# Department of Defense
# INSTRUCTION

SUBJECT:   DoD Urban Training Facilities

References:   (a)   DoD Directive 1322.18, "Military Training," September 3, 2004
              (b)   Section 2859(d) of title 10, United States Code
              (c)   DoD Directive 5124.02, "Under Secretary of Defense for Personnel and Readiness (USD(P&R))," October 17, 2006
              (d)   Urban Training Facility Review Group Guidelines, April 6, 2007[1]
              (e)   through (j), see Enclosure 1

## 1. PURPOSE AND SCOPE

In accordance with the responsibilities defined in References (a) and (b) and the authority in Reference (c), this Instruction:

    1.1.  Establishes an overarching Urban Training Facilities Strategy to synchronize individual DoD Component strategies (see Reference (d)) and joint working groups.

    1.2.  Establishes and implements policy and assigns responsibilities for evaluating and certifying military projects to upgrade existing or construct new urban training facilities.

## 2. APPLICABILITY

This Instruction applies to:

    2.1.  The Office of the Secretary of Defense, the Military Departments, the Chairman of the Joint Chiefs of Staff, the Combatant Commands, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the Department of Defense (hereafter referred to collectively as the "DoD Components").  The term "Military Services," as used herein, refers to the Army, the Navy, the Air Force, and the Marine Corps.

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[1] Reference (d) is available through the Office of the Under Secretary of Defense for Personnel and Readiness, Office of the Director, Readiness and Training Policy and Programs, Room 1E537, 4000 Defense Pentagon, Washington, DC 20301-4000

2.2. All DoD facilities, existing or proposed, with the primary purpose of urban training.

3. <u>DEFINITIONS</u>

Terms used in this Instruction are defined in Enclosure 2.

4. <u>POLICY</u>

In accordance with Reference (b), it is DoD policy that all fiscal year proposals to construct new or modify existing DoD Urban Training Facilities must be evaluated for compliance with this Instruction, and the outcome of this evaluation reported annually as a certification to the Congressional Defense Committees by the Under Secretary of Defense for Personnel and Readiness (USD(P&R)). All proposals to upgrade or construct new urban training facilities will be evaluated regardless of which DoD appropriation is used. Only Military Construction proposals for urban training facilities will be certified.

5. <u>RESPONSIBILITIES</u>

5.1. The <u>USD(P&R)</u> shall:

5.1.1. Establish and provide oversight for the Urban Training Facilities Review Group (UTFRG) to evaluate proposals for new Military Service urban training facilities, and improvements to existing urban training facilities to ensure the efficient use of training resources, and optimize integrated operations which includes the Military Services, joint, interagency, intergovernmental, and multinational participation. The UTFRG will recommend certification of proposed urban training facility projects that are consistent with this Instruction.

5.1.2. Promulgate policy, develop the evaluation process, and facilitate Departmental planning and coordination for the establishment and development of urban training facilities using this Instruction, including the evaluation factors at Enclosure 4 and Reference (d).

5.1.3. As provided for in the DoD Training Transformation Strategic Plan and the DoD Training Transformation Implementation Plan (References (e) and (f) respectively), utilize the Training Transformation (T2) Senior Advisory and Executive Steering Groups (SAG and ESG, respectively) to annually validate and certify proposed urban training facility upgrades and new construction.

5.1.4. Provide a chairperson (GS-15/YX-3/O-6) from the Office of the Deputy Under Secretary of Defense for Readiness (DUSD(R)) to act as chairman of the UTFRG.

5.1.5. Facilitate cross-service utilization of urban training facilities by leveraging existing DoD Component capabilities to identify, integrate, field, and sustain a Web-based scheduling tool to provide availability and urban training facility operating agency contact information for urban training facilities (local and regional).

5.1.6.  Conduct periodic, bilateral coordination meetings between the Joint Urban Operations Office (JUOO) and the UTFRG to ensure synchronization of efforts.

5.1.7.  Submit the annual Urban Training Facilities Certification report to Congress by 31 December for the next fiscal year.

5.2.  The <u>Secretaries of the Military Departments</u> shall:

5.2.1.  Plan, program, and budget for Military Service urban training facility requirements.

5.2.2.  Support the urban training facility proposal evaluation and certification process by:

5.2.2.1.  Providing the appropriate level representation for the UTFRG, T2 SAG, and ESG.

5.2.2.2.  Providing as the sponsor, urban training facility projects (new or improvements) as proposed in the Budget Estimate for the proposal year and proposal year plus one for evaluation and certification, and current year plus two for potential joint initiatives and partnering.  Information guidelines to enable coordination between user communities are provided in Enclosure 3 of this Instruction.  Also provide a copy of DD Form 1391, "Military Construction Project Data," for each urban training facility project.

