability-based adversary or enemy. The OPFOR uses tactics, doctrine, and equipment representative of a composite of forces that could be encountered in expected OEs. The OE and OPFOR program will be used to develop scenarios for various training activities and units. The OE and OPFOR program will also be included as part of specific conditions appropriate to mission-rehearsal exercises (MREs) or mission readiness exercises (MRXs).

*d. Other uses of opposing force.* The OPFOR may be used in Army experimentation, testing, and other activities.

The OPFOR may be one of the dedicated forces described in paragraph 1–5b, above, or may be created for the specific activity. Use of OPFOR for these activities must be coordinated with the TRADOC, G2 and approved by the Commanding General (CG), TRADOC, or delegated representative.

### **1–6. Three training and leader development operational environment fidelity levels**

*a. High.* Condition-setting training environment capabilities and resources needed to replicate most complexities of the OE; present realistic signatures and effects to stimulate all combined arms decisive actions and Joint, interagency, intergovernmental, and multinational (JIIM) enablers; and produce ‘ill-structured problems’ for leader development within the context of achieving all multi-echelon unit training tasks and objectives.

*b. Medium.* Reduced condition-setting training environment capabilities and resources needed to replicate the majority of OE complexities to stimulate key combined arms decisive actions and JIIM enablers, and present partial signatures and effects needed to stimulate primary multi-echelon tasks and training objectives.

*c. Low.* Minimal requirements and resources needed to replicate OE conditions that drive single echelon collective training tasks and objectives.

*d. Fidelity implementation.* CTCs will implement high-fidelity OE training conditions, while Regional Collective Training Capability (RCTC) sites implement medium-fidelity and home station training (HST) exercises implement low-fidelity OE training conditions.

## **Chapter 2 Responsibilities**

### **2–1. Assistant Secretary of the Army (Acquisition, Logistics and Technology)**

The ASA (ALT), based on required and approved Joint Capability Integration Development System (JCIDS) documentation, will—

*a.* Manage research, development, test, and evaluation (RDTE) and plan, program, and budget for the acquisition of OE and OPFOR and OE and OPFOR components of system training aids, devices, simulators, and simulations (TADSS).

*b.* Ensure program executive officers (PEOs) and/or project managers (PMs) plan, program, and budget appropriate levels of RDTE and procurement dollars within their programs for development, acquisition, and fielding of OE and OPFOR system and/or subsystem training packages, including required TADSS. Planning considerations include OE and OPFOR system TADSS applications for training and instrumentation system (IS) interface.

*c.* Provide points of contact (POCs) to monitor system TADSS programs as part of the overall TADSS program, and serve as the management decision package (MDEP) POC for RDTE, procurement, and funding requirements for OE and OPFOR system TADSS.

*d.* Direct the acquisition of directed requirements, approved by the DCS, G–3/5/7, for OE and OPFOR TADSS that fulfill an urgent training need.

*e.* Ensure PEOs and PMs—

(1) Review and coordinate with TRADOC, G2 the application or requirement of OE and OPFOR system TADSS within doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) assessments, in all system concept formulation, development, growth, and funding.

(2) Fund, develop, acquire, and field OE and OPFOR training subsystem materiel within the OE and OPFOR and Army materiel system.

(3) Program and budget funds to support changes and updates to fielded TADSS with OE and OPFOR application resulting from changes or modification to the supported system.

(4) Provide system performance data and funding to U.S. Army Material Command (AMC) for development of OPFOR system training performance data.

### **2–2. The Chief, National Guard Bureau**

The Chief, National Guard Bureau will—

*a.* Program funds to support procurement of Army Requirements Review Board-approved OE and OPFOR TADSS to support approved Army National Guard (ARNG) combined arms training strategy initiatives and programs.

*b.* Provide resources to support ARNG participation in training exercises as OPFOR augmentation.

*c.* Ensure that the ARNG is represented at appropriate OE and OPFOR forums.

*d.* Support and adhere to established accreditation guidelines as prescribed in paragraph 3–6 (OE and OPFOR accreditation and validation).

*e.* Be responsible for cadre train up of augmentation OPFOR at the Exportable Combat Training Capability (XCTC).

### **2-3. Deputy Chief of Staff, G-1**

The DCS, G-1 will—

- a.* Integrate the OE and OPFOR program into Armywide personnel management, including the ARNG, U.S. Army Reserve (USAR), and Joint Service billets.
- b.* Develop policies, objectives, and guidelines that support Armywide personnel management, Soldier professional development, and low-density military occupational specialty sustainment in support of units supporting the OE and OPFOR program.

### **2-4. Deputy Chief of Staff, G-2**

The DCS, G-2 will—

- a.* Function as the Army OE and OPFOR Program proponent and Army Staff focal point for all Army OPFOR actions.
- b.* Exercise oversight of the OE and OPFOR Program through the TRADOC-appointed responsible official.
- c.* Oversee the development, coordination, and management of OPFOR requirements that direct the acquisition of simulations, simulators, surrogates, instrumentation, and foreign materiel for training (FMT) to support OPFOR program objectives in coordination with DCS, G-3 (DAMO-TRS).
- d.* Serve as the POC for matters requiring the initial acquisition of foreign materiel in support of the OE and OPFOR program.
- e.* Identify foreign materiel in the Army inventory that could be used by the OE and OPFOR program and assist in the transfer of materiel when applicable.
- f.* Provide funding through subordinate elements for development of OPFOR classified and unclassified system training performance data.
- g.* In coordination with the Chief of Public Affairs, provides guidance regarding public inquiries and public information release on all aspects of the OE and OPFOR program.
- h.* Ensure CG, U.S. Army Intelligence and Security Command (INSCOM)—
  - (1) Provides intelligence and threat support to the OPFOR program.
  - (2) Upon receipt of funding, and in coordination with DCS, G-2 (DAMI-FI), uses contracting procedures in conjunction with normal funding channels to acquire foreign materiel in support of the OPFOR program in accordance with AR 381-26.
  - (3) Assists DCS, G-2 and TRADOC, G2 in integrating FMT into the OPFOR program.
  - (4) Arranges for transportation of OPFOR FMT from U.S. port of entry to holding units or installations.
  - (5) Provides safety, technical, maintenance, and operator training on OPFOR FMT.
  - (6) Provides technical advice and assistance to users of OPFOR FMT on all levels of maintenance. Provide foreign system performance data to AMC for development of OPFOR system training performance data.

