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United States Senate
COMMITTEE ON ARMED SERVICES
WASHINGTON, DC 20510-6050

October 6, 2011

RICHARD D. DEBOES, STAFF DIRECTOR
DAVID M. MORRIS, MINORITY STAFF DIRECTOR

General Martin E. Dempsey
Chairman
Joint Chiefs of Staff
1000 Defense Pentagon
Washington, DC 20301

Dear General Dempsey:

On May 19, 2011, legislation entitled "The National Guard Empowerment and State - National Defense Integration Act of 2011" was introduced in the Senate and designated S. 1025. Section 3 of that legislative proposal would amend section 151(a) of title 10, United States Code, to include the Chief of the National Guard Bureau as a member of the Joint Chiefs of Staff.

It is essential that the Senate receive your personal views, and those of each of the Joint Chiefs, on the proposal to make the Chief of the National Guard Bureau a member of the Joint Chiefs of Staff as we approach Floor debate on the National Defense Authorization Act for Fiscal Year 2012.

I appreciate your cooperation in this matter and request your response at your earliest convenience.

Sincerely,



John McCain
Ranking Member

Copy to:

General Raymond Odierno, Chief of Staff, U.S. Army
Admiral Jonathan Greenert, Chief of Naval Operations
General James Amos, Commandant of the Marine Corps
General Norton Schwartz, Chief of Staff, U.S. Air Force



CHAIRMAN OF THE JOINT CHIEFS OF STAFF

WASHINGTON, D.C. 20318-9999

CM-0008-11
18 October 2011

The Honorable John McCain
Ranking Member
Committee on Armed Services
United States Senate
Washington, D.C. 20510

Dear Senator McCain,

In response to your letter of 6 October 2011, I recommend against including the Chief of the National Guard Bureau (CNGB) as a member of the Joint Chiefs of Staff (JCS). I do so with the full concurrence of the Joint Chiefs.

As you know, I am a strong admirer of the National Guard and a strong advocate for ensuring that the CNGB's voice is heard. The CNGB has and will continue to attend each meeting of the Joint Chiefs that I chair.

Over the past ten years, the Active, Guard, and Reserve Components of our armed forces have become a single team. The team is strong because one individual from each Service—the Service Chief—has the responsibility, the authority, and the accountability for providing air, sea, and land forces for the Nation. The case to change this is simply not compelling. I would also note that unlike the CNGB, each of the Service Chiefs, the Vice Chairman, and the Chairman of the Joint Chiefs is subject to the civilian oversight of a single appointed and confirmed Secretary.

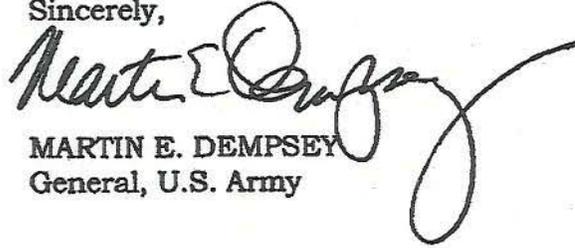
In our judgment, the CNGB's advisory roles under 10 USC 10502(c) are essential and sufficient.

Although the Chiefs and I recommend against adding the CNGB to the JCS, we are supportive of other ways of strengthening the National Guard. In particular, we support a Vice Chief of the NGB at the three-star level as an important leadership development opportunity.

The current advisory authorities recognize and value the Guard as both a state and federal force. And, it ensures the Guard is best positioned to participate in the deliberations of the JCS and provide counsel to the National Command Authority. I remain personally committed to ensuring the CGNB's voice is not just heard but is influential.

Your continued concern and support of our men and women in uniform are greatly appreciated.

Sincerely,

A handwritten signature in black ink, appearing to read "Martin E. Dempsey", with a long, sweeping flourish extending to the right.

MARTIN E. DEMPSEY
General, U.S. Army

Copy to:

The Honorable Carl Levin
Chairman, Committee on Armed Services



DEPARTMENT OF THE ARMY
WASHINGTON DC 20310-0109

NOV 02 2011

The Honorable Carl Levin
Chairman
Committee on Armed Services
United States Senate
Washington, DC 20510

Dear Mr. Chairman,

We are writing to oppose including the Chief of the National Guard Bureau as a member of the Joint Chiefs of Staff.

