



CHAIRMAN

**OFFICE OF THE SECRETARY OF DEFENSE  
RESERVE FORCES POLICY BOARD**

5113 Leesburg Pike, Suite 601  
FALLS CHURCH, VA 22041

JUN 26 2013

**INFO MEMO**

FOR: SECRETARY OF DEFENSE

DepSec Action \_\_\_\_\_

FROM: MajGen Arnold L. Punaro, USMCR (Ret), Chairman, Reserve Forces Policy Board

SUBJECT: Report of the Reserve Forces Policy Board on the Inclusion of the National Guard Bureau in DoD Base Realignment and Closure (BRAC) Governance Bodies

- The RFPB is a federal advisory committee established to provide you with independent advice and recommendations on strategies, policies and practices designed to improve and enhance the capabilities, efficiency, and effectiveness of the reserve components.
- The RFPB met on Wednesday, June 5, 2013 and voted to make two recommendations to you concerning the inclusion of National Guard Bureau leaders in the key governance bodies for the DoD Base Realignment and Closure process.
- The Board found that senior officials of the National Guard Bureau were not involved in key DoD BRAC governance bodies during the 2005 BRAC process. Deliberations in the two key governance bodies - the Infrastructure Executive Council and the Infrastructure Steering Group - were not informed by the judgments of officials with responsibility for matters involving non-federalized National Guard forces. The inclusion of National Guard Bureau officials in key DoD BRAC governance bodies could have eliminated, reduced, or greatly mitigated challenges to recommendations affecting the National Guard. The Chief of the National Guard Bureau has a unique role in the Department and should be included in key DoD BRAC governance bodies during future BRAC Rounds to advise on matters involving non-federalized National Guard forces in support of homeland defense and civil support missions and the facilities, land, and airspace required to provide that support.
- The Board recommends:

Recommendation #1: The Secretary of Defense direct the Under Secretary (Acquisition, Technology and Logistics) to include the Chief of the National Guard Bureau as a member of the Department's Base Realignment and Closure (BRAC) Infrastructure Executive Council, or a similarly constituted body, during future BRAC rounds to advise on matters involving non-federalized National Guard forces in support of homeland defense and civil support missions and the facilities, land, and airspace required to provide that support.

Recommendation #2: The Secretary of Defense direct Under Secretary (Acquisition, Technology and Logistics) to include the Vice Chief of the National Guard Bureau as a member of the Department's Base Realignment and Closure (BRAC) Infrastructure Steering Group, or a similarly constituted body, during future BRAC rounds to advise on matters involving non-federalized National Guard forces in support of homeland defense and civil support missions and the facilities, land, and airspace required to provide that support.

- As required by the Federal Advisory Committee Act, these recommendations were deliberated and approved in an open, public session. The briefing presented to and approved by the Board (TAB A) has been posted to the RFPB public website. The basic overview of the RFPB is submitted as TAB B.

