

**Army Regulation 350-2**

**Training**

# **Opposing Force (OPFOR) Program**

**Headquarters  
Department of the Army  
Washington, DC  
9 April 2004**

**UNCLASSIFIED**

# ***SUMMARY of CHANGE***

AR 350-2

Opposing Force (OPFOR) Program

This revision dated 9 April 2004--

- o Defines the opposing force concept within the framework of an operational environment (para 1-5).
- o Describes the various uses of opposing forces in Army and other activity training (para 1-5).
- o Assigns responsibilities to Department of the Army agencies to support the Opposing Force Program (paras 1-6 thru 1-22).
- o Explains the role of foreign materiel in the Opposing Force Program (paras 1-9 and 1-17).
- o Sets forth policy and procedures for the Opposing Force Program training material development, sustainment, and validation of opposing force portrayal (paras 2-1, 2-4, and 2-5).
- o Establishes Training and Doctrine Command Deputy Chief of Staff for Intelligence as the responsible official for the Opposing Force Program (paras 2-4 and 2-9).
- o Outlines capabilities and training emphasis of dedicated Army opposing forces (para 2-2).
- o Adds management control provisions (app B).
- o Adds scenario design guidelines (app C).

Effective 10 May 2004

## Training

### Opposing Force (OPFOR) Program

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By order of the Secretary of the Army:

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*General, United States Army*  
*Chief of Staff*

Official:



JOEL B. HUDSON  
*Administrative Assistant to the*  
*Secretary of the Army*

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

**Summary.** This regulation establishes policies and procedures concerning integration of the Opposing Force Program into Army-wide training, training development, and other developmental activities.

**Applicability.** This regulation applies to the Active Army, the Army National Guard of the United States (ARNGUS),

the Army National Guard (ARNG), and the United States Army Reserve (USAR).

**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 to this regulation that are consistent with controlling law and regulation. The proponent may delegate this approval authority, in writing, to a division chief within the proponent agency or a direct reporting unit or field operating agency of the proponent 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 management control process.** This regulation contains management control provisions and identifies key management controls that must be evaluated.

**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 (ATTN: DAMI-FI), 1000 Army Pentagon, Washington DC 20310-1001.

**Suggested improvements.** Users are invited to send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) directly to the Deputy Chief of Staff, G-2 (ATTN: DAMI-FI), 1000 Army Pentagon, Washington DC 20310-1001.

**Distribution.** This publication is available in electronic media only and is intended for command levels C, D, and E for Active Army, the Army National Guard of the United States (ARNGUS), the Army National Guard (ARNG), and the United States Army Reserve (USAR).

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\*This regulation supersedes AR 350-2, 15 June 1983.

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## **Glossary**

## Chapter 1 Introduction

### Section 1 Introduction

#### 1–1. Purpose

This regulation sets responsibilities, concepts, policies, and procedures for the Department of the Army (DA) Opposing Force (OPFOR) Program. It covers all Army OPFOR activities in live, constructive, and virtual simulation, training events, training development, 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 section 2.

#### 1–5. Opposing Force Program

*a. Description.* An OPFOR is a plausible, flexible military and/or paramilitary force representing a composite of varying capabilities of actual worldwide forces (doctrine, tactics, organization, and equipment) used in lieu of a specific threat force for training and developing U.S. forces.

*b. Operational environment (OE).* An OE is a composite of the conditions, circumstances, and influences that affect the employment of military forces and bear on the decisions of the unit commander. Army training involving OPFOR will be conducted in an OE that consists of critical variables, for example, physical environment, demographics, military capabilities, and so forth. The OE will replicate a range of conditions that could be encountered in various operational areas.

*c. Contemporary operational environment (COE).* The COE is an OE that exists today and for the foreseeable future.

*d. OPFOR in Army Training.* The OPFOR Program is intended to be a "sparring partner" for commanders. Use of OPFOR in training events is intended to provide realistic field training through operations against a noncooperative, uncompromising opponent that uses tactics, doctrine, and equipment representative of a composite of forces that could be encountered in current or future combat operations. OPFOR will be included in training events as part of scenarios developed by various training activities and units. OPFOR will also be included as part of a specified OE incorporating a range of variables appropriate to the desired training experience. OPFORs and scenarios used in Army training events will be structured for maximum free play, including an opportunity to "win" the fight. OPFOR should be permitted within the scope of the events training objectives to capitalize on the results of blue forces (BLUFOR) tactical decisions. Dedicated OPFOR are located at the Combat Training Centers (CTCs), U.S. Army Reserve Training Support Divisions, the Army National Guard, and the 21st Cavalry Brigade (Air Combat). Other nondedicated 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 for Intelligence (DCSINT).

*e. Other uses of OPFOR.* OPFOR may be used in Army experimentation, testing, and other activities. The OPFOR may be one of the dedicated forces described in 1-5c above or may be created for the specific activity. Use of OPFOR for these activities must be coordinated with and approved by CG, TRADOC.