### **2-5. Deputy Chief of Staff, G-3/5/7**

The DCS, G-3/5/7 will—

- a.* Ensure that Army guidance on training objectives and developmental activities provides a basis for precise and measurable standards within the OE and OPFOR program supporting Armywide leader development, training, education, and other developmental functions.
- b.* Integrate the OE and OPFOR program into Armywide and Joint Services training.
- c.* Establish OE and OPFOR program priorities and resource requirements within the CTC and HST programs and RCTC sites.
- d.* Ensure that centers, institutions, and/or installations with primary leader development, training, and education (LDTE) missions which employ OE and OPFOR to shape conditions adhere to established accreditation guidelines as prescribed in paragraph 3-6 (OE and OPFOR accreditation and validation).
- e.* Exercise Army Staff supervision over maintenance and logistic policies and procedures for OE and OPFOR non-system TADSS and equipment.
- f.* Develop integrated logistics support policy and guidance for the development and/or procurement of OE and/or OPFOR non-system TADSS and equipment.
- g.* Direct the CG, TRADOC to serve as the Army responsible official for management of the OE and OPFOR Program.

### **2-6. Deputy Chief of Staff, G-4**

The DCS, G-4 will—

- a.* Integrate the OE and OPFOR program into Armywide logistics, including ARNG, USAR, and Joint Services logistics.

*b.* Assist DCS, G-2 in developing OE and OPFOR program policies, objectives, and guidelines that support Army logistics, research and development, materiel acquisition, sustainment, instrumentation, digitization, and maintenance.

## **2-7. Chief, Army Reserve**

The Chief, Army Reserve will—

- a.* Establish and integrate a USAR OPFOR program for training.
- b.* Provide resources to support USAR participation in training exercises as OPFOR augmentation.
- c.* Ensure that the Office of the Chief of the Army Reserve is represented at appropriate OE and OPFOR conferences and forums.
- d.* Support and adhere to established accreditation guidelines as prescribed in paragraph 3-6 (OE and OPFOR accreditation and validation).
- e.* Ensure USAR units conduct training at all levels using doctrinally correct OE and OPFOR.
- f.* Ensure OPFOR lessons and best practices are captured and shared within the Army Lessons Learned Program(ALLP) in accordance with AR 11-33.

## **2-8. Commanding General, U.S. Army Training and Doctrine Command**

The CG, TRADOC will—

- a.* Designate the TRADOC DCS, G2 as the responsible official for the development, management, administration, integration, and approval functions of the OE and OPFOR Program across the Army.
- b.* Establish the development, verification, validation, accreditation, and provision of the OE in support of LDTE efforts as a TRADOC core function.
- c.* Establish priorities for the allocation of TRADOC resources identified to support the OE and OPFOR program.
- d.* Be approval authority for OE, the OE master plan, and OPFOR doctrine, organization, equipment, and compliancy within all scenarios used or derived from the TRADOC Common Framework of Scenarios (CFOS) for LDTE and other developmental functions.
- e.* In support of the program's responsible official for requirements and integration management tasks, direct TRADOC, G2 to establish a TRADOC project office to coordinate with applicable Capability Development Integration Directorates (CDIDs) and through the Combined Arms Center (CAC) for inclusion of TRADOC capability managers (TCMs) for the integrated training environment, which includes TCM-Live, TCM-Virtual, and TCM-Constructive, to develop, staff, and coordinate OE and OPFOR requirements documentation in accordance with JCIDS for TRADOC or Headquarters, Department of the Army approval.
- f.* Ensure that the following functions and support requirements of the OE and OPFOR program are met:
  - (1) Develop, implement, evaluate, and update standardized Armywide individual and collective training programs, models, and simulations to incorporate a range of complex operational variables and a plausible and flexible OPFOR representing varying capabilities of actual worldwide conventional and irregular threats.
  - (2) Develop OE and OPFOR directive and informational products in the form of TCs, TRADOC pamphlets (TPs), and associated instructional materials for Armywide use.
  - (3) Establish procedures for all TRADOC principal and special staff support to the OE and OPFOR program.
  - (4) Develop and manage Armywide procedures in coordination with the U.S. Center for Army Lessons Learned for discovering, validating, and integrating lessons and best practices gleaned regarding Army capabilities, tactics, and operations against thinking, adaptive, opportunities-based OPFORs.
  - (5) Ensure OPFOR lessons learned and best practices are captured within the ALLP in accordance with AR 11-33.
  - (6) Provide resources for validation of OE and OPFOR portrayal in Armywide institutional and collective training and live, virtual, constructive, and gaming environments.
  - (7) Develop and sustain a portal, enabling access for trainers and training developers, to OE and OPFOR data, information, and knowledge, to include OE and OPFOR Web accessible tools and applications.
  - (8) Provide relevant and tailored OE data that stimulates accomplishment of training objectives. The OE data may include rendered information in classified and unclassified format and other data that shape the training environment, exercise design, and other associated requirements.
  - (9) Assist the training materiel developers in OPFOR TADSS concept formulation.
  - (10) In coordination with U.S. Army Forces Command (FORSCOM) and U.S. Army Europe (USAREUR), develop, staff, and coordinate OE and OPFOR IS requirements for training and other applications.
  - (11) Act as the approval authority for proposals and validate the use of OE and OPFOR training resources for developmental activities other than training.
  - (12) Provide a dedicated and professional OPFOR at the MCTP.
  - (13) Coordinate ARNG, USAR, Joint Services, and other U.S. OPFOR participation in the OE and OPFOR program.
  - (14) Determine the most effective method to hold forums that share OE/OPFOR lessons learned, review and deliberate areas of common interest, and establish program way ahead efforts.



(15) Conduct OE and OPFOR training courses as required to present evolving concepts and maintain currency among the training centers and the OPFOR community.

(16) Develop OE and OPFOR portrayal within modeling and simulation across the operational (PMESII-PT) variables.

(17) Assign threat managers to coordinate with the TRADOC, G2 and serve as staff focal point for managing all OE and OPFOR actions at their respective Center of Excellence (COE).

## **2-9. Commanding General, U.S. Army Materiel Command**

The CG, AMC will—

- a.* Ensure OPFOR system training performance data development.
- b.* Direct the Army Materiel Systems Analysis Activity to provide classified and unclassified threat vulnerability and lethality performance data for use in OPFOR live, virtual, constructive, and gaming environments based upon data provided by PMs and the intelligence community.

## **2-10. Commanding General, U.S. Army Forces Command**

The CG, FORSCOM will—

- a.* Provide force structure required to support the doctrinal OPFOR mission at the NTC, the JRTC, the 21st Cavalry Brigade (Air Combat) and other FORSCOM installations and units tasked to support or perform OPFOR missions.
- b.* Provide OPFOR augmentation of personnel and/or units to supplement OPFOR units at the NTC and JRTC as required to meet combined arms maneuver (CAM) and wide area security (WAS)-based decisive action rotational training objectives.
- c.* Provide required materiel for replication of OE and OPFOR conditions supporting training events, less fixed instrumentation and other TADSS provided by AMC, at NTC, JRTC, 21st Cavalry Brigade (Air Combat), and HST sites.
- d.* Direct the use of personnel and/or units to portray OPFOR during HST. Units tasked to portray OPFOR at HST will replicate maneuver capabilities up to battalion level in order to provide low to medium level fidelity of training conditions to the training audience.

