



Department of Defense

INSTRUCTION

NUMBER 1322.28

March 18, 2013

Incorporating Change 3, Effective April 24, 2020

USD(P&R)

SUBJECT: Realistic Military Training (RMT) Off Federal Real Property

References: See Enclosure 1

1. **PURPOSE.** In accordance with DoD Directive (DoDD) 5124.02 (Reference (a)), this instruction:

a. Establishes policy, assigns responsibilities, and provides procedures for planning, coordinating, and conducting RMT off federal real property in accordance with DoDD 1322.18 (Reference (b)).

b. Incorporates and cancels Secretary of Defense Memorandum (Reference (c)).

2. **APPLICABILITY.** This instruction:

a. Applies to:

(1) OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff and the Joint 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 DoD (referred to collectively in this instruction as the "DoD Components").

(2) All DoD forces (including general purpose forces (GPF) and special operations forces (SOF)) training off federal property in the United States or its territories, including:

(a) Ground forces operating in urban or remote environments.

(b) Aviation forces when operating in conjunction with ground forces operating off federal property, even if they are operating in accordance with Federal Aviation Regulations (Reference (d)). Aviation forces associated with RMT events must be included in the coordination and notification procedures prescribed in this instruction.

b. Does **not** apply to:

(1) Training at private, commercial, State, or local facilities that have been specifically developed, established, or operated for the purpose of training such as that which will occur during the proposed training event.

(2) Individual education or training activities at non-DoD academic institutions, including field activities within their curriculum.

(3) National Guard training activities while training pursuant to Title 32, United States Code (U.S.C.) (Reference (e)).

(4) Unmanned aircraft system (UAS) operations in accordance with Reference (d) with the pilot or controller of the UAS off federal property but independent of other ground maneuver or targeting activities.

(5) Aviation forces (not in conjunction with ground participants located off federal property) operating in accordance with Reference (d).

(6) Training outside the United States or its territories, although this instruction can be used as a planning framework for such training.

(7) Training over, on, or under the ocean.

(8) Transit operations between federal property and training sites conducted in accordance with prevailing local, State, and federal law where no unusual maneuvering, tactics, techniques, or procedures are evident to the public.

3. POLICY. It is DoD policy to:

a. Use training environments off federal property when required once they have been properly coordinated with local (e.g., civil, tribal, and private) authorities and when the requirements of this instruction have been met.

b. Minimize disruption to the civilian community when units conduct training off federal property.

c. Preserve and protect the opportunity to train off federal property through:

(1) An effective risk identification and mitigation effort.

(2) Timely and accurate incident reporting in accordance with operational reporting (OPREP) procedures found in Chairman of the Joint Chiefs of Staff Manual 3150.03D (Reference (f)).

(3) The timely provision of event information to DoD leadership in the event of an incident.

d. Expand efforts to identify opportunities to coordinate the Services' military training requirements with civilian law enforcement support requirements, in accordance with section 371 of Title 10, U.S.C. (Reference (g)).

4. RESPONSIBILITIES. See Enclosure 2.

5. PROCEDURES. See Enclosure 3.

6. RELEASABILITY. **Cleared for public release.** This instruction is available on the Directives Division Website at <https://www.esd.whs.mil/DD/>.

7. SUMMARY OF CHANGE 3. The change to this issuance updates references and removes expiration language in accordance with current Chief Management Officer of the Department of Defense direction.

8. EFFECTIVE DATE. This instruction is effective March 18, 2013.


Jessica L. Wright
Acting Under Secretary of Defense for
Personnel and Readiness

Enclosures

1. References
2. Responsibilities
3. Procedures
4. Public Affairs Guidance (PAG)
5. Risk Identification and Mitigation Guidance