COORDINATION: NONE

Attachments(s):  
As stated

Prepared by: Maj Gen James N. Stewart, 703-681-0060

TAB A

**APPROVED SLIDES**



***Subcommittee on Ensuring a Ready, Capable,  
Available, and Sustainable Operational Reserve***

**As approved by RFPB – 5 June 2013**

***Vice Admiral John Cotton, USN (Ret)  
Subcommittee Chair***



# BRAC Governance

Inclusion of the Chief and Vice Chief of the  
NGB in Key BRAC Governance Bodies





# BRAC Governance Recommendation

## RFPB December 2012

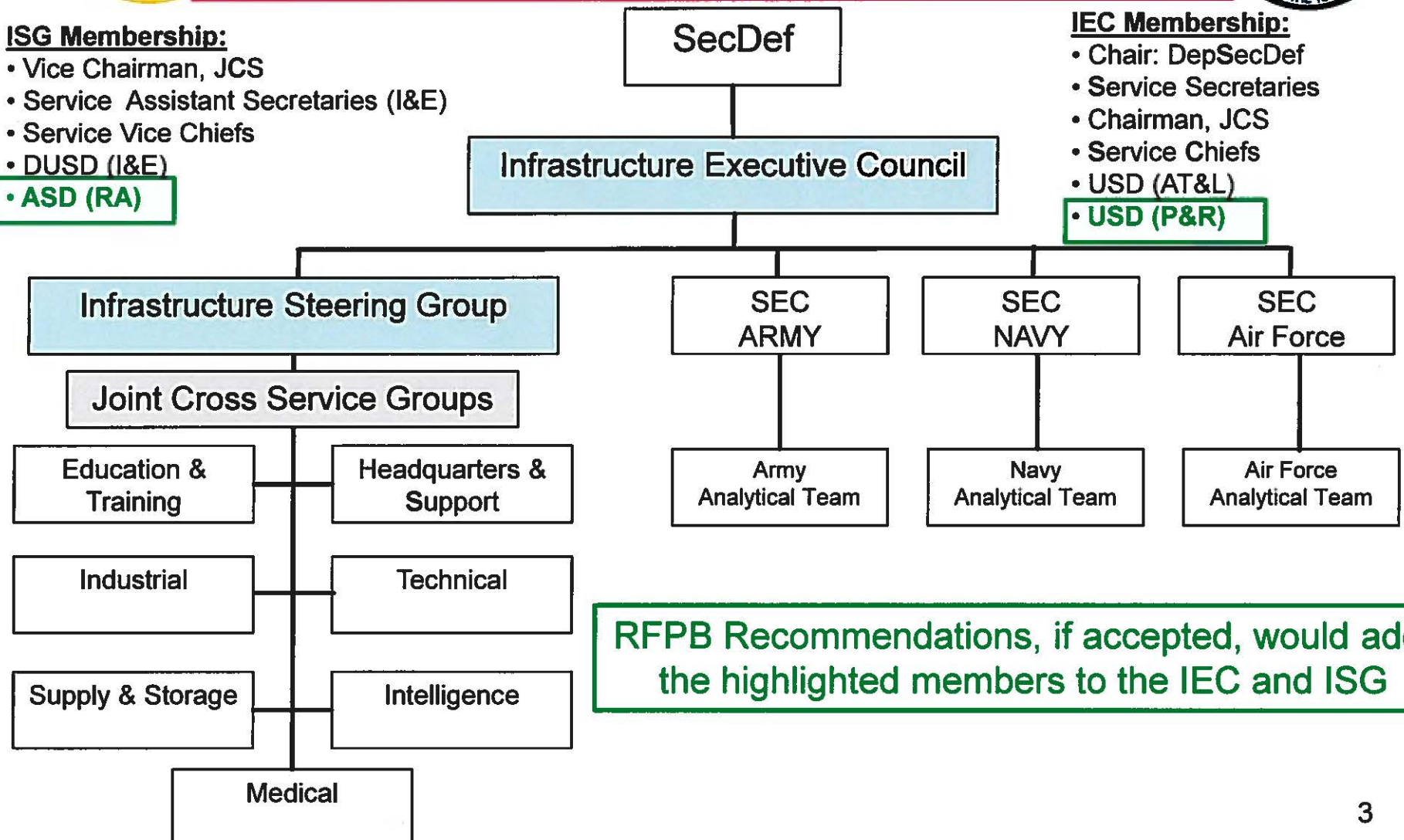


### ISG Membership:

- Vice Chairman, JCS
- Service Assistant Secretaries (I&E)
- Service Vice Chiefs
- DUSD (I&E)
- **ASD (RA)**

### IEC Membership:

- Chair: DepSecDef
- Service Secretaries
- Chairman, JCS
- Service Chiefs
- USD (AT&L)
- **USD (P&R)**





## BRAC Governance Observation RFPB December 2012

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### Observation:

- The Office of the Secretary of Defense should determine the appropriate role, if any, of the Chief of the National Guard Bureau in the Department's Base Realignment and Closure (BRAC) Infrastructure Executive Council or Infrastructure Steering Group, or other similarly constituted bodies, during future BRAC rounds.



# BRAC Governance Findings



Senior officials of the National Guard Bureau were not involved in key Department of Defense (DoD) Base Realignment and Closure (BRAC) governance bodies during the 2005 BRAC process.

- Responsibilities of the CNGB, as defined in Title 10 Section 10502, are to serve as “a principal advisor to the Secretary of Defense, through the Chairman of the Joint Chiefs of Staff, on matters involving non-federalized National Guard forces and on other matters as determined by the Secretary of Defense; and the principal adviser to the Secretary of the Army and the Chief of Staff of the Army, and to the Secretary of the Air Force and the Chief of Staff of the Air Force, on matters relating to the National Guard, the Army National Guard of the United States, and the Air National Guard of the United States.”
- Also from Title 10 Section 10502, “As a member of the Joint Chiefs of Staff, the Chief of the National Guard Bureau has the specific responsibility of addressing matters involving non-Federalized National Guard forces in support of homeland defense and civil support missions.”