## **2-11. Commanding General, U.S. Army Europe**

The CG, USAREUR will—

- a.* Provide force structure required to support the doctrinal OPFOR mission at the JMRC and other USAREUR installations and units tasked to support or perform OPFOR missions.
- b.* Provide required materiel for replication of OE and OPFOR conditions supporting training events, less fixed instrumentation and other TADSS provided by AMC, at the Joint Multinational Training Command (JMTC), JMRC, other USAREUR installations and units tasked to support or perform OE and OPFOR missions.
- c.* Provide OPFOR augmentation of personnel and/or units to supplement OPFOR units at the JMRC as required to meet CAM and WAS-based decisive action rotational training objectives.
- d.* Ensure OPFOR lessons and best practices are captured and shared within the ALLP in accordance with AR 11-33.

## **2-12. Commanding General, U.S. Army Cyber Command**

The CG, Army Cyber Command will—

- a.* Provide cyber network operations expertise to the TRADOC, G2 for the integration of OPFOR cyber capabilities and assist in the development of training strategies that describe required cyber conditions.
- b.* Establish a dedicated cyber OPFOR to operate within the cyberspace domain and information environment during LDTE events in order to train Army forces to operate in a degraded or compromised cyberspace domain.
- c.* Coordinate with the National Security Agency, other Service adversary/OPFOR/Red Teams, and other interested commands and organizations in order to expand the cyber OPFOR community, ensure interoperability, and to capture best practices and lessons learned from similar units and organizations.
- d.* Advise and assist TRADOC, G2 and designated training programs or OPFOR units in work-around methods to replicate the effects of threat computer network operations.
- e.* Ensure OPFOR lessons and best practices are captured and shared within the ALLP in accordance with AR 11-33.

## **2-13. Commanding General, U.S. Army Test and Evaluation Command**

The CG, U.S. Army Test and Evaluation Command will—

- a.* Ensure necessary operational testing and evaluation of all OPFOR TADSS.

b. Develop, coordinate, and execute support agreements, as appropriate, with TRADOC, G2, to provide threat simulators and other materiel for OPFOR and/or other development activities.

## Chapter 3 Planning and Management

This chapter describes planning and management policies and procedures applicable to the OE and OPFOR program. Included are OE and OPFOR program policies, doctrinal and organizational guidelines, management, the CTC OE and OPFOR sustainment program, procedures regarding OE and OPFOR accreditations, requests for OE and OPFOR services and support, and public affairs.

### 3-1. Program policies

a. Army training consists of tasks, conditions, and standards. The conditions for Army training events are comprised of realistic, relevant, and challenging OE and OPFOR influences that must be present to develop leaders and achieve unit training objectives.

b. Representation of the OE in Army training environments will include the OPFOR (tailored to provide appropriate capabilities and effects) as well as civilians on the battlefield and other personnel and/or entities that could be encountered in an expected OE. This may include JIIM partners that add to the complexity of the OE; however, the responsibility for planning, coordinating, or managing the participation of JIIM partners within Army training does not fall under the purview of the responsible official for the OE and OPFOR program.

c. Scenarios for Army training will include the concept of a 'level playing field' and an equal chance at exercise start for either side, OPFOR or blue forces (BLUFOR), to achieve victory. Training events will be structured for maximum *free play*, including an opportunity for the OPFOR to 'win' the fight. Free-play is a condition where OPFOR execute their assigned mission by assessing the OE and adversary(ies), then undertake tasks that shape conditions to meet their tactical or operational objectives. Both forces execute their mission with the least possible constraints, allowing events to move along their natural course, enabling commanders to realize the full consequences of their decisions within the bounds of the scenario and exercise director's guidance to meet training objectives.

d. Use of a force other than OPFOR, such as outsourcing, for Army training must be coordinated and approved through the TRADOC, G2.

e. All use of OPFOR in Army training and portrayal of the OE will be in accordance with OE and OPFOR operations and organizations as presented in the TC 7-100 series manuals, ADP 3-0, FMs, TPs, and related OE instructional materials produced or approved by TRADOC, G2.

f. TRADOC, G2 will be informed regarding the use of OPFOR for purposes other than training (for example, experimentation or testing).

g. Changes to OPFOR tactics, equipment, and organization must be coordinated with and approved by TRADOC, G2.

h. OPFOR augmentation may be accomplished by Army, Joint Services, contract, or foreign personnel or units. Augmentees will receive appropriate orientation training before use. Use of foreign (multinational) personnel or units within the CTC program must be coordinated and approved in accordance with AR 350-50.

i. All data used to represent OE and OPFOR in training, simulation, and/or other activities, including training scenarios, must be reviewed and validated by TRADOC, G2.

### 3-2. Operational environment representation guidelines

a. TRADOC, G2 assesses and captures OE complexities within various operational environment assessments (OEA). The OEAs are the foundations for scenarios within the CFOS, and should be the cornerstone for developing training environments.

b. Scenarios representing real-world OE complexities may be either classified or unclassified; however, scenarios that use real-world countries set at present day (now to foreseeable future) with portrayed State or non-State actors as the 'enemy,' with which the United States is not in conflict may only be used for training and developmental activities at the classified level. Countries or non-State actors portrayed as the 'enemy' (OPFOR) in an unclassified scenario should be fictitious. In most training scenarios, the OPFOR will portray the forces of a fictitious country or organization, unless prescribed in appendix C, while replicating as many OE variables as possible.

c. Training environments must represent the complex interactive nature of operational variables as defined and supported by the following publications:

(1) TC 7-101.

(2) Operation Environment Master Plan (OEMP). The OEMP is available through Army Knowledge Online, Department of Defense organizations, Army, Army command, TRADOC, Headquarters Staff, TRADOC G2, TRADOC G2 Training; or by contacting the Deputy Chief of Staff, TRADOC G2.