*f. Use of OPFOR in mission rehearsal exercises (MRE).* MREs are not part of the OPFOR Program, however OPFOR resources may be used to support them. It is the responsibility of exercise directors and commanders conducting MREs to determine all aspects of MRE planning and execution.

### Section II Responsibilities

#### 1–6. Assistant Secretary of the Army (Acquisition, Logistics and Technology)

The Assistant Secretary of the Army (Acquisition, Logistics and Technology) (ASA (ALT)) will—

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

*b.* Ensure program executive officers/project managers (PEOs/PMs) plan, program, and budget appropriate levels of RDTE and procurement dollars within their programs for development, acquisition, and fielding of OPFOR system/

subsystem training packages, including required TADSS. Planning considerations include OPFOR system and nonsystem TADSS applications for training and instrumentation system (IS) interface.

*c.* Provide points of contact (POCs) to monitor nonsystem 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 OPFOR nonsystem TADSS.

*d.* Direct the acquisition of directed requirements, approved by the Deputy Chief of Staff, G-3, for OPFOR TADSS that fulfill an urgent training need.

#### **1-7. Deputy Chief of Staff, G-1**

The Deputy Chief of Staff, G-1 (DCS, G-1) will—

*a.* Integrate the OPFOR Program into Army-wide personnel management, including ARNG, USAR, and Joint Service billets.

*b.* Develop policies, objectives and guidelines that support Army-wide personnel management, soldier professional development, and low-density MOS sustainment in support of units supporting the OPFOR Program.

#### **1-8. Deputy Chief of Staff, G-2**

The Deputy Chief of Staff, G-2 (DCS, G-2) will—

*a.* Function as the Army OPFOR Program proponent and Army Staff focal point for all Army/Joint Service OPFOR actions.

*b.* Exercise oversight of the OPFOR Program through the TRADOC-appointed responsible official.

*c.* Coordinate, manage, and 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-TR).

*d.* Serve as the initial point of contact for matters requiring the initial acquisition of foreign materiel in support of the OPFOR Program.

*e.* Identify foreign materiel in the Army inventory that could be used by the OPFOR Program and assist in the transfer of materiel.

*f.* Provide funding through subordinate elements to AMC for development of OPFOR system training performance data.

*g.* Direct the Commanding General (CG), TRADOC to serve as the Army responsible official for management of the OPFOR Program. The Commanding General, TRADOC may further delegate this authority to a specific activity or agency.

#### **1-9. Deputy Chief of Staff, G-3**

The Deputy Chief of Staff, G-3 (DCS, G-3) will—

*a.* Ensure that the OPFOR Program supports Army-wide training, training development, and other developmental functions by ensuring that Army guidance on training objectives and developmental activities provides a basis for precise and measurable standards.

*b.* Integrate the OPFOR Program into Army-wide and Joint Services training.

*c.* Establish OPFOR program priorities and resource requirements within the CTC Program and the Training Mission Area (TMA).

#### **1-10. Deputy Chief of Staff, G-4**

The Deputy Chief of Staff, G-4 (DCS, G-4) will—

*a.* Integrate the OPFOR Program into Army-wide logistics, including ARNG, USAR, and Joint Services logistics.

*b.* Exercise Army Staff supervision over maintenance and logistic policies and procedures for OPFOR TADSS.

*c.* Develop integrated logistics support policy and guidance for the development and/or procurement of OPFOR TADSS.

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

#### **1-11. Director, Army National Guard**

The Director, Army National Guard (DARNG) will—

*a.* Program funds to support procurement of ARNG-unique OPFOR TADSS to support approved ARNG combined arms training strategy (CATS) 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 OPFOR conferences and forums.

#### **1-12. Chief, Army Reserve**

The Chief, Army Reserve (CAR) will—

- a. Provide resources to support USAR participation in training exercises as OPFOR augmentation.
- b. Ensure that the Office of the Chief of the Army Reserve (OCAR) is represented at appropriate OPFOR conferences and forums.