## BRAC Governance Findings



- Senior officials of the National Guard Bureau were not included in the two key DoD governance bodies - the Infrastructure Executive Council and the Infrastructure Steering Group - during the 2005 BRAC process.
- The IEC was the “policy-making and oversight body” and the ISG integrated “joint cross-service analysis ..... with the Military Department and Defense Agency specific analysis” in BRAC 2005.
- Deliberations within the Infrastructure Executive Council and the Infrastructure Steering Group during the 2005 BRAC process were not informed by the judgments of officials with responsibility for matters involving non-federalized National Guard forces in support of homeland defense and civil support missions and knowledge of the facilities, land, and airspace required to provide that support.
- It is not clear that Air Force and Air National Guard BRAC efforts were well coordinated during BRAC 2005 - A number of States filed lawsuits to prevent implementation of Air Force BRAC actions affecting the Air National Guard.



# BRAC Governance Findings

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- BRAC Commissioner, ADM (Ret) Harold Gehman made the following comment concerning Air Force recommendations, “the DoD recommendations as regard to the Air National Guard has created a kind of a firestorm of controversy, particularly amongst the governors and some TAGs, and we, the commission, have been attempting to work our way through the recommendations and also work our way through this avalanche of comments from the governors and elected officials to determine what argument has merit and what argument is rhetorical, shall we say? And I found it pretty hard to do, actually.” (BRAC Hearing August 11, 2005)
- The Chief, NGB has a unique role advising on matters involving non-federalized National Guard forces in support of homeland defense and civil support missions.
- The inclusion of NGB Officials in key DoD BRAC governance bodies could have eliminated, reduced, or greatly mitigated challenges to recommendations affecting the National Guard.
- Senior officials of the National Guard Bureau should be involved in key DoD BRAC governance bodies during future BRAC Rounds.





# BRAC Governance Recommendations

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## **Recommendations:**

- The Secretary of Defense direct the Under Secretary (Acquisition, Technology and Logistics) to include the Chief of the National Guard Bureau as a member of the Department's Base Realignment and Closure (BRAC) Infrastructure Executive Council, or a similarly constituted body, during future BRAC rounds to advise on matters involving non-federalized National Guard forces in support of homeland defense and civil support missions and the facilities, land, and airspace required to provide that support.
- The Secretary of Defense direct Under Secretary (Acquisition, Technology and Logistics) to include the Vice Chief of the National Guard Bureau as a member of the Department's Base Realignment and Closure (BRAC) Infrastructure Steering Group, or a similarly constituted body, during future BRAC rounds to advise on matters involving non-federalized National Guard forces in support of homeland defense and civil support missions and the facilities, land, and airspace required to provide that support.



# Questions?

***Vice Admiral John Cotton, USN (Ret)***  
***Subcommittee Chair***



## **The Reserve Forces Policy Board – Basic Overview**

The Reserve Forces Policy Board (RFPB) is a federal advisory committee mandated by law in the Office of the Secretary of Defense to "serve as an independent adviser to the Secretary of Defense to provide advice and recommendations to the Secretary on strategies, policies, and practices designed to improve and enhance the capabilities, efficiency, and effectiveness of the reserve components." As required by statute, the board also produces an annual report which the Secretary of Defense transmits to the President and Congress on reserve component matters the board considers appropriate to include in the report.

The board consists of 20 members; a civilian chairman, a general/flag officer from each of the seven reserve components, a two-star military executive, a senior enlisted advisor, plus ten other U.S. citizens, who may or may not be government employees, with significant knowledge of and experience in policy matters relevant to national security and reserve component matters.

The board is supported by a staff consisting of a Colonel or Navy Captain from each of the six DoD reserve components. There is also a Coast Guard staff officer. These officers also serve as liaisons between their respective components and the board. The law requires them "to perform their staff and liaison duties under the supervision of the military executive officer of the board in an independent manner reflecting the independent nature of the board."

Established in 1951, the board is one of the oldest advisory committees in the Department of Defense.

In the National Defense Authorization Act of 2011, Congress significantly revised the operating framework and membership of the RFPB. Previously, other than the chairman, the board included only DoD officials and made recommendations through the Assistant Secretary of Defense for Reserve Affairs. In 2008, the Commission on the National Guard and Reserves recommended that the RFPB's governing statute (10 USC 10301) be amended because the board was not structured to obtain and provide directly to the Secretary of Defense a wide range of independent advice on National Guard and Reserve matters due to the nature of its membership and its subordination to other offices within DoD. The revised law was effective 1 July 2011.

On 12 September 2011, retired Marine Corps Major General Arnold Punaro was sworn in as the first chairman of the board under the revised structure. Other new members were sworn in at an organizational meeting on 13 October.

The board is organized into four subcommittees: Sustainment, Readiness & Availability of the Operational Reserve; Continuum of Service / Personnel Policies; Homeland Operations; and Support for Service Members, Families & Employers. Subcommittees meet as required. The full board meets quarterly. The RFPB website is at <http://ra.defense.gov/rfpb/>.