### 3-3. Opposing force operational and organizational guidelines

a. The TC 7-100 series manuals present OPFOR concepts ranging from the strategic to the tactical level. When combined with other critical environment variables that could be encountered in a given situation, this concept offers the capability to portray the qualities of a full range of threat conditions in Army training environments. The TC 7-100 series consists of—

- (1) TC 7-100.
- (2) TC 7-100.2.
- (3) TC 7-100.3.

b. Another resource is FM 7-100.4.

c. Scenarios may dictate OPFORs to portray threats against Army forces ranging from platoon to echelons above division level. Although each CTC OPFOR is optimized to present threat conditions unique to their training environment and the predominance of types of units it will train, all OPFORs must maintain the ability to present themselves as a hybrid threat capable of setting training conditions for any U.S. combat brigade within decisive action operations (offense, defense, and stability operations). The current dedicated Army OPFORs are located at—

(1) *National Training Center*. Live/constructive training capability supporting decisive action tasks for both CAM and WAS with an armor and/or mechanized OPFOR brigade-sized unit that is capable of replicating a threat Brigade Tactical Group (BTG) conducting operations against a U.S. armor brigade, stryker brigade, or lower units.

(2) *Joint Readiness Training Center*. Live/constructive training capability supporting decisive action tasks for both CAM and WAS with a modified light infantry OPFOR battalion capable of replicating a reduced BTG-sized unit that is capable of conducting operations against a U.S. stryker brigade, infantry brigade, or lower units.

(3) *Joint Multinational Training Center*. Live/constructive training capability supporting decisive action tasks for both CAM and WAS with a modified light infantry OPFOR battalion capable of replicating a reduced BTG-sized unit that is capable of conducting operations against a U.S. stryker brigade, infantry brigade, or lower units; with armored augmentation, the OPFOR could also train armored brigades.

(4) *Mission Command Training Program opposing force*. Constructive training capability supporting decisive action tasks for both CAM and WAS with an OPFOR capable of replicating threat formations from national to brigade-level, capable of conducting operations against U.S. brigades, divisions, and corps.

(5) *21st Cavalry Brigade (Air Combat)*. Live training capability supporting decisive action tasks for both CAM and WAS with an OPFOR from platoon to brigade-level, capable of conducting operations against U.S. aviation battalion, brigade, or division-slice elements.

(6) *U.S. Army Reserve Training Command and training divisions*. Live/constructive training capability supporting decisive action tasks for both CAM and WAS with an augmented OPFOR from platoon through battalion level, capable of supporting live training up to battalion maneuver, and live/constructive up to brigade and division-slice elements.

(7) *Exportable Combat Training Capability*. Live/constructive training capability supporting decisive action tasks for both CAM and WAS with an augmented OPFOR from platoon through battalion level, capable of supporting live training for company proficiency up to battalion maneuver, and live/constructive up to brigade and division-slice elements.

(8) *Home station training*. Live/constructive training capability supporting decisive action tasks for both CAM and WAS with a borrowed military manpower OPFOR from platoon through battalion level, capable of supporting live training for company proficiency up to battalion maneuver, and live/constructive up to brigade and division elements.

(9) *1st Information Operations Command*. Live/constructive capability supporting decisive action tasks for both CAM and WAS with a cyber OPFOR capable of replicating information warfare threats against U.S. battalions, brigades, divisions, and corps.

### 3-4. Program management

a. *Oversight*. The DCS, G-2 is responsible for oversight of the Army OE and OPFOR Program and is assisted through the responsible DA official (TRADOC, G2) designated by the CG, TRADOC.

b. *Responsible official*. TRADOC, G2, as the Army OE and OPFOR Program responsible official, performs ongoing development, management, administration, integration, and approval functions of the program via the OE enterprise (OEE). As the responsible official, TRADOC, G2 represents the program on deliberative bodies and often leads OE and OPFOR pillar efforts on behalf of Army training programs or enduring working groups (WGs), to include the CTC, HST, and Army Joint National Training Capability (JNTC) programs, and the JIIM and training support work group (TSWG).

c. *Training General Officer Steering Committee*.

(1) The CTC and HST programs, as well as the JIIM and training support systems WGs, operate under the auspices of the Training General Officer Steering Committee (TGOSC). DCS, G-3 (DAMO-TR) chairs the TGOSC semiannually. There is no OEE voting member on the TGOSC; however, the TRADOC, G2 is an invited attendee to address OE and OPFOR equities.

(2) TGOSC-related OE and OPFOR equities and issues are addressed through the forum of the combined council of colonels (COC), the JIIM WG, and the TSWG for—

(a) Recommending priorities for Army-level OE and OPFOR development and resourcing.

(b) Reviewing and recommending approval of priority requirements as forwarded by the combined COC.

d. *Combined council of colonels and other forums.* The combined COC meets semiannually to monitor, review, screen, and refine issues, initiatives, and topics for validation purposes or presentation to the TGOSC. It consists of numerous COC forums, of which TRADOC, G2 represents OE and OPFOR equities within the HST COC, the CTC COC, and the JIIM WG. Councils are composed of colonels or DA Civilian equivalents.

(1) The CTC COC is co-chaired in accordance with AR 350–50. The TRADOC, G2 is a voting member and speaks on behalf of the OE and OPFOR pillar.

(2) HST COC is co-chaired by DCS, G–3 (DAMO–TRC), FORSCOM, and TRADOC (CAC–Training Management Division). The TRADOC, G2 is an executive session participant for OE and OPFOR equities, but is not a voting member.

(3) The Army’s JIIM WG also meets semiannually in collaboration with the combined COC, chaired by DCS, G–3 (DAMO–TRC). It directly supports the Department of Defense’s Training Transformation efforts and the TGOSC. TRADOC, G2 is a participating board member representing the OE and OPFOR pillar of the JNTC or other OE and OPFOR equities within the JIIM.

(4) The Army’s TSWG also meets semiannually prior to and in support of the TGOSC, and is chaired by the DCS, G–3 (DAMO–TRS). TRADOC, G2 is a participating board member representing the OE and OPFOR training support (TADSS) equities.

### 3–5. Sustainment

a. *Program sustainment.* The OE and OPFOR program must present operational and threat conditions that are representative of real-world problems and military capabilities existing in the present and/or future. In order to achieve this representation, OPFOR doctrine must be continuously refined and updated, while OE conditions and OPFOR equipment must be sustained and modernized over time in order to provide required counter-task training to Army and other forces. The OE and OPFOR sustainment process involves intelligence research and requirements determination for applicability to live, virtual, constructive, and gaming training environments and other activities.

b. *Intelligence research.* TRADOC, G2 conducts extensive all-source research to compile data on worldwide OEs and military capabilities. TRADOC incorporates the results of this research into the TC 7–100 series manuals, which portray a range of unclassified capabilities, parameters, and variables that represent a composite of potential conditions and adversaries to provide stressful, realistic training for Army forces. The OPFOR capabilities presented in the TCs are the basis for OPFOR replication and fidelity in all training and other events for which they are used, and for requirements documentation, resourcing, and fielding of equipment and personnel. It also supports data development used to drive simulations and stimulate mission command systems for collective training venues. The research process is continuous and results in changing capabilities and requirements over time. The TC 7–100 series manuals serve as the genesis for development of the OEMP, which provides the foundation of resource requirements for OE and OPFOR portrayal at each of the major collective training venues.

c. *Operational environment and opposing force sustainment procedures.* The portrayal of training environments and OPFOR operations, organizations, equipment, and associated parameters are outlined in the TC 7–100 series manuals and the OEMP. Specific procedures for sustainment of portrayal are—

(1) *Combat training center opposing force.* Each CTC presents OE training conditions and fields an OPFOR based upon their mission requirement for training specified rotational training units, and within established guidelines of AR 350–50, the CTC Master Plan, TC 7–100 series manuals, FM 7–100.4, and the OEMP.