Glossary

TABLE OF CONTENTS

ENCLOSURE 1: REFERENCES5

ENCLOSURE 2: RESPONSIBILITIES6

 UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS
 (USD(P&R))6

 ASSISTANT SECRETARY OF DEFENSE FOR SPECIAL OPERATIONS AND LOW-
 INTENSITY CONFLICT (ASD(SO/LIC))6

 DoD COMPONENTS HEADS THAT CONDUCT RMT6

 CHAIRMAN OF THE JOINT CHIEFS OF STAFF7

 COMMANDER, UNITED STATES SPECIAL OPERATIONS COMMAND
 (USSOCOM).....7

 COMMANDER, UNITED STATES NORTHERN COMMAND (USNORTHCOM).....7

 COMMANDER, UNITED STATES PACIFIC COMMAND (USPACOM).....7

ENCLOSURE 3: PROCEDURES8

 BACKGROUND8

 GENERAL PROCEDURES8

 COORDINATION WITH CIVILIAN OFFICIALS10

 RECURRING EVENTS12

 MEDIA INTERACTION.....13

 APPROVING AUTHORITY RESPONSIBILITIES13

 CCDR COORDINATION13

 OUSD(P&R) NOTIFICATIONS.....14

ENCLOSURE 4: PAG15

ENCLOSURE 5: RISK IDENTIFICATION AND MITIGATION GUIDANCE17

 OVERVIEW17

 APPROVAL AUTHORITY RESPONSIBILITIES17

 RISK IDENTIFICATION, MITIGATION, AND EVENT CATEGORIZATION
 PROCESS17

GLOSSARY19

 PART I: ABBREVIATIONS AND ACRONYMS19

 PART II: DEFINITIONS.....20

FIGURE

 RMT Categories.....9

ENCLOSURE 1

REFERENCES

- (a) DoD Directive 5124.02, "Under Secretary of Defense for Personnel and Readiness (USD(P&R)," June 23, 2008
- (b) DoD Directive 1322.18, "Military Training," October 3, 2019
- (c) Secretary of Defense Memorandum, "DoD Policy for Realistic Training Off Federal Facilities," April 26, 2000 (hereby cancelled)
- (d) Federal Aviation Regulations, current edition
- (e) Title 32, United States Code
- (f) Chairman of the Joint Chiefs of Staff Manual 3150.03D, "Joint Reporting Structure Event and Incident Reports," September 7, 2010
- (g) Title 10, United States Code
- (h) DoD 5240.1-R, "Procedures Governing the Activities of DoD Intelligence Components that Affect United States Persons," December 7, 1982, as amended
- (i) Administrative Instruction 15, "OSD Records and Information Management Program," May 3, 2013, as amended
- (j) Office of the Chairman of the Joint Chiefs of Staff, "DoD Dictionary of Military and Associated Terms," current edition

ENCLOSURE 2

RESPONSIBILITIES

1. UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS (USD(P&R)). The USD(P&R):

- a. Develops policy and retains oversight of training off federal property in accordance with Reference (b).
- b. Institutionalizes the collection and archiving of notifications for category III RMT events (see section 2, Enclosure 3 for procedural guidelines). Makes the archive available to other appropriate offices within the OSD and the Joint Staff.
- c. Establishes and maintains an organizational RMT e-mail repository for category III event notifications and other communications as defined in this instruction.

2. ASSISTANT SECRETARY OF DEFENSE FOR SPECIAL OPERATIONS AND LOW-INTENSITY CONFLICT (ASD(SO/LIC)). Under the authority, direction, and control of the Under Secretary of Defense for Policy, the ASD(SO/LIC):

- a. Retains oversight of special operations activities, including RMT events described in this instruction, in accordance with section 138 of Reference (g).
- b. Institutionalizes the collection and archiving of notifications for SOF category III RMT events in conjunction with the USD(P&R). Makes the archive available to other appropriate offices within the OSD and the Joint Staff.

3. DoD COMPONENT HEADS THAT CONDUCT RMT. The DoD Components heads that conduct RMT:

- a. Identify the office responsible for overseeing their respective RMT operations to ensure compliance with this instruction and submission of notifications of RMT activities in accordance with Enclosure 3. Submit the office code and contact information to the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R))/Force Readiness and Training (FR&T) in accordance with Enclosure 3.
- b. Ensure that the content of this instruction and any additional DoD Component-specific requirements are distributed to subordinate commanders responsible for training; planning, approving, and executing training that may occur off federal property.

c. Document lessons learned from event activities via joint processes and each DoD Component's lesson learned process that might be of benefit to other DoD Components in their coordination and execution of RMT off federal property.

d. Comply with DoD Component standard OPREP incident reporting procedures, provided in Reference (f), in the event of a mishap or incident that requires notification. In the case of an OPREP reported incident, immediately forward applicable event records to the OUSD(P&R) RMT e-mail repository, in accordance with paragraph 3e of Enclosure 3.

e. Comply with section 371 of Reference (g), to take into account the needs of civilian law enforcement officials for information to the maximum extent practicable in the planning and execution of military training or operations, provided in section 371 of Reference (g).

