



OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
WASHINGTON, D.C. 20301-2500

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SPECIAL OPERATIONS/
LOW-INTENSITY CONFLICT

INFO MEMO

June 1, 2001, 2:00 PM

FOR: SECRETARY OF DEFENSE

FROM: Robert J. Newberry, PDASD FOR SPECIAL OPERATIONS AND LOW
INTENSITY CONFLICT

JUN 13 2001

SUBJECT: Realistic Urban Training (RUT)

- This is to provide you information on the current approval process for Realistic Urban Training (RUT) in a domestic environment.
- DOD defines RUT as high intensity, close quarter battle training including the use of live ammunition, air or naval platforms, conducted off federal installations, in civilian setting (TAB 1).
- SO/LIC reviewed the RUT and the approval process (Spring 2000) after two such events received unfavorable public attention. The first involved helicopter noise complaints. The other was a disagreement over who is the local approval authority (between the Mayor and a federal judge with trusteeship authority over the area).
- The review resulted in a DOD RUT policy (TAB 2) with the following:
 - CJCS published uniform planning and approval procedures (TAB 3).
 - Responsibilities for training remained with Service Chiefs and CINCs, with approval delegated to flag level.
 - CJCS provides detailed SECDEF notification 14 days prior to event; allowing SECDEF to cancel/postpone by exception.

COORDINATION: TAB 4

Attachments:
As Stated

[REDACTED]

Mr. Secretary -

I wanted to make sure you were comfortable with this approval policy (May, 2000). RUT "events" are approved by a Flag officer in the combatant command or military service - then notified to SECDEF through JCS. So far, no problems

14 Jun 2001

D.G.

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Realistic Urban Training (RUT)

- [REDACTED] High intensity, close quarter battle training and the use of live or non-lethal fires (e.g., wax ammunition), demolitions/explosives, and air or naval supporting platforms at an objective in civilian urban settings. It includes Military Operations in Urban Terrain (MOUT) such as combat in cities involving house-to-house and street-to-street fighting.
- Locations: Civilian urban settings (in/near civilian community); does NOT include such activities on federal installations, private facilities specifically established for such training, or remote areas with no reasonable expectation of civil impact.
- Policy Objective: Ensure senior DOD civilian oversight; ensure all measures taken to coordinate with appropriate law enforcement and elected officials to avoid public misperception. Current DOD policy established in April 2000.
- 32 RUTs conducted in past 12 months. Predominantly by Counter-terrorism Joint Task Force (20) and US Marine Corps (8). Locations affected: 15 states, 2 US territories. **No incidents (bad press or injuries).**
- [REDACTED]
[REDACTED]
[REDACTED]
 - [REDACTED]
 - [REDACTED]
 - [REDACTED]
 - [REDACTED]
 - [REDACTED]
 - [REDACTED]
- Using same notification, SO/LIC provides advisory to USD(P), GC, and OSD Public Affairs.
- [REDACTED]
[REDACTED]





THE SECRETARY OF DEFENSE
1000 DEFENSE PENTAGON
WASHINGTON, DC 20301-1000

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN, JOINT CHIEFS OF STAFF
COMMANDERS OF THE COMBATANT COMMANDS

SUBJECT: DOD Policy for Realistic Training ~~Off~~ Federal Facilities

The Services, **USCINCSOC** and USCINJFCOM are responsible for training, ensuring **combat readiness**, and monitoring the preparedness of U.S. armed forces to perform across **the** spectrum of military operations, including **military** operations on urban terrain (**MOUT**). Realistic military training is critical to **force** readiness. However, because training opportunities that are **both** realistic and challenging may not be available at federal installations or other facilities **specifically** established for the conduct of **realistic** training, training in civilian urban settings will **often** be necessary in order to support readiness and **training requirements**. By its nature, however, realistic urban training in civilian urban settings raises unique policy, public **affairs**, and coordination issues that must be considered as part of the planning and **approval** process for such **training**.

To accommodate both military training needs and the unique **concerns** of civilian communities in which realistic urban training events are proposed, it is appropriate to establish **uniform planning** and approval **guidelines** for the conduct of such training. **Therefore**, the **Chairman of the Joint Chiefs of Staff** is directed to **promulgate** the **attached** uniform procedures to be implemented by the Services and combatant commanders in planning and approving realistic urban training in civilian **urban** settings.