(a) TRADOC, in coordination with FORSCOM, USAREUR, U.S. Army Pacific (USARPAC), and the CTCs, conducts an OE and OPFOR DOTMLPF analysis to determine shortfalls in OEMP presented requirements.

(b) A CTC may independently identify OE shortfalls requiring doctrinal or materiel solutions. These shortfalls should be forwarded through command channels to TRADOC, G2 for validation.

(c) TRADOC, G2 submits identified DOTMLPF-policy (DOTMLPF–P) OE shortfalls to the appropriate TCM for development or inclusion of such within appropriate requirements documentation.

(d) Proponent CDIDs and CAC–Training (CAC–T) review and assign a lead element and/or agency (TCM or proponent) to review, develop, and staff OPFOR TADSS requirements documentation for validation and approval.

(e) TRADOC, G2 assists the CTC Directorate, DCS, G–3/5/7 (DAMO–TRS), and CTC MDEP managers to prioritize OE and OPFOR DOTMLPF–P shortfalls through the semiannual program management review (PMR) to fund requirements within the program objective memorandum (POM).

(f) TRADOC, G2 integrates near (POM) and long-term OE and OPFOR goals and objectives, as outlined in the OEMP, into the CTC Master Plan.

(g) TRADOC, G2, in collaboration with TCMs, submits new CTC OE and OPFOR initiatives to the CTC program as PMRs, which identify critical, required, and/or desired, requirements to maintain the capability and quality of CTC OPFOR training.

(h) The CTC COC, the semiannual CTC commanders' conference, and, as required, the TGOSC, will validate, consolidate, and prioritize requirements.

(i) CTCs may develop or sustain certain low volume, low cost OE and OPFOR TADSS at the installation level; however, the need for a capability must still be validated by TRADOC, G2.

(j) Sustainment actions regarding doctrinal and capabilities interpretation are submitted to TRADOC, G2 for resolution.

(k) Sustainment actions regarding procurement and use of FMT are forwarded through command channels to TRADOC, G2 for coordination.

(2) *Other opposing forces.* Non-CTC OPFOR organizations will adhere to the following sustainment procedures:

(a) TRADOC, in coordination with FORSCOM, USAREUR, and USARPAC, conducts an OE and OPFOR DOTMLPF analysis to determine shortfalls in OEMP presented requirements for non-CTC programs to include HST and COEs.

(b) Non-CTC programs and local commanders that identify shortfalls requiring doctrinal or materiel solutions will forward these findings with recommendations through command channels to TRADOC, G2 for validation.

(c) For material shortfalls not included within an established program of record, TRADOC, G2 will submit identified shortfalls along with DOTMLPF-P change recommendations of TADSS to the CAC-T for development or inclusion of such within appropriate requirements documentation.

(d) The sponsoring command or TRADOC, G2 will present shortfalls requiring RDTE and/or other procurement authority (OPA) funding to the HST COC, and, as required, to the TGOSC, for funding validation, consolidation, and prioritization.

(e) Submit sustainment actions regarding doctrinal and capabilities interpretation to TRADOC, G2 for resolution.

(f) Submit sustainment actions regarding procurement and use of FMT through command channels to TRADOC, G2 for coordination.

(3) *Regional Collective Training Capability.* RCTCs supporting or resourcing the portrayal of training environments and OPFOR operations, organizations, equipment, and associated parameters for HST, must comply with directives outlined in this regulation.

(a) RCTCs that identify shortfalls requiring doctrinal or materiel solutions will forward these findings with recommendations through command channels to TRADOC, G2 for validation.

(b) For material shortfalls not included within an established program of record, TRADOC, G2 will submit identified shortfalls along with DOTMLPF-P change recommendations of TADSS to the CAC-T for development or inclusion of such within appropriate requirements documentation.

(c) The TRADOC, G2 or CAC-T will present shortfalls requiring RDTE and/or OPA funding to the HST COC, and, as required, to the TGOSC, for funding validation, consolidation, and prioritization.

(4) *Regionally aligned forces and mission-rehearsal exercises and/or Mission Readiness Exercises.* T. RADO, G2 all-source research, as established in paragraph 3-5b, also applies to regionally aligned forces (RAFs) and MREs and/or MRXs.

(a) RAF research support focuses on unified combatant command specific regions through the publishing of OEAs, which provide the foundation for OE conditions within RAF exercises.

(b) MRE and/or MRX research support responds to specific customer requests only. These are operationally focused for specific target environments.

(c) Available OE and OPFOR TADSS should suffice to support RAF and MRE and/or MRX training events. Commanders or programs that identify shortfalls requiring materiel solutions will forward these findings with recommendations through command channels to TRADOC, G2 for validation, who will further coordinate requirements through the CAC-T.

### **3-6. Operational environment and opposing force accreditation and/or validation**

a. *Concept.* In order to ensure that the OE and OPFOR program for Army collective training provides appropriate training conditions, maintains credibility as a training aid, and achieves desired objectives and outcomes, TRADOC, G2 conducts an accreditation program. Important to the credibility of the OE and OPFOR program is the perception that it fairly and accurately portrays potential conditions and an enemy within the context of the expected OE, while meeting unit training objectives and affecting desired leader development outcomes. Consequently, it is critical that OE and OPFOR complexities set the right conditions within the task-condition-standard framework, and that they provide the relevant and realistic stimulation to drive training unit actions.

b. *Accreditation concept for collective training.* Collective training accreditations occur at the CTCs, USAR training divisions, and ARNG collective training program(s) and other training organizations or programs using an OE and/or OPFOR for training purposes. TRADOC, G2 will assemble an interdisciplinary accreditation team of subject matter experts on OE and OPFOR training, and leader development from throughout the Army and Joint community, and may include OPFOR representatives from other activities. The accreditation team travels to the training site(s), makes observations, prepares a written report with observations, discussions, and recommendations for the observed commander, either accrediting or not accrediting the observed operational variable portrayal, as well as the efficacy to

which the replication helped the training unit to achieve training objectives and desired training outcomes. TRADOC, G2 will also use observations and input from training units as a feedback mechanism into the OE and OPFOR doctrinal, training, and training materiel development process. The use of OE and OPFOR complexities within collective training venues is accredited to ensure—

- (1) The OPFOR is adequately trained and resourced to replicate the OE and other directed training.
- (2) The OE is adequately defined and understood by leaders, trainers, evaluators, and scenario developers.
- (3) Training venues are capable of replicating the complexity of interrelated operational variables and resourced to do so.
- (4) Training events are executed so that OE complexities drive leader development and unit training objectives.
- (5) Mission command tasks and systems are stimulated with complexities of the informational aspect of the OE.

