

ENCLOSURE D-F

SJS 2591/185-00

21 July 1993

DISTRIBUTION B PLUS
J-1(3), J-5(4),
OCJCS/LA/LC (2)

SECRETARY, JOINT STAFF DIRECTIVE

on

QFR'S FROM CJCS 20 JULY 93 STATEMENT TO THE SASC ON
"HOMOSEXUALITY IN THE MILITARY"

1. The attached is referred to J-1 for DJS reply in collaboration with J-5, OCJCS/LA and OCJCS/LC.
2. The suspense for this action is ⁰⁹⁰⁰ 22 July 1993, unless an extension is coordinated with the Secretary, Joint Staff.

Joint Secretariat

079 (21 JUL 93)

SJS 2591/185-00

ENCLOSURE D-F

OCJCS LEGISLATIVE TESTIMONY REVIEW

Hearing Date: 20 Jul 93 **Witness:** GEN Powell **Committee:** SASC

Subject: Chairman, Joint Chiefs of Staff "Homosexuality in the Military"
QFRS-11

Point of Contact in Office of Legislative Affairs, Rm 2E037, x41777: (b)(6)

For Review By: Joint Staff

J-1	XXX	J-7	SOCOM	PACOM	NORAD
J-2		J-8	EUCOM	CENTCOM	
J-3		CSG	SOUTHCOM	SAC	
J-4		CJCS	SPACECOM	FORSCOM	
J-5		VCJCS	SHAPE	LANTCOM	
J-6		ScRv	TRANSCDM	CINCUNC	

Please review for security, accuracy of data and correct policy. You may propose changes, corrections or improvements to the witness statement for the record. Make changes directly on your copy and return it to LA. In margin, provide name, office and phone of person making change and indicate whether change is suggested or mandatory. Be sure you have facts to support your change.

Please edit transcript to correct factual and policy inaccuracies, and for proper security classification. Line through matters for which substitute words or figures are entered, and only use brackets for security classification. Please insert a "centerhead" prefacing subject changes in transcript. If witness stated additional information would be provided for the record, please submit it on DD Form 2136, following the instructions on the reverse of the form described for "Answer Only".

XXX
 (WANG FORM)

Please prepare responses to the attached questions for the record. Submit responses on DD Form 2136, stamping each page with appropriate classification and downgrading instructions. Also submit one photocopy of all DD form 2136s, bracketing classified information on the copies only. See attached example.

Your concurrence will be assumed upon no response by suspense. Changes cannot be accepted after suspense.

XX Other instructions:

See attached sample. If you have any questions please call Legislative Affairs. Sorry for the short fuse!

(b)(6)

Signature: _____ **Routing Date:** 21 Jul 93 **Suspense:** 22 Jul 93

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Question for the Record: General Powell

Foreign experience

1 Please describe the contemporary experience of the military forces of other modern, industrialized democratic nations with respect to the issue of homosexuality in the military, and give your views on the bearing of those experiences on the validity of the new DoD policy. Please include an evaluation of the June 1993 Report of the General Accounting Office, "Homosexuals in the Military, Policies and Practices of Foreign Countries."

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Questions for the Record: Please provide separate answers for each of the Service Chiefs and General Powell. Admiral Jeremiah may address any of the questions on which he wishes to submit a response.

Creating unit cohesion

② Is unit cohesion something that you develop on the battlefield or must it be developed at an earlier time?

What factors influence the development of unit cohesion?

Availability for worldwide deployment and assignment

③ Some military members are in assignments which closely resemble civilian jobs, in terms of the white collar nature of the work and the ability to live off-base. Are servicemembers guaranteed that they will have these assignments throughout their period of service, or must they be prepared to serve in a wide variety of assignments and locations, including combat units and overseas deployments, depending on military needs?

Living conditions during training and deployment

④ What are the typical living conditions for members of your service during field training exercises and operational deployments?

What degree of privacy do individuals have during such exercises or deployments?

Do you maintain privacy between men and women during field training exercises and operational deployments? If so, how?

Unit cohesion and living conditions

⑤ What is the relationship between the development of unit cohesion and the living conditions you have described?

Homosexuality and unit cohesion

⑥ What do you see as the impact of homosexuality on unit cohesion and military readiness in light of the requirement that members of the armed forces be available for worldwide deployment, often under conditions of stress and minimal privacy?

Acceptance of homosexuals as coworkers

⑦ As a general matter, persons who are gay or lesbian may be employed by the Department of Defense in a civilian capacity. In

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8 addition, contractors may employ homosexuals. If military personnel can work with gays and lesbians in those circumstances, why can't they serve with persons who are openly homosexual in military units?