For the purposes of this policy and the procedures developed by the Chairman, the following definitions will be **applied**:

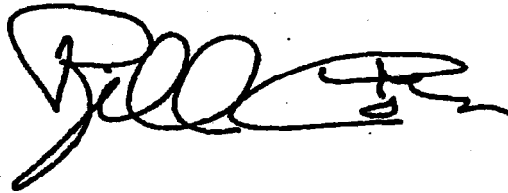
- a. Military Operations on Urban Terrain (**MOUT**). MOUT is all **military** actions planned and conducted on a topographical complex and its adjacent natural terrain where man-made construction is the dominant feature. **It** includes combat-in-cities, which is that portion of **MOUT** involving house-to-house and street-by-street fighting in towns and cities.
- b. Realistic urban training (RUT). RUT is high-intensity, close-quarter battle training and the **use** of live or non-lethal fires, demolitions/explosives (i.e., breaching), and air and naval supporting **platforms** at the objective in **civilian** urban **settings**. It includes **MOUT** training which otherwise meets the definition of realistic urban **training**.
- c. Civilian urban setting. Civilian urban settings are **areas** located in or near civilian communities where RUT events are proposed that are not located on: 1) federal **facilities** or installations; 2) private or state or local facilities **that have been specifically** developed or



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established for the purpose of training events such as those to occur during the proposed training event; or 3) remote areas on private or public lands where training activities will not reasonably be expected to impact civilian residences or commercial areas because of noise, traffic, or other foreseeable impacts of the training activity. A training event occurring off a federal installation will be considered to occur in a civilian urban setting if it is to occur in a location where it is likely to generate significant media attention or public interest.

The procedures developed by the Chairman, will apply to all realistic urban training events in civilian urban settings conducted in the United States, its territories and possessions, by Active or Reserve Forces, including National Guard Forces in Federal Service. This policy does not apply to National Guard Forces while in State status (under Title 32) or to aviation operations that do not require an exemption from standard Federal Aviation Regulations (FAR).

A handwritten signature in black ink, appearing to be "Bill Clinton", written in a cursive style.

Attachment:
A s stated





CHAIRMAN OF THE JOINT CHIEFS OF STAFF
WASHINGTON, D.C. 20318-9999

CM-934-00
24 May 2000

MEMORANDUM FOR: Chief of Staff, US Army
Chief of Naval Operations
Chief of Staff, US Air Force
Commandant of the Marine Corps
Commander in Chief, US Central Command
US Commander in Chief, Europe
Commander in Chief, US Joint Forces Command
Commander in Chief, US Pacific Command
Commander in Chief, US Southern Command
Commander in Chief, US Space Command
Commander in Chief, US Special Operations Command
Commander in Chief, US Strategic Command
Commander in Chief, US Transportation Command

Subject: Implementation of the DOD Policy for Realistic Training Off Federal Facilities

The Secretary of Defense has recently directed the promulgation of procedures (enclosed) to implement the DOD policy for realistic training off federal training facilities. Your support in this matter is appreciated.

HENRY H. SHELTON
Chairman
of the Joint Chiefs of Staff

Enclosure



UNIFORM PROCEDURES FOR PLANNING AND APPROVING REALISTIC URBAN TRAINING

1.

REFERENCES.

- a. Secretary of Defense Memorandum, 26 Apr 00, **DoD** Policy for Realistic Urban Training Off Federal Facilities
- b. 10 USC § 167, Unified Combatant Command for Special Operations **Forces**
- c. 10 USC §§ **3013, 5013, 8013**
- d. **DoD** Directive 5111.11)
- e. Unified Command Plan 99

2. PURPOSE. This enclosure establishes **uniform** planning and approval procedures for realistic **urban** training (RUT) events conducted in civilian urban settings in the United States, its territories and possessions.

3. APPLICABILITY. This procedure applies to all RUT events in civilian urban settings conducted in **the** United States, its territories and possessions, by Active or Reserve Forces, including National Guard Forces in Federal service. This policy does not **apply** to National Guard Forces while in **State** status (under title 32) or to aviation operations that do not require an exemption **from** standard Federal Aviation Regulations,

4. DEFINITIONS. For the purposes of this enclosure, the following definitions will be applied:

a. Military Operations on Urban Terrain (**MOUT**). MOUT is all military actions planned and **conducted** on a topographical complex and its adjacent natural terrain where man-made construction is the **dominant** feature. It includes combat-in-cities, which is that portion of MOUT involving house-to-house and street-by-street fighting in towns and cities.

b. RUT. RUT is high-intensity, close-quarter battle training and the use of live or non-lethal fires, **demolitions/explosives** (e.g., breaching), and air and naval supporting platforms at the objective in civilian urban settings. It includes **MOUT** training that otherwise meets the definition of realistic urban training.

c. Civilian Urban Setting. A civilian urban setting is an area or areas located in or near a civilian community where a RUT event is proposed that is not located on: 1) federal facilities or installations; 2) private **or** state or local facilities that have been specifically developed or established for the purpose of training events such as those to occur during the proposed training event; or 3) remote areas **on** private or public lands where training activities will not reasonably be expected to have an impact on civilian residences or commercial areas because of noise,



traffic, or other foreseeable effects of **the** training activity.