4. CHAIRMAN OF THE JOINT CHIEFS OF STAFF. The Chairman of the Joint Chiefs of Staff ensures that appropriate guidance is included in joint training policy documents to support the requirements of this instruction.

5. COMMANDER, UNITED STATES SPECIAL OPERATIONS COMMAND (USSOCOM). In addition to the responsibilities in section 3 of this enclosure, the Commander, USSOCOM, collects and confirms compliance of SOF RMT category II and III activity notifications and forwards category III notifications to the OUSD(P&R) and the ASD(SO/LIC) in accordance with section 2 of this enclosure, and section 8 of Enclosure 3.

6. COMMANDER, UNITED STATES NORTHERN COMMAND (USNORTHCOM). In addition to the responsibilities in section 3 of this enclosure, the Commander, USNORTHCOM, monitors category III RMT activity notifications for RMT exercises within the USNORTHCOM area of responsibility (AOR) to ensure there is no conflict with any USNORTHCOM or Department of Homeland Security activities.

7. COMMANDER, UNITED STATES PACIFIC COMMAND (USPACOM). In addition to the responsibilities in section 3 of this enclosure, the Commander, USPACOM, monitors category III RMT activity notifications for RMT exercises within the USPACOM AOR to ensure there is no conflict with any USPACOM or Department of Homeland Security activities.

ENCLOSURE 3

PROCEDURES

1. BACKGROUND

a. RMT is critical to force readiness; however, environments replicating those encountered in actual operations may not be available in the size or desired level of realism on federal property. Urban environments are the most complex and difficult to emulate on federal property and are the desired environment for most RMT. The procedures in this instruction apply to any training, utilizing any environment off federal property except those exemptions listed in paragraph 2b above the signature of this instruction.

b. By its nature, training off federal property, particularly in private or commercial urban settings, raises unique legal, policy, public affairs (PA), media, safety, and coordination issues that must be considered as part of the planning, approval, and notification process. Comprehensive and effective risk identification and mitigation is instrumental to safe conduct of RMT and limiting the associated administrative burden.

c. To accommodate military training needs and the unique interests and concerns of civilians and the media in the area of training activities off federal property, it is necessary to establish uniform planning, risk assessment, and approval guidelines for the conduct of such training.

d. The DoD will deepen collaboration with civilian law enforcement agencies to maximize military training opportunities that concurrently and legally support law enforcement and homeland security requirements. Such mutually beneficial, “dual-effect” training will meet both military training requirements and the DoD role in support of law enforcement agencies in the performance of law enforcement missions. Where possible, the DoD will strongly consider law enforcement needs in the planning and execution of military training.

2. GENERAL PROCEDURES

a. RMT events will be sorted into categories based on the results of an earnest risk identification and mitigation process as described in Enclosure 5, conducted by training event planners in accordance with component risk management directives. General descriptions of the categories are category III (major risk), category II (moderate risk), and category I (minor risk). The category descriptions in the Glossary are general guidelines to assist the approving authority in assessing the mitigated risk and concluding which category applies to the event. There is much overlap in the criteria, and no discrete descriptions fit; no descriptor demands assignment of a specific category.

b. The approval authority and notification requirements are determined based on the categorization defined in the Glossary and are outlined in the Figure. Communications channels and addresses are provided in sections 7 and 8 of this enclosure.