5.2.2.3.  Sponsoring joint initiatives for urban training facilities as designated by the UTFRG for funding in the T2 budgeting process.

5.2.2.4.  Providing and maintaining an annual inventory of existing urban training facilities, including those of the Reserve components.  This inventory should be shared with and be accessible to the USD(P&R) and the other Military Departments as background to UTFRG deliberations.

5.2.3.  Assist with identification, integration, fielding, and sustainment of a common Web-based scheduling tool, which leverages existing DoD Component capabilities, to provide availability and urban training facility operating agency contact information for urban training facilities (local and regional).

5.2.4.  Satisfy Joint National Training Capability requirements for urban training facility technical certification for U.S. Joint Forces Command (USJFCOM) accredited training programs (Reference (g)) conducting joint task urban training on the facility.

5.3.  The <u>Chairman of the Joint Chiefs of Staff</u> shall:

5.3.1.  Support the urban training facility proposal evaluation and certification process by:

5.3.1.1.  Providing appropriate representation for the UTFRG, the T2 SAG, and ESG.

5.3.1.2.  Providing as the sponsor of an urban training facility proposal, a general project description, as outlined in Enclosure 3, for each urban training facility proposed for the proposal year and the proposal year plus one.

5.3.2.  Coordinate the participation of, or represent, any Combatant Command supporting an urban training facility in its area of responsibility.

5.4.  The Commander of USJFCOM, through the Chairman of the Joint Chiefs of Staff, shall:

5.4.1.  Support the urban facility proposal evaluation and certification process by:

5.4.1.1.  Providing appropriate representation for the UTFRG, T2 SAG, and ESG.

5.4.1.2.  Providing, as the sponsor, information, as explained in Enclosure 3, for each urban training facility proposed for the proposal year and the proposal year plus one.

5.4.1.3.  Support periodic, bilateral coordination meetings between the JUOO and the UTFRG to ensure synchronization of efforts.

5.4.2.  In accordance with Reference (g), conduct Joint National Training Capability technical certification of DoD Component urban training facilities.

5.5.  The T2 ESG shall review, and modify as appropriate, the Congressional Certification Report recommendations from the SAG and provide an overall certification recommendation to the USD(P&R).

5.6.  The T2 SAG shall review, and modify as appropriate, the Congressional Certification Report recommendations from the UTFRG and forward the outcome to the ESG.

5.7.  The UTFRG shall:

5.7.1.  Support the USD(P&R) by providing to the T2 SAG and ESG recommendations for a certification report to Congress and Regional Urban Training Facility designations.

5.7.2.  Support development of an evaluation process.

5.7.3.  Develop and maintain Reference (d) to be approved by the DUSD(R).

5.7.4.  Recommend to DUSD(R) changes to procedures in Reference (d) to implement the content of this Instruction in the resource allocation process.

5.7.5.  Review infrastructure requirements against the established evaluation factors in Enclosure 4.

5.7.6.  Provide recommendations for changes to the evaluation factors in Enclosure 4.

5.7.7.  Provide recommendations for infrastructure investment priorities to the T2 SAG and ESG.

6.  <u>PROCEDURES</u>

6.1.  The Deputy Secretary of Defense Memorandum (Reference (h)) designated USJFCOM as the Executive Agent for Joint Urban Operations.  In order to synchronize DoD urban training efforts, USJFCOM established the JUOO.  Subsequently, the Joint Urban Operations Training Working Group (JUOTWG) was established by USJFCOM Joint Force Trainer Memorandum (Reference (i)).  This Instruction establishes the UTFRG to facilitate synchronization of individual DoD Component strategies and the various Urban Operations working groups, to conduct the annual evaluation of urban facility proposals and to recommend certification of military projects to upgrade existing or construct new urban training facilities to the T2 SAG and ESG.

6.1.1.  The USJFCOM JUOO analyzes the urban related lessons learned and evaluates current trends to ensure adequate modeling and simulation support for urban training.

6.1.2.  The USJFCOM JUOTWG was chartered to develop an overarching joint urban training strategy, which incorporates existing Military Service urban training strategies, and develops joint urban training requirements.