Our Army is the strength of the Nation because of its unity, versatility, and depth as the Total Army. It is absolutely vital that we maintain One Army in today's uncertain and complex strategic environment. We learned this lesson in the aftermath of the Vietnam War, and together with the All-Volunteer Force, the Total Army continues to serve our Nation extremely well during challenging times. With this context, coupled with 35 years of lessons, we have several reasons for opposing the CNGB as a member of the JCS.

First, representing only two (Army National Guard and Air Force National Guard) of seven Reserve Components at the Joint Chiefs of Staff level creates circumstances that will contribute to confusion and imbalance for the United States Army Reserve, the United States Air Force Reserve, the United States Marine Corps Reserve, the United States Navy Reserve and the United States Coast Guard Reserve (which are all adequately represented by their Military Departments), and challenges interoperability. Seating the Chief of the National Guard Bureau at the Joint Chiefs of Staff could also result in over-representation of Army and Air Force concerns.

We realize you are very familiar with the 2006-2007 debate before the Commission on the National Guard and Reserve on making the Chief of the National Guard Bureau a member of the Joint Chiefs of Staff. We firmly believe the Commission's findings still hold true today: this change "...would run counter to intra- and inter-service integration and would reverse progress toward jointness and interoperability...."

Second, we feel that the proposed legislation will complicate the central and enduring principle of civilian control of our nation's military. It is important that the Secretary of the Army and the Chief of Staff of the Army have clear authorities and responsibilities to ensure effective and efficient employment of the force. Adding the Chief of the National Guard Bureau as a full voting member of the Joint Chiefs of Staff will confuse the lines of authority currently in place.

Third, this legislation could effectively be creating a de facto separate domestic military Service by elevating the Chief of the National Guard Bureau to a level equal to the Chiefs of

Staff of the other Services. This could lead to potentially divided views on global force management, funding, modernization, RDT&E, training, doctrine and operational concepts. Currently, any competing priorities are effectively resolved within the Army with a clear chain of command, ensuring holistic and efficient management of our forces.

The integration of the Regular Army, Army National Guard, and Army Reserve has proven – during the past decade of conflict and natural disasters – to be unbeatable on the battlefield and irreplaceable in relief efforts at home and abroad. Now, more than in any time in our history, we are truly One Army. We could not have experienced our incredible operational successes without unity of command within our Army formations and complete unity of effort with our joint, civil, interagency and multinational partners.

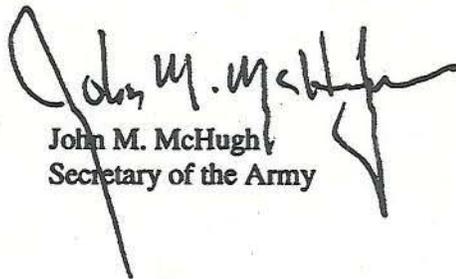
Finally, as we move forward, our Army needs to remain unified. Maintaining our National Guard and Reserve as critical Army components is essential while facing times of global uncertainty. The Reserve Component forces will continue to play a critical role in our national security strategy and the advice of the Chief of the National Guard Bureau and Chief of the Army Reserve will always be – as they always have been – extremely valuable and essential within the context of a Total Army in a balanced Joint Portfolio. The Army leadership remains committed to the strength of our Army, which is and will remain the strength of our Nation.

We appreciate your time and thoughtful consideration of this matter.

Sincerely,



Raymond T. Odierno
General, United States Army
Chief of Staff



John M. McHugh
Secretary of the Army



**THE SECRETARY OF THE AIR FORCE
CHIEF OF STAFF, UNITED STATES AIR FORCE
WASHINGTON DC**



The Honorable Jim Webb
Chairman
Personnel Subcommittee
Committee on Armed Services
United States Senate
Washington, DC 20515

NOV 2 2011

Dear Senator Webb:

Thank you for the opportunity to share our views concerning the legislative proposal to make the Chief of the National Guard Bureau a member of the Joint Chiefs of Staff (JCS).