5. **PROCEDURES.** The following procedures will apply to the planning and approval of RUT in civilian urban settings.

a. **Although** it is the responsibility of the combatant commander or the Service to ensure compliance with these procedures and the intent of the policy established by reference a,

b. Proposed training events will be reviewed to determine whether they are necessary and appropriate for unit readiness. Training must support unit **mission-essential** tasks (**METs**) and joint mission-essential tasks (**JMETs**).

c. Upon approval of the proposed training and not later than 14 days prior to the commencement of training, the combatant command or Service will notify the SECDEF through the CJCS, via message, of the approved training. At a minimum this notice will **include** the following:

- 1) Name and location of the unit conducting training.
- 2) A description of the scope of the training and types of activities **to be** conducted during the training event (e.g., live fire, breaching, use of aircraft).
- 3) Start and end dates of the training.
- 4) Training location.
- 5) A statement that **all** necessary coordination has **been** accomplished in accordance with the procedures outlined below; listing the names and positions of each official contacted **IAW subpara d below**.

d. Coordination With Civilian Officials.

1) During the planning phase for the training event, the commander responsible for planning the training must closely coordinate with, and obtain approval for the event from appropriate federal, state, and local civilian authorities. Civilian official approval shall be in writing. Commanders **shall** consult their **Legal** and Public Affairs **officers** to assist in determining the appropriate civilian officials with whom to coordinate the training event. In determining the appropriate civilian officials for coordination, local government officials (e.g., mayor, borough chief, county commissioners or supervisors), and **local** and Federal law enforcement **agencies** will be consulted. At a minimum, a senior level **official** with responsibility for each affected civilian urban setting(s) shall be consulted.

2) Issues to be addressed with civilian **officials** during coordination shall include details on specific proposed training activities (such as whether the event will involve live fire,



the use of rotary- or fixed-wing aircraft, close quarters battle training, whether the exercises will be conducted in daylight or at night, etc.), precautions to ensure public and participant safety, proposed public or resident notification/outreach procedures, and any other issues that might result in **public** interest or concern regarding the conduct of the exercise.

3) To the maximum extent possible civilian officials shall be briefed in person on the exercise concept.

4) The US Congressional Representative, or **his/her** staff, in whose district the training is taking place, and the US Senators for the state, or their staffs, will be advised of the proposed training event and provided information to the extent requested. Written approval or concurrence from the Representative or Senators will not be a precondition to exercise execution; however, if objections or issues are raised by the Representative or Senators that cannot be resolved, the issues will immediately be elevated to the Joint Staff, J-3, and the Service or combatant commander point of contact.

5) For each training site, license agreements with civilian or government property owners or managers will be executed. Agreements will address liability and conditions on usage of property. Property owners will be informed of the nature of the training to include written notification whether the activities will include breaching charges (amount of explosive), live ammunition (type: e.g., shotgun, frangible, etc.), rotary or fixed-wing aircraft, and whether the exercises will be conducted in daylight or at night. Prior to execution, license agreements must be reviewed for legal sufficiency. Copies of the license agreements shall be provided to the senior civilian **officials** responsible for the affected civilian urban setting(s).

6) A record of coordination activities will be maintained for each training event. The record will include the names and positions of the officials coordinating on and approving the event and a summary of the information provided to the **officials** regarding the event (e.g., date, time, and location of the training; types of activities to be conducted; proposed public notification/outreach plans, etc.). A follow-on letter will be distributed to the senior **civilian official(s) responsible** for the affected civilian urban setting(s) that confirms the training event and lists the names of **civilian** officials who have coordinated plans for the training event.

7) Training events that will be conducted on a **recurring** basis at the same area or location may be based on a single memorandum of agreement (**MOA**) with the appropriate authorizing civilian officials. The terms of the MOA must comply with the requirements of this Attachment and the intent of reference a **MOAs** authorizing recurring training will be reviewed by the Service or the combatant commander to ensure compliance with the procedures of this enclosure. Once the MOA is approved, individual training events conducted pursuant to the MOA may be conducted without further Joint Staff or OSD review. However, Services and combatant commanders will ensure that **SO/LIC** and the Joint Staff are notified 14 days in advance of the training events conducted pursuant to such MOA. Services and Combatant Commanders will also ensure that such **MOAs** are periodically reviewed to ensure they continue to **fulfill** the intent of this enclosure and reference a.

8) If non-disclosure agreements are required, they will be reviewed by command



legal representatives. Non-disclosure statements should clearly explain that the agreement does not preclude persons from **informing** others of general, non-sensitive information about the training exercise

9) To the extent practicable, consistent with OPSEC **and** safety considerations, recommendations of **civilian officials** regarding community notification/outreach and press procedures will be followed. **Community** notification/outreach **procedures** may include **door-to-door** notification conducted by the local law enforcement agency. **Where** notification/outreach and press recommendations cannot be followed, civilian officials will be so advised.

e. Other instructions:

1) Legal and public affairs (PA) representatives will be present for **final** planning meetings and on-site for the duration of all training activities.

2) The on-site **PAO** will handle all press queries after coordination with the on scene commander.

3) All requested training must be in accordance with all applicable statutes, law, DOD Directives and **other** guidance, and implementing Service directives.