*c. Operational environment and opposing force accreditation concept for combat training centers and Reserve Component training programs.* The accreditation process may cover the entire period of an exercise, with potential team representation at the initial planning conference and subsequent events as necessary prior to the actual rotation. Reviewing the BLUFOR training objectives, and ongoing scenario development (including operational variable selection), as well as the organizational and operational structure of the OPFOR and other condition-setting elements (for example, role players, host nation security forces, lessons learned, prior accreditation reports, and so on) the accreditation team will provide advice and validate the scenario and its execution. The team will also look at OPFOR and observer, controller, and trainer training programs and rotational unit leader development programs, and training seminars as appropriate. TRADOC, G2 will submit the accreditation report to commanding general of the training program and the commander of operations group, and furnish a copy to the Deputy Commanding General (DCG), CAC-T for inclusion in a biennial CTC program accreditation report in accordance with AR 350–50.

*d. Operational environment and opposing force accreditation concept for institutional training and education.* TRADOC, G2 participates as a governance member of TRADOC Quality Assurance Office (QAO) accreditations for Army and TRADOC COEs and schools. As the OE governance evaluator, the TRADOC, G2 reviews the integration of OE and OPFOR equities and complexities within programs of instruction and classroom instruction and/or observes exercises. Using the results of these events, the TRADOC, G2 evaluates the inclusion of doctrinal OE and OPFOR training in lesson plans and scenarios, reviews instructor certification programs, and validates demonstrated student competency in OE and OPFOR during student exercises. TRADOC, G2 will present OE and OPFOR findings to the COE or school commandant as part of the overall QAO accreditation report, which is also forwarded to the TRADOC, DCG and/or Chief of Staff.

*e. Operational environment and opposing force validation concept for home station.* In collaboration with FORSCOM, USAREUR (JMTC), and USARPAC, TRADOC, G2 validates OE and OPFOR integration efforts and effectiveness within collective training events at home station sites (non-CTC hosted exercises). These validations will mimic the accreditation process, but are not accreditations due to the multi-faceted variations in expected training objectives, anticipated outcomes, and limited resources that make it implausible for establishing common standards. Rather, TRADOC, G2 will provide a written assessment of observations, discussions, and recommendations to training unit commanders, senior trainers, and the FORSCOM G3/5/7 and DCG, and furnish a copy to the DCG, CAC-T.

*f. Scheduling.*

- (1) CTC accreditations occur annually. They are coordinated through FORSCOM for NTC and JRTC, the JMTC for JMRC, and the MCTP for Operations Group X-Ray and other operations groups employing OE and OPFOR complexities not directly tied to operations group COE.
- (2) USAR division (training divisions) accreditations occur biennially. They are coordinated with the appropriate training command and other appropriate training divisions.
- (3) ARNG XCTC accreditations occur biennially. They are coordinated with the National Guard Bureau and the appropriate unit.
- (4) TRADOC, G2 will conduct two to three OE and OPFOR validation assessments annually of HST exercises. TRADOC, G2 selects events based on nominations by FORSCOM, USAREUR (JMTC), and USARPAC.
- (5) Institutional accreditations of COEs and school will be scheduled triennially for COEs and schools as designated by the QAO.
- (6) Assistance in validation/accreditation of OE/OPFOR portrayal in joint or combined training or other events will be coordinated through the responsible headquarters.

### **3–7. Training restrictions**

OE and OPFOR program restrictions will be minimized and reviewed at least annually by DCS, G–2 to ensure the OE and OPFOR—

- a.* Conduct safe training activities while providing training that meets BLUFOR training requirements.
- b.* Use only OPFOR uniforms, equipment, and training aids authorized by TRADOC, G2.
- c.* Integrate foreign military units or elements for use as an OPFOR only as approved through the DCS, G–2.

### **3–8. Public affairs coordinating instructions**

*a. Objectives.* The objectives of the public affairs program for OE and OPFOR are—

- (1) To inform U.S. Soldiers about the OE and OPFOR program and how it enhances collective training.
- (2) To address public inquiries about OE and OPFOR equities within collective training in the U.S. Army.

*b. Release of operational environment and opposing force information.*

(1) *Public information.* Installation commanders may release unclassified information to the news media about the OE and OPFOR program if the information is within the mission and scope of the command. Inquiries outside the mission and scope of a given command will be referred to the next higher headquarters. Inquiries about all aspects of the OE and OPFOR program also will be sent to: Office of the Deputy Chief of Staff, G–2 (DAMI–FIT), 1000 Army Pentagon, Washington, DC 20310–1000, with information copies to: Chief of Public Affairs (SAPA–MRD), 1500 Army Pentagon, Washington, DC 20310–1500 (contact Office of the Chief of Public Affairs Media Relations Division at 703–697–7590) and TRADOC, G2 (ATIN–O), 950 Jefferson Avenue, Fort Eustis, VA 23604–5739.

(2) *Command information.* All commanders participating in the OE and OPFOR program will use available media, including the Internet, to keep Soldiers informed about the OE and OPFOR program.

## **Appendix A References**

### **Section I Required Publications**

#### **AR 11–33**

Army Lessons Learned Program (ALLP) (Cited in paras 2–7*f*, 2–8*f*(5), 2–11*d*, 2–12*e*.)

#### **AR 350–50**

Combat Training Center Program (Cited in paras 3–1*h*, 3–4*d*(1), 3–5*c*(1), 3–6*c*.)

#### **AR 381–26**

Army Foreign Materiel Exploitation Program (U) (Cited in para 2–4*h*(2).)

#### **FM 7–100.4**

Opposing Force Organization Guide (Cited in paras 1–5*b*, 3–3*b*, 3–5*c*(1), B–2*b*(3).)

#### **TC 7–100**

Hybrid Threat (Cited in paras 1–5*b*, 3–1*e*, 3–3*a*, 3–3*a*(1), 3–5*b*, 3–5*c*, 3–5*c*(1), 3–5*b*, B–2*b*(1), B–2*b*(3).)

#### **TC 7–100.2**

Opposing Force Tactics (Cited in paras 1–5*b*, 3–1*e*, 3–3*a*, 3–3*a*(1), 3–5*c*, 3–5*c*(1), 3–5*b*, B–2*b*(3).)

