



CHAIRMAN

OFFICE OF THE SECRETARY OF DEFENSE  
RESERVE FORCES POLICY BOARD

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JAN 14 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 "Operational Reserve"  
and inclusion of the Reserve Components in Key Department of Defense (DoD)  
Processes

- 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, December 12, 2012 and voted to make four recommendations to you concerning three subjects – The definition of the phrase "Operational Reserve"; DoD Base Realignment and Closure Governance; and the Quadrennial Defense Review.
- Operational Reserve: The Board found that senior defense officials use the phrase "Operational Reserve" inconsistently creating potential confusion within the Department, in communications to Congress, and with the Public. The Department should define "Operational Reserve" for consistent use in strategy, policy, and doctrinal publications to ensure the necessary supporting statutes and policies are developed, and to enable effective assessment of service program and budget positions. The Board recommends:

Recommendation #1: The Secretary of Defense direct the Chairman, Joint Chiefs of Staff to update Joint Publication 1-02, Department of Defense Military and Associated Terms, with a definition of "Operational Reserve" for appropriate use in strategy, policy, and doctrinal publications.

- The Board reviewed and offers the following definition for consideration:

"Operational Reserve – Routine, recurring utilization of the Reserve Components as a fully integrated part of the operational force that is planned and programmed by the Services. As such, the "Operational Reserve" is that Reserve Component structure which is made ready and available to operate across the continuum of military missions, performing strategic and operational roles, in peacetime, in wartime, and in support of civil authorities. The Services organize, man, train, equip, resource, and use their Reserve Components to support mission requirements following the same standards as their active components. Each Service's force generation plan

prepares both units and individuals to participate in missions, across the range of military operations, in a cyclical manner that provides predictability for Service Members, their Families, their Employers, and for the Services and Combatant Commands.”

- **Base Realignment and Closure (BRAC) Governance:** The Board found that senior officials in the Office of the Secretary of Defense with responsibility for Reserve Component oversight were not involved in key DoD BRAC governance bodies during the 2005 BRAC process. The Under Secretary of Defense (Personnel & Readiness) and the Assistant Secretary of Defense – Reserve Affairs were not included in the Department’s key BRAC governance bodies. Senior officials in the Office of the Secretary of Defense with responsibility for Reserve Component oversight should be involved in key DoD BRAC governance bodies during future BRAC Rounds. The Board recommends:

Recommendation #2: The Secretary of Defense direct the inclusion of the Under Secretary of Defense (Personnel & Readiness) as a member of the Department’s Base Realignment and Closure (BRAC) Infrastructure Executive Council, or a similarly constituted body, during future BRAC rounds.

Recommendation #3: The Secretary of Defense direct the inclusion of the Assistant Secretary of Defense – Reserve Affairs as a member of the Department’s Base Realignment and Closure (BRAC) Infrastructure Steering Group, or a similarly constituted body, during future BRAC rounds.

- **The Quadrennial Defense Review (QDR):** The Board found that senior officials in the Office of the Secretary of Defense with responsibility for preparing the 2010 QDR did not ensure that it complied with the requirements of Title 10, Section 118. Title 10, Section 118 specifies that the QDR include “the anticipated roles and missions of the reserve components in the national defense strategy and the strength, capabilities, and equipment necessary to assure that the reserve components can capably discharge those roles and missions.” The Government Accountability Office found that the QDR submitted to the Congress in February 2010 did not meet this requirement. The Board recommends:

Recommendation #4: The Secretary of Defense direct the Under Secretary of Defense (Policy) to take care to ensure that the 2014 Quadrennial Defense Review complies with the requirements of Title 10, Section 118 by including in its analysis “the anticipated roles and missions of the reserve components in the national defense strategy and the strength, capabilities, and equipment necessary to assure that the reserve components can capably discharge those roles and missions.”