Diversity and unit cohesion

8 We live in a diverse nation, with individuals of different races, religions, and political views. That type of diversity presents a challenge to the military in terms of developing unit cohesion from individuals of differing backgrounds and experiences.

What do you see as the differences, if any, between the challenge the military faced in racial integration and that would be presented if gays and lesbians would be permitted to serve in the armed forces?

What do you see as the differences, if any, between the challenge the military has faced in terms of increasing the opportunities for women and the challenges that would be presented if gays and lesbians would be permitted to serve in the armed forces?

Training

9 Some of the witnesses before the committee have suggested that the military can overcome any problems through the use of training and education. What are your views on the issue of whether training can address the problems that you have identified in terms of service of gays and lesbians in the armed forces?

Different treatment of homosexual and heterosexual behavior

10 For members of the armed forces, the military is their community. For many servicemembers, the military installation is not only their place of work, it is where they live, socialize, fall in love, get married, and raise their children.

In the military community, men and women can kiss, hold hands, and engage in other displays of physical affection, subject to limits on fraternization, sexual harassment, and other time, place, and manner restrictions. Military personnel, however, are prohibited from engaging bodily contact with persons of the same sex for purposes of satisfying sexual desires. What is the military policy reason for the difference?

Accession questioning

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The interim policy issued on January 29, 1993, temporarily suspended the questions about homosexuality on the enlistment form based upon a recommendation from the Joint Chiefs of Staff. It is my understanding that the decision to suspend the questions was based upon three considerations:

First, that many areas of military discipline that are not the subject of enlistment questioning, so there is no requirement to use enlistment questions in order to enforce a disciplinary policy.

Second, the question was not viewed as a significant deterrent to subsequent misconduct.

Third, because an individual's determination that he or she is gay or lesbian may not become certain until the individual is in his or her twenties or later, the question was not considered to be particularly useful.

My question is: was the decision to indefinitely suspend the use of the question, based upon these same factors?

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HEARING DATE 20 JUL 93	TRANSCRIPT PG NO	LINE NO.	INSERT NO.	0.2	

Creating Unit Cohesion

UNCLASSIFIED

Question: Is unit cohesion something that you develop on the battlefield or must it be developed at an earlier time?
What factors influence the development of unit cohesion?

General Powell: A unit must bond as a fighting force before it is sent to the intense pressures of combat. Unit members work together, train together, and deploy together sharing experiences that contribute to the development of cohesion. Mutual trust, common core values, self confidence, and realization of shared goals help to form the cohesive military team. Cohesion requires the sacrifice of personal needs for the needs of the unit, subjugating individual rights to the benefit of the team.

While individual initiative is rewarded, the contribution of the team -- the cohesive unit -- is what guarantees military success. To win wars we create these cohesive teams of warriors who bond so tightly that they are prepared to go into battle and, if necessary, give their lives for the accomplishment of the mission and the protection of their buddies. We cannot allow anything to happen which would disrupt that feeling of cohesion within the force.

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Availability for Worldwide Deployment and Assignment

UNCLASSIFIED

Question: Some military members are in assignments which closely resemble civilian jobs, in terms of the white collar nature of the work and the ability to live off-base. Are Servicemembers guaranteed that they will have these assignments throughout their period of service, or must they be prepared to serve in a wide variety of assignments and locations, including combat units and overseas deployments, depending on military needs?

General Powell: While some military specialties may gravitate to office type settings, no Servicemember is guaranteed a particular assignment in a particular location. We are provided assignments anywhere in the world, often at very short notice, based on the needs of the Army, Navy, Air Force, or Marine Corps.

Every military man and woman must be prepared to serve wherever and in whatever capacity the Armed Forces require their skills. Even forward deployed units need cooks and typists.

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Living Conditions During Training and Deployment

UNCLASSIFIED

Question: What are the typical living conditions for members of your service during field training exercises and operational deployments?

What degree of privacy do individuals have during such exercises or deployments?

Do you maintain privacy between men and women during field training exercises and operational deployments? If so, how?

General Powell: I will defer to the Service chiefs to provide specifics on these questions but, generally, the majority of our young men and women are required to live in communal settings that force intimacy and provide little privacy. It may be hard to contemplate spending 60 continuous days in the close confines of a submarine; sleeping in a foxhole with half a dozen other people; 125 people all living and sleeping in the same 40 by 50 foot, open berthing area, but this is exactly what we ask our young people to do.

