

**BY ORDER OF THE COMMANDER  
PACIFIC AIR FORCES**

**AIR FORCE INSTRUCTION 10-704**

**PACIFIC AIR FORCES COMMAND  
Supplement 1**

**14 AUGUST 2000**

**Operations**

**MILITARY DECEPTION PROGRAM**



**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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**SUMMARY OF REVISIONS**

This supplement adds MAJCOM specific reporting requirements and the requirement for each Numbered Air Force (NAF) to plan and attempt to execute an annual exercise. It also includes the requirement for NAFs to consolidate all Military Deception (MD) reports and forward to HQ PACAF. Attachments have been included for overall program management. A “I” indicates revised material since the last edition.

**AFI 10-704, 1 July 1997, is supplemented as follows:**

1.3. (Added) The term commander means the functional position exercising authority and control over a military organization. Commanders are responsible for developing MD policies, objectives, instructions, and training programs IAW AFI 10-704 and integrating MD into all phases of exercise and operational planning. In addition, Commanders are authorized to plan, develop, and conduct operations and exercises within their respective area of responsibility but must coordinate these activities with HQ PACAF in advance for deconflicting. For activities that impact units outside the AOR coordination must be done with HQ PACAF prior to planning. HQ PACAF extends this responsibility to commanders at the NAF and wing levels within HQ PACAF.

2.12. (Added) Train personnel at each PACAF NAF and wing in order to develop and execute MD in support of their organizational OPLAN and contingency taskings. Develop a MD focal point system that permits effective command-wide coordination of MD taskings; in a close hold manner, in support of a unified commander’s requirement.

- 2.12.1. (Added) HQ PACAF will sponsor an annual MD course. Personnel rotation and deception training requirements will determine the timing. Wings will nominate Military Deception Officers/NCOs (MDO/MDNCO), and MD working group (MDWG) personnel to attend.
- 3.3.3.1. (Added) HQ PACAF will ideally conduct periodic staff assistance visits with each NAF/Wing prior to inspections or at the request of the NAF/Wing.
- 3.3.3.2. (Added) HQ PACAF will send an UNCLASSIFIED message NLT 1 Sep to all NAF/Wing Commanders requesting MDO/MDNCO annual award nominees.
- 3.4. (Added) Numbered Air Forces (NAF) s:
- 3.4.1. (Added) Each NAF will plan and execute, if able, a minimum of one MD exercise annually with each of their wings. Submit final concept of operations to HQ PACAF for approval prior to scheduling Initial Planning Conference.
- 3.4.2. (Added) NAF MDO/MDNCOs will be appointed in writing by the NAF/DO (see [Attachment 1](#)). The appointed MDO/MDNCO is the focal point for all MD related issues within the NAF. The primary MDO/MDNCO should have at least 12 months retainability to insure program continuity.
- 3.4.3. (Added) Ensure coordination of subordinate Wing MD efforts that may conflict with activities of other Wings within their area of responsibility.
- 3.4.4. (Added) Ensure subordinate Wing MDO/MDNCOs are appointed in writing.
- 3.4.5. (Added) Ensure all subordinate Wing MDO/MDNCOs attend formal training and MD seminars conducted by higher headquarters; coordinate all training and resource requirements for subordinate Wings with HQ PACAF.
- 3.4.6. (Added) Host NAF level MDWG meetings as required. The working group should be composed of staff level positions that the organizational commander deems necessary to adequately support MD activities outlined in operational taskings (see [Attachment 2](#)). Ensure the MDWG has a charter signed by the Commander outlining its objectives (see [Attachment 3](#)).
- 3.4.7. (Added) Review minutes of all subordinate Wing MDWG meetings.
- 3.4.8. (Added) Conduct periodic MD staff assistance visits with subordinate Wings as requested.
- 3.4.9. (Added) Provide a consolidated End-Of-Year report of all MD activities within the NAF to HQ PACAF not later than 1 September. Data provided will be based on MD activity in the NAF and subordinate Wings during the previous fiscal year. Use the End-Of-Year report format described in [Attachment 5](#). The reports will be sent via ProComm or diskette.
- 3.4.10. (Added) Assist subordinate Wing MDO/MDNCOs in the development of MD plans for exercises and operations.
- 3.4.11. (Added) Advise HQ PACAF of all MDO/MDNCO personnel changes at the NAF and subordinate Wing level.
- 3.4.12. (Added) Ensure Wings submit after-action reports for all MD activities. Each NAF will submit a consolidated after-action report for all NAF and subordinate Wing MD exercises to HQ PACAF with lessons learned not later than 30 days after exercise termination. Each action item will be presented in a problem/success, discussion, recommended solution format.

