



U.S. DEPARTMENT OF DEFENSE

NON-LETHAL WEAPONS PROGRAM EXECUTIVE AGENT'S PLANNING GUIDANCE 2016

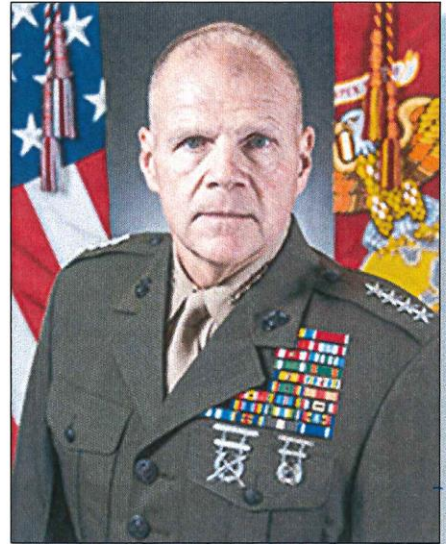


DEPARTMENT OF DEFENSE NON-LETHAL WEAPONS PROGRAM
EXECUTIVE AGENT'S PLANNING GUIDANCE

INTRODUCTION

As the Department of Defense (DoD) Executive Agent (EA) for Non-Lethal Weapons (NLW), I serve as DoD's focal point for all NLW matters. On behalf of all the Services, the NLW program will continue to invest in the technology and research of non-lethal capabilities **to enhance readiness and minimize civilian casualties in support of U.S. military strategy.**

The complex security environment commonly referred to as the "New Normal" yields new challenges and demands varying, discriminating and proportionate capabilities for our warfighters. From large scale operations to smaller, more versatile distributed force responses, everything we do must demonstrate our stewardship as responsible global security leaders. **The applicability of NLW across the DoD is only growing.**



Non-lethal capabilities offer relevance and utility to operations in which civilian casualty avoidance plays an increasingly strategic role. Examples of *New Normal* applications include in extremis embassy reinforcement and security augmentation, foreign humanitarian assistance and disaster relief, noncombatant evacuations, WMD security, maritime interdiction, stability operations, detainee/refugee control, pandemic response and supporting establishment defense. **NLW are also recognized as ideal building partner capacity tools to promote interoperability and proportionality.** As this relevance coincides with a challenging fiscal environment, **focused resource prioritization in support of the most promising technologies and near-term capabilities will be essential** to meet warfighter needs.

This document provides vision, guidance, goals and tasks commensurate with the program's contemporary relevance. **Its contents are directive for the Joint NLW Program and informative for Service-unique NLW programs**—all of which comprise the DoD NLW Program.

Semper Fidelis,

A handwritten signature in black ink that reads "Robert B. Neller".

ROBERT B. NELLER
General, U.S. Marine Corps
Commandant of the Marine Corps
Executive Agent for Non-Lethal Weapons

VISION

The DoD NLW Program's vision, developed through collaboration with the Services and approved by the program's senior steering committee, the Joint Integrated Product Team (JIPT), is as follows:

*DoD NLW Program Vision Statement
(Essential Elements)*

"A fully integrated non-lethal competency within each Service to complement lethal effects, enhance the Joint Force's adaptability and support strategic objectives that include minimizing civilian casualties."

This vision recognizes the relevance and benefits of fully integrated non-lethal competencies to support the Joint Force in today's volatile, uncertain, complex and ambiguous operational environments. **All program activities will have a direct or supporting role in achieving this vision.**

PROGRAM BACKGROUND

The DoD NLW Program's origins stem from General Anthony Zinni's visionary use of existing "less than lethal" law enforcement weapons and munitions to provide options between shouting and shooting while withdrawing United Nations' peacekeepers from Somalia. **Missions like those faced by General Zinni continue today**, requiring the force's proximity to civilian populations to provide relief—or to locate, close with and destroy an enemy imbedded among the civilian population that seeks to avoid engagement with U.S. forces or to generate U.S.-borne civilian casualties.