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Unit Cohesion and Living Conditions

Question: What is the relationship between the development of unit cohesion and the living conditions you have described?

UNCLASSIFIED

General Powell: Cohesion is strengthened or weakened in the intimate living arrangements we force upon our people. Inappropriate behaviors, from innocuous acts such as smoking or talking too loudly to a neighbor, to the innate discomfort of sharing a space with a roommate who practices homosexual behavior, infringe on the right to privacy of the entire group damaging morale and compromising bonding.

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20 JUL 93				Q.5

Homosexuality and Unit Cohesion

UNCLASSIFIED

Question: What do you see as the impact of homosexuality on unit cohesion and military readiness in light of the requirement that members of the armed forces be available for worldwide deployment, often under conditions of stress and minimal privacy?

General Powell: Those who threaten values and goals through behavior that is inconsistent with those of the group are not trusted or respected. In an atmosphere of distrust, orders may not be carried out and commonplace friendly gestures that promote camaraderie — everyday youthful horseplay and rough-housing, a pat on the back or an arm around the shoulder — become suspect, arouse fear or aversion, and destroy group cohesion.

Acceptance of open homosexuality in the military will adversely impact the ability to deploy forces worldwide. There are countries where known homosexual troops will not be welcome. As a result, troops who profess homosexual beliefs will require transfer prior to deployments in those areas.

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Acceptance of Homosexuals as Coworkers

UNCLASSIFIED

Question: As a general matter, persons who are gay or lesbian may be employed by the Department of Defense in a civilian capacity. In addition, contractors may employ homosexuals. If military personnel can work with gays and lesbians in those circumstances, why can't they serve with persons who are openly homosexual in military units?

General Powell: Active military service is not an everyday job in an ordinary workplace. It requires a unique blend of skills, ethics, culture, and bonding to ensure an effective warfighting force.

We place unique demands and constraints upon our young men and women not the least of which are bathing and sleeping in close quarters. The fact that as military members we serve 24-hours a day under often severely constrained conditions is more than rhetoric, it is a way of life.

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20 JUL 93					

Diversity and Unit Cohesion

UNCLASSIFIED

Question: We live in a diverse nation, with individuals of different races, religions, and political views. That type of diversity presents a challenge to the military in terms of developing unit cohesion from individuals of differing backgrounds and experiences.

What do you see as the differences, if any, between the challenge the military faced in racial integration and that would be presented if gays and lesbians would be permitted to serve in the Armed Forces?

What do you see as the differences, if any, between the challenge the military has faced in terms of increasing the opportunities for women and the challenges that would be presented if gays and lesbians would be permitted to serve in the Armed Forces?

General Powell: Some have compared this issue to the struggles of minority Americans and the initiatives of women to gain equal footing in the work place. I have personally addressed this argument as convenient but invalid.

Unlike race or gender, sexuality is not a benign trait. It is manifested by behavior. While it would be decidedly biased to assume certain behaviors based on gender or membership in a particular racial group, the same is not true for sexuality.

We have successfully mixed rich and poor, black and white, male and female, but open homosexuality in units is not just the acceptance of benign characteristics such as color or gender or background. It involves matters of privacy and human sexuality that, in our judgment, if allowed to exist openly in the military, would affect the cohesion and well-being of the force. It asks us to deal with fundamental issues that the society at large has not yet been able to deal with.

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20 JUL 93					

Training

UNCLASSIFIED

Question: Some of the witnesses before the committee have suggested that the military can overcome any problems through the use of training and education. What are your views on the issue of whether training can address the problems that you have identified in terms of service of gays and lesbians in the Armed Forces?

General Powell: As part of the American culture, the Armed Forces mirror the prevailing societal views. Our Service men and women bring into the military a set of beliefs and values deeply rooted in family, ethical, religious, and/or moral teachings. While we should, and will, educate our people on the tenets of our policy, I do not believe that training will overcome the very strong moral, religious, and practical views held by millions of Americans on the subject of homosexuality.

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20 JUL 93				Q.10	

Different Treatment of Homosexual and Metosexual

UNCLASSIFIED

Question: For members of the Armed Forces, the military is their community. For many Servicemembers, the military installation is not only their place of work, it is where they live, socialize, fall in love, get married, and raise their children.

In the military community, men and women can kiss, hold hands, and engage in other displays of physical affection, subject to limits on fraternization, sexual harassment, and other time, place, and manner restrictions. Military personnel, however, are prohibited from engaging in bodily contact with persons of the same sex for purposes of satisfying sexual desires. What is the military policy reason for the difference?

