

Joint Publication 3-13.4 (Formerly JP 3-58)



Military Deception



13 July 2006



CHAPTER IV

MILITARY DECEPTION PLANNING PROCESS

“To achieve victory we must as far as possible make the enemy blind and deaf by sealing his eyes and ears, and drive his commanders to distraction by creating confusion in their minds.”

Mao Tse-Tung
On Protracted War, 1938

1. Military Deception Planning

a. As with all joint planning, MILDEC planning is an iterative process that requires continual reexamination of its goals, objectives, targets, stories, and means. Commanders and their staffs must respond to the dynamics of the situation and of their own headquarters.

b. **“See, Think, Do” Deception Methodology.** Successful deception operations are those that do more than make the target “believe” or “think” that the deception is true. Military deception must end in an action, or inaction, that supports the JFC operational plan. The “See, Think, Do” methodology is based on historical lessons of successful deceptions, from ancient times to DESERT STORM. The concept is a cognitive process in the target’s mind that leads to target decisions that result in adversary actions that are advantageous to the JFC decisions favorable to the JFC (see Figure IV-1). The following interrogatories describe the process:

(1) **See:** What does the target see from friendly operations?

(2) **Think:** What conclusions does the target draw from those observations?

(3) **Do:** What action may the target take as a result of the conclusions based upon those observations?

c. A perfect example of the methodology at work was OPERATION BODYGUARD in 1944, the deception plan in support of OPERATION OVERLORD (the D-Day invasion). In that example, the Allies conducted air raids, broadcasted false communications, and even built an entire deceptive army to convince the German high command that the real objective of the invasion was Pas de Calais. The German high command saw these operations (*See*), drew the conclusion that Calais would be the initial objective of the invasion (*Think*), and took the action of reinforcing the area with an entire field army (*Do*).

d. **Plan MILDEC operations from the top down.** Subordinate deception plans must support higher-level plans. Commanders at all levels can plan MILDEC operations but must coordinate their plans with their senior commander to ensure overall unity of effort. OPSEC may dictate that only a select group of senior commanders and staff officers know which actions are purely deceptive in nature. This situation can cause confusion within the force and requires close monitoring by JFCs and their staffs.

e The deception planning cell (DPC) is a focal point for MILDEC planning and execution. The DPC may be formed using existing members of the IO cell or key planners that the commander or the DPC chief determine. At a minimum, the DPC should include representatives from J-2, J-3, J-4, J-5 and J-6. In accordance with the JFC’s guidance, the DPC plans, coordinates, and monitors MILDEC operations. With the JFC’s approval, the DPC also may provide planning, execution, and termination support for MILDEC operations undertaken by higher command echelons in their operational area. If established, the DPC is usually tasked with writing Tab A to Appendix 3 to Annex C, “Military Deception,” for the OPOD. Other responsibilities of the DPC include:

- (1) Directing and coordinating deception planning activities.
- (2) Interfacing and working closely with unit operations planners to review and analyze plans for deception requirements.
- (3) Responding to higher headquarters’ deception tasking and ensuring appropriate coordination.
- (4) Coordinating with higher headquarters on proposed deception efforts to resolve potential conflicts.
- (5) Providing resource requirements to higher headquarters for deception program development and sustainment.
- (6) Looking for opportunities to implement deception in support of military objectives.