- As required by the Federal Advisory Committee Act, 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, 703-681-0600

TAB A

**APPROVED SLIDES**





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

**As approved by RFPB – 12 December 2012**

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



## Department of Defense Reserve Forces Policy Board

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### Defining the “Operational Reserve”



## **“Operational Reserve” Definition Findings**

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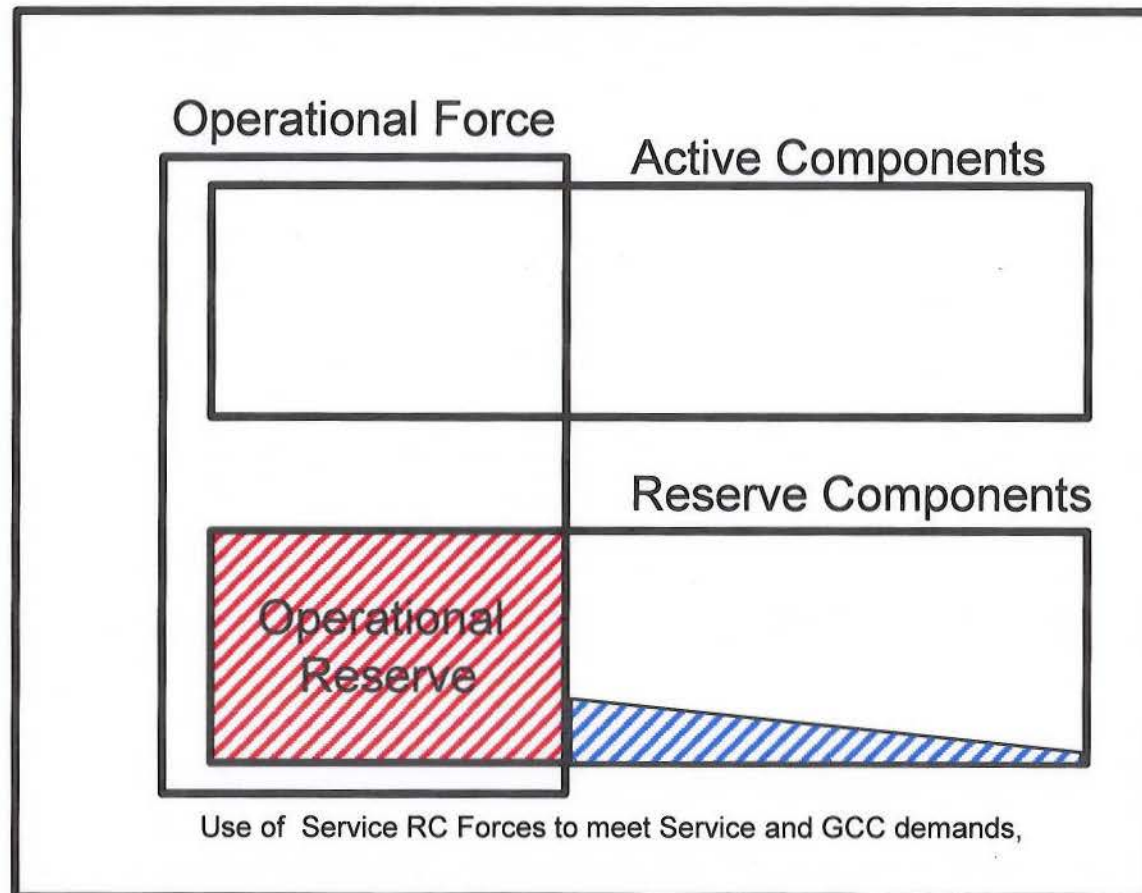
- Senior Defense officials use “Operational Reserve” to describe those Reserve Component forces serving in, or available to serve, in operational capacities inconsistently creating potential confusion within the Department, in communications to Congress, and with the Public.
- DOD’s 2011 Comprehensive Review of the Future Role of the Reserve Component, found that the policies and practices necessary to use the National Guard and Reserve as an “Operational Reserve” have not been fully institutionalized.
- In an increasingly uncertain world, with declining budgets and Active Component endstrength, the Nation will continue to require ready access to portions of the Reserve Component to meet operational demands.
- The Department should define and describe “Operational Reserve” for consistent use in strategy, policy, and doctrinal publications; to ensure the necessary supporting statutes and policies are developed; and to enable effective assessment of service program and budget positions..



