# Veteran Discharge Upgrades

Presented by Polli A. Pollem Military Assistance Project Director Indiana Legal Services

# Introduction

#### Materials

- Presentation
- Military Cultural Competency Manual for Attorneys: <u>http://www.indianalegalservices.org/sites/indianalegalservices.org/files/Military%20Cultural</u> <u>%20Compentency%20Manual%20for%20Attorneys%20042014.pdf</u>
- Veterans Discharge Upgrade Manual: <u>https://www.law.yale.edu/system/files/documents/pdf/Clinics/wirac\_CTdischargeUpgradeManual.pdf</u>
- Clarifying Guidance re: metal health conditions, sexual assault, and sexual harassment as mitigating circumstances: <u>https://www.defense.gov/Portals/1/Documents/pubs/Clarifying-Guidance-to-Military-Discharge-Review-Boards.pdf</u>
- White Paper: Underserved: <u>https://www.swords-to-plowshares.org/wp-content/uploads/Underserved.pdf</u>
- Report: Racial Disparities in Military Justice: <a href="http://www.protectourdefenders.com/wp-content/uploads/2017/05/Report\_20.pdf">http://www.protectourdefenders.com/wp-content/uploads/2017/05/Report\_20.pdf</a>

#### Introduction

- Introduction to the Military Cultural Competency Manual for Attorneys
- Overview
- Venue & Procedures
- Discharge Upgrade Application



# Introduction to the Military Cultural Competency Manual for Attorneys

**Sections that are applicable to Discharge Upgrades:** 

- Section 2 Military Terminology
- Section 6 Medical Discharge & Retirement
- Section 8 Military Discharges
- Section 9 Courts-martial
- Section 10 Discharge Documents
- Section 11 Veterans' Benefits



Administrative Discharges

- Honorable
- General (this was also called Under Honorable Conditions in the past)
- Other Than Honorable (OTH) (during different eras, OTH was called an Undesirable Discharge or a "Blue" Discharge)
- Entry-Level Separation (180 days or less)
- Clemency (Vietnam deserters ONLY).

Punitive Discharges (final outcome of a court-martial)

- Bad Conduct
- Dishonorable
- Dismissal (Officers ONLY).



**Discharge Documents** 

- DD Form 214 or NGB Form 22
- Identifies:
  - Date of entry and discharge, total time in service, rank, decorations, and military education
  - Characterization of service, reason for discharge, separation code, and reenlistment code

CAUTION: NOT TO BE USED FOR THIS	IS AN IMPO	RTANT RECORD.	ANY AL	TERATIONS I	N SHADED
CERTIFICATE OF RELEAS	E OR D				
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7.a. PLACE OF ENTRY INTO ACTIVE DUTY FORT GORDON, GEORGIA		7.b. HOME OF RECORD AT TIME OF address if known)	ENTRY (City	and state, o	r complete
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		e. Total Prior Inactive Service	01	09	28
		f. Foreign Service	04	02	00
		g. Sea Service	00	00	00
13. DECORATIONS, MEDALS, BADGES, CITATIONS AND CAL		h. Effective Date of Pay Grade	89	11	01
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Impact of bad paper

- Bars veterans from VA benefits (see Military Cultural Competency Manual, pp 50-51)
  - The VA denies benefits because of statutory and regulatory bars
  - Indianapolis VA Regional Office denies ALL veterans with an Other Than Honorable discharge (administrative discharge, NOT the result of a court-martial)
- Bars veterans from federal, state, or local government employment
- Carries a stigma

BENEFIT	HON	GEN	OTH	BCD	DD
Admission to Soldier's Home	E	E	NE	NE	NE
Montgomery G.I. Bill	E	NE	NE	NE	NE
Dependency and Indemnity Compensation (Survivor Benefit)	E	E	TBD	TBD	NE
Pension for Non-Service Connected Disability or Death	E	E	TBD	TBD	NE
Vocational Rehabilitation	E	E	TBD	TBD	NE
Home and other Loans	E	E	TBD	TBD	NE
Medical and Dental Services/ Hospitalization & Domiciliary Care	E	E	TBD	TBD	NE
Funeral and Burial Expenses	E	E	TBD	TBD	NE
Burial Flag	E	E	TBD	TBD	NE
Burial in National Cemeteries	E	E	TBD	TBD	NE
Headstone Marker	E	E	TBD	TBD	NE
Civil Service Preference (Office of Personal Management)	E	E	NE	NE	NE
Civil Service Retirement Credit	E	NE	NE	NE	NE
Job Counseling & Employment Placement	E	E	Е	E	NE
Unemployment Compensation for Ex-Service Members (Dept. of Labor)	E	E	NE	NE	NE

- VA Character of Discharge Determination
- Discharge Review Board (DRB)
- Board of Corrections of Military Records (BCMR)





VA Character of Discharge Determination

- NOT a discharge upgrade
- The veteran can apply for VA benefits, which can be appealed by filing a Notice of Disagreement
- MUST be VA-accredited to assist veterans
- According to white paper titled Underserved, Indianapolis Regional Office denies 100% of veterans with OTH discharge of VA benefits (but OTH are eligible for service-connected disability)