### **1–13. Commanding General, TRADOC**

The CG, TRADOC will—

- a. Designate the TRADOC Deputy Chief of Staff for Intelligence (DCSINT) as the responsible official for the development, management, administration, integration, and approval functions of the OPFOR Program across the Army.
- b. Provide intelligence support to the OPFOR Program.
- c. Establish priorities for the allocation of TRADOC resources identified to support the OPFOR Program.
- d. Act as the approval authority for all OE scenarios used in training and developmental efforts within TRADOC and, OPFOR doctrinal, organizational, and equipment capabilities.
- e. Ensure that the following functions and support requirements of the OPFOR Program are met:
  - (1) Develop, implement, evaluate, and update standardized Army-wide individual and collective training programs, models and simulations incorporating an OE/OPFOR that portrays a range of critical OE variables and a plausible and flexible military and/or paramilitary force representing a composite of varying capabilities of actual worldwide forces.
  - (2) Develop OPFOR doctrinal products in the form of Army Field Manuals (FMs) and associated instructional materials for Army-wide use.
  - (3) Establish procedures for all TRADOC Deputy Chiefs' of Staff support of the TRADOC DCSINT's OPFOR responsible official functions.
  - (4) Develop and manage Army-wide procedures in coordination with the U.S. Center for Army Lessons Learned (CALL) for reporting lessons learned and insights gleaned regarding Army capabilities, tactics, and operations against thinking, adaptive, opportunities-based OPFORs.
  - (5) Provide resources for validation of OE/OPFOR portrayal in Army-wide institutional and collective training and constructive, virtual and live simulation.
  - (6) Develop Joint Services OPFOR Programs support for training.
  - (7) Develop a data repository of OPFOR information regarding organization, tactics, doctrine, and materiel.
  - (8) Assist the training materiel developer in OPFOR TADSS concept formulation.
  - (9) Develop, staff, and coordinate OPFOR TADSS requirements documentation that requires TRADOC or Headquarters Department of the Army (HQDA) approval.
  - (10) In coordination with Forces Command (FORSCOM) and U.S. Army, Europe (USAREUR), develop, staff, and coordinate OPFOR instrumentation system (IS) requirements for training and other applications.
  - (11) Approve proposals for and validate the use of OPFOR in developmental activities other than training.
  - (12) Provide a world-class OPFOR and dedicated OPFORs in other operations groups at the Battle Command Training Program (BCTP), which is authorized 100 percent of personnel requirements and filled at 100 percent of personnel authorizations.
  - (13) Coordinate ARNG, USAR, Joint Services, and other U.S. OPFOR participation in the OPFOR Program.
  - (14) Host recurring worldwide OPFOR conferences in order to share lessons-learned, and review areas of common interest.
  - (15) Conduct OE/OPFOR training courses as required to present evolving concepts and maintain currency among the OPFOR community.

### **1–14. Commanding General, Army Materiel Command**

The CG, AMC will—

- a. Provide reimbursable matrix support to PEO/PMs in support of life cycle management tasks pertaining to OPFOR systems on a case-by-case basis.
- b. Ensure OPFOR system training performance data development.

### **1–15. Commanding General, Forces Command**

The CG, FORSCOM will—

- a. Provide force structure required to support the doctrinal OPFOR mission at the National Training Center (NTC), the Joint Readiness Training Center (JRTC), the 21<sup>st</sup> Cavalry Brigade (Air Combat) and other FORSCOM installations and units tasked to support or perform OPFOR missions.
- b. Provide all required materiel for doctrinal OPFOR operations, less fixed instrumentation and other TADSS provided by AMC, at NTC, JRTC, 21<sup>st</sup> CAV, and other FORSCOM installations and units tasked to support or perform OPFOR missions.

### **1-16. Commanding General, U.S. Army Intelligence and Security Command**

The CG, U.S. Army Intelligence and Security Command (INSCOM) will—

- a.* Provide intelligence and threat support to the OPFOR Program.
- b.* Upon receipt of funding, and in coordination with DCS, G-2 (DAMI-FI) use contracting procedures in conjunction with normal funding channels to acquire foreign materiel in support of the OPFOR Program in accordance with AR 381-26, Army Foreign Materiel Exploitation Program.
- c.* Assist DA DCS, G-2 and TRADOC DCSINT in integrating FMT into the OPFOR Program.
- d.* Arrange for transportation of OPFOR FMT from U.S. port of entry (POE) to holding units or installations.
- e.* Provide safety, technical, maintenance, and operator training on OPFOR FMT.
- f.* Provide technical advice and assistance to users of OPFOR FMT on all levels of maintenance.
- g.* Provide foreign system performance data to Army Materiel Command (AMC) for development of OPFOR system training performance data.

### **1-17. Commanding General, U.S. Army, Europe**

The CG, USAREUR will—

- a.* Provide force structure required to support the doctrinal OPFOR mission at the Combat Maneuver Training Center (CMTC) and other USAREUR installations and units tasked to support or perform OPFOR missions.
- b.* Provide all required materiel for doctrinal OPFOR operations, less fixed instrumentation and other TADSS provided by AMC, at CMTC and other USAREUR installations and units tasked to support or perform OPFOR missions.

### **1-18. Commanding General, U.S. Army Reserve Command**

The CG, U.S. Army Reserve Command (USARC) will—

- a.* Establish and integrate a USARC OPFOR Program for training.
- b.* Ensure USAR units conduct training at all levels using doctrinally correct OPFOR.

### **1-19. Commanding General, U.S. Army Operational Test Command**

The CG, U.S. Army Operational Test Command (OTC) will—

- a.* Ensure necessary operational testing and evaluation of all OPFOR TADSS.
- b.* Develop, coordinate, and execute support agreements, as appropriate, with TRADOC DCSINT to provide threat simulators and other materiel for OPFOR training and other development activities.