Over many decades, the U. S. Air Force has made great strides integrating the active and reserve components, creating the world's most lethal air force. We admire, value and rely upon the contributions our reserve components make daily as a part of our total force. We can assure you that the Air National Guard has a seat at the table and its voice is heard.

The roles, functions, and reporting relationships for the National Guard Bureau (NGB) are among the most complex in the Department of Defense (DoD). As you know, the NGB is a joint activity of DoD and the Chief of the NGB is 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. The Chief of the NGB is under the authority, direction, and control of the Secretary of Defense, but the Secretary normally exercises authority, direction and control through the Secretaries of the Army and the Air Force for matters pertaining to their responsibilities. The Office of the Director, Air National Guard (ANG) is an element of the NGB and supports the Chief of the NGB in his advisory role.

The Chief of the NGB is the principal advisor to the Secretaries and Chiefs of Staff of the Army and Air Force for matters pertaining to their Title 10 responsibilities, and he implements the Title 10 organize, train and equip direction of the Secretaries and Chiefs of Staff of the Army and the Air Force as they pertain to the National Guard. The ANG of the United States is a reserve component of the United States Air Force and, together with the Air Force Reserve and the Active Duty components of the Air Force, is a fully integrated element of the total forces that the Secretary and Chief of Staff provide to the Combatant Commanders. As the senior leadership of the Air Force, we are responsible for ensuring ANG requirements for capabilities and functions are fully considered in DoD's Planning, Programming, Budgeting and Execution System and policy making processes. With that, the Director, ANG and his representatives participate without limitation in the corporate Air Force decision making process.

One of the continuing challenges we face lies in the dual nature of Title 10 and Title 32 relationships. Specifically, for our Total Force development and employment to remain effective and efficient in all aspects of Air Force operations, unified Title 10 leadership is paramount. As recognized in the congressionally mandated Charter for the National Guard Bureau, the Secretaries of the Army and the Air Force exercise authority, direction, and control over the NGB on matters pertaining to the respective Secretary's responsibilities in law or DoD policy, except as otherwise directed by the Secretary of

Defense. This is essential for them to meet their responsibilities to the nation, and to integrate all components of their respective Services. The legislation passed by the House and proposed by the Senate to make the Chief of the NGB a member of the JCS would add further complexity to Title 10 relationships, confusing the lines of authority and representation already in place for Chiefs of Staff of the Army and Air Force to meet their JCS responsibilities.

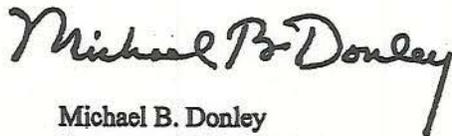
For these reasons, we strongly encourage you not to proceed with designating the Chief of the NGB as a member of the JCS. We believe that the current advisory role established under 10 USC 10502 continues to be both important and sufficient for advocacy of the National Guard's non-federal needs and missions. The Chief of the NGB will continue to have a strong voice and is an essential partner for the Secretary of Defense, Service Secretaries, and the Joint Chiefs of Staff, but he should not be put in a Title 10 position independent of Service leadership.

In summary, the Title 10 roles and requirements of the Air National Guard are appropriately addressed in law, in the Charter of the National Guard Bureau, and within the U.S. Air Force. Consistent with the unity of effort embodied in our Total Force approach, military advice in all matters concerning the U.S. Air Force should come from the Chief of Staff. In its Title 10 context, the National Guard Bureau (including its Army and Air elements), is not a separate service and should not be included as such within the statutory membership of the Joint Chiefs of Staff.

We support the proposal to establish a Vice Chief of the National Guard Bureau.

Thank you for your valued and continued strong support of the U.S. Air Force. Similar letters have been sent to Senator Levin and Senator McCain.

Sincerely,



Michael B. Donley
Secretary of the Air Force

Sincerely,



Norton A. Schwartz
General, USAF
Chief of Staff