Figure. RMT Categories

| RMT Category | Approval Authority | Notifications Provided To: |
|-------------------------------|--|--|
| III High and Above Risk | SOF: Commander, USSOCOM GPF: O-9 Commander in the Chain of Command | All DoD Forces: OUSD(P&R) ("RMT E-mail Repository") All DoD Forces: USNORTHCOM or USPACOM |
| II Moderate Risk | First Level General or Flag Officer Command Authority | SOF: USSOCOM J3 GPF: Service Operations or "3" functional area |
| I Minor Risk | First Level O-6 Command Authority | All DoD Forces: First Level General or Flag Officer Command Authority |

c. Risk assessment factors that must be included in the assessment are:

(1) Exposure and interaction with civilian population (e.g., physical presence and activity, noise levels, radio frequency interference).

(2) Nature of operations (e.g., live fire, aviation, close quarter battle training, day or night operations, tactics, techniques, and procedures).

(3) Sensitivity of the terrain and included facilities (e.g., environmental, schools, hospitals, nuclear installations).

(4) Terms of use of the objective facility (e.g., liability, clean up, and repair)

(5) Nature of DoD presence (e.g., weaponry, vehicles, uniforms, movements)

(6) Presence, nature, and impact of fixed and rotary wing aircraft operations including unmanned aerial systems.

(7) Presence, interaction, and applied capabilities of non-DoD agencies (e.g., law enforcement, Department of Energy, Department of Justice).

(8) Degree of local, State, and federal political and public interest.

(9) Nature of PA activities (active or passive) and presence.

(10) Availability and response time for DoD and non-DoD emergency services.

d. Proposed training events must be reviewed by the approval authority to confirm that they are necessary for and appropriate to unit readiness and support unit or command mission essential tasks. The approving authority will ensure that the risk identification and mitigation is comprehensive and effective and that the coordination and involvement of civilian authorities is satisfactory.

e. Legal and PA representatives must be involved throughout the RMT planning process, including the final planning meetings. Enclosure 4 provides detailed public affairs guidance (PAG) for RMT events.

f. All RMT must be in compliance with all applicable laws and regulations including DoD issuances. Intelligence training activities conducted as part of an RMT event must be in accordance with DoD 5240.1-R (Reference (h)).

g. For interagency exercises in which DoD may not be the lead element coordinating with civil authorities, the lead DoD Component will leverage ongoing coordination efforts being conducted by the lead U.S. Government element (e.g., Federal Bureau of Investigation, Department of Homeland Security, Department of Energy) to ensure that DoD requirements provided in this instruction are met.

h. Commanders will ensure all event records and documentation are maintained in accordance with DoD Component Records Management guidance.

3. COORDINATION WITH CIVILIAN OFFICIALS

a. Unless deemed inappropriate for category I and II training events and validated by the approval authority, during the planning phase for the RMT event the commander responsible for planning will closely coordinate with and obtain approval for the event in writing from appropriate local authorities. Commanders will work closely with their legal and PA offices to assist in determining appropriate civil authorities and officials with whom to coordinate the event. In determining the appropriate civil authorities for coordination, local government officials (e.g., mayor, city manager, county commissioner, or tribal leaders), and local and federal law enforcement agencies will be consulted. At a minimum, a senior level official with responsibility for each affected civilian environment will be consulted. For category I and II training events, if coordination with civilian officials is determined to be unnecessary or violates operations security (OPSEC) requirements, the decision by the approval authority to not do so will be cited in the approval documentation.

b. To the maximum extent possible, local civilian officials will be briefed in person on the training concept. Issues to be addressed with civilian officials will include, subject to OPSEC constraints:

(1) Details on specific proposed training activities (e.g., live fire, aviation, close quarter battle training, day or night operations, anticipated noise, radio frequency interference, and anticipated direct interaction with civilian population).

(2) Precautions to ensure public or participant safety, proposed public or resident notifications, public support (e.g., medical and fire), and any other issues that might result in public or media interest or concern regarding the conduct of the training.

c. State government representatives or staffs, the U.S. congressional representative or staff in whose district the training is taking place, and the U.S. senators or their staff in whose State the training is taking place, will be advised of proposed category III training events and provided information to the extent requested.

(1) Written approval or concurrence from these officials is not a precondition to exercise execution. However, if objections or issues are raised that cannot be resolved within the planning organization, the issues will immediately be presented to DoD Component legislative liaison offices for resolution.

(2) The need for coordination with State and federal officials for category I and II events will be a consideration in the risk identification and mitigation process.

d. Appropriate real property agreements for each training site will be executed with private property owners or government property managers.