### **1-20. Director, Army Materiel Systems Analysis Activity**

The Director, Army Materiel Systems Analysis Activity (AMSAA) will provide classified OPFOR vulnerability and lethality performance data for use in live, constructive and virtual Tactical Engagement Simulations (TES) based upon data provided by PMs and the intelligence community.

### **1-21. Commanders at all levels**

Commanders at all levels will—

- a.* Implement the OPFOR Program within their commands.
- b.* Conduct training and other activities at all levels using doctrinally correct OPFOR.
- c.* Ensure training requirements requiring OPFOR support are planned and scheduled on short and long range training calendars.
- d.* Forward OPFOR lessons learned to TRADOC DCSINT.

### **1-22. Program executive officers/project managers**

System PEOs/PMs will—

- a.* Review and coordinate with TRADOC the application of OPFOR system TADSS to training in all system concept formulation, development, growth, and funding.
- b.* Fund, develop, acquire, and field OPFOR training subsystem materiel within the OPFOR and Army materiel system.
- c.* Program and budget funds to support changes to fielded TADSS with OPFOR application resulting from changes or modification to the supported system.
- d.* Provide system performance data and funding to Army Materiel Command (AMC) for development of OPFOR system training performance data.

## Chapter 2

### Planning and Management

This chapter describes planning and management policies and procedures applicable to the OPFOR Program. Included are OPFOR Program policies, doctrinal/organizational guidelines, management, the CTC OPFOR Sustainment Program, and procedures regarding OPFOR accreditation, submission of requests for OPFOR support, and public affairs.

#### 2-1. Program policies

a. OPFOR is the common opponent for all Army training. Scenarios and OPFOR used for Army training will include the concept of a "level playing field" and an equal chance at exercise start for either side, OPFOR or BLUFOR, to achieve victory.

b. The representation of the OE (or COE) in Army training environments will include the OPFOR (in the form of military and/or paramilitary forces) as well as civilians on the battlefield and other personnel/entities that could be encountered in a real-world OE.

c. Use of a force other than OPFOR for Army training must be coordinated with TRADOC DCSINT.

d. All use of OPFOR in Army training and for any other purpose will be in accordance with OPFOR doctrine as presented in the FM 7-100-series FMs and related instructional materials produced or approved by TRADOC DCSINT.

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

f. Use of OPFOR may be either classified or unclassified. Countries or non-State actors portrayed as the "enemy" (OPFOR) in an unclassified scenario should be fictitious, unless there would be no political sensitivity or security ramifications regarding their involvement. In most training scenarios, the OPFOR will portray the forces of a fictitious country or organization, except as prescribed in appendix C. However, scenarios that use real-world countries may be used for training and developmental activities at the classified level.

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

h. OPFOR augmentation may be accomplished by Army, Joint Services, contract, or foreign personnel or units. Augmentees will receive appropriate orientation training before utilization.

i. All data used in OPFOR training, simulation, and other activities, including training scenarios and OE variable replication, must be reviewed and validated by TRADOC DCSINT.

#### 2-2. OPFOR doctrinal and organizational guidelines

a. OPFOR doctrinal and organizational concepts are presented in the FM 7-100-series manuals.

b. The FM 7-100-series presents OPFOR doctrinal concepts ranging from the strategic to the tactical level. When combined with other critical operational environment variables that could be encountered in any situation, this doctrine offers the capability to portray the qualities of a full range of threat conditions in Army training environments. The FM 7-100 series consists of—

- (1) FM 7-100, Opposing Force Doctrinal Framework and Strategy.
- (2) FM 7-100.1, Opposing Force Operations.
- (3) FM 7-100.2, Opposing Force Tactics.
- (4) FM 7-100.3, Opposing Force: Paramilitary and Nonmilitary Organizations and Tactics.
- (5) FM 7-100.4, Opposing Force Small Unit Tactics.
- (6) FM 7-100.5, Opposing Force Organization Guide.
- (7) FM 7-100.6, Opposing Force: Worldwide Equipment Guide.

c. OPFORs may be organized by using organizations to portray any kind of scenario against Army forces from platoon to echelons above division level. Although each CTC has an OPFOR that is optimized for a particular part of the spectrum of conflict, all OPFORs have the ability to, and will, conduct concurrent operations across the spectrum of conflict. The organization of current dedicated Army OPFORs is—

(1) *NTC*. Live/constructive training concentration on a major regional contingency (MRC) scenario with an armor/mechanized OPFOR at the brigade level, capable of conducting operations against U.S. heavy brigade and lower units.

(2) *JRTC*. Live/constructive training concentration towards a small scale contingency (SSC) scenario with a combination of a small armor/mechanized, motorized, infantry-based OPFOR capable of conducting operations against U.S. light brigades and lower units.