3.4.13. (Added) Submit annual award nominations for one MDO and one MDNCO from the NAF/Wing via ProComm or diskette, to arrive HQ PACAF not later than 1 October. Individual award nominations will be submitted on an AF Form 1206 in accordance with Chapter 9, AFI 36-2807. Award nomination packages are not to exceed two pages and will include a military biography of the nominee. Nominations are based on MDO/MDNCO activity during the previous fiscal year.

3.4.14. (Added) Wings will forward an updated appointment letter to the NAF MDO/MDNCO identifying the primary and alternate MDO/MDNCO not later than the 1st of February. Letters will include location, office symbol, full name, rank, SSN, security clearance, message address, mailing address, DSN number, STU-III number, alternate phone number, email, siprnet, secure fax number, and unclassified fax number. The NAF MDO/MDNCO will consolidate this information and forward an updated letter to HQ PACAF not later than 1 March.

3.4.15. (Added) Provide MD advocacy briefing to NAF commander within 45 days of individual's arrival.

3.5. (Added) Wing: The following guidance applies to wings:

3.5.1. (Added) Wing MDO/MDNCOs are appointed in writing by the Wing/Group CC or equivalent. The primary MDO/MDNCO should have at least 12 months retainability to insure program continuity. Appointment letters will be forwarded to NAF MDO/MDNCOs.

3.5.2. (Added) Report all MDO/MDNCO personnel changes to the NAF.

3.5.3. (Added) Include MD in all exercises whenever possible to the extent necessary to ensure all affected personnel are exposed to the techniques and benefits of MD. Affected personnel will vary at each Wing, based on the Wing's mission and wartime tasking.

3.6. (Added) Wing MDO/MDNCO responsibilities include:

3.6.1. (Added) Advocate the MD program to the senior leadership to ensure optimum program support. Develop "direct line" communication authorization between MDO/MDNCO, OG/CC, and wing/group commander to facilitate approval of MD activity without compromising MD plans at intermediate organizational levels.

3.6.2. (Added) Provide MD advocacy briefing to incoming wing/group commander within 45 days of individual's arrival.

3.6.3. (Added) Organize the MDWG. Membership includes all functional areas within the Wing that could have an impact on or affected by MD activities (see paragraph **3.4.6. (Added)**). Ensure MDWG has a charter signed by the Commander outlining its objectives.

3.6.4. (Added) Train MDWG members to provide functional area support to MD activities. Expertise and credibility on the part of MDWG members in their respective functional area is critical to effective MD planning.

3.6.5. (Added) Develop a MD plan, in accordance with AFMAN 10-401, to be included in, but maintained separately from, the Wing's operational support plan to tasked OPlans and contingency plans. The plan may be written once to cover MD activity in support of all tasked plans, or it may be written separately for each tasked plan. Coordinate each MD plan to the extent possible to ensure viability of the MD plan.

3.6.6. (Added) Forward completed MD plans to NAFs for consolidation and review. Review annually and update as appropriate.

3.6.7. (Added) Initiate one MDWG meeting semiannually, forward MDWG meeting minutes to NAF MDO/MDNCO for review.

3.6.8. (Added) Forward after action reports, to include lessons learned, for each MD exercise and operation to NAFs within 30 days of completion of MD activity or return from MDY. Forward inputs to the NAF MDO/MDNCO for inclusion in the annual report of MDY activity. Data provided will be based on Wing MD activity during the closing fiscal year.