(1) Agreements will address liability and conditions of usage of property. Property owners will be informed of the nature of the training, including written notification of activities involving training pyrotechnics, live or simulated ammunition, frequency band use, aircraft or UAS, when (day or night) training operations will be conducted, and whether any population nuisance factors (e.g., noise, smells, radio frequency interference) are anticipated.

(2) Prior to document approval and signature, real property agreements must be reviewed by the command legal office for legal sufficiency.

(3) Copies of the signed agreements must be provided, if requested, to the senior local civilian officials responsible for the affected civilian environment, and if requested, to State and federal authorities. For copies of an agreement with private landowners requested by civil authorities, information considered private may be redacted by the component legal representative at the request of the land owner.

e. A record of coordination activities will be maintained for each RMT event by the approving authority.

(1) The record will include:

(a) The names and positions of the DoD and non-DoD officials coordinating and approving the event.

(b) A short summary of the information exchanged.

(2) Records and documentation of coordination activities will be maintained in accordance with DoD Component records management manuals.

(3) In the event of an incident reported by OPREP, records of coordination activities will be immediately forwarded to the OSD RMT e-mail repository and Combatant Commander (CCDR) Operations Center at the addresses listed in section 8 of this enclosure.

f. For category III RMT events, a summary letter will be provided to the senior local civilian official no later than 2 days prior to the event that confirms the details of the event and lists the names of all civilian officials and organizations that have been briefed or coordinated on plans for the training event. For category I and II events, final coordination requirements will be determined by the approving authority.

g. To the extent practicable, consistent with OPSEC and safety considerations, recommendations of civilian officials regarding community notification and outreach will be followed. Community notification and outreach may include mailings, media broadcasts, and door-to-door notification conducted by local law enforcement or U.S. Government representatives. When recommendations of civilian officials cannot be followed, the civilian officials will be so advised and informed of alternative actions to mitigate their concerns.

4. RECURRING EVENTS

a. RMT events that are recurring under the same general concept of operations (CONOPS) at the same location may be based on a documented CONOPS and a memorandum of agreement (MOA) with the appropriate authorizing civilian officials or a land use agreement with the property owner(s). The terms of the MOA will comply with the requirements of this instruction and include planned dates of execution. In accordance with section 2 of this enclosure, appropriate notification will be given prior to the first event covered under the MOA, and include a copy of the MOA and CONOPS. As long as the MOA and CONOPS remain valid, no additional notification is required after the initial notification, except as provided in paragraphs 4b and 4d of this enclosure.

b. For recurring events, CONOPS must be reviewed and updated annually as required, the MOA updated with new dates and approved, and appropriate notification given in accordance with section 2 of this enclosure on an annual basis.

c. If the event is altered so that it no longer remains within the scope of the CONOPS or the MOA, full execution of procedures and notification in accordance with this instruction is required.

d. If only the dates of the event change, the coordinating organization will initiate a letter amendment to the MOA establishing new dates signed by the officer conducting the exercise and the local authorizing official. A copy will be provided to the appropriate notification level in accordance with section 2 of this enclosure.

5. MEDIA INTERACTION

a. In accordance with Enclosure 4, to the extent practicable, consistent with established PA procedures, and subject to OPSEC constraints, local media and networks will be briefed on planned events by the coordinating office to the same extent as local officials. The coordinating office will provide in advance media material and file footage of relevant activity.

b. Integrating media presence and coverage into the exercise should be considered under advisement of the command PA office. Conducting operations under the visibility of reporters as embedded news correspondents, conducting regular media briefings, and generation of multimedia releases should be considered as part of the leadership activities of the training audience.

6. APPROVING AUTHORITY RESPONSIBILITIES. The approving authority:

a. Validates the necessity of the training and that it supports unit readiness.

b. Verifies that there is no available capacity or capability to conduct the training on federal property.

c. Validates the comprehensiveness and effectiveness of the risk identification, mitigation, and event categorization.

d. Notifies USNORTHCOM or USPACOM, as appropriate.

e. Notifies higher authority in accordance with the Figure.

f. If OPSEC or other requirements preclude coordination with local officials for category I and II events as required in section 3 of this Enclosure, validates the decision to not coordinate, cites the exception(s) in the approval document, and retains according to Service records management procedure, but not less than 1 year past the completion of the event.