(3) *CMTC*. Live/constructive training concentration on a low-end MRC scenario with an armor/mechanized OPFOR at the brigade level, capable of conducting operations against U.S. brigades and lower units.

(4) *BCTP World-class OPFOR (WCOPFOR)*. Constructive training concentration ranging from MRC to SSC scenarios with an OPFOR from national to division-level, capable of conducting operations against U.S. divisions and Corps.

(5) *BCTP Operations Group C*. Constructive training concentration ranging from MRC to SSC scenarios with an

OPFOR from brigade to platoon-level, capable of conducting operations against U.S. brigades, battalions, and division-slice elements.

(6) *21st Cavalry Brigade (Air Combat)*. Live training concentration ranging from MRC to SSC scenarios with an OPFOR from brigade to platoon-level, capable of conducting operations against U.S. aviation brigade, battalion, and division-slice elements.

(7) *USAR Divisions (Training Support) (75th, 78th, 85th, 87th, 91st)*. Constructive training concentration ranging from MRC to SSC scenarios with an OPFOR from brigade to platoon-level, capable of conducting operations against U.S. brigades, battalions, and division-slice elements. Live lanes training involving small-unit OPFOR.

(8) *ARNG Training and Training Technology Battle Lab (T3BL) and BCTC*. Constructive training concentration ranging from MRC to SSC scenarios with an OPFOR from brigade to platoon-level, capable of conducting operations against U.S. battalions, brigades, and division-slice elements.

## **2–3. Program management**

*a. Oversight.* The DCS, G-2 is responsible for oversight of the OPFOR Program and is assisted through the DA responsible official (TRADOC DCSINT) designated by the CG, TRADOC. It is also assisted by the Training and Leadership General Officer Steering Committee (TLGOSC) and CTC Council of Colonels (CoC) relating to CTC OPFOR issues and a training mMission area (TMA) CoC relating to overall training issues.

*b. Responsible official.* TRADOC DCSINT, as the OPFOR Program responsible official, performs ongoing development, management, administration, integration, and approval functions of the program and represents the program on deliberative bodies and other fora including the CTC CoC.

*c. TLGOSC.*

(1) The CTC Program operates under the auspices of the TLGOSC, which meets semiannually. The TLGOSC is chaired by HQDA, DCS, G-3 (DAMO-TR). There is no OPFOR voting member on the TLGOSC; however, the DA and/or TRADOC DCSINT may be invited to attend as required to address OPFOR issues.

(2) TLGOSC-related OPFOR issues involve—

(a) Recommending priorities for CTC OPFOR development and resourcing.

(b) Reviewing and recommending approval of priority CTC requirements as forwarded by the CTC CoC and TMA CoC.

*d. CTC Council of Colonels.*

(1) The CTC CoC supports the TLGOSC. The CoC conducts semiannual reviews (April and October) and is composed of colonels or DA civilian equivalents. The CoC is chaired by HQDA, DCS, G-3, (DAMO-TRS). The TRADOC DCSINT is a voting member.

(2) Relating to the OPFOR Pprogram, the CoC monitors, reviews, screens, and refines issues, initiatives, and topics for presentation to the TLGOSC.

## **2–4. Sustainment**

*a. Program sustainment.* The OPFOR Program must present an adversary force that is representative of military capabilities present in the world and projected in the near term. In order to achieve this representation, OPFOR doctrine and equipment must be sustained and modernized over time in order to provide required counter-task training to Army and other forces. The OPFOR sustainment process involves intelligence research and requirements determination for applicability to live, constructive, and virtual training and other activities.

*b. Intelligence research.* TRADOC DCSINT conducts extensive all-source research to compile data on worldwide OEs and military capabilities. Results of this research are incorporated into the OPFOR FMs, which portray a range of unclassified capabilities, parameters, and variables that represent a composite of potential adversaries to provide stressful, realistic training for Army forces. The OPFOR capabilities presented in the FMs 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. The research process is continuous and results in changing capabilities and requirements over time. The OPFOR FMs are the basis for development of an OPFOR Operational and Organizational (O&O) plan for each CTC which shows what type of force, with what capabilities should be portrayed.

*c. OPFOR sustainment procedures.* Doctrine, organizations, equipment, and parameters from the OPFOR FMs are the baseline for OPFOR portrayal. The portrayal of these forces at a training center or in a training event must reflect the FMs. Specific procedures for sustainment of portrayal are—

(1) *CTC OPFOR.* Each CTC fields an OPFOR based upon available personnel and materiel within the guidelines established in the OPFOR FMs and OPFOR O&O plans.

(a) TRADOC DCSINT, in coordination with FORSCOM, USAREUR, and the CTCs; conducts an OPFOR doctrine, organizations, training, material, leadership and education, and personnel and facilities (DOTMLPF) analysis to determine shortfalls in OPFOR O&O replication.