3.6.9. (Added) Wings will forward updated appointment letters to the NAF MDO/MDNCO identifying the primary and alternate MDO/MDNCO not later than the 1st of February. Letters will include location, office symbol, full name, rank, SSN, security clearance, message address, mailing address, DSN number, STU-III number, alternate phone number, email, siprnet, secure fax number, and unsecured fax number.

3.6.10. (Added) Provide a consolidated End-Of-Year report of all MD activities within the Wing to the NAF MDO/MDNCO not later than 15 August. Data provided will be based on MD activity during the previous fiscal year.

3.7. (Added) Overall MDO/MDNCO responsibilities include:

3.7.1. (Added) The primary MDO/MDNCOs are the focal point officers for all MD documents and activities. MDO/MDNCOs are responsible for ensuring compliance with applicable MD administrative procedures. MDO/MDNCOs will maintain appointment letters designating individuals authorized to receive SPECAT messages from the servicing communications center. HQ PACAF MDO/MDNCO is authorized access to all Wing MD plans, correspondence, and activities. Each respective NAF MDO/MDNCO is authorized access to subordinate Wing MD plans, correspondence, and activities.

3.7.2. (Added) Provide proper indoctrination of personnel associated with handling MD documents and instruction in the proper marking and storage of sensitive MD materials.

3.7.3. (Added) Use the sample self-inspection checklist at [Attachment 4](#) as a guide for managing MD programs.

3.7.4. (Added) Interface with Wing Operations Security Program Manager to ensure coordinated effort during exercises and operations.

3.7.5. (Added) Have a copy of the following publications:

- AFI 10-704
- AFI 10-704 PACAF Supplement
- Any CINC/PACAF CC Policy Letters
- MD OPLANs as applicable
- MD Course Study guide
- MD Program Security Classification Guide
- Key Personnel/MDWG/Other POCs directory/roster/Credible Wolf directory
- JP3-58
- CJCSI 3211.01B
- CJCSM 3213.

- Nondisclosure statements for each MD operation/exercise/initiative

**Attachment 1****SAMPLE MEMO FOR RECORD, APPT OF THE (NAF) MDO/MDNCO**

MEMORANDUM FOR HQ PACAF/DOIO

FROM: (Wing)

SUBJECT: Appointment of the (NAF) Military Deception Officer/NCO

1. Effective this date, (Name) is appointed the (NAF/Wing/Group) Military Deception Officer/Non Commissioned Officer (MDO/MDNCO), in accordance with AFI 10-704, Military Deception Program.
2. The effective employment of military deception dictates strict need-to-know criteria for access to details of Military operations. Extensive control over the knowledge of operational details and support of operations may require directions and instructions outside the normal chain of command.
3. (Name), as the (NAF/Wing/Group) Military Deception Officer/NCO is acting on my behalf. Anyone may be called upon by (Name) to support deception operations. Be assured that any request he/she makes is necessary and essential, and that it is made in my name. Supervisors may not have a need-to-know what you have been instructed to do, or why these actions are required. If you need further clarification, contact me directly do not contact your supervisor or commander.

(Signature Block of NAF/DO or Wing/Group CC; as applicable)

**Attachment 2****SAMPLE MEMO FOR RECORD, MILITARY DECEPTION WORKING GROUP**

MEMORANDUM FOR ALL (wing/group) and Functional Area Commanders/Supervisors

FROM: (wing/group)/CC

SUBJECT: Military Deception Working Group

1. This letter introduces (Name) as my primary focal point officer for the (wing/group) Military Deception program. Military deception's roots can be found throughout the history of warfare, as a means to mislead an enemy commander and cause him/her to misallocate resources based on faulty intelligence analysis and perceptions. Although history has also given us the technology to overwhelm any adversary with the most advanced combat systems in the world, there will always be a need for Military deception planning and execution in future conflicts. Effective Military deception will continue to ensure an extra measure of Military advantage on the battlefield. Therefore, I wholly endorse the use of Military deception means and techniques during all (wing/group) exercises and day-to-day training.