We will not forget the leading role Congress played in establishing the program through the Fiscal Year 1996 National Defense Authorization Act, and its continuous oversight on program activities and Department support. I share Congress' recognition of NLW utility and relevance for *New Normal* scenarios, and interest in game-changing non-lethal development that includes directed energy. To ensure program responsiveness in this area, the EA, the JIPT Chairman

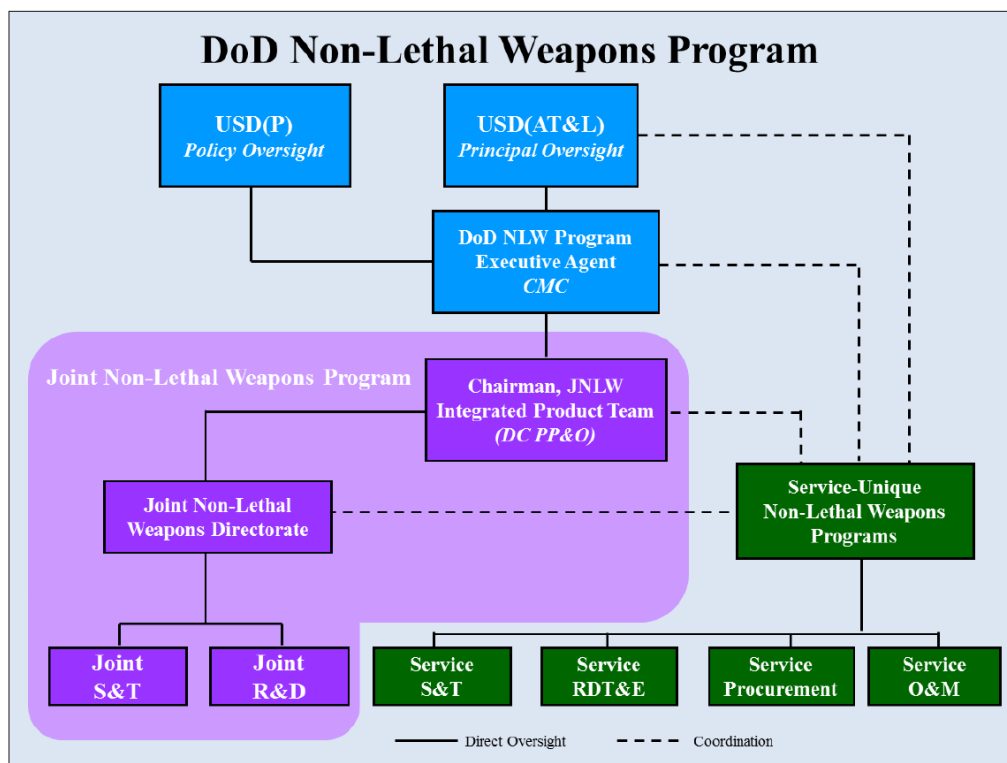
EXECUTIVE AGENT'S PLANNING GUIDANCE

(Deputy Commandant for Plans, Policy and Operations) and the Joint Non-Lethal Weapons Directorate (JNLWD) Director will conduct **timely engagement to ensure members' and staffers' awareness and understanding of program developments**. Program changes or modifications will be appropriately conveyed to Congress at the earliest opportunity.



A UNIQUE PROGRAM FOR UNIQUE CAPABILITIES

The DoD NLW Program is comprised of a Joint program under EA oversight (through the JIPT Chairman and the JNLWD), and Service-unique programs for which the EA relies on the Services (including the U.S. Coast Guard) and U.S. Special Operations Command for insight. **This organizational construct requires continuous information sharing between Joint and Service programs to ensure efficiency and prevent redundancy in non-lethal capability development.** Additionally, the EA is responsible for communicating frequently with, and being responsive to the Under Secretary of Defense for Acquisition, Technology and Logistics (USD/AT&L) and the Under Secretary of Defense for Policy (USD/P) in their program oversight and NLW employment policy roles, respectively.



EXECUTIVE AGENT'S PLANNING GUIDANCE

Primary Joint program focus consists of science and technology (S&T) and research and development (R&D) activities in support of Service needs, and an array of critical policy, requirements and transition activities that support the Services, combatant commands, Joint Staff, OSD, U.S. Government (USG) and NATO. The Services identify Service-specific requirements, coordinate developmental and fiscal support from the Joint program, procure capabilities, and conduct related supporting activities. Due to varying equities within the program, **a careful balance of individual Service program equities and overall Department interests is required.**

For significant program initiatives with Department-wide implications, **the JIPT Chairman will consider use of Operations Deputies Tank Sessions to expose Service senior leadership to program initiatives and attain their support.** For the most significant program matters, I will consider use of Tank Sessions for engagement with my Service counterparts.