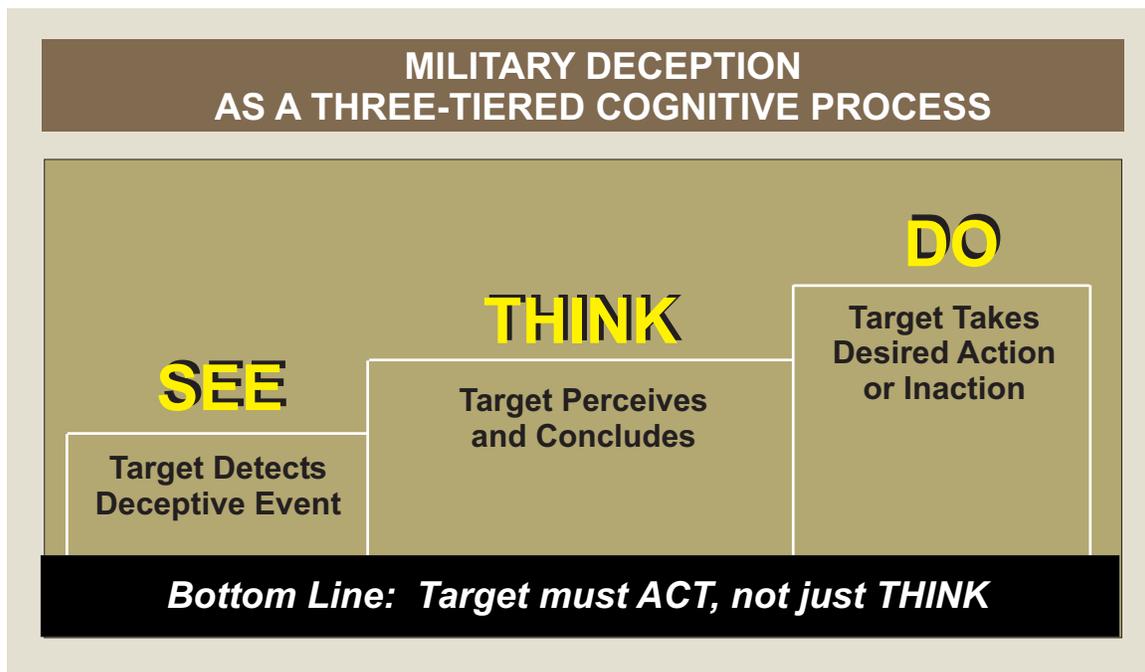


Figure IV-1. Military Deception as a Three-Tiered Cognitive Process

2. The Military Deception Planning Process

The MILDEC Planning Process consists of six steps (see Figure IV-2).

a. **Step 1: Deception Mission Analysis.** MILDEC mission analysis is conducted as part of the overall mission analysis that is done by a JFC. During this analysis, the JFC will establish a deception goal that describes how the MILDEC is expected to support the accomplishment of the mission. Next, the JFC will identify deception objectives that clearly identify adversary action (or inaction) that will directly support the deception goal. MILDEC is not applicable to every situation, but commanders and planners should consider it, especially at the operational level. Even in situations where operational or tactical deceptions are inappropriate, there is normally a role for MILDEC in support of OPSEC.

b. **Step 2: Deception Planning Guidance.** After completion of the mission analysis, the commander issues planning guidance to the staff. In addition to other guidance, the commander may include the deception goals and objectives for the operation. The commander may go on to provide additional guidance concerning specific deception COAs that the staff should address when preparing estimates. MILDEC must be planned and executed as part of the overall concept of the operation from its inception. Even if a MILDEC operation is well executed, an adversary may detect the MILDEC operation if it is not consistent with the rest of the perceived overall operation.