7. CCDR COORDINATION. In order to facilitate the CCDR responsibilities in sections 5 and 6 of Enclosure 2, no later than 10 days prior to execution of RMT events or initiation or renewal of annual notifications (or as soon as practicable for emergent training requirements), event planners will coordinate category III events with Commander, USNORTHCOM, or Commander, USPACOM, (whoever is responsible for the AOR in which the event will be conducted). In the risk identification and mitigation process, coordination of category I and II events with the relevant CCDR will be a consideration. Completed or draft documentation to be provided as part of OSD notification will as necessary be provided to USNORTHCOM or USPACOM addresses (as appropriate) listed in paragraphs 7a and 7b of this enclosure.

a. USNORTHCOM. North American Aerospace Defense Command United States Northern Command Command Center (N2C2), USNORTHCOM N2C2 Defense Secure Network (DSN) 692-2359 or commercial: 719-554-2359, e-mail: nnc.cmdctrland.omb@northcom.mil or nnc.cmdctrland.omb@northcom.smil.mil N2C2.

b. USPACOM. Joint operations center (JOC). USPACOM JOC, DSN: 315-477-7227, commercial: 808-477-7227, e-mail: Nonsecure Internet Protocol Router Network: joc.dir.pacom@pacom.mil; SIPR: joc.dir.pacom@pacom.smil.mil.

8. OUSD(P&R) NOTIFICATIONS

a. Category III Notifications. No later than 2 days prior to the commencement of category III RMT, the DoD Component conducting the training will notify OUSD(P&R)/FR&T of the approved training by e-mail to the RMT e-mail repository at OSD.RMT-Notification@mail.mil or OSD.RMT-Notification@mail.smil.mil, as appropriate.

(1) At a minimum this notification will include:

(a) Name and title of the officer approving the training.

(b) Name and home base of the unit conducting the training.

(c) Location of the training.

(d) Within OPSEC limits, a description of the scope of the training event (e.g., force levels, geographic area) and types of activities to be conducted during the training event (e.g., live fire, aviation operations, maneuver, and expected interaction with the civilian population).

(e) Start and end dates of the training.

(f) A statement that all necessary coordination has been accomplished in accordance with the procedures of this instruction, including the names and positions of each civilian official in the coordination process.

(2) OUSD(P&R)/FR&T will maintain the RMT e-mail repository as an electronic archive of the notifications, maintaining the notification in accordance with Administrative Instruction 15 (Reference (i)), for 1 year past the conclusion of the RMT event.

(3) Offices requiring access to the notification archive should submit requests to OUSD(P&R)/FR&T via e-mail at the addresses in paragraph 8a of this enclosure.

b. Category I and II Notifications. Notifications of category I and II RMT will be retained by the receiving authorities in accordance with DoD Component Records Management guidance, but not less than 1 year past completion of the training.

ENCLOSURE 4

PAG

1. Given the proliferation, immediacy, and potential reach of electronic media, additional PA planning, preparation, and coordination must be completed in support of RMT events regardless of their categorization. At a minimum, the public affairs officer (PAO) should:

a. Prepare and disseminate PAG for all exercise participants. The PAG should include a general, unclassified description of the exercise and its major training events, specific procedures for dealing with civilian news media, approved public statements for responding to media queries, and contact information for the PAO supporting the exercise. This PAG should be provided to the approval authority as part of the risk identification and mitigation process.

b. Consider PAO presence at RMT events. PAO presence at RMT event locations is based on the overall event categorization:

(1) For category II and III RMT events, a designated PA representative(s) will be present at the appropriate location in the vicinity of the activity for the duration of the exercise.

(2) For category I events, a designated PA representative will be on call and contact information disseminated to all exercise participants and appropriate civil officials.

c. Provide an informal update to their approval authority on a regular basis throughout the duration of the exercise, in parallel with the official OPREP. Updates should outline current and anticipated media interaction with exercise participants, brief analysis of local reporting concerning the event, and issues that may require assistance from higher headquarters' PA personnel.

d. Immediately establish and maintain communications with higher headquarters PA personnel (parallel with OPREP) in the event of an incident that may attract negative media or public attention or positive media attention worthy of exploitation. PA personnel supporting the exercise will collaboratively develop contingency media and public engagement plans and provide real-time situational awareness.