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

- (c) TRADOC DCSINT develops requirements documentation for identified OPFOR materiel shortfalls in coordination with the Army Training Support Center (ATSC).
- (d) ATSC staffs OPFOR requirements documentation for validation and approval.
- (e) TRADOC DCSINT assists FORSCOM, USAREUR and the CTCs in prioritizing OPFOR materiel shortfalls for requirements documentation and funding.
- (f) TRADOC DCSINT submits new CTC OPFOR requirements to the CTC master plan as initiatives.
- (g) ATSC, in coordination with PEO, Simulation, Training and Instrumentation (PEO STRI), submits new CTC OPFOR initiatives to the CTC program as issue sheets, which identify urgent requirements to maintain the capability and quality of CTC OPFOR training.
- (h) The initiatives are validated, prioritized, and consolidated by the CTC CoC, TMA CoC, and TLGOSC.
- (i) Actions requiring RDTE and Other Procurement, Army (OPA) funding are forwarded through command channels to the TMA CoC and TLGOSC for funding prioritization.
- (j) Certain low volume, low cost OPFOR sustainment may be accomplished at the CTC level, however, the capability need must still be validated by TRADOC DCSINT.
- (k) Sustainment actions regarding doctrinal and capabilities interpretation are submitted to TRADOC DCSINT for resolution.
- (l) Sustainment actions regarding procurement and use of foreign materiel for training (FMT) are forwarded through command channels to TRADOC DCSINT for coordination.
- (2) *Other OPFOR.* Non-CTC OPFOR organizations will adhere to the following sustainment procedures:
  - (a) Identify shortfalls requiring doctrinal or materiel solutions. These shortfalls will be forwarded through command channels to TRADOC DCSINT for validation.
  - (b) Upon validation, actions requiring RDTE and OPA funding are forwarded through command channels to the TMA CoC and TLGOSC for funding prioritization.
  - (c) Certain low volume, low cost OPFOR sustainment may be accomplished at the unit level, however, the capability need must still be validated by TRADOC DCSINT.
  - (d) Submit sustainment actions regarding doctrinal and capabilities interpretation to TRADOC DCSINT for resolution.
  - (e) Submit sustainment actions regarding procurement and use of FMT through command channels to TRADOC DCSINT for coordination.

## 2-5. OPFOR/OE accreditation

*a. Concept.* A key to the credibility of the OPFOR Program is the perception that it fairly and accurately portrays a potential enemy within the context of a realistic operational environment, while meeting BLUFOR unit training objectives and effecting desired Army training outcomes. In order to ensure the continuing credibility of the OPFOR as a training aid and achievement of desired objectives and outcomes, TRADOC DCSINT conducts an accreditation program.

*b. Accreditation concept for collective training.* Collective training accreditation occurs at the CTCs, USAR Training Support Divisions, and ARNG units and other organizations using an OPFOR for training purposes. TRADOC DCSINT will assemble an interdisciplinary accreditation team of subject matter experts (SMEs) on OPFOR Functional Areas (OFA) and OE variables from TRADOC School Threat Manager Offices, the intelligence community and the TRADOC training community. The team may also include OPFOR representatives from other activities, and others as required. The accreditation covers the entire time frame of an exercise, with 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 OE variable selection), as well as the O&O Plan for the subject OPFOR organization or event, lessons learned, and prior accreditation reports, the team will provide advice and validate the scenario prior to the training event. Concurrently, the team will select OFAs/OE variables for in-depth review during an exercise, and may also review exercise planning, train-up, and rehearsals. The team will also look at OPFOR and observer/controller (O/C) training programs. The team travels to the training site(s), makes observations, prepares a written report with observations, detailed discussion, and recommendations for the observed commander, either accrediting or not accrediting the observed OFAs/OE variable portrayal, as well as the efficacy to which the replication helped the BLUFOR unit to achieve training objectives and desired training outcomes. The report is also submitted to CG, Combined Arms Center-Training (CAC-T) for inclusion in a biennial training activity accreditation report. Observations and input from the observed unit are used as feedback into the OPFOR and BLUFOR doctrinal, training, and training materiel development.

*c. OPFOR/OE accreditation concept for leader development training.* TRADOC DCSINT reviews OPFOR/OE programs of instruction (POI) for TRADOC schools. TRADOC DCSINT, using the results of the POI review, visits the TRADOC school to review inclusion of doctrinal OPFOR/OE training in lesson plans and scenarios, reviews instructor certification programs, and validates demonstrated student competency in OPFOR/OE during student exercises. An accreditation finding is presented to the school commander and is forwarded to DCST for inclusion in an overall training activity accreditation report.

*d. Scheduling.*

(1) CTC accreditation occurs annually. They are coordinated through FORSCOM for NTC and JRTC, 7th Army Training Command (7ATC) for CMTC, and BCTP for WCOPFOR and Operations Group C for Battle Command and Battle Staff Trainer.