c. **Step 3: Staff Deception Estimate**

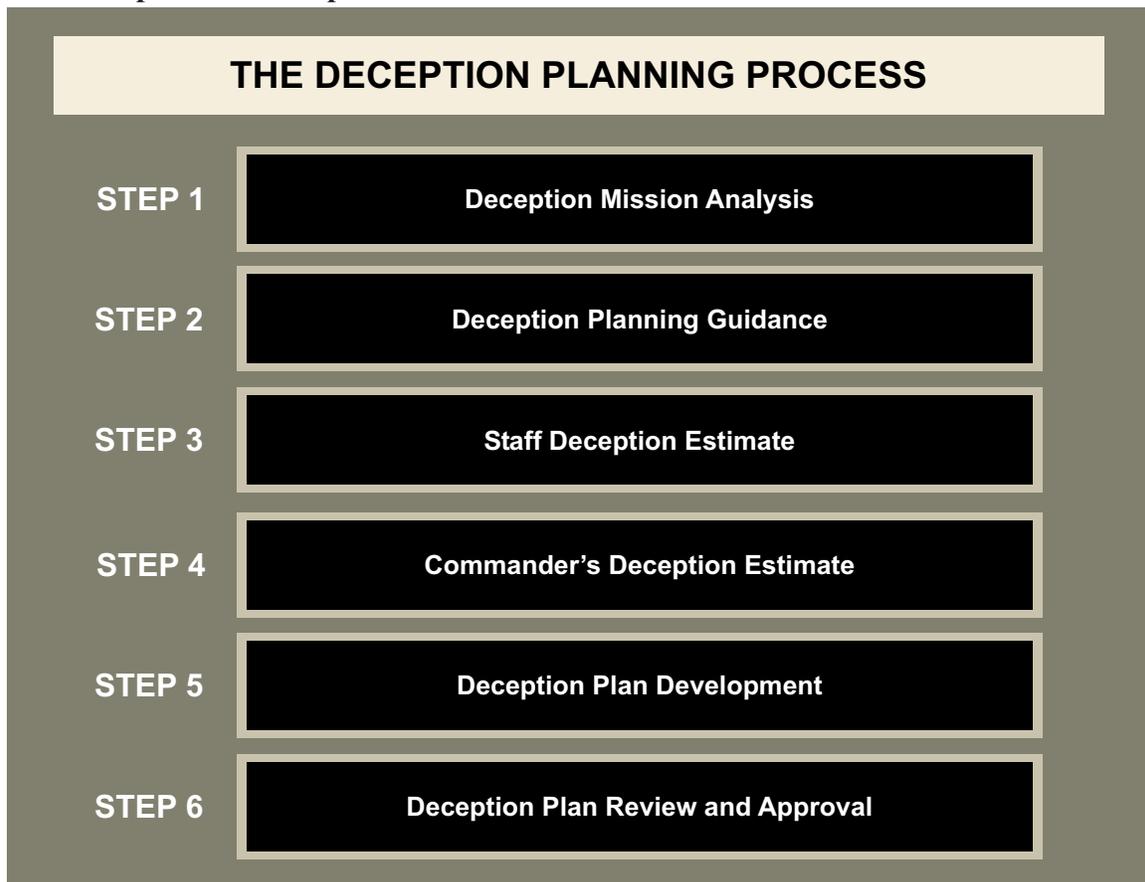


Figure IV-2. The Deception Planning Process

(1) The deception estimate is conducted as part of the operations estimate. Working with operational planners and intelligence analysts, MILDEC planners gather and analyze information relating to the adversary. Deception planners identify the key decision makers and study all available information relating to their backgrounds and psychological profiles. Deception planners consider the adversary's C2 system and decision-making process. Deception planners study adversary ISR collection and analysis capabilities. Deception planners identify any preconceptions that the adversary leadership may have about friendly intentions and capabilities. With the intelligence analysts, the deception planners seek to identify any COAs that the adversary may adopt or have under consideration.

(2) Intelligence analysts provide assessment of adversary vulnerability to MILDEC in the intelligence estimate.

(a) They determine the adversary's detection and collection capabilities. The first action in means selection is determining the adversary's detection and collection capabilities.

1. Adversary surveillance and reconnaissance systems vary greatly in their capabilities. The intelligence staff can provide multidiscipline CI products that can identify a particular adversary's capabilities.

2. Most adversary surveillance and reconnaissance capabilities include at a minimum human intelligence, open-source intelligence, and some signals intelligence (SIGINT) capabilities. More sophisticated surveillance and reconnaissance systems will include airborne and spaceborne systems that may include extensive SIGINT capabilities and organic or foreign commercial imagery collection systems. The adversary may have access to data collected from assets he does not control. These assets may include US or foreign commercial and foreign government ground, air, or space based reconnaissance systems.

3. Study each adversary to determine its particular surveillance and reconnaissance capabilities. If possible, determine which surveillance and reconnaissance capabilities the deception target most relies upon for information during decision-making.

4. When determining the adversary's detection and collection capabilities, deception planners need to be aware of and consider the possibility of adversaries acquiring intelligence from commercial surveillance and reconnaissance systems. If the adversary does not maintain a formidable surveillance and reconnaissance capability, they may seek to purchase intelligence data available in the open market. Intelligence analysis needs to include surveillance and reconnaissance systems that are not directed by the adversary but available for their use as a resource.