6.1.3.  The Office of the USD(P&R) UTFRG is charged with supporting urban training facility oversight, with evaluation and certification by USD(P&R).

6.2.  Urban training facility plans and projects proposed by DoD Components will be examined through in depth analysis of data and factors in the enclosures of this Instruction and in guidelines established by the UTFRG and issued to the DoD Components.  The goal of the analysis is to ensure consistency with this Instruction.

6.3.  Urban training facilities shall be categorized as Local and/or Regional.  Complete definitions for these two categories are at Enclosure 2.

6.4.  The T2 ESG, on the recommendation of the SAG and UTFRG, shall designate Regional Urban Training Facilities (RUTFs).  Such facilities shall compete for joint funding where appropriate and/or establish cost sharing agreements.  Planning or designation attributes for RUTFs are provided at Enclosure 2.

6.5.  The DoD Components, to the maximum extent possible, shall cooperatively use urban training resources (e.g., facilities, ranges, maneuver areas, instrumentation and real time feedback capabilities, and debriefing capability) and seek opportunities for co-use and integrated operations with non-DoD users.
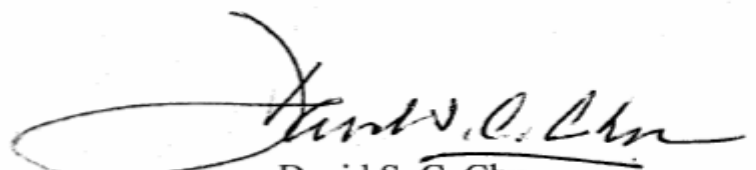
6.6.  The DoD Components will, when appropriate, virtually and/or physically link urban training facilities to facilitate integrated urban operations over a large geographic area.  Linkage shall support both tactical and staff level training.

6.7.  Objectives for urban training supported by DoD urban training facilities will include:

6.7.1  Enabling integrated habitual operational/training relationships.

6.7.2.  Enabling synchronized rules of engagement for integrated operations.

6.7.3.  Enabling offensive and defensive operations against, traditional, irregular, and distributed forces.

6.7.4.  Enabling Stabilization, Security, Transition, and Reconstruction Operations.

6.7.5.  Enabling Conduct of Intelligence Operations.

6.7.6.  Enabling Conduct of Information Operations.

6.7.7.  Challenging tactical and operational communications.

6.7.8.  Challenging air and ground tactical navigation.

6.7.9.  Fostering common situational awareness.

6.7.10.  Enabling coordination of air/land movements (all levels of war).

6.7.11.  Fostering planning for integrated urban operations (all levels of war).

6.7.12.  Enabling conduct of search and rescue operations.

6.7.13.  Enabling resupply and casualty evacuation operations.


7.  EFFECTIVE DATE

This Instruction is effective immediately.

David S. C. Chu
Under Secretary of Defense for
Personnel and Readiness

Enclosures - 4
    E1.  References, continued
    E2.  Definitions
    E3.  Information Guidelines of Urban Training Facility Proposals
    E4.  Urban Training Facility Evaluation Factors

## E1.  ENCLOSURE 1

### REFERENCES, continued

(e)    DoD Training Transformation Strategic Plan, May 8, 2006[2]
(f)    DoD Training Transformation Implementation Plan, FY2006-FY2011, February 23, 2006[3]
(g)    U.S. Joint Forces Command "Accreditation and Certification Concept of Operations," July 16, 2006[4]
(h)    Deputy Secretary of Defense Memorandum "DoD Executive Agent for Joint Urban Operations," September 17, 2002
(i)    U.S. Joint Forces Command Joint Force Trainer Memorandum "Joint Urban Operations Training Working Group," March 7, 2005[5]
(j)    Joint Publication 1-02, "DoD Dictionary of Military and Associated Terms," as amended

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[2] Reference (e) is available through the Office of the Under Secretary of Defense for Personnel and Readiness, Office of the Director, Readiness and Training Policy and Programs, Room 1E537, 4000 Defense Pentagon, Washington, DC 20301-4000

[3] Reference (f) is available through the Office of the Under Secretary of Defense for Personnel and Readiness, Office of the Director, Readiness and Training Policy and Programs, Room 1E537, 4000 Defense Pentagon, Washington, DC 20301-4000