2. (Name) has been formally trained in Military deception planning methods, and I have tasked him/her to develop and maintain the (wing/group's) Military deception program at the highest possible level of effectiveness. To do this, (Name) requires the cooperation and support of every (wing/group) Wing and functional area, in the form of appointed planning augmentees from each of your functional specialties. These appointed individuals will comprise the (wing/group) Military Deception Working Group (MDWG) and they will assemble as required by (Name) to assist him/her in the accomplishments of his/her task.

3. Two individuals in your organization's functional specialty as primary and alternate MDWG need to be appointed and placed on a formal appointment letter to (Name) not later than (date). The appointment letter must include names (indicating primary or alternate status), rank, security clearance, and duty phone numbers. MDWG membership is limited to (Senior Airman through Major) level personnel who have at least one-year retainability in the (wing/group). The appointment will be updated when there is a name change or semi-annually, whichever comes first.

4. POC is.....

Signature Block (wing/group CC is desired signature)

**Attachment 3**

**SAMPLE MEMO FOR RECORD,  
MILITARY DECEPTION WORKING GROUP CHARTER**

MEMORANDUM FOR SEE DISTRIBUTION

FROM: (Wing)

SUBJECT: (Wing) Military Deception Working Group Charter

1. CJCSI 3211.01, Joint Military Deception, and AFI 10-704, Military Deception Program authorizes deception activities in support of military operations. To facilitate deception operations in the (Wing), representatives have been selected to form a Military Deception Working Group (MDWG). This working group is responsible to the MDO/MDNCO and (Wing) commander, and is charged with planning and execution of MD operations within the (Wing). While MDWG responsibilities are not an individual's primary duty, members must be prepared to assist whenever called upon by the MDO.

2. The effective employment of military deception dictates strict need-to-know criteria for access to details of MD operations. JCS and Air Force directives prescribe the security of MD. Those with a need-to-know will be briefed by the MDO/MDNCO. Supervisors at various levels may not have a need-to-know that MD operations are underway, or why certain actions are necessary. Extensive control over the knowledge of operational details and support of operations may require direction from outside the chain of command.

3. Be assured that instructions made by the MDO/NCO are necessary and are made on my behalf. If you need further clarification, contact me directly or my POC.....

(Signature Block)

CC is desired

## Attachment 4

## SAMPLE CHECKLIST FOR MANAGING PROGRAMS

## Unit Compliance Inspection Checklist

1. Has the Commander appointed in writing qualified individuals as the Primary and Alternate Military Deception Officers/NCOs (MDOs/NCOs)?

(Reference AFI 10-704 PACAF Sup 1, para. **3.4.2. (Added)** and **3.5.1. (Added)**)

2. Does the MAJCOM have current information on the Primary and Alternate MDO/NCOs? If not, has the updated information been sent?

(Reference AFI 10-704 PACAF Sup 1, para. **3.4.15. (Added)** and **3.6.9. (Added)**)

3. Has a Military Deception Working Group (MDWG) charter been developed?

(Reference AFI 10-704 PACAF Sup 1, para. **3.4.6. (Added)** and **3.6.3. (Added)**)

4. Has the MDWG charter been signed by the Commander?

(Reference AFI 10-704 PACAF Sup 1, para. **3.4.6. (Added)** and **3.6.3. (Added)**)

5. Has a MDWG been formed?

(Reference AFI 10-704 PACAF Sup 1, para. **3.4.6. (Added)** and **3.6.3. (Added)**)

6. Has the Wing MDWG met on a semiannual basis (twice a year)?

(Reference AFI 10-704 PACAF Sup 1, para. **3.6.7. (Added)** - Wing only)

7. Have the MDWG meeting minutes been forwarded to the NAF for review?

(Reference AFI 10-704 PACAF Sup 1, para. **3.4.7. (Added)** and **3.6.7. (Added)**)

8. Has MD been addressed in any applicable CONPLANs and OPLANs?

(Reference AFI 10-704 PACAF Sup 1, para. **3.6.5. (Added)** - Wing only)

9. Are exercise After Action Reports compiled and forwarded to the NAF within 30 days of exercise completion?

(Reference AFI 10-704 PACAF Sup 1, para. **3.6.8. (Added)** - Wing only)

10. Do the MDO/NCO, alternates, and MDWG members all possess current SECRET security clearances?

11. Does the workplace have proper security IAW the MD Security Classification Guide?  
(Reference Military Deception Security Classification Guide)

12. Are sensitive MD materials properly stored IAW the MD Security Classification guide?  
(Reference Military Deception Security Classification Guide)

13. Does the Communications Center have a current Letter of appointment listing the individuals who are authorized to pick-up CREDIBLE WOLF SPECAT message traffic?