(b) They identify the current possible (and, when justified by the evidence, probable) adversary COAs and the adversary's rationale for taking those actions.

(c) Analysts help commanders and MILDEC planners understand how adversary decision makers, their staffs, and trusted advisors perceive friendly capabilities and intentions and how the adversary is likely to react to the deception.

(d) They identify key organizations and personnel who will either make decisions or take actions that impact on whether the deception story is accepted or rejected by the target. They identify known existing and potentially accessible, or required (yet unidentified or established), sensor-conduit networks that can carry the deception story to the target. They identify how the deception story will be received, interpreted, and acted on within the target's particular decision-making style.

(e) CI analysts provide expertise concerning the adversary's ISR collection capabilities and processes, which is required to select appropriate conduits for deceptive information and to determine time frames for deception events. They also advise on efforts the adversary is likely to take to verify collected information.

(3) On the basis of the information developed during the initial estimate process, the MILDEC planners, working directly with the operation planners and the other IO planners, develop several deception COAs. The proposed deception COAs must each be capable of accomplishing the commander's deception goal. Integrate the deception COAs with the operational COAs that are developed.

(4) Each MILDEC COA must support the JFC's deception goal and objectives. They will identify deception target(s), discuss required perceptions, evaluate possible deception means and conduits, and provide an outline of the proposed deception story.

(5) In many cases, actual COAs developed by the operational planners will provide the basis for MILDEC COAs. Using COAs developed by operational planners helps to ensure that the deception COAs are feasible and practical military options. Additionally, the proposed deception COAs should seek to promote actions that the adversary is already conducting or considering.

(6) When assessing COAs, determine what would be the effect if the adversary responded differently than expected. What is the risk of the adversary not responding favorably? For example, if a MILDEC was planned to launch a substantial number of aircraft to condition the adversary to their presence, in the hopes of disguising the actual attack when it did occur, what is the possibility of the adversary launching a preemptive strike when they see the friendly air formations?

(7) The strengths and weaknesses of each of the proposed MILDEC COAs are analyzed. Some of the major considerations are feasibility, impact on actual operations, and security. How the deception COAs support the overall IO CONOPS is also considered. Planners preparing logistics, personnel, and intelligence estimates must also determine if the concepts they are examining can support the proposed deception COAs and determine the potential impact of the deceptions on their ability to support the operational mission.



General Eisenhower's thorough analysis of the German High Command was a crucial element of the deception planned in support of the Normandy Invasion.

(8) In the final phase of the estimate process, the operational planners consider MILDEC during their comparison of the proposed friendly operational COAs. The ability of MILDEC along with the other IO tools to support a particular friendly COA is one of the factors considered when determining which proposed COA is recommended for adoption by the JFC.

d. Step 4: Commander's Deception Estimate

(1) Using the staff estimates as a basis, the JFC conducts an estimate. The JFC selects an operational COA for development into an OPLAN or OPORD and issues any necessary additional guidance. At the same time, the JFC selects the supporting deception COA.

(2) The JFC's decision becomes the basis for the development of the selected deception COA into a complete plan or order. As in the other steps in the process, the MILDEC planners work very closely with other planners to ensure that the deception plan and the OPLAN are mutually supporting.

(3) The component MILDEC planners, if not already participating, are brought into the planning process at this point to ensure that their units can support the plan, as well as to facilitate the integration of individual component MILDEC plans into the overall joint MILDEC plan.

e. Step 5: Deception Plan Development. Developing a complete MILDEC plan is the most time-consuming part of the planning process. **There are six major actions in this step:** complete the

story, identify the means, develop the event schedule, identify feedback channels, determine measures of effectiveness, and develop the termination concept.

(1) Complete the Deception Story

(a) During the estimate, planners develop a deception story outline. The planners now need to transform the outline into a fully developed story. MILDEC planners must identify all actions that the adversary's ISR systems would expect to see if friendly forces were actually executing the deception story. MILDEC planners will require the assistance of operational, logistic, and communication system planners to ensure that all normal activities are identified.