[4] Reference (g) is available through the U.S. Joint Forces Command, Joint Warfighting Center, JNTC Joint Management Office, 116 Lake View Parkway, Suffolk, VA 23535-2697

[5] Reference (i) is available through the U.S. Joint Forces Command, Joint Warfighting Center, JNTC Joint Management Office, 116 Lake View Parkway, Suffolk, VA 23535-2697

E2.  ENCLOSURE 2

DEFINITIONS

E2.1.  Integrated Operations.  Unified policy, planning, or execution actions, of the U.S. interagency community, in coordination with other partners, across the spectrum of operations, to achieve unified action to advance U.S. Government goals and objectives.  These partners include:

E2.1.1.  State and local governments, departments, agencies, and tribal authorities.

E2.1.2.  Foreign governments singularly or as part of an alliance or coalition.

E2.1.3.  Global and regional intergovernmental organizations (or "IGOs").

E2.1.4.  U.S. and foreign non-governmental organizations (or "NGOs").

E2.1.5.  U.S. and foreign private sector individuals and for-profit companies (or "private sector").

E2.2.  Reconstruction.  Actions and activities undertaken to repair, rebuild, or replace infrastructure or institutions for security, essential services, humanitarian needs, and governance.

E2.3.  Security.  See Joint Publication 1-02 (Reference (j)).

E2.4.  Stability.  A condition resulting from activities and actions to enhance military or civilian capabilities to provide security, essential services, humanitarian needs, and governance before, during, and after disasters, crises, and conflicts.

E2.5.  Training.  Instruction and applied exercises for acquiring and retaining skills, knowledge, and attitudes required to complete specific tasks.

E2.5.1.  Interagency Training.  Training of individuals, units, and staffs considered necessary to execute assigned or anticipated missions in support of interagency operations.

E2.5.2.  Intergovernmental Training.  Training of individuals, units, and staffs considered necessary to execute assigned or anticipated missions in support of State and local government operations.

E2.5.3.  Joint Training.  Training, including mission rehearsals, of individuals, units, and staffs using joint doctrine, or joint tactics, techniques, and procedures to prepare joint forces or joint staffs to respond to strategic, operational, or tactical requirements considered necessary by the Combatant Commanders to execute assigned or anticipated missions.

E2.5.4. <u>Multinational Training</u>. Training of individuals, units, and staffs considered necessary to execute assigned or anticipated missions in support of multinational operations, including coalition operations.

E2.6. <u>Transition</u>. Activities and actions undertaken to shift authorities for security, essential services, humanitarian needs, or governance from military to civilian institutions.

E2.7. <u>Urban Training Facilities</u>. Facilities constructed for the primary purpose of training in an urban environment. They include instrumentation, communications infrastructure, and the population needed to create a physical urban environment and capabilities to conduct training in that environment. Facilities can be composed of buildings, subterranean infrastructure, airfields, and representative building shells, bridges, tunnels, etc, that constitute target arrays for fixed and rotary wing aircraft. All urban training facilities will support live training, however, based on the training audience and their training objectives, may support virtual and constructive training as well.

E2.7.1. <u>Local Urban Training Facilities </u>(LUTFs). Support foundational, Military Service basic skills training, interagency (local and Federal), and limited integrated training. These facilities are capable of supporting like capabilities for other Military Services. The Military Service designated as the urban training facility operating agency is responsible for planning, designing, funding (except where Joint/cooperative funding can be secured), constructing, upgrading, and scheduling use of LUTFs.

E2.7.2. <u>Regional Urban Training Facilities</u> (RUTFs). Support larger Military Service organizations, joint operations to Stability, Security, Transition, and Reconstitution Operations, and, when practicable, interagency (local and Federal), intergovernmental, and multinational training. The Military Service designated as the urban training facility operating agency is responsible for planning, designing, constructing, upgrading, and scheduling use of RUTFs. A Military Service urban training facility operating agency will have responsibility for funding such facilities. However, because of the nature of the training conducted on RUTFs, other funding arrangements may be necessary to address requirements beyond the urban training facility operating agency's normal Service requirements. In accordance with Reference (f), the DUSD(R) as the Executive Agent for T2 through the T2 process and the UTFRG will facilitate cost sharing and joint funding for such facilities.

E2.7.2.1. Planning and/or designation attributes for RUTFs include:

E2.7.2.1.1. Proximity to concentration of military forces available for training.

E2.7.2.1.2. Established training throughput at the training location.

