



ANNEX 1-04 LEGAL SUPPORT TO OPERATIONS

APPENDIX B: DELIBERATE AND CRISIS ACTION PLANNING

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Table: Legal Support Role in Deliberate Planning.¹

Deliberate Planning	
Combatant Commander	Role of Legal Support
Phase I – Strategic Guidance / Joint Strategic Capabilities Plan Initiation	
Assign planning tasks to supported combatant commanders. Specify the types of plans required. Apportion forces and resources. Issue planning guidance.	Review planning documents. Review applicable laws, policies, treaties, and agreements.
Phase II – Concept Development	
Review and approve the supported combatant commander's strategic concept. <i>The product: A concept of operations (CONOP)</i>	Review the combatant commander's strategic concept for compliance with law and policy and make appropriate recommendations. Coordinate legal issues with counterparts.
Phase III – Plan Development	
Assist the supported combatant commander. <i>The product: A complete OPLAN</i>	Assist the supported combatant command staff judge advocate.
Phase IV – Plan Review	
In coordination with the Joint Chiefs of Staff, Services, and Department of Defense agencies, assess and validate the supported combatant commander's operation plan (OPLAN) and time-phased force and	Review the supported combatant command's OPLAN for legal sufficiency and make appropriate recommendations. Coordinate legal issues with counterparts.

¹ Derived from JP 1-04, [Legal Support to Military Operations](#)

<p>deployment data using criteria of adequacy, feasibility, acceptability, and compliance with joint doctrine.</p> <p>Approve or disapprove the OPLAN for reasons stated.</p> <p>Identify specific actions planned or programmed to redress any shortfalls.</p> <p><i>The product: An approved OPLAN</i></p>	
<p>Phase V – Supporting Plans</p>	
<p>Resolve critical issues that arise during the supported combatant command's review of supporting plan.</p>	<p>Crosswalk supporting plans to ensure they are legally correct, complete, and consistent, and make appropriate recommendations.</p>

Table: Legal Support Role in Crisis Action Planning.²

Crisis Action Planning		
Supported Combatant Commander	Supported Combatant Commander's Staff Judge Advocate (SJA)	Air Force Component SJA
Phase I – Situation Awareness		
<p>Detailed plan development.</p> <p>Issue guidance to subordinate and supporting commanders.</p> <p>Situation Development. Detect, report, and assess events that have potential national security implications to determine whether a military response may be required.</p> <p>Report actions being taken, forces available, expected time for earliest commitment of forces, and major constraints on the employment of forces.</p>	<p>Situation Development.</p> <p>Contact legal counterparts and establish the basis for concurrent planning.</p> <p>Review planning documents.</p> <p>Review applicable laws, policies, treaties, agreements, and arrangements in all affected AORs.</p> <p>Summarize relevant legal considerations (authorities, restraints, and constraints) and provide them to the crisis action team, combatant commanders, and counterparts.</p> <p>Crisis assessment.</p> <p>Refine the legal considerations.</p>	<p>Review planning documents.</p> <p>Research applicable laws, policies, treaties, and agreements.</p> <p>Summarize relevant legal considerations (authorities, restraints, and constraints) and provide them to the crisis action team, combatant commander, and counterparts.</p>
Phase II – Planning		
<p>COA Development.</p> <p>In coordination with subordinate and supporting commanders, develop and analyze COAs.</p>	<p>Incorporate legal considerations and instructions for developing ROE and RUF in the combatant commander's planning guidance.</p>	<p>Assess legal implications of developments.</p> <p>Discuss rules of engagement needs with commander and counterparts.</p>

² See JP 1-04, [Legal Support to Military Operations](#)

Crisis Action Planning		
Supported Combatant Commander	Supported Combatant Commander's Staff Judge Advocate (SJA)	Air Force Component SJA
<p>Review and use applicable plans.</p> <p>Issue guidance to subordinate and supporting commanders.</p> <p>Submit the commander's estimate to the President and/or SecDef and Chairman of the Joint Chiefs of Staff.</p> <p>Begin detailed execution planning upon receipt of a planning order or alert order.</p>	<p>Review the combatant commander's estimate for compliance with law and policy and make appropriate recommendations.</p> <p>Coordinate legal issues and support requirements with counterparts.</p> <p>Contact legal counterparts and facilitate concurrent planning.</p> <p>Review and validate any JAG JTF joint manning document requirements and synchronize joint legal support.</p> <p>Participate in boards, cells and working groups, as required.</p>	<p>Coordinate legal issues and support requirements with counterparts.</p> <p>Encourage forces to prepare wills and powers of attorney and resolve legal matters prior to mobilization.</p>
Phase III – Execution		
<p>Execute the operation order.</p> <p>Report force shortfalls to CJCS for resolution.</p>	<p>Monitor operations for legal issues as required.</p> <p>Ensure legal arrangements for deployment/redeployment with host-nations are in place through US Embassies on all affected AORs.</p>	<p>Brief commanders and forces on legal environment.</p>