# "Operational Reserve" Definition Graphic Depiction – For Discussion



Total Force







# **“Operational Reserve” Definition Findings - Definitions**

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## **Definition 1:**

- That portion of the Reserve Components that can serve in an operational capacity—available, trained, and equipped for predictable routine deployment. (Derived from QDR 2010)

- Description used in SECDEF approved 2010 QDR



# **“Operational Reserve” Definition Findings - Definitions**



## **Definition 2:**

• “The total Reserve component structure which operates across the continuum of military missions performing both strategic and operational roles in peacetime, wartime, contingency, domestic emergencies and homeland defense operations. As such, the Services organize resource, equip, train, and utilize their Guard and Reserve components to support mission requirements to the same standards as their active components. Each Service’s force generation plan prepares both units and individuals to participate in missions, across the full spectrum of military operations, in a cycle or periodic manner that provides predictability for the combatant commands, the Services, Service members, their families, and civilian employers” (Joint Staff, “Operational Reserve Definition,” draft, October 15, 2007).

- Language included in 2008 CNGR Final Report
- Never approved or incorporated into policy/doctrine



# **“Operational Reserve” Definition Findings - Definitions**



## **Definition 3:**

• The Reserve Component (RC), as the Nation’s operational reserve force, complements and supplements the Active Component (AC) ensuring the Total Force remains capable of providing trained and ready forces in support of the Nation’s security strategy. Maintaining an Operational Reserve includes several core elements: sustaining manning strength and equipping levels to meet ARFORGEN requirements, adequate training resources, opportunities for leader development and employment in support of Combatant Command requirements. The RC provides tailorable capabilities needed to meet diverse demands which are leveraged as a portion of the Total Army Commitment to Combatant Commanders and Civil authorities.

- Working Army G-3/5/7 Definition briefed to the ARFPC, October 2012
- Not approved or incorporated into service strategy/policy/doctrine





# **“Operational Reserve” Definition Findings - Definitions**

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## **Proposed Subcommittee Definition:**

• Routine recurring utilization of the Reserve Components as a fully integrated part of the operational force that is planned and programmed by the Services. As such, the “Operational Reserve” is that Reserve Component structure which is made ready and available to operate across the continuum of military missions, performing strategic and operational roles, in peacetime, in wartime, and in support of civil authorities. The Services organize, man, train, equip, resource, and use their Reserve Components to support mission requirements at the same standards as their active components. Each Service's force generation plan prepares both units and individuals to participate in missions, across the range of military operations, in a cyclical manner that provides predictability for Service Members, their Families, their Employers, and for the Services and Combatant Commands.





# **“Operational Reserve” Definition Recommendation**

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## **Recommendation:**

- Secretary of Defense direct the Chairman, Joint Chiefs of Staff to update Joint Publication 1-02, Department of Defense Military and Associated Terms, with a definition of “Operational Reserve” for appropriate use in strategy, policy, and doctrinal publications.



# Department of Defense Reserve Forces Policy Board

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## BRAC Governance



## BRAC Governance Findings



Senior officials in the Office of the Secretary of Defense with responsibility for Reserve Component oversight were not involved in key Department of Defense (DOD) Base Realignment and Closure (BRAC) governance bodies during the 2005 BRAC process.

- Responsibilities of the USD(P&R), as defined in Title 10 Section 136, are, "Subject to the authority, direction, and control of the Secretary of Defense, the Under Secretary of Defense for Personnel and Readiness shall perform such duties and exercise such powers as the Secretary of Defense may prescribe in the areas of military readiness, total force management, military and civilian personnel requirements, military and civilian personnel training, military and civilian family matters, exchange, commissary, and nonappropriated fund activities, personnel requirements for weapons support, National Guard and reserve components, and health affairs."
- The responsibility of the ASD-RA, as defined in Title 10 Section 138, is, "the overall supervision of reserve component affairs of the Department of Defense."