2. There are a number of mitigation strategies that should be considered during the RMT planning process to reduce the potential for negative attention associated with the event:

a. PA Posture (Active or Passive). Based on OPSEC limitations, safety considerations, and the probability and impact of unwanted public attention, planners should consider whether an active posture (pre-exercise public announcement of the pending training event) or passive posture (public discussion limited to response to media queries or citizen complaints only) is most appropriate.

b. Planned Media Availability. When possible, a planned media engagement in conjunction with the exercise may satisfy news media interest in the military activities and allay concerns of the citizens in the affected areas.

c. Media Participation. Including journalists in the exercise itself, as role players or by facilitating short-term embeds with training units, may enhance the overall training realism and further reduce potentially disruptive media impacts.

d. Community Outreach Events. Community relations officers within the PA staff section should identify potential engagement opportunities in the training areas before or after the RMT event that may contribute to building a positive relationship between the community and military.

ENCLOSURE 5

RISK IDENTIFICATION AND MITIGATION GUIDANCE

1. OVERVIEW. RMT planners will exercise their component risk management procedures in accordance with the guidance in this enclosure. If coordination or documentation requirements of this instruction are deemed inappropriate or unjustified for any reason, approval of the exception(s) should be obtained early in the planning and risk mitigation process. The final risk assessment after mitigation will be utilized to recommend the categorization of the RMT event to the approving authority. RMT categories are found in section 2 of Enclosure 3.

2. APPROVAL AUTHORITY RESPONSIBILITIES. The approval authority:

a. Ensures risk identification and mitigation is integrated into planning. Approval authorities will ensure that their risk identification and mitigation procedures are carried out throughout the RMT planning process.

b. Accepts no unnecessary risk. Approval authorities will protect their personnel, equipment, and the DoD ability to train off federal property from unnecessary risk. Ensures the planned training is required for unit readiness and that there are no acceptable alternatives to training off federal property.

c. Ensures risk decisions are made at the proper level. The decision to accept or reject risk and how it is mitigated must be made at the proper level of command. When resources to mitigate risk are not available, the issue must be elevated to the next higher category until the resources to properly mitigate the risk are available or the authority to accept the risk is attained.

d. Accepts risk if the benefits outweigh the potential cost. Approval authorities must understand risk associated with RMT to accomplish their training and their mission.

e. Documents the event approval including the category determination and any exceptions to the coordination requirements stated in this instruction. Retains the documentation according to Service records management procedures, but not less than 1 year past the completion of the event.

3. RISK IDENTIFICATION, MITIGATION, AND EVENT CATEGORIZATION PROCESS. This process includes the following steps in the order presented.

a. Identify Hazards. All hazards must be identified. Documenting each hazard gives a more complete picture of the overall threat. Organizing hazards into a format, such as ordering them by the phases of the event, aids the identification of higher order risks.

b. Assess Hazards. Assess each hazard by analyzing the probability of it occurring and the severity of the consequences should it occur. Assign an initial risk level (i.e., extremely high, high, moderate, or low). An overall initial risk level should be determined by identifying the highest single risk and the cumulative influence of all the identified risks.

c. Develop Controls. Develop one or more controls to eliminate or mitigate each hazard. Consider the reason for the hazard, not just the hazard itself. Ensure low risk hazards are included. Reassess the probability and severity of each hazard with the controls applied and assign a final risk level. Determine the overall mitigated risk level by identifying the highest single risk and the cumulative mitigated risk level.

d. Make Risk and RMT Event Categorization Decisions. Review the overall mitigated risk level to determine the overall acceptability of the risks and whether further mitigation is required. Determine the appropriate RMT event categorization and the appropriate approval authority. Submit the analysis and recommendations to the approval authority.

e. Implement Controls. Once the event has been approved, integrate the risk controls into the event plans and documentation including abort criteria should the controls fail. Ensure the resources to implement the controls are provided and the personnel responsible to implement the controls fully understand their responsibilities.

f. Supervise and Evaluate. Event controllers must have a thorough understanding of the risks and mitigations, ensuring that approved controls are understood and implemented at all levels. This includes controller involvement during and after the event to evaluate event execution and the effectiveness of the risk assessment. Previously unidentified hazards and lessons learned should be incorporated into future RMT planning.