VA Character of Discharge Determination

- Statutory Bars to VA Benefits (38 U.S.C. 5303):
  - A conscientious objector who refused to perform duties
  - A discharge that was part of a sentence of a general court-martial
  - Resignation by an officer for the good of the service
  - A deserter
  - An alien who, during a period of hostilities, requested a discharge from the military
  - OTH discharge as a result of an AWOL for a continuous period of 180 days, unless there are compelling circumstances (family emergencies or obligations, or similar types of obligations or duties owed to third parties)

VA Character of Discharge Determination

- Regulatory Bars to VA Benefits (38 C.F.R. 3.12):
  - Acceptance of an undesirable discharge to escape trial by general court-martial
  - Mutiny or spying
  - An offense involving moral turpitude. This includes, generally, a conviction of a felony.
  - Willful and persistent misconduct. A discharge because of a minor offense should not, however, be considered willful and persistent misconduct if service was otherwise honest, faithful, and meritorious.







- See 32 C.F.R. §70.8 and DoD Instruction 1332.28.
- Every branch has its own DRB Army, Navy (includes Marines), Air Force, and Coast Guard
- Strict 15-year statute of limitations if it's been more than 15 years since the veteran's discharge, then apply to the BCMR
- Cannot review if the veteran was discharged or dismissed by General Court-Martial
- Applications are completed on the DD Form 293, "Application for Review of Discharge or Separation from the Armed Forces of the United States"
- Burden is on the veteran

- Jurisdiction
  - Can change the character of discharge and the reason for discharge, but NOT the separation code or the re-enlistment code
  - For discharges by Special Courts-martial, can only upgrade the character of discharge for clemency reasons – NO authority to overturn courtsmartial
- Standards of Review
  - Grounds of propriety or equity
  - See 32 CFR §70.9 & 10 U.S.C. §1553

- Propriety
  - An error of fact, law, procedure, or discretion during the discharge process and the error was prejudicial to the veteran
  - Change in policy that is expressly made retroactive



- Equity
  - Current discharge policy and procedures are materially different: Is there substantial doubt that the veteran would have received the same discharge under current policies and procedures?
  - Discharge was inconsistent with disciplinary standards at the time
  - Evidence of quality of service or capability to serve (from military records)
    - Prior or post-military conduct if it can help provide a basis for a more thorough understanding of the applicant's performance during service



- Equitable relief based on quality of service or capability to serve may take into account:
  - Total capabilities age, education, and ability to adjust to military
  - Family and personal problems
  - Arbitrary and capricious action
  - Discrimination must be supported by evidence
  - Mitigating circumstances i.e., PTSD, family emergencies

- Presumption of Regularity in the Conduct of Governmental Affairs
  - Presumes that Government officials acted properly, that military records are correct, and that statutes and regulations are Constitutional
  - Veteran carries the burden to overcome the presumption
- Court opinions are binding, but DRB decisions are merely persuasive



- DRB Panels are made up of five military officers
- Three votes are required
- If the veteran served during war, conflict, or contingency operation and was later diagnosed with PTSD:
  - The Board must include a physician, clinical psychologist, or a psychiatrist
  - The case must be expedited





- Can request:
  - A records review (NO hearing)
  - A personal hearing in Washington DC
  - A hearing before a traveling board (Army and Air Force ONLY)
- A discharge upgrade is more likely if there is a hearing

- Request for Reconsideration 32 C.F.R. 70.8(8)
  - Previous consideration was initiated by the DRB, NOT the veteran
  - NO hearing for the first application, but the veteran now requests a hearing
  - An expressly retroactive change to the discharge policy
  - Current policies and procedures are substantially more favorable now compared to what was in effect when the veteran was discharged
  - Veteran was not represented by counsel / representative for the first application
  - New, substantial, and relevant evidence that was not available to the veteran previously

- DRB decisions can be appealed in federal court under the Administrative Procedure Act
  - Six-year Statute of Limitations
  - Appeals may be brought in the District Court where the:
    - Veteran was discharged
    - Veteran lives
    - Service Department Secretary is located (Washington DC)
  - Check case law some Circuit Courts require veterans to exhaust administrative remedies (apply with the BCMR)



- See 10 U.S.C. §1552
- Every branch has its own BCMR Army, Navy (includes Marines), Air Force, and Coast Guard
- Waivable three-year Statute of Limitations
  - Three years from when the veteran discovered the error or injustice
  - Routinely waived "in the interest of justice"
- Applications are completed on the DD Form 149, "Application for correction of military record under the provisions of title 10. U.S. Code, section 1552 "
- Burden is on the veteran
- Presumption of Regularity in the Conduct of Governmental Affairs

- Jurisdiction
  - Can change almost anything in military records
  - For discharges by Courts-martial, can only upgrade the character of discharge for clemency reasons – NO authority to overturn courts-martial
  - Cannot lower discharges, compel witness appearances, expunge courtmartial convictions, or reimburse veterans for preparing and appearing for their cases
- Standard of Review
  - NO clear standards of review May correct any error or injustice
  - Generally, considers same factors as the DRB