(b) Time is a key element to consider in developing the deception story. The MILDEC planners must determine how much time is available to present the deception story and estimate how much time is required for the deception target to make the decision to take the desired action. The available time may determine the scope and depth of the story. Analyze the following time-related issues during the development of the deception story:

1. Time of Maximum Disadvantage. When is the adversary's action (or inaction) required: tomorrow, next week, or next month? The amount of time available for planning and executing the MILDEC plan may limit the scope of the MILDEC operation.

2. The Deception Target. Is the target cautious or bold? Will the target react to initial indicators, or will the target demand extensive confirmation through other ISR sources before reaching a decision? How long does it normally take the target to make a decision?

3. Opposing Force Execution. Once the decision is made, how long will the target need to formulate and issue an order? How long will it take the adversary to perform the desired action? For example, if the deception objective is the movement of an adversary squadron to some distant point, allow time for the deception target to issue the movement order and for the squadron to receive and execute the order.

4. Intelligence Processing. How much time is needed for the adversary's detection and collection systems to collect, analyze, and provide false intelligence created by the deception to the deception target? This will vary depending on the target's level of command.

5. Execution of the Deception Tasks. When must displays, demonstrations, feints, and other actions be detected or recognized by the adversary's ISR systems? How long should each last?

(2) Identify the Deception Means. Once the story is fully developed, MILDEC planners will identify the means used to portray the story. This action requires a detailed understanding of the adversary's ISR capabilities and of friendly force operations.

(a) **Identify Indicators.** The first action in means selection is to determine the specific indicators that are associated with the activities needed to portray the deception story. The collection of indicators associated with a particular unit or activity is commonly referred to as a unit profile. The profile is more than just a listing of equipment. The operational patterns (where, when, and how normal activities occur) associated with a unit or activities are also part of a profile.

1. This action requires detailed knowledge of friendly operations. If, for example, the plan calls for the electronic portrayal of a carrier task force, the MILDEC planners must know what emitters are normally associated with that element.

2. If the main command post of an Army heavy maneuver brigade is portrayed electronically and visually, then the planner will need to know not only what communications systems are found in the command post but also how many vehicles and of what types, how many tents, and where and in what pattern the vehicles and tents are normally located.

3. Units of similar sizes can have very different profiles. Marine air-ground task forces and Army mechanized brigades have different profiles because of different equipment and communications systems.

4. Indicator and profile information is available from the component deception planners. An additional source is OPSEC program officers. They are also concerned about indicator and unit profiles.

5. To facilitate planning, joint deception planners, working with component planners and OPSEC program officers, should develop friendly unit indicator and profile databases.

(b) **Compare Capabilities to Indicators.** The next action is to compare the adversary's ISR collection capabilities, which were assessed during the staff deception estimate process, to the appropriate indicators. Those indicators that the adversary cannot collect will not require portrayal. If it is known that the adversary places a higher value on information received from certain intelligence sources than from others, then emphasize those indicators that are collected by the valued sources.

(c) **Select Means.** Using the results of the previous actions in this step, MILDEC planners now select the specific means that will portray the deception story.

1. In essence, the selection of deception means is the opposite of selecting OPSEC measures. While the goal of OPSEC is normally to reduce the adversary's ability to see certain indicators, deception normally seeks to increase the visibility of selected indicators. Both seek to manage what indicators are observed by the adversary. OPSEC and MILDEC planners must work closely to ensure coordinated indicator management.

2. During means selection, coordination is also required with the EW, PSYOP, CNO, and targeting planners to ensure unity of effort. If the deception story depends on the use of certain means, then the EW and targeting planners need to know not to target for destruction

or disruption the particular adversary ISR systems that will collect against those means. For example, if the portrayal of the deception story is dependent upon false communications, then carefully coordinate attacks on the adversary's SIGINT system with the MILDEC planners. Similarly, coordinate PSYOP messages with the deception story to ensure that they are sending the same message to the deception target.

(3) Develop the Deception Event Schedule

(a) In this action, the deception means are developed into deception events. This requires identifying when specific means are employed. The objective is to ensure that the deception target's perceptions are influenced in time to complete the desired action (the deception objective) at the most operationally advantageous time.

(b) The MILDEC planners, in coordination with the other operational and intelligence planners, develop detailed execution schedules for the means identified in the previous action. The schedule identifies what will occur, when it will take place, where it will occur, and who will execute it.