GLOSSARY

PART I. ABBREVIATIONS AND ACRONYMS

| | |
|-------------|--|
| AOR | area of responsibility |
| ASD(SO/LIC) | Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict |
| CCDR | Combatant Commander |
| CONOPS | concept of operations |
| DoDD | DoD directive |
| DSN | Defense Secure Network |
| FR&T | Force Readiness and Training |
| GPF | general purpose forces |
| JOC | joint operations center |
| MOA | memorandum of agreement |
| N2C2 | North American Aerospace Defense Command United States Northern Command Command Center |
| OPREP | operational reporting |
| OPSEC | operations security |
| OUSD(P&R) | Office of the Under Secretary of Defense for Personnel and Readiness |
| PA | public affairs |
| PAG | public affairs guidance |
| PAO | public affairs officer |
| RMT | realistic military training |
| SOF | special operations forces |

| | |
|------------|--|
| UAS | unmanned aircraft system |
| U.S.C. | United States Code |
| USD(P&R) | Under Secretary of Defense for Personnel and Readiness |
| USNORTHCOM | United States Northern Command |
| USPACOM | United States Pacific Command |
| USSOCOM | United States Special Operations Command |

PART II. DEFINITIONS

Unless otherwise noted, these terms and their definitions are for the purpose of this instruction.

category III, major risk. RMT events, including extremely high and high mitigated risk factors, conducted in urban environments including significant interaction with civilian population and events assessed to have a high probability of the occurrence of a significant incident that would result in personal injury to the public or disruption to civilian activity. Media attention would be rapid with national visibility.

category II, moderate risk. RMT events, including no higher than moderate mitigated risk factors, conducted in suburban or rural environments with little interaction with the civilian population. Events assessed to have low probability of the occurrence of an incident that would result in personal injury to the public or disruption to civilian activity. Media attention would be casual with only State or local visibility.

category I, minor risk. RMT events, including no higher than low mitigated risk factors, conducted in isolated environments with limited interaction with the civilian population. Events assessed to have little possibility of the occurrence of an incident that would result in personal injury to the public or disruption to civilian activity. Local or no media attention is anticipated.

hazards. Potential sources of danger or injury to RMT participants or the general public, or of negative reaction from the public or media that could be encountered while conducting RMT.

local authorities. Government (not State or federal), commercial, tribal, private, or other entities having a level of control, ownership, or authority over real property being used for RMT.

ocean. The body of salt water outside the land mass of U.S. territory that includes gulfs and seas, but not rivers, bays, or estuaries.

OPREP. Defined in Reference (f).

property. Although it is appropriate to use “real property” as defined in the DoD Dictionary of Military and Associated Terms (Reference (j)), for purposes of brevity in this Instruction, “property” is land and infrastructure, synonymous with “real property” as defined in Reference (j).

real property. Defined in Reference (j)).

risk levels. Attributes of specific aspects, activities, or other factors to be encountered during an RMT event classified as follows:

extremely high. Loss of ability to complete training or probability of the occurrence of a significant negative incident including legal liability with wide visibility endangering future RMT.

high. Significantly degrades training or causes a negative incident including legal liability with wide visibility endangering future conduct of this RMT event.

moderate. Degrades training or creates a negative incident with only local visibility and little possibility of legal liability.

low. Little or no impact to training with no public or media visibility and little possibility of legal liability.

RMT. DoD training conducted off federal property utilizing private or non-federal public property and infrastructure. This term and its definition are proposed for inclusion in the next edition of Reference (j).

United States. The States, the District of Columbia, the Commonwealths of Puerto Rico and the Northern Mariana Islands, American Samoa, Guam, Midway and Wake Islands, the United States Virgin Islands, any other territories of the United States, and associated navigable waters, contiguous zones, and ocean waters of which the natural resources are under the exclusive management authority of the United States.