AFI 10-704 PACAF Sup 1, para. **3.7.1. (Added)**

14. Are the SPECAT messages properly accounted for and controlled IAW CJCSM 3213.02A?  
(Reference CJCSM 3213.02A)

15. Does the MDO have as a minimum the following publications?  
(Reference AFI 10-704 PACAF Sup 1, para. **3.7.5. (Added)**)

AFI 10-704

AFI 10-704 PACAF Supplement

Any CINC/PACAF CC Policy Letters

MD OPLANs as applicable

MD Course Study guide

MD Program Security Classification Guide

MDWG contact list/MAJCOM POC directory

JP3-58

CJCSI 3211.01B

CJCSM 3213.02A

Nondisclosure statements for each MD operation/exercise/initiative

16. Has senior leadership been briefed and documented within 45 days of arrival?  
(Reference AFI 10-704 PACAF Sup 1, para. 3.4.16 and **3.6.2. (Added)**)

17. Are End-Of-Year reports provided to the NAF/MAJCOM?

(Reference AFI 10-704 PACAF Sup 1, para. **3.4.9. (Added)** and **3.6.10. (Added)**)

18. Additional Items: Does the MDO/NCO conduct conditioning exercises? Does the MDWG meet more than required?

## Attachment 5

## END-OF-YEAR REPORT FORMAT

## End-Of-Year Report Format

Use this format and AFI 10-704, Military Deception Program for the annual end of year report. Reference RCS: HAF-XOO (A) 9128, Annual Report of Military Deception Activities.

- Time period: 1 Oct through 15 Sep (project activities thru 15 Sep)
- Due date: 1 Sep each year
- Send to: HQ PACAF/DOIO via diskette or ProComm

1. **Program Assessment.** Two paragraphs: The first paragraph outlines NAF/wing fiscal year program goals and assessment on achieving those goals. Describe in detail any limitations restricting the NAF/wing from achieving those goals and possible solutions for next fiscal year. The second paragraph outlines NAF/wing program goals for next fiscal year.

2. **Operations/Exercises.** Provide the following on each deception attempted/completed:

- Code name of deception and operation/exercise
- Which of the five MDO tasks were exercised (Objective)
- Target
- Means used (i.e. story, false orders, decoys, night moves etc.)
- Results

a. Include exercises planned but not executed. Indicate how far the planning had gone (IPC, FPC, one week to execution etc.), the above information, and the reason for cancellation.

b. Example: *EXERCISE NAME WAS AN ORI TASKING (month and year). THE TASK WAS TO CAUSE "ENEMY" NOT TO LAUNCH AGAINST AN INTERDICTION PACKAGE OF THE F-16S. THE F-16S SIMULATED A LARGER PACKAGE CONSISTING OF 4 A-22S, 12 F-101S, AND 4 F-22S. TARGET SAS THE "ENEMY" FLIGHT LEAD. MEANS: LIST MEANS USED. THE PLAN WAS EXTREMELY EFFECTIVE CAUSING ADVERSARY F-101S SIMULATING ENEMY AIRCRAFT TO QUESTION THEIR INDICATORS LONG ENOUGH FOR THE INTERDICTION PACKAGE TO HIT TARGETS.*

3. **Training.**

- Discuss NAF/Wing training programs and how these improved MD.

- Provide number of MDO/MDNCOs receiving initial and seminar training.
- Identify any other relevant training received (i.e. CCD, warfare planning course, etc.).

4. **Problem Areas.** Anything you think we need to know (can't get training, can't get MDPA to work, NAF/MAJCOM not supporting you, funding problems etc.).

THOMAS C. WASKOW, Major General, USAF  
Director of Air and Space Operations