(2) USAR Division (Training Support) accreditation occurs biennially. They are coordinated with USARC and the appropriate division.

(3) ARNG OPFOR accreditation occurs biennially. They are coordinated with NGB and the appropriate unit.

(4) Validation of OPFOR portrayal in other events such as unit fielding and training programs, experimentation, testing, and simulation will occur as needed and be coordinated through the responsible headquarters.

(5) Leader development training accreditation will be scheduled triennially for each TRADOC school.

(6) Assistance in validation/accreditation of OPFOR portrayal in joint or combined training or other events will be coordinated through the responsible headquarters.

## **2-6. Training restrictions**

OPFOR Program restrictions will be minimized and reviewed at least annually by DA DCS, G-2. The OPFOR Program will—

*a.* Conduct safe training activities while providing training that meets BLUFOR training requirements.

*b.* Include special operations requested by DA DCS, G-3.

*c.* Use only OPFOR uniforms, equipment, and training aids authorized by TRADOC DCSINT.

## **2-7. Public affairs**

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

(1) To inform U.S. soldiers about OPFOR training.

(2) To address public inquiries about OPFOR training in the U.S. Army.

*b. Release of OPFOR information.*

(1) *Public information.* Installation commanders may release unclassified information to the news media about the 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 OPFOR Program also will be sent to DAMI-FIT, Arlington, VA 22202-3910, with information copies to Chief of Public Affairs (SAPA-MRD), 1500 Army Pentagon, WASH, DC 20310-1500 (contact OCPA Media Relations Division at 703-697-7590) and TRADOC DCSINT (ATIN-O), Fort Monroe, VA 23651-1067.

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

(3) *Hometown news releases.* All commands will prepare hometown news releases about soldiers or units involved in OPFOR training according to DA Pam 360-3.

## **Appendix A References**

### **Section I Required Publications**

#### **AR 381–26**

Army Foreign Materiel Exploitation Program. (Cited in para 1-17.)

#### **DA Pam 360–3**

Army Hometown News Program. (Cited in para 2-7.)

#### **FM 7–100**

Opposing Force Doctrinal Framework and Strategy. (Cited in para 2–1 and 2-2.)

#### **FM 7–100.1**

Opposing Force Operations. (Cited in para 2-2.)

#### **FM 7–100.2**

Opposing Force Tactics. (Cited in para 2-2.)

#### **FM 7–100.3**

Opposing Force: Paramilitary and Non-Military Organizations and Tactics. (Cited in para 2-2.)

#### **FM 7–100.4**

Opposing Force, Small Unit Tactics. (Cited in para 2-2.)

#### **FM 7–100.5**

Opposing Force Organization Guide. (Cited in para 2-2.)

#### **FM 7–100.6**

Opposing Force: Worldwide Equipment Guide. (Cited in para 2-2.)

### **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.

#### **AR 70–1**

Army Acquisition Policy.

#### **AR 71–9**

Materiel Requirements.

#### **AR 350–1**

Army Training and Education.

#### **AR 350–38**

Training Device Policies and Management.

#### **AR 350–50**

Combat Training Center Program.

### **Section III Prescribed Forms**

This section contains no entries.

## **Section IV**

### **Referenced Forms**

The following forms are available on the Army Electronic Library (AEL) CD ROM (EM 0001) and the USAPD Web site ([www.usapd.army.mil](http://www.usapd.army.mil)).

#### **DA Form 11-2-R**

Management Control Evaluation Certification Statement.

#### **DA Form 2028**

Recommended Changes to Publications and Blank Forms. (Prescribed in Suggested Improvements.)

## **Appendix B**

### **Management Control Evaluation Checklist**

#### **B-1. Function**

The function covered by this checklist is the administration of the Opposing Force (OPFOR) Program.

#### **B-2. Purpose**

The purpose of this checklist is to assist MACOMs, CTCs, and the proponent in evaluating the key management controls outlined below. It is not intended to cover all controls.

#### **B-3. Instructions**

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

#### **B-4. Test questions**

- a.* Does TRADOC integrate lessons learned from OPFOR/Operational Environment (OE) portrayal during training into the doctrinal development process? (TRADOC)
- b.* Has TRADOC conducted an annual OPFOR Conference? (DCSINT)
- c.* Has TRADOC implemented an annual accreditation process for OPFOR/COE portrayal in all aspects of Army training? (DCSINT)
- d.* Are CTC OPFORs properly resourced with personnel and equipment to conduct doctrinal, meaningful training? (MACOMS)

#### **B-5. Comments**

Help make this a better tool for evaluation of management controls. Submit comments to, DCS G-2, 1000 Army Pentagon, Washington DC 20310-1000.