(c) Consider the following factors during scheduling:

1. The timing of actual friendly activities.
2. The time required for friendly forces to conduct the deception activity.
3. Where a particular activity fits in the normal sequence of events for the type of operation being portrayed.
4. The time required for the adversary ISR systems to collect, analyze, and report on the activity.
5. The time required for the deception target to make the desired decision and order the desired action.
6. The time required to execute the desired action.

(d) Group events to portray deception actions such as feints or demonstrations.

(e) The deception event schedule is published as part of the deception plan. Figure IV-3 is an example.

(4) Identify the Deception Feedback Channels

(a) MILDEC planners require two major types of feedback about their operations. Operational feedback identifies what deception information is reaching the deception target. Analytical feedback identifies what actions the target is taking because of that information.

DECEPTION EVENT SCHEDULE						
ID#	OBJECTIVE	DATE/TIME TO		ACTION	UNIT	REMARKS
		INITIATE	TERMINATE			
29	Simulate preparation for movement south	131500	131800	1. Establish traffic control points 2. Install radio nets 3. Pass scripted message traffic per scenario	Headquarters 2nd Division	Initiate counter surveillance measures to prevent adversary visual photo reconnaissance of notional route

Figure IV-3. Deception Event Schedule

(b) All-source intelligence and CI about the adversary's intelligence interests and activities provide indications of the receipt of deception information.

(c) Observations by friendly surveillance and reconnaissance assets provide information about changes in the adversary's dispositions and actions. Those dispositions are normally the key determinant of the success of the MILDEC. Once operations commence, the adversary's reactions to friendly initiatives are indicators of whether the deception story is still believed by the deception target.

(d) MILDEC planners must coordinate with the intelligence planners to ensure that the intelligence needs of MILDEC are reflected in the command's priority intelligence requirements (PIRs). Additionally, MILDEC planners should work with the appropriate intelligence analysts to make them aware of the type of information that is sought. Establish reporting channels between the analysts and deception planners to facilitate the rapid passage of feedback information.

(e) MILDEC planners must also coordinate with other operational, intelligence, IO, and targeting planners to ensure that critical sources of deception feedback information are not targeted.

(5) Measures of Effectiveness

(a) MOEs are qualitative assessments based upon the aggregation of discrete, observable, and quantifiable indicators. MOEs provide commanders and higher authorities a means to evaluate the contribution of MILDEC efforts to the more encompassing and overarching desired end state. More importantly, MOEs facilitate the assessment of how well the deception achieves its specific goals. Such

measures are situational dependent, often requiring readjustment as the situation changes and higher-level guidance develops.

(b) Developing MOEs for MILDEC is the most difficult step in the deception planning process. Without MOEs, it is not possible to evaluate the effectiveness of the deception plan. MILDEC planners need to build MOEs into the plan to measure:

1. Effectiveness. Describes the relationship between outputs and objectives. Were the deception objectives achieved? If not, why not?

2. Efficiency. Describes the relationship of inputs and outputs. Although the deception plan was effective, were there ways to accomplish it quicker and with fewer resources?

3. Adaptability. Describes the ability of the deception plan to respond to changing demands. Was there sufficient flexibility to adjust the deception plan to react to an unexpected event?

(c) Develop MOEs and identify associated quantitative indicators as means to evaluate operations and guide decision-making. Accurate and effective MOEs contribute to mission effectiveness in many ways. MOEs assist in identifying effective strategies and tactics and reveal points at which to shift resources, transition to different phases, or alter or terminate the mission. There is no single all-encompassing checklist for MOEs; they vary according to the mission. However, commanders and staffs should keep the following factors in mind when developing and using MOEs.

1. Appropriate. MOEs should correlate to the audience objectives. If the objective is to present information to those outside the command, MOEs should be general and few in number. If the objective is to assist on-scene commanders, then MOEs should be more specific and numerous.

2. Mission-related. MOEs must correlate to the mission. If the mission is relief, MOEs should help the commander evaluate improvements in living standards, mortality rates, and other related areas.