#### **TC 7–100.3**

Irregular Opposing Forces (Cited in paras 1–5*b*, 3–1*e*, 3–3*a*, 3–3*a*(1), 3–5*c*, 3–5*c*(1), 3–5*b*, B–2*b*(3).)

#### **TC 7–101**

Exercise Design (Cited in para 3–2*c*(1).)

### **Section II Related Publications**

A related publication is merely a source of additional information. The user does not have to read it to understand this publication.

#### **ADP 3–0**

Unified Land Operations

#### **ADP 7–0**

Training Units and Developing Leaders

#### **ADRP 3–0**

Unified Land Operations

#### **AR 11–2**

Managers' Internal Control Program

#### **AR 25–30**

The Army Publishing Program

#### **AR 70–1**

Army Acquisition Policy

#### **AR 71–9**

Warfighting Capabilities Determination

#### **AR 350–1**

Army Training and Leader Development



## **AR 350–38**

Policies and Management for Training Aids, Devices, Simulators, and Simulations

### **JP 3–0**

Joint Operations (Available at <http://www.dtic.mil>.)

### **Section III**

#### **Prescribed Forms**

This section contains no entries.

### **Section IV**

#### **Referenced Forms**

Except where otherwise indicated below, the following DA Forms are available on the APD Web site (<http://www.apd.army.mil>).

#### **DA Form 11–2**

Internal Control Evaluation Certification

#### **DA Form 2028**

Recommended Changes to Publications and Blank Forms

## **Appendix B**

### **Use of Opposing Forces in Scenarios**

#### **B–1. Issues**

The introduction of expected OEs as the model for Army training environments has improved the complexity of training scenarios and subsequently made them more closely aligned with current events. While this may provide some increased fidelity in training events it risks damage to U.S. National interests or potential undesirable public attention. Unclassified training scenarios must be developed recognizing the potential political, diplomatic, and security ramifications of national or international media publication. Training scenario developers should also consider foreign student sensitivity to exposure.

#### **B–2. Guidelines**

*a.* Unclassified training scenarios must not be directly traceable to any real-world countries, Government policies or agendas, actual military orders of battle or governmental structures when actual country names are used. For example, if a training scenario uses the real-world country of X, then the scenario may not use Country X's actual government policy, national and international agenda, orders of battle or governmental structure. Scenarios using real-world country names must comply with the following provisions:

(1) The scenario may use derivatives of the foregoing (government policies or agendas, actual military orders of battle or governmental structures) provided they cannot be mistaken for real-world activities or structures.

(2) In all cases, information related to any country must be drawn from unclassified sources.

(3) Scenario developers must ensure that the aggregation of unclassified data does not at some point cause the scenario to become sensitive or even classified.

(4) If the training objectives or leadership development outcomes require that real country names be used and that actual current events must drive the training, the scenario may use actual foreign government national policies drawn from open source documents. However, governmental structure and military orders of battle must remain fictitious, and the TRADOC, G2 must approve this deviation.

*b.* Fictitious country names and regional constructs can be used in training scenarios. Use of fictitious countries and regional constructs allows closer matching of current international relationships and military forces. Scenarios using fictitious country names must comply with the following provisions:

(1) When fictitious country names are used, training scenarios may use actual governmental structures provided that real-world incumbents are not used. In most cases, however, governmental structures of a fictitious country whose forces comprise OPFOR should follow the model of the fictitious "State" as outlined in TC 7–100.

(2) The fictitious countries' national interests may parallel real-world interests but cannot be identical.

(3) Military orders of battle that may engage U.S. or U.S.-led coalition forces must be fictitious, based on the organizations found in the OPFOR administrative force structure as outlined in FM 7–100.4 and task-organized in accordance with TC 7–100 series of manuals.

(4) Fictitious country and regional relationships must not compromise U.S. foreign policies or allow reasonable inferences to be drawn relative to U.S. relationships to a foreign government.

*c.* Under no circumstance will actual U.S. contingency plans be used as part of a training scenario.

*d.* In all cases, actual demographics, terrain features, cities, towns, landmarks, and infrastructure may be used for training scenarios. Changing of geographical names is required only if the application of U.S. military power in the scenario could result in damage to U.S. national interests or lead to undesirable public attention. For example, destruction of a nation's capital city as a part of a campaign would require the use of a fictitious name.

*e.* MREs for RAFs are an exception to these guidelines. MRE exercise directors must determine the classified or unclassified nature of the event, based upon political sensitivity and/or security ramifications.

### **B-3. Critical elements**

*a.* The key elements to be considered in developing all unclassified training scenarios are as follows: If the answer is yes to any of these questions, then the scenario developer must consider rewriting the scenario, classifying it, or seeking further guidance from the TRADOC, G2.

(1) Will public exposure of this scenario embarrass the United States or potentially damage U.S. foreign relationships?

(2) Does this scenario reveal U.S. contingency plans or can a reasonable inference of U.S. contingency plans be drawn from this scenario?

(3) Does this scenario expose actual U.S. relationships with foreign governments?

(4) Does the scenario provide information on the agenda or operation of a foreign government that discloses potentially sensitive detail on U.S. knowledge or interest?

(5) Will the military order of battle in the scenario compromise U.S. plans, weapons systems, or operations against a potential adversary?

*b.* Other than the use of a real country name for the 'enemy' (OPFOR), the following are examples of possible diplomatic or political sensitivities:

(1) Use of real-world countries as supporters or indirect participants backing or favoring the 'enemy' (OPFOR).

(2) Portraying a particular real-world country as a failed state in which U.S. forces must conduct stability operations and support operations.

(3) Portraying a real-world country as having been invaded or defeated by a traditional rival or an emerging threat in its region.

(4) Portraying the overthrow of the current regime or the death of the current head of state in a real-world country, even when placed in a future time frame.

(5) Use of real-world countries as U.S. allies or coalition partners in scenarios involving certain other countries or regions.

(6) Third-party actors portrayed as neutral or noncombatants in the scenario.

## **Appendix C Internal Control Evaluation**

### **C-1. Function**

The function covered by this checklist is the administration of the OE and OPFOR program.

### **C-2. Purpose**

The purpose of this checklist is to assist Army commands, Army service component commands, and the proponent in evaluating the key internal controls outlined below. It is not intended to cover all controls.

### **C-3. Instructions**

Answers must be based on the actual testing of key internal controls (for example, document analysis, direct observation, sampling). Answers that indicate deficiencies must be explained and corrective action indicated in supporting documentation. These key internal controls must be formally evaluated at least once every 5 years. Certification that this evaluation has been conducted must be accomplished on DA Form 11-2 (Internal Control Evaluation Certification).