In addition to the organizations included in the above chart, **the program will conduct interdepartmental coordination in its de facto role as USG lead for NLW development** to share lessons learned and program initiatives to the maximum extent possible.

TODAY'S PROGRAM

To date, the DoD NLW Program has fielded more than 50 non-lethal weapons, devices and munitions to enable U.S. forces to engage individuals demonstrating hostile intent and achieve compliance in short of lethal engagements. **Capabilities that promise increased range and effects are under development to support warfighter agility and versatility in today's complex environments.**



Worthy of note is the DoD NLW Program's role in supporting allies and partners. The program has been highly engaged in its continued support and frequent leadership of NATO's many NLW-related initiatives. International exercises and engagement opportunities supported by the program are typified by Marine Forces Pacific's Non-Lethal Executive Seminar (NOLES), with the most recent event (the 14th iteration of the exercise) completed in Malaysia. The seminar has become one of U.S. Pacific Command's leading mil-to-mil engagement tools due to its history, subject-matter and partner-nation interest. **The program will continue its NATO and international engagement activities to familiarize allies and partners with NLW and increase understanding, appreciation and operational usage of these unique capabilities.**

RELEVANCE



The 2014 Quadrennial Defense Review (QDR) acknowledged that ***the United States faces a rapidly changing security environment***. As the DoD NLW Program EA, I recognize the important supporting role that non-lethal capabilities play in fulfilling the QDR's prioritized strategic pillars. Specifically, to ***Project Power and Win Decisively***, NLW availability to complement U.S. lethality is innate in conventional operations near civilian populations, irregular warfare missions, humanitarian assistance/disaster relief, peacekeeping and stability operations, counter-piracy, noncombatant evacuation operations, in extremis embassy defense and other *New Normal* scenarios.

These low-cost/high return capabilities' relevance to ***Protecting the Homeland*** is typified in homeland security applications during domestic disaster response. Finally, NLW support ***Building Security Globally*** through their frequent use as low-risk engagement and building partner capacity (BPC) tools to promote partners' judicious and proportionate use of force in applicable scenarios. Program liaison officers attached to eight combatant commands are actively introducing NLW within an array of regional exercises, BPC exchanges and mil-to-mil events like the NOLES program that support our ***rebalance to Asia-Pacific***.



Establishing Department-wide appreciation for NLW relevance is a critical enabler in ***building Service NLW resourcing, expediting technology transition to fielded capabilities and facilitating policy decisions to deploy/employ advanced NLW capabilities***— what I believe are ***the three biggest program challenges***. To build appreciation, the JIPT Chairman and the JNLWD Director will actively pursue senior leader engagement opportunities; coordinate experiments, exercises, assessments and demonstrations of NLW utility; seek broadened NLW inclusion within Joint doctrine and professional military education where appropriate, and initiate pilot programs to deploy/employ advanced, game-changing non-lethal capabilities that include directed energy. ***Directed energy is showing significant promise and interest across the Department and is drawing the attention of other government departments and agencies.***



DOD NLW PROGRAM GOALS AND OBJECTIVES

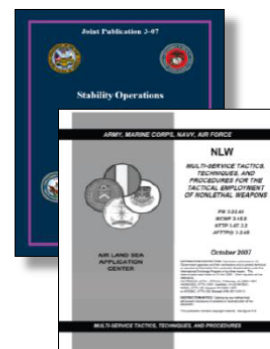
COMMUNICATE NON-LETHAL CAPABILITY RELEVANCE TO NATIONAL SECURITY REQUIREMENTS ACROSS DOD, USG, INDUSTRY AND ACADEMIA. Successfully communicating the potential value of non-lethal capabilities in supporting strategic, operational or tactical objectives as well as distinctions associated with related technologies and target human effects is critical to establishing a fully integrated non-lethal competency within each Service. A comprehensive strategic communications plan will:

1) identify and prioritize audiences and forums across the Department to enable NLW awareness and understanding of their contemporary utility; 2) standardize overarching program themes and talking points; 3) align Service and Joint program personnel and resources for engagement; 4) recommend appropriate engagement tools (technology demonstrations, familiarization fires, presentations); and 5) include other activities that complement program strategic communications. Where appropriate, **the plan will seek to leverage the EA, the JIPT Chairman and Voting Principals, and senior USD/AT&L, USD/P and Joint Staff leaders in its recommended engagements.**



PRIORITIZE JOINT NLW PROGRAM RESOURCES TOWARDS CLEARLY IDENTIFIED “BIG WIN” AND “QUICK WIN” TECHNOLOGIES AND CAPABILITIES THAT SUPPORT SERVICE NEEDS. While previous years' funding supported a breadth of non-lethal capability development, today's fiscal environment requires a more focused approach to address Services' priorities. **Research and development resources will be aligned towards a limited number of “big win” capabilities that provide a generational leap in technology to mitigate a plurality of priority capability gaps, and “quick wins” that address current needs in the near-term.** Science and technology resources will: 1) mature potential big win technology concepts into demonstrable prototypes; 2) optimize form and function of existing and emerging directed energy systems by reducing size, weight and cost; 3) conduct fundamental human effects research and model development to enable characterization of NLW effects and effectiveness; and 4) seek innovative solutions for next generation non-lethal capabilities.

FULFILL THE VISION OF FULLY INTEGRATED NLW. Mainstreaming NLW requires a range of activities that include NLW doctrinal inclusion, policy development, public affairs, requirements analysis, legislative support, professional military education, training, utility assessments, and transition and acquisition support. While all of these support the program's vision, NLW inclusion and increased emphasis within Joint doctrine may be the most critical in achieving warfighter buy-in and fully integrated NLW competencies. **Increasing doctrinal inclusion and emphasis of NLW could improve resourcing, expedite technology fielding and increase operational employment of NLW.** While there have been some modest increases in doctrinal references to NLW in recent years, these increases are not commensurate with current NLW relevance and utility.



PROGRAM TASKS

The following tasks and their associated supporting actions will be included among priority Joint NLW Program activities when apportioning fiscal and human resources. The JNLWD Director, the JIPT Chairman and I will engage our DoD counterparts to facilitate Joint coordination and support in these areas to benefit the overall DoD NLW Program and, ultimately, the Department.

COMMUNICATE NON-LETHAL CAPABILITY RELEVANCE TO NATIONAL SECURITY REQUIREMENTS ACROSS DOD, USG, INDUSTRY AND ACADEMIA.

- **TASK:** *JNLWD to develop a comprehensive DOD NLW Program strategic communications engagement plan to enable greater NLW awareness, understanding, and utilization*
Due: Annually, NLT 30 Sep

PRIORITIZE PROGRAM AND RESOURCES TOWARDS CLEARLY IDENTIFIED BIG WIN AND QUICK WIN TECHNOLOGIES AND CAPABILITIES.

- **TASK:** *Chairman, JIPT to report annually to the EA on funding commitments and progress associated with the program's big wins and quick wins*
Due: Annually as a part of the JIPT-approved JNLWP budget; first report due NLT 30 Jun 16
- **TASK:** *JNLWD to develop a comprehensive Science and Technology (S&T) Strategic Plan in order to: 1) articulate the general direction of future Joint NLW Program investment; 2) encourage and capitalize on collaboration and coordination opportunities; 3) stimulate innovation across USG and the private sector; and 4) codify Joint S&T processes*
Due: NLT 30 Sep 16
- **TASK:** *JNLWD to develop an exercise, demonstration, and assessment plan to showcase non-lethal technologies and capabilities to build Services', DoD or other government agency interest and fiscal commitment*
Due: Annually, NLT 30 Sep

FULFILL THE VISION OF FULLY INTEGRATED NLW.

- **TASK:** *JNLWD to complete a Joint Doctrine Assessment that: 1) evaluates the sufficiency of NLW inclusion within applicable Joint doctrine, with recommendations for inclusion/greater emphasis by publication; 2) provides viable courses of action to enable direct program input to the Joint Staff (J7) during Joint Publication (JP) reviews; and 3) assesses the viability of a standalone JP on NLW planning and employment*
Due: Written report and presentation to the JIPT NLT 30 Sep 16

For More Information:

<http://jnlwp.defense.gov/>

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