3. Measurable. Quantitative MOEs reflect reality more accurately than non-quantitative MOEs, and hence, are generally the measure of choice when the situation permits their use. When using non-quantitative MOEs, clear measurement criteria should be established and disseminated to prevent misinterpretation.

4. Reasonable in Number. Avoid establishing excessive MOEs. They can become unmanageable or collection efforts will outweigh their value.

5. Sensitive. MOEs should be sensitive to force performance and accurately reflect changes related to joint force actions. Extraneous factors should not greatly affect established MOEs.

6. Useful. MOEs should detect situation changes quickly enough to enable the commander to immediately and effectively respond at decision points identified in the deception plan.

(d) MILDEC MOEs include indicators such as:

1. Adversary operational commander employs forces in ways advantageous to friendly forces.

2. Adversary commander reveals strengths, dispositions, and future intentions.

3. Overloading and confusion in adversary intelligence and analysis capability regarding friendly intentions.

4. Adversary conditioning to friendly patterns of behavior that are exploitable.

5. Adversary wastes combat power with inappropriate or delayed actions.

(6) Develop the Termination Concept

(a) Each MILDEC plan must address how to terminate the deception operation. Termination planning ensures the controlled, orderly release of information relating to the deception. Planning the termination of a deception operation requires the same care and attention to detail that went into planning the deception's execution. Termination planning should include contingencies for unforeseen events such as the deception's premature compromise forcing its early termination.

(b) Controlling the exposure of the existence of a MILDEC operation or of elements of a MILDEC may be difficult because of the nature of the operation. The deception target will know that it was fooled. In some cases, it is useful to announce the contribution of MILDEC to operational successes, if a PSYOP goal is to degrade the effectiveness of the deception target or to degrade the adversary leadership.

(c). There are numerous potential termination scenarios. They include:

1. The *successful MILDEC operation scenario*, in which the deception has run its natural course and the operation concludes with its objectives having been achieved.

2. The *change of mission scenario*, in which the overall operational situation changes and the circumstances that prompted the MILDEC no longer pertain.

3. The *recalculated risks and/or probability of success scenario*, in which some elements of the MILDEC estimate have changed in a way that increases the risk and costs to the friendly forces and the commander elects to end the MILDEC component of the COA.

4. The *poor timing scenario*, in which the MILDEC is proceeding and may succeed, but it is not along a time line that is synchronous with other parallel IO or other aspects of the campaign. Or, it becomes evident that the window of opportunity for exploiting certain conduits or the target itself has closed. In this case, the MILDEC ceases to be relevant to the overall operation.

5. The *new opportunity scenario*, in which at some point in the execution of the MILDEC it becomes apparent that if some elements of the MILDEC (e.g., choice of conduits, objectives, targets) are modified, the probability of success will increase, risks will be reduced, or the impact of the deception will be greater. In this case, the deceiver may want to terminate some MILDEC events and activities, while reorienting other elements of the MILDEC.

6. The *MILDEC compromise scenario*, in which the deceiver has cause to believe that all, or some or all elements of the MILDEC have become known to the adversary.

(d) The termination concept provides the initial planning considerations to implement and should include the following:

1. A brief description of each termination scenario circumstance included in the plan.

2. Initial steps for initiating termination operations in each scenario circumstance included in the plan.

3. Identification of the commander who has termination authority.

(e) The DPC should anticipate that, as the plan proceeds in execution, the circumstances of termination will probably change. A termination concept that may be entirely suited to the initial set of conditions may be far different from what is required as the MILDEC matures.

(f) The termination concept should identify if and when information about the MILDEC is released. It may provide a cover story should questions arise about the role of MILDEC in a particular operation. Provide classification and dissemination instructions for deception-related information.

f. Step 6: Deception Plan Review and Approval

(1) The commander reviews and approves the completed MILDEC plan as part of the normal OPLAN or OPORD review and approval process. The need-to-know criteria remain in effect, however, and only a limited number of personnel participate in the deception plan review and approval process.

(2) The combatant command staff can further review any component, or subordinate joint force MILDEC plan.