### **C-4. Test questions**

*a.* Does TRADOC integrate lessons learned from OE and OPFOR portrayal during training into the doctrinal development process? (TRADOC)

*b.* Has TRADOC conducted an annual OPFOR forum? (G2)

c. Has TRADOC implemented an annual accreditation process for OE and OPFOR portrayal in all aspects of Army training? (G2)

d. Are CTC OPFORs properly resourced with personnel and equipment to conduct doctrinal, meaningful training? (Army commands and Army service component commands)

**C-5. Comments**

Help make this a better tool for evaluation of internal controls. Submit comments to Office of the Deputy Chief of Staff, G-2, 1000 Army Pentagon, Washington, DC 20310-1000.

## **Glossary**

### **Section I Abbreviations**

#### **ADP**

Army Doctrine Publication

#### **ADRP**

Army Doctrine Reference Publication

#### **ALLP**

Army Lessons Learned Program

#### **AMC**

U.S. Army Materiel Command

#### **AR**

Army Regulation

#### **ARNG**

Army National Guard

#### **ASA (ALT)**

Assistant Secretary of the Army (Acquisition, Logistics and Technology)

#### **BLUFOR**

blue forces

#### **BTG**

Brigade Tactical Group (OPFOR Combat Brigade)

#### **CAC**

Combined Arms Center

#### **CAC-T**

Combined Arms Center-Training

#### **CAM**

combined arms maneuver

#### **CDID**

Capability Development Integration Directorate

#### **CFOS**

Common Framework of Scenarios

#### **CG**

commanding general

#### **COC**

council of colonels

#### **COE**

Center of Excellence

#### **CTC**

Combat Training Center

#### **DA**

Department of the Army

**DCG**

deputy commanding general

**DCS**

Deputy Chief of Staff

**DOTMLPF**

doctrine, organization, training, materiel, leadership and education, personnel, and facilities

**DOTMLPF-P**

doctrine, organization, training, materiel, leadership and education, personnel, and facilities-policy

**FM**

field manual

**FMT**

foreign materiel for training

**FORSCOM**

U.S. Army Forces Command

**HST**

home station training

**INSCOM**

U.S. Army Intelligence and Security Command

**IS**

instrumentation system

**JCIDS**

Joint Capability Integration Development System

**JIIM**

Joint, interagency, intergovernmental, and multinational

**JMRC**

Joint Multi-national Readiness Center

**JMTC**

Joint Multinational Training Command

**JNTC**

Joint National Training Capability

**JP**

Joint Publication

**JRTC**

Joint Readiness Training Center

**LDTE**

leader development, training, and education

**MCTP**

Mission Command Training Program

**MDEP**

management decision package

**MRE**

mission-rehearsal exercise

**MRX**

mission readiness exercise

**NTC**

National Training Center

**OE**

operational environment

**OEA**

operational environment assessment

**OEE**

operational environment enterprise

**OEMP**

Operation Environment Master Plan

**OPA**

other procurement authority

**OPFOR**

opposing force

**PEO**

program executive officer

**PM**

project manager

**PMESII-PT**

political, military, economic, social, information, infrastructure, physical terrain, and time

**PMR**

program management review

**POC**

point of contact

**POM**

program objective memorandum

**QAO**

Quality Assurance Office

**RAF**

regionally aligned force

**RCTC**

Regional Collective Training Capability

**RDTE**

research, development, test, and evaluation

**TADSS**

training aids, devices, simulators, and simulations

**TC**  
training circular

**TCM**  
TRADOC capability manager

**TGOSC**  
Training General Officer Steering Committee

**TP**  
TRADOC pamphlet

**TRADOC**  
U.S. Army Training and Doctrine Command

**TSWG**  
training support work group

**USAR**  
U. S. Army Reserve

**USAREUR**  
U.S. Army Europe

**USARPAC**  
U.S. Army Pacific

**WAS**  
wide area security

**WG**  
working group

**XCTC**  
Exportable Combat Training Capability

## **Section II**

### **Terms**

This section contains no entries.

## **Section III**

### **Special Abbreviations and Terms**

#### **Adversary**

A party acknowledged as potentially hostile to a friendly party and against which the use of force may be envisaged.

#### **Combined arms maneuver**

The application of the elements of combat power in unified action to defeat enemy ground forces; to seize, occupy, and defend land areas; and to achieve physical, temporal, and psychological advantages over the enemy to seize and exploit the initiative.

#### **Conditions**

Established parameters in which training is achieved. Conditions explain what to provide, withhold, and/or modify. Conditions describe the characteristics under which the objective is measured and include the environment, safety considerations, resources and constraints.

#### **Decisive action**

The continuous, simultaneous combinations of offensive, defensive, and stability or defense support of civil authorities tasks.

**Enemy**

A party identified as hostile against which the use of force is authorized.

**Home station training**

Where the majority of Active Army training takes place; where individual skills are honed and unit readiness developed. For the RC, it is any pre-mobilization training conducted at a unit's home station/location, local training area, or military installation other than a CTC.

**Home station training capabilities**

A capability to train Active Component brigades on decisive action training environment mission essential tasks (less live fire) and RC companies (with live fire).

**Leader development**

The deliberate, continuous, and progressive process-founded in Army values-that grows Soldiers and Army Civilians into competent, committed professional leaders of character. Leader development is achieved through the career-long synthesis of the training, education, and experiences acquired through opportunities in the institutional, operational, and self-development domains, supported by peer and developmental relationships.

**Non-system training device**

A training device designed and intended to support general military training and non-system specific training requirements.

**Operational environment**

A composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander.

**Opposing force**

A plausible, flexible, and free-thinking mixture of regular forces, irregular forces, and/or criminal elements representing a composite of varying capabilities of actual worldwide forces and capabilities (doctrine, tactics, organization, and equipment).

**Regional collective training capability**

The Army's enterprise approach to focus Training Support System capability to enable collective training.

**System training device**

Training devices designed and intended to train individual and/or collective tasks associated with a specific system, family of systems, or system of systems.

**Threat**

Any combination of actors, entities, or forces that have the capability and intent to harm United States forces, United States national interests, or the homeland. (ADRP 3-0)

**Training aids, devices, simulators, and simulations**

Training equipment that supports training in the live, virtual, and constructive environments. Justified, developed, and acquired to support designated tasks. Examples include, but are not limited to, battle simulations, targetry, training-unique ammunition, flight and/or driving simulators, gunnery trainers, and maintenance trainers. The TADSS are categorized as system or non-system.

**Wide area security**

The application of the elements of combat power in unified action to protect populations, forces, infrastructure, and activities; to deny the enemy positions of advantage; and to consolidate gains in order to retain the initiative.



**UNCLASSIFIED**

**PIN 031683-000**