E2.7.2.1.3. Existing transportation infrastructure.

E2.7.2.1.4. Adequate maneuver area to support ground force training.

E2.7.2.1.5. Adequate airspace to support air asset training.

E2.7.2.1.6.  Populated by role players and infrastructure support for role players.

E2.7.2.1.7.  Instrumentation to support ground truth and after-action debriefing and/or documentation.

E2.7.2.1.8.  Communications linkages to distributed training operations in conjunction with the live, virtual, and constructive training environment.

E2.7.2.2.  Though not primary attributes, also consider:

E2.7.2.2.1.  Proximity to coastal and riverine areas.

E2.7.2.2.2.  A dedicated opposing force.

E2.7.2.2.3.  Integrated operations participants.

E2.8.  <u>Urban Training Facility Operating Agency</u>.  The agency designated to operate and maintain the urban training facility, which includes planning, designing, funding (except where Joint/cooperative funding or reimbursement can be secured) constructing, upgrading, managing, developing and enforcing operating procedures, daily scheduling, and safety.  This agency is normally responsible to the Installation Commander, who may delegate this responsibility to a subordinate Commander.

E3.  <u>ENCLOSURE 3</u>

<u>Information Guidelines for Urban Training Facility Proposals</u>

Proposal Title

Sponsor (Army, Air Force, Navy, Marine Corps, etc.)

Location (Camp, Fort, Base,…), State, Country

Facility Name and brief description of purpose and primary training audience

New, Upgrade, Expansion,…

Live fire capability

Combined arms capability

Instrumentation

Congruent and adjacent maneuver area

Largest unit trained/supported

Nearest operational airfield/airhead

Congruent airspace, nearest air delivered impact area, and ordnance restrictions

Nearest Naval training area

Course/rotation frequency and duration

Forecasted capacity and assumptions

Anticipated inter-governmental, inter-agency utilization

Potential for joint utilization

Construction start and completion dates

Resource requirements (appropriation and amount)

Point of Contact

Source of cooperative funding/appropriation/amount

Identify other urban training facilities within reasonable ground transportation distances

Remarks

E4.  ENCLOSURE 4

Urban Training Facility Evaluation Factors

| | |
|---|---|
| 1 | Who are the primary and secondary users? |
| 2 | What requirements and objectives will be supported?  New or modification of existing capability? |
| 3 | Is the facility primarily for home station users? |
| 4 | What is the proximity to similar or same capability? |
| 5 | Have availability, accessibility, and capacity been considered in terms of alternate facilities?  What are travel costs and time to alternate facilities?  Is there an alternative (Base Realignment and Closure or lease)?  Is there a rationale for additional capability (synergy, future, etc.)? |
| 6 | Is the site integrated with other training venues? |
| 7 | Has the capability been coordinated with other Military Services, agencies, and the Joint National Training Capability JUOTWG |
| 8 | Will the capability support Military Service specific training requirements? |
| 9 | Will this capability improve joint integration/interoperability? |
| 10 | Does the site support live-virtual-constructive training simulation integration? |
| 11 | Is the site connected to the Joint Test and Experimentation Network? |
| 12 | Will the site support live air integration (e.g., airspace, air ground coordination, ordnance drop)? |
| 13 | Will the site have adequate ground maneuver space? |
| 14 | Will the site support joint integrated live fire impact area(s)? |
| 15 | Will the site support amphibious, coastal, and/or riverine operations? |
| 16 | Is the site instrumented for data collection and assessment? |
| 17 | Does the site support Electronic Warfare Training? |
| 18 | Are there frequency spectrum issues? |
| 19 | Are the elements of encroachment identified and assessed (e.g., urban growth, unexploded ordnance, endangered species and critical habitat, cultural resources, maritime sustainability, air quality, clean water, wetlands, airborne noise)? |
| 20 | Can the site be used for joint operational tests and evaluations? |
| 21 | Does the site have or support observer-controllers, opposing forces, and population representation? |
| 22 | Is the site scalable and adaptable for future training requirements? |
| 23 | Is there sufficient infrastructure to support the training units? |
| 24 | What is the forecasted annual training capacity in training days (e.g., 10, 20, 25)? |
| 25 | What is the forecasted annual throughput and/or utilization in training days (e.g., 10, 20, 25)? |
| 26 | List planning assumptions used to determine the training capacity, throughput, and/or utilization. |
| 27 | Remarks. |