3. Military Deception Capabilities, Limitations, and Risks

a. **Capabilities.** Successful military planners rely on deception to mask the real objectives of military operations. MILDEC remains a critical contributor to achieving surprise, economy of force, mass, and security. Capabilities in MILDEC operations vary with the mission type, adversary, location, assets available, and even the political climate. There is a growing availability of MILDEC capabilities. Technological advances now enable joint forces to employ a larger range of deception techniques.

b. **Limitations.** The scope of the MILDEC operation is limited by the amount of time and resources available for its planning and execution, the adversary's susceptibility to MILDEC, and our ability to measure the effectiveness of the MILDEC. Progression of adversary activity may lead to the deception plan being overcome by events. Additionally, the lack of accurate intelligence and cultural awareness can hinder MILDEC operations. Proper planning with regard to time, resources, accurate intelligence, cultural awareness, and other factors is essential to a successful MILDEC operation.

c. **Risks.** Risk is a key factor that must be reexamined during every phase of MILDEC planning and execution. Fully integrate risk management into planning, preparing, executing, and assessing.

(1) **Deception Failure.** MILDECs may fail for many reasons. It is possible that the target will not receive the story, not believe the story, be unable to act, be indecisive even if the story is believed, act in unforeseen ways, or may discover the deception. The failure or exposure of the deception can significantly affect the friendly commander's operational activities. For this reason, a commander must understand the risks associated with basing the success of any operation on the assumed success of a deception. There are generally two broad categories of MILDEC failures. Deception planners fail to design or implement the MILDEC operation carefully enough, or the intended target detects the deception.

(2) **Exposure of Means or Feedback Channels.** Even if a MILDEC is successful, it is possible for the adversary to compromise the deception means or feedback channels. The risk of compromise of sensitive means and feedback channels must be carefully weighed against the perceived benefits of a MILDEC operation.

(3) **Minimize Risk to Third Parties.** Third parties (e.g., neutral or friendly forces not read into the deception) may receive and act on deception information intended for the deception target. MILDEC planners must ensure that they are knowledgeable about friendly operation planning at the joint and multinational force level and at the component level in order to minimize the risk to third parties.

4. Joint Planning Considerations

a. Chairman of the Joint Chiefs of Staff Manual (CJCSM) 3122.01, *Joint Operation Planning and Execution System (JOPES) Vol I (Planning Policies and Procedures)*, contains the detailed requirements for preparing joint OPLANs, campaign plans, or OPORDs. JP 5-0, *Joint Operation*

Planning sets forth doctrine that guides planning by the Armed Forces of the United States in joint, multinational, or interagency operations. In planning, MILDEC is addressed as part of IO in the commander's overall CONOPS. The specific deception plan is located at Tab A to Appendix 3 to Annex C, "Military Deception," of any OPLAN or OPORD.

b. Balance the need to conduct adequate coordination during MILDEC planning against the need to maintain the secrecy required for effective MILDEC operations. Establish and use strict need-to-know criteria to determine which individuals are allowed to participate in MILDEC planning. The criteria may specify separate levels of access to facilitate coordination, allowing more individuals access to the less sensitive aspects of the deception plan.

5. Military Deception Planning and the Joint Planning Processes

a. MILDEC planning is integrated in the JOPES process. MILDEC planning can be contingency planning (used normally during peacetime to develop OPLANs and CONPLANs), or during crisis action planning (CAP) (during time-sensitive situations to rapidly develop campaign plans and orders). See JP 5-0, *Joint Operations Planning* and JOPES for discussion on contingency and crisis action planning.

b. **The CAP Process.** Use CAP during time-sensitive situations to rapidly develop campaign plans and OPORDs. MILDEC planning relates to the JOPES CAP process.

c. **The Campaign Planning Process.** Campaign planning may begin during contingency planning when the actual threat, national guidance, and available resources become evident, but it is normally not completed until after the President and Secretary of Defense select the COA during CAP. After the COA is approved by the President and Secretary of Defense, the supported commander provides specific guidance to the staff. That COA becomes the basis for the development of an OPORD.

6. Integration of the Joint Planning Process

MILDEC planning, as part of the IO planning process, is an integral part of the joint planning processes. It is part of effective joint operations planning and is not an "add on" to the existing planning processes.

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