General Powell: While the thought of two male or female company commanders dancing together at a military ball is humorous to some, it is not consistent with maintaining respect from peers or subordinates. Two soldiers of the same gender holding hands is less overt, but nonetheless, equally divisive.

As I stated earlier, those who act contrary to the established values and norms of the group lose respect and trust. In this atmosphere of distrust, bonding -- so necessary to success -- is compromised.

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20 JUL 93					Q. 11

Accession Questioning

UNCLASSIFIED

Question: The interim policy issued on January 29, 1993, temporarily suspended the questions about homosexuality on the enlistment form based upon a recommendation from the Joint Chiefs of Staff. It is my understanding that the decision to suspend the questions was based upon three considerations:

First, that many areas of military discipline that are not the subject of enlistment questioning, so there is no requirement to use enlistment questions in order to enforce a disciplinary policy.

Second, the question was not viewed as a significant deterrent to subsequent misconduct.

Third, because an individual's determination that he or she is gay or lesbian may not become certain until the individual is in his or her twenties or later, the question was not considered to be particularly useful.

My question is: was the decision to indefinitely suspend the use of the question, based upon these same factors?

General Powell: Yes, that plus the fact that we considered the questions unnecessarily intrusive. Sexual orientation is a personal and private matter. We are concerned with conduct, not orientation.

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OFFICE				DATE PREPARED	
J-1/Personnel Plans and Policy Division				22 JUL 93	
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COORDINATION					
OFFICE	LC	LA	J-5		
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DATE	22 JUL	22 JUL	22 JUL		

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ENCLOSURE D-F

TO <i>DJS</i>	CLASSIFICATION UNCLASSIFIED	ACTION NUMBER J-1 2591/185-00
THRU		ORIG SUSPENSE
SUBJECT QFR's From CJCS 20 July 93 Statement to the SASC on "Homosexuality in the Military"		ACTION <input checked="" type="checkbox"/> APPROVAL SIGNATURE INFORMATION
		SJS SUSPENSE 1200/22JUL93
		J SUSPENSE

ACTION SUMMARY

- Purpose.** To provide responses to SASC questions for the record in conjunction with CJCS testimony provided 20 July 1993.
- Discussion.** The majority of the proposed responses were extracted from the transcript of CJCS testimony to the SASC on 20 July and the CJCS "Statement on Homosexuals" developed in January 1993. Per OCJCS/LA, question 1 regarding foreign military policies does not require a response at this time and will be given a suspense later.
- Recommendation.** DJS approve the proposed responses at the Tab 10 submission to the Congressional record.

Approve *R* Disapprove _____ Other _____

Attachment

Reference:

- SJS 2591/185-00

COORDINATION/APPROVAL

OFFICE	NAME & DATE	EXT	OFFICE	NAME & DATE	EXT
J-1	<i>P. A. Tracey</i>	76098	LC	(b)(6) JULY93	71137
	P. A. TRACEY		LA	22JUL93	41777
	RADM, USN		J-5	Copy Provided/22JULY93	

ACTION OFFICER/DIV/PHONE	(b)(6)	J-1, Pers Plns & Pol Div/46486
DATE PREPARED	CLASSIFICATION	Classified by
22 July 1993	UNCLASSIFIED	Declassify on

ROUTING & COORDINATION COVER SHEET

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DATE RECEIVED
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DOCUMENT IDENTIFICATION

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FILE

SUBJECT

QFRs from CJCS 20 July 1993 Statement to the SASC on "Homosexuality in the Military"

DJS APPROVAL

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	DEPUTY EXECUTIVE ASSISTANT	001A	
	VICE CHAIRMAN OF THE JCS	01	
	EXECUTIVE ASSISTANT TO VICE CHAIRMAN OF THE JCS	011	
	ASSISTANT TO THE CJCS	02	
	EXECUTIVE ASSISTANT	021	
	ACJCS SPECIAL ASSISTANTS		
	LEGAL COUNSEL	02E	
	LEGISLATIVE ASST	02F	
	PROTOCOL	003	
	CIVILIAN SPECIAL ASSISTANT	004	
	SPECIAL ASSISTANT PUBLIC AFFAIRS	005	
	COMMUNICATIONS ADVISOR	008	
3	DIRECTOR, JT STAFF	03	/
	EA TO THE DJS	031	S 7/22
2	VICE DIRECTOR, JT STAFF	04	R 7/22
	EA TO THE VDJS	041	R 7/22
1	SECRETARY, JT STAFF	05	A 7/22
	ADMINISTRATIVE SUPPORT DR	051	