## BRAC Governance Findings



- The USD(P&R) and the ASD(RA) were excluded from 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.
- The DOD BRAC governance process, for the preceding 1995 BRAC Round, did include ASD(RA) in both of the senior BRAC governance bodies – The BRAC 95 Review Group and the BRAC 95 Steering Group.
- Deliberations within the Infrastructure Executive Council and the Infrastructure Steering Group during the 2005 BRAC process were not informed by the judgments of key OSD officials with responsibility for Reserve Component oversight.
- Senior officials in the Office of the Secretary of Defense with responsibility for Reserve Component oversight 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 inclusion of the Under Secretary of Defense (Personnel & Readiness) as a member of the Department's Base Realignment and Closure (BRAC) Infrastructure Executive Council, or a similarly constituted body, during future BRAC rounds.
- The Secretary of Defense direct the inclusion of the Assistant Secretary of Defense – Reserve Affairs as a member of the Department's Base Realignment and Closure (BRAC) Infrastructure Steering Group, or a similarly constituted body, during future BRAC rounds.



# BRAC Governance Observation

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## Observation:

- The Office of the Secretary of Defense should determine the appropriate role, 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.



# Department of Defense Reserve Forces Policy Board

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**QDR**



## QDR Findings

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Senior officials in the Office of the Secretary of Defense with responsibility for preparing the 2010 Quadrennial Defense Review did not ensure that it complied with the requirements of Title 10, Section 118.

- Title 10 Section 118, requires the Department of Defense to conduct a comprehensive examination – the Quadrennial Defense Review - of the national defense strategy, force structure, force modernization plans, infrastructure, budget plan, and other elements of the defense program and policies of the United States with a view toward determining and expressing the defense strategy of the United States and establishing a defense program for the next 20 years.
- Subsection d identifies 17 elements required in the report to be submitted.
- Paragraph d.7 specifies the inclusion of “the anticipated roles and missions of the reserve components in the national defense strategy and the strength, capabilities, and equipment necessary to assure that the reserve components can capably discharge those roles and missions.”





## QDR Findings



- The Government Accountability Office (GAO) found that The Quadrennial Defense Review submitted to the Congress in February 2010 “did not directly address” the requirements of para d.7 (Roles and Missions of the Reserve Component).
- Specifically, the GAO found that “Neither the QDR report nor the supplemental information discussed the roles and missions of the reserve components.” It additionally noted that “The QDR report stated that the proper mix and roles of active and reserve components is a key force management issue.”
- Instead, the Quadrennial Defense Review directed a separate and future (p.54) ... “comprehensive review of the future role of the Reserve Component, including an examination of the balance between active and reserve forces.”
- The “Comprehensive Review of the Future Role of the Reserve Component” was completed more than a year later, in April 2011, by the Office of the Vice Chairman, Joint Chiefs of Staff and the Office of the Assistant Secretary of Defense for Reserve Affairs.



## QDR Findings

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- Senior officials in the Office of the Secretary of Defense with responsibility for preparing the 2014 Quadrennial Defense Review should take care to ensure that it complies with the requirements of Title 10, Section 118 by including in its analysis “the anticipated roles and missions of the reserve components in the national defense strategy and the strength, capabilities, and equipment necessary to assure that the reserve components can capably discharge those roles and missions.”



# QDR Recommendations

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## Recommendations:

- The Secretary of Defense direct the Under Secretary of Defense (Policy) to take care to ensure that the 2014 Quadrennial Defense Review complies with the requirements of Title 10, Section 118 by including in its analysis “the anticipated roles and missions of the reserve components in the national defense strategy and the strength, capabilities, and equipment necessary to assure that the reserve components can capably discharge those roles and missions.”



## **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/>.