- Panels of high-ranking civilians in the military branch
- Three members constitute a quorum
- Before rendering a decision, the BCMR will:
  - Obtain / review military records (or if unavailable, they will ask the veteran for pertinent records)
  - Ask for advisory opinions from appropriate staff (i.e., JAG, Medical Officer, etc.) – and send opinion to the veteran for comment
  - Make administrative corrections to military records
  - Review briefs prepared by staff (examiners) and render decision can request a copy of the examiner's brief in advance and respond

- Request for Reconsideration
  - A one-year time limit, but the Army allows for the time limit to be waived "if substantial relevant new evidence has been discovered."
  - MUST contain new material evidence and must show that the evidence was not reasonably available at the time of the previous application – be sure to explain this
- Appeal in Federal Court
  - Six-year SOL
  - Jurisdiction is in the district that the veteran was discharged, the district where the veteran lives, or the district where the Secretary of the branch is (DC)

Obtain the veterans military personnel and medical records

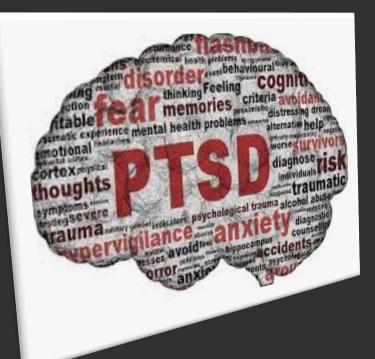
- Submit a SF Form 180 to the National Archives in St. Louis
  - Can get records online at <u>http://www.archives.gov/veterans/military</u> <u>-service-records</u>
  - Consider a second request because the military branches provide more complete records in response to a second request
- Submit a SF 180 to the VA Records Center in St. Louis for recent medical care



Complete the appropriate form

- DRB
  - DD Form 293
  - If the 15-yr time limit is near, consider sending this in ahead of preparing the case – can submit additional documents later as long as the DRB hasn't reviewed the application (takes several months)
- BCMR
  - DD Form 149
  - If the 3-year time limit is near, consider sending ahead of preparing case

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Additional Materials to Submit

A brief

- Favorable aspects of service
- Factors that mitigate the disciplinary record (i.e., PTSD diagnosis, evidence of discrimination or disparate discipline (toxic command climate), family crisis, etc.)
- Submit as soon as possible, but no later than one month from hearing date, if applicable
- Submit enough copies for all of the Board Members (five for DRB and three for BCMR)

- Statement of Material Contentions
  - Lays out the issues
  - The Board must respond
  - Can be your brief section and sub-section headings and may double as your Table of Contents
  - Clearly separate equity and propriety issues



- Veteran's Statement
  - Sworn and notarized if possible
  - Explain discrepancies
  - Add or reaffirm facts in the record or application
  - Dispute errors in the record
  - If there was a criminal conviction (court-martial), the veteran should express remorse, explain how they've changed (with additional evidence, if applicable), and ask for clemency



- Evidence of in-service conduct:
  - Statements from other service members
  - Good performance reviews
  - Evidence of misinformation that might have caused veteran to waive rights in the proceedings
    - If there was a Administrative Board, be sure to review this against regulations in effect at the time of the board

- Evidence of pre- and post-service conduct
  - Character references
  - Employment documents
  - Education documents (diplomas / transcripts / scholarships / awards)
  - Criminal History from each state that the veteran has lived in, ideally showing no crimes (Consider an FBI Criminal Record if the veteran has lived in multiple states)
  - Rehabilitation documents
  - Family Responsibility Documents (birth, marriage, etc.)
  - Awards showing achievement
  - Documents showing involvement in charitable or civic activities

Tips, Techniques, and Things to Consider

- Review decisions in the Boards of Review Reading Rooms
  - <u>http://boards.law.af.mil</u> (searchable by "search terms")
  - More current decisions might be more applicable
  - Persuasive only, NOT binding on the Board
- Review case law
- Review regulations
  - In effect at the time of the veteran's discharge (many sites have incomplete collections of obsolete collections; google the regulation with the year in question to start)
  - Compare obsolete regulations with the current regulations (to determine if the veteran would have been treated differently under current regs)

**Emerging Trends** 

- "Personality Disorder" discharge:
  - Combat veteran with PTSD or TBI, especially if the discharge does NOT comply with current regs, which require a 2<sup>nd</sup> opinion and Surgeon General review
  - Minimal psychiatric eval or rights violated during involuntary psychiatric eval, if professionals rejected the diagnosis soon after discharge
- OTH discharge
  - Combat veterans for misconduct if the veteran suffers from PTSD or TBI
  - Misconduct if veteran suffered unrecognized HIV neurological problems or dementia
- Discharges where medical issues were considered insufficient for disability discharge / retirement, but post-service medical evidence shows disability proceedings were warranted

#### **Questions?**