## **Appendix C**

### **Use of OPFOR in Scenarios**

#### **C-1. Issues**

The introduction of the contemporary operational environment (COE) as the threat model for the Army's training venues has caused an increasing complexity in training scenarios and a move toward training scenarios more closely aligned with current events. While this may provide some increased fidelity in training events it risks possible diplomatic and security problems that could damage United States credibility or international image. Unclassified training scenarios must be developed with a cognizance of the potential political, diplomatic and security ramifications if these scenarios were to be publicized in the national or international media. Training scenario developers must also consider that if foreign students are exposed to training scenarios that indicate that the U.S. has a particular foreign policy or relationship to a foreign government there may be a negative effect on U.S. interests.

#### **C-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 insure 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 DCSINT 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 FM 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 7-100-5 and task-organized in accordance with FMs 7-100.1 and 7-100.2.

(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, 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 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.

### **C-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 DCSINT.

(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.

## **Glossary**

### **Section I Abbreviations**

**AMC**

Army Materiel Command

**AMSAA**

Army Materiel Systems Analysis Activity

**AR**

Army regulation

**ARNG**

Army National Guard

**ATSC**

Army Training Support Center

**BCBST**

Battle Command and Battle Staff Trainer

**BCTC**

battle command training center

**BCTP**

Battle Command Training Program

**BLUFOR**

Blue Forces

**CALL**

Center for Army Lessons Learned

**CATS**

combined arms training strategy

**CAR**

Chief, Army Reserve

**CAV**

cavalry

**CG**

commanding general

**CMTC**

combat maneuver training center

**COC**

council of colonels

**COE**

contemporary operational environment

**CTC**

combat training center

**DA**

Department of the Army

**DARNG**

Director, Army National Guard

**DCS, G-1**

Deputy Chief of Staff, G-1

**DCS, G-2**

Deputy Chief of Staff, G-2

**DCS, G-3**

Deputy Chief of Staff, G-3

**DCS, G-4**

Deputy Chief of Staff, G-4

**DCSINT**

Deputy Chief of Staff for Intelligence

**DCST**

Deputy Chief of Staff for Training

**DOD**

Department of Defense

**DOTMLPF**

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

**FORSCOM**

Forces Command

**FM**

field manual

**FMP**

Foreign Materiel Program

**FMT**

foreign materiel for training

**FORSCOM**

Forces Command

**HQDA**

Headquarters, Department of the Army

**INSCOM**

Intelligence and Security Command

**IS**

instrumentation system

**JRTC**

Joint Readiness Training Center

**MACOM**

major Army command

**MDEP**

management decision package

**MOS**

military occupational specialty

**MRC**

major regional contingency

**NET**

new equipment training

**NGIC**

National Ground Intelligence Center

**NTC**

National Training Center

**O&O**

Operational and Organizational

**O/C**

observer/controller

**OCAR**

Office of the Chief of the Army Reserve

**OE**

operational environment

**OFA**

Opposing Force functional area

**OPA**

Other Procurement, Army

**OPFOR**

Opposing Force

**OTC**

U.S. Army Operational Test Command

**PEO/PM**

program executive officer/project manager

**PEO STRI**

program executive office for simulation, training, and instrumentation

**POC**

point of contact

**POE**

port of entry

**POI**

Program of instruction

**RDTE**

research, development, test, and evaluation

**SME**

subject matter expert

**SSC**

small scale contingency

**T3BL**

Training and Training Technology Battle Lab

**TADSS**

training aids, devices, simulators, and simulations

**TES**

tactical engagement simulation

**TLGOSC**

Training and Leadership General Officer Steering Committee

**TMA**

training mission area

**TO&E**

table of organization and equipment

**TRADOC**

U.S. Army Training and Doctrine Command

**UFTP**

unit fielding and training plan

**USAR**

U. S. Army Reserve

**USARC**

U.S. Army Reserve Command

**Section II****Terms****Contemporary operational environment (COE)**

The operational environment that exists today and for the clearly foreseeable future.

**Nonsystem training device**

A training device not associated with a specific system; designed to support general military training and nonsystem-specific training requirements

**Operational environment (OE)**

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

**Opposing Force (OPFOR)**

A plausible and flexible military and/or paramilitary force representing a composite of varying capabilities of actual worldwide forces used in lieu of a specific threat force, for training or developing U.S. forces.

**System training device**

A training device designed for use with a system, family of systems, or item of equipment, including subassemblies and components. They may be stand-alone, embedded, or appended. Using system-embedded TADSS is the preferred approach where practical and cost effective.

**Threat**

Any specific foreign nation or organization with intentions and military capabilities that suggest it could become an adversary or challenge the national security interests of the U.S. or its allies.

**Training aids, devices, simulators, and simulations (TADSS)**

A general term that includes training range and CTC instrumentation; live, constructive and virtual Tactical Engagement Simulation (TES); battle simulation; targetry; training unique ammunition; and dummy, drill, and inert munitions. All of these are subject to the public laws and regulatory guidance governing the acquisition of materiel.

**Section III****Special Abbreviations and Terms**